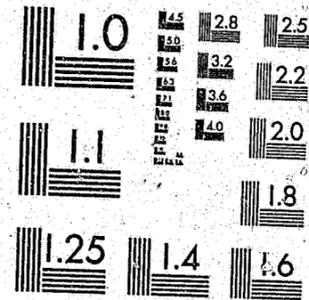


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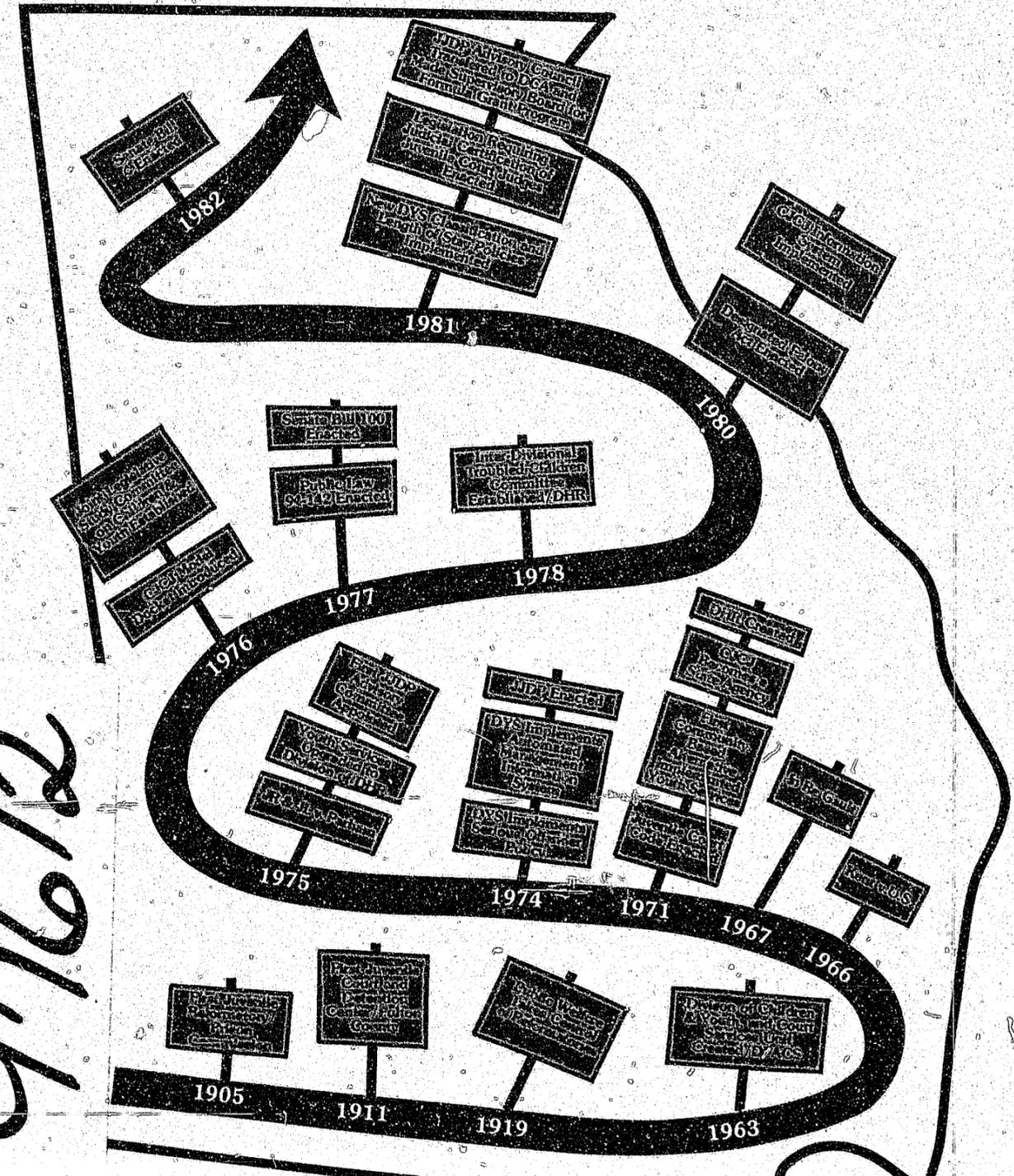
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Mapping Out Juvenile Justice in Georgia

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Mapping Out Juvenile Justice in Georgia

December 1982

GEORGIA GOVERNOR'S ADVISORY COUNCIL ON
JUVENILE JUSTICE AND DELINQUENCY PREVENTION

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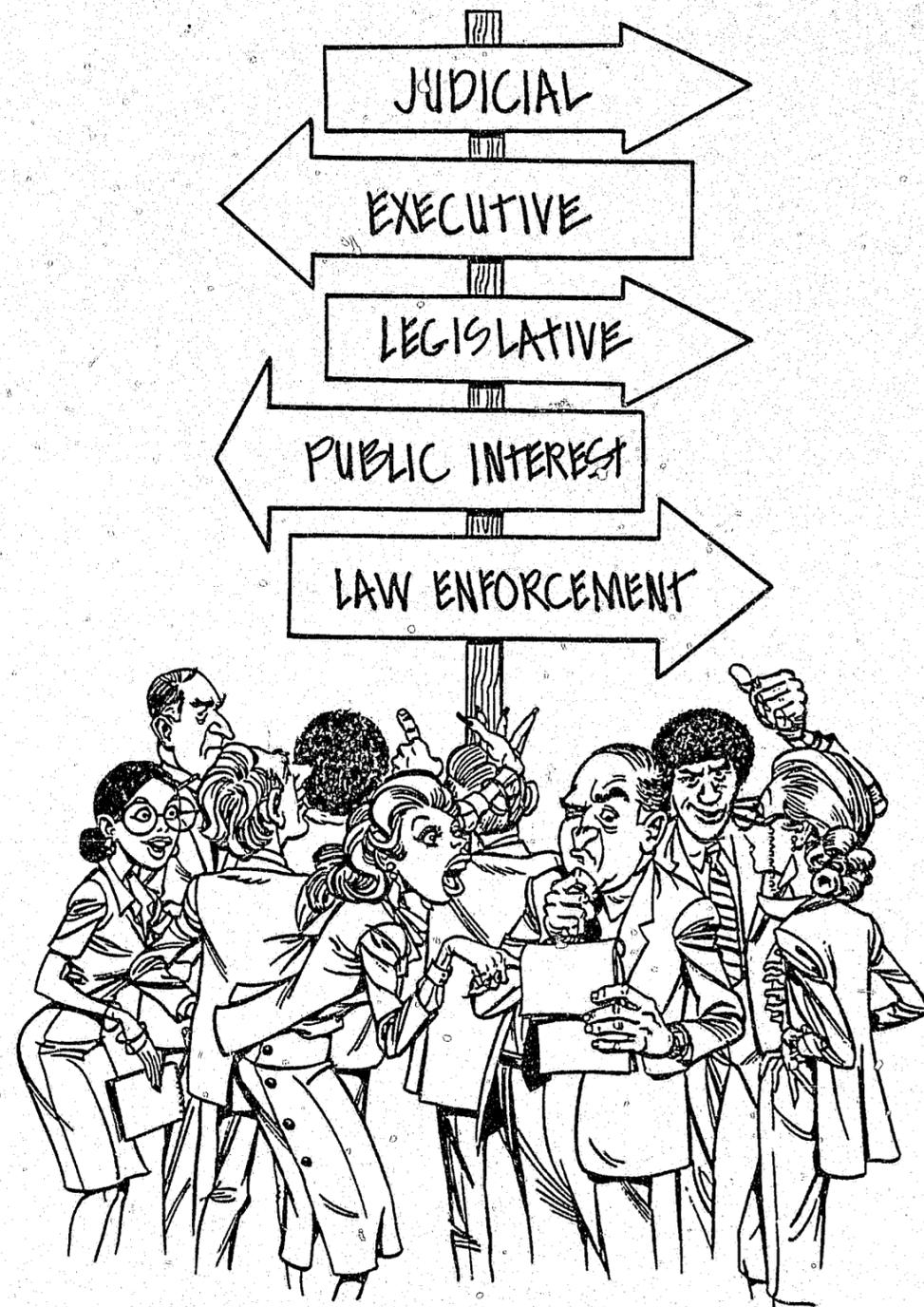
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MAYBE IT WOULD BE EASIER TO FIGURE OUT WHERE WE'RE GOING
IF WE KNEW WHERE WE'VE BEEN.

JUVENILE JUSTICE REPORT – FOREWORD

It has been a pleasure for staff from the Department of Community Affairs to be able to provide some needed administrative support and assistance to the Governor's Advisory Council on Juvenile Justice in the preparation of this document. Part of our concern is to better serve local governments in all aspects of criminal justice, including the work with juveniles. This report is a reflection of the history of the juvenile justice system in our state. It identifies some of the issues that should be discussed in our continuing efforts to improve Georgia's delinquency prevention effort. This document will contribute to the on-going discussion about juvenile justice 'n Georgia. I know that professionals as well as interested citizens will find much that is thought-provoking and challenging in this report.

Jim Higdon
Commissioner
Department of Community Affairs

A WORD FROM THE CHAIRMAN ...

