

REPORT # 25

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

in response to a Request for Technical Assistance by the

Youth Service Bureau  
Boulder, Colorado

Study of Stopping  
Requirements for Juvenile Probation in  
Police Dept.

June 27, 1972

POPULATION 130,000 +. (COUNTY POPULATION)

Prepared by

Public Administration Service  
1313 East 60th Street  
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

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**I. PRELIMINARY INFORMATION**

**A. Consultant Assigned:**

Dan Pursuit, Associate Director  
Delinquency Control Institute  
University of Southern California

**B. Date Assignment Received:**

May 30, 1972

**C. Date of Contact with LEAA Regional Coordinator:**

May 31, 1972

**D. Dates of On-Site Consultation:**

June 13 and 14, 1972

**E. Individuals Interviewed:**

Melba Shepard  
Youth Service Bureau

Detective Andrews  
Boulder Police Department

Tom Giesy  
Supervisor of Child Welfare

Don Reed, Supervisor  
Drop-In Counseling Center

Mary Wallace  
Crisis Unit  
Mental Health Center

William Kowalski  
Administrative Assistant to the Sheriff

Captain Friesen  
Boulder Police Department

Judge Holmes  
20th District Court

Bob Hamm  
Chief Juvenile Probation Officer

Ted Tedesco  
Boulder City Manager

Gordon Buckner  
Juvenile Officer  
Sheriff's Department

Bruce Gearhart  
Colorado Criminal Justice Planning Council

Dave Janson  
Supervisor of Pupil Service  
Boulder Public Schools

Al Bowman  
Colorado Criminal Justice Planning Council

## II. STATEMENT OF THE PROBLEM

### A. Problem as per Technical Instruction:

"... The Boulder Youth Service Bureau feels that the current organization and procedural structure of the Police and Sheriff Departments ... are inadequate to provide proper response in law enforcement practices with youth [and requests] technical assistance in the area of ... juvenile law enforcement."

### B. Problem as Actually Observed:

There is a wide disparity among justice administrators in Boulder County regarding desirable police relations with juvenile law violators.

The two largest law enforcement agencies, the Boulder Police Department and the Boulder County Sheriff's Department, do not have any full-time juvenile officers and refer practically all offenders to the juvenile court. In contrast to this, the other much smaller police departments in the county divert selected cases to community resources.

The juvenile court judge, the probation officer, the director of the Youth Service Bureau, and other concerned executives have been interested in obtaining juvenile officer specialization and in the diversion of juvenile offenders to available treatment resources other than probation.

The Boulder chief of police and the sheriff (to a lesser degree) have hesitated in effecting these changes on the basis of insufficient manpower as well as a difference in philosophy in dealing with youthful offenders.

Boulder County has a population in excess of 130,000 and is growing rapidly. About one-half of that number live in the City of Boulder. In a 1970 study by the International Association of Chiefs of Police, Richard Kobetz (The Police Role and Juvenile Delinquency, 1971) reported that in cities with populations between 50,000 and 99,000, 82.2 percent had police juvenile units while 6.5 percent had only specialized juvenile officers. Boulder would thus be among the 11.3 percent of cities without either a juvenile unit or specialized juvenile officer. Cities of Boulder's size averaged 3.6 juvenile officers per 100 total officers.

### III. FACTS BEARING ON THE PROBLEM

Constructive planning and development of some needed youth programs have taken place in the years following the 1967 publication of reports by the President's Commission on Law Enforcement and Administration of Justice. The establishment of the Youth Service Bureau in 1969 with funds from the Colorado Criminal Justice Planning Council, is a good example.

There is generally a well organized series of public and private social agencies and health programs. Joint planning regarding youth services has been done primarily by the Interagency Intake Conference but law enforcement has not been represented primarily because of the lack of juvenile specialists who would be interested.

#### Analysis

There are many positive forces working toward the improvement of youth services but some means need to be found to effect more specialized police relations with youth and diversion of selected cases to community resources. Rather than maintaining the status quo or continuing to work slowly toward juvenile organizational changes in the Boulder Police Department and the Sheriff's Department, the submission of a proposal to the Colorado Criminal Justice Planning Council appears to be the most appropriate step. The following recommendations could result in a well-organized long-range solution to these problems.

