

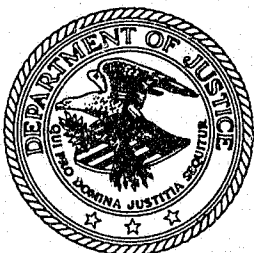
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Habitual Juvenile Offenders: Guidelines for Probation



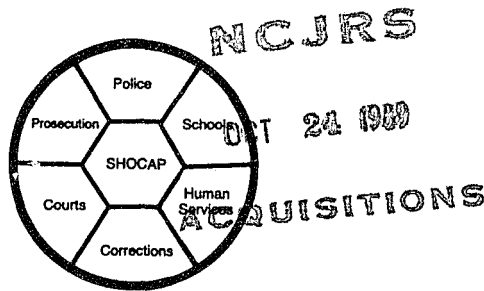
Serious Habitual Offender
Comprehensive Action Program
(SHOCAP)



Office of Juvenile Justice
and Delinquency Prevention

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Habitual Juvenile Offenders: Guidelines for Probation



SHOCAP stands for Serious Habitual Offender Comprehensive Action Program and is based upon the basic premises and principles of ICAP (Integrated Criminal Apprehension Program). SHOCAP is a comprehensive and cooperative information and case management process for police, prosecutors, schools, probation, corrections, and social and community after-care services.

A Program Funded by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, prepared under contract #OJP-86-C-006 by Public Administration Service, 1497 Chain Bridge Road, McLean, VA 22101. (703) 734-8970.

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Introduction

Three years ago the Office of Juvenile Justice and Delinquency Prevention (OJJDP) embarked on an ambitious effort to help jurisdictions identify and appropriately respond to the serious habitual juvenile offender. Two demonstration projects were established, the Serious Habitual Offender/Drug Involved (SHO/DI) Program, located within the law enforcement community, and the Habitual Serious and Violent Juvenile Offender (HSVJO) Program, located within the prosecutor's office. SHOCAP is an extension of the SHO/DI and HSVJO programs.

"According to recent statistics, juveniles are responsible for about one-third of all serious crime committed each year in the United States. Every year nearly 2,000 juveniles are arrested for murder, 4,000 for rape, and more than 34,000 are arrested for aggravated assault."

SHOCAP stands for Serious Habitual Offender Comprehensive Action Program and, like its predecessors, is based upon the basic premises and principles of ICAP (Integrated Criminal Apprehension Program). SHOCAP can increase the quality and relevance of information provided to authorities in the juvenile and criminal justice system to enable them to make more informed decisions on how best to deal with this very small percentage of serious offenders. SHOCAP is a comprehensive and cooperative information and case management process for police, prosecutors, schools, probation, corrections, and social and community after-care services. SHOCAP enables the juvenile and criminal justice system to focus additional attention on juveniles who repeatedly commit serious crimes, with particular attention given to providing relevant and complete case information to result in more informed sentencing dispositions.

These pamphlets are designed to provide the reader with an overview of the conceptual basis for the role of specific agencies in SHOCAP.

Material presented in these pamphlets is an outgrowth of information contained in the SHOCAP publication entitled "Guidelines for Citizen Action and Public Responses."

Each pamphlet begins with a discussion of problems encountered by the juvenile justice system in dealing with serious habitual juvenile offenders (SHOs). Then attention turns to a specific group of agencies that come in contact with SHOs on a regular basis.

Nature of the Juvenile Justice System

According to recent statistics, juveniles are responsible for about one-third of all serious crime committed each year in the United States. Every year nearly 2,000 juveniles are arrested for murder, 4,000 for rape, and more than 34,000 for aggravated assault.

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The United States courts operate on what has become known as the two track system of justice. From the moment a juvenile commits a crime, his trek through the justice system differs substantially from that of an adult who may have committed the same crime. The system is designed intentionally to let non-SHO juvenile offenders become "invisible." This is probably acceptable because of the notions that children get into trouble and need a "second chance" to grow up.

Discretion and diversion are two mainstays of the juvenile justice system, and both play into the hands of a juvenile serious habitual offender. A police officer can exercise discretion when a juvenile is stopped on the street. That same juvenile may have been stopped by other officers on other shifts, yet if the officers choose not to write any type of report, then no one else in the system is even aware that any action has taken place. Just as police officers practice discretion, so do prosecutors and court intake workers (whether or not to file, reduce charges, etc.); judges (to accept a plea, to dismiss a charge, etc.); and correctional personnel (choosing type of facility, permitting home visits and furloughs, etc.). Such discretion, however well-intentioned, allows juveniles to fall through the cracks of the system.