Mapping Out Juvenile Justice in Georgia is the result of several years of concentrated effort by the Governor's Advisory Council on Juvenile Justice and Delinquency Prevention, and reflects the concerns of the Council and the many agencies and advocacy groups whose primary purpose is to enhance the lives of our children.

Since 1975, when the Federal Juvenile Justice Act came into being, funds have been provided specifically for juvenile justice. This has enabled Georgia to develop and implement programs for the prevention and reduction of juvenile delinquency. Participation in this Federal Program required the creation of an advisory group. Members of this group, known today as the Governor's Advisory Council on Juvenile Justice and Delinquency Prevention are appointed by the Governor. This group must include youth, concerned citizens, local and State officials, and practitioners who work with troubled and delinquent children and youth.

The Council has several specific charges identified in Federal Law and Executive Order: 1) to develop a plan for the expenditure of Federal funds, 2) to approve the allocation of funds, and 3) to advise the Governor and the General Assembly on current juvenile justice and delinquency prevention issues. In more recent years, activities have shifted toward collecting information, assessing progress, and trying to provide clear directions as to the course which juvenile justice groups should take to insure a unified approach to solutions.

In accordance with Federal guidelines, planning and fund allocations have placed major emphasis on removing children from adult jails, providing alternatives for those not requiring secure detention, and initiating a wide variety of community-based programs. As a result, a State-wide network of programs and services, providing various types of treatment methods now exists. Some are operated by the State, others by local agencies and private groups.

There is a continuing need for governmental and public support, understanding and concern. Admittedly, we do not have all the answers, but hopefully, this document will provide each of us with a road map for the future.

On behalf of the Advisory Council, I wish to thank Governor Busbee, the Georgia General Assembly, the National Office of Juvenile Justice and Delinquency Prevention and the Department of Community Affairs for their support of our efforts.

Bettye O. Hutchings

Bettye O. (Mrs. William) Hutchings
Chairman
Governor's Advisory Council on Juvenile
Justice and Delinquency Prevention

ACKNOWLEDGEMENTS

The Governor's Advisory Council on Juvenile Justice and Delinquency Prevention is deeply appreciative of all those individuals, governmental and private agencies, and organizations who have provided us with input to this document. With your cooperation, we have, hopefully, provided one source where the problems and issues are clearly defined.

Our sincere thanks go to the League of Women Voters of Athens, and Macon; the Junior Leagues of Columbus, DeKalb County, Atlanta, and Cobb-Marietta; the Georgia Juvenile Services Association; the Georgia Peace Officers Standard and Training Council; the Atlanta Legal Aid Society; the Georgia Detention Association; the Council for Children; the Department of Education; the Georgia Juvenile Detention Association, the Division of Youth Services; the Metro Atlanta Crime Commission; and the Criminal Justice Coordinating Council.

Special appreciation goes also to the following persons: Mary Foster of the Georgia Crime Information Center; Marsha Chalker and Tim Carr of the Department of Offender Rehabilitation; Dr. Peyton Williams, Dr. Norris Long and Lynn Stroud of the Department of Education; Amelia Butts of the Department of Labor; John Beard, Anne Strand and Butch Streetman of the Division of Youth Services; Diana Fox, Division of Family and Children Services; Judy Burns and Xenia Wiggins of the Division of Mental Health and Mental Retardation; Larry Linker, Department of Criminal Justice of Georgia State University; Mike Sanford of the Council of Juvenile Court Judges; Judi Rogers, the Georgia Coalition to Prevent Shoplifting; Dr. Grady Cornish of S.T.E.P.S.; and Bob Sanderson of P.O.S.T.

These groups and people share the Council's desire to provide a beneficial atmosphere in which our troubled young can grow into productive members of society.

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ACQUISITIONS

GUIDING PRINCIPLES

The issues and recommendations included in this publication are philosophically based on the following set of Guiding Principles:

- A separate and distinct juvenile justice system within the criminal justice system best meets the special needs of youth.
- When fundamental rights are involved, due process should not be denied on the basis of age.
- Georgia's youth should receive equitable and consistent treatment, regardless of race, sex, geographical location, or socio-economic status.
- All youth are entitled to an environment free from physical and mental abuse.
- The family should be a major focus in the treatment of juveniles.
- Decisions made within the juvenile justice system should strike a balance between the best interests of the child and the protection of the community. For the serious and habitual juvenile offender, appropriate sanctions must be imposed which will control and deter delinquent behavior.
- Dispositions should be made in proportion to the magnitude of the youth's conduct. The accountability of the juvenile to the victim and to the community should be stressed.
- Community understanding, concern and involvement are essential to successfully prevent and treat juvenile delinquency.
- Prevention programs have the potential to be effective and economical ways to address the problems of juvenile delinquency.
- Effective operation of the juvenile justice system requires the development and maintenance of effective communication with other components of the criminal justice system, and with other related human service agencies.

EXECUTIVE SUMMARY

Based on its research and deliberations, the Governor's Advisory Council on Juvenile Justice and Delinquency Prevention (JJDP) traced the progress made in seven juvenile justice issue areas and formulated twenty-eight recommendations for furthering that progress. The following recommendation summaries represent what the Advisory Council believes to be of primary importance in those recommendations.

- Funds should be appropriated in the budget to fully implement Senate Bill 4 (Act 1519). (Issue #I)
- The Governor's JJDP Advisory Council should be established by State law. (Issue #VI)
- The State should provide the funds necessary to afford all juvenile courts access to unified diagnostic services on a post-adjudication, but pre-dispositional basis. (Issue #III)
- The Governor should urge the Speaker of the Georgia House of Representatives and the Lieutenant Governor to establish a standing committee on Children and Youth in each chamber of the General Assembly. (Issue #VI)
- The State should enact legislation mandating all juvenile courts to participate in the Council of Juvenile Court Judge's (CJCJ) information system, and authorizing the release of state-wide shared information to any juvenile or superior court in the State under security and privacy regulations. (Issue #VI)
- The Governor's Office and the State Legislature should continue to seek a state-wide policy against the use of suspension and expulsion as routine methods of discipline in public schools. (Issue #IV)
- Legislation should be enacted that will give ex-officio voting status on the Criminal Justice Coordinating Council to the director of the Division of Youth Services (DYS), the president of the CJCJ and the chairman of the Governor's JJDP Advisory Council. (Issue #VI)
- New emphasis should be placed on upgrading the treatment potential of the 4 large Youth Development Centers. (Issue #III)
- Legislation should be enacted mandating that each law enforcement agency in the State (of sufficient size in terms of sworn officers) should have on staff at least one trained police juvenile specialist. (Issue #V)
- DYS and the Department of Community Affairs (DCA) should continue to monitor state-wide detention practices. (Issue #II)

Juvenile Courts

The juvenile court is the cornerstone for the juvenile justice system. Georgia has no well-defined juvenile court system. Consequently, juvenile justice approached from a wide variety of philosophical, administrative and programmatic perspectives. While there seems to be consensus among juvenile justice practitioners for a state subsidized court system with specialized juvenile judges in every circuit, that consensus does not extend to unifying intake and probation services.

The CHALLENGE:

To fully implement a state-wide system of juvenile court judgeships and subsequently move forward along the best possible route to unify and equalize all juvenile court services.

The TREND:

Throughout the past decade, juvenile courts have moved steadily in the direction of providing stricter adherence to due process rights during adjudicatory and pre-adjudicatory hearings and toward ordering more specialized and informed dispositional alternatives. Through the leadership provided by the Council of Juvenile Court Judges (CJ CJ) the courts have also made significant progress toward providing more uniform court administration.

PROGRESS MADE:

- In 1971, the CJ CJ was created as a State agency. it received its first appropriation in 1976. Today, a staff of 4 provide consultation, make recommendations regarding the administration of court services and collect state-wide statistics on judicial work-loads.

- The 1976 Juvenile Justice Master Plan recommended the creation of a Domestic Relations Division of Superior Court with jurisdiction over all aspects of family problems. The Juvenile Justice Section of the Governor's 1979 Criminal Justice Conference deleted the Master Plan recommendation in favor of a state-funded juvenile court system with full-time juvenile court judges. Article VI of the 1982 revised Georgia Constitution reflects the juvenile court recommendation by specifically including it as a court of limited jurisdiction. Enactment of Senate Bill 4 (Act 1519), passed in 1982, and yet to be funded, will set the course for a state-wide system of circuit-wide juvenile judgeships.

- In 1977, Georgia's juvenile courts were served by 8 full-time juvenile court judges, 36 part-time juvenile court judges and 38 Superior Court judges. Today, 9 full-time juvenile court judges, 39 part-time juvenile court judges and 64 Superior Court judges serve the State. If fully implemented, the new juvenile court legislation will provide 44 circuit wide judgeships with 11 full-time and 33 part-time juvenile court judges.

- In 1971, the Georgia Juvenile Court Code (Title 24A now Title 15-11) was enacted. Responding to the Kent and Gault U.S. Supreme Court cases of 1966 and 1967 respectively, the new code established that Georgia's children were entitled to due process.

- Between July 1, 1980 and June 30, 1981, a projected 34,230 cases were filed in the State's juvenile courts and 6,577 or 19% of those youngsters were represented by an attorney. These estimates are based on actual data from 30 juvenile courts comprising 53% of the State's juvenile court caseload.

