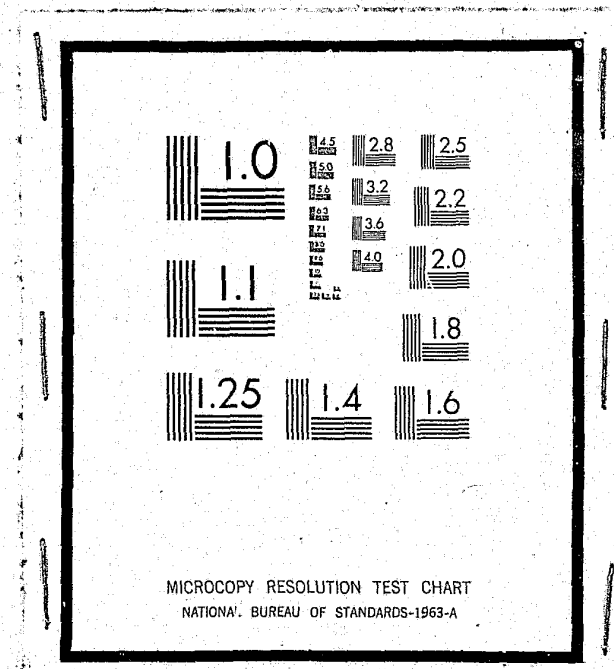


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

3/11/77

Date filmed

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Augusta, Georgia, Police Department

February 19, 1974

NCJRS

DEC 1 1976

ACQUISITIONS

Prepared by:

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

(Per Contract J-LEAA-015-72)
T.A. 262

38589

I. PRELIMINARY INFORMATION

- A. Consultant Assigned:
Steven M. Ward
Police Consultant
- B. Date Assignment Received:
November 18, 1973
- C. Date of Contact with LEAA Regional Coordinator:
Not Available.
- D. Dates of On-Site Consultation:
December 11-12, 1973
- E. Individuals Contacted:
Ken R. Cook, Director
Criminal Justice Planning
Central Savannah River Area Planning Commission

Tom Haglund, Assistant Director
James G. Beck, Chief of Police
R. A. Williams, Captain of Detectives
W. R. Wall, Captain
M. V. Glisson, Sergeant
Edward Coy, Corporal
A. L. Kelly, Officer
Frank Jones, Officer

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

A request received from Augusta, Georgia, Police Department to provide technical assistance in analyzing the need for specialized handling of juvenile offenders and the creation of a specialized unit within the Department.

B. Problems Actually Observed:

Same as stated above.

III. FACTS BEARING ON THE PROBLEM

See attached Consultant's Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultant's Report.

V. RECOMMENDED COURSE OF ACTION

See attached Consultant's Report.

CONSULTANT'S REPORT

I. INTRODUCTION

This report resulted from a request of the Chief of Police of the City of Augusta, Georgia, for technical assistance in analyzing the need for specialized handling of juvenile offenders, in developing alternative proposals for providing any specialized handling deemed necessary, and in suggesting means for implementing preferred proposals. The study resulting in this report was provided through the auspices of Public Administration Service under a technical assistance contract with the Law Enforcement Assistance Administration, United States Department of Justice. On-site technical assistance and report preparation were provided by Steven M. Ward under contract to Public Administration Service.

This report addresses the general subjects of the need for juvenile specialists or a juvenile unit within the Department, personnel requirements to staff a specialist unit, placement of such a unit within the department structure, functions of the specialists and unit, relationships of the unit to the rest of the juvenile justice system, and support-generating tactics appropriate to implementing the recommendations contained herein. Occasionally, alternative recommendations are provided regarding a particular subject. In all instances, however, the preferred alternative is indicated and the reasons for the preference given.

II. ESTABLISHING THE NEED FOR SPECIALIZED HANDLING OF JUVENILE OFFENDERS

The Augusta Police Department has expressed interest in developing preliminary plans for establishing a specialized capability for dealing with juvenile law violators, delinquents, and predelinquents coming into contact with the police. Currently, such a specialized capability does not exist. Preinvestigative contacts with juveniles are handled on a demand basis by members of the patrol and traffic units. Investigations referred to the detective unit are assigned to detective teams according to the type of crime involved and the availability of officers. There are no juvenile specialists in the Department.

At least three significant elements of the juvenile crime syndrome support the creation of such specialists and the development of a functional unit which will optimize their contributions to the Department's overall mission.

1. Special needs and problems are posed by juvenile offenders, delinquents, and predelinquents.
2. Juvenile misbehavior and crime have a statistical significance which bears on the overall crime problem in the community.
3. There is considerable preventive potential in juvenile-targeted police efforts.

Each of these three elements applies to the situation in Augusta.

Special Needs and Problems of Juveniles

It has long been recognized by law enforcement officials that juvenile offenders as well as those young people whose behavior is likely to result in later legal entanglements require treatment different from that afforded adults. This is first a factor of their age; juveniles often lack the maturity to fully comprehend the ramifications of their actions.

Further, a juvenile's behavior is often susceptible of modification through techniques which would not be appropriate for adults. Most juveniles are going through a socialization process which includes considerable testing and flexibility of values. It is often possible to influence them before undesirable behavior becomes ingrained.

Finally, given these very important facts, it is widely believed that treatment of juveniles should usually display three characteristics. It should be as individually oriented as possible; the young person is and must be the focus of the action taken. It should be targeted against causes rather than symptoms; lasting behavior changes are most likely to occur when the underlying reasons for the behavior are uncovered and treated. And it should be as low-key as possible. Since the questioned behavior is often the result of youthful indiscretion, efforts should be taken to minimize such lasting consequences of police intervention as a formal police record, incarceration, and so forth.

Responses to these special needs have been institutionalized by both government and private youth-serving agencies since the establishment of the first juvenile court in Cook County, Illinois, shortly before the turn of the century. Their recognition by government agencies is particularly crucial, since in many instances it is the school or the police department which first officially encounters symptomatic behavior of young people. Furthermore, much of this behavior would not be considered appropriate stimulus for government action were it committed by an adult; e.g., truancy, incorrigibility, or curfew violations. In light of this, the greatest care must be taken to ensure that the techniques used, as well as the people who use them, are carefully chosen and sensitively applied.

The average police officer, under the press of the full range of his duties, is often unable to develop or to take the time required to apply many of the techniques which are used in dealing with juvenile offenders and predelinquents. They often require special expertise and training which are economically infeasible for all officers. Thus, many police agencies carefully select a few officers, obtain appropriate training for them, and assign to them responsibility for dealing with the most serious cases involving juveniles as well as for serving as resources to other officers in the agency who must cope with a variety of lesser juvenile-oriented concerns.

Statistical Significance of Juvenile Problems

According to the 1970 census, Richmond County had a total population of 162,437. A third of this population was under 18 years of age. Uniformly across the country, law enforcement agencies have found that a significant amount of their time—often the majority—is spent resolving matters involving this age group. Some estimates run as high as 80 percent, and include not only matters specifically involving criminal activity, but also such things as traffic offenses, loitering, curfew, and so forth.

Specific figures are not currently available from the Augusta Police Department illustrating the volume of juveniles coming into contact with the police. Interviews with a variety of officers at both line and management levels indicate, however, that the proportion is indeed high. This takes on considerable significance when considered in light of national crime rate data which indicate that in 1972 (the most recent year for which data are available) persons under 18 years of age comprised almost 26 percent of those persons arrested for serious crimes (Part I crimes as defined by the FBI). Additionally, FBI data indicate that 43 percent of the offenders arrested between 1970—1972 were under 20 years of age; persons from this age group were rearrested more frequently than any other, averaging one arrest every three months.

Significantly, these figures involve only major crimes. Not included are minor crimes (e.g., vandalism, malicious mischief, petty thefts) or those noncriminal activities which are likely to bring young people into contact with the police (e.g., traffic infractions, keeping late and unusual hours, etc.). The latter would add markedly to the statistics.

Even though figures are not available for Augusta, it is safe to assume that they would reflect the national experience to a measurable degree. It is known, for example, that in 1972, 435 juveniles were processed by the Richmond County juvenile court, an increase of 59 over the preceding year. These figures do not include the large number of juveniles not referred to the court for action. Nationally, cities in Augusta's size range referred to the court fewer than 45 percent of the juvenile offenders taken into custody.