Research projects and informal surveys of over 1,500 juvenile officers who attended a nationwide training program sponsored by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, and the Federal Law Enforcement Training Center have confirmed the following breakdown of juvenile justice system transactions: For every 1,000 young persons in contact with police, ten percent or 100 are arrested. Police commonly drop charges or reprimand about 50 percent of these, leaving 50 cases. Of the 50 cases formally presented to the court intake, only about 50 percent or 25 are sent forward. Unless a young offender has been arrested before, or the immediate offense is serious, less than 50 percent or 12 will be referred to the court. Less than 50 percent of the cases presented result in the adjudication or determination of delinquent status. This means that only six accused delinquents will be found guilty and sentenced. Of the six sentenced, five will probably be placed on probation. This leaves only one juvenile out of the 1,000 who will be incarcerated.

Are some of those other 99 who were arrested but not incarcerated serious habitual offenders? Chances are that they were and they were allowed to fall through the cracks. In recent years, members of the juvenile justice community have come to recognize that, when dealing with serious chronic offenders, the safety of the community must be considered. For most juvenile offenders, the point of initial contact with the system is the police department. Thus, SHO/DI was designed as a law enforcement response to serious

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juvenile offenders. However, even in the planning stages of the program, the need for cooperation and information-sharing among agencies was recognized. The major goals of the SHO/DI program reflect this need for interagency cooperation. SHOCAP expands this interagency model to include more emphasis on the system as a whole. Sharing information about the juvenile offender takes away his "invisibility" and gives the prosecutor a stronger case. It allows each component of the system to make decisions which are commensurate with the seriousness of the juvenile's behavior and past criminal history. With the SHOCAP program, fewer habitual juvenile offenders fall through the cracks.

A 1982 Rand Corporation report, titled "Varieties of Criminal Behavior," analyzed the results of a series of career criminal studies. One major conclusion of the report was the need to emphasize early juvenile offending patterns as the most important predictor of future behavior. Another conclusion was that official criminal records are too limited to use in accurate prediction. The study recommended that "prosecutors might be able to distinguish between predators and others if they had access to school records and other appropriate information about juvenile activities."

"The major goals of the SHO/DI program reflect this need for interagency cooperation. SHOCAP expands this interagency model to include more emphasis on the system as a whole."

Thus, while criminal activity peaks between the ages of 16 and 17, most career criminals are not identified until approximately age 22. Figure 1, Conceptual Model: Serious Habitual Criminal Evolution, shown below, identifies the evolutionary phases of the serious habitual offender and the lack of services provided to this population in the critical window of 18 to 22 years of age.

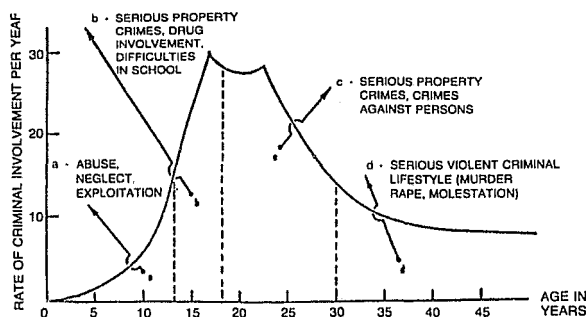


Figure 1. Conceptual Model: Serious Habitual Criminal Evolution

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Beginning around ages eight and nine, the eventual habitual offender is victimized through abuse, neglect, and exploitation. By age 13, he is committing serious property crimes—often to support a drug habit—and is experiencing extreme difficulties in school. Not until age 22 is the former juvenile habitual offender identified as a career criminal—committing serious property crimes and crimes against persons. The career criminal continues this pattern, committing more violent crimes including murder, rape, and molestation.

“While criminal activity peaks between the ages of 16 and 17, most career criminals are not identified until approximately age 22.”

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. And while 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.