- Prior to 1980, case preparation and presentation of juvenile felony type cases by the district attorney or his representative was the exception rather than the rule. Legislation enacted in 1980 required the district attorney's office (on request from the juvenile court judge) to prepare and present juvenile felony type cases. A recent sampling of the State's juvenile courts indicates that the district attorney, or his designee, prosecutes the majority of juvenile felony cases in 66% of the courts.

- Before the enactment of Senate Bill 100 (Act 724) in December of 1977, after-hour detention decisions were often made by local police officers and/or detention home staff. Since then, 24-hour intake services have been provided by employees of the Division of Youth Services (DYS) in approximately 112 counties, by county staff in approximately 12 counties and by a combination of DYS and county-paid employees in approximately 35 counties.

- Over the past ten years, probation services have continued to be provided by DYS employees in the less populated areas of the State and by county-paid independent court staff in the more urban areas.

- Since 1971, there have been several significant changes in the sentencing options available

to juvenile court judges. They are as follows:
1975—the Georgia Supreme Court held that commitments from the juvenile court directly to the Department of Corrections were unconstitutional.

1980—legislation provided a new criminal code on restitution urging juvenile courts to order restitution as an additional remedy.

Other 1980 legislation created the 'Designated Felony Act' giving juvenile courts additional discretion in sentencing and monitoring orders regarding youth who commit serious crimes against persons.

1982—legislation expanded the 'Designated Felony Act' to include second offenses of burglary and to require mandatory waiver for suspects with three prior burglary convictions.

Other 1982 legislation authorized juvenile court judges to suspend or prohibit issuance of

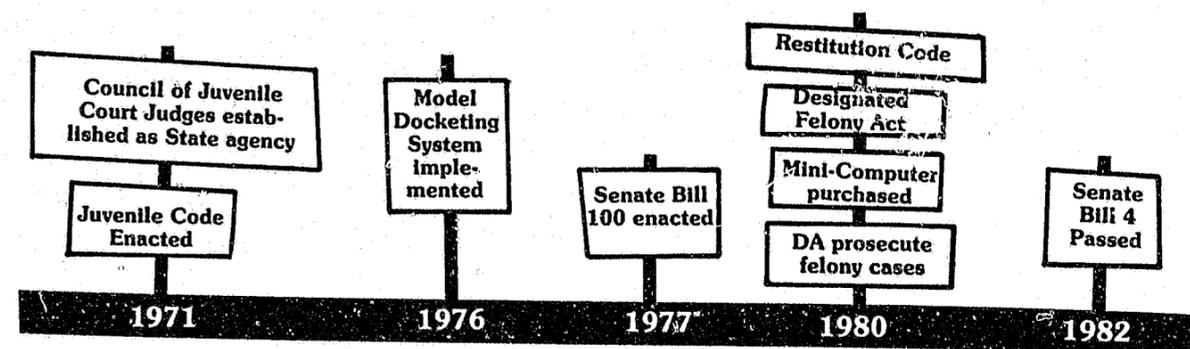
a driver's license to adjudicated delinquents.

WHERE DO WE GO FROM HERE?

- Funds should be appropriated in the FY 1984 budget to fully implement Senate Bill 4 (Act 1519).

- Legislation should be enacted during the 1983 session of the General Assembly amending the juvenile court code to include language from the Restitution Code (Act 1332) pertaining to restitution in the juvenile courts and to enable the juvenile court to enforce orders of restitution for children under commitment to the State.

- Further efforts should be made to insure that juvenile courts follow due process procedures.



Detention

Secure detention should be used only as a last resort and even then, children should not be held in adult jails or lock-ups. Implementation of this philosophy has required schools, parents, police, courts, corrections, and the community in general to re-examine long standing ideas about juvenile delinquency, and to restructure some traditional responses to unruly youngsters.

The CHALLENGE:

To maintain the accomplishments made in deinstitutionalizing status offenders (youngsters who have committed offenses such as runaway, truancy and ungovernable, that are not applicable to adults), and to eliminate completely the use of adult jails and lock-ups for children.

The TREND:

Over the past ten years, Georgia has moved steadily in the direction of removing all children from adult jails and lock-ups. Since the mid 1970's that movement has also focused significant resources on differentiating between the treatment of status and delinquent offenders. Severely limiting the legally allowed length of time a status offender can be held in secure detention has helped to accomplish the distinction.

PROGRESS MADE:

- In 1966, the State began operating Regional Youth Development Centers (RYDC's) in areas not serviced by county detention centers. Since that time, six of eight county detention centers have been turned over to the State. Today, the State operates 17 RYDC's. DeKalb and Fulton, the only remaining county facilities, will be replaced by a new Metro RYDC when construction funds are appropriated. Meanwhile, both centers are providing detention services under contract with the State.

- The State entered the Juvenile Justice and Delinquency Prevention (JJDP) Act in December of 1975. In so doing, Georgia embraced the mandates of the Act which called for

deinstitutionalization of status offenders, and the sight and sound separation of adult and juvenile offenders. Though not totally aligned with the Act's guidelines, Senate Bill 100 (Act 724) enacted in 1977 provided a major impetus in the right direction. In 1980, the JJDP Act was re-authorized and a mandate for total jail removal by December 1985 was added. Georgia achieved full compliance with the Act's original mandates in 1981. However, maintenance of this status is tenuous and requires consistent monitoring.

- Between 1975 and 1980, most of the State's JJDP money was used to develop a variety of alternative programs for status offenders. Today, the State maintains a network of attention and contract homes for emergency and longer residential placements and community detention workers in each RYDC catchment area provide intensive in-home, pre-trial supervision. Locally, 19 independent courts have separate intake and diversion units that promote the use of short-term contracts and informal adjustments in most status offender cases.

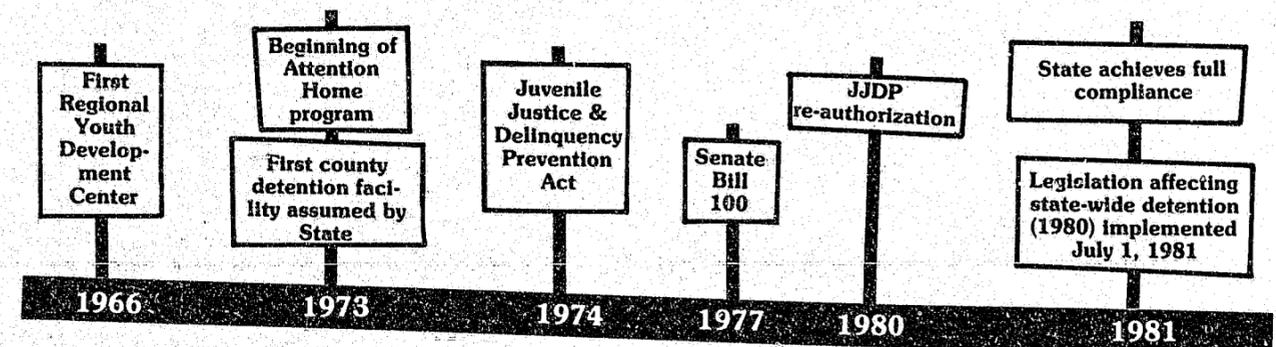
- During August of 1975, at least 313 status and non-offenders were held in secure detention for more than 24 hours. (52 were held in jails, 137 in RYDC's and 124 in county detention facilities). By August of 1981, the number had been reduced to 36 (none held in jails, 20 held in RYDC's and 16 held in county detention facilities).

- In 1975, at least 1,769 juveniles were held in county jails. (This data does not include the number of youth held in municipal lock-ups, nor does it pinpoint which jails were used and to what extent they provided sight and sound separation.) Between September 1, 1980 and August 31, 1981, a total of 329 youth were held in adult lock-up facilities. Of that 329, 311 were released in under 18 hours, 18 were held for more than 18 hours, and 4 of those held under 18 hours were not adequately separated from the adults. Indications are that the total number of youth held in adult facilities for the period between September 1, 1981 and August 31, 1982 will not exceed 160, thus continuing the trend for a 50% reduction per year.

WHERE DO WE GO FROM HERE?

- Funds should be appropriated to complete the RYDC network and provide the State with a uniform detention system.
- DYS with support from the Department of Community Affairs (DCA) juvenile justice unit

- should continue to monitor state-wide detention practices. DYS state office personnel should make site visits to jails on a regular basis.
- Funds necessary to maintain the State's network of non-secure detention alternatives should be appropriated annually.



Treatment Alternatives

Juvenile delinquency is not a simple phenomenon. Those acts which bring young offenders to the attention of the juvenile justice system are committed for varying reasons and require varying treatment approaches. Balancing the need for a wide array of treatment alternatives with the need to provide for the safety of the community is especially difficult in the case of delinquent youth who are also mentally retarded, drug addicted, learning disabled and/or emotionally disturbed. Additional balancing problems are encountered when attempting to meet the goal of strengthening the family by including them in the treatment.

The CHALLENGE:

To establish and maintain a proper balance between providing appropriate treatment in the least restrictive environment and providing the community with adequate protection.

The TREND:

From the early 1970's through the present, great strides have been made toward diversifying treatment alternatives, and where possible, providing that treatment in community-based settings. However, growing concern for community safety and victim rights is fostering a new emphasis on treatment models which include sanctions that hold delinquent youth more accountable for their offenses.

