

SERIOUS HABITUAL OFFENDER/DRUG INVOLVED PROGRAM

SHO/DI

VOLUME II

Informational Commentaries -- Phase II

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SHO/DI Informational Commentaries\*

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\* Informational Commentaries are designed to provide background information on issues related to the juvenile Serious Habitual Offender/Drug Involved program (SHO/DI). The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI program.

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Informational Commentary\*

Number 19

SHO/DI TECHNICAL ASSISTANCE DELIVERY

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## Introduction

Technical assistance is essential to the successful transfer of SHO/DI program concepts, ideas, and strategies. Technical assistance can take many forms ranging from conferences to consultant's reports to written reviews by internal and external evaluators.

The most successful technical assistance approach differs from the above in that it relies on the individuals involved in the program to transfer knowledge about program operations, processes, and problem resolution strategies to others "trying to make the program work." This direct knowledge transfer requires that the individuals providing the assistance have a thorough understanding of the overall SHO/DI program to avoid the notion that "there is only one way of doing things." Technical assistance also requires an understanding of how change can be best implemented in an agency.

As SHO/DI moves into its second phase, one of the major goals of the program is to provide technical assistance to other law enforcement agencies who are attempting to deal with a serious juvenile offender problem. During Phase I of SHO/DI, technical assistance was provided in a number of ways. The emphasis was on exchange of information among the five SHO/DI sites. The bulk of the technology transfer was accomplished through quarterly Cluster Meetings (see Informational Commentary #15), and through the various informational commentaries that were shared.

## Cluster Meetings

Although SHO/DI is a federal initiative, the program is designed to be tailored to each individual jurisdiction. Thus, a police department can take the SHO/DI guidelines and modify them to fit particular laws, policies, procedures, and so on. During the Cluster Meeting, each site is

invited to provide an overview of that site's activities during the previous quarter. Through these presentations, the cities gain ideas, formats, approaches, and direction from each other.

Similarly, peer contact is an important part of the Cluster Meetings. During structured break-out sessions, participants group according to job function. The collective ideas that result from the break-out sessions provide alternatives or solutions for the sites on difficulties they have encountered in the program. The peer contact also encourages persons in like positions to feel more free to call on each other for assistance during the day-to-day administration of the program.

The basic premise of SHO/DI is to enhance the "system" response to serious, habitual juvenile offenders who may or may not be drug-involved. Thus, interagency cooperation is necessary to the success of the program. This cooperation is enhanced through the Cluster Meetings. Since the first Cluster Meeting in December, 1983, representatives from other juvenile-related agencies have been invited to take an active role in the meetings. This allows personnel from various agencies to address the issues in detail with similar personnel from other cities.

SHO/DI is somewhat unique in that it is a research, test, and demonstration program. Until the SHO/DI program was initiated, there was little emphasis on serious juvenile offenders. Thus, the SHO/DI cities are not only developing a response to this problem, but they are also building the data base on this type of juvenile offender. The Cluster Meeting format allows cities to share their research and program development so that valuable time and money are not wasted through duplication of efforts.

### Commentaries

Technical assistance is also provided through informational commentaries produced by the National Field Manager's office. Initial commentaries provided information on selected, current research on juvenile serious, habitual offenders. This aided the cities in looking at their population and its characteristics. As the program developed, later commentaries focused on program implementation issues, problems and progress. Additional commentaries outlined the cooperative relationships being fostered among juvenile-related agencies.

During Phase II of SHO/DI, informational commentaries will focus primarily on the development and refinement of the "system" approach to juvenile serious, habitual offenders. As coordination and cooperation among juvenile-related agencies increase, the commentaries will document the process and the outcomes. As in Phase I, the National Field Manager will develop informational commentaries in response to requests from program participants. Additional commentaries will be written on an as-needed basis.

### Site Visits

During the first phase of SHO/DI, technical assistance was also accomplished through on-site visits. On each site visit, the National Field Manager staff met with a variety of personnel from the police department. They assisted departments in establishing criteria, identifying the SHO/DI population, and establishing a data base and data collection procedures.

The National Field Manager also assisted cities in implementation of the "system" approach. Site visits provided the opportunity to meet with personnel from other juvenile-related agencies to enhance the cooperative effort in response to juvenile serious offenders.

## Phase II

As the SHO/DI program enters Phase II, it is expected that technical assistance will increase substantially. Further, technology transfer will expand to provide assistance to other law enforcement agencies throughout the country that are interested in implementing the SHO/DI program. Technical assistance provided to additional sites will rely heavily on the expertise developed during Phase I.

One of the most important tasks for Phase I sites is to provide technical assistance to other jurisdictions who wish to implement SHO/DI. During the first 18 months of the program, law enforcement agencies have broken new ground in the area of juvenile justice and have learned various practices and techniques in addressing juvenile serious, habitual offenders.

For the most part, technical assistance will be delivered by the practitioners who have been directly involved in developing and implementing the program in the five original sites. Personnel will be drawn, not only from the police departments, but also from prosecutors' offices, courts, and other juvenile-related agencies that have participated in the SHO/DI program. It is believed that practitioners will be especially valuable in technology transfer for a number of reasons. First, practitioners possess a working knowledge of their own agencies as well as of the overall juvenile justice system. For example, a crime analyst from a SHO/DI police department would possess the knowledge necessary to understand the workings of a crime analysis unit in another law enforcement agency.

Also, these practitioners have intimate knowledge of how SHO/DI works. They have seen the development of the program not only in their own jurisdiction, but also in the other four jurisdictions. Their knowledge and



experience will provide a sound basis for effective technology transfer to new SHO/DI sites.

The National Field Manager will continue to coordinate technical assistance. The assistance during Phase II will have two purposes: 1) to assist new sites in implementing the SHO/DI program in a systematic manner without the usual start-up delays; and 2) to resolve specific problems encountered during implementation of the program. The technical assistance will be provided using a variety of formats.

As previously stated, the original SHO/DI sites will continue to participate in quarterly Cluster Meetings. These meetings will focus not only on program progress, but also on the implementation process. Information exchange will continue to be a major objective of the Cluster Meetings. Additionally, these meetings help to establish new directions in the program. Technical assistance will also be provided through site visits, commentaries, and regular telephone contact.

#### Program Guide

The SHO/DI program is unlike many other juvenile justice programs in a number of ways. First, it is a law enforcement program being developed primarily by police department personnel. It is also unusual in that it is one of the few OJJDP programs to focus on juvenile serious, habitual offenders. Additionally, it was developed as a research, test, and demonstration program; thus, the sites were responsible for defining the population, building a data base, and developing an appropriate "system" response to the problem of juvenile serious, habitual offenders. This evolutionary process has taken longer than originally anticipated when the program was formulated. On the other hand, much has been learned through this first developmental phase which could be used to assist program

implementation in new sites, thereby avoiding many of the usual initial delays and setbacks.

To this end, a SHO/DI program guide will be developed. The guide will be written as a comprehensive, practical document describing in detail the procedures necessary for SHO/DI implementation. The major tasks of the grant will be addressed with emphasis on policies, procedures, and practices that were proven effective during Phase I.

Police departments across the country differ substantially in policies and procedures. They also must work within wide-ranging state and local statutes pertaining to juveniles. Thus, there is usually no one universal juvenile justice program which can be implemented in every police department in every state. A major strength of the SHO/DI program is that although it is a federal initiative, it is being developed in five jurisdictions in four states. This diversity will enhance technology transfer to the new sites.

The program guide will reflect the diversity of the SHO/DI program. In addition to detailing SHO/DI implementation procedures, the guide will include program models developed through the on-going program evaluation and case studies to highlight procedures which work under given conditions. Because the program guide will present the SHO/DI program in such detail, it will also be used in the future as other cities become interested in the SHO/DI process.

#### Technical Assistance Coordination

As the program is implemented in new sites, the National Field Manager, through program coordination, will schedule technical assistance on an as-needed basis. Areas for technical assistance include the following:

1. Establishing Juvenile Data Base
2. Developing the SHO/DI Criteria
3. Establishing Crime Analysis and Link Analysis Procedures
4. Building the Organizational Base to Support SHO/DI
5. Establishing Community Support for SHO/DI
6. Directed Patrol in SHO/DI
7. Establishing Criminal Justice System Support for SHO/DI
  - Prosecutors
  - Judges
  - Court Intake
  - Probation/Aftercare
  - Corrections
8. Investigative Case Enhancement
9. Responding to Children-at-Risk

Technical assistance may be identified by a variety of individuals including the individual police agency, the government Program Manager, the National Field Manager, or the evaluator. Once the needs are identified, the National Field Manager will respond in writing to the requesting agency and will recommend the most appropriate individual(s) and means of providing the assistance. The technical assistance may be delivered on-site, through telephone contact, or through correspondence. If on-site technical assistance is required, the National Field Manager staff will be responsible for all travel coordination.

Technical assistance persons will be nominated by the National Field Manager, subject to the approval of the government Program Manager and the appropriate command persons in the city employing the individual. All persons selected and approved will be placed on a list of individuals

available for technical assistance. The list will include a brief SHO/DI-related biographical sketch of each team member.

All prospective technical assistance team members will be required to attend a training session on how to deliver technical assistance. The training session will be held in conjunction with a Cluster Meeting.

The development of the SHO/DI program has produced a tremendous body of relevant, timely information. Technology transfer allows other cities interested in the SHO/DI approach to acquire this knowledge and, as a result, to develop an effective response to the problem of the juvenile serious, habitual offender.

Informational Commentary\*

Number 20

THE JUVENILE SERIOUS HABITUAL OFFENDER/DRUG INVOLVED PROGRAM:  
A MEANS TO IMPLEMENT RECOMMENDATIONS OF THE  
NATIONAL COUNCIL OF JUVENILE AND FAMILY COURT JUDGES

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## Introduction

Critics of the juvenile justice system have long argued that there is an inherent conflict in the responsibilities of the juvenile court. On the one hand, the juvenile courts are expected to protect and rehabilitate the nation's children; on the other hand, it is the traditional purpose of a court to preserve the social order.<sup>1</sup> Nowhere is this conflict quite as apparent as in the case of juveniles who commit serious crimes.

At the center of the conflict is the court itself--the judges who daily respond to juvenile offenders and the community. In July 1984, the National Council of Juvenile and Family Court Judges met in Colorado Springs, Colorado, and endorsed 38 recommendations relating to the problem of serious juvenile crime (see Appendix). Their report, "The Juvenile Court and Serious Offenders," has major implications not only for those involved in the juvenile justice system, but also for all juvenile-related agencies as well as for the community.

## The Problem

The juvenile justice system which operates today has its roots in the first U.S. juvenile court created in Illinois in 1899. Established under the doctrine of parens patriae, juvenile courts were designed to protect the juvenile and to provide whatever treatment would be necessary to rehabilitate him. The courts were also based on the philosophy that juveniles, as children, cannot ultimately be held responsible for their actions. For these reasons, juvenile courts are civil rather than criminal in nature.

Time has proven that, for the vast majority of youthful offenders, the current system is working and working well. Most juvenile offenders either mature out of or are rehabilitated away from juvenile crime. They fit well with the philosophy of the juvenile justice system.

On the other hand, especially during the last ten years, both researchers and juvenile justice practitioners have come to recognize that there exists another type of juvenile offender. He (and they are overwhelmingly male) commits serious crimes and he commits these acts repeatedly. Usually he has been in the system a number of times, yet he has not been rehabilitated. Nor does he "mature out" of crime. In fact, research indicates that he is more likely to "graduate into" adult criminal activity.

These serious juvenile offenders represent a very small percentage of all juvenile offenders (2 to 5 percent), but they are responsible for the majority of juvenile crime. According to the National Advisory Committee for Juvenile Justice and Delinquency Prevention, this core of chronic offenders is responsible for more than half of all juvenile arrests.<sup>2</sup>

#### A Federal Initiative

In 1983, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) responded to this problem with a national research, test, and demonstration project, the juvenile Serious Habitual Offender/Drug Involved Program (SHO/DI). SHO/DI was initially funded for 18 months in five police departments across the country: Portsmouth, Virginia; Colorado Springs, Colorado; Jacksonville, Florida; Oxnard, California; and San Jose, California. The program is an intensive law enforcement effort to provide a structured, coordinated focus on serious, habitual crime perpetrated by juveniles. Although the SHO/DI program is funded through the police department, a major goal of the program is to enhance the "system" response to serious juvenile offenders. Thus, the project requires that all juvenile-related agencies work together in addressing this small cohort of juveniles.

Since SHO/DI was first implemented nearly two years ago, a number of additional efforts aimed at these juveniles have been initiated. The

Juvenile and Family Court Judges have also addressed the problem. It is interesting to note how closely their response (the 38 recommendations) supports the objectives of the SHO/DI program.

### The Issues

The judges' recommendations are both comprehensive and far-reaching. They were based on the Council's belief that judges should be leaders in the field of juvenile justice--that they should provide direction in this realm. The Council examined issues in nine major areas including:

- I. Disposition Policies
- II. Causes and Prevention
- III. Dispositional Guidelines
- IV. Transfer to the Adult Criminal Court
- V. Confidentiality
- VI. Treatment Considerations
- VII. Specific Programs
- VIII. Status of the Court
- IX. Resources

Within each of these areas, the judges addressed several issues.

While some of the resolutions pertain strictly to court procedures, the majority of them have implications for all juvenile-related agencies. And, as stated previously, they further underline the goals of the SHO/DI program. For the purpose of brevity, let me highlight those recommendations especially relevant to SHO/DI.

### Dispositional Policies

Recommendation #1: Serious Juvenile Offenders Should Be Held Accountable By the Courts. The primary focus of the juvenile court for the disposition of serious, chronic or violent juvenile offenders should be ac-



countability. Dispositions of such offenders should be proportionate to the injury done and the culpability of the juvenile and to the prior record of adjudication, if any.

In conjunction with this recommendation, the National Council of Juvenile and Family Court Judges acknowledges that "the principal purpose of the juvenile justice court system is to protect the public." This is a major departure from the widely accepted view that the juvenile justice system's purpose is to protect and to rehabilitate juvenile offenders (serious or not).

On the other hand, research has shown that serious juvenile offenders commit the majority of their crimes within their own neighborhoods. The SHO/DI program is based on the belief that these juveniles often prove a very real threat to community safety, and that the juvenile justice system must acknowledge this threat. SHO/DI is an attempt to protect the public by removing these juveniles from the community when they do pose such a threat to safety.

Recommendation #3: Rehabilitation Should Be a Primary Goal of the Juvenile Court. To the extent public safety will permit, the primary goal of juvenile court should be rehabilitation, but with consideration for general deterrence, general prevention, and the strengthening of social institutions such as families, schools, and community organizations.

At first glance, this recommendation is not startling. Rehabilitation has always been a goal of the juvenile court. However, in discussing this recommendation, the Council noted that although rehabilitation is a primary goal, it is not the sole objective of juvenile court--nor is it always appropriate. The Council noted, "Rehabilitation has been remarkably successful for most juvenile offenders. It has not been successful for the small number of chronic and serious offenders. For them, strict accountability appears necessary."

The SHO/DI program also assumes that the vast majority of juveniles are handled appropriately by the system. The program background information specifically states that SHO/DI is aimed at the small core of serious, repeat offenders. Like the judges, SHO/DI recognizes that both rehabilitation and accountability must be considered as viable alternatives. Task 6 of the SHO/DI program outlines this argument:

. . .to determine the most appropriate sentence for SHO/DI that either removes the offender from the community or rehabilitates him/her and will act as a deterrent to other would-be delinquents

#### Causes and Prevention

Recommendation #6: Close Liaison Should Be Maintained Between the Courts and the Schools. There should be a close and continuing relationship between the juvenile court and school authorities in every community.

This recommendation is extremely important to the SHO/DI program. As stated previously, SHO/DI seeks to enhance the juvenile justice system through increased cooperation and coordination among all juvenile-related agencies. To this end, the five initial SHO/DI police departments have actively sought to establish cooperative agreements with other related agencies including prosecutors, the courts, probation/aftercare, the schools, and corrections. These agreements initially focused on exchanging information and coordinating procedures for serious offenders; however, over the first phase of the program, many have been expanded to incorporate all juvenile offenders.

The Council noted, "The courts, the school, and the police should cooperate in developing and implementing policies to deal with the problems of delinquency." Through its cooperative efforts, SHO/DI is seeking to do just that!

Recommendation #7: The Impact of School Problems on Delinquency Should be Researched. Research is necessary to assist in the formulation of court and community policy as to truancy enforcement, compulsory school laws, crimes in the schools, under-education, and frustrated learning experiences.

In conjunction with this recommendation, the judges suggest research to determine why some schools successfully combat serious delinquency while others cannot. Again, this dovetails with the SHO/DI goal of schools and the police department working together on the problem of serious delinquency.

Recommendation #9: The Causes of Delinquency Should Be Studied In Depth. Adequate funds should be made available at the national level to provide for both short and long-term research into the causes and prevention of delinquency. The quality and utility of the research to improve the functioning of the juvenile justice system should be enhanced by closer interaction between research investigators, judges, lawyers, probation officers, and treatment staff.

This recommendation is so far-reaching that it is actually three recommendations in one. First, the judges recommend that adequate funding be made available for the study of delinquency. In the program material describing the SHO/DI effort, the National Program Manager noted that, in the past, such funding has been far from adequate.

In fact, from 1975-1980, OJJDP disbursed \$120 million in special emphasis programs. Only \$12,000 of that \$120 million went to programs aimed at serious juvenile offenders. Formula grant monies were similarly disbursed. In 1981, only 12 percent of the budget was directed toward serious offenders and only 17 percent was spent on delinquency prevention.<sup>3</sup>

When the SHO/DI program was first developed, very little data was available on serious juvenile offenders. Because so little was known about these juveniles, SHO/DI was developed as a research, test, and demonstration program. The police departments involved in SHO/DI began gathering

and analyzing as much juvenile data as possible. One of the things that naturally evolved out of this analysis is that these departments began to look at the causes of delinquency. A number of indicators began to show up time and again (e.g., child abuse, neglect). Because these indicators were so strong, one of the tasks in the second phase of the program is to look at "children at risk." This task will focus on not only serious offenders, but also child exploitation, child abuse, and missing children.

Similarly, SHO/DI has promoted close interaction between juvenile-related agencies. In the SHO/DI program, quarterly Cluster Meetings are held involving representatives from all five sites. Since the beginning of the SHO/DI program, prosecutors from all the cities have been invited to take an active role in the meetings. Their input has been invaluable in building the program. As SHO/DI evolved, representatives from other juvenile-related agencies have been invited to participate in the Cluster Meetings to share their involvement in the program. This has done much to foster interagency cooperation. Regular attendees at these meetings now include prosecutors, judges, probation personnel, school officials, and corrections personnel. All are actively involved in improving "the functioning of the juvenile justice system. . . ."

#### Guidelines

Recommendation #10: Guidelines Should Be Developed to Reduce Disparity. Guidelines incorporating all decisional factors should be adopted as a means of reducing dispositional disparity for serious, chronic or violent offenders. These guidelines should be focused primarily on accountability, fitting the severity of the disposition to the severity of the present and past offenses.

The judges suggest that guidelines be developed which distinguish between serious offenders and all other juvenile offenders. This really

represents the philosophy of the SHO/DI program. Tasks 2 and 6 of SHO/DI speak to this recommendation:

SHO/DI Task 2: Develop operationally acceptable standards for identifying SHO/DI juveniles. These standards must be acceptable to police officials, juvenile authorities, prosecutors, court administrators, judges, and appropriate community groups.

It has been the aim of SHO/DI to develop guidelines which are acceptable to all juvenile-related agencies. It is equally important that these standards include both present and past offenses.

SHO/DI Task 6: Develop in concert with the prosecutor, courts, and aftercare agencies a process to eliminate or reduce pre-trial delays, case dismissals, plea bargaining, and sentence reduction for SHO/DIs.

The program seeks to have a swift and effective response to these juveniles, thus once a SHO/DI commits an offense, there is an immediate procedure for dealing with the juvenile. This serves several purposes. First, it is an attempt to keep the community as safe as possible. Another reason for it has to do with other juveniles. Youths learn from each other and they learn quickly! For years, juveniles have watched as other juvenile offenders commit serious crimes with little or no consequence. For truly serious offenders, there is little to fear from the current system. However, if the response to serious offenders is quick, sure and consistent, hopefully it will serve to prevent other juveniles from committing serious crimes.

Finally, this is an attempt to make the juvenile accountable for his actions and also to insure that the system's response to him is as effective as possible. For example, it frequently happens that a juvenile commits several (serious) offenses, yet some charges are dropped and others reduced. When found guilty, that juvenile is sent to Corrections where he is treated in accordance with the reduced charge(s) rather than the true

crimes for which he is responsible. It is difficult to rehabilitate someone when you are not aware of the true extent of his criminality.

Recommendation #12: A System-Wide Commission Should Devise the Guidelines. The guidelines for each state should be drawn, researched, and, from time to time, modified by a commission of that state consisting of representatives of all sectors of the juvenile justice system.

Although SHO/DI approaches the serious juvenile offender problem at the local level, it applauds any effort aimed at these juveniles which includes representatives from all juvenile-related agencies. Juvenile justice is built on a system. If it is to function effectively, all parts of the system must buy into the guidelines, policies, and procedures.

#### Transfer to Adult Criminal Court

Recommendation #13: Offenders Unamenable to Juvenile Treatment Should Be Transferred. The judges note that "there are juveniles for whom the resources and processes available to the juvenile court will serve neither to rehabilitate the juvenile nor to protect the public."