Coordinate Interagency Activities and Services for Interagency Cooperation

In most states the components of the juvenile justice system include the police, the prosecutor, the judge, and probation/parole/social services. Many of these agencies and officials have coexisted for years. Most are totally unaware of how other operations work and of the problems and needs of other components of the system. Cooperation and communication between agency representatives are stimulated on a personal basis. The danger inherent in this informal process is that it is personal, and therefore egos and personalities affect the degree of cooperation and communication. What has been a positive working relationship between agencies may abruptly change with a change in personnel or a change in philosophy.

In this era of limited resources, juvenile justice system components can ill afford to work in a vacuum and not cooperate or communicate with each other. The informal or personal basis for interagency cooperation and communication, while essential, needs to be elevated to a formal, organized process. The interagency functional model, depicted in Figure 2, shows the process and activities required for implementing this formal interagency approach which is called SHOCAP. This approach calls for the development of a written interagency agreement between all components of the juvenile justice system to guide and promote interagency commitment to the program.

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Following the development and signing of the interagency agreement, each agency involved in SHOCAP must examine its own internal policies and procedures to make certain they support and are consistent with the guidelines set forth in the interagency agreement. Commonly referred to as "general orders," standard operating procedures (SOPs) or departmental guidelines, this formal documentation will assure continuity and long term commitment from each agency. In addition, the development of policies and procedures which reflect the goals of the interagency agreement will prevent juveniles from falling through the cracks.

The key tools used in the SHOCAP model are rosters and profiles. Rosters identify active serious habitual offenders (SHOs) and are provided to certain police department units and juvenile justice system agencies to aid in system alert. Profiles contain information relevant to the juvenile's offending behavior, including criminal and traffic arrest history, case summaries, descriptive data, modus operandi, police contact information, link analyses depicting criminal associations, drug/alcohol involvement indicators, and pertinent social and school history information (when available). The SHO profiles are provided to police officers, the DA's Office, Juvenile Probation Department, and the Division of Youth Services (detention and commitment).

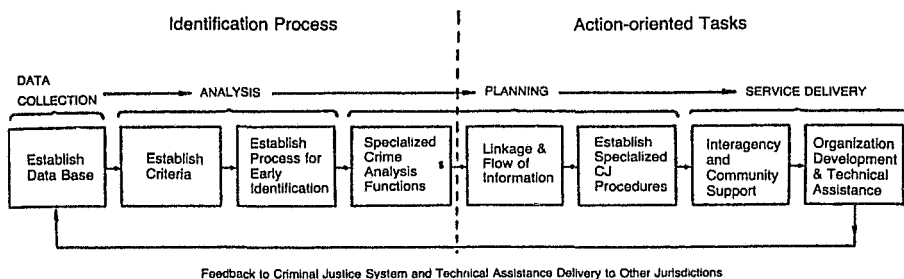


Figure 2. Interagency Functional Model

"The key tools of SHOCAP are the rosters and profiles. The rosters identify active SHOs and are provided to certain police department units and to juvenile justice system agencies to aid the system alert."

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The SHOCAP profiles are intended to provide police and principal juvenile justice system agencies with a composite of information pertinent to the juvenile's offending behavior history and contacts with the system. Case filings, plea negotiations, detention recommendations, probation evaluations, dispositions, and placements are all critical decisions requiring immediate access to the behavioral and treatment history of the child. The profiles serve to enhance those decisions.¹

Summary

SHOCAP attempts to end the frustration associated with handling serious habitual offenders. Through a well-coordinated, interagency approach, SHOCAP encourages agencies in the juvenile justice system to work together. Through coordination and regular sharing of information, juvenile justice agencies are able to put together more comprehensive case histories for these offenders and, therefore, are able to make more informed decisions and recommendations regarding the use of available resources within the juvenile justice system.

On the following pages you will find information regarding school involvement with SHOCAP. There are several issues for consideration when implementing SHOCAP as well as several important aspects of the interagency model which will enhance your agency's ability to make appropriate decisions regarding the serious habitual offender. Careful planning and consideration of these issues will ensure that the frustration involved in dealing with this population is reduced and that the system responds to this population in a comprehensive, coordinated manner.

¹Thomas F. Paine and Drusilla M Raymond, **Juvenile Serious Habitual Offender, Drug Involved Program (SHO/DI)**, Colorado Springs Police Department (Colorado Springs, CO), July 1986, p. 22.