PROGRESS MADE:

• Prior to 1970, all committed delinquents were placed in one of four State Youth Development Centers (YDC's). Since then, the use of community-based alternatives such as group homes, community treatment centers, day schools, wilderness programs, contract homes, and private psychiatric programs has steadily increased. In 1970, 8% of all committed youth were alternately placed; by 1975, the percentage was 30.6%, and as of 1981, 45.3% were being diverted from the YDC's. Conversely, recidivism rates for committed youth which were 39% in 1976, have been reduced to 26% as of 1980.

• Since 1975 when Georgia entered the

Juvenile Justice and Delinquency Prevention (JJDP) Act, DYS has prohibited by policy the placement of status offenders in the four large YDC's except under exceptional circumstances. During 1975 there were at least 97 status offenders placed in the YDC's. For the year beginning July 1, 1981 and ending June 30, 1982, there was a total of 6 status offenders placed in the YDC's.

• Since the mid 1970's, the Department of Human Resources (DHR) and the private sector have also made steady progress in developing a continuum of residential treatment programs for emotionally disturbed and mentally retarded youth. The continuum includes the State-operated Outdoor Therapeutic Program in Unicoi State Park, as well as access to a variety of private and non-profit programs such as the Menninger CHARLEE program, Campeonada, Devereaux, Montanari, Brown School, Annawakee, and a number of psychiatric hospitals. Yet the demand continues to exceed the supply. According to the *Juvenile Forensic Report* of 1981, 13.6% of the YDC population exhibited emotional problems which the institutions were unequipped to handle. Of the 13.6%, 6.3% were either moderately or severely psychiatrically disturbed and 3.9% were significantly mentally retarded.

• The settlement in 1979 of Hall v. Skelton (a Georgia class action suit involving the 'right to treatment') resulted in State appropriations to upgrade diagnostic, orientation, and counseling services in each YDC. Other significant outcomes of this settlement were new restrictive policies concerning the use of detention in the YDC's, and the development of a student grievance procedure.

• Since 1979, JJDP funds have been distributed to participating juvenile courts through a 'Purchase-of-Service' grant to the Council of Juvenile Court Judges (CJCCJ). The program objectives are to deinstitutionalize status offenders, reduce commitment rates, and stimulate the development of local resources. Sixty-seven counties serving 87% of the State's juvenile court caseload participate in the program. Funds are used to purchase counseling and tutorial services, develop community work and symbolic restitution programs and to purchase residential emergency shelter and transportation services. Between October 1,

1980 and October 31, 1981, 1,553 youth were served at an average cost of \$191.41 per child. The percentage of commitments among counties actively participating in the program declined slightly from 10.1% in 1971 to 9.9% in 1980.

• Between 1978 and 1980, referral rates to the Regional Youth Development Centers (RYDC's) for drug and alcohol related offenses increased drastically. Georgia's 1981 *Youth Alcohol and Drug Needs Assessment* reports referral increases as follows: selling hard drugs up 16%; possession of hard drugs up 253%; selling marijuana up 90%; possession of marijuana up 122%; violation of Georgia Controlled Substance Act up 10% and alcohol intoxication up 29%. Treatment options have not kept pace with increased demands. Drug and alcohol treatment at the four Youth Development Centers (YDC's) is often limited to drug and alcohol education. Other residential settings equipped to handle addicted adolescents are scarce, and for the most part limited to private hospitals where costs often preclude appropriate placements.

• In 1974, the Division of Youth Services (DYS) instituted a 'serious offender policy' which required youth committed for serious crimes against persons to be incarcerated for a minimum of one year. In 1979, the National Institute of Corrections granted DYS funds to study and revamp its classification and length-of-stay policies. In July of 1981, the new system which determines placement and length-of-stay according to commitment offense and previous court history was implemented. Results from an impact and process evaluation are scheduled for release in the fall of 1983.

• In 1980, legislation was enacted that added a new code of restitution to the criminal statutes. Act 1332 authorizes and encourages the use of restitution orders by juvenile as well as adult courts. As of October, 1982, at least 87 of Georgia's juvenile courts operate either monetary or symbolic restitution programs as an adjunct to their probation services.

WHERE DO WE GO FROM HERE?

• New emphasis should be placed on upgrading the treatment and security potential of the 4 large YDC's. Upgrading should include: more adequate alcohol and drug counseling services, for addicted offenders; joint DYS and Division of Mental Health development and operation of special units to serve severely disturbed and or mentally retarded offenders; and expansion of academic and vocational training components that will teach marketable skills to offenders and provide them with follow-up services upon their return to the community.

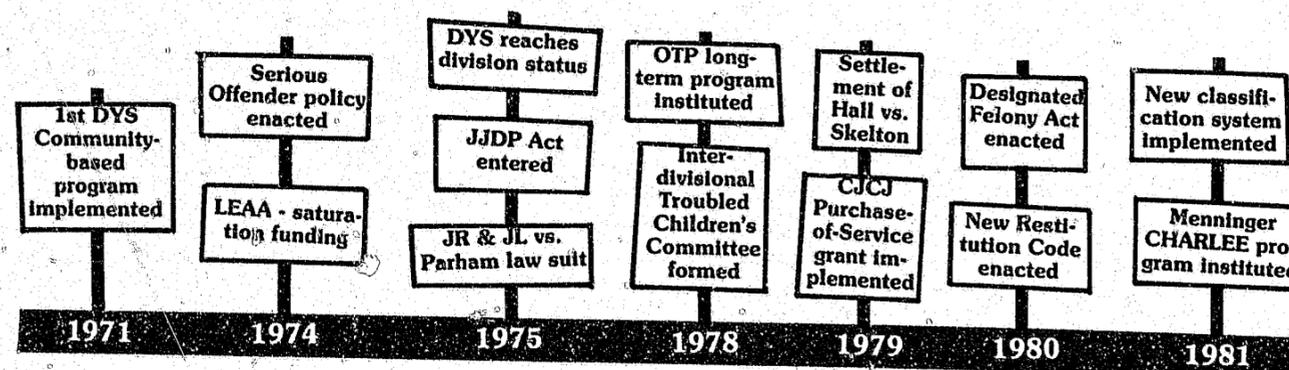
• The sanctions imposed for repeated burglaries under the 1982 revision of the 'Designated Felony Act' should be made consistent with the sanctions imposed for all other designated felonies.

• The State should provide the funds necessary to afford all juvenile courts access to unified diagnostic services on a post adjudication but pre-dispositional basis. Such services can be economically delivered through the RYDC's. Results of each diagnosis should become a part of the offender's permanent record and should be forwarded from agency to agency as the youth progresses along a treatment continuum.

• The State should consider providing subsidy funding to local jurisdictions that decrease their commitment rates through the development of local treatment options. The mechanism currently used by the Council of Juvenile Court Judges (CJCCJ) to disburse federal dollars could be easily adapted to this purpose.

• The State should continue to maintain, monitor, and expand community-based and specialized residential treatment alternatives until such time as no youth are inappropriately placed in institutions.

• Juvenile restitution programs should be expanded throughout the State.



Prevention

Young people must be directed away from crime while they are still subject to the socializing effects of family, school and church. Corrective (i.e.; after-the-fact) prevention, including Georgia's diversion, deinstitutionalization and 'in-school suspension' efforts are necessary, and will continue to be so; however, equal emphasis must be placed on primary prevention. Primary prevention attempts to prevent initial delinquent occurrences by fostering changes in those routine practices of family, school and church that tend to systematically alienate some youngsters from the mainstream of American life.

The CHALLENGE:

No impact on juvenile crime before certain segments of the youth population come to be identified as delinquent, pre-delinquent or high risk.

The TREND:

Within the last five years, Georgia's delinquency prevention efforts have focused on the schools, and have shifted from corrective to primary approaches. Prior to 1980, the emphasis was on identifying 'high risk' youth and providing them with special programs. Since 1980, there has been a subtle shift in emphasis from changing children to changing the systems that influence their behavior.

PROGRESS MADE:

- Between 1976 and 1979, the Governor's Advisory Council on Juvenile Justice and Delinquency (JJDP), as part of the State Crime Commission, funded approximately 6 school-based projects aimed at identifying 'high risk' youth and altering their 'pre-delinquent' behavior. These projects included the State's first 'in-school suspension' programs. Results of a survey conducted in 1979 by the Senate Study Committee on Juvenile Justice indicated that approximately 30% of Georgia's 187 school systems had 'in-school' suspension programs operating within their systems. Approximately 52% of the 58 programs were being funded with local money. The Department of Education does not routinely collect data on 'in-school' suspension programs; therefore, the number of programs in

operation today, and the extent to which 'in-school' suspension programs are impacting on juvenile crime in the State is unknown.

- In 1980, the Governor's JJDP Advisory Council established a sub-committee on Prevention. Charged with developing a 'primary prevention initiative', the Committee spent nearly two years researching the subject, and developing a Request for Proposal (RFP). The RFP was distributed in the spring of 1982 to more than 1,500 schools and other community agencies. In August of 1982, three demonstration projects were funded by the JJDP Council. These projects will be closely monitored and evaluated. If successful, the JJDP Council will promote the expansion of the initiative.