Historically, the juvenile justice system has focused on rehabilitation, perhaps at times to the detriment of community protection. Thus a juvenile can commit a crime for which the disposition would be much more severe if the offender were an adult. The SHO/DI program argues that the emphasis should be on the seriousness of the offenses. Then, if a juvenile commits a crime which is, for one reason or another, beyond the limits of juvenile court, that juvenile should be waived to criminal court.

#### Confidentiality

Recommendation #17: Police Should Be Informed of Court Actions in Their Cases. Juvenile courts should provide a law enforcement agency with the legal charge and disposition of juveniles referred by such agency for criminal law violations.

The judges give two reasons--efficiency and administration of justice--for recommending this action. It is difficult for law enforcement agencies to maintain accurate, useable files if those files are incomplete. Similarly, SHO/DI cases involving serious, chronic offenders require an enhanced case file to be prepared. Yet, if disposition information is not available, the enhancement is severely hindered. In addition, if the police are not aware of disposition, they may not know when the child has been returned to the community.

Recommendation #18: Juvenile Records Should Be Provided to Adult Courts When Sentencing. Once a person has been convicted of a crime in the adult criminal court, the legal record of any findings of guilt of charges of a criminal law violation in juvenile court should be made available to the adult criminal court upon its request.

Critics of the two-track system have long argued this point. In the adult system, career criminals are targeted to receive the stiffest possible penalties in order to protect the community in the best possible way. The major flaw is that most career criminals begin their criminal activity long before they reach adulthood. RAND's study of career criminals showed that these careers usually begin at about age 14. By the time an individual has reached his early twenties, his criminal activity has peaked and begins to decline until approximately age thirty. By this time the majority of the careers have been terminated. The RAND study also indicated that juvenile serious offenders' self-report offense rates average 20 to 40 crimes per year. By the time these criminals are 26 to 30 years of age, their yearly crime rate has decreased seven times.<sup>4</sup>

Thus, a two-track system based on age rather than offense negates the career criminal concept. A juvenile may commit 20, 30, or even 40 criminal

offenses as a juvenile, yet the day he reaches adulthood (and the age varies from state to state), his record is wiped clean, and when he commits his first crime as an adult, he is treated as a first offender when, in reality, he is likely reaching the peak of his criminal career:

Let me provide an example of one such juvenile from one of the SHO/DI cities:

In this particular state, eighteen is the age of adulthood. The offender is a male, eighteen years of age. When he was twelve he was arrested and charged with destruction of property. Two months later, at age thirteen, he was arrested for petit larceny. Again at age thirteen he was charged with unlawful concealment. One month later he was arrested for assault.

At age fourteen, he was charged with auto larceny. Still fourteen, he was arrested for assault/attempt to kill. Two days later he was charged with destruction of property. At age fifteen he was arrested for throwing a missile at an occupied vehicle.

Once the offender turned eighteen (May 1984), his juvenile record was no longer admissible in court. Yet, during his first four months as an adult he was arrested and charged with five offenses. His first adult arrest was for assault and battery. Two weeks later he was charged with carrying a concealed weapon. One month after that he was charged with breaking and entering and grand larceny. Two weeks later he was charged with twelve counts of burglary, petit larceny, possession of marijuana, and assault. His presentence hearing is scheduled for next month. Additionally, he has charges pending in a neighboring jurisdiction. Obviously, this young man was not rehabilitated by the juvenile justice system.

The SHO/DI program argues that the serious juvenile offender is an experienced criminal who knows the justice system and does not fear it.



Perhaps if juvenile records followed the juvenile into adulthood, there would be more respect for the system.

Recommendation #19: Legal Record of Juveniles Should Be Open to Those Who Need To Know. Legal records of juveniles adjudicated for criminal law violations should be open to the child, the parents, the child's attorney, the guardian ad litem, the prosecutor, and at the discretion of the judge, to any other person having a legitimate interest. "Legal" records would not include social histories, medical and psychological reports, educational records, or a transcript of the dispositional hearings.

In the discussion of this recommendation, the judges note that when public safety is in jeopardy, law enforcement officials responsible for that safety should have access to those legal records including charges and dispositions.

The SHO/DI program is based on the argument that time and again serious, habitual offenders "fall through the cracks" of the juvenile justice system. This is often due to the fact that the various juvenile-related agencies do not fully cooperate with one another. Similarly, the agencies do not share information among each other. Thus, on a given juvenile offender, the police have one set of records, the court another, probation still another, and so on through the entire system. Rarely are any or all of these records complete. During the first phase of the SHO/DI program, participating cities found that the best way to identify these juveniles was through information-sharing among agencies.

For example, in one SHO/DI city, the police arrested a 15 year old juvenile as a result of a knife arrest. At the time of this arrest, the police checked the juvenile's record and found that during the previous year the juvenile had amassed seven additional arrests. The offenses included assaults, intoxication, and threatening individuals with knives and sticks. The police then checked the crime analysis files and found

that during this same year the juvenile had run away five times. This was the sum total of the police department's information.

However, as a result of the SHO/DI program, the police also checked with the schools. Again during this same year-long period, the juvenile had been suspended three times and then expelled. The police then checked with social services and found that they had information also. Again, during the same time period, the juvenile's record in social services included aggravated assault, assault and battery, neglect, physical abuse, and behavior beyond control.

By pooling all this information, the police gained a much more accurate view of the juvenile, his activity, and the threat he posed to the community. Additionally, because the police had a complete file on the juvenile, rather than a partial history, it aided the police department and all other related agencies in responding in a more appropriate manner to the juvenile.

While the judges recommend that police officials have access to legal records, they do not endorse complete case files including personal and family histories. The SHO/DI program, however, takes it one step further. In order to determine the most appropriate response to each serious juvenile offender, the law enforcement agency should have all relevant information, including educational and social histories. As the above example illustrated, by collecting the bits and pieces of information from all related agencies, the police were able to compile an accurate index of the juvenile's activities. Additionally, because they learned of his family history of abuse and neglect, they were able to determine that this juvenile would not receive help or support in the home.

Recommendation #20: The Effects of Exchanging Juvenile Records Should Be Researched. A study should be author-

ized to review the practice of sealing and expunging juvenile records to determine the impact on the administration of juvenile and criminal justice.

One of the long-term activities in the SHO/DI program will be to look at the adult criminal activities of serious juvenile offenders. This data should provide information in several areas. Critics of the two-track system argue that offenders who repeatedly commit serious crimes as juveniles are, in effect, treated as first offenders as soon as they become adults. Because juvenile records do not follow an adult into court, the judge does not know the extent or seriousness of crimes the offender committed as a juvenile. And usually sentencing patterns reflect this. First-time offenders often receive lesser sanctions than career criminals. Thus, even a serious, habitual juvenile offender may receive a lighter sentence the first time in criminal court because he is perceived to be a first-time offender.

This also raises the question of community safety. When juvenile records are sealed or expunged, law enforcement may be unaware of the threat the offender poses to public safety. Juveniles who repeatedly commit serious crimes must be considered as a risk to the community. That risk does not disappear automatically just because the offender has reached adulthood.

The effect of expungement on the juvenile must also be considered. A juvenile record provides a source of all rehabilitative efforts directed toward the juvenile. If the juvenile is a chronic offender, the record will show which programs or procedures failed to rehabilitate. Because juvenile records are sealed, there is a risk that criminal court will attempt efforts or programs which have already proven ineffective with a particular offender.

For all of these reasons, primarily public safety, the SHO/DI program will analyze histories of the SHO/DIs who have attained adulthood. Such analysis is needed to determine the true effects of expungement.

#### Treatment Considerations

Recommendation #25: Methods of Treating Serious Offenders Should Be Further Researched. Research and evaluation on the treatment of serious, chronic, or violent juvenile offenders should be continued with emphasis on rehabilitation, accountability, and public safety.

The judges' council further supports this recommendation by noting that programs should be developed "which link theory and practice; utilize experimental models whenever possible; and examine what variations in treatment work best with which types of youth and in what settings."

When the OJJDP first funded SHO/DI it was designed as a research, test, and demonstration program. In the background paper describing the program, it was noted:

A proliferation of police-related programs has been developed, far too often without first obtaining insight into the range of feasible alternative solutions available to apply to a particular problem. The rush to be innovative, brought on by public pressure and the availability of federal funds, has created both positive and negative results. . . . In addition to the foregoing, many programs have been developed that were competitive instead of compatible, poorly thought out instead of well-conceived, and peripheral to the police function. Thus, developmental efforts in the police area have dwelt on solutions, while backing into the analysis and decision processes that should logically occur before solutions are developed.

SHO/DI is an attempt to reverse this process--to analyze alternatives and to study what works best in which situations.

SHO/DI is designed to be adapted to local jurisdictions--the program provides the focus and the framework for responding to serious juvenile

offenders, but it is meant to be flexible enough to adapt to local statutes, policies, procedures and so on.

During the SHO/DI process, data is continually being gathered and analyzed; the program is providing ongoing research and evaluation. This was done because historically the federal government has left in its wake a collection of law enforcement programs, projects, and research activities that individually were important but collectively were never given connection or continuity. In too many cases, too short a support and development life span was provided for valuable law enforcement projects to mature and evolve into their most proficient form. Too often there was not generated connective activities between research, development and demonstration programs and the development of a law enforcement delivery system for technical assistance in the form of implementation, guidance and training.

In many cases individual police programs tended to be impacted into the system without the inter-relationship and structured support necessary for establishing a compatibility with the system it was meant to assist.

By seeking active involvement from all parts of the system, the SHO/DI program will be more easily institutionalized in the juvenile justice framework. Additionally, the research and analysis will continue to be emphasized.

#### Specific Programs

Recommendation #27: Substance Abuse Programs Should Be Provided for Juveniles. Substance abuse treatment should be made a part of the dispositional plan for those serious, chronic, or violent juvenile offenders whose criminal conduct is determined to be related to substance abuse. Juvenile and family courts must exercise leadership in the development of local community policies and programs to prevent and treat drug, alcohol, and other substance abuse by juveniles.

The relationship between drug/alcohol abuse and crime has been extensively documented. Most studies conclude that addiction and high rates of crime are associated. Substantial disagreement exists when one attempts to suggest a causal relationship between addiction and criminal activity. Studies of juvenile offender drug involvement tend to support the drug use/criminal activity relationship. One of the difficulties in developing programs to deal with serious juvenile offenders who are drug/alcohol involved is that currently there is little data available within the juvenile justice system on this type of juvenile.

In fact, when SHO/DI was first implemented, most of the sites were not collecting information on juvenile offender drug involvement, even though the problem appears to be growing. The SHO/DI program objectives include the following objectives aimed specifically at drug/alcohol involvement:

- To improve the organizational development capability of Law Enforcement Crime Analysis units to link intelligence information with street crime patterns for directed patrol and investigative activity against serious drug-related juvenile crimes and the drug pushers who distribute and feed drugs into the juvenile community.
- To develop criminal information files which contain method of operation, suspect and known offender information on criminal activities perpetrated by drug-involved juveniles and their pushers.
- To establish acceptable and operable criminal justice system policies, procedures, and criteria that involve crime and suspect specific apprehension tactics against juvenile crimes that are associated with drugs and drug traffic to and within the juvenile community.

The police departments involved in SHO/DI have also begun working with the schools and with citizen groups to aggressively respond to juvenile drug/alcohol involvement.

#### The Court

Recommendation #30: Courts for Children Should Have the Stature of General Trial Courts. Courts exercising

jurisdiction in juvenile and family matters should be equivalent in rank and stature to courts of general jurisdiction.

Although the future of the country rests with our youth, the reality of the situation is that the juvenile justice system does not have the same perceived stature or status as the adult system. This is highly unfortunate for a number of reasons. First, those for whom the juvenile justice system was established do not have the maturity nor the independence of adults. Thus, decisions made for them by the juvenile justice system may well affect their entire future. This highlights the importance of the system's responsibility.

Additionally, research has shown that most career criminals--those who commit the greatest number of crimes--usually begin their careers as juveniles. If this criminal behavior could be altered, it would go a long way toward lowering the caseload in criminal court.

Finally, the great majority of juveniles who enter the system are not serious, habitual offenders. Rather, they are kids who are in trouble, but they are only kids. There are few things in life that hold greater importance than our children.

Recommendation #31: Judges Should Have Long-Term Assignments to This Complex Court. Judges should be selected on the basis of their professional interest in juvenile and family matters with an assignment for a substantial number of years to insure adequate training, adequate experience, and adequate control of the court.

In some ways, juvenile justice is very different from criminal justice. One of the difficulties with SHO/DI or any long-term juvenile program is that the prosecutors and judges often rotate rather quickly out of juvenile justice. Yet, the experience gained in juvenile court is invaluable. If juvenile court were accorded equal stature with other courts,

professionals might consider juvenile court as a career specialization rather than as a stepping stone. Long-term assignments would serve to enhance the system approach advocated in the SHO/DI program.

Recommendation #32: Judges Should Lead in Developing Community Resources for Children. Juvenile and family court judges must act as advocates and catalysts in the development and allocation of resources.

The council further notes that judges "should develop a close and continuing relationship with schools [and] law enforcement agencies." This is precisely what SHO/DI is advocating through the "system" approach. An atmosphere in which all related agencies are communicating and cooperating can only serve to enhance the system's response to a juvenile. Through the SHO/DI "system" approach, all related agencies will be operating at a more informed level than previously, thus the response will be based on a more accurate assessment of the situation.

Recommendation #33: Research Should Have the Participation of Judges. Juvenile and family court judges must have an active role in the development of relevant research involving the juvenile justice system and should advise on an individual basis concerning conclusions drawn and applicability.

SHO/DI also recognizes the fact that all relevant parties must take an active part in the development of any juvenile justice program. This thinking is reflected in Tasks 6 and 7 of the SHO/DI grant. Task 6 states that the SHO/DI process must be developed (by law enforcement) "in concert with the prosecutor, courts, and after-care agencies." This is especially important because of the wide range of knowledge and experience each of these parties can provide to the program. Also, because each of these agencies is directly involved in the juvenile justice system, they can provide continual feedback on the SHO/DI program.



Similarly, Task 7 of SHO/DI requires that law enforcement agencies "establish support among appropriate juvenile justice agencies and community groups for the Serious Habitual Offender/Drug Involved Program." The SHO/DI process cannot be successful if it is implemented only in the police department. The process must continue throughout the juvenile justice system. Thus, SHO/DI will be truly effective only when it is fully supported by the various parts of the juvenile justice system.

### Resources

Recommendation #37: Technical Assistance Should Be Provided for Court Operation. The juvenile court and juvenile justice system are in need of assistance to implement their resources in an efficient and effective manner. Technical assistance to the juvenile justice system should be available from federal, state, and local governments and from private sector sources. It should address current operating problems of the juvenile justice system and should be based upon the needs determined by that system.

Technical Assistance. Although it is of vital importance to agencies, it is often overlooked during program implementation. This is not the case with SHO/DI.

Early on, it was recognized that SHO/DI was very different from most juvenile justice programs. In effect, SHO/DI was a redirected effort of OJJDP--one of the first federal programs to recognize serious juvenile offenders.

Because the direction was a new one for OJJDP, the need for technical assistance was even greater. During the first phase of the program, quarterly cluster meetings have been conducted involving the relevant agency personnel from all five sites. The major purpose of these cluster meetings has been technology transfer among the cities.

Additionally, of the eight major tasks delineated in the SHO/DI program, one was devoted entirely to technical assistance:

SHO/DI Task #8: Develop a Technical Assistance Cadre to Transfer Program Knowledge, Operations, and Development to Other Agencies.

This cadre includes not only police officers but personnel from all related agencies including the prosecutor's office, probation, the courts, corrections, social services, and the schools. As SHO/DI progresses, this cadre of professionals will be available to other cities who wish to initiate the SHO/DI program. Because the cadre is composed of juvenile justice practitioners, the members can speak to the current problems and procedures in juvenile justice.

#### The "Systems" Approach

The serious juvenile offender cannot be ignored. Although these juveniles account for a very small percentage of the juvenile offender population, they account for a great deal of criminal activity. In the past, the juvenile justice system has treated these offenders in the same manner as it treats other juvenile delinquents. Recently, however, various parts of the system have come to recognize that this can no longer be done. It is neither an efficient nor an effective use of resources. The 38 recommendations endorsed by the National Council of Juvenile and Family Court Judges signify the need to address serious juvenile offenders in a more appropriate manner.

There are a number of critics who argue that the current juvenile justice system is not structured to effectively handle serious offenders. We disagree. The juvenile justice system can address this issue. But in order to do so, the various agencies must work closely together so that these juveniles can no longer "fall through the cracks."

APPENDIX

RECOMMENDATIONS ENDORSED BY THE NATIONAL COUNCIL OF  
JUVENILE AND FAMILY COURT JUDGES

I. Disposition Policies

1. Serious Juvenile Offenders Should be Held Accountable By the Courts
2. Individualized Treatment Should Be Considered for Every Juvenile
3. Rehabilitation Should Be a Primary Goal of the Juvenile Court
4. Social Investigations Should Be Used for Individualized Treatment

II. Causes and Prevention

5. Families and Schools Should Be Strengthened to Reduce Delinquency
6. Close Liaison Should Be Maintained Between the Courts and Schools
7. The Impact of School Problems on Delinquency Should Be Researched
8. Business and Labor Should Provide Jobs and Job Training for Juveniles
9. The Causes of Delinquency Should Be Studied in Depth

III. Dispositional Guidelines

10. Guidelines Should Be Developed to Reduce Disparities
11. Provide Judicial Discretion for Individualized Treatment
12. A System-Wide Commission Should Devise the Guidelines

IV. Transfer to the Adult Criminal Court

13. Offenders Unamenable to Juvenile Treatment Should Be Transferred
14. The Juvenile Court Should Make the Transfer Decision
15. A New Transfer Decision Should Be Required for Subsequent Offenses

V. Confidentiality

16. Open Hearings
17. Police Should Be Informed of Court Actions in Their Cases
18. Juvenile Records Should Be Provided to Adult Courts When Sentencing
19. Legal Records of Juveniles Should Be Open to Those Who Need to Know
20. The Effects of Expunging Juvenile Records Should Be Researched

VI. Treatment Considerations

21. Programs in the Community Should Provide Adequate Public Protection
22. Programs Should Provide Assistance to Strengthen Families
23. Programs Should Provide Progress Reports and Family Involvement
24. Re-Entry into the Community Should Be Phased
25. Methods of Treating Serious Offenders Should Be Further Researched

VII. Specific Programs

26. Secure Facilities Should Be Provided for High-Risk Juveniles
27. Substance Abuse Programs Should Be Provided for Juveniles
28. Mental Treatment Facilities Should Be Designed for Juveniles
29. All Programs Should Be Studied for Adverse Impact on Families

VIII. Status of the Court

30. Courts for Children Should Have the Stature of General Trial Courts
31. Judges Should Have Long-Term Assignment to This Complex Court
32. Judges Should Lead in Developing Community Resources for Children
33. Research Should Have the Participation of Judges

IX. Resources

34. On-Going Training Should Be Provided for the Professional Staff
35. Courts Should Have a Broad Range of Dispositional Resources
36. Judges Should Ensure the Efficient Use of Existing Resources
37. Technical Assistance Should Be Provided for Court Operation
38. Training in Juvenile and Family Law Should Be Provided

ENDNOTES

1. Paul A. Strasburg, Violent Delinquents--A Report to the Ford Foundation (New York: Simon and Schuster, 1978); Roger B. McNally, "Juvenile Court: An Endangered Species," Federal Probation 45 (March 1983) 32-36; Barry C. Feld, "Delinquent Careers and Criminal Policy," Criminology 21 (May 1983) 195-212.
2. National Advisory Committee for Juvenile Justice and Delinquency Prevention. Serious Juvenile Crime: A Redirected Federal Effort. Office of Juvenile Justice and Delinquency Prevention. U.S. Department of Justice. March 1984.
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4. Joan Petersilia and Marvin Lavin. Targeting Career Criminals: A Developing Criminal Justice Strategy. Santa Monica, California: The RAND Corporation, 1978.

Informational Commentary\*  
Number 21

✓ CONCEPTUAL MODEL:

PROGRAM COORDINATION FOR  
THE SERIOUS, HABITUAL CRIMINAL OFFENDER

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\*Informational Commentaries are designed to provide background information on issues related to the Juvenile Serious Habitual Offender/Drug Involved (SHO/DI) Program. The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI Program.

Their numbers are small--very small. Yet their crimes are many and severe. They are the career criminals, the serial murderers, rapists, and child molesters. Until recently, they have, for the most part, been allowed to remain free. Only since law enforcement agencies have begun sharing information, has the extent of their criminality come to light.