It would be desirable to make generalizations about the statistical significance of juvenile crime in the Augusta area on the basis of locally generated figures. Since that is not possible at this time, however, one may still hypothesize, with the knowledge that local police officials agree, that addressing juvenile problems constitutes a significant part of the local police mission.

Preventive Potential

A third element of the juvenile delinquency syndrome which suggests the value of specialized attention to its complex set of related problems is the preventive potential inherent in juvenile-targeted police efforts. Most adult criminals displayed their first antisocial behavior as juveniles, primarily during the teenage years. The most active ages for juvenile criminal activity, insofar as they are revealed by FBI statistics, seem to be from 13 to 18 years (over 27 percent of all arrests made for major crimes in 1972 were of juveniles in this age range).

Historically, law enforcement and other youth-serving agencies have recognized the need for preventive action, given the immaturity of juvenile offenders and their susceptibility to firmly grounded efforts to influence their behavior. More than adults, juveniles are likely to respond to strategies designed to reinforce socially acceptable behavior. Obviously, the rationale for providing such strategies is twofold. First, they can save the misbehaving juvenile from the physical and psychological discomforts of the formal incarceration—adjudication process and strengthen his ability to behave in an acceptable manner. Second, they can significantly lessen the probability that the juvenile will continue to break the law when he reaches majority, thus lessening the burden on the law enforcement agency at a later time.

Obviously, these are laudable but not easily attained objectives. Prevention of criminal behavior is not well understood; it is anything but a science. Still, the potential for preventing subsequent criminal behavior by a juvenile offender who is exposed to well-designed strategies is high, and although they may indeed be frustrating and often more expensive than traditional law enforcement techniques, they are most desirable.

There has been a virtual revolution in the development of specialized crime prevention and youth-service programs in recent years, sparked in many instances by the availability of funds for innovative projects from the Law Enforcement Assistance Administration. Additional impetus has been provided by the unfortunate increase in drug

use among young people. Inherent in all of these programs has been the belief that prevention is possible when dealing with the juvenile offender. While the wide variety of programs undertaken has resulted in nearly as wide a variety of results, the accumulated experience indicates that prevention remains an important element of police juvenile operations.

The Police Response to Juvenile Problems

The large number of juveniles coming into contact with the police combines with their special needs and problems to create a dilemma. Simply put, that dilemma is to develop and implement a system for dealing with juvenile offenders and predelinquents which optimizes the likelihood of appropriate action while detracting as little as possible from the performance of other police tasks. A variety of responses to this dilemma has emerged. While they may vary in specifics, the responses generally share one common characteristic: they revolve around a specialized unit which assumes responsibility for coordinating juvenile activities.

A recent study conducted by the International Association of Chiefs of Police illustrates the widespread nature of this typical police response. The study found that of 239 responding police agencies in the same population range as Augusta, 189, or over 82 percent, had established specialized juvenile units; another 15 agencies, or over 6 percent, had specialized juvenile officers. Of agencies employing between 150 and 199 officers (again Augusta's category), over 95 percent employed some kind of juvenile specialization.

Current available data, while admittedly sparse regarding certain aspects of the juvenile delinquency and crime problem in Augusta, seem to indicate that the establishment of a similar specialized capability for responding to juvenile problems is in order. The remainder of this report sets forth in more specific terms how that capability should emerge in the Augusta Police Department.

III. PERSONNEL

The question of personnel is always sensitive when a new specialty is introduced into a government agency. The sensitivity arises both in regard to the need to place talented and qualified persons in the specialty and in regard to meeting civil service and other standards regulating government employees. This chapter considers a number of questions which bear upon the personnel issue, including selection standards; selection process; rank, status, and pay; and training requirements.

Selection: Standards and Process

The establishment of appropriate standards for juvenile specialists is extremely important. The effectiveness of a specialist unit will depend more upon the qualitative characteristics of the personnel than upon any other single factor. In light of this, careful consideration must be given to the standards which reflect these characteristics, and, perhaps more importantly, upon the process established to ensure selecting persons who possess these characteristics.

The first issue to be resolved is inevitably whether the juvenile specialist should be a sworn police officer or a civilian. A number of arguments can be made favoring either option. For example, a sworn police officer brings to the job familiarity with the criminal law, with investigative techniques, with the workings of the law enforcement bureaucracy, and with the rest of the juvenile justice system. A properly selected civilian, on the other hand, is more likely to be familiar with principles of sociology, counselling, and rehabilitative techniques which can be very useful in working with juveniles. The latter presupposes, of course, that a civilian who possesses those characteristics is actively sought.

Unless there are particular circumstances which indicate otherwise, it is usually best if this argument is resolved in favor of the sworn police officer. In addition to the rationale set forth above, it should be noted that a police officer has mobility within the department; he may move to other assignments, thus increasing the potential of a long, satisfying, and productive career with the agency. A civilian, on the other hand, would not have such mobility. In most instances, all other department positions would be closed to him; he would be in a "dead end" position, with resultant high potential for dissatisfaction and concomitant problems (e.g., falling work standards, and high turnover).

In the case of the Augusta Police Department, it is recommended that personnel assigned to the juvenile specialty be drawn from among the sworn officers currently in the Department. Having said this, however, it is also important to note that standards established for such an assignment should not be diminished if there do not appear to be sufficient qualified personnel to fill vacancies. Assigning a less than qualified individual, for whatever reason, is unacceptable. If such a dilemma arises, it would be far better to recruit from outside a person who meets all of the criteria. This person should also meet the

requirements established for police officer, attend basic police training, and serve in other assignments in the Department before assuming duties as a juvenile specialist. In every way, the person so selected should become a full-fledged member of the Police Department.

In addition to being a sworn member of the Department, the juvenile specialist should also possess certain personal qualifications appropriate to the sensitive job he will be asked to perform. There are nine key qualifications which should be considered.

First, the candidate for appointment as a juvenile specialist should display an aptitude for the job. That is, he should show, through examinations discussed later, that he has the sensitivity and awareness required to perform counselling with juveniles. He should also evidence an understanding of the goals of juvenile work, particularly as they relate to diverting the juvenile from the justice system whenever practicable.

Second, the juvenile officer should accept the philosophy of rehabilitation which is the foundation of specialized work with juveniles. Without such a belief, it is doubtful that he can function effectively in concert with other professionals in the juvenile justice system who do espouse such a belief. This qualification is established separately from number one because it is qualitatively different and crucial.

Third, the prospective juvenile officer should display an interest in the field. All candidates for the position should ideally be volunteers. They should indicate their desire to compete for the position and to undergo whatever testing and training is deemed appropriate to select and prepare them for the job.

Fourth, the juvenile officer should display certain traits which can be expected to establish a positive attitude in the mind of the juvenile client. His bearing, appearance, and temperament should be such that they are likely to instill respect; this is in contrast to fear, for the juvenile who fears the police officer is unlikely to establish the kind of rapport required to solve serious problems.

Fifth, the officer should display an above average ability to communicate with people of all ages and all backgrounds. The success of a juvenile program, as discussed in later sections of this report, is dependent not only upon the officer's ability to establish rapport with juveniles, but also upon his ability to forge sound working relationships with a host of other professionals and lay persons actively involved in combatting juvenile delinquency.

Sixth, the juvenile officer should be able to work efficiently and effectively without close supervision. The nature of juvenile work precludes close scrutiny by supervisors. This characteristic also includes the ability to identify the relevant aspects of a problem and to develop a plan of attack, often on the basis of emotional and ambiguous information.

Seventh, the juvenile officer's sex and age should be carefully considered in light of local service needs. Quite often, a younger officer is able to establish better rapport with young people of junior and senior high school age, while an older officer has better luck with youngsters of elementary school age. By the same token, female officers show a particularly sensitive touch when working with very young children and when working with teenage girls who are experiencing role difficulties in the family setting.

Eighth, the juvenile officer should possess as a minimum a high school diploma. Additionally, he should ideally have some college experience, particularly in the social sciences. While this may not always be possible prior to appointment as juvenile officer, it should certainly be considered as part of required training for the job.