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In 1841, a shoemaker from Boston named John Augustus developed the first volunteer probation service. Private probation services sprang up around the country in urban areas until the end of the 19th century when the juvenile court was established. Initially developed as a responsibility of the private sector, the development and operation of probation services gradually became the responsibility of state or local government agencies or the court.

Early in the 20th century, police departments were ordered by juvenile judges to assume probation services. This led to the establishment of separate juvenile units within police agencies. It also led to an aggressive approach to probation supervision, since police officers had greater access and protection in the community. Although probation services eventually became separate from police agencies, adult and juvenile probation officers were given full peace officer status and carried weapons until the early 1960s.

Conventional probation services have been organized around the support of court activities and supervision. According to a 1983 Bureau of Justice Statistics report, for the year 1979, 381,194 juveniles were on probation or parole, while only 71,792 juveniles were confined. The cost of probation is usually less than 20 percent of the cost of incarceration. When looking at the volume of cases handled by probation and the cost involved, the magnitude and importance of the role of probation services become more apparent.

Since its inception as a volunteer agency in the early part of the 19th century, probation services have primarily been the responsibility of the public sector. Recently, private sector involvement in probation services has been renewed. Partially as a result of diminishing resources and increasing emphasis on accountability, private sector involvement in probation services has begun to play an important role in the delivery of services to juveniles. While the majority of probation services continue to be provided by state and local government agencies and the court, increased privatization of probation services in recent years reflects earlier principles and operational priorities used to deliver probation services.

Regardless of how probation services are managed or delivered, there are some important issues that should be considered in providing probation services to juveniles. These issues are more important and often more complicated for serious habitual juvenile offenders since public demands for protection and security are more visible for this population. Some strategies for dealing

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more effectively with SHOs that are discussed in this pamphlet include:

- institute intensive and continuous case management for designated habituals;
- adopt active community control concepts, including 24-hour home checks and limited house arrest; and
- provide mandatory sanctions for each infraction of probation rules, including revocation of probation status.

Institute Intensive and Continuous Case Management for Designated Habituals

Juvenile Record Keeping and Information Systems

Two issues are central to the development of an intensive and continuous case management system for designated habituals: the development and use of a comprehensive, yet manageable, information system; and the development of policies and procedures for allocating resources based upon need and risk.

"Probation record keeping systems are not consistent from state to state or county to county. What we find are probation record keeping systems which are as diverse as the number of probation agencies."

Juvenile records maintained by probation agencies are often de-centralized, collected and filed separately by functional areas or agency divisions; i.e., intake, supervision, after-care and parole, pre-sentence investigations, etc. The number and types of forms and reporting requirements can be directly correlated to the number of divisions or functional areas for which the agency is responsible. The more probation functions or divisions, the more forms and reporting requirements, and vice versa.

Probation agencies are autonomous, each one operating under laws and regulations governing their particular geographic location. Probation record keeping systems are not consistent from state to state or county to county. What we find are probation record keeping systems which are as diverse as the number of probation agencies.

There are several other problems associated with juvenile records maintained by probation agencies. These problems include:

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- **Completeness:** Many jurisdictions maintain limited juvenile records which are filed by name and offense. A major problem associated with this type of record keeping system is the inability of agency personnel to cross-check names, due in part to the ever-present problem associated with the use of aliases and AKAs. For probation agencies, this causes difficulty in developing complete and comprehensive case histories on juveniles.

In addition, "some agencies collect too much information and consequently the accuracy and timeliness of data are less than ideal. Other agencies collect too little information and are unable to plan or evaluate programs or policies without collecting additional data through staff surveys or other means."² The first step in designing a comprehensive management and information system is to determine what and how information will be collected and stored, and who will have access to these records. This first step is important in developing procedures for sharing and coordinating information within the probation agency and among other agencies in the juvenile system.

- **Formats and Filing Systems:** Formats and filing systems vary significantly in probation agencies. In fact, throughout the juvenile justice system, the processes used for filing information are extremely diverse. Within the probation department, each division adopts different reporting requirements. In addition, case workers often contrive their own methods for reporting and filing information to better handle the constant increase in their case loads. This lack of coordination in developing and using a uniform method for reporting forms and filing systems hampers the efficient use of information.
- **Automation:** Juvenile records are often maintained manually. The varied formats and sheer volume of information often make ongoing maintenance as well as the review of juvenile records labor intensive. While automation has begun to play a role in the criminal justice field, costly mistakes have hindered the design of information systems in correctional agencies.