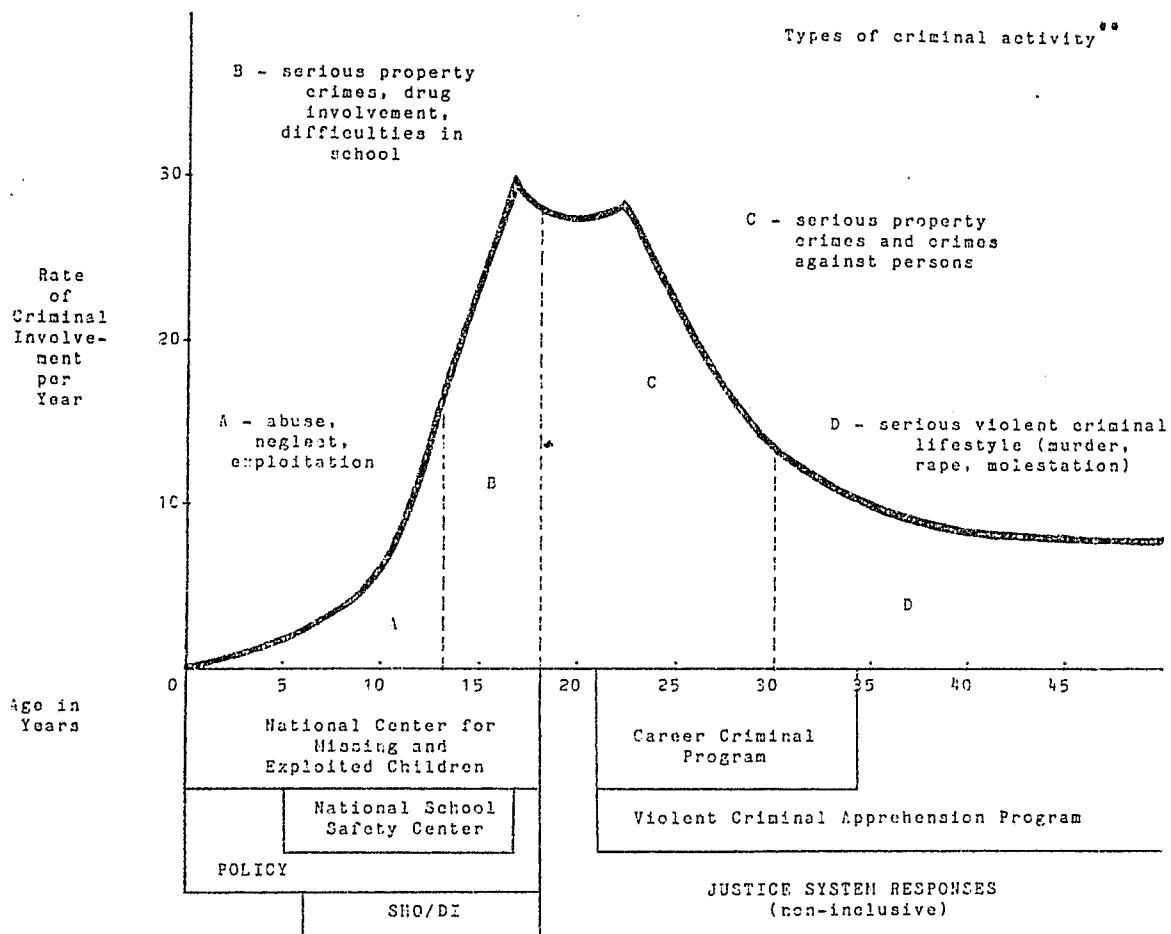
Programs such as the Violent Criminal Apprehension Program (VICAP) have been developed as a criminal justice response to this type of offender. VICAP focuses on multijurisdictional serious crime. It encourages law enforcement agencies across the country to exchange information in an attempt to identify these serious, chronic offenders.

However, programs such as VICAP focus largely on adult offenders. Yet the histories of these criminals share several common factors (see Figure 1). Many of these offenders were abused and/or neglected as children. They exhibited behavioral difficulties in school. Many were chronic run-aways or chronic truants. Additionally, many were criminally active as juveniles. Yet, even though these various "indicators" were present early in life, such criminals were allowed to "fall through the cracks" of the justice system.

Part of this problem may be due to the fact that we have a two-track criminal justice system. A juvenile may commit innumerable crimes, yet his criminal record is automatically sealed or expunged when he reaches the age of majority. This, of course, is done to protect the "innocent youth" whose illegal behavior is the result of immaturity or lack of judgment. However, the system also "protects" chronic offenders who, like their more innocent counterparts, enter into adulthood with no record of their repeated illegal activities. Thus, while criminal activity peaks at ages 16 and 17, most career criminals are not identified until about age 22. This



CONCEPTUAL MODEL: SERIOUS HABITUAL CRIMINAL EVOLUTION\*



<u>Ages</u>	<u>Activity</u>
Birth to 15 years:	<u>Victim</u> of physical, psychological, emotional abuse; neglect; exploitation
8 to 16 years:	School problems (excessive truancy, disruptive behavior, learning difficulties, vandalism); daytime burglary; drug involvement
12 to 18 years:	<u>Perpetrator</u> of serious property crime
15 to 30 years:	<u>Perpetrator</u> of serious property crime, crimes against persons
22 and older:	Serious, violent criminal lifestyle

\* It is important to remember that although this type of individual represents a very small percentage of the offender population, he is responsible for a large percentage of criminal offenses.

\*\* Although the types of criminal activity are identified according to age group, this division is for general purposes. Obviously there is activity overlap between age groups.

is reflected in Figure 1 in the program gap between ages 18 and 22. While the two-track system tends to camouflage chronic, serious offenders, so does the lack of system-wide cooperation in the current juvenile justice system.

Historically, the system has developed a number of responses (i.e., programs) to juvenile involvement in crime. Some programs, such as the National Center for Missing and Exploited Children (NCMEC), focus on the child as a victim. The NCMEC addresses children from birth who are exploited or abducted. Others, like the National School Safety Center (NSSC) and Police Operations Leading to Improved Child Youth Services (POLICY), focus on juveniles both as victims and perpetrators. The NSSC was developed to provide a central headquarters to assist school boards, educators, law enforcers, and the public to restore our schools as safe, secure, and tranquil places of learning. The Center facilitates information-sharing and training related to school crime and violence prevention. Similarly, POLICY provides training for law enforcement personnel as well as personnel from other juvenile-related agencies. The POLICY program focuses on strengthening police juvenile services. These programs address children who may be at risk, that is, they may be neglected or abused or they may be in families which exhibit criminal behavior.

At some point (between the ages of 6 and 10) a small number of these children will become perpetrators of crime. They will, in fact, begin to victimize others. At the same time, they may begin to exhibit problems in school. Or they may become drug or alcohol involved. For these juveniles, the Serious Habitual Offender/Drug Involved Program (SHO/DI) was developed. SHO/DI is a law enforcement information and case management initiative for police, schools, probation, prosecutors, social services, and corrections

authorities. The program enables the juvenile justice system to give additional, focused attention to juveniles who repeatedly commit serious crimes, with particular attention given to providing relevant case information for more informed sentencing dispositions.

Still other programs focus their efforts on the activity of violent, serious juvenile offenders. These juveniles are usually older (15 to 17 years of age) and have an extensive criminal history. As Figure 1 indicates, each of these programs has an identified population and each relates to particular types of activity. However, until recently, there has been little or no coordination among programs.

When SHO/DI was first developed, the program suggested a system-wide response to the problem of habitual, serious crime. Law enforcement agencies actively solicited the cooperation of prosecutors, schools, social services, the courts, and corrections. As these agencies began sharing information on the juveniles, they learned that each agency had, in effect, a piece of the puzzle. Once put together, these pieces offer a much more accurate profile of each juvenile. This in turn allows the system to respond more accurately to the needs of the juvenile and the community.

Currently, only five cities are involved in the SHO/DI program. There is not, now, any nationwide system under which all the juvenile-related agencies can pool resources, share information, and collectively focus their efforts. Yet the model suggests that a coordinated comprehensive focus on these juveniles--by schools, social service agencies, police, courts, and corrections--could be a successful strategy for responding to this small cohort of juveniles.

108336

Informational Commentary\*  
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COOPERATION -- FOUNDATION FOR  
A SUCCESSFUL SHO/DI PROGRAM

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## COOPERATION - FOUNDATION FOR A SUCCESSFUL SHO/DI PROGRAM

Almost every aspect of the SHO/DI Program's implementation depends on cooperation - cooperation from staff, officers and other agencies. It is necessary to persuade people to give you information, to alter their methods and practices to meet Program needs, and to carry out the procedures required to operate it. It may be necessary to overcome inertia, disinterest or even hostility. Creation, development and maintenance of cooperation is, therefore, of utmost importance.

In this paper the tasks (whether you see these as problems or opportunities is up to you) which arise in introducing new programs are presented using a chronological framework - that is, in the order in which they might occur. This may not be the order in which things happen in your Program nor may the methods outlined be appropriate in your situation. What will be effective depends entirely on the circumstances, the organizations and the individuals involved.

## CREATING A CLIMATE FOR COOPERATION

### Considering the SHO/DI Program

In deciding whether to institute a SHO/DI Program decision-makers consider many things. They decide whether the SHO/DI Program objectives are consonant with the Department's philosophy and goals. They consider its acceptability to other agencies and to the general public. They assess whether people within the Department are enthusiastic about the Program. They judge whether these people have the necessary technical skills to implement it. All of these are important, but consonance, acceptability, enthusiasm and skill are of little value if others cannot be persuaded to put the program into operation. The foundations for a cooperative endeavor are laid during this initial review. It is generally agreed that people accept change more easily if they have been involved in the planning process. Their response is more likely to be positive if their input has been incorporated. It is helpful, therefore, if those who are to be most closely involved in the SHO/DI Program are involved in the initial decision on whether to implement it.

This can be done through individual or group meetings or by setting up a committee or task force to study the question. An argument for the committee approach is that it gives everyone a chance to participate and to contribute to the final decision. Committees can be useful in developing consensus and creating cooperation. On the other hand, they are time consuming to set up, difficult to control and can be long-winded in their deliberations.

It is at this stage that the basic philosophy, goals and guidelines of the Program are blocked out, the costs and benefits to each unit discussed and made clear to all concerned. For example, ill-feeling results if a unit commander who assumed that two additional officers would be allocated to carry out Program requirements later discovers that the work must be done with existing staff. Such a misunderstanding will cause reluctance to cooperate, or even sabotage.

## SHO/DI's place in the Department

After it has been decided to go ahead with SHO/DI one of the first things to be determined is the Program's position within the Department - ideologically, organizationally and physically. All of these contribute to the creation of cooperation because they are perceived by others as symbolic expressions of the importance the Department attaches to the Program. If it appears that the Chief places little weight on the venture it is unlikely that others will, and they won't exert much energy on its behalf.

### Ideological

Police Departments can be thought of as having certain orientations or ideological biases. They may take a 'hard line' or they may liberal, or somewhere in between.

If the Program's orientation reflects that of the Department and is acceptable to a majority within the Department it will be easier to develop cooperation. If the program is not aligned with 'grass roots' feeling or it is intended to implement the Program as part of a basic re-alignment of emphasis it will be more difficult to develop cooperation. This must be taken into account and a longer implementation period allowed for working through the difficulties this could create for the Program.



## Organizational

The SHO/DI Program's organizational position has two components - the rank of the person managing the Program and the Program Manager's access to the commander.

The Program will probably require changes in procedures in a number of units. Because unit commanders may not wish to alter their methods, and because the needs of unit commanders may be contradictory or incompatible, the Program Manager needs access to someone yet more senior who can resolve these differences. During the developmental phase it will be easier, therefore, if the Program Manager has access to the ultimate decision maker. Once operational, the SHO/DI Program will be a service unit providing information to operating units. It can then be inserted almost anywhere in the chain of command.

The rank of the Program Manager seems to be of lesser importance if access to the commander is available but the difficulties of a lower ranking officer who may have to insist upon changes with a senior officer must be borne in mind, not only for the sake of the Program but also in terms of the officer's long term career prospects....

## Physical Location

While it is not necessary to provide the SHO/DI staff with a corner office, a flag and furnishings which rival those of the chief executive officer of a multimillion dollar enterprise, allocation of sufficient space and equipment to do the job efficiently illustrates support for the Program. Housing the project in a closet from which the janitor's equipment has only just been removed suggests that the Program is of little importance to the powers-that-be, has low status, and that no-one need bother much about it. This will become a self-fulfilling prophecy. No-one will bother much about it!

## DEVELOPING COOPERATION

### Describing the Program

The SHO/DI Program must be introduced within your own department, to other agencies, the media and the public.

It is helpful to consider in advance how you are going to describe the Program to others. Will you take a high or low key approach? Do you wish to present it as an attempt to increase efficiency, to improve processes and procedures, or as an innovation, the greatest thing since sliced bread? The decision can only be made in light of your environment and your preferred style of working.

Some places "hype" is the name of the game. Extravagant claims certainly get attention. People within the Department will want to work on this exciting new project. Outsiders will be interested and, if they like the idea, receptive. If they don't like the concept they will have their arguments ready. Presenting the Program as an aid to efficiency, or as an improvement of procedures to better realize existing goals is dull, but more difficult to argue against. It is hard to oppose increased efficiency!

#### Introducing the Program

... to the Media .

Let us deal with the media and public first because adoption of the Program may spark inquiries. It looks more professional (and reduces stress) if you prepare for this in advance. It is usually easier to have one person handling inquiries and publicity throughout the Program. This allows a relationship to develop with the local media people. Personal relationships should increase cooperation. And cooperation from the press is always useful.

You will, no doubt, be sensitive towards the orientation of your audiences. With a multifaceted program like SHO/DI it is easy to present it as a hard line law and order initiative to The Washington Times and as a support for misguided children to The Washington Post. But let me counsel caution here.

Beware of "tailoring" the facts. As the Program becomes better known inconsistencies may be noticed. If this happens the Program's integrity, and your credibility, could suffer.

In deciding whether to seek publicity for the Program you will again be guided by the circumstances in your area, and your departmental policies. If the Department has a good relationship with the press and you feel you can expect favorable coverage this can be very useful in creating public support for the Program.

Introducing the Program .

... to the Police Department

A memorandum from the Chief introducing the Program and explaining its aims gets the Program off to a nice start. Try to get it out before work begins. If everyone learns of the Program at the same time no one has negative feelings engendered by being the last to know.

The memo should give the names, location and telephone numbers of staff who will be involved. The Program's position within the organization, and in the hierarchy, should be made set out. It might also outline the way it is intended to tackle the work. Invite participation. Make it clear that everybody's ideas are welcome.

The chief will also want to set out his hopes for the Program at a top level staff meeting. Most people dislike change, even more dislike extra work. Unless it is clear that the chief is committed to the Program's successful implementation there will always be a tendency for some people to ignore it in the hope that it will go away. If it is clear that it will be less trouble to do it than to ignore it chances of cooperation are enhanced.

#### ... to Other Agencies

Introducing the Program to other agencies is of course much more difficult.

#### Initial Considerations

As there is a great deal of work involved in introducing each agency to the Program you may want to restrict your initial overtures to the smallest possible number of agencies, preferably those which are absolutely essential to your version of SHO/DI. Consolidate each developmental stage with them before moving onward and outward.

You may decide to begin with those that you think are most likely to agree to work with you. Then you will have some support if you come up against opposition. It may be that you will get most assistance from other criminal justice agencies or you may feel that community agencies will be more supportive.

In deciding where to begin you will probably want to balance your judgment on the likelihood of support with consideration of the importance of each agency to the Program and, perhaps more important, with their perception of their own importance. You may be dealing with fragile egos. Agreement, unanimous except for the Courts, for example, puts you in a difficult position. If the Court refuses to consider your output will it be worth running the Program?

#### Approaches

It is important that the most prestigious person you can muster makes the initial introductions. (In the discussion we will, for convenience, refer to this individual as the Chief of Police.) This gives the Program status and underlines its importance to the Department. It may also have a longer term effect. With any luck this demonstration that the Department is wholeheartedly behind the Program will smooth the path. Those who would have no hesitation in obstructing a Program Manager may pause to take on the Chief.

## The Meetings

The Chief of Police should, therefore, arrange meetings with the heads of the chosen agencies. These should be formal, structured and conducted according to your department's conventions for important meetings. These rituals symbolize the importance attached to the Program, help to imprint it in the minds of participants and encourage commitment by sharing a significant experience with them.

At this meeting the SHO/DI team should be introduced and the purpose of the program explained. Keep the presentation short and simple. You need only agreement in principle. At the end of the meeting the Chief should ask the other agency head to designate someone with sufficient authority to work out details with the Program Manager.

The likelihood of getting agreement is enhanced if you present your proposal in a way which gives the other agency a role in determining the final form of the Program. In the discussion you will want to dwell upon what the Program will do for them. This is not necessarily what it will do for you. Don't try to discuss possible problems, or get agreement on procedure. This only complicates things.

Failure?

Unthinkable. If you do not get agreement in principle at the first meeting do not push. Don't argue. Don't try to clear up their misconceptions, or attempt to justify your position. Try to avoid getting them into a position where they can say "no". Tell them that you much appreciate their input and that you will incorporate this valuable information/these useful insights in your Program and get back to them. Treat them as co-workers, helpers, not antagonists.

Back at the ranch you may wish to do some 'brainstorming' to work out what they really don't like. Do they feel they may lose face or prestige if another Department implements this exciting Program? Do they dislike the underlying philosophy of the Program? Do they feel you are encroaching on their territory? Are they afraid of losing some of their discretion in dealing with juveniles?

Try to find ways around both their stated and their real objections. If they dislike the idea of another Department implementing an innovative program can you offer to share the glory with them? If they dislike the underlying philosophy can you put more emphasis on an element which is more acceptable to them? If they feel you are encroaching on their territory can you back off on some aspect?



In preparing your new presentation it may be helpful to "role play" with someone acting as the devil's advocate - that is, trying to bring up all possible objections and being as difficult as possible. At a second presentation it may be possible to act as if that there is already agreement to do "something" and that you are merely attempting to determine what this is based, of course, on their ideas. Ronald Reagan frequently says that there is no limit to what you can achieve if you don't mind who gets the credit. Maybe he has something!

As a last resort you might want to consider increasing your 'persuasiveness'. This would, of course, be done by the Chief and here you must be guided by him. (Chief's know instinctively how and when to do these things. That's how they get to be Chiefs.) Reference to previous cooperative efforts (there must be something) or occasions when you (either the Department or an individual) have helped them - a subtle implication that 'you owe me one' - could be tried.

If stronger persuasion is necessary you might enlarge upon ways the Program will help you to help them. Will not getting cooperation adversely affect your Department or make it difficult for you to maintain your present level of service to them? Rising costs, increasing workloads may mean that you will be unable to do as much as you would like because you will have to deploy the manpower to meet needs that would not arise if the Program were operational. Beware of escalating your "persuasion" too fast, or of going too far. Bear in mind that you need only agreement in principle at this stage. The details will be worked out later by the Program Manager and the other agency's staff. Don't get bogged down in detail. Once you have established a cooperative working relationship it may be possible to expand the scope of the Program.

## AN ASIDE ON DISCUSSION AND NEGOTIATION

Studies suggest that the human mind can only take in about one twentieth of new information presented to it. It is therefore a good idea to hang your new information - the Program - on "hooks" - things already familiar to your listeners. Point out how similar the Program is to some existing programs (the adult Career Criminals Program, for example), or how it logically extends or contributes to some existing program, preferably one of their programs.

In initial meetings participants attempt to get a picture - to place you, and the program, in a meaningful context. The chances of agreement are significantly increased if your listeners can identify with you. This is easier if your goals and objectives appear to be the same as theirs. It is not suggested that you misrepresent either yourself or the Program, simply that you concentrate on similarities and things on which you agree. Leave things on which you disagree unmentioned.

To further this impression of similarity choose your words carefully. They have an effect far beyond their literal meaning. They tell your listeners how you view the Program, about your general outlook and of your perception of the world.

You want them to feel that you share not only their views but their feelings. Develop terms and definitions which create this impression. Use the words your listeners would use in describing the juveniles. "Children at Risk" will make an essentially judicial program more acceptable to those in the helping professions. You would not wish, for example, to refer to the SHO/DI juveniles as "bad-asses" or "dirty little s---s" when addressing the Women's Evangelical Crusade for the Redemption of Wayward Youth. At the other end of the spectrum, referring to them as "children" was found to alienate a whole patrol division!

(A word of caution here. You will need written material - standard explanations, guidelines, etc., which can go to everyone. Use neutral words in these and any other material which will or could become public. In a Program such as SHO/DI which could become subject of public or court inquiry you may wish to be careful in memos too - today's notes could be subpoenaed and become tomorrow's press scandal.) How about these popular books on negotiating strategy? These are certainly useful, but bear in mind that they are often written for business negotiations of a one-of nature. Such negotiators seldom have to work with their opposite numbers on a daily basis. They may never see them again. You, on the other hand, will have to live with your tactics.

## MAINTAINING COOPERATION

### Designing the Program

Although the basic principles of the SHO/DI Program are well laid out you should not skimp on program design. Unthinking attempts to replicate an existing program are usually a recipe for disaster. It is wiser to design the program anew building on the ideas and experience of the original SHO/DI cities but taking into account the special characteristics and needs of your Department and the other agencies involved. This has many benefits. It does, indeed, give you a tailor-made program. This, in itself, facilitates cooperation and helps people to accept it. It becomes "their" Program, not that of some other faceless entity. Even more important in the development of cooperation is the design process. In drawing up the design outline the Program Manager will want to talk to as many as possible of the people who will ultimately provide information or use the SHO/DI Program's services. This is, of course, necessary from a design stand point but it is also important in building the positive feelings about the Program which are necessary for the development of cooperation. You can lay a solid foundation for cooperation during your preliminary interviews with all those who will be affected by the Program. The Program Manager should not act as a magician who suddenly pulls the Program out of a top hat but should be seen as a facilitator and coordinator of the contributions of others.