Ninth, the officer should have served a minimum period of time on the Department. It is difficult to set an optimum time, but three to five years would seem reasonable. Waiver of this provision should be provided for, however, if a candidate's other qualifications are particularly impressive.

Obviously, these nine characteristics, even when deemed present in a given individual, will not guarantee success as a juvenile officer. In concert, however, they comprise a very logical set of qualities which the juvenile officer should possess if he is to have the highest potential for success in a very challenging assignment.

Process

The process by which candidates for assignment as juvenile officers are measured against the standards discussed above is particularly important, for it must serve two functions crucial to the success of a specialist unit. First, the selection process serves the function of comparing candidates against standards and identifying those who must closely meet those standards. Second, the process serves the function providing face validity to the concept of juvenile specialization by publicly setting forth the standards and the methods of selection. Face validity, which might also be called the legitimacy of the specialty, will have significant impact on its acceptability to the police agency and to the rest of the juvenile justice system.

The process recommended for consideration by the Augusta Police Department consists of eight steps: notification of positions available; letter of application; recommendation of supervisor or commanding officer; audit of qualifications; written examination; oral interview; establishment of list; and probationary period.

Notification of Positions Available. The selection process should be initiated by a formal notification by the Chief of Police that a given number of juvenile officer positions are available on a competitive basis. This notification should be made formally to all units in the Police Department, and it should include a statement of the proposed duties of the position as well as a clear description of requirements. Dates should be set in the notification indicating deadlines for applying, testing, and appointment. These dates should be scrupulously adhered to by department management.

Letter of Application. Officers who feel they meet the qualifications set forth for juvenile officer should submit a formal letter of application to the Chief of Police. This letter should define the officer's interest in the position as well as provide a detailed explanation of why he feels he is qualified for the position and how he views the role of the juvenile specialist. This letter should become a part of the total selection file on each officer and should be provided to oral interviewers to assist them in their task later in the process.

Recommendation of Supervisor or Commanding Officer. Each officer who applies for consideration as a juvenile officer should obtain a recommendation from his immediate supervisor or from the commanding officer of the unit in which he currently serves, whichever is most appropriate. This recommendation should be made formally and should include not only whether the supervisor feels the officer could perform effectively as a juvenile officer, but also an assessment of the strengths and weaknesses of the officer in relation to established standards. Under no circumstances should this assessment and recommendation be kept from the applicant; he should be informed of the supervisor's comments and afforded an opportunity to respond to them if he feels they are inaccurate.

Audit of Qualifications. Upon receipt of an officer's letter of application and recommendations from his supervisor or commanding officer, the Chief of Police or his designated representative should conduct an audit of the officer's personnel record to determine if he is qualified to advance in the selection process. This refers initially to whether he meets the educational and length of service requirements. If so, the audit should extend to a determination of whether the record indicates behavior traits which might reasonably eliminate the officer from further consideration. For example, a record of disciplinary action based upon citizen complaints of misconduct could presage serious difficulties for a person applying for a position emphasizing establishing rapport with diverse community groups.

Written Examination. A written examination should be administered to all candidates who satisfactorily complete initial screening measures. This examination, which should include both objective and essay elements, should measure those aptitudes which it is felt a juvenile officer should possess, primarily those set forth in the standards discussed above.

The written examination may be designed internally within the Augusta Police Department, or it may be obtained from an external source; e.g., a consulting firm specializing in public personnel matters, a university or college, or a similar source. Regardless of the source, care should be taken to ensure that the test items are validated.

Oral Interview. Following completion and scoring of the written examination, successful candidates should be interviewed by an oral interview board comprised both of ranking members of the Department (including the unit commander when he has been selected) and persons from outside the Department who have particular expertise in working with juveniles; e.g., school counselors, child psychologists, or court service workers.

The oral interview should focus on the officer's motivation for working with young people. It should rely upon his application letter, personnel file, and written examination for cues to the questions to ask.

Establishment of List. When the scores for the written and oral examinations have been computed, an eligibility list should be established which ranks applicants in descending order of their combined scores. The Chief of Police should then use this list in making assignments as juvenile officer. These assignments should be retained at the pleasure of the Chief of Police (see discussion of rank/status below). The life of the list should be comparable with that of similar appointment lists established for other positions in the Department.

Probationary Period. As with all other promotions or special assignments, the neophyte juvenile officer should undergo a period of probation during which he is regularly evaluated by his superiors. It is difficult to pinpoint an optimum time frame, but one year seems acceptable. At any time during this one year period, the officer should be able to request reassignment to his former unit without jeopardy. The Chief of Police has the right to make such a reassignment at any time.

It might also be advisable under certain circumstances to use the probationary period as an extension of the testing process. This would entail giving each qualifying officer an opportunity to perform as a juvenile officer for a specific period of time and to be rated on his performance. The officers whose performance rated highest would be assigned to the available position(s). This might be particularly appropriate when scores on the examinations were very close for two or more candidates and an insufficient number of vacancies was available to allow assigning all of them as juvenile officers.

Summary. At first glance, it might seem this selection process is more complex than the task requires. This is not so, however, given the sensitive nature of the juvenile officer's job and the centrality of the individual to its effective performance. In fact, the recommended process combines recommendations made by the International Association of Chiefs of Police, the Youth Development and Delinquency Prevention Administration of the United States Department of Health, Education and Welfare, and the Delinquency Control Institute of the University of Southern California, three of the foremost agencies in the country which deal with police- and youth-related issues. The standards established in this section and the process suggested for ensuring their attainment reflect the most recent thinking of those persons concerned with the effective police juvenile operations.

Rank, Status, and Pay

The issue of whether to seek juvenile officers in the ranks or from civilian sources is matched as a significant area of concern by questions of what rank, status, and pay should attach to this new specialist position. It is important to recognize at the outset that the establishment of new positions, as well as their integration into a new unit in the Department, will stimulate considerable concern among employees and among external institutions and individuals currently in the juvenile justice system. Dealing with broad aspects of this concern is discussed in a later section of this report; it is appropriate to consider here those aspects of the concern involving personnel management issues.

The Question of Rank and Status

It is not wise to establish the position of juvenile officer as a formal rank or a permanent position protected by civil service regulations. Too often in the past, specialist positions have been regarded as means by which officers may be rewarded for years of service without going through the rigors of civil service examination. This is a dangerous practice, for it reduces the flexibility of agency management in keeping only the best personnel in sensitive specialist positions.

Specialist performance does not correlate directly with rank. The position is created to accomplish performance objectives which are different from, but not necessarily superior to, those of other positions. These objectives do not include a need to wield command authority over other department personnel. The obvious exception is the unit commander. However, even he should not hold a rank restricted to that position, such as "Lieutenant of Juvenile Section." Such dead-ending would be self-defeating in terms of accomplishing overall department goals.

Closely allied with the question of rank is the status of the juvenile officer. Obviously, status is an ambiguous concept and varies according to the local hierarchy of values. It is important to consider it, however, for even though it is recommended that the juvenile officer assignment not be considered a rank, questions of functional supervision (where the juvenile officer assumes control of a situation by virtue of his expertise) as well as the pay differential discussed below are likely to result in people regarding the position as being above that of field officer.

When a plainclothes assignment is given to a police officer, it is difficult to avoid the perception that he has somehow risen in status. There is an unfortunate belief that plainclothes work, regardless of its nature, is more complex or important than is uniform work. This is certainly not the case. The work is different but not more important. Neither is the holder of the plainclothes assignment, be he detective, juvenile officer, or administrative officer, more important or necessarily more capable of doing the job. Juvenile officers are not being promoted; they are being reassigned. It is imperative, therefore, to establish at the outset and to reinforce regularly the fact that persons appointed as juvenile officers should not be considered in a superior relationship except when the need for functional supervision clearly arises. The success of juvenile work demands departmentwide cooperation and any status adhering to juvenile officers should result from their earning it through exemplary performance.

In summary, then, juvenile officers should be appointed to their positions by the Chief of Police with the understanding that they have not attained a new rank. Rather, they have been given an assignment which requires the performance of specialized tasks but which remains an integral part of the overall police department operation.

