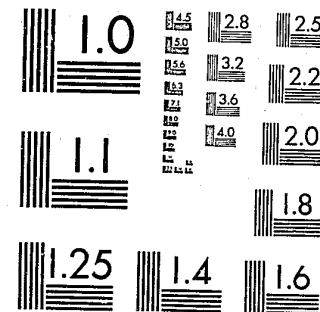


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

6-9-83

COST BENEFIT

"making sense out of dollars"

80-MU-AX-0009-(5-1)
An
EVALUATION
of the
JUVENILE CONTINUING
OFFENDER PROGRAM
COLORADO SP9S ICAP

86807

Logan, Suite 220

Denver, CO 80203

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NCJRS

JAN 28 1983

ACQUISITIONS

An
EVALUATION
of the
Colorado Springs Police Department
JUVENILE CONTINUING OFFENDER PROGRAM
(JCOP)

U.S. Department of Justice
National Institute of Justice

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Kristann S. Jones
Cost Benefit

December 30, 1982

The present report will reexamine the benefits to be obtained from the Juvenile Continuing Offender Program (JCOP). The program was funded through the Colorado Springs Police Department's (CSPD) Integrated Criminal Apprehensive Program (ICAP) Enhancement Grant.

The present report will provide information on the current status of JCOP within CSPD. It will examine some of the discrepancies between the current operation and the ideal, the reasons for these discrepancies and recommendations concerning the manner in which JCOP can be expected to more fully fulfill its mission.

BACKGROUND OF JCOP

The juvenile offender poses a paradox in law enforcement. On the one hand, the Colorado Children's Code of the Colorado Revised Statutes provides for protection, supervision and rehabilitation of the juvenile offender. On the other hand, juvenile offenders are thought to be responsible for a very large proportion of the offenses handled by police officers.

Crime analysts have already drawn attention to the fact that persistent crime patterns have been linked to juveniles, yet patterns created by juveniles are particularly difficult to impact because juveniles are rarely confined or supervised to the point that they are put "out of action" for long.

What is the solution to this problem from the standpoint of the CSPD? How does one highlight the seriousness of the problem and the extent of previous involvement of the individual juvenile?

The Career Criminal program has been operating in the Operations Resource Unit at CSPD since 1978. This program identifies repeat adult offenders as "career criminals" and establishes a system whereby information on these individuals can be continuously updated and distributed to police personnel.

The JCOP was patterned somewhat after the career criminal program. It was conceived as a method "whereby certain juveniles involved in criminal offenses repeatedly and demonstrating a propensity for continuing criminal behavior may be identified and considered for added attention by police and other juvenile justice agencies." The purpose of the program was not "to seek more stringent penalties for these offenders but only to serve to identify them" and their repeated involvement with law enforcement.

PROGRESS OF JCOP

The JCOP concept was included in the ICAP enhancement grant to CSPD. Funding provided for a desk, a chair, a typewriter, supplies and printing. Administered by the juvenile division of the Detective Bureau, JCOP is staffed by a parttime volunteer funded through the Senior Community Service Employment Program administered by the National Retired Teachers Association and the American Association of Retired Persons. His title is JCOP Coordinator.

A starting point for the development of JCOP was the Operations Resource Unit's (ORU) career criminal program. A point system for "JCOPers" was developed which was similar to that of the career criminal program (see Table 1). Using this point system, the juvenile records of existing career criminals were scored (see Appendix A).

Table 1. JCOP scoring system

Criterion	Points
Misdemeanor	3
Felony against property	5
Felony against person	6
For each offense repeated	1
For progression from less serious to more serious offenses	2*

*Awarded at time of entry into the program.

Since the average point total for the juvenile records for career criminals was 20, 20 was used as the criterion for inclusion as a JCOP. Since it was theoretically possible to accumulate 20 points on the basis of one incident alone, the criterion was raised to 30 points for the first incident.