The data collection phase is particularly useful for developing cooperation. You have time to explain the program concept in detail to each individual and to answer any questions. It is usually easiest to start at the top of an organization and work down through it. This has a number of advantages. Supervisors do not feel slighted because they have been by-passed. Each supervisor introduces you to the person you should see next so you start with the approval of your respondent's boss. This allows you to build on the goodwill between these two, and to use the subordinate's desire to please the boss, to your advantage.

From a technical standpoint it helps you to get the big picture and slowly build up the detail. This makes it easier to determine which paths you want to follow up, and which you can leave out. (If you are not careful you will end up with more flow charts than you can comprehend and then you are no better off than when you started.)

Generally you will avoid later revisions, and a lot of work, if you also talk directly to the grass roots people who fill in the forms or pull the information. They can tell you what will cause extra work, what will fit easily into their routine. The less work your Program causes everyone the easier it will be to gain cooperation and to have it implemented.

## Other Agencies

The emphasis on being open to input from others should not be interpreted as an injunction to meet with other agencies with a blank sheet. They have little idea of what the program should be, and less motivation to invent it for you. Have your design outline clear. Give it to them so they have something to talk about. Ask them how they feel the program should be structured, what should be included, Incorporate as many of their suggestions as possible in your program design even if it means compromising its technical perfection. If their ideas are not practical you can drop them later. And you never know, they might have a point! The most brilliant design is useless if no one will, or can, carry it out.

It often happens at such meetings that those from other agencies concentrate on minor details. This may be to your advantage. You have the outline approved in principle - without objection.

## Initial Implementation

You will no doubt have designated a period for 'trial and error' before finalizing and institutionalizing your new Program procedures. This is always a tricky period. Misunderstandings come to light, mis-alignments surface, mistaken expectations have to be resolved. Do not despair. This is as it should be. Use the incidents which arise to solidify the relationships. Beware of jeopardizing your carefully developed cooperation by "loosing your cool" during this period.

You will find that some people have not fully realized the implications of what they have agreed to do. (For example, a supervisor may have agreed to abstract certain information from the automated records but neglected to send staff on the necessary training course.) Be patient, and supportive, while your Program limps along. Make the arrangements yourself if necessary. Making sure other agencies have everything in place is even more difficult. You can hardly make an inspection. However, you will probably find that the more of the work you can do for them the better. Do this tactfully. Draft memos for them and present them as "background" material. Volunteer to write up the procedures you have worked out with them. They can then reproduce these on their own letterheads with little additional work.



During the pilot stage (that is, the trial introduction), seize on every success and publicize it. You could ask the Chief to send a note of commendation to everyone who identifies a SHO/DI. The first to make some particular contribution might be presented with an "award" or "First Class" button by their immediate superior at coffee time. Keep it light hearted.

When the inevitable problems arise accept the responsibility yourself (at least outside the office). Ask the bozo who misses how you can improve your procedures to better help him perform in future. Beware of recriminating, or cursing your fellow workers. You do not want to antagonize anyone when you are so near to completion. Instead, thank them warmly for what they have done.

## SUMMARY

This paper should be read not as a prescription but rather as an attempt to stimulate thought, discussion and innovation, to provide a starting point from which successful strategies can be developed.

The underlying message is that "you catch more bees with honey than with vinegar" but in more pragmatic terms the ideas presented here can be summarized -

Cooperation is a prerequisite and essential component of Program implementation.

Don't spring the completed Program design on people: introduce the idea, let them get used to it, talk about it, contribute something - in a word - let them make it their program.

Ask for, and use, input from as many people as possible.

Demonstrate the Department's commitment to the Program, its determination that it will be successful, by having it introduced and monitored by the Chief.

Help others to get what they want through the Program - try to create the win-win situation - you win, I win.

Be patient - no-one is perfect.

Informational Commentary #23

SHO/DI POPULATION PROFILE

Robert O. Heck  
National Program Manager

Wolfgang Pindur  
National Field Manager

Donna K. Wells  
Administrative Assistant

\*Informational Commentaries are designed to provide background information on issues related to the Juvenile Serious Habitual Offender/Drug Involved (SHO/DI) Program. The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI Program.

When the Serious Habitual Offender/Drug Involved (SHO/DI) program was first funded in May 1983, very little was actually known about chronic, serious juvenile offenders. Research studies had shown that these juveniles, although responsible for great numbers of crimes, actually represent only a small percentage of all juveniles. However, when the five police departments began the SHO/DI process, very little data on these offenders was available within the juvenile justice system. In fact, juvenile delinquent information, in general, was generally lacking. In one SHO/DI city, juvenile records were not even available to the project director.

Because of this, SHO/DI was developed as a research, test and demonstration program. It was understood that the cities would have to "start from scratch" in identifying juveniles who were chronic juvenile offenders and in building the data base necessary to the success of the program.

During the last two years, the cities have made remarkable progress in identifying their SHO/DI populations and collecting data on these juveniles. Each of the sites now produces an aggregate SHO/DI population profile (see Appendix A) on a regular basis. This aggregate data collection has several benefits.

First, such data collection and analysis provides evidence of program success. Data collected and analyzed on a consistent basis by each of the sites insures that the impact of the program will not go unrecorded.

#### Providing Program Direction

Aggregate data analysis also provides future direction for the program. This has already occurred and its importance cannot be overstressed. For example, when two of the SHO/DI sites began collecting aggregate information

on SHO/DIs, they independently but simultaneously realized how many habitual, serious offenders were attending public schools. Through the interagency approach, the SHO/DI sites began working with the schools to respond appropriately to the problem. This, in turn, has provided major direction for Phase II of the SHO/DI program.

Similarly, as the sites began looking at the histories of their SHO/DI juveniles, the police found that (in keeping with the accepted theory) many of these juveniles had been abused or neglected. A high incidence of family criminality (both parent and sibling) has also been noted. This finding supported the expansion of the program goals to address "potential SHO/DIs" and "children at risk."

#### Population Comparisons

Aggregate data collection has also provided for comparisons of SHO/DI populations among cities. Thus far, a number of striking similarities have been found among the SHO/DI populations in the five cities. For example, the average age of the SHO/DIs is approximately the same in all five cities. The percentage of the population with family criminality is similar as is the percent of family criminal history. This is in spite of the fact that all five cities use different criteria to identify their SHO/DI population.

#### Building an Information Base

Throughout the first two years of the program, a profile of the typical SHO/DI juvenile has emerged. As the sites begin Phase II, the collection of consistent data in all the SHO/DI sites will provide a strong information base which can be used by other jurisdictions that wish to address chronic, serious juvenile offenders.

The Monthly SHO/DI Population Profile (Appendix B) will enable the

sites to collect information which is consistent among all five cities. It is a compilation of the data now being collected by the sites. The profile has enough detail to provide an accurate reflection of the SHO/DI population. Monthly compilations will enable the program to generate a national view of the SHO/DI juvenile.

Appendix A

Appendix B



Monthly SHO/DI Population Profile

Total Number of (Active) SHO/DIs on File

---

Sex

Male

Female

---

Age

Average age

Youngest SHO/DI

Oldest SHO/DI

---

Reported Drug Use

Number of reports on drug use

Number of SHO/DI

- 1.
- 2.
- 3.
- 4.
- 5.

Reported Alcohol Use

Number of reports

Number of SHO/DI

- 1.
  - 2.
  - 3.
  - 4.
  - 5.
- 

History of Violence

Number of reported incidences of violence

Number of reports

Number of SHO/DI

- 1.
- 2.
- 3.
- 4.
- 5.

History of Runaway

Number of reports

Number of SHO/DI

- 1.
- 2.
- 3.
- 4.
- 5.

Reported Abuse of Neglect

Number of reports

Number of SHO/DI

- 1.
- 2.
- 3.
- 4.
- 5.

---

Living Status

Number of SHO/DI

Both Parents  
Mother  
Father  
Guardian

---

Criminal Family Record

Number of SHO/DI

Father w/ arrest record  
Mother w/ arrest record  
Number of siblings w/ arrest record

- 1
- 2
- 3

---

Number of times on probation (including current probation)

Number of times on probation

Number of SHO/DI

- 1
- 2
- 3
- 4
- 5

Total Number of Arrests

Number of arrests

Number of SHO/DI

1  
2  
3  
4  
5

Average Number of Arrests

Average Number of Felony Arrests

Average Number of Misdemeanor Arrests

Average Number of Status Offense Arrests

-----  
Number of SHO/DI Currently in Aftercare Facility

Age of first police contact

Age (years)

Number of SHO/DI

5  
6  
7  
8

Age of first arrest

Age

Number of SHO/DI

8  
9  
10  
11  
12

Number of Informal Police Contacts

Number of contacts

Number of SHO/DI

1  
2  
3  
4  
5

Prior Adjudications

Number of prior adjudications

Number of SHO/DI

0  
1  
3  
4

School Status

Number currently enrolled in public schools

Number currently enrolled in alternative schools

Number not enrolled in school

Stats on Previous Month

Number of SHO/DI:

Arrested

Diverted

Charges dismissed

Found not guilty

Scheduled to appear before judge

Placed on probation

Placed in aftercare facility

Released from aftercare

Turned 18

108338

Informational Commentary\*

Number 24

SHO/DI TRAINING PACKET

Robert O. Heck  
National Program Manager

Wolfgang Pindur  
National Field Manager

Donna K. Wells  
Administrative Assistant

October 8, 1985

\*Informational commentaries are designed to provide background information on issues related to the juvenile Serious Habitual Offender/Drug Involved Program (SHO/DI). The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI program.

Lesson Plan: Introduction to the Juvenile Serious Habitual Offender/Drug Involved Program (SHO/DI)

A. TRAINING OBJECTIVE

TASK: Each participant will become familiar with the SHO/DI program, recognizing the population it addresses and how it involves a cooperative interagency approach to juvenile justice.

CONDITIONS: Given platform instruction slides, selected informational commentaries and current cumulative SHO/DI profile.

TRAINING STANDARD: Participants will:

1. Know what the SHO/DI program is and why such a process was needed.
2. Become familiar with the Conceptual Model of Serious Habitual Criminal Education.
3. Learn to recognize that small percentage of juveniles who make up the serious, habitual offender population.
4. Become familiar with the SHO/DI program strategy.
5. Recognize the necessity for having ICAP organizational capabilities in order to establish a SHO/DI approach.

B. INTERMEDIATE TRAINING OBJECTIVE: NONE

C. ADMINISTRATIVE INSTRUCTIONS

1. When training will be given: \_\_\_\_\_  
\_\_\_\_\_
2. Training location: \_\_\_\_\_  
\_\_\_\_\_
3. Who will be trained: \_\_\_\_\_  
\_\_\_\_\_
4. Principal trainer: \_\_\_\_\_  
\_\_\_\_\_
5. Training aids:
  - a. locally produced slides and a projector
  - b. aggregate arrest information for illustrative purposes
  - c. examples of criteria
6. References:
  - a. "New Directions for Juvenile Justice: The Serious Habitual Offender/Drug Involved Program" [Informational Commentary #16]
  - b. "The Link Between the Integrated Criminal Apprehension Program (ICAP) and SHO/DI" [Informational Commentary #10]
  - c. "The Juvenile Serious Habitual Offender/Drug Involved Program - A Means to Implement the Recommendations of the National Advisory Committee for Juvenile Justice and Delinquency Prevention" [Informational Commentary #11]
  - d. "The Juvenile Serious Habitual Offender/Drug Involved Program: A Means to Implement Recommendations of the National Council of Juvenile and Family Court Judges" [Informational Commentary #20]

D. SEQUENCE	(of) ACTIVITY	(and) ESTIMATED TIME
1.	Review the numbers of agencies with which we are dealing. Also address the overlap in these agencies (e.g., one prosecutor may work with seven or eight police departments (one slide)	3 minutes
2.	Discuss the two quotes concerning violent juvenile crime (two slides)	3 minutes
3.	Define the SHO/DI program, its background and definition and how it requires an interagency approach (one slide)	4 minutes
4.	Describe the conceptual model of serious habitual criminal evolution and how it relates to the SHO/DI program (two slides)	6 minutes
5.	Discuss the Program Strategy, using the original program tasks (three slides)	6 minutes
6.	Explain how the ICAP organizational capabilities are needed in order to effectively implement a SHO/DI program (six slides)	10 minutes
7.	Discuss the results sought in the SHO/DI program (two slides)	3 minutes
8.	Explain the pin map slides (four slides)	4 minutes
		<hr style="width: 10%; margin-left: auto; margin-right: 0;"/> 39 minutes

E. ADDITIONAL INFORMATION:

Material in this presentation can be tailored to meet the needs of a wide range of juvenile justice and community groups. The actual time required to present this material, or excerpts thereof, ranges from 25 to 40 minutes. Additional time should be allotted to provide examples from one or more of the SHO/DI sites as well as to address questions from participants.



OVERHEADS

**THERE ARE 19,691 LOCAL AND STATE POLICE  
AGENCIES**

**8,007 PROSECUTING ATTY OFFICES**

**3,587 PROBATION/PAROLE OFFICES**

**17,089 COURTS**

**5,270 CORRECTION INSTITUTIONS**

**83,688 PRIMARY/SECONDARY  
SCHOOLS**

**WHAT SHOULD BE DONE? FIRST, SOME SIGNIFICANT PUNISHMENT SHOULD BE IMPOSED ON THE YOUNG OFFENDER WHO COMMITS A VIOLENT CRIME. THIS SHOULD TRANSLATE INTO JAIL IN A SPECIAL JUVENILE FACILITY FOR THE MOST SERIOUS VIOLENT OFFENDER. VICTIM RESTITUTION, COMMUNITY SERVICE, PERIODIC DETENTION OR INTENSIVE SUPERVISION ARE ALL PROMISING ALTERNATIVES FOR LESS VIOLENT OFFENDERS.**

***SECOND, WE MUST ELIMINATE THE TWO-TRACK CRIMINAL JUSTICE SYSTEM FOR SERIOUS VIOLENT JUVENILE OFFENDERS. DUAL TRACKS SHOULD BE DEFINED BY THE NATURE OF THE CRIMINAL CAREER RATHER THAN BY THE AGE OF THE OFFENDER. AGE CANNOT JUSTIFY TREATING THE 17-YEAR-OLD RAPIST OR MURDERER DIFFERENTLY FROM HIS ADULT COUNTERPART. THE POOR, THE BLACK, THE ELDERLY--THOSE MOST OFTEN VICTIMIZED BY CRIME--DO NOT MAKE SUCH DISTINCTIONS. NOR SHOULD THE COURTS.***

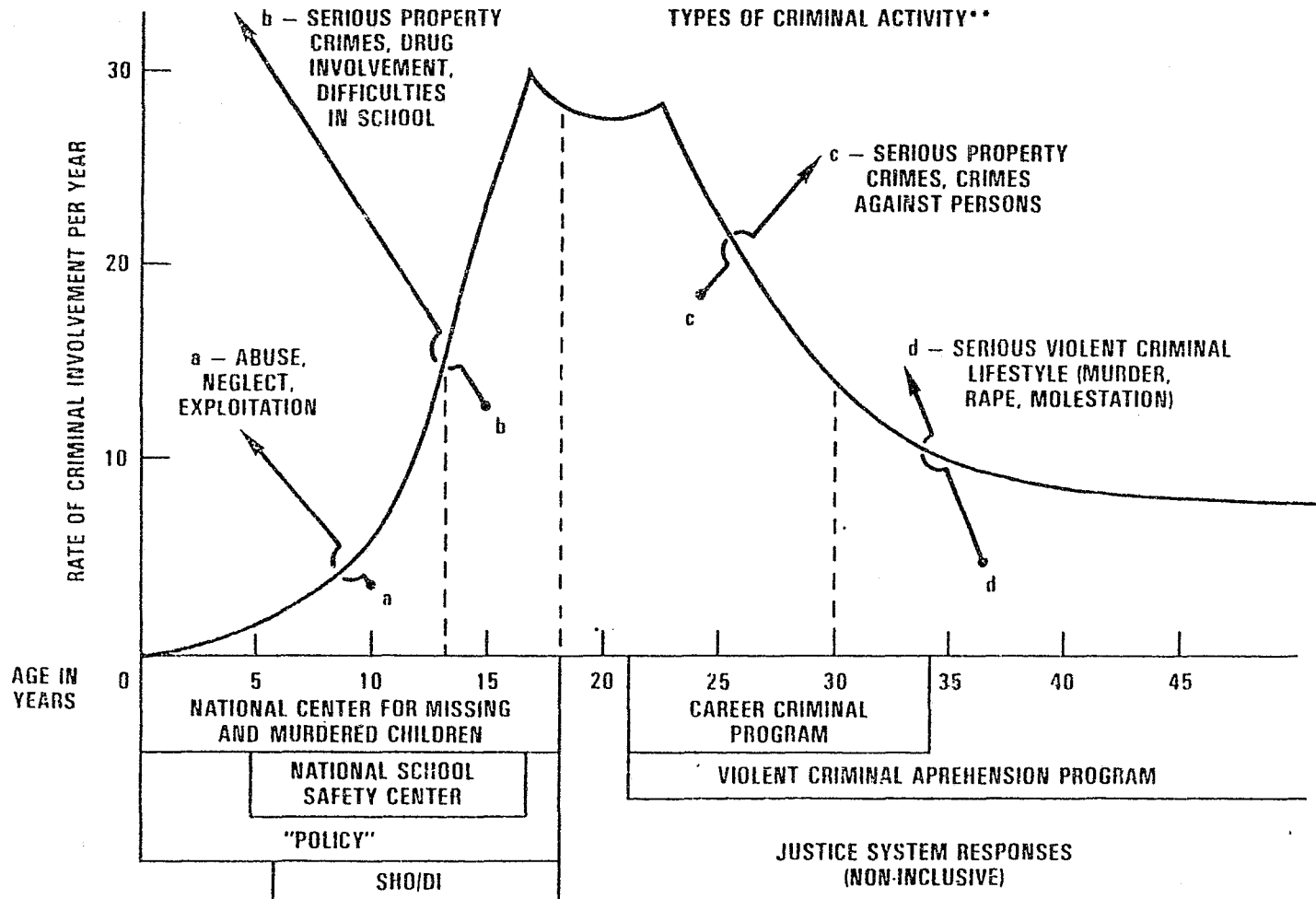
***THIRD, THE RULES OF THE GAME SHOULD BE CHANGED CONCERNING EFFORTS TO IDENTIFY VIOLENT JUVENILES, ESPECIALLY THE CHRONIC REPEAT OFFENDER. THE LAW SHOULD PERMIT THE PHOTOGRAPHING AND FINGERPRINTING OF OFFENDERS; LINE-UP IDENTIFICATIONS SHOULD BE PERMITTED. MOST IMPORTANTLY, AN UP-TO- DATE CRIMINAL HISTORY OF THE OFFENDER SHOULD BE READILY AVAILABLE TO JUDGES AT THE TIME OF SENTENCING.***

**PRACTICAL STEPS MUST BE TAKEN TO CHECK THIS GROWING CANCER OF VIOLENT JUVENILE CRIME. WE MUST START WITH OUR JUVENILE JUSTICE SYSTEM. ALTHOUGH JUVENILES COMMIT A DISPROPORTIONATE AMOUNT OF VIOLENT CRIME, THEIR CHANCES OF BEING ARRESTED, CONVICTED AND PUNISHED ARE LOWER THAN FOR AN ADULT. INDEED, RECENT RESEARCH BY JAMES Q. WILSON AND OTHERS CONFIRM THAT THE CHANCES OF PUNISHMENT ARE ESPECIALLY LOW FOR THE CHRONIC, REPEAT OFFENDER, WHO MANAGES TO COMMIT NUMEROUS CRIMES WITHOUT BEING CAUGHT. YET, IT IS THIS REPEAT OFFENDER WHO COMMITS THE BULK OF SERIOUS JUVENILE CRIME.**

***THE CHRONIC VIOLENT JUVENILE IN PARTICULAR REAPS THE BENEFITS OF A SENTENCING SYSTEM THAT RESERVES THE HEAVIEST PUNISHMENT FOR ADULT OFFENDERS NEARING THE END OF THEIR CRIMINAL CAREERS.***

**SHO/DI IS AN INFORMATION AND CASE MANAGEMENT PROGRAM ON THE PART OF POLICE, PROBATION, PROSECUTOR, SOCIAL SERVICE, SCHOOL, AND CORRECTIONS AUTHORITIES THAT ENABLES THE JUVENILE JUSTICE SYSTEM TO GIVE ADDITIONAL, FOCUSED ATTENTION TOWARD JUVENILES WHO REPEATEDLY COMMIT SERIOUS CRIMES WITH PARTICULAR ATTENTION GIVEN TO PROVIDING RELEVANT CASE INFORMATION FOR MORE INFORMED SENTENCING DISPOSITIONS.**

# CONCEPTUAL MODEL: SERIOUS HABITUAL CRIMINAL EVOLUTION\*



\*IT IS IMPORTANT TO REMEMBER THAT ALTHOUGH THIS TYPE OF INDIVIDUAL REPRESENTS A VERY SMALL PERCENTAGE OF THE OFFENDER POPULATION, HE IS RESPONSIBLE FOR A LARGE PERCENTAGE OF CRIMINAL OFFENSES.

\*\*ALTHOUGH THE TYPES OF CRIMINAL ACTIVITY ARE IDENTIFIED ACCORDING TO AGE GROUP, THIS DIVISION IS FOR GENERAL PURPOSES. OBVIOUSLY THERE IS ACTIVITY OVERLAP BETWEEN AGE GROUPS.