The Question of Pay

While rank and status have obvious long-term ramifications for the success of the juvenile officer concept in the Augusta Police Department, the question of pay is likely to earn more immediate attention. The basic issue is whether the work of the juvenile officer is specialized enough—in effect, different enough from that of officers of equal rank—to merit a pay differential. It is difficult at this point to answer this question. Ultimately, its resolution depends upon the level of responsibility assigned to the juvenile officer. If his role evolves as the totality of this report recommends, then a pay differential at least equal to that of detective (as currently operated) is appropriate. If such evolution does not occur, then serious consideration should be given to maintaining the pay at the appropriate police officer level.

This recommendation is based upon the crucial distinction set forth in the preceding discussion of rank. Juvenile work is basically different from that of other departmental units. It can certainly be more demanding. If it is, and further, if it is properly performed, it should be compensated for accordingly. The precedent for differential reimbursement is set by the current practice of paying detectives at a higher rate than patrol officers. The same arrangement can usefully be made for juvenile officers.

Training Requirements

Police work with juveniles demands considerable knowledge of young people, their behavior, how it develops, and how to modify it. Intuition alone will not suffice. It is not exaggerating to point out that mastery of these things has become a lifetime goal for many persons, and further, that mastery often eludes them. For the successful juvenile officer, therefore, the question of training becomes paramount. Since the new appointee is unlikely to be well versed in many pertinent subjects relating to juvenile work, and since he must develop an awareness of and sensitivity to the nuances of juvenile behavior, he will have to acquire this knowledge and these skills through a well-planned training program.

The 1970 International Association of Chiefs of Police study (referred to earlier) found that of cities with a population range of from 50,000 to 100,000 persons, 46 percent saw that their officers received formal classroom training in juvenile procedures prior to beginning their assignment. In the same population group, 97 percent had their juvenile officers attend juvenile seminars or training courses outside of the department. This very high figure reflects police administrators' recognition of the specialized demands placed upon the juvenile officer.

The most important consideration in training newly appointed juvenile officers is that they receive the training prior to assuming their specialist duties. Unless this occurs, there is likely to be considerable inefficiency as the novice officer "feels" his way through his new duties. Additionally, if the officer starts his duties and is forced to interrupt them to attend a training program, both are likely to suffer.

A second important consideration—once the decision to train has been made—is to ensure that the training course selected is appropriate to the needs of the officer and of the position. These needs often overlap, but at the same time some can be quite separate and distinct.

The needs of the officer revolve primarily around knowledge and skills deficiencies which must be corrected. For example, the newly appointed juvenile officer may need information on the philosophy of rehabilitation, psychology, juvenile law, delinquency prevention, and alternative referral sources. He may need to develop or sharpen skills in counselling, interviewing, investigating, and writing reports. These knowledge and skill factors are appropriate to almost any juvenile officer.

The needs of the position, in contrast, refer to those things which are unique to a specific assignment and which may not be required for all juvenile personnel. For example, certain juvenile officers may be assigned to work in school settings as teachers, counselors, and resource officers. In addition to their other knowledge and skills, they will also require

training in teaching techniques, school operations (procedures, rules, regulations), and intergroup relations (as they pertain to getting along with administrators and faculty). Another example is the unit commander, who must be cognizant of how to design, implement, and administer delinquency prevention programs and community liaison programs.

There are a number of programs around the country which can provide useful training for the newly selected juvenile officer. It is imperative that the Augusta Police Department carefully examine personnel and position needs and compare them with program offerings before selecting a program. More than one program may be required in order to provide the full range of knowledge and skill experiences officers need. Exemplary programs include the Delinquency Control Institute at the University of Southern California, and delinquency control programs of the University of Minnesota. Additionally, a number of other organizations and institutions provide occasional training which might be applicable.

In summary, regardless of what training program is chosen, it is strongly recommended that all personnel selected to perform as juvenile officers receive intensive training prior to assuming their duties.

Training for Nonspecialists

Chapter V of this report discusses in detail the functions of juvenile specialists and of the juvenile unit. Suffice it to say here that even with a specialist unit in the department, most juvenile contacts and much police work with juveniles will be performed by members of the patrol force. Specialists will be insufficient in number to handle all juvenile transactions. Also, it would be highly improper to extricate patrol and traffic officers from such interaction, for it is an important part of their roles.

In light of this, it is necessary to ensure that all officers who are likely to encounter juveniles in the course of their official duties should receive a certain amount of juvenile-oriented training. Turning once again to the IACP study, one learns that in Augusta's population category, 86 percent of the agencies surveyed provide juvenile training for recruit officers; 81 percent provide in-service training in juvenile procedure for regular officers.

Every police officer performing field duties will officially encounter juveniles during the course of his work. In many instances, the encounter will not result in further action. Even if the encounter does result in referral to juvenile officers for specialized handling, the field officer will have to prepare the work-up and make the referral. Thus, it is highly desirable that he have a minimal understanding of the philosophy underlying police work with juveniles, that he be aware of applicable departmental policies, that he be aware of the probable results of various methods of confronting the juvenile, and that he be able to ascertain requisite information to assist the juvenile officer in subsequent contacts. Beyond this, the image juveniles hold of law enforcement officers generally is heavily influenced by their perceptions of and contacts with those whose presence is most obvious, namely, the officers in uniform. Establishing rapport with young people is a significant part of their job.

It is recommended, therefore, that the Augusta Police Department ensure that recruit training for all police officers include training in the philosophy and procedures of police work with juveniles. It is also recommended that all officers already employed by the Department receive in-service training in appropriate juvenile subjects. Both kinds of training should draw upon the resources of the recommended juvenile unit. Juvenile officers should both participate in the training and assist departmental training officers and others in the development of appropriate training modules. It should be department policy that all officers receive training in police work with juveniles.

Note: Suggested training curricula for both specialist and generalist officers are being forwarded to the Chief of Police under separate cover.

Conclusion

The effectiveness and ultimate success of the juvenile unit and of the juvenile specialists recommended for the Augusta Police Department will depend greatly upon the manner in which the personnel-related issues raised in this section are addressed. Careful thought should be given both to the issues and to the recommended approaches. The resulting decisions should be regarded not as isolated steps, but as a coherent plan designed to result in the implementation of the strongest personnel measures deemed reasonable in light of local circumstances.

V. PLACEMENT AND STRUCTURE

The placement of the juvenile unit within the police department has been a subject of considerable debate over the years. The major trend in the past has been to include juvenile operations within the general confines of the investigative or detective bureau, the rationale being that juvenile officers were really investigators of cases in which the perpetrator had not yet reached legal maturity. Less frequently, the juvenile unit was located with community or public relations, primarily because of the great amount of public speaking which tends to go along with the job.

Today, however, a new concept is emerging which integrates juvenile operations with a host of other prevention-oriented activities, hoping to synergistically enhance all of them. In speaking of this trend, Richard W. Kobetz of the International Association of Chiefs of Police says:

To insure that one of the primary missions of any law enforcement agency—crime prevention—is accomplished, this bureau consolidates similar functions into one unit: community relations and human relations, juvenile, public information, and miscellaneous preventive activities such as police-school and crime prevention programs. The juvenile specialist, because of his involvement with individuals and agencies seeking to assist the youth of the community, has traditionally been involved in a very active community relations role.¹

The situation in Augusta augurs well for such an approach. There is no existing juvenile unit. The current community relations unit—comprised of two officers—spends a considerable amount of its time on youth-oriented tasks. And finally, crime prevention in a programmatic sense is not well developed. It is strongly recommended, therefore, that the Police Department create a Community Crime Prevention Unit in which juvenile, community relations, public relations, and crime prevention activities would be centered.

Because of the sensitive nature of such a unit, and because its mission requires that it deal extensively with community groups, it is further recommended that the Community Crime Prevention Unit answer directly to the Chief of Police, as is the case with the current community relations unit. By maintaining such a short chain of command, critical issues will be more quickly brought to the Chief's attention and appropriate responses more rapidly forthcoming.

¹ Kobetz, Richard W., *The Police Role and Juvenile Delinquency*, IACP, Washington, D.C., 1971, p. 181.