The first records scored for eligibility as JCOPers were those included in the "potential career criminal file" at the ORU. These are individuals who had accumulated enough points to be considered career criminals but who had not yet reached their 18th birthday.

After JCOPers had been selected from the "potential career criminal file," juvenile records were scored on an ongoing basis by the JCOP Coordinator in the manner pictured in Figure A. This process is also outlined below:

1. When a juvenile is arrested, a form entitled the "Juvenile Complaint and Referral" is completed by the arresting police officer.
2. The complaint form is sent to the Identification Unit (ID). ID checks to see if the juvenile has a record. If he/she does, a Criminal History Jacket (CHJ) number is noted upon the complaint form.

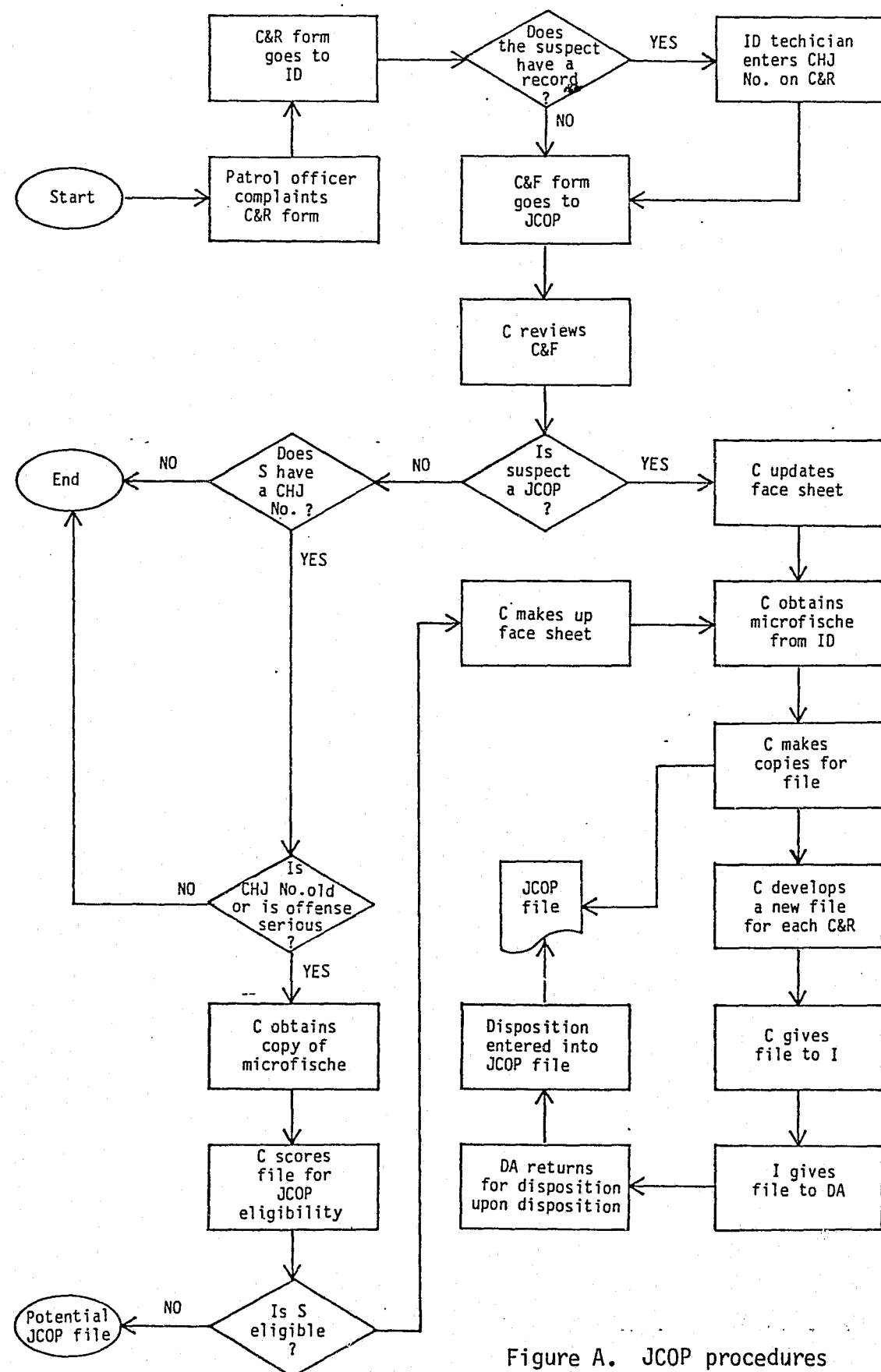


Figure A. JCOP procedures

3. The complaint forms are forwarded to the Juvenile Division of the Detective Bureau. The JCOP Coordinator reviews the complaint and ascertains whether or not the juvenile has already been identified as a JCOPer.

4. If the juvenile is already a JCOPer, the coordinator does the following:

- He stamps the complaint form with JCOP in red.
- He enters the information from the complaint form onto the face sheet (see Appendix B).
- A new microfiche of the suspect's record is obtained from ID.
- Probation orders are obtained from Juvenile Probation for suspects who are currently on probation.
- A new JCOP file is developed.
- The file is given to the investigator who transmits it to the Office of the District Attorney upon his completion of the case and referral.
- When a disposition is made by the District Attorney's office, a disposition form is returned to the JCOP coordinator who enters this form into the JCOPer's file.

5. If the juvenile on the complaint and referral form is not recognized by the coordinator as a JCOPer, the coordinator notes whether a CHJ number has been entered onto the form by ID. If there is such a number, the following steps are taken:

- The coordinator notes whether the CHJ is a relatively old one or if the offense mentioned on the form is a serious one.
- If the answer to either one of the above questions is yes, the coordinator obtains a microfiche of the CHJ from ID.