# SERIOUS HABITUAL CRIMINAL EVOLUTION\*

(Continued)

AGES	ACTIVITY
BIRTH TO 16 YEARS:	<u>VICTIM OF PHYSICAL, PSYCHOLOGICAL, EMOTIONAL ABUSE;</u> NEGLECT; EXPLOITATION
8 TO 16 YEARS:	SCHOOL PROBLEMS (EXCESSIVE TRUANCY, DISRUPTIVE BEHAVIOR, LEARNING DIFFICULTIES, VANDALISM); DAYTIME BURGLARY; DRUG INVOLVEMENT
12 TO 18 YEARS:	<u>PERPETRATOR OF SERIOUS PROPERTY CRIME</u>
16 TO 30 YEARS:	<u>PERPETRATOR OF SERIOUS PROPERTY CRIME, CRIMES AGAINST PERSONS</u>
22 AND OLDER:	SERIOUS, VIOLENT CRIMINAL LIFESTYLE

\*IT IS IMPORTANT TO REMEMBER THAT ALTHOUGH THIS TYPE OF INDIVIDUAL REPRESENTS A VERY SMALL PERCENTAGE OF THE OFFENDER POPULATION, HE IS RESPONSIBLE FOR A LARGE PERCENTAGE OF CRIMINAL OFFENSES.

\*\*ALTHOUGH THE TYPES OF CRIMINAL ACTIVITY ARE IDENTIFIED ACCORDING TO AGE GROUP, THIS DIVISION IS FOR GENERAL PURPOSES. OBVIOUSLY THERE IS ACTIVITY OVERLAP BETWEEN AGE GROUPS.

# **PROGRAM STRATEGY**

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**THE SHO/DI PROGRAM FOCUSING ON THE JUVENILE SERIOUS HABITUAL OFFENDERS REQUIRES POLICE AGENCIES TO WORK IN CONJUNCTION WITH OTHER APPROPRIATE CRIMINAL JUSTICE AND COMMUNITY SERVICE AGENCIES, TO:**

- 1. ESTABLISH AN ACCURATE AND USEABLE DATA BASE FOCUSING ON THE JUVENILE HABITUAL OFFENDER WHO MAY ALSO BE DRUG INVOLVED.**
- 2. DEVELOP OPERATIONALLY ACCEPTABLE STANDARDS FOR IDENTIFYING THE DRUG INVOLVED SERIOUS HABITUAL OFFENDER (SHO/DI). THESE STANDARDS MUST BE ACCEPTABLE TO POLICE OFFICIALS, JUVENILE AUTHORITIES, PROSECUTORS, COURT ADMINISTRATORS, JUDGES, SCHOOLS AND APPROPRIATE COMMUNITY GROUPS.**



## **PROGRAM STRATEGY (CONTINUED)**

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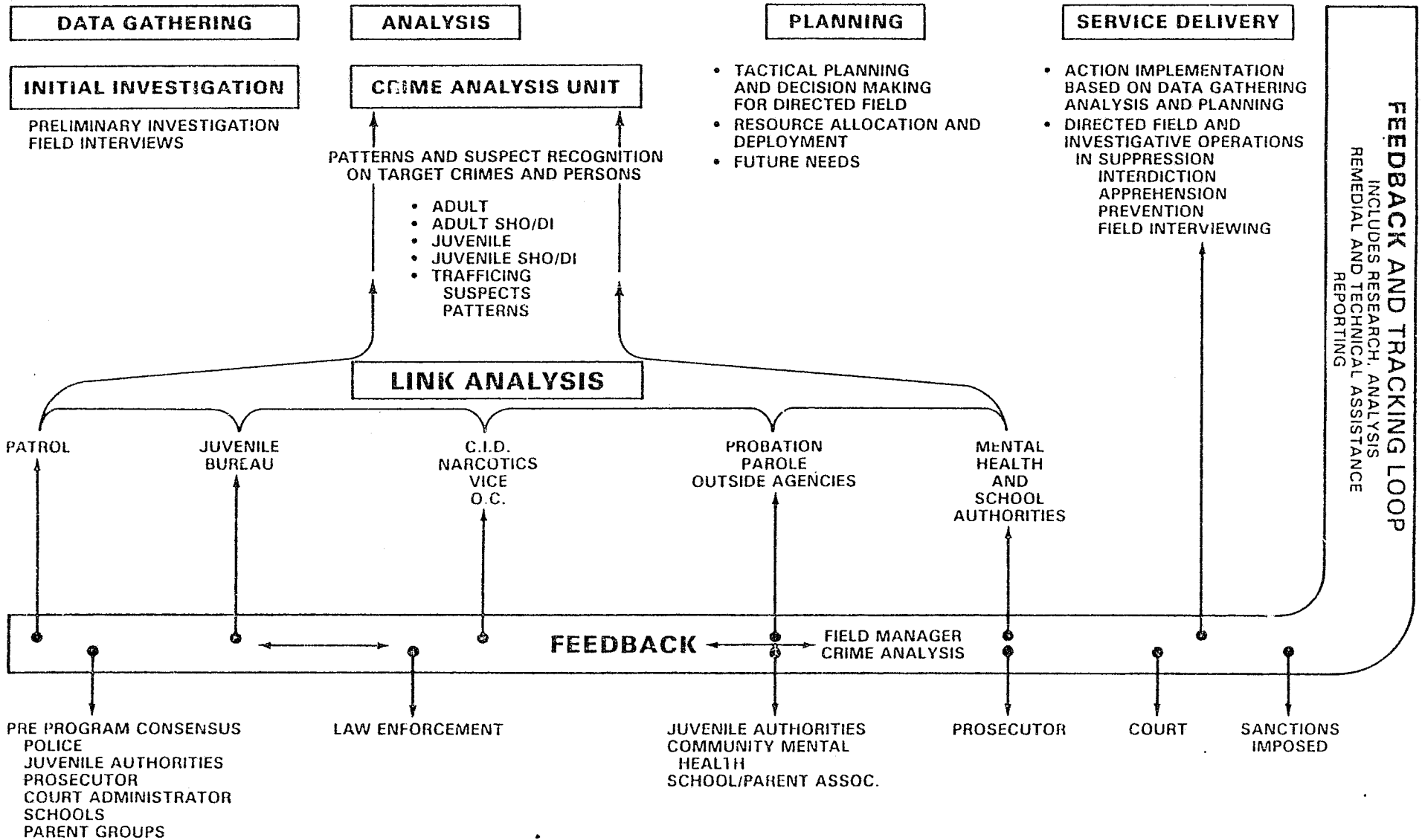
3. **DEVELOP INFORMATIONAL EXCHANGE POLICIES RELEVANT TO THE SHO/DI THAT INCLUDES: PROBATION, COURTS, PROSECUTORS, SCHOOLS, AFTER-CARE AND MEDICAL MENTAL HEALTH PROFESSIONALS.**
  
4. **DEVELOP PROCEDURES FOR THE EARLY IDENTIFICATION OF THE SHO/DI USEABLE TO UNIFORMED PATROL OFFICERS AND CRIMINAL INVESTIGATORS.**
  
5. **DEVELOP AND REFINE THROUGH CRIME ANALYSIS, CRIMINAL INFORMATION FILES THAT FOCUS ON THE METHOD OF OPERATION (MO) OF THE SHO/DI.**

## **PROGRAM STRATEGY (CONTINUED)**

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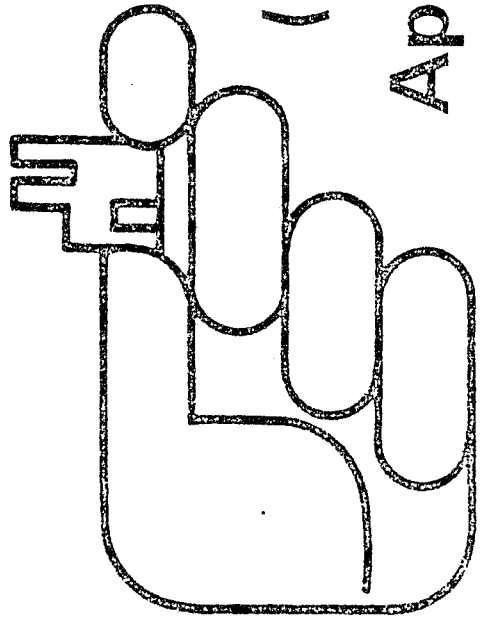
6. IMPROVE THE LINKAGE AND FLOW OF INFORMATION BETWEEN STREET UNIFORMED PATROL OFFICERS, CRIME PREVENTION OFFICERS, AND CRIMINAL INVESTIGATIONS OFFICERS (ORGANIZATIONAL DEVELOPMENT).
7. DEVELOP IN CONCERT WITH THE PROSECUTOR, COURTS AND AFTERCARE AGENCIES A PROCESS TO ELIMINATE OR REDUCE PRE-TRIAL DELAYS, CASE DISMISSALS, PLEA BARGAINING, SENTENCE REDUCTIONS FOR SHO/DI's.
8. ESTABLISH SUPPORT AMONG THE APPROPRIATE CRIMINAL JUSTICE AGENCIES AND COMMUNITY AND SCHOOL GROUPS FOR THE SHO/DI PROGRAM.
9. DEVELOP A TECHNICAL ASSISTANCE CADRE TO TRANSFER PROGRAM KNOWLEDGE, OPERATIONS AND DEVELOPMENT TO OTHER AGENCIES.

# PROGRAM MODEL (LAW ENFORCEMENT)



**SHO/DI REQUIRES YOU TO**

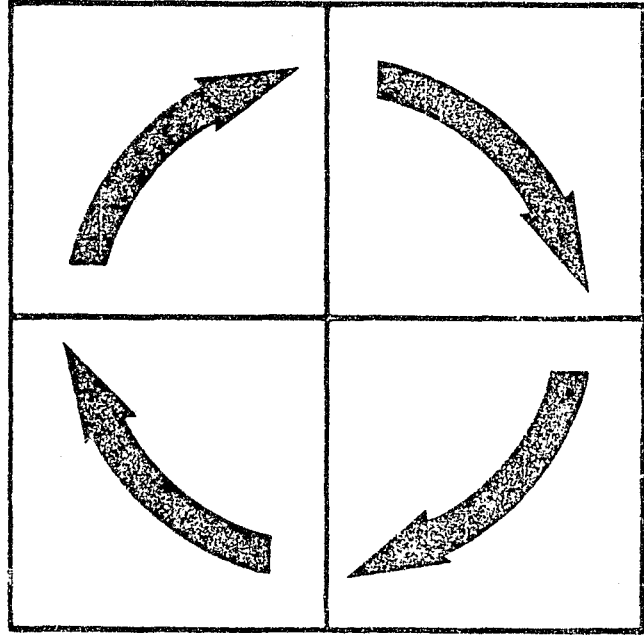
**CONSIDER**



**ICAP**  
**(Integrated Criminal**  
**Apprehension Program)**

**SERIOUS HABITUAL OFFENDER/  
DRUG INVOLVED**

**SHO/DI**



- DATA COLLECTION
- ANALYSIS
- PLANNING
- SERVICE DELIVERY

# **ORGANIZATIONAL CAPABILITIES REQUIRED**

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**LAW ENFORCEMENT AGENCIES FUNDED UNDER THIS PROGRAM INITIATIVE ARE EXPECTED TO HAVE THE FOLLOWING ORGANIZATIONAL CAPABILITIES.**

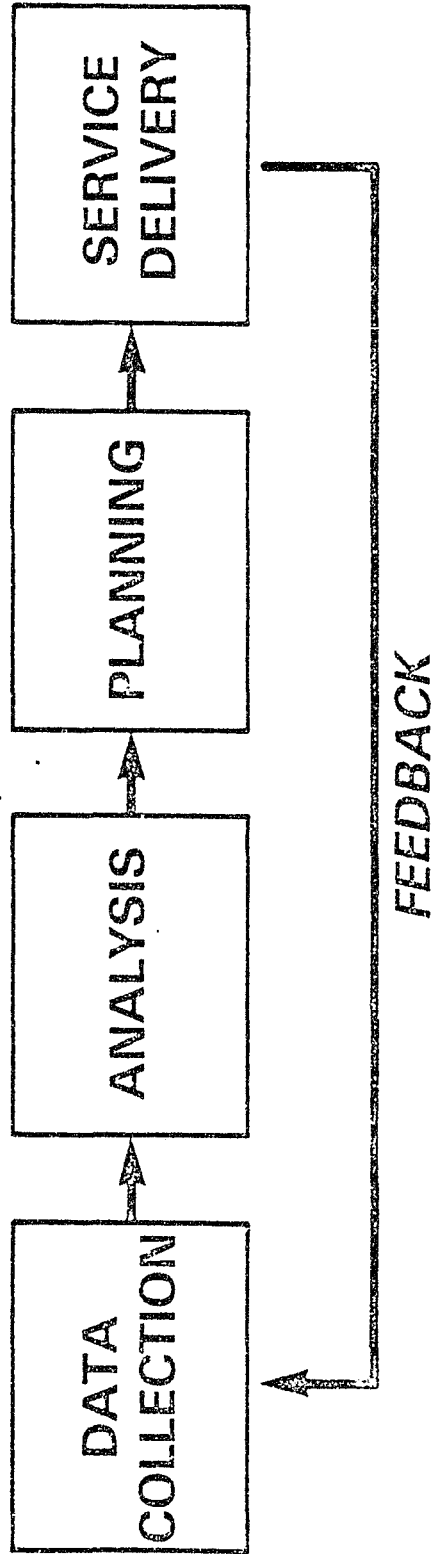
- 1. A CRIME ANALYSIS UNIT WHICH DEMONSTRATES THE ABILITY TO IDENTIFY EVOLVING OR EXISTENT CRIME PATTERNS; PROVIDE GEOGRAPHIC, TIME AND SIMILAR OFFENSE PATTERNS; AND DEVELOP SERIOUS HABITUAL OFFENDER/DRUG INVOLVED (SHO/DI) CRIMINAL INFORMATION FILES FOCUSING ON THE CRIMINAL ACTIVITIES OF SHO/DI JUVENILES AND THEIR DRUG PUSHERS.**
- 2. A LINK ANALYSIS CAPABILITY TO LINK DRUG INVOLVEMENT OF SHO/DI JUVENILES WITH STREET PUSHERS.**

## **ORGANIZATIONAL CAPABILITIES REQUIRED (CONTINUED)**

---

- 3. INVESTIGATIVE CASE MANAGEMENT PROCEDURES WHICH INCREASE CASE FILING ACCEPTANCE BY THE PROSECUTOR.**
- 4. COMMUNICATIONS AND DISPATCH OPERATIONS THAT SUPPORT DIRECTED, TACTICAL AND INVESTIGATIVE OPERATIONS IN THE FIELD.**
- 5. PATROL FORCE DEPLOYMENT, BEAT MANAGEMENT AND DIRECTED PATROL TACTICS TO INCREASE THE APPREHENSION RATES FOR SHO/DI JUVENILES.**
- 6. ORGANIZATIONAL DEVELOPMENT THAT ENABLES THE SHO/DI APPROACH TO BE INSTITUTIONALIZED.**

# ICAP MODEL AND LOGIC FLOW





## **RESULTS SOUGHT**

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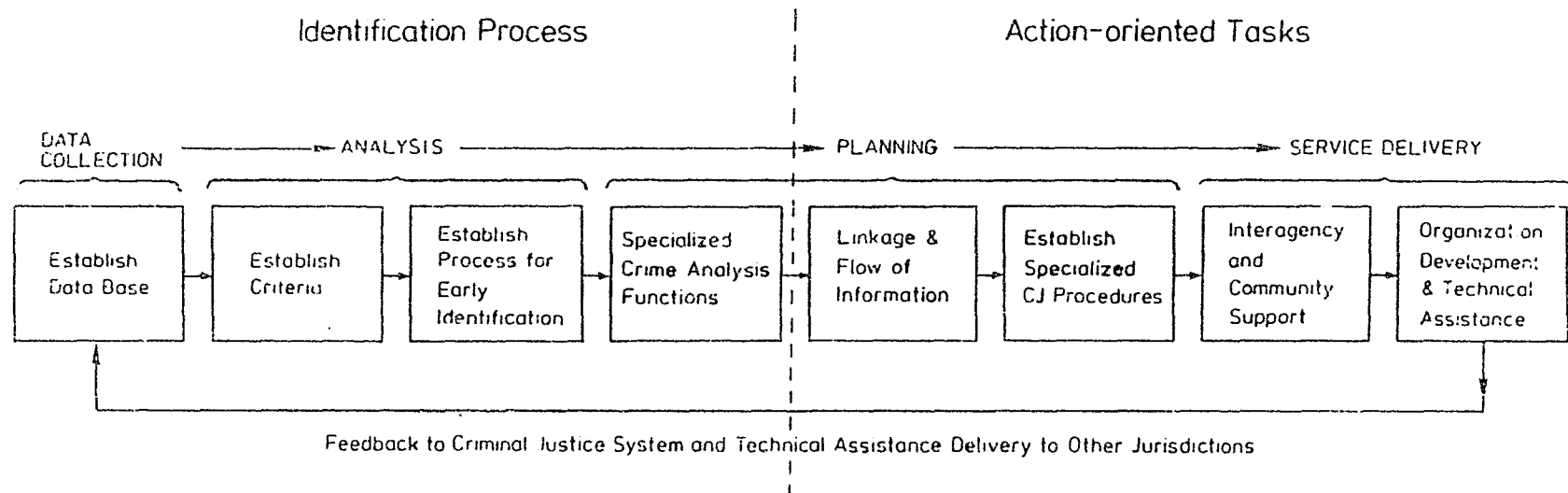
- 1. TO PROVIDE A STRUCTURED LAW ENFORCEMENT FOCUS ON SERIOUS CRIMES PERPETRATED BY HABITUAL JUVENILE OFFENDERS AND JUVENILE OFFENDERS WHO ARE DRUG/ALCOHOL INVOLVED.**
- 2. TO REDUCE THE CRIME FREQUENCY AND PATTERNS OF JUVENILE SERIOUS, HABITUAL OFFENDERS.**
- 3. TO REDUCE AND SUPPRESS DRUG PROCUREMENT BY JUVENILES.**
- 4. TO INCREASE THE IDENTIFICATION OF, ARREST, CONVICTION AND INCARCERATION OF DRUG PUSHERS WHOSE CLIENTS ARE JUVENILES.**

## **RESULTS SOUGHT (CONTINUED)**

---

5. EXPEDITIOUS PROSECUTION AND TREATMENT OF JUVENILES WHO ARE SERIOUS HABITUAL OFFENDERS AND WHO CHRONICALLY THREATEN THE COMMUNITY.
  
6. INCREASED COOPERATION AND COORDINATION BETWEEN POLICE, PROSECUTORIAL AUTHORITIES, COURTS, SCHOOLS, AFTERCARE AGENCIES, AND COMMUNITY GROUPS.
  
7. REDUCTION IN PRE-TRIAL DELAYS, PLEA BARGAINING, CASE DISMISSALS AND SENTENCE REDUCTIONS.

ICAP: SHO/DI IMPLEMENTATION  
FUNCTIONAL MODEL



W. Pindur and D. Wells  
Old Dominion University  
August, 1985



SHO/DI's in Residence



Residential Burglary



Robbery



Commercial Burglary

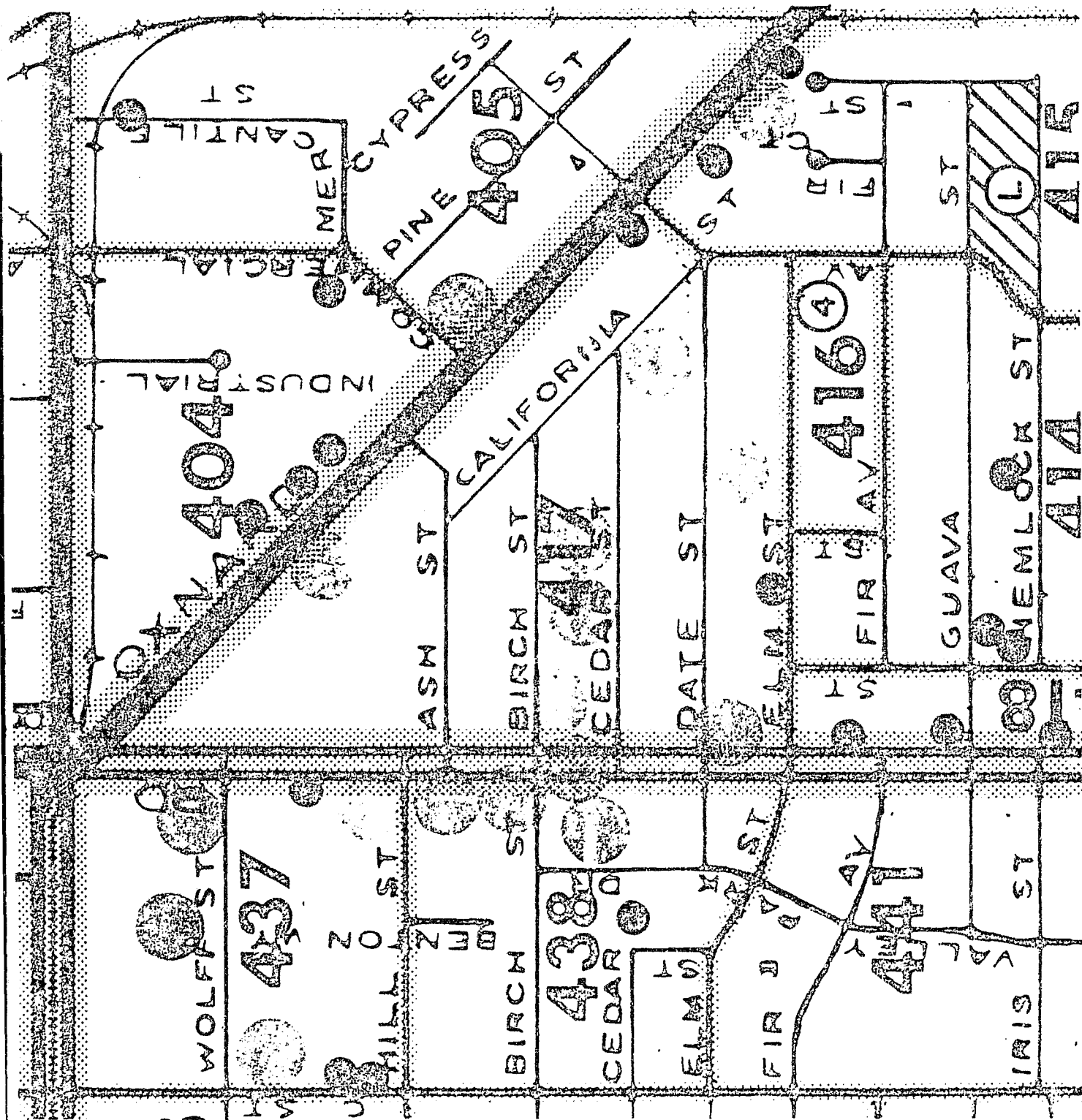


Assault



Auto Burglary

NOTE: Five SHO/DI's resided in the above neighborhood during the period of January 1, 1984, through March 31, 1984. One was in custody since January 25, 1984, and three others were arrested (and detained) the last week of March, 1984.