²C. Baird, G. Storrs, and H. Connelly, **Classification of Juveniles in Corrections: A Model Systems Approach**, Arthur D. Little, Inc. (Washington, D.C.), June 1984, p. 34.

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Defining data needs is not an easy task and often information stored on the system is not adequate for case management or classification. "Probation and parole, in particular, have learned that automated client tracking systems are costly and of limited value to staff and management and that the real need is for aggregate data for planning, budgeting, monitoring, and evaluation."³

- Coordination: Coordination of records and information within each probation agency is difficult enough without the added burden of coordination and sharing of information with outside agencies. A lack of consistency in records keeping makes information sharing and coordination a difficult, and therefore overlooked or ignored, task for many probation agencies.

"Particularly with the serious habitual juvenile offender, access to all available information concerning a juvenile will allow agencies to make informed decisions and dispositions and will ensure that the issue of public safety is addressed adequately."

The development and use of a comprehensive agency-wide information system for reporting and maintaining information is important for probation agencies. "Data regarding cases, staff actions, and probation outcomes must be collected and properly analyzed if an agency is to evaluate its policies, programs, and procedures."⁴

Data regarding cases also must be collected and analyzed properly to ensure that appropriate decisions are made on a case-by-case basis. Case history information collected by probation is as important to probation as it is to other agencies, i.e., law enforcement, prosecution, and the courts. Particularly with the serious habitual juvenile offender, access to all available information concerning a juvenile will allow agencies to make informed decisions and dispositions and will ensure that the issue of public safety is addressed adequately. Access to and use of all available information also will ensure that juveniles receive the appropriate services and are placed in appropriate settings.

³Ibid, p. 34.

⁴Ibid, p. 34.

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"Classification systems are designed to bring structure and consistency to decision making"⁴

Case Management and Classification

Classification is not a new concept. Classification has been present in the adult correctional arena for many years. Juvenile classification has, only recently, begun to take hold for probation and correctional agencies alike. Chris Baird wrote in his publication titled **Classification of Juveniles in Corrections: A Model Systems Approach**, "over the past decade, concern with the serious juvenile offender has resulted in intense debate among corrections professionals and the general public over how best to deal with these cases. The demand for crime control and emphasis on increased punishment of serious offenders has caused many jurisdictions to review existing laws, policies, and programs." He went on to write, "a balanced approach of control and casework based upon individual characteristics is essential to success in juvenile corrections. Not all offenders require the same level of supervision or exhibit the same problems; therefore, most experienced probation and aftercare officers utilize an intuitive system of classifying offenders into differential treatment and surveillance modes, usually based upon their judgments of clients' needs and their perception of the client's potential for continued unlawful behavior. While it seems reasonable to assume that without this type of caseload management, successes would diminish and failures increase, this untested, highly individualized approach does not provide the information necessary to rationally deploy staff or other resources. The criteria used in determining the appropriate level of supervision are probably as varied as officers' experiences, educations, and philosophical approaches to the job. Classification systems are designed to bring structure and consistency to decision making"⁵

"Probation counselors are usually unaware of disciplinary infractions in schools and reprimands made by police."

Classification is an information and case management system. Through classification, decisions are no longer made in a vacuum but are made with the benefit of all available information. For serious habitual juvenile offenders, this is extremely important in light of the need to assure public safety and protection.

⁵Ibid, p. 5.

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Through the use of appropriate information for decision-making, caseworkers will no longer have to "second guess" what is required for a client in terms of services or placement. Using a comprehensive data base, classification enables probation agencies to organize caseloads and establish appropriate case management practices.

"Based upon career criminal and habitual juvenile offender studies, it has been estimated that serious, habitual juvenile offenders commit a range of 10-20 offenses for each arrest."

Adopt Active Community Control Concepts, Including 24-Hour Home Checks and Limited House Arrest

The objective of probation or parole is either to leave an offender in or return him or her to the community under certain restrictions or limitations of behavior. Conventional approaches emphasize the role of the officer in counseling and rehabilitation. In practice, high caseloads and little or no coordination between police, schools, and probation result in a passive system of supervision. Without a classification system for evaluating supervision needs using available data to determine placements and services, juveniles who need little or no attention cannot be isolated from those who require increased supervision. Juveniles on probation are generally required to meet weekly or monthly with their probation counselors and stay out of trouble. Unless the school files a direct complaint or the police arrest the juvenile, the probation counselor is often unaware of improper behavior. It is not uncommon for the communication or sharing of information between these agencies to be prohibited by procedure or custom. Moreover, there are often serious conflicts in philosophies and personalities.