- Since 1978, every Senate Study Committee on Juvenile Justice (and there has been one each year) has found a correlation between school suspension and discipline practices and juvenile delinquency. Consistently, the Committees have recommended State-wide 'in-school suspension' programs, as well as 'alternative' and 'transitional' school programs. However, beginning in 1978, and with increasing emphasis each year, the Committees have started looking toward 'primary prevention programs' as the long range answer to school-related behavior problems. Primary prevention strategies which have been endorsed by these Committees include: Georgia Mental Health's Life Skills Program, competency based education, and School Climate Improvement. The 1982 Senate Study Committee on Suspension and Discipline in the Schools has devoted considerable time and attention to the development of a School Climate Improvement process which can be implemented State-wide.

- The Georgia Coalition to Prevent Shoplifting was started in 1975 by the Georgia Retail Association and a coalition of volunteer groups. Since that time, programs carried out by the Georgia Retail Association and volunteers from Georgia chapters of Distributive Education Clubs of America (DECA), the Georgia Federation of Women's Clubs, and the Parent-Teacher-Association (PTA) have attempted to prevent shoplifting by educating students, parents and the community. A comparison of student surveys conducted in 1979 and 1980 respectively reflect a reduced inclination to shoplift, and a greater awareness that the cost of shoplifting is passed on to the consumer. The Coalition was

disbanded in October of 1982, due to cut backs in federal funds.

- In 1980, a two-year grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to the Regional Institute of Social Welfare provided start-up funding for the Students, Teachers, Educators and Parents (STEPS) project. Since then, STEPS has provided numerous school systems across the State with technical assistance and information on dealing with school-related behavior problems. Today, due to serious cutbacks in federal funding, the future of the STEPS program is uncertain.

- In 1976, with the help of federal funds, the Department of Human Resources/Division of Mental Health and the Department of Education combined efforts to develop the Life Skills curriculum and training package. The program was implemented by training mental health workers to train teachers to teach children how to cope with the day-to-day problems of living. By June of 1981, 23 of the State's 31 Community Mental Health Centers had provided training to approximately 1,900 teachers. These teachers represent 267 of Georgia's 1,833 schools, and 41 of its 187 school districts.

- Though not specifically developed as a delinquency prevention program, Georgia's Competency-Based Education program, developed by the State Department of Education meets all the criteria of a primary prevention strategy. Scheduled to enter its third and final

phase of implementation in January of 1983, this program bases the attainment of a high school diploma not only on 'what is taught' and 'what is learned', but also on how that learning is applied to adult role situations.

WHERE DO WE GO FROM HERE?

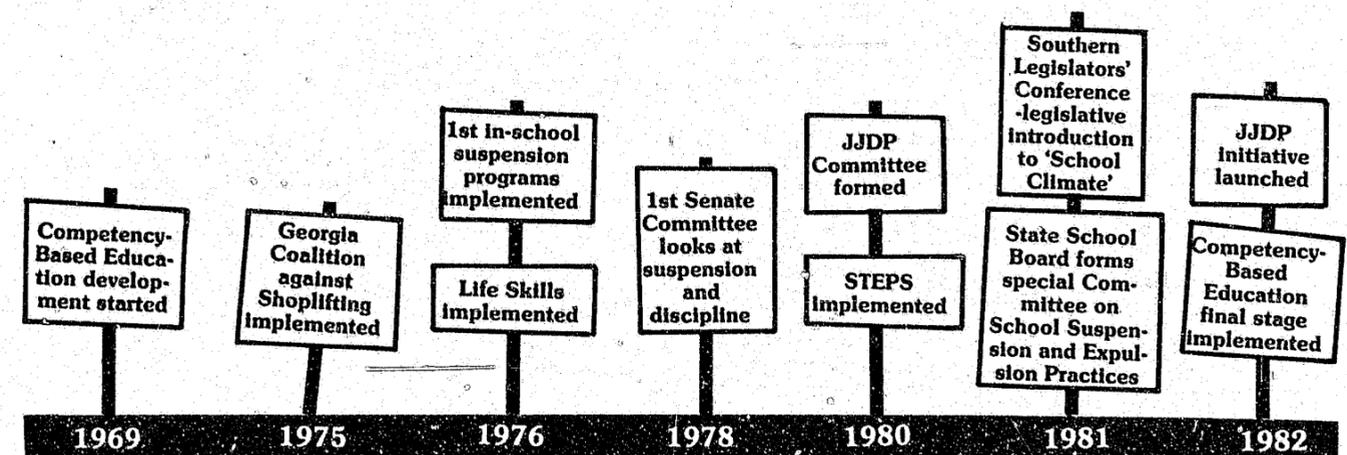
- The Governor's Office and the State Legislature should continue to seek a state-wide policy against the use of suspension and expulsion as routine methods of discipline.

- The Governor should encourage the Department of Education to collaborate with the Governor's JJDP Advisory Council on the implementation and evaluation of school-based primary prevention programs. The implementation of the Competency-Based Education program should be evaluated in terms of its impact on juvenile crime.

- The Governor should encourage collaboration between the Department of Education and the Council of Juvenile Court Judges to evaluate the impact of in-school suspension programs on juvenile crime. Funding could be provided by the Governor's JJDP Advisory Council.

- Communities should be encouraged to emphasize a variety of prevention programs.

- Programs and efforts should be directed toward strengthening family life.



Personnel Training Standards

The personnel selected for the juvenile justice system determines the character of the system's performance and the quality of its leadership. Therefore, continuing to enhance Georgia's ability to recruit, select and retain qualified juvenile justice personnel is of great importance.

The CHALLENGE:

To achieve coordinated joint training and a uniform set of minimum standards for all those who interact professionally with the juvenile justice system.

The TREND:

More than a decade of rapid growth has added to and exaggerated the problems normally associated with recruitment, selection, and retention of qualified personnel. The system's initial responses were directed at developing separate orientation and in-service training programs for its own various job classifications. More recently, those efforts have been coupled with efforts to develop and deliver joint and special training. Some joint training is being successfully accomplished among people from differing agencies, but with similar perspectives and job functions. Targeted for future joint training efforts are people who come from differing agencies and differing perspectives, but who must interact professionally in the juvenile justice area.

PROGRESS MADE:

- In 1963, a new program was instituted to provide after-care planning and supervision to juveniles released from training schools. This unit of 15 court service workers marked the State's first effort to provide community-based services to delinquent youth. By 1975, the Youth Services Unit had achieved division status (DYS) within the Department of Human Services (DHR). Today, DHS has 1,605 employees of which 421 provide community-based service, 419 provide detention services, 732 provide institutional services, and 33 provide administrative services.

- In 1962, only Fulton and DeKalb Counties had full-time juvenile court judges, and only 16 of 24 juvenile courts had county-paid probation staffs. Of the 16, only 2 required college gradua-

tion as a standard of employment. Today, there are 9 full-time juvenile court judges serving 7 juvenile courts, and 19 of 159 juvenile courts have county financed probation staffs. College graduation is a standard for employment in at least 9 of them.

- Prior to 1974, none of Georgia's 81 criminal justice programs in institutions of higher learning included any special training or education in juvenile justice. Today, according to the best information available, juvenile justice courses are included in 18 of the State's 22 criminal justice degree programs. Also, since 1980, Juvenile Justice and Delinquency Prevention (JJDP) funds have been made available through the Governor's Intern Program to place graduate and undergraduate students in juvenile justice agencies that provide direct services to juvenile offenders.

- Survey results published in the 1974 Midwest Research Institute's (MRI) report on Criminal Justice Training Standards in Georgia noted that among all criminal justice personnel, juvenile justice employees had the lowest average hours of orientation (55). With the aid of federal dollars, DHS has made significant progress toward providing 80 hours of required orientation for all direct service personnel and toward providing numerous hours of advanced in-service training. Though funded at only 50% of its previous level, as of July 1982 the DHS basic training program became totally State-supported.

- Since 1978, JJDP funds have been used to underwrite a training program jointly sponsored by the Council of Juvenile Court Judges (CJCC) and DHS. The program targets community-based service providers and their supervisors, and is governed by a board. Striving for cost-effectiveness, the training was regionalized in 1981 and is currently being presented by 31 in-house experts who comprise the training network. Network members receive 'train-the-trainer' instruction and are only compensated for their actual expenses. To date, 178 workshops covering 62 topics have been presented to 4,772 juvenile justice practitioners.

- Prior to 1981, only two of the 240 hours of mandated police training were devoted to juvenile justice. In 1981, the juvenile justice training was expanded to three hours. To com-

pensate for the inadequate allotment of mandated hours, three advanced in-service training programs were developed. In 1979, the Peace Officers Standards and Training Council (P.O.S.T.) developed a 16-hour course on *Child Abuse and Neglect*. To date, the course has been offered 64 times to 1,003 police officers. In 1980, using JJDP seed money, P.O.S.T. developed a 4-hour, 4-module training program on *Juveniles and the Law*. Since implementation in June of 1981, the training has been presented 134 times to 2,087 police officers. In response to a resolution passed by the Atlanta Regional Commission in 1980, the Georgia Police Academy developed a 40-hour course entitled *Police Juvenile Specialist*. Since June 1981, 105 county and municipal police officers have completed this training.

WHERE DO WE GO FROM HERE?