An alternative to this organizational arrangement—but less preferred—would be to establish an independent Juvenile Unit within the Detective Bureau. The obvious hazards of this placement include a high potential for overemphasizing investigative activities at the expense of preventive activities; relying upon juvenile officers to handle detective assignments in times of overload; and probable conflict with the primary responsibilities and philosophy of the larger detective bureau. That philosophy is rightly to solve crimes and deter future commission of crimes through the media of arrest and prosecution. This philosophy is incompatible in significant degree with that of a juvenile unit.

Internal Unit Organization

Internal organization of the Community Crime Prevention Unit must reflect the priorities assigned to its many tasks. It is not within the purview of this report to consider in detail the full range of community relations, public relations, and crime prevention activities which should ideally be part of the operations of a metropolitan police department such as Augusta's. Therefore, this section considers specifically organization as it relates to the juvenile component of the unit and will refer to other components only as they relate to juvenile.

For purposes of clarity, the remainder of this report assumes that the Community Crime Prevention Unit is adopted as the basic mode of organization. Within that Unit will be a Juvenile Section, as well as a Community Relations Section and other sections as may be appropriate. Even if this basic mode of organization is not adopted, however, the remarks made concerning the Juvenile Section remain pertinent.

It is important that the CCPU and the Juvenile Section achieve command parity with other elements of similar responsibility in the Department. Basically, this means having a commanding officer of rank equal to that of commander of similar units. Given the current rank structure of the Department, and also in light of the fact that the CCPU will report directly to the Chief of Police, it is recommended that the overall commanding officer have a rank of lieutenant. This assumes that this person will command the entire Unit, including the Juvenile Section. If the total Community Crime Prevention Unit becomes sufficiently large, the Department should seriously consider the establishment of an additional captain's position and the placing of the Unit in bureau status, equal to Patrol, Traffic, and Detectives.

The importance of command parity derives from considerations both of status and of the usual internal bargaining for resources which typifies a bureaucratic organization. The perception departmental employees as well as influential external persons will have of the newly created unit and its various sections will be heavily influenced by the rank of the person assigned to command it. Low rank will imply low status; it is likely to appear as though the project is not regarded as importantly as top management may otherwise claim. This could have deleterious effects on relationships between the new Unit and other segments of the Department.

These possible effects lead to the second difficulty which could be precipitated by a low ranking commander, namely, a disadvantage in bargaining for resources with other units in the Department. Because the total number of personnel and the amount of money available for equipment and supplies is limited, active bargaining occurs within any agency. The rank of the bargainer is a prominent factor in his ultimate success.

Since the commander of the CCPU, whatever his rank, will be responsible for coordinating a variety of activities—not just those of the Juvenile Section—his primary skills should be of a managerial nature. His role will be one of coordination and administration, including a major responsibility for development, implementation, and evaluation of various programs: crime prevention, school liaison, and so forth.

Each section within the CCPU should also have a senior person responsible for overseeing activities and ensuring that they are carried out properly. Since this person—here focusing specifically upon the Juvenile Section's senior person—will be in direct contact with the juvenile officers in their day-to-day performance, his skills should be less managerial and more supervisory, including a firm grasp of the role and duties of the juvenile officers. If the ultimate composition of the Juvenile Section is four officers, as suggested later, then it would be appropriate to have a sergeant as its senior officer.

Composition of the Juvenile Section

Given the lack of accurate data on the juvenile work load of the Department, it is quite difficult to determine how many officers should optimally be assigned to the Juvenile Section. The discussion in this section is based upon the overall perception of the situation developed by the on-site consultant during his field visit. It is supported by an examination of the complements of juvenile units in other police departments in similar size, geographic, and employee categories. Obviously, there is no ratio of juvenile officers to population or juvenile officers to total strength which is uniformly applicable across the country. Such ratios—discussed in the next paragraph—can be useful, however, as general guidelines to aid command decision makers as they deliberate Augusta's needs.

The IACP survey of 1970 found that in the South Atlantic States (Delaware, Virginia, North Carolina, Georgia, District of Columbia, Maryland, West Virginia, South Carolina, and Florida) the number of juvenile officers per 100 sworn police officers was 2.2. In cities throughout the country in Augusta's population range, the number of juvenile officers per 100 sworn officers was 3.6. And, of all responding agencies of a size similar to that of Augusta (150 to 199 officers), the number of juvenile officers per 100 officers was 3.1.

Direct application of these ratios to the situation in Augusta is not in order. Ultimate section strength must be determined on the basis of accurate data captured and analyzed over a sufficient period of time to allow management to make firm judgments on agency needs. It is therefore recommended that the strength of the juvenile section *initially* be set at four juvenile officers and one sergeant in charge of the Section.² This recommendation is based upon the range of duties prescribed in the next section of this report. It is well within the ranges described above.

² Note that this presupposes the Juvenile Section is part of the CCPU. If not, the senior officer or section commander should be a lieutenant.

It will probably not be possible to staff the Section at full strength immediately. In fact, a slow and deliberate program leading up to full strength will be advantageous if it is carefully planned so that personnel have time to learn their new roles, establish working relationships both within and outside the Department, and develop confidence in their ability to perform their new tasks acceptably.

Relationship to Other Functional Elements of the Department

In most instances, the Juvenile Section's relationship with other departmental elements will be one of advice and assistance. It is neither appropriate nor possible for juvenile officers to assume the monumental task of personally dealing with all juveniles coming into contact with the police. Thus, they will act much as "internal consultants" to other units, helping the latter to understand the imperatives of police work with juveniles, to learn and develop appropriate techniques for dealing with juveniles, and to identify those extremely significant cases which do require intervention by the juvenile officer himself.

In the latter case, and in some other unique circumstances which might arise, the juvenile officer may find himself exercising "functional supervision" over personnel of equal or superior rank. An example would be a major crime involving a juvenile in which the juvenile officer would take charge of the investigation at the scene, thus giving instructions to field officers. Functional supervision is a fact of life in any agency which relies upon specialists who do not necessarily hold supervisory rank. It is important that departmental policy set forth the necessity of functional supervision, the circumstances under which it is appropriate, and the responsibilities of all parties when it is invoked.

Because of the primarily advisory nature of their relationship with other elements of the Department, it will behoove juvenile officers to develop workable systems for being accessible when their expertise is needed. A call-out system as well as regular written training bulletins on juvenile problems are examples of procedures which can make the juvenile officer useful to, and valued by, field units.

VI. FUNCTIONS OF THE JUVENILE SPECIALIST AND UNIT

This chapter sets forth a philosophy of police work with juveniles as well as certain functions of both individuals and the Juvenile Section which can usefully put this philosophy into practice for the Augusta Police Department. Much of the discussion is general in nature; actual implementation will depend upon unique local conditions.

Philosophy of Police Work With Juveniles

It is difficult to synthesize the salient features of police work with juveniles, for each authority and each agency tends to interpret its philosophy a bit differently. Emphasis shifts from investigation to prevention to image building. What is needed, then, is a general statement of themes of police work with juveniles which the Augusta Police Department can use in developing its own policies and approaches.

On this basis, it is suggested that the primary feature of this specialized police work is an emphasis on prevention. Whenever possible, the operations of the juvenile officer are geared toward preventing a juvenile from becoming delinquent. If the juvenile has already run afoul of the law, the officer's efforts go toward ensuring that he does not do so again.

This leads to the second primary feature of juvenile work, namely, that rehabilitation is a desirable and attainable responsibility of the police—especially insofar as they are a part of the juvenile justice system, which represents the total governmental embodiment of this value. It may seem that rehabilitation is a responsibility of other agencies, since the police deal with illegal behavior close to the time of its occurrence rather than later when it can be sorted out and analyzed. It is the very fact of immediacy which gives the police officer an important role in rehabilitation, however. Because the police officer usually has considerable discretion in dealing with emergent situations, he is able to take a variety of actions which can have rehabilitative impact. Explaining to the juvenile that he has violated the law and then deciding what course of action best fits the situation can be rehabilitative in itself. Even if referral further into the justice system is made, the officer's actions represent the initiation of the rehabilitative process.