- The microfiche is scored for JCOP eligibility according to the system outlined in Table 1.
- A file is made for the juvenile upon which his/her accumulated point total is entered. If the juvenile qualifies as a JCOP, the steps indicated in 4 above are followed.

6. Once per month the birthdays of active JCOPers are reviewed. The files of persons reaching the age of 18 are referred to the ORU's career criminal program.

The juvenile District Attorney's office was involved in an early meeting prior to the development of the JCOP, as was the juvenile probation department and the juvenile judge. Subsequent to this meeting, the Juvenile Section of the District Attorney's office developed an agreement which is attached as Appendix C. This agreement includes the following:

1. Every effort will be made to expedite JCOP cases through the judicial system.
2. Every effort will be made to keep the suspect in custody.
3. For every new case, a new petition for adjudication or a motion to revoke probation will be pursued.
4. Whenever the rules of probation are violated, the DA's office will work with the Juvenile Probation Department to see that some sanction is imposed.
5. Short-term sentences will be encouraged if commitment to the Department of Institutions is not considered necessary.
6. The District Attorney will be prepared to present at the dispositional hearing "any information on aggravation which is known."
7. Plea bargaining will be used, but favorable results will be sought.
8. Transfers of the juvenile to adult court will be pursued where appropriate.
9. At the minimum, an adjudication will be sought for each new petition filed.
10. No plea bargain will be entered unless the Chief Deputy of the Juvenile Section has reviewed the case, has attempted to adhere to a uniform policy and has conferred with the police officers and juvenile detectives handling the case.

EVALUATION OF JCOP

Despite these proclamations, police personnel continue to be dissatisfied with the length of time required to receive a disposition and with the types of dispositions received (see Appendix D). The DA's office, on the other hand, is reported to be critical of the number of cases processed as JCOPers. They say that the volume has caused their workload to be impossible to process in the manner intended.