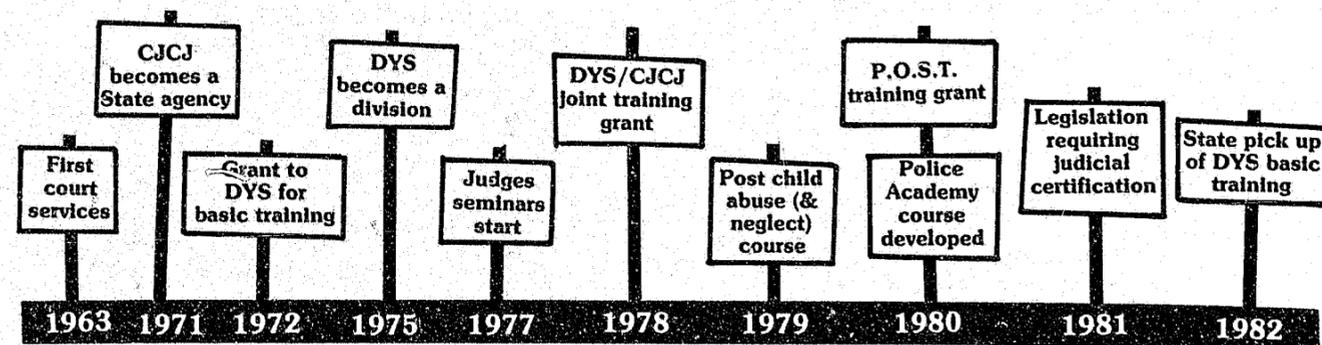
- The governor should appoint a task force of policy makers to determine on or before July 1, 1984, what topic areas should be covered in joint training sessions, and how joint- and cross-training among juvenile and criminal justice agencies can best be accomplished. The task force should include citizens and representatives from the training arm of DHS, CJCC, law enforcement, the Prosecuting Attorney's Council,

and the Department of Offender Rehabilitation. The Governor's JJDP Advisory Council should provide funding to cover the expenses incurred by task force members through its Action Program on Specialized Training. Staff support should be provided by the juvenile justice unit of the Department of Community Affairs.

- State funds should be appropriated to both DHS and CJCC to continue the activities of the joint training network, and to fund DHS' basic training program at its previous level.

- Legislation should be enacted mandating that each law enforcement agency in the State, of sufficient size in terms of sworn officers, should have on staff at least one trained police juvenile specialist to investigate juvenile cases, and/or act as a resource for other department personnel. The Governor should appoint a task force with citizens and representatives from P.O.S.T., the Georgia Police Academy, the Georgia Association of Police Chiefs, the Georgia Sheriff's Association, the Governor's JJDP Advisory Council, CJCC and DHS to determine what agencies should be considered of sufficient size, and what the orientation and in-service training requirements should be.

- The needs of the juvenile justice system should be incorporated in the current planning for the Georgia Public Safety Center.



Coordination Evaluation

Not unlike the rest of the criminal justice system, juvenile justice in Georgia is a many-faceted system without a means of sharing reliable information about the performance of its various components, or a methodology whereby such performances can be routinely evaluated.

The CHALLENGE:

To increase the system's performance through inter-agency information sharing that encourages the continual upgrading of resource allocation and decision making, and promotes on-going program evaluation.

The TREND:

Over the last decade, efforts to enhance system evaluation and planning mechanisms have been targeted toward upgrading the ability of juvenile justice agencies to gather and store meaningful information about their own operations. Efforts to promote better coordination among agencies have been primarily directed toward improving local delivery of services to multi-agency clients. Today, the system needs to develop mechanisms whereby information can be routinely shared between juvenile justice agencies, and with other criminal justice components.

PROGRESS MADE:

- In 1974, using both Law Enforcement Assistance Administration (LEAA) and Juvenile Justice and Delinquency Prevention (JJDP) seed money, the Division of Youth Services (DYS) began to develop a comprehensive information system. Today, the mostly State-supported Management Information Unit (MIU) computerizes information on 14,569 children in its custody, and provides research, administrative, and management data on all 10 categories of DYS's programs.

- Since first receiving State funding in 1976, the Council of Juvenile Court Judges (CJCJ) has steadily increased its information gathering and synthesizing capabilities. In 1976, CJCJ's model docketing system was introduced. To date, 86 counties are utilizing the system. A mini-computer, purchased in 1980 with LEAA funds enables CJCJ to store and aggregate in-

dividual court, as well as State-wide data. Aggregate data on the system's 86 counties gives a detailed description for approximately 70% of the State's total juvenile court caseload.

- The 1976 Juvenile Justice Master Plan reported that there was little reliable information available on law enforcement's use of discretion when deciding whether or not to take a youngster into custody. One of several reasons given was that comprehensive data was unavailable due to the inconsistent manner in which law enforcement agencies reported to the Georgia Crime Information Center (G.C.I.C.). Since 1976, law enforcement reporting has shown some improvement, but still does not include data on law enforcement/juvenile contacts when the youth is not taken into custody. Also, the GCIC data is not compatible with either juvenile court or DYS data, and therefore individual youth cannot be tracked all the way through the system.

- Inadequate communication and information sharing between law enforcement and juvenile justice has been a growing concern of both groups over the past few years. Failure to bridge the gap has fostered an adversarial relationship where cooperation is essential to the success of both systems.

- State legislation passed in 1977 limiting the use of secure detention for runaways, truants, and ungovernables to 72 hours; the passage of Public Law 94-142 in 1977 mandating appropriate public education for all children, and recent legislative concern with the overuse of suspension and expulsion have each served to encourage the Department of Education and the juvenile justice system to begin discussing new solutions to old problems. Though information sharing between juvenile justice institutions and local educational systems has improved steadily over the past few years, the obstacles yet to be overcome are still greater than the accomplishments made so far.

- To alleviate the communication and policy problems that inevitably occur in a system where one branch of government is responsible for the adjudication and disposition of delinquent and unruly youth, and another branch has the sole authority to implement those dispositions, CJCJ formed a Judicial Liaison Committee in 1974. The Committee includes key policy makers from both CJCJ and DYS, and meets regularly to resolve mutual problems.

- Between 1977 and 1981, the Governor's JJDP Advisory Council funded approximately 12 projects, each of which was intended to promote inter-agency coordination at the service delivery level. Though only a few survived the transfer from federal to local funding, each seems to have made a contribution toward an improved local communication/coordination network. Additionally, since 1974 when Clayton County formed an intra-agency committee for hard-to-place children in need of residential treatment, no less than 30 similar grass roots committees have sprung up around the State. Today, many of them also screen local referrals to DHR's inter-divisional Troubled Children's Committee. Begun in 1978 as a result of recommendations from the Joint Legislative Study Committee on Troubled children, the Troubled Children's Committee has placed 246 multi-handicapped youngsters in appropriate private facilities.

- Since 1975, there have been at least 25 separate Senate and House special study committees formed to examine various aspects of the problems related to troubled children and youth in Georgia. These committees have made well over 100 separate recommendations to the General Assembly, many of which have produced far-reaching changes in how the State's child serving systems do business. To date, there is no effective legislative oversight of these changes because there is no permanent standing committee or sub-committee on children and youth in either chamber of the General Assembly.

WHERE DO WE GO FROM HERE?

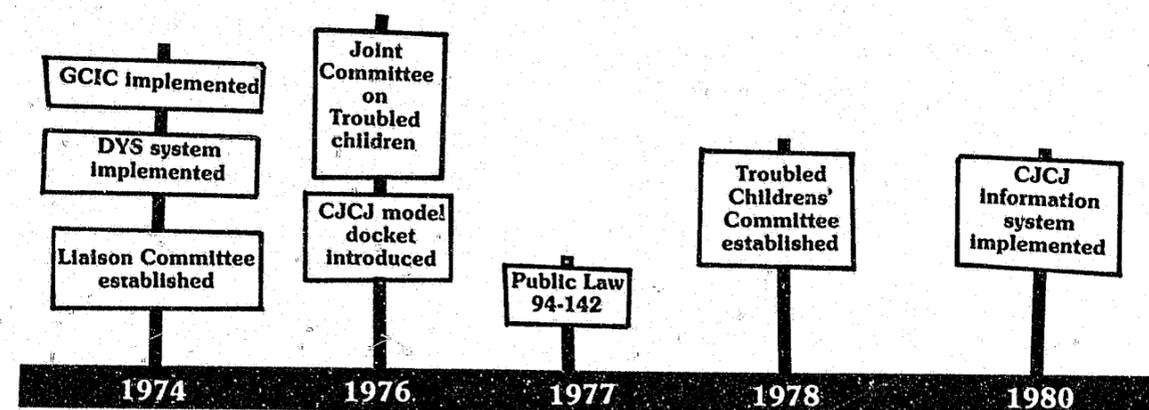
To facilitate the sharing of prior court

histories between juvenile courts, and with superior courts, the State should enact legislation mandating all juvenile courts to participate in the CJCJ's information system. The legislation should also authorize release of state-wide shared information to any juvenile or superior court in the State under the security and privacy regulations adopted by the CJCJ.

- The Governor's JJDP Advisory Council should be established by State law. Its functions should be expanded to emphasize a more active role as liaison between juvenile justice and other child serving agencies, as well as between juvenile and criminal justice agencies, and between juvenile justice agencies and the general public.

- The Governor and the adult criminal justice community should recognize juvenile justice as a separate component of the criminal justice system by supporting amendments to existing law which would give ex-officio voting status on the Criminal Justice Coordinating Council to the director for DYS, the president of CJCJ and the chairman of the Governor's JJDP Advisory Council.