A third, and for this report final, feature of police work with juveniles is the attempt on the part of the police to play a leadership role in mobilizing a full range of community resources to meet the objectives of prevention and rehabilitation. The police alone cannot prevent juvenile crime nor can they rehabilitate offenders. Being the primary gatekeepers to the juvenile justice system, however, they are in an excellent position to initiate programs designed to eliminate delinquency-provoking conditions in the community and to work with other agencies and resources in attaining the goals of prevention and rehabilitation.

Policy and Procedure Development

Accomplishment of the objectives of police work with juveniles ultimately adopted by the Augusta Police Department will begin with the articulation of policies which set forth basic positions. Policies are a written embodiment of the agency's values. They are the guides for the specific procedures which policemen follow.

Without going into great detail, it is possible to indicate areas in which policy statements should be developed (sample policy statements are being provided to the Chief of Police under separate cover). For example, written policies should be developed covering the areas of:

- Juvenile section objectives.
- Functions of juvenile officers.
- Selection of juvenile officers.
- Adherence to legal requirements regarding juvenile offenders.
- Interviews and interrogations.
- Detention and incarceration.
- Training requirements.
- Booking, fingerprinting, and photographing juveniles.
- Referral sources.
- Relations with external youth-serving agencies.
- Relations with other departmental elements.
- Policies governing referral to juvenile officers by field officers.

There are numerous other subjects which might realistically be covered by policy statements. Additionally, the areas indicated above may require several separate policy statements for adequate coverage.

As important as the fact of policy statements is the process by which they are formulated. It should probably be an early responsibility of the first juvenile officers to develop policy statements for consideration by departmental management. In doing so, drafters of policy statements should carefully research the subjects they wish to cover, including examining policy statements from other agencies, pertinent literature,

correspondence with professional youth serving agencies, consultation with legal advisors, and consultation with other members of the Department. The widest possible discussion of suggested policy statements should be encouraged to ensure adequate understanding of their intent and content.

Procedure Development

Policies comprise the broad guidelines against which officers measure more specific behaviors. In addition to policies, it is usually advantageous to formulate specific procedural statements which elaborate upon the policies and tell the "how to" aspects of elements of the juvenile officer's job. It is important not to develop too many procedures or to make them too specific, however, for this can reduce flexibility and stifle creativity on the part of personnel. Rather, procedural statements should confine themselves to areas in which careful adherence to certain guidelines is necessary.

Procedures might usefully be developed for such things as:

- Booking.
- Arrest and incarceration.
- Use of admissions, confessions, statements.
- Notification of parents.
- Completion of forms and record requirements.

As with policies, procedures should be carefully developed in a manner which ensures wide participation by pertinent personnel. It is particularly important that legal advice be obtained to ensure that statutes and court interpretations are scrupulously adhered to.

It is also important to recognize that both policies and procedures are subject to change. Regular reviews of both should be undertaken—perhaps on a biannual basis—to ensure that they are in line with current needs and applicable legal requirements.

Investigative Responsibilities

The first job of juvenile officers was to investigate crimes in which juveniles were either the perpetrators or the victims. This was reflected in their regular assignment to detective units and their frequent title "juvenile investigator." Over the years, however, the philosophy of juvenile work outlined earlier emerged and the duties of juvenile officers changed accordingly.

Today, the juvenile officer still has investigative responsibilities just as with adult crimes, but they now include gathering information on the circumstances surrounding the commission of an offense so as to facilitate the making of a dispositional decision. Thus, a major responsibility of juvenile officers and the Juvenile Section proposed for the Augusta Police Department is to receive from patrol and detective personnel cases involving juveniles which require additional follow-up prior to their being disposed of.

Counselling Responsibilities

Since one option open to the police juvenile officer is to release the juvenile without further legal action, it is important that he understand the elements and process of counselling. It is often argued that counselling is not a proper police responsibility. Given the large volume of young people who come into contact with the police, however, and also given the large number of juveniles who are not passed along by the police to other elements of the justice system, counselling obviously occurs. Thus, it is advisable to formalize this process and to take steps to assure that those doing counselling are accomplished at it.

In addition to doing individual counselling, juvenile officers will often be called upon to assist officers in the field who encounter a situation which they feel requires a "counsel and release" but which they are uncomfortable in handling. In such instances, the juvenile officer must be prepared to assist the field officer in determining what counselling technique is appropriate and in applying that technique.

Crime and Delinquency Prevention

The Community Crime Prevention Unit recommended for the Augusta Police Department should ideally include officers who specialize in crime prevention activities (perhaps after being trained at the National Crime Prevention Program in Louisville, Kentucky). Much of the work of the juvenile officers and Juvenile Section, however, will also be preventive in nature. Many of the programs described later in this section have a prevention orientation. Thus, it is important to note the two kinds of prevention in which personnel are likely to engage.

The first kind of prevention is individualized and derives from dealing with specific juvenile offenders. Counselling a juvenile—and often his parents—can have a preventive result. So can referring a juvenile offender to a social agency which is able to help him readjust his behavior. This individual prevention work is gratifying to the juvenile officer and represents a major reason many officers seek the work.

The second kind of prevention is programmatic. That is, it aims at large numbers of juveniles through the development and operation of a programmed series of events. Bicycle theft prevention seminars, youth ride-along programs, youth athletic programs, and a host of other undertakings comprise programmatic crime prevention.

Juvenile officers will thus play dual roles in prevention. They will be actively involved in preventive activities, and they will also endeavor to stimulate and participate in programmed prevention which ideally will include people from a broad spectrum of community life. The Juvenile Section should also become a focus for prevention-oriented activities throughout the metropolitan area. It can usefully serve as a mobilizing center for such activities.

Mobilizing Community Resources

The police juvenile officer is in a unique position to see what conditions in the community are conducive to promoting juvenile misbehavior and delinquency. He is the

initiator of the juvenile justice process; he first sees the troubled young person, and he introduces him to the system, either formally or informally. There is an emerging feeling that because of his key role the juvenile officer can usefully serve another function. That function is called resource mobilization. James Fisk, former deputy chief of the Los Angeles Police Department, puts it this way:

The police are only a subsystem which in turn functions within a larger system to produce a livable society. There are organic functions and relationships within these systems. While these subsystems do have a discreteness, their effectiveness is nullified or reduced by functioning as entities. The community at large contains most of the resources necessary to establish the desirable level of social order. But they are not likely to be used most effectively unless the police assume the role of mobilizing these resources and producing a cohesive effort.³

Basically, this means that since the police are first to see undesirable conditions in the community, they should include as part of their role the precipitation of responses to these conditions. It is a process which includes:

1. Sensing and identifying problems which correlate with delinquency.
2. Identifying the resources in the community which can attack the problems identified.
3. Working with various groups and individuals in the community to establish priorities, including consideration of which problems are best served by a direct police response and which should be passed on to other agencies.
4. Stimulating appropriate responses to various problems, including serving on committees, study groups, and so forth.
5. Analyzing and providing feedback on the effectiveness of programs.

³ Fisk, James G., *Police Decision-Making: Its Relationship to the Legitimacy of the Political System*, Institute for Government and Police Affairs, UCLA, 1972, p. 21.

Few other agencies in the community have the unique ability to mobilize resources that the police do. In addition to their firsthand experiences, the police have the advantage of an organized, well-oiled administrative mechanism to coordinate action. Their presence on the streets of the community in large numbers provides them with a continuous update on problems and conditions. And their numbers give them the potential for meaningful impact via well-designed programs.

Program Development

Regardless of whether the community mobilization concept is realized, the Juvenile Section and juvenile officers will still become involved in program development, even if the programs are wholly police-operated. Reaching the large numbers of juveniles in the Augusta area requires that programs be devised which focus on groups. In order to assure that such programs are effective, the Juvenile Section should have the responsibility of analyzing local delinquency problems and designing programs which reach the people and speak to the conditions which require attention.

Such programs might include:

School resource programs, in which police officers work regularly in schools as counselors and teachers in courses relating to the need to obey laws and rules.⁴

Diversion programs, in which alternative sources are identified to assist troubled youngsters; community health centers, civic organizations, hospitals, churches, and similar institutions are possible participants.

Tours and ride-along programs in which youngsters have a chance to see what police work is really like and to participate in candid discussions with police officers.

Scout programs in which police officers sponsor Explorer Posts and in which the boys and girls work in the police agency as part of their experience.