404

437

438

405

416

INDUSTRIAL  
COMMERCIAL  
MERCANTILE  
ST

WOLF ST

MILL ST

BIRCH ST

CEDAR ST

ELM ST

FIR ST

DATE ST

VAL ST

IRIS ST

ASH ST

BIRCH ST

CEDAR ST

ELM ST

FIR ST

GUAVA ST

NEMLOCK ST

CALIFORNIA

COYNE  
PINE  
CYPRESS ST

414

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SHO/DI's in Residence



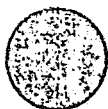
Residential Burglary



Robbery



Commercial Burglary

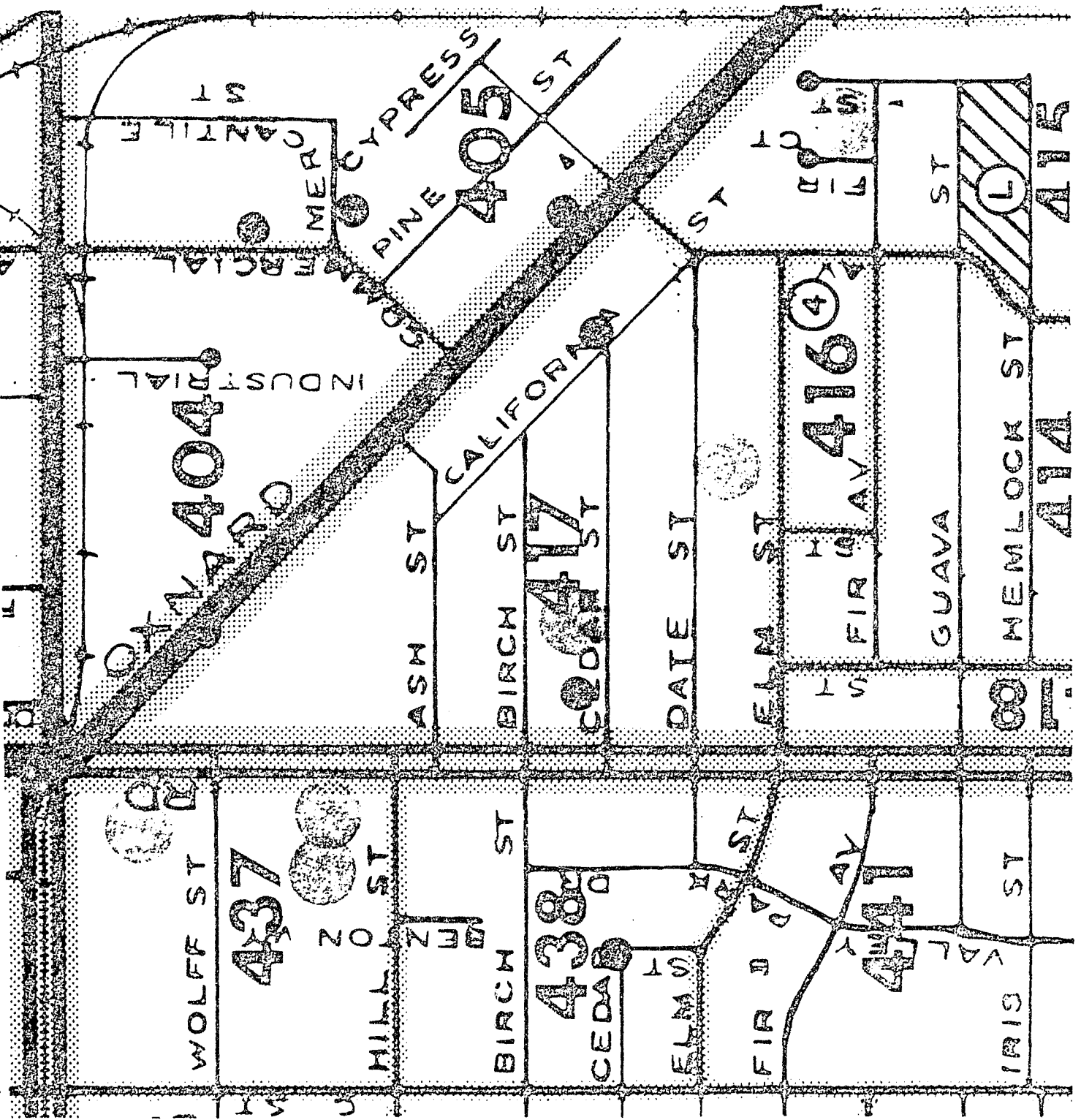


Assault



Auto Burglary

NOTE: Only one SHO/DI still resided in the above neighborhood during the period of April 1, 1984 through June 30, 1984. He was detained on 5/28/84, and all five SHO/DI's were subsequently sentenced, and are now serving time, with the California Youth Authority. The pin maps depicting criminal activity in this area show a substantial reduction in Part I crimes from the first quarter of 1984, to the second.



WOLFF ST

437

HILL ST

BIRCH ST

438

CEDAR ST

ELM ST

FIR ST

441

IRIS ST

ASH ST

BIRCH ST

447

DATE ST

ELM ST

FIR ST

GUAVA ST

MEMLOCK ST

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CALIFORNIA ST

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PINE ST

CYPRESS ST

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415

UPDATE ON CRIME IN SHO/DI NEIGHBORHOOD

A one and one-third square mile area in the City of Oxnard was monitored for criminal activity during the four quarters of 1984, because in the first quarter five SHO/DIs resided there. The area is approximately 3/4 residential and 1/4 commercial, and has about 7400 residents.

During the first three month period, while all five SHO/DIs were living there, there were 69 serious crimes reported. The crime reduced 61% to a total of 27 in the second quarter after four SHO/DIs were incarcerated and only one remained. The third quarter reflected an increase to 36 crimes, but was still down 48% from the first quarter. During that period, the fifth SHO/DI was taken off the streets, but two more SHO/DIs (none of the original five) were released from custody and lived in the area. These two were arrested during the 4th quarter which shows a total of 28 serious crimes reported, a reduction of 59% from the 1st quarter.

	<u>First Quarter</u>	<u>Second Quarter</u>	<u>Third Quarter</u>	<u>Forth Quarter</u>
Robbery	7	4	1	5
Assault	5	2	2	3
Residential Burglary	23	5	18	10
Commercial Burglary	19	7	10	4
Auto Burglary	<u>15</u>	<u>9</u>	<u>5</u>	<u>6</u>
	69	27 (down 61%)	36 (down 48%)	28 (down 59%)
Number of SHO/DIs living in the area	5	1	2	0



108339

Informational Commentary\*

Number 25

SHO/DI IMPLEMENTATION: THE FUNCTIONAL MODEL

Robert O. Heck  
National Program Manager

Wolfgang Pindur  
National Field Manager

Donna K. Wells  
Administrative Assistant

October 8, 1985

\*Informational Commentaries are designed to provide background information on issues related to the juvenile Serious Habitual Offender/Drug Involved Program (SHO/DI). The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI program.

## SHO/DI Implementation: The Functional Model

When the Office of Juvenile Justice and Delinquency Prevention (OJJDP) first funded the Serious Habitual Offender/Drug Involved Program (SHO/DI) in May, 1983, it provided one of the first major systematic responses to the growing problem of repeated, serious juvenile crime. Developed as a research, test and demonstration program, SHO/DI was funded in five cities nationwide: Colorado Springs, Colorado; Jacksonville, Florida; Oxnard, California; Portsmouth, Virginia; and San Jose, California.

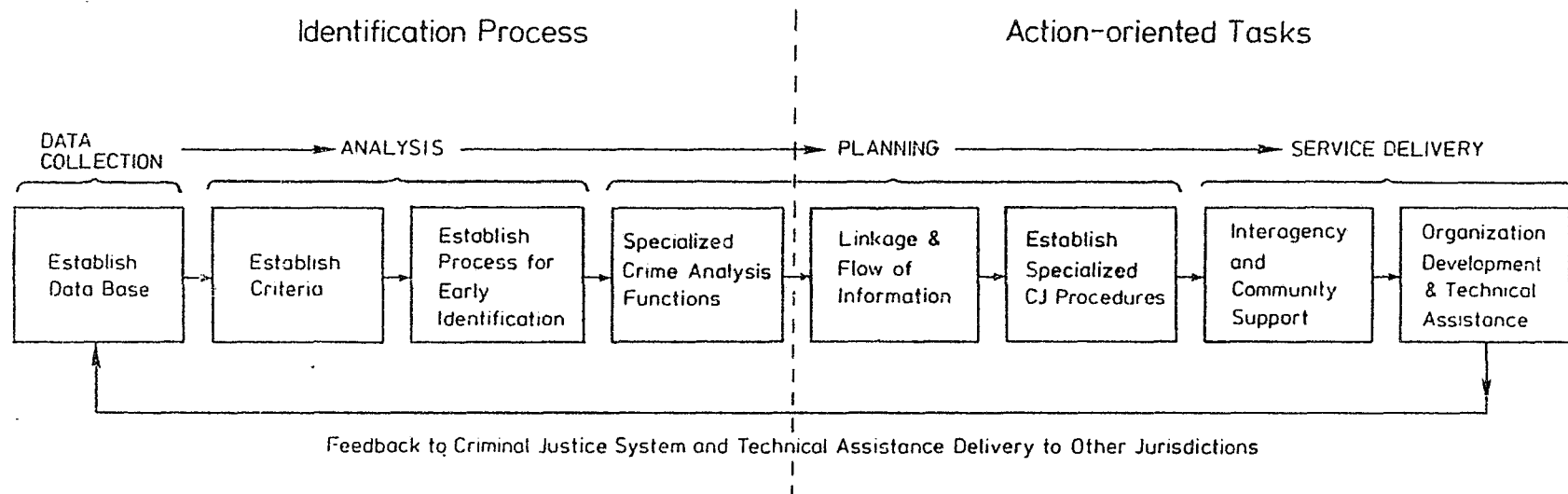
### Organizational Base

The SHO/DI program builds on the organizational development process first created under the Law Enforcement Assistance Administrations' Integrated Criminal Apprehension Program (ICAP). The ICAP program sought to provide a more systematic approach to data gathering, analysis, planning and integration of police activities. Based on the ICAP process, SHO/DI is designed to increase the effectiveness of the police, school, prosecutor, corrections, and juvenile authorities to deal with serious, repeated juvenile criminal activity.

Each of the eight major goals of the SHO/DI program falls within the components of the ICAP process (See Figure 1). Additionally, the eight goals can be divided between Identification processes and Action-oriented tasks. Thus, the first four objectives involve identifying and "formalizing" the SHO/DI population as well as the functions within the department necessary to address that population. The final four tasks speak to various activities which should take place among the juvenile related agencies in order to implement a successful SHO/DI program.

FIGURE 1

ICAP: SHO/DI IMPLEMENTATION  
FUNCTIONAL MODEL



W. Pindur and D. Wells  
Old Dominion University  
August, 1985

## Program Goals

### 1. Establish Data Base

In many cases, this data collection procedure has had to be established within the department (usually in the Crime Analysis Unit). It has been found in a number of police departments that juvenile records, if available at all, are incomplete or inconsistent.

The SHO/DI process can best be implemented if a centralized collection point for juvenile records exists. If this is not possible, then a central collection point for SHO/DI-related records is a requirement. Sources of juvenile information (arrest reports, FIR's, etc.) should be reviewed, revised and expanded as necessary to insure that all relevant information is collected. The data collection system must also be systematic and accessible. Finally, the information generated from the data base will have to be generated in a form useable to the various juvenile-related agencies.

### 2. Establish Criteria

Once the data base has been established, records can be analyzed to assess the range and seriousness of juvenile crime. From this analysis the "worst of the worst" can be identified. The SHO/DI criteria established will then be those descriptors which most accurately describe this group.

### 3. Establish Process for Early Identification

This task is also included in the analysis function. The analyzed information generated from Crime Analysis must be accurate, useable, and timely. Additionally, the compiled information should be distributed regularly and must be readily accessible to officers.

### 4. Specialized Crime Analysis Functions

Three of the SHO/DI tasks, including this one, involve the planning function. In order to implement the program, the police department must

assess the structure (formal and informal) of the juvenile justice system and inventory the pieces of information available through each juvenile-related agency. Additionally, data presentation formats useable for various departments and agencies must be developed. Other specialized functions, such as link analysis, may also be established in the Crime Analysis Unit.

5. Linkage and Flow of Information

This planning function is extremely important to the SHO/DI process. The department must establish a flow of information not only within the police agency, but with other juvenile-related agencies as well. The process also requires that a procedure be developed to respond to all SHO/DI juveniles. This procedure begins at point of contact (usually with the police) and follows through the entire justice system.

6. Establish Special Criminal Justice Procedures for SHO/DI

In order to implement SHO/DI, the police department should identify and document current juvenile justice procedures and then identify specific modifications required for the specialized handling of SHO/DI. For example, under the SHO/DI guidelines a prosecutor prosecuting a SHO/DI juvenile should file on every provable charge. In the past, too many serious juvenile offenders have learned that they have little to fear from the system. These perceptions must be altered.

7. Interagency and Community Support

In order to enlist interagency and community support, the department must first "inventory" all related agencies and groups. The potential roles and responsibilities of each can then be identified as can staff and coordination mechanisms. Although information sharing will commence on existing systems (usually through informal agreement), it is recommended

that policy-maker acceptance of the process be established early on. In some cases, interagency agreements need not be formalized. They can continue informally for years. However, the overall goal to keep in mind is the institutionalization of the program.

#### 8. Organization Development and Technical Assistance

Within the police agency, SHO/DI can effect several changes. For example: in patrol operations, the SHO/DI process will affect preliminary investigations, calls for service management and other activities like directed patrol. In Records, SHO/DI calls for stepped up reporting, including informal contacts. In Crime Analysis, improved analytic processes are required. Overall, SHO/DI requires improved information support services within the department.

The police department also provides technical assistance to other juvenile-related agencies through coordination and support activities. In the past, one of the difficulties of the juvenile justice system is that these agencies have not worked well together addressing serious juvenile offenders. However, through the SHO/DI process, the police department creates the environment and opportunity for these agencies to work cooperatively in responding to habitual, serious juvenile crime.

#### Conclusion

The SHO/DI process is specifically designed to be tailored to individual jurisdictions. Thus, the program can be adapted to fit local laws, regulations, etc. However, there is little doubt that organization development is the key to program success. The organizational development efforts of ICAP created an environment that made changes and further organizational development possible. Once the ICAP has been established, the further organizational development required under SHO/DI can take place.

Informational Commentary\*

Number 26

THE SHO/DI OPERATIONAL MODEL

Robert O. Heck  
Program Manager

Wolfgang Pindur  
National Field Manager

Donna K. Wells  
Administrative Assistant

October 8, 1985

\*Informational Commentaries are designed to provide background information on issues related to the Juvenile Serious Habitual Offender/Drug Involved (SHO/DI) Program. The commentaries do not represent an official statement on the part of any individual involved in the SHO/DI Program.

The Juvenile Serious Habitual Offender/Drug Involved Program (SHO/DI), sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), was first funded in five cities nationwide. Developed as a research, test and demonstration program, SHO/DI focuses on developing an interagency response to chronic serious juvenile offenders. SHO/DI is an information and case management program on the part of police, probation, prosecutor, social service, school and corrections authorities that enables the juvenile justice system to give additional, focused attention toward juveniles who repeatedly commit serious crimes with particular attention given to providing relevant case information for more informed sentencing dispositions.

As the program has developed and been implemented, a series of models has evolved which describe the SHO/DI approach. The first model, the Behavioral Model (See Figure 1), is based on the conceptual evolution of serious, habitual criminal activity. This model illustrates why a SHO/DI approach is needed.

#### The Behavioral Model

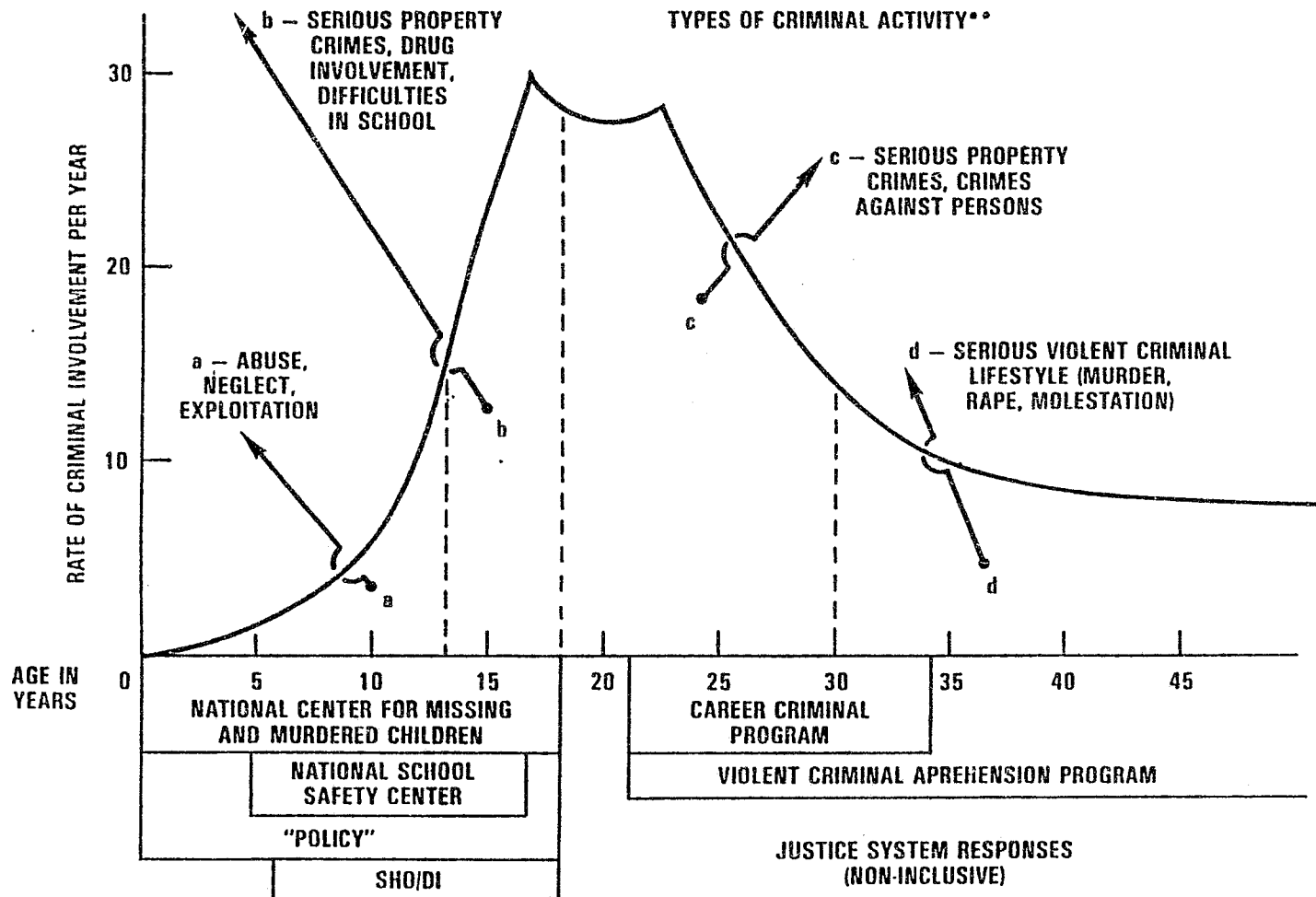
In the past, chronic juvenile offenders often fell through the cracks of the juvenile justice system. Many times juvenile-related agencies did not share critical information with one another, thus, the true extent of a juvenile's criminal activity may never have been realized. Out of the total group of juvenile offenders would emerge a very small cohort of serious, chronic offenders. For those juveniles, rehabilitative efforts have not appeared successful. The likelihood is that many of these continue their criminal activity into adulthood.