- The Governor should urge the speaker of the Georgia House of Representatives and the lieutenant governor to establish a standing committee on children and youth in each chamber of the General Assembly. Once established, these committees should provide continuous oversight of all programs for children and youth, and should study all pending legislation relative to them.



Public Awareness

The evolution of both Georgia's and the nation's juvenile justice system is now, and has always been directly linked to public perceptions and sentiment. As they have changed, the system has modified its focus to accommodate those changes. Georgia will be unable to develop sound policies and/or legislation with respect to preventing and controlling youth crime unless perceptions are in line with reality.

The CHALLENGE:

To inform and educate the public about the realities of juvenile crime in Georgia.

The TREND:

Over the last decade, public opinion toward juveniles who commit crime has changed. The public perceives juvenile crime as increasing and they view juveniles who commit crimes less as 'troubled children' and more as 'young career criminals'. However, opinion polls indicate that this same public continues to support the need for a separate juvenile system that aims toward the goal of rehabilitation.

PROGRESS MADE:

- In 1975, a class action suit (JL&JR v. Parham) on behalf of children committed to state mental hospitals, but not receiving appropriate treatment was heard in federal district court. The landmark decision that Georgia must provide appropriate care in the least restrictive environment possible brought public and judicial opinion to bear in the State's juvenile justice and mental health systems. Immediately, the 1976 General Assembly created a study committee to probe the needs of Georgia's troubled children. The committee's recommendations were presented at state-wide public hearings in the fall of 1978. They received overwhelming support. Today, most of those recommendations are policy within the appropriate State agencies, and they influence funding and program development decisions.

- Widespread support from public interest groups, including the Junior League, Federated Women's Clubs, League of Women Voters, Council for Children and the National Council of Jewish Women was directly responsible for the

1977 enactment of Senate Bill 100 (Act 724). This highly controversial legislation set forth specific guidelines for handling status offenders which differentiated them from delinquents, provided for 24-hour intake on a State-wide basis, and prohibited the jailing of children except for limited periods of time, and under extraordinary circumstances. The juvenile justice system has been changed drastically to accommodate these mandates. Similarly, citizen concern expressed by the same public interest groups convinced legislators, during the 1982 session of the General Assembly, to approve constitutional and legislative provisions for the creation of a State-wide juvenile court system.

- Representatives from the Governor's Advisory Council on Juvenile Justice and Delinquency Prevention (JJDP), the Georgia Juvenile Detention Association, the Council for Children, the Foster Parent Association, the CHARLEE program, the Georgia Residential Child Care Association, and Child Service and Family Counseling provided input to the Board of the Department of Human Resources (DHR) at public hearings held during the spring of 1981 on program and budget issues. Their advocacy helped to accomplish increased per diem rates for children in placement.

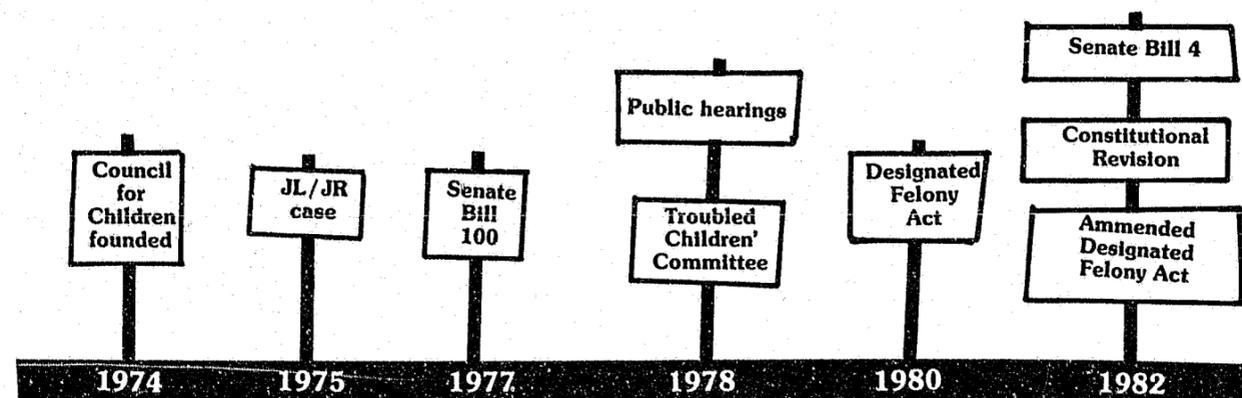
- Changing public attitudes about juveniles who commit crimes was brought to bear during the 1980 session of the General Assembly when the 'Designated Felony Act' was passed, and again in 1982, when the Act was expanded to include burglary. The change is also reflected in the Division of Youth Services' new classification and length-of-stay policies. Implemented in July of 1982, the new policies represent the system's attempt to accommodate public demand for more severe sanctions against juveniles who commit crimes.

WHERE DO WE GO FROM HERE?

- Press packets detailing the State's juvenile crime status should be released by the Governor's Office on a quarterly basis. The Governor should assign a member of his public relations staff to coordinate regularly with the Governor's JJDP Advisory Council and the Department of Community Affairs' (DCA) public relations office. DCA should provide the Governor's staff with all necessary background and factual materials.

- A State-wide juvenile justice speakers' bureau should be coordinated through the Governor's Office. The Governor's JJDP Advisory Council should develop the bureau and update it annually. Once developed, the bureau should be publicized through a special news release.

- Juvenile justice agencies should encourage the participation of volunteer and advocacy groups in their programs and in their planning process. Participation in public hearings, on advisory councils and as direct service providers are suggested methods for involving the volunteer sector.



APPENDIX A

An Overview

The following information is provided as background data for the issues and recommendations which precede it:

JUVENILE POPULATION:

According to the U.S. Census Bureau, between 1970 and 1980, Georgia experienced the 5th largest net population change among all states. The total state population increased from 4.58 million in 1970 to 5.46 million in 1980, an increase of approximately 20%. In 1970, Georgia's at-risk juvenile population (ages 10-16) numbered 664,245 or 14.5% of the population. In 1980, the at-risk population numbered 678,558 or 12.8% of the population. The influx of new residents into Georgia may account for a significant portion of the increase in the at-risk population.

Based on general population trends since 1975 and birth rates for 1967 through 1976, the Georgia Department of Community Affairs (DCA) projects that Georgia's at-risk population will increase approximately 0.5%, from 691,000 to 695,000 between 1983 and 1986. However, Georgia's at risk juvenile population will decline as a percentage of the State's population, from 11.9% in 1983 to 11.3% in 1986.

Georgia's population, reflective of the nation as a whole, is aging rapidly; the baby-boom generation is entering middle age, and the average woman is having fewer children. Whether Georgia's juvenile population remains relatively steady or declines, such trends may have an impact on juvenile crime in Georgia, and should be considered when planning for the allocation of juvenile justice resources.

Juvenile Arrests:

According to the data submitted by Georgia law enforcement agencies to the Georgia Bureau of Investigation's Crime Information Center (GCIC), arrests of juveniles under age 17 decreased by approximately 29% between 1978 (12,100) and 1981 (8,600).

Since 1978, the adult rate for Index Crimes has held steady, while the juvenile arrest rate for the same offenses declined significantly. Juvenile arrests for Index Crimes in 1978 accounted for approximately 17% of the total Index Crime arrests. In 1981, juvenile arrests for Index Crimes accounted for approximately 10% of the total.

The table below notes juvenile arrest rates for the Federal Bureau of Investigation's Index Crime categories.

Index Crimes	Juvenile Arrests & Arrest Rates (per 100,000) (Youth ages 10-16)							
	1978		1979		1980		1981	
	Arrests	Arrest Rates	Arrests	Arrest Rates	Arrests	Arrest Rates	Arrests	Arrest Rates
Violent Crimes								
Murder & Non Negligent Manslaughter	15	2.1	18	2.6	11	1.6	12	1.7
Forcible Rape	68	9.6	28	4.0	52	7.6	43	6.3
Aggravated Assault	286	40.4	233	33.7	240	35.3	259	38.0
Total Violent Crimes	369	52.3	279	40.3	303	44.6	314	46.2
Property Crimes								
Robbery	223	31.5	192	27.7	193	28.4	146	21.5
Burglary	2,093	295.8	1,825	263.0	1,647	243.7	1,376	202.0
Motor Vehicle Theft	485	68.4	442	63.9	344	50.7	248	36.5
Arson	55	7.7	45	6.5	26	3.8	32	4.7
Larceny Theft	3,253	459.0	2,993	433.0	2,628	387.0	2,287	336.0
Total Property Crimes	6,109	867.0	5,497	795.0	4,838	715.0	4,089	602.0

Source: GCIC, U.S. Census Bureau

Since 1978, juvenile arrest rates for all Index Crimes decreased substantially.

The following chart compares the arrest rates of juveniles to those of adults for the Index Crimes:

	#Juvenile Arrests	Juvenile Arrest Rates	#Adult Arrests	Adult Arrest Rate
1978	6,478	915	37,738	1,064
1979	5,773	835	41,600	1,110
1980	5,141	757	45,136	1,150
1981	4,403	648	43,772	1,061

Source: GCIC, U.S. Census Bureau

It should be noted that some law enforcement agencies in Georgia do not consistently report arrest data to GCIC. Therefore, any comparisons between years should be made cautiously.