"Brown bagger" programs in which regular beat officers have lunch on the campuses of schools on their beats to meet the students and talk with them.

These are just a few of the programs which the Juvenile Section should consider for implementation in Augusta. They have been tried in many forms throughout the country and numerous police agencies have found them worthwhile.

⁴ See, for example, the recent National Advisory Commission on Criminal Justice Standards and Goals report, *Police*, which sets in Standard 1.6 the requirement that every police agency make efforts to place police officers in the classrooms of every school in its jurisdiction.

Staff Functions

In addition to its operational functions, certain staff responsibilities will accrue to the Juvenile Section. For example, juvenile officers will have to participate in training activities, both for new juvenile officers as well as for regular officers. Juvenile personnel should develop and present relevant training in the recruit training cycle and in in-service training sessions held for all personnel. This training role should include close cooperation with regular departmental training personnel.

Another staff function is assistance in the development of a records system appropriate to the philosophy and policies developed to guide the operations of the Juvenile Section and general police work with juveniles in Augusta. The current record system is not adequate to provide the precise data needs which the new Section will require if it is to be truly effective.

Stemming from this is the staff function of planning. Since all elements of the Department will continue to encounter juveniles and to deal with juvenile problems, it will be important for juvenile officers to assist planning personnel and command personnel in all bureaus and units in the development of strategies for coping with these problems. Additionally, such planning assistance will be valuable to agencies external to the Department. Juvenile court authorities as well as other youth-serving entities will find police assistance in the planning of their activities particularly useful if they are made aware that it is available and happily provided.

Juvenile Personnel Roles

It has been recommended that the Juvenile Section be comprised of a sergeant (or lieutenant) and four juvenile officers. Distribution of this complement will depend upon work load factors as yet undetermined. It is useful, however, to consider some general work load assignments which reflect the various functions set forth above.

The sergeant (or lieutenant) should be concerned primarily with program development, supervision, and evaluation. His role should be to ensure that the Section's objectives are being accomplished insofar as possible. He should also take responsibility for much of the liaison with community groups and other justice system agencies.

Two of the juvenile officers should concentrate primarily on follow-up investigations of the most serious cases involving juveniles. All juvenile officers might usefully handle caseloads, but specialization by two persons can provide greater attention to details and also make the establishing of liaison with patrol and detective forces easier.

The remaining two juvenile officers should concentrate on school programs and similar preventive activities. They could shift roles with the other juvenile officers on some logical basis—perhaps annually corresponding with the school year—so that all officers get experience in all tasks. However, the section commander may find that officers are particularly competent in particular assignments and wish to keep them there to optimize effectiveness.

Supportive Resources

Optimally, the Juvenile Section should have adequate supportive staff and physical resources to accomplish its mission. A civilian employee to perform clerical tasks is desirable. Also, both marked and unmarked vehicles will be required. Marked vehicles should be used by officers—in uniform—when they are working in many of the school-oriented programs and in other noninvestigative activities. The unmarked vehicles should be used by investigators.

Finally, sufficient office space to give each officer his own desk, to provide file storage space, and to ensure privacy in interviewing and counselling young people and their parents is important. The latter—private interviewing facilities—is crucial.

VII. RELATIONSHIPS TO THE REST OF THE JUVENILE JUSTICE SYSTEM

Perhaps the most impressive aspect of the unique American invention called the juvenile justice system is its complex division of function and responsibility among a wide array of agencies and social institutions. Recognition that juveniles who have—or are about to—run afoul of the law require specialized treatment has resulted in embracing within the system numerous educational, service, and social welfare agencies which do not have any coordinating body or force overseeing them. Added to this are the numerous law enforcement agencies which exist in a given locality, the juvenile court apparatus, and the youth correctional service. It is obvious that juvenile justice administration may more accurately be portrayed as a "nonsystem" than anything else.

It is likely that this condition will prevail to some considerable degree, at least for the foreseeable future. The complexity, confusion, and often unarticulated efforts of the many agencies seeking to help troubled children are susceptible to coordination and improvement, however, if a strong leadership effort is undertaken by appropriate agencies and individuals.

This section of the report discusses briefly how the proposed Juvenile Section can help to bring about greater cooperation and coordination of efforts on behalf of juveniles in the Augusta area. It is important to note that this task is not without danger. Political issues as well as questions of control and dominance will arise. The overriding goal must always be improvement of the juvenile justice system through the collaborative reduction of duplication and competition.

Law Enforcement Agencies

Augusta is the metropolitan center for a significant population in the Central Savannah River Area. Many of the young people who create law enforcement problems for the Augusta Police Department come from either county territory or from other communities. The officer who endeavors to deal with a juvenile from outside the jurisdiction is at a distinct disadvantage. He may not have access to information indicating whether the youngster is a habitual problem. It may be difficult for him to contact the child's parents. And, if the preferred dispositional alternative is to counsel and release, the officer may hesitate to do so because he will not be able to check on the youngster's progress.

Other difficulties are also posed by a multiplicity of law enforcement agencies serving a common youth population. Foremost is the danger of unequal enforcement policies. Agencies may develop different ways of dealing with juveniles and with various acts performed by juveniles to the extent that behavior that is acceptable in one jurisdiction is unacceptable a hundred yards down the road. This disparity creates obvious problems, not the least of which is an extremely negative image of police officers in the eyes of young people who regard enforcement action as discriminatory because it is not applied uniformly.

A spin-off of this problem is a wide variation in arrest, detention, and booking policies. Juveniles arrested in one jurisdiction may be subjected to practices which are not part of the procedure in another jurisdiction. The primary disadvantage here is that one agency creates a comprehensive record of an act of juvenile misbehavior while another agency generates no formal record. Thus, the juvenile has a record despite the inability of the "professionals" to agree on whether it is appropriate.

A final disadvantage of the multiplicity of law enforcement agencies in close proximity to one another is the high level of duplication of effort that results. Many times, acts of misbehavior or crime are committed by one juvenile in a number of jurisdictions in a time frame and sequence that makes them virtually one act. However, as many as three or four investigators may be assigned to cases. Additionally, and this is the crux of the problem, the investigators will probably be unaware of their similar efforts through most of the investigation. This can and does result in an extremely expensive duplication of effort.

The response to these difficulties is easy to put on paper. It is less easy to achieve. However, the value of reducing duplication and optimizing cooperative work makes the effort worthwhile. Basically, a cooperative mechanism must be established whereby juvenile officers from various agencies—in this case primarily the Augusta Police Department and the Richmond County Sheriff's Department—can pool information and other resources in a useful fashion. For example, a central juvenile records index (with appropriate security safeguards) can do much to ensure that investigators have accurate and up-to-date information when making disposition decisions. Also, joint consideration of enforcement and administrative policies can help to alleviate perceptions of discrimination or lack of coordination. Even if identical policies cannot be agreed upon, at least officers of the involved agencies will have the opportunity to understand what one another's policies are and why they say what they do.

Other advantages accruing from a cooperative mechanism include joint training, sharing of intelligence, a broader base of personnel when attacking interjurisdictional problems, and the simple sharing of ideas when problems arise.

It is recommended, therefore, that members of the Juvenile Section work cooperatively with the Richmond County Sheriff's Department to create a central juvenile reference system (with appropriate records information) as well as an association of juvenile officers to serve as the basis for cooperative exchange of information and expertise. Not only will such activities make officers in all concerned agencies more effective, but also it will indicate to the public the earnestness of the law enforcement agencies in combatting juvenile crime.

Courts

One dispositional alternative open to law enforcement officers is referral to the juvenile court for action. Also, the court's decisions impact upon police policies and procedures insofar as they provide guidelines for police action in such areas as detention, arrest, interviewing, and referring youngsters. Given this organic relationship, it behooves the police to develop a communication system with the court which ensures that the two entities understand one another's philosophies, policies, and procedures. It is best to confront questions rather than to attempt to infer feelings secondhand.