Probation counselors are usually unaware of disciplinary infractions in schools and reprimands made by police. They have little, if any, home contact or night and weekend involvement with probationers. When a juvenile is arrested

"Among male juveniles with five or more arrests, 75 percent will be arrested five or more times as an adult."

for another offense, his or her current probationary status may not be affected. Based upon career criminal and habitual juvenile offender studies, it has been estimated that serious, habitual juvenile offenders commit a range of 10-20 offenses for each arrest. Without active field supervision or cooperation between agencies, how is the probation counselor going to provide effective supervision?

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Ugly as it sounds, the only constant supervision and contact occurring in this country are in those few programs referred to as "house arrest" or "punitive probation."⁶

House arrest is a concept borrowed from the military by civilian courts to enhance the ability of probation/parole officers to supervise effectively offenders who are not incarcerated. The offender is generally restricted to his/her home, place of work, and church and is subject to immediate arrest and incarceration for violating these rules. Random checks are made by probation officers or police, and some jurisdictions use electronic monitoring devices.

Offenders are subject to extreme physical limitations and random checks 24 hours per day. These programs, or less extreme versions, can be enhanced considerably through interagency coordination and sharing of information.

"The alternative to routine probation and parole being tried in several locations is what Massachusetts calls Outreach and Tracking."

Outreach and Tracking

Most juvenile arrests do not result in any court appearance at all, let alone imposition of supervisory conditions. First-, second-, and even third-time offenders are usually "counseled and released" or "station house adjusted."⁷

For juveniles appearing in court on their fourth, fifth, or later referral, the prognosis is less than favorable. After a fifth arrest, the probability of another exceeds 75 percent. Among male juveniles with five or more arrests, 75 percent will be arrested five or more times as an adult.

For juveniles who do not make it to court, "home on probation" (HOP) is the disposition recommended and imposed in the majority of cases. Although caseloads and supervisory methods may vary from site to site, HOP generally means nominal "supervision" by a caseworker who is carrying 50 to 100 cases. A recent evaluation of probation supervision in Utah showed that there was no difference in recidivism rates between juveniles who received (1) no supervision, (2) routine supervision, or (3) twice the level of routine supervision.

⁶Timothy D. Crowe, *Habitual Juvenile Offenders: Guidelines for Citizen Action and Public Responses*, May 1986, p. 32.

⁷Peter W. Greenwood, *Correctional Supervision of Juvenile Offenders: Where Do We Go From Here?*, Dec. 1986, pp. 12-13.

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"A recent study of the tracking and outreach function in the state of Massachusetts found that 49 percent of the juveniles released by DYS had not been rearrested one year after release, a success rate that most states cannot come close to matching."

What holds true for routine probation also applies to routine forms of parole or after-care supervision. The majority of juveniles released from state training schools receive this same level of supervision, even after a 6 to 18-month period of confinement. When combined with inadequate planning and programming of post-release activities, this cursory supervision works no better for parolees than it does for probationers.

The alternative to routine probation and parole being tried in several locations is what Massachusetts calls Outreach and Tracking (OT). Massachusetts DYS (Department of Youth Services) purchases O and T slots from private vendors, which are either used for initial placements or for supervising juveniles after their release from a residential program. The court uses some O and T slots for diversion.

Caseloads for Outreach and Tracking workers are low (around seven or eight) and face-to-face contacts exceed four times a week. Supervision of caseworkers is close and continuous, and some programs include a clinical psychologist as part of the supervisory team. Tracking and Outreach programs cost between \$7,000 and \$10,000 per slot per year, and juveniles are tracked for periods of six months or more.

Outreach and Tracking is appropriate for juveniles who can function in the community, have a suitable place to live, and who can benefit from the services available in their local community. Outreach and Tracking helps ensure that juveniles "continue to move in the right direction" through intense monitoring and supervision. If a juvenile does not appear to be functioning appropriately in the community, sanctions are imposed and the juvenile is returned to a residential setting or incarcerated. A recent study of the tracking and outreach function in the state of Massachusetts found that 49 percent of the juveniles released by DYS had not been rearrested one year after release, a success rate that most states cannot come close to matching.