Juvenile Court Referrals and Commitments:

Data gathered by the Georgia Council of Juvenile Court Judges (CJCJ) indicates that the number of cases filed in Georgia's juvenile courts decreased by 4.8% between 1978 (36,160) and 1981 (34,414). However, according to Department of Human Resources/Division of Youth Services (DHR/DYS) data, commitments to DHR/DYS increased by 11.8% from 2,270 in 1978 to 2,575 in 1981.

Between 1978 and 1981, commitments of juveniles for crimes against persons increased by 13.4%; commitments for property crimes increased by 17.6%; commitments for drug offenses increased by 1.8%; commitments for status offenses increased by 25%; commitments for miscellaneous offenses decreased by 5.2%.

86% of the youth committed to DYS in 1981 were males, 50% were white and the average age was 14.9 years. The median grade level of youth committed to DYS was 8.1, though approximately 70% qualified for special education. 53% of youth committed to DYS in 1981 came from one-parent families.

Of the 2,575 youth committed to DYS in 1981, 45% (1,166) were placed in programs other than a State youth development center (YDC). In 1970, the alternate plan rate was 8%.

Admissions to the four State YDC's in 1981 (1,459) represented the lowest number of youth placed in YDC since 1971 (1,401).

It appears that Georgia is in line with a national trend toward decreased juvenile court referrals and increased commitments to the State.

Schools:

Results from the U.S. Department of Education's Office of Civil Rights (OCR) 1980 survey of 1,350 Georgia public schools indicated that during the 1979-80 school year, 4,292 students were expelled from school (approximately 0.1% of the total 818,808 students); 47,415 (6.5%) students were suspended during the school year.

The Georgia Department of Education (DOE) reports that during the 1980-81 school year, 25,086 youth dropped out of school, a 4% decrease from the 1978 total of 26,000.

The DOE reports that a total of 1,010,156 students were enrolled in grades 1-12 during the 1980-81 school year, and 35,616 or 3.5% of them received services for learning disabilities. Additionally, 15,599 or 1.5% received services for behavior disorders.

A four year national study completed in 1982 noted that the odds of a youth being adjudicated a delinquent offender was 220% greater for adolescents with learning disabilities than for non-learning disabled youth. This study found that learning disabilities contributed to failure in school which may, in turn, result in delinquent behavior.

According to the Georgia Department of Offender Rehabilitation (DOR) in 1980 the average grade functioning level of all inmates in Georgia's adult correctional facilities was 5.5. 59% of all adult offenders were found to be functionally illiterate. The 1980 Georgia Senate Study Committee on Juvenile Justice noted that 95% of inmates at the Alto correctional facility were high school drop-outs.

Recent research indicates that learning disabilities and school failure have a significant relationship with juvenile delinquency.

Drug and Alcohol Abuse:

During the 1980-81 school year, the Georgia Department of Human Resources' Division of Mental Health and Mental Retardation (DMH/MR) conducted a survey of 872 students in the 8th grade and 1,012 students in the 11th and 12th grades. 70% of the 8th graders acknowledged having experimented at least once with alcohol; 24% had experimented with marijuana; 22% had experimented with depressants including quaaludes; and 21% had experimented with stimulants including inhalants. 84% of the 11th and 12th graders acknowledged having experimented with alcohol; 51% had experimented with marijuana; 23% had experimented with depressants and 25% had experimented with stimulants.

A 1979 study of high school seniors in Georgia conducted by the National Institute on Drug Abuse (NIDA) found that 34% of the seniors had taken 5 or more drinks in a row at least once during the 2 weeks prior to being surveyed. The NIDA study also indicated that 11% of Georgia high school seniors smoked marijuana daily.

Arrests of juveniles in Georgia between ages 15-18 for driving under the influence of intoxicants numbered 4,204 in 1978. In 1981, 4,385 youths were arrested for DUI, an increase of 4.3% over 1978.

Considerable experimentation and use of alcohol and drugs is occurring in Georgia's middle and senior high schools. Teenage arrests for drug and alcohol related traffic offenses are increasing.

Abuse and Neglect:

According to Georgia's Division of Family and Children Services (DFACS), in 1980 approximately 343,600 or 22% of Georgia's youth lived in 192,000 families subsisting below the poverty level.

According to DFACS, the number of protective service cases involving deprivation, neglect and child abuse in Georgia increased from 17,520 in 1979 to an estimated 20,600 in 1982. This represents an increase of 17.4%. (A protective service case represents one head of household, therefore the actual number of children may be substantially higher.)

Georgia's number of confirmed cases of child abuse and exploitation increased from 1,116 in 1978 to 1,577 in 1980. This represents an increase of 39.5%.

In 1978, the monthly average of Georgia youth placed in foster care was 4,040. In 1982, that number decreased by 3% to 3,921.

A significant portion of Georgia's families are subsisting below the poverty level. Moreover, the numbers of deprived and neglected children, and reported cases of child abuse and exploitation have increased significantly during the past four years.

APPENDIX B

Glossary of Terms

- **ADJUDICATORY HEARING** - The fact-finding process during which the juvenile court determines if the allegations made are true.
- **ATTENTION HOMES** - Private homes and child-care facilities used to provide short-term (1-60 days) placements in lieu of secure detention.
- **COMMITMENT** - Orders of the court which transfer the custody of the child and the responsibility for providing appropriate treatment to the State.
- **COMMUNITY-BASED** - Non-secure treatment alternatives that utilize the resources available in local communities.
- **CONTRACT HOMES** - Private homes and child-care facilities used to provide moderate-term (4 months to 1 year) placements in lieu of placement in a secure correctional facility.
- **CORRECTIVE PREVENTION** - Activities aimed at changing the behavior of children who have already been identified as problematic or potentially problematic.
- **COURT of LIMITED JURISDICTION** - A trial court having original jurisdiction over only that subject matter specifically assigned to it by law.
- **DEINSTITUTIONALIZATION** - The National and State movement toward placing status and less serious juvenile offenders in non-secure, community-based facilities, instead of in the traditional secure correctional institutions.
- **DELINQUENT OFFENDER** - A youth under the age of 17 who has been adjudged by a judicial officer of a juvenile court to have committed a delinquent act.
- **DESIGNATED FELONY ACT** - An act which, if committed by an adult, would be one or more of the following crimes: murder, rape, kidnapping, arson, aggravated assault, voluntary manslaughter, aggravated sodomy, aggravated battery, robbery, armed robbery, attempted murder, attempted kidnapping, or a second offense of burglary.
- **DETENTION** - The legally authorized confinement of a youth who is subject to juvenile court proceedings until the point of commitment or until release.
- **DISPOSITIONAL ALTERNATIVES** - The placement options available to juvenile court judges when sentencing adjudged juvenile offenders. These options range from placement on probation, or in a foster home to commitment to the State's custody.
- **INDEPENDENT JUVENILE COURT** - Those juvenile courts with locally financed intake and probation services.
- **INFORMAL ADJUSTMENTS** - Short-term contractual agreements authorized by designated officers of the court when the child's guilt is fully admitted, and when a formal court hearing is not deemed to be in the best interest of either the public or the child.
- **IN-SCHOOL SUSPENSION** - Programs that isolate, but still retain in a school setting, those children who require disciplinary action by the school.
- **INTAKE** - The process by which referrals to juvenile court are made and decisions to close the case, refer to another agency, place under some form of informed care or supervision, or file a formal petition are determined.
- **JUVENILE** - A person subject to juvenile court proceedings because of his/her age. In Georgia, that age is under 17 in delinquency cases and under 18 in deprivation or neglect cases.
- **JUVENILE FELONY-TYPE CASE** - Those cases in which the charges are such that if committed by an adult, they would be punishable by incarceration for more than one year.
- **JUVENILE JUSTICE & DELINQUENCY PREVENTION ACT** - A federal act to provide a comprehensive coordinated approach to the problems of juvenile delinquency, and to promote the deinstitutionalization of status offenders, and the removal of children from adult jails and lock-ups.
- **RESTITUTION** - A court requirement that an alleged or convicted offender pay money or provide services to the victim of the crime, or provide services to the community.
- **SCHOOL CLIMATE IMPROVEMENT** - A combination of changing the structure of the school situation, and changing the feelings that students and staff have about the school.
- **SEED MONEY** - Federal money used to establish new and innovative programs with the understanding that once successfully established, the local government or parent organization will assume the operating costs.
- **SYMBOLIC RESTITUTION** - The use of community service hours in lieu of monetary payments.
- **WAIVER** - The decision by a juvenile court, resulting from a transfer hearing, that an alleged delinquent should be prosecuted as an adult in a criminal court.

APPENDIX C

**MEMBERS of the GOVERNOR'S ADVISORY
COUNCIL on JUVENILE JUSTICE and
DELINQUENCY PREVENTION**

Mrs. Bettye Hutchings, Chairman

Mr. Wesley Boyd

Mr. Donald D. Brewer

Mr. Darryl Carter

Mrs. Sophia Deutschberger

Mr. Bert Edwards

The Honorable Martha K. Glaze

Captain Chuck Horton

Mr. John Hunsucker

The Honorable Jeanette Jamieson

Reverend Monsignor R. Donald Kiernan

Mr. Richard Long

Mrs. Paula Miller

Mr. Alex Mills

Mr. Chris Perrin

Mr. W. R. Stratford

Ms. J. B. Throckmorton

Mrs. Pat Wildman

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