One basic reference source on police work with juveniles lists the following areas which should be cooperatively defined by the court and the police agency:⁵

1. Limitations on interrogation by the police for the protection of children and their families.
2. Use of detention by the police.
3. Circumstances under which the police are warranted in working with juveniles rather than referring them to the court or another community agency.
4. Criteria to be used by the police in referring children to the court or to other community agencies.
5. Information the court must have from the police whenever a child is referred.
6. Policy on fingerprinting and photographing of children.
7. Role of the police in court hearings.
8. Report of court disposition to be made to the law enforcement agency.
9. Police—court service worker cooperation.
10. Periodical statistical report to the court of all juveniles handled by the police.
11. Release of information about juveniles to the press and other communications media.

These questions, and any others which are deemed appropriate for joint court—police consideration, should be formally reviewed. Decisions should be set forth in writing so that all concerned parties can have the benefit of formal guidelines against which to weigh decisions. The best method for accomplishing this task is to establish a task force comprised of court judges and court services personnel as well as law enforcement officers from throughout the court's jurisdictions.

⁵ Kenney, John P. and Dan G. Pursuit, *Police Work With Juveniles and the Administration of Juvenile Justice*, Thomas, Springfield, Illinois, 1970, pp. 293—294.

Beyond this formal mechanism, it would be useful for court service workers and representatives of the prosecutor's office to exchange jobs with juvenile officers for short periods of time so that everyone gains a perception of what the other person's job is all about. Much confusion and occasional ill-will might be eliminated by this simple orientation technique.

Regardless of what combination of methods is adopted to ensure that court personnel—including judges, court service workers and legal staffs—and law enforcement personnel adopt a joint problem-solving system, it is important that it be continuous. A one-time effort will not be sufficient, for changes in personnel, new legal interpretations, shifting crime patterns, and myriad other factors will demand continuing attention.

Corrections

Direct relations between juvenile officers and correctional personnel will be less frequent than between officers and agents of the court system. It is still advisable to consider how law enforcement and correctional personnel can work together. Delinquency prevention and rehabilitation of offenders is a process which at some stage includes all elements of the juvenile justice system. Also, the correctional subsystem has considerable expertise in working with young people that the police will find helpful in their planning, training, and program development efforts.

It is not uncommon for correctional personnel and law enforcement officers to differ significantly in philosophy and technique. When police officers endeavor to work with juveniles, these areas of disagreement can lead to difficulties. It is important, therefore, for the Juvenile Section to establish formal liaison with staff of the youth development administration to ensure that a close working relationship will prevail. Formally, the section commander or senior officer should have this responsibility. However, all juvenile officers should also establish working contact with youth correctional workers.

Schools

The only other governmental entity that contacts as many juveniles in an official capacity as the police is the education system. In fact, young people who have difficulties with the law invariably experience difficulties in the school setting. It is imperative that the police and the schools work cooperatively to identify mutual problems and to develop and implement strategies for solving those problems.

The preceding section noted a recommendation of the National Advisory Commission on Criminal Justice Standards and Goals that all police agencies establish formal involvement programs in all schools in their jurisdictions. This recommendation is strongly supported here. Although the specifics of a school involvement program will have to be worked out jointly by police and school personnel, some general comments are in order.

First, it is suggested that every school in Augusta be visited by a police officer on a regular basis. This can be accomplished through a combination of safety programs, driver education demonstrations, "brown bagger" lunches with beat officers, lectures to civic classes, career day programs, and a variety of other means.

Second, it is recommended that two of the proposed juvenile officers be assigned primary responsibility for working virtually full time with the junior and senior high schools in the community. Strong consideration should be given to establishing school resource programs in which officers have offices in the schools, teach regular classes, and work with administrators, counselors, and faculty in developing respect for the rule of law via the education process.

Third, it is recommended that all units of the Department participate in school programs. Traffic officers should be involved via safety activities. Patrol officers should regularly visit schools on their beats. Detectives should occasionally participate in short talks to students about their activities. Command officers should meet with selected classes to discuss the complicated tasks involved in administering a major government agency.

Fourth, it is suggested that the Department review school programs from other jurisdictions to determine a model which will be most appropriate for Augusta. Some sample program materials are being provided to the Chief of Police under separate cover.

Once again, this involvement will not occur easily. There may be some hostility to the idea. Working relationships will have to be developed through trial and error. However, there is strong evidence from throughout the country that police involvement in school programs is a positive force for developing respect for the law through greater understanding of its purposes and processes.

Community Groups

The function of mobilizing community resources discussed earlier in this report is based on the premise that the community contains all of the forces necessary to solve its major problems, but that in most instances these forces are not brought to bear in any meaningful fashion. When considering juvenile delinquency, this is particularly true. A community of Augusta's size and diversity contains numerous citizen groups, agencies, and institutions that can provide useful assistance to the police. The task is to identify those groups, to determine what their resources are, and to develop means of getting the resources to the problems.

A major aspect of the job of the Juvenile Section commander and of the juvenile officers should be to work with various community groups, to get them interested in working in delinquency prevention and rehabilitation programs, and to serve as a coordinator for their activities. A directory of community resources to which officers, court personnel, correctional agencies, and other youth-serving groups may turn for referral assistance should be developed and maintained by the Juvenile Section. Additionally, other relationships as outlined in the following section should be developed.

Among the agencies and groups which have traditionally cooperated with the police are the following:

Church groups	YWCA
Veterans organizations	PTAs
Civic groups	Bar Association
Rotary	Medical Association
Kiwanis	Chamber of Commerce
Lions	Halfway houses
Optimists	Private schools
YMCA	Foster parent programs
Salvation Army	

The juvenile justice system is designed in such a way that all of these many groups—and many others—have a role to play. The police can perform a useful and mutually valuable service by facilitating their involvement.

VIII. GENERATING SUPPORT

Successful implementation of the many recommendations contained in this report will require careful planning on the part of Augusta Police Department management. Part of this planning should include consideration of how to generate support for the concepts and specific strategies undertaken. Support is essential, both internally from police personnel, and externally, from community and other justice agencies.

The best tactic to ensure support is to involve as many concerned parties in the process as possible. It is recommended that a Juvenile Justice Advisory Committee be formed by the Chief of Police. This committee should include representation from such sources as the courts, corrections, other law enforcement agencies, civic groups, and local business. While its role should be purely advisory, it should still be given a chance to participate meaningfully in planning those elements of implementation strategies which it can appropriately address (for example, internal structural questions would not be within the purview of the committee).

A first task of this committee which could help to generate considerable support would be the development of a "community resource directory." This directory should list every agency, community group, and institution in the Augusta area which could conceivably provide assistance to young people in trouble or support in delinquency prevention programs. It should include the name of the agency, officers or officials, a brief description of its objectives, appropriate telephone numbers, what services the agency can provide, and how to contact responsible representatives. Participation in such a valuable task can help to solidify the committee behind the new Juvenile Section. It can also alert wide segments of the community to the Department's new efforts in this direction.

Wide press coverage should be given to the establishment of the specialized juvenile program, also. It is widely recognized that programs for combatting juvenile delinquency are among the most worthy activities any organization can undertake. Thus, press coverage will benefit both the Department—by giving it positive publicity—and the youth of the community—by bringing to the fore problems and proposed solutions.

Careful attention must also be paid to generating support for the new Juvenile Section within the Department. Any major change in the status quo will cause concern among employees. Complete candor and participation are essential if the transition is to proceed smoothly. A few pertinent points can help.

1. Minimize resistance to proposals by allowing interested parties to participate; resistance will be less if they feel they are doing it, not having it done to them.

2. Clearly indicate that the proposals have the support of top management.
3. Clearly point out how the proposals will reduce current burdens and problems.
4. Develop the proposals so that their new aspects are interesting to the persons who must deal with them.
5. Clearly point out that no one will lose any autonomy or security through implementation of the proposals.
6. Involve personnel in the analysis that leads up to changes; they will be more committed if they agree on what the problems are.
7. Recognize that there will inevitably be misunderstanding and misinterpretation; be prepared to solicit and react to feedback regularly.
8. Keep the program open to revision if it does not work; do not become so identified with or committed to changes that it is not possible to reverse or alter course.

The objectives of the Augusta Police Department in endeavoring to better serve the youth of its community can be met in many ways. This report can obviously serve only as a guideline, indicating preferred alternatives from the frame of reference of the consultant and the resources to which he has referred. Whatever course the Department chooses, the implementation strategies discussed in this section will apply.

END

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