IV. POSSIBLE COURSES OF ACTION

Not applicable.

V. RECOMMENDED COURSES OF ACTION

See Appendix A

**Appendix A**  
**RECOMMENDATIONS**

**Juvenile Officer Programming  
in Boulder City and County, Colorado**

*Dan Pursuit  
June 14, 1972*

The following suggestions might be reviewed by a representative committee of juvenile justice leaders and other representative persons for inclusion in a proposal to the Colorado Criminal Justice Planning Council for a multiyear grant.

- I. The proposal could be developed with a broad system orientation to be concerned with the improvement of relationships within two major contexts, as follows:
  - A. Juvenile Justice System relationships, focusing on improving police interaction with prosecution, defense, courts, probation, institutional care, and parole.
  - B. Interface of the police with representatives of other significant systems including the Social Work system, Education system, Health system, Recreation system, and Public Safety system. Police are in the most strategic position by nature of their role to be particularly helpful in improving services to youth and families. But this can only be done if the law enforcement departments maximize their relationships with all of the other related systems.
- II. In planning the proposal, the following five books can be helpful:
  - A. *The Police Role and Juvenile Delinquency*, by Richard W. Kobetz, 1971, International Association of Chiefs of Police.
  - B. *Police Work with Juveniles and the Administration of Juvenile Justice*, by John P. Kenney and Dan Pursuit, 4th edition, 1970, Charles C. Thomas Co.
  - C. *Municipal Police Administration*, Chapter 8, 1969, International City Management Association.

- D. *Police Programs for Preventing Crime and Delinquency*, by Dan Pursuit, John Gerletti, Robert Brown, and Steve Ward, 1972, Charles C. Thomas Co.
  - E. *Police Administration*, 3rd edition, O. W. Wilson and Roy McClaren, 1972, McGraw-Hill, Chapter 18, "Crime Prevention."
- III. Funds might be requested to provide for salaries of two juvenile officers in the Boulder Police Department and two in the Boulder County Sheriff's Department. These juvenile specialists might be part of the Detective Bureau or other appropriate unit.
- IV. The overall policy of the juvenile specialists could be described as follows:
- A. To deal with all juveniles and families as they would want other officers to treat their own children and families.
  - B. To provide understanding diversion help for juveniles and families to protect society and meet their individual needs, at the earliest and best treatment level, and at the most reasonable cost to the community.
- V. The dual role of the juvenile officers could be envisioned as including both delinquency control and delinquency prevention activities, as follows:
- A. Control of unlawful behavior of youth and undesirable conditions involving youth. The term "control" acknowledges the existence of unlawful behavior and the need to take action. Unlawful behavior of youth includes all types of activity in which laws and ordinances are violated, and such other activity as could bring youth before the Juvenile Court. Undesirable community conditions refer to community hazards and broad community problems harmful to youth. Control is accomplished in three major ways by the police:
    - 1. Investigation of individual cases involving youth and conditions causing antisocial activities.
    - 2. Providing a constructive disposition for individual cases and conditions through departmental action, referral to other agencies or to the Juvenile Court.



3. Providing overall effective police operations which reduce the opportunity for commission of law violations, and maintaining cooperative relations with other components of the juvenile justice system.
- B. Prevention of unlawful behavior of youth and conditions causing antisocial activities. Prevention implies the keeping of unlawful behavior from occurring originally, or keeping unlawful behavior to a minimum, and thus avoiding police intervention. The prevention phase is accomplished by the following:
1. Influencing youth, parents, and the general public to meet the basic needs of youth, to conform to all laws and regulations made for their protection, and to make maximum use of community resources.
  2. Participation in community organization planning with other agencies and citizens to improve the total community.
  3. Providing overall effective police operations which contribute to the creation of a community environment which reduces the desire on the part of the individual to commit unlawful acts.