The SHO/DI program attempts to interrupt that evolution through a coordinated interagency approach. SHO/DI encourages juvenile-related



FIGURE 1

# CONCEPTUAL MODEL: SERIOUS HABITUAL CRIMINAL EVOLUTION\*



\*IT IS IMPORTANT TO REMEMBER THAT ALTHOUGH THIS TYPE OF INDIVIDUAL REPRESENTS A VERY SMALL PERCENTAGE OF THE OFFENDER POPULATION, HE IS RESPONSIBLE FOR A LARGE PERCENTAGE OF CRIMINAL OFFENSES.

\*\*ALTHOUGH THE TYPES OF CRIMINAL ACTIVITY ARE IDENTIFIED ACCORDING TO AGE GROUP, THIS DIVISION IS FOR GENERAL PURPOSES. OBVIOUSLY THERE IS ACTIVITY OVERLAP BETWEEN AGE GROUPS.

agencies to work together on chronic serious offenders. By coordinating efforts and sharing information, juvenile agencies are able to piece together more comprehensive, accurate histories on these juveniles in order that they not fall through the cracks.

#### Functional Model

The SHO/DI program builds on the organization development process first created under the Law Enforcement Assistance Administration's Integrated Criminal Apprehension Program (ICAP). The ICAP program sought to provide a more systematic approach to data gathering, analysis, planning and integration of police activities. Each of the eight major goals of the SHO/DI program falls within the components of the ICAP process. The Functional Model (See Figure 2) illustrates how SHO/DI fits into an established ICAP base.

#### Operational Model

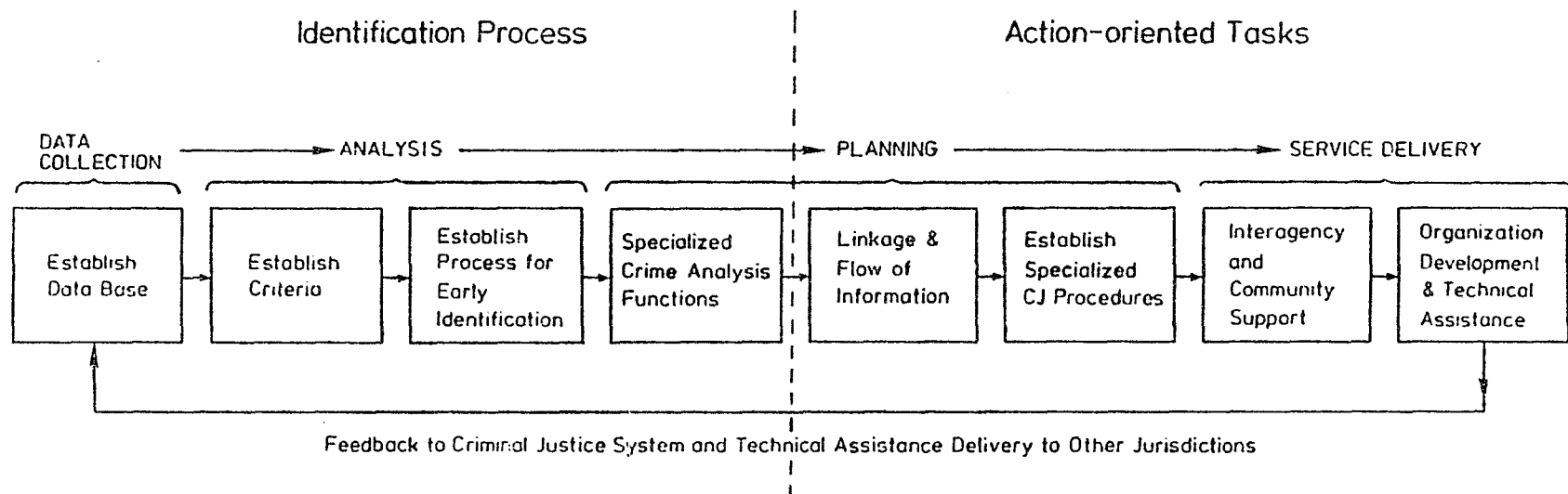
While the Behavioral Model explains the "why" of the program and the Functional Model explains the "what" of the program, the Operational Model (See Figure 3) illustrates the "how" of the SHO/DI program. The model describes each of the program tasks, the procedures required for each task and the outcomes which can be expected.

#### Task One: Establish the Data Base

Unlike adult criminal information, juvenile records are often incomplete or inaccessible. One of the first tasks in the program is to review all of the department's juvenile files. This accomplishes two major objectives. First, a comprehensive review provides the opportunity to

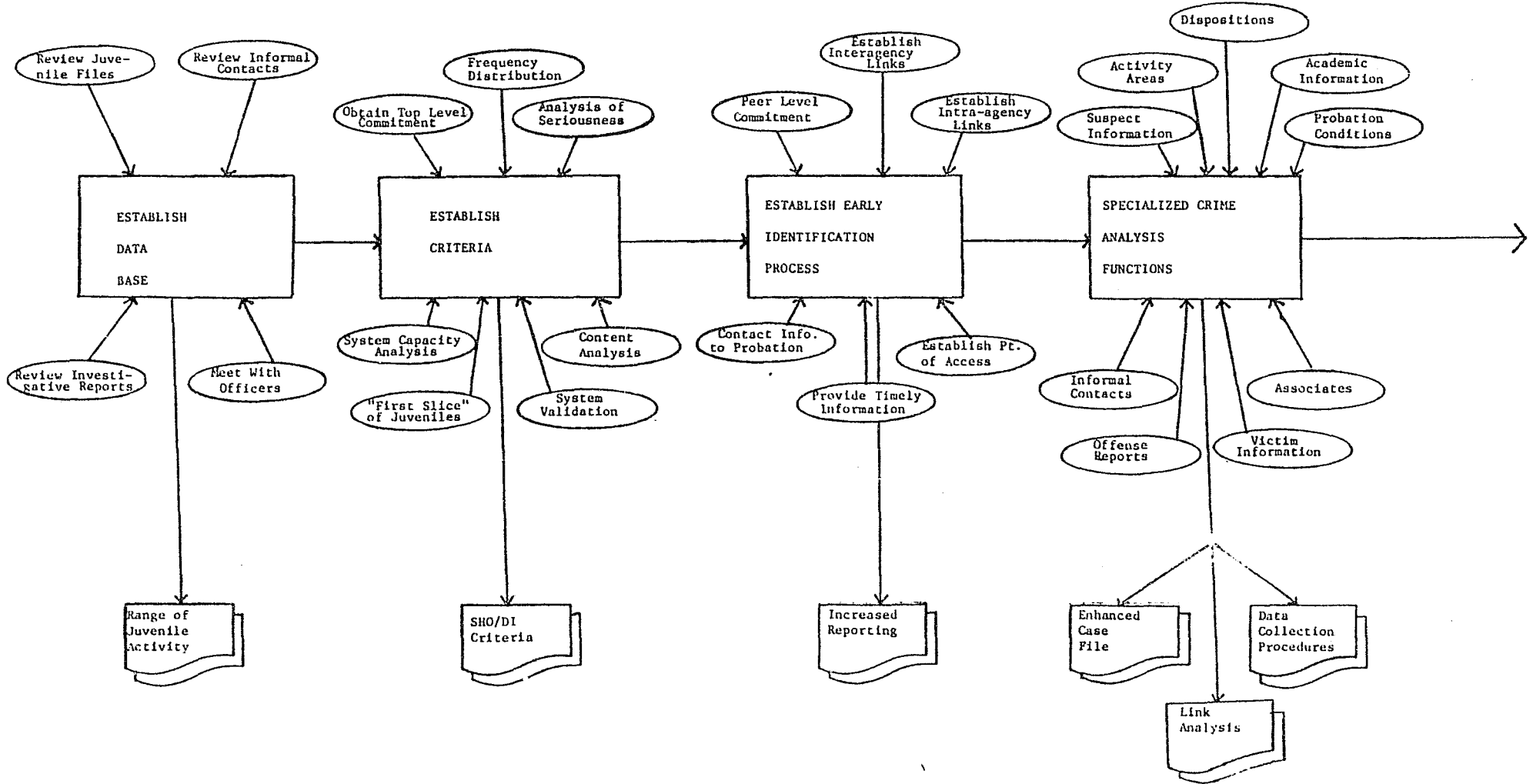
FIGURE 2

ICAP: SHO/DI IMPLEMENTATION  
FUNCTIONAL MODEL



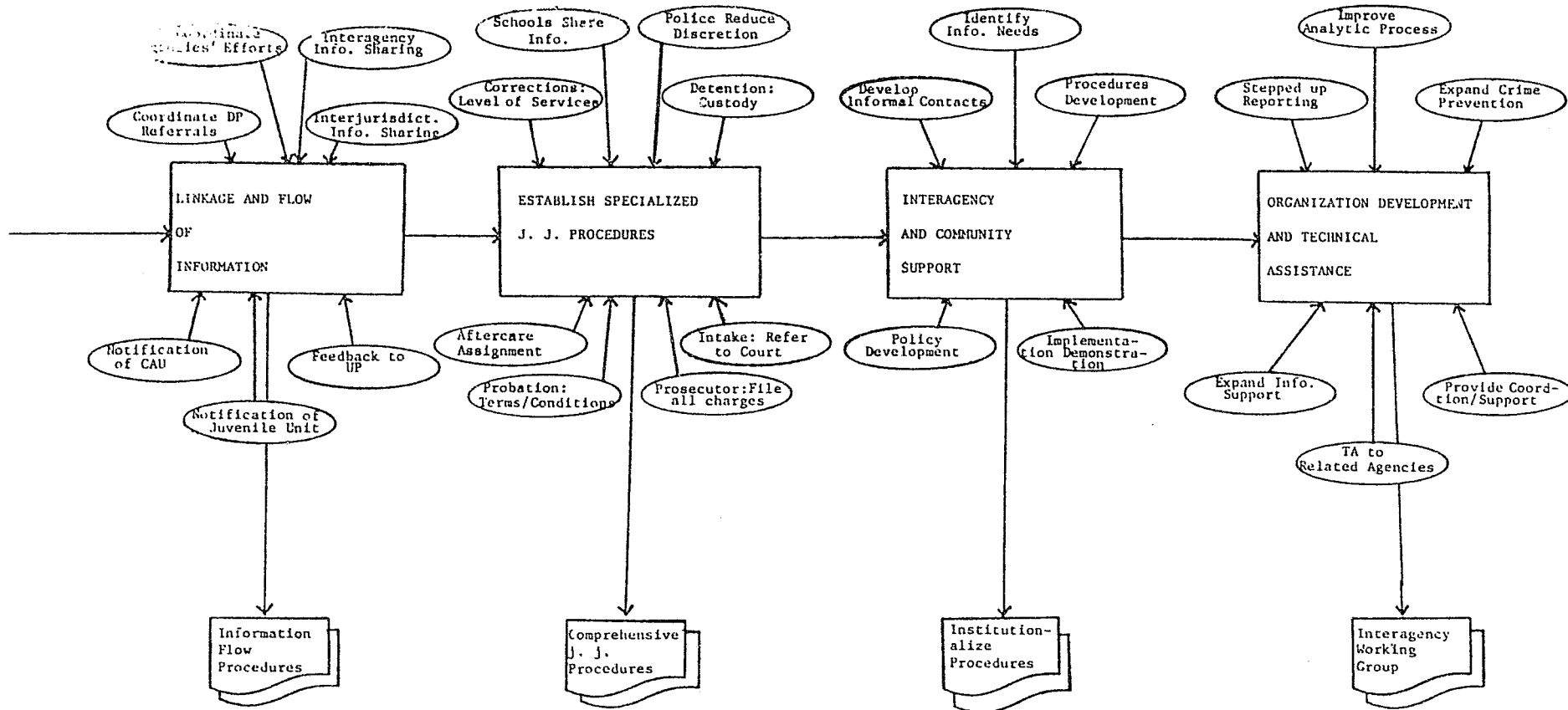
W. Pindur and D. Wells  
Old Dominion University  
August, 1985

FIGURE 3  
 SHO/DI OPERATIONAL MODEL



SHO/DI OPERATIONAL MODEL (Cont.)

K. Pindur and D. Wells  
 Old Dominion University  
 September, 1985



analyze the entire range of juvenile criminal behavior in the community. Second, such a review allows the department to scrutinize the information it is currently collecting on juveniles. If it is found that the data is incomplete, then future training programs, roll call briefings, form revisions, etc. can be based on the needed modifications.

The establishment of a juvenile data base can be accomplished in a number of ways. In one of the initial SHO/DI sites, department volunteers were used in the Crime Analysis Unit. The volunteers reviewed 4,000 juvenile records, then an analysis of the records was conducted. Another city had most of its information more readily available; however, the department found that some necessary information was not being collected. Thus, they immediately revised their youth cards to correct the situation. In another city, absolutely no juvenile records were available, hence the SHO/DI coordinator had to begin from scratch in establishing a data base.

In order for the SHO/DI program to be successful, it is essential to establish an accurate data base. In addition to all current juvenile records, information can be collected on informal contacts, from investigative report contacts, and also from police department personnel. Once the data is collected and analyzed, the "worst of the worst" juveniles will be identified. This outcome from Task One will naturally lead to Task Two.

#### Task Two: Establish Criteria

The SHO/DI program is designed to be specifically tailored by each jurisdiction. Thus, the program criteria will vary somewhat from city to city. Once the data base is established, the department can begin to formulate its criteria.

A frequency distribution and an analysis of seriousness can be

conducted. This will lead to the completion of a content analysis of the juvenile records. The analysis must then be validated through other agencies and also other departments within the police agency. As the analysis yields different levels or groups of juvenile activity, the descriptors (a given number of arrests, given types of crimes, etc.) of the worst behaviors will provide the basis for the criteria. If necessary, the criteria can then be refined through system validation.

As the criteria are established, it is also necessary to conduct a System Capacity Analysis. It does little good to identify SHO/DI juveniles and process them through the system only to find that there are inadequate facilities to handle them.

In order to have meaningful criteria, top level policy commitment is recommended. Such commitment will enhance the department's ability to stimulate system-wide cooperation. The end product of this Task will be the program criteria.

### Task Three: Establish Process for Early Identification

Traditionally, one of the difficulties in responding to chronic, serious offenders is that each juvenile-related agency keeps separate records on juveniles and there is little sharing of specific information among agencies. Similarly, each juvenile-related agency has a good deal of discretion in dealing with juvenile offenders. These are the "cracks" in the system between which serious juveniles often fall. The SHO/DI program attempts to tighten up the system in order that such serious, chronic offenders can be more readily identified.

Thus, this task involves not only the police department, but other agencies as well. First, it is necessary to provide ready access to the

data base in order that uniformed patrol and detectives have timely, accurate juvenile-related information. This involves the identification of a consistent point of access for detectives and patrol officers. Second, linkages between uniformed patrol and detectives should be established so that there is a continual flow of SHO/DI information between them. Links must also be established with other juvenile-related agencies in order to underline the importance of a coordinated effort. These various linkages can best be implemented at this point if peer level commitment has been fostered.

#### Task Four: Specialized Crime Analysis Functions

In the majority of the SHO/DI jurisdictions, program data is housed and analyzed in the Crime Analysis Unit. Program implementation has required some specialized crime analysis functions. In addition to offense reports, the SHO/DI program recommends that Crime Analysis assess other data including informal contacts (FIRs), dispositions, and conditions of probation. Other information which should be analyzed includes suspect information, activity areas, associate information and victim information. Academic and school discipline information is also especially helpful in providing a comprehensive picture of a juvenile's activity.

The analysis of this information will yield several products. The first outcome will be the specialized procedures for SHO/DI data collection. These procedures will enable the department to develop the enhanced case profiles which are built for each SHO/DI juvenile. Additionally, Crime Analysis can use the specialized data for link analysis activities on juvenile offenders.

The first four program tasks (establishing a data base, criteria development, early identification and crime analysis) were established as



identification process tasks. They provide the means for identifying chronic, serious juvenile offenders. They also serve as the basis for the final four tasks which are more action-oriented. These tasks provide the structure for moving the juveniles through the system.

Task Five: Linkage and Flow of Information

The completion of this task is crucial to successful implementation of the program. The department must establish a flow of information not only within the police agency but with other juvenile-related agencies as well.

Within the department, once a juvenile is apprehended and has met the SHO/DI criteria, a pre-set process is implemented. Upon contact, the juvenile unit or officer is notified immediately, as is the Crime Analysis Unit. This activates the completion of the enhanced case profile.

Police operations should also coordinate efforts with other related agencies. This involves establishing procedures for interagency information-sharing and insuring that this is conducted on a regular basis. The department may also choose to share SHO/DI-related data with surrounding jurisdictions. If this is the case, then the department will also establish and coordinate this inter-jurisdiction information-sharing process.

Finally, it is important to provide continual feedback to all of those involved in the process. For example, uniformed patrol should receive regular feedback on case outcomes.

Task Six: Establish Specialized Criminal Justice Procedures

This task identifies the crux of the SHO/DI program. The overall goal is to facilitate cooperation and information sharing among juvenile-related agencies who address, in one capacity or another, chronic, serious

offenders. For each agency, specialized procedures are recommended which enhance the likelihood that a SHO/DI juvenile offender will be held accountable for his conduct through the entire system. For example, within the police agency, officer discretion can be limited.

Procedures can be established so that prosecutors file on every provable charge. Prosecutors can also request pre-trial detentions and speedy trials. In addition, prosecutors can appear at sentencing and seek the highest possible sentence and also can make presentations at parole hearings. Intake Services can require mandatory referrals to court rather than diversion.

Probation can be encouraged to share terms and conditions of probation with the police and schools. They can also recommend such things as drug/alcohol testing and intensive supervision. Corrections can use the enhanced case profile to help determine appropriate treatment and level of services. Similarly, Aftercare programs can use the case profile to determine the level of supervision necessary for a particular juvenile.

By working more closely with the police department, social service agencies can take special action on a SHO/DI juvenile when they have original jurisdiction. The enhanced case profile can be used by such agencies to assist them in making "placement" decisions.

Finally, SHO/DI procedures can be established in school districts to assist them in responding to chronic serious offenders as well as children at risk. Program information can be used to assist in classroom placement, counseling needs, etc. By sharing truancy and discipline information with police, the schools can aid in putting together an accurate, comprehensive juvenile history. Such a history will allow the juvenile justice system to respond more accurately and effectively.

### Task Seven: Interagency and Community Support

One of the long-term goals of the program is to institutionalize the SHO/DI procedures in all juvenile related agencies. In the initial SHO/DI sites, the police agencies first used informal contacts on existing systems to develop SHO/DI procedures. As these contacts were made, the police also inventoried and assessed the information needs of the other agencies in order that cooperative procedures could be established. Appropriate staff and coordination mechanisms were also identified.

Once the procedures have been developed and implemented, a decision can be made as to whether or not formal policies need to be developed in order to achieve institutionalization of the process.

Appropriate community group support can also be pursued, again initially through informal contacts. For example, Crime Prevention Officers can work with neighborhood groups or civic organizations to respond to neighborhood crimes perpetrated by juveniles.

### Task Eight: Organization Development and Technical Assistance

This task is designed to address both intra-agency and interagency needs. It is designed as an on-going process which builds upon the successes of the program. Within the police agency, SHO/DI fosters organization development in a number of ways. For example, the program requires stepped-up records and recording (including FIRs). Information support is improved, and the Crime Prevention role is expanded. The analytic processes in Crime Analysis are also improved and a good deal more emphasis is placed on the juvenile unit (or function).

Additionally, technical assistance is provided to other agencies in an on-going manner. In the five original SHO/DI cities, the police agencies

worked to create an environment in which the specialized juvenile justice procedures and information-sharing could take place. Several of the five cities have since established a working group of juvenile justice agency representatives who meet on a regular basis. Initially these groups emphasized program coordination; however, they have expanded their focus to include support activities, policy development, children-at-risk and other relevant topics.

Finally, agencies involved in the SHO/DI program can provide technical assistance to other jurisdictions interested in implementing the SHO/DI program. This has already occurred and will continue to increase as the program spreads across the country.

108340

Informational Commentary\*

Number 26

THE SHO/DI OPERATIONAL MODEL

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October 8, 1985

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As the program has developed and been implemented, a series of models has evolved which describe the SHO/DI approach. The first model, the Behavioral Model (See Figure 1), is based on the conceptual evolution of serious, habitual criminal activity. This model illustrates why a SHO/DI approach is needed.