Provide Mandatory Sanctions for Each Infraction of Probation Rules, Including Revocation of Probation Status

One of the issues touched on above referred to the monitoring of juveniles in the Outreach and Tracking program and the automatic application of

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sanctions if a juvenile was found to be functioning inappropriately in the community. Often in the juvenile justice system, automatic sanctions are not applied to juveniles because of a lack of information on which to base a decision, and a lack of, or inappropriate use of, available resources so that sanctions can be applied when necessary.

The quantity and quality of information available are key for probation to make informed decisions and apply sanctions that address the criminal and/or social history of the juvenile. For serious habitual offenders, information is crucial if decisions are to be made immediately and appropriately. Developing a comprehensive information system which captures important information without overburdening the staff or the system, and using this information to classify juveniles and allocate resources are two ways to ensure that appropriate sanctions are applied.

Two procedures local jurisdictions can implement to ensure that sanctions are applied when an infraction of probation rules occurs are: first, cooperating and sharing juvenile case information with agencies involved in the juvenile justice system on a regular basis; and second, examining, revising, and communicating policies and procedures regarding the application of sanctions, detention, and revocation of probation or parole status to agencies on a system-wide basis.

"Classification also will ensure that those juveniles in need or posing a risk to the public are given more intense supervision and monitoring."

There are several ways agencies can help assure that mandatory sanctions are applied through information exchange and communication. Prosecutors can, as appropriate, work with probation and inform those on probation that they will be prosecuted by the career criminal unit in the event of subsequent arrest or violation of the conditions of probation. Prosecutors also may perform spot checks to determine if parolees and probationers are living up to their release conditions. If not, revocation could be initiated.

Police interview cards and reports can be of great benefit to probation. These reports provide immediate information to case workers and supervisors to allow them to impose a stiffening or revocation of probation should the juvenile violate terms or conditions of probation. SHO profiles, developed by the police agencies, also can be valuable in the development of pre-sentence reports.

Formal police statements can and should be developed to assure that appropriate sanctions are applied to juveniles. Internal policies can be developed

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to reduce the size of caseloads for probation workers responsible for serious habitual offenders, thereby ensuring that serious habitual offenders receive more intense supervision. Classification also will ensure that those juveniles in need or posing a risk to the public are given more intense supervision and monitoring. The result is that through closer monitoring, there may perhaps be fewer violations, but more importantly when a violation occurs, there is immediate response because the situation is being closely monitored.

Policies and procedures can be (and in several states have been) developed which provide for the immediate detention of juveniles designated as serious habitual juvenile offenders upon arrest. These policies call for the detention of a serious habitual offender following an arrest, even if the detention facility is at capacity. Rather than finding an alternative placement or releasing the serious habitual offender, space is made available at the detention facility by releasing another juvenile who does not pose a risk to himself or the community.

Through classification systems, policies and procedures are developed which specify appropriate levels of supervision and mandatory sanctions which should be applied to each juvenile. If a high risk juvenile is arrested or found in violation of probation, established policies and procedures regarding the detention of this juvenile would be followed. Through classification based upon need and risk, resources are allocated and used appropriately so that juveniles in need of services, such as the serious habitual offender, have immediate access to them.

Summary

In this pamphlet we have discussed issues for consideration when dealing with the serious habitual offender in the probation setting. These issues include the development of a comprehensive information system to assist in making informed and appropriate decisions about juveniles; the use of a structured approach to providing services to youth through classification based upon risk and need; using active community control and supervision techniques to monitor and control the behavior of youth; and the development of policies, procedures, and methods which ensure that immediate sanctions are imposed upon the serious habitual juvenile offender. For further information, bibliographies, or additional materials, please contact:

The Serious Habitual Offender Information Clearinghouse
National Crime Prevention Institute
University of Louisville
Louisville, Kentucky 40292

or call (Toll Free)
1-800-345-6578.

ALSO AVAILABLE:

Guidelines for Citizens Action and Public Response

Guidelines for Courts

Guidelines for Detention

Guidelines for Intake

Guidelines for Parole/Aftercare

Guidelines for Police

Guidelines for Prosecution

Guidelines for Schools

Guidelines for Social Services

Guidelines for State Corrections