VI. Juvenile functions might include the following:

- A. Staff assistance to the Chief of Police or Sheriff regarding juvenile policies and procedures and the training of all officers in contact with youth.
- B. Discovery of juvenile law violators and youth in need of services and discovery of undesirable community conditions by effective cooperation with patrol officers as the major source of information.
- C. Investigation of cases in which juveniles are suspects or victims.
- D. Disposition of cases.
- E. Liaison with components of the juvenile justice system, especially the Juvenile Court and Probation Department, and with other representatives of other systems including social work, education, health, recreation, and public safety.

- F. Community organization planning with lay and professional persons to prevent delinquency and improve the total juvenile justice system.
  - G. Delinquency prevention activities.
- VII. The juvenile officers could be selected from within the department or from other sources. An oral board might include representation from appropriate agencies as well as one or two youth. The juvenile officers should possess most of the following characteristics: high intelligence; Bachelors Degree or at least two years of college; emotional maturity; strong motivation to work with youth; public speaking skills; a warm, friendly, outgoing personality; interest in prevention and rehabilitation rather than punishment; interest in improving the juvenile justice system; and developing more effective liaison with other system representatives.
- A. The juvenile officers should be ranked as sergeants or be paid at that level.
- VIII. Specialized training for the juvenile officers should be provided through joint efforts of all interested community resources, including the University of Colorado. An ad hoc training committee might be formed to plan the specific training program. A scholarship of \$1,000 is available from the Farmer's Insurance Group to attend the Delinquency Control Institute at the University of Southern California for one officer in the near future.
- IX. Sound criteria for disposition of cases should be developed through joint planning of appropriate representatives of the related systems. Particular emphasis should be given to the diversion of cases from further entry into the juvenile justice system. Only those cases requiring the authority of the Juvenile Court and Probation Department should be referred there.
- X. Diversion could be facilitated by special meetings between the juvenile officers and each of the appropriate agencies in the various related systems. The juvenile officers might initiate these meetings as a group to conserve effort. The Youth Service Bureau might also play a coordinative role in these plans. Through these meetings, there can be developed specific procedures for referring various types of cases to the most appropriate agency. The meetings can also be important in interpreting the broad areas and functions of the various systems and subsystems.

- A. Consideration might be given to developing a program with the Fire Department, enabling the firemen to serve, on duty or off, as Big Brother counselors to selected youth referred by the juvenile officers. Appropriate training for the firemen could be planned through local resources.
- XI. Selected speakers from these varied agencies in the community might also be invited to interpret their programs to law enforcement officers in recruit training or in in-service training sessions to provide more officers with a better understanding of community resources.
- XII. The juvenile officers should participate actively in the already functioning Interagency Intake Conference to improve total youth services in Boulder County.
- XIII. Special efforts should be made to increase the expertise of the juvenile officers in working with members of the Child Abuse Team. Specialized training in this regard can be planned jointly with the appropriate community resources.
- XIV. Efforts could be instituted to develop greater coordination among all law enforcement departments in Boulder County. This could include plans for the development of a central juvenile index operated by an appropriate County agency to collect and disseminate information on total law enforcement contacts with youth. This centralized information can then assist the juvenile officers in making more effective dispositions.
- XV. Special efforts should also be made in developing more dynamic relationships with the School District, in order to increase the variety and frequency of constructive police contacts with youth at all educational levels. These contacts can help in improving the image of the police in the eyes of youth, especially those in the junior and senior high schools. The juvenile officers could serve as speakers in various classes to interpret the role of law enforcement and the philosophy and operation of the juvenile justice system. Selected students could participate with teachers and the juvenile officers to develop appropriate outlines for various presentations. Informal luncheon rap sessions could also provide students an opportunity to get to know officers as individuals, not just as symbols of authority.

- XVI. The juvenile officers could offer their services as speakers before various youth and adult groups to increase the understanding about the juvenile justice system. A panel of juvenile justice system representatives could also be organized to speak as a group before selected audiences to stress system cooperation.
- XVII. Consultation from the University of Colorado could be obtained to help develop a sound evaluation for the total program.

**END**

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