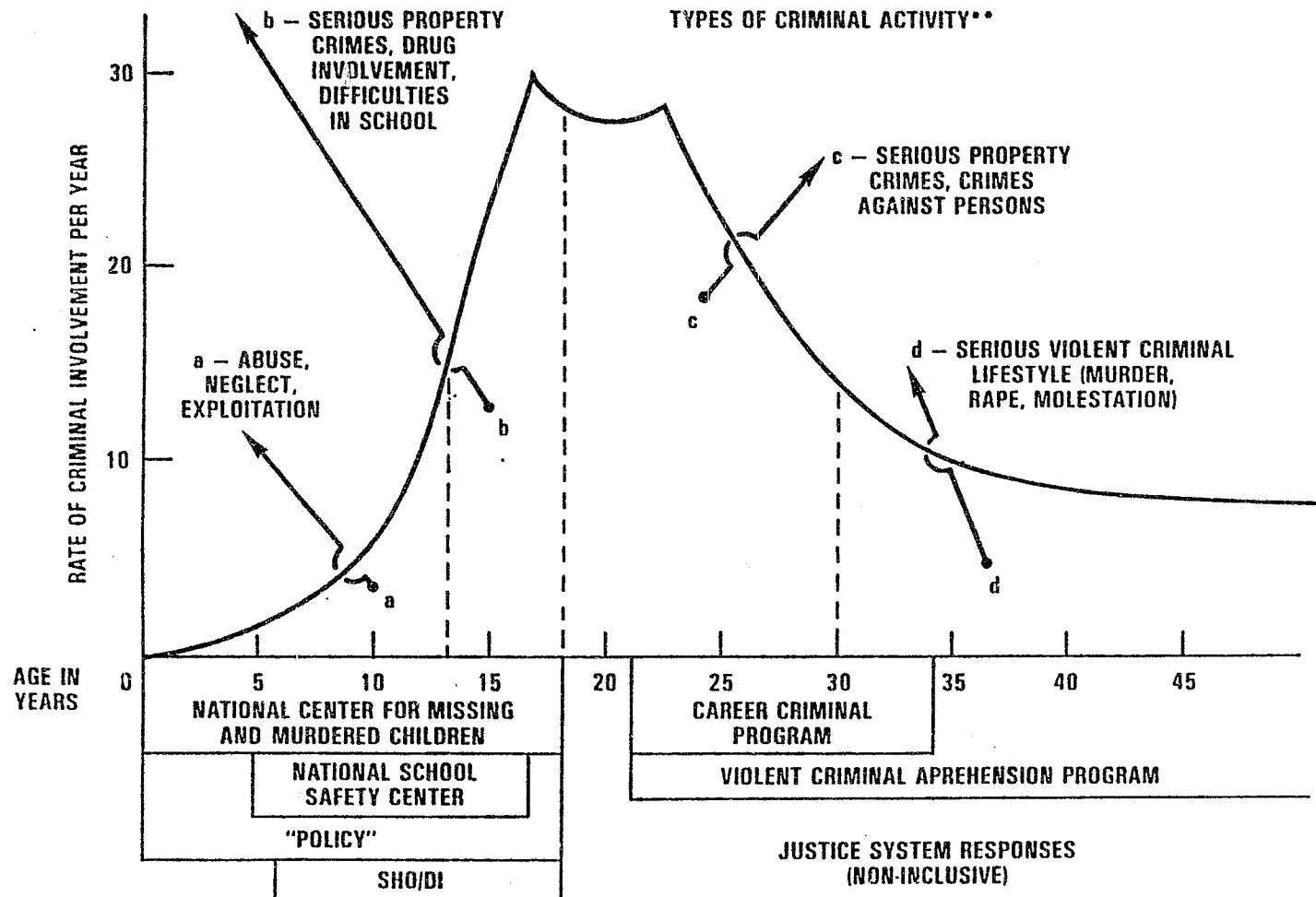
#### The Behavioral Model

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agencies to work together on chronic serious offenders. By coordinating efforts and sharing information, juvenile agencies are able to piece together more comprehensive, accurate histories on these juveniles in order that they not fall through the cracks.

### Functional Model

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### Operational Model

While the Behavioral Model explains the "why" of the program and the Functional Model explains the "what" of the program, the Operational Model (See Figure 3) illustrates the "how" of the SHO/DI program. The model describes each of the program tasks, the procedures required for each task and the outcomes which can be expected.

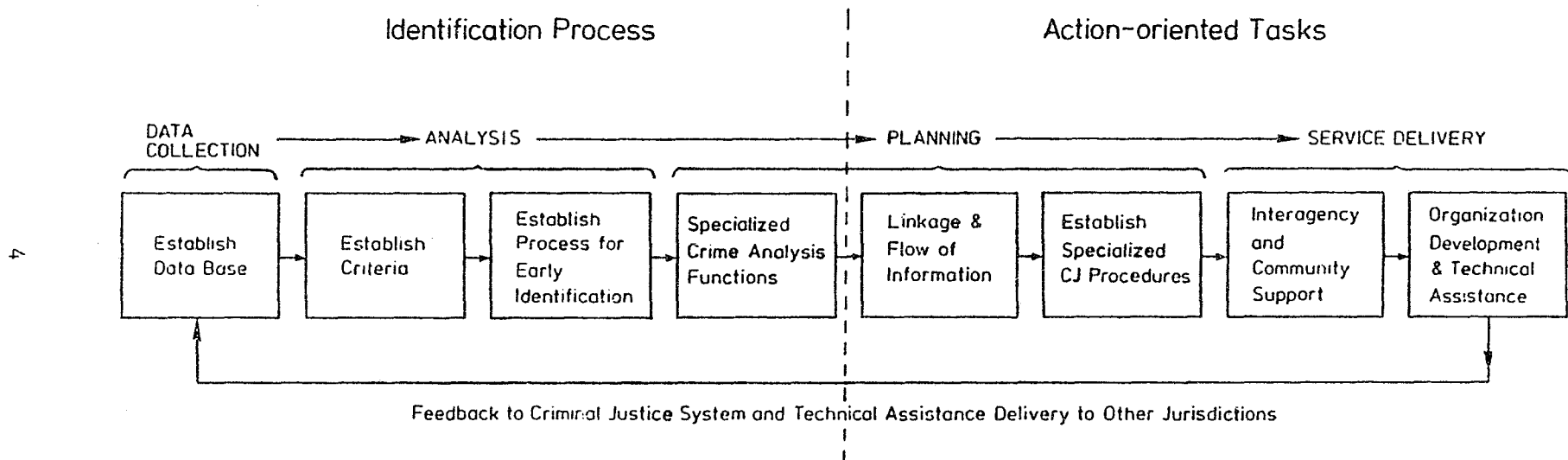
#### Task One: Establish the Data Base

Unlike adult criminal information, juvenile records are often incomplete or inaccessible. One of the first tasks in the program is to review all of the department's juvenile files. This accomplishes two major objectives. First, a comprehensive review provides the opportunity to



FIGURE 2

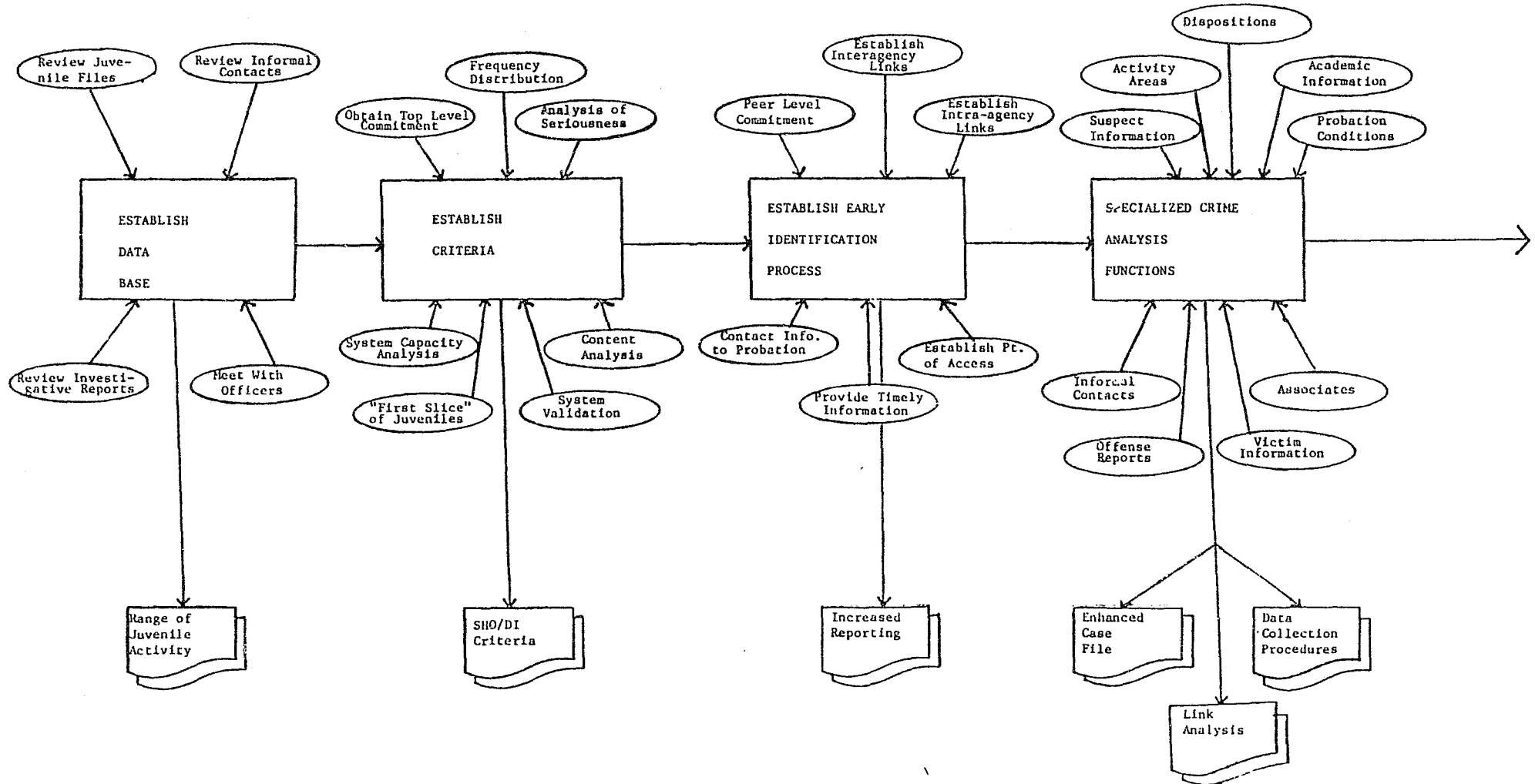
ICAP: SHO/DI IMPLEMENTATION  
FUNCTIONAL MODEL



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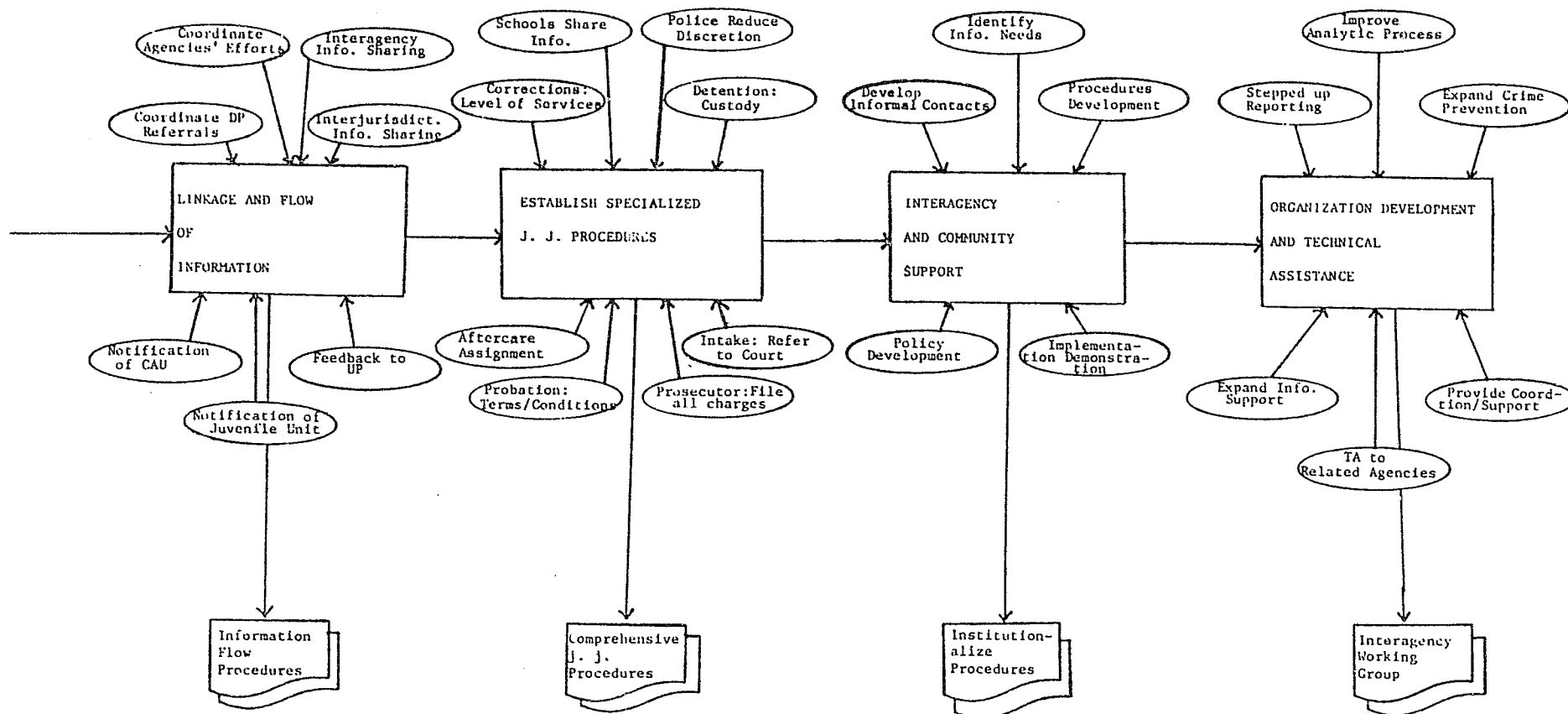
FIGURE 3

SHO/DI OPERATIONAL MODEL



SHO/DI OPERATIONAL MODEL (Cont.)

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analyze the entire range of juvenile criminal behavior in the community. Second, such a review allows the department to scrutinize the information it is currently collecting on juveniles. If it is found that the data is incomplete, then future training programs, roll call briefings, form revisions, etc. can be based on the needed modifications.

The establishment of a juvenile data base can be accomplished in a number of ways. In one of the initial SHO/DI sites, department volunteers were used in the Crime Analysis Unit. The volunteers reviewed 4,000 juvenile records, then an analysis of the records was conducted. Another city had most of its information more readily available; however, the department found that some necessary information was not being collected. Thus, they immediately revised their youth cards to correct the situation. In another city, absolutely no juvenile records were available, hence the SHO/DI coordinator had to begin from scratch in establishing a data base.

In order for the SHO/DI program to be successful, it is essential to establish an accurate data base. In addition to all current juvenile records, information can be collected on informal contacts, from investigative report contacts, and also from police department personnel. Once the data is collected and analyzed, the "worst of the worst" juveniles will be identified. This outcome from Task One will naturally lead to Task Two.

#### Task Two: Establish Criteria

The SHO/DI program is designed to be specifically tailored by each jurisdiction. Thus, the program criteria will vary somewhat from city to city. Once the data base is established, the department can begin to formulate its criteria.

A frequency distribution and an analysis of seriousness can be

conducted. This will lead to the completion of a content analysis of the juvenile records. The analysis must then be validated through other agencies and also other departments within the police agency. As the analysis yields different levels or groups of juvenile activity, the descriptors (a given number of arrests, given types of crimes, etc.) of the worst behaviors will provide the basis for the criteria. If necessary, the criteria can then be refined through system validation.

As the criteria are established, it is also necessary to conduct a System Capacity Analysis. It does little good to identify SHO/DI juveniles and process them through the system only to find that there are inadequate facilities to handle them.

In order to have meaningful criteria, top level policy commitment is recommended. Such commitment will enhance the department's ability to stimulate system-wide cooperation. The end product of this Task will be the program criteria.

### Task Three: Establish Process for Early Identification

Traditionally, one of the difficulties in responding to chronic, serious offenders is that each juvenile-related agency keeps separate records on juveniles and there is little sharing of specific information among agencies. Similarly, each juvenile-related agency has a good deal of discretion in dealing with juvenile offenders. These are the "cracks" in the system between which serious juveniles often fall. The SHO/DI program attempts to tighten up the system in order that such serious, chronic offenders can be more readily identified.

Thus, this task involves not only the police department, but other agencies as well. First, it is necessary to provide ready access to the

data base in order that uniformed patrol and detectives have timely, accurate juvenile-related information. This involves the identification of a consistent point of access for detectives and patrol officers. Second, linkages between uniformed patrol and detectives should be established so that there is a continual flow of SHO/DI information between them. Links must also be established with other juvenile-related agencies in order to underline the importance of a coordinated effort. These various linkages can best be implemented at this point if peer level commitment has been fostered.

#### Task Four: Specialized Crime Analysis Functions

In the majority of the SHO/DI jurisdictions, program data is housed and analyzed in the Crime Analysis Unit. Program implementation has required some specialized crime analysis functions. In addition to offense reports, the SHO/DI program recommends that Crime Analysis assess other data including informal contacts (FIRs), dispositions, and conditions of probation. Other information which should be analyzed includes suspect information, activity areas, associate information and victim information. Academic and school discipline information is also especially helpful in providing a comprehensive picture of a juvenile's activity.

The analysis of this information will yield several products. The first outcome will be the specialized procedures for SHO/DI data collection. These procedures will enable the department to develop the enhanced case profiles which are built for each SHO/DI juvenile. Additionally, Crime Analysis can use the specialized data for link analysis activities on juvenile offenders.

The first four program tasks (establishing a data base, criteria development, early identification and crime analysis) were established as

identification process tasks. They provide the means for identifying chronic, serious juvenile offenders. They also serve as the basis for the final four tasks which are more action-oriented. These tasks provide the structure for moving the juveniles through the system.

#### Task Five: Linkage and Flow of Information

The completion of this task is crucial to successful implementation of the program. The department must establish a flow of information not only within the police agency but with other juvenile-related agencies as well.

Within the department, once a juvenile is apprehended and has met the SHO/DI criteria, a pre-set process is implemented. Upon contact, the juvenile unit or officer is notified immediately, as is the Crime Analysis Unit. This activates the completion of the enhanced case profile.

Police operations should also coordinate efforts with other related agencies. This involves establishing procedures for interagency information-sharing and insuring that this is conducted on a regular basis. The department may also choose to share SHO/DI-related data with surrounding jurisdictions. If this is the case, then the department will also establish and coordinate this inter-jurisdiction information-sharing process.

Finally, it is important to provide continual feedback to all of those involved in the process. For example, uniformed patrol should receive regular feedback on case outcomes.

#### Task Six: Establish Specialized Criminal Justice Procedures

This task identifies the crux of the SHO/DI program. The overall goal is to facilitate cooperation and information sharing among juvenile-related agencies who address, in one capacity or another, chronic, serious

offenders. For each agency, specialized procedures are recommended which enhance the likelihood that a SHO/DI juvenile offender will be held accountable for his conduct through the entire system. For example, within the police agency, officer discretion can be limited.

Procedures can be established so that prosecutors file on every provable charge. Prosecutors can also request pre-trial detentions and speedy trials. In addition, prosecutors can appear at sentencing and seek the highest possible sentence and also can make presentations at parole hearings. Intake Services can require mandatory referrals to court rather than diversion.

Probation can be encouraged to share terms and conditions of probation with the police and schools. They can also recommend such things as drug/alcohol testing and intensive supervision. Corrections can use the enhanced case profile to help determine appropriate treatment and level of services. Similarly, Aftercare programs can use the case profile to determine the level of supervision necessary for a particular juvenile.

By working more closely with the police department, social service agencies can take special action on a SHO/DI juvenile when they have original jurisdiction. The enhanced case profile can be used by such agencies to assist them in making "placement" decisions.

Finally, SHO/DI procedures can be established in school districts to assist them in responding to chronic serious offenders as well as children at risk. Program information can be used to assist in classroom placement, counseling needs, etc. By sharing truancy and discipline information with police, the schools can aid in putting together an accurate, comprehensive juvenile history. Such a history will allow the juvenile justice system to respond more accurately and effectively.



### Task Seven: Interagency and Community Support

One of the long-term goals of the program is to institutionalize the SHO/DI procedures in all juvenile related agencies. In the initial SHO/DI sites, the police agencies first used informal contacts on existing systems to develop SHO/DI procedures. As these contacts were made, the police also inventoried and assessed the information needs of the other agencies in order that cooperative procedures could be established. Appropriate staff and coordination mechanisms were also identified.

Once the procedures have been developed and implemented, a decision can be made as to whether or not formal policies need to be developed in order to achieve institutionalization of the process.

Appropriate community group support can also be pursued, again initially through informal contacts. For example, Crime Prevention Officers can work with neighborhood groups or civic organizations to respond to neighborhood crimes perpetrated by juveniles.

### Task Eight: Organization Development and Technical Assistance

This task is designed to address both intra-agency and interagency needs. It is designed as an on-going process which builds upon the successes of the program. Within the police agency, SHO/DI fosters organization development in a number of ways. For example, the program requires stepped-up records and recording (including FIRs). Information support is improved, and the Crime Prevention role is expanded. The analytic processes in Crime Analysis are also improved and a good deal more emphasis is placed on the juvenile unit (or function).

Additionally, technical assistance is provided to other agencies in an on-going manner. In the five original SHO/DI cities, the police agencies

worked to create an environment in which the specialized juvenile justice procedures and information-sharing could take place. Several of the five cities have since established a working group of juvenile justice agency representatives who meet on a regular basis. Initially these groups emphasized program coordination; however, they have expanded their focus to include support activities, policy development, children-at-risk and other relevant topics.

Finally, agencies involved in the SHO/DI program can provide technical assistance to other jurisdictions interested in implementing the SHO/DI program. This has already occurred and will continue to increase as the program spreads across the country.