It is difficult to obtain statistics on the JCOP. This is due in part to its size [151 JCOPers as of December 31, 1982] and in part to the fact that statistics must be tabulated manually. Recommendations for the development of a computerized file for JCOP have been forwarded to the ORU's intelligence analyst. Although the nature of this file is as yet unknown, its capability is expected to improve the program.

The following procedures were originally envisioned as part of JCOP (see Appendix E), but are not presently included:

1. No crime analysis of unsolved juvenile cases is done by the JCOP Coordinator. The coordinator said that ORU does all crime analysis.
2. Likewise, no link analyses are conducted in the JCOP program.
3. FIRs are not used by the JCOP.
4. It was originally envisioned that lists of JCOPers be prepared periodically for use by the District Attorney's office and probation. Such lists are considered unwieldy by the coordinator since they are lengthy and changing.
5. An original concept paper considered notification of the juvenile probation and the Department of Social Services or parents/guardians as need be. This is also not done.
6. According to the concept paper, "the program will ideally be kept as small as practicable, so as not to become a burden to maintain and administer. Target individuals will be limited to those juveniles

demonstrating a continuing propensity to commit specific types of felony crimes . . . which lend themselves to repetition or establishment of patterns . . . These are thought to include burglary, thefts over \$200, theft receiving over \$200, first and second degree assaults, robbery, sexual assaults, arson, and the first degree criminal trespass of vehicles."

RECOMMENDATIONS FOR JCOP

The writer is concerned about the District Attorney staff's concern about "too many JCOPers." It is essential that this criticism be addressed such that the DA's office can satisfactorily handle the workload such that CSPD investigators can be more satisfied with the impact of the program.

It would appear that the program would be more successful if a relatively small number of cases were provided concerted attention from start to finish. If the successful handling of a few cases were realized, it would provide the basis for possible future success with a carefully expanded program.

It is essential that ongoing contact with the prosecutorial staff be established and maintained such that the program become an interactive and cooperative one. Such contact should be sought immediately.

A second key element for JCOP's success lies, in the writer's opinion, in the ability of the program to provide sound, usable statistics. The development of a computerized program to provide these statistics should be viewed as a high priority.

The following statistics are seen by the writer as providing data to better describe the magnitude of the juvenile program and to better evaluate JCOP on an ongoing basis:

1. Length of time between referral and disposition;
2. Types of dispositions, sorted by offense category and by type and length of record; and
3. Offense record statistics (for example, the average number of offenses in various categories for the "typical JCOP").

Statistics similar to the above can be used to support the need for changes in the administration of juvenile justice programs, whatever these changes might be.

APPENDIX A
CAREER CRIMINALS'

JUVENILE RECORD SUMMARY

Type of Offense	Total No. of Offenses	Total No. Individuals Involved
Alcohol - Drunk - Possession	11	10
Arson	2	2
Assault	7	6
Assault 1st	3	3
Assault 2nd	8	8
Assault 3rd	13	10
Assault With Deadly Weapon	11	10
Burglary	66	23
Aggravated Burglary	10	9
Burglary Motor Vehicle	18	15
Burglary 2nd	37	17
Burglary 3rd	5	5
Child Out of Control	2	2
CHINS	17	14
Delinquency Adjudged	16	11
Disturbance - Disorderly Conduct	13	9
Drunk Driving - Hit and Run	1	1
Escape from DOI	12	7
Escape from Pike	10	5
Escape from State Hospital	6	5
Forgery	3	3
Glue Sniffing	9	5
Homicide	1	1
Larceny, Grand	18	15
Larceny, Grand Auto	47	18
Larceny, Petit	20	14
Lunacy	2	1

CAREER CRIMINALS' JUVENILE
RECORD SUMMARY

Type of Offense	Point Basis	Point Total	Total No. of Offenses	Total No. of Individuals Involved
Marijuana - Drugs	3	33	11	10
Menacing - Harassment	3	39	13	9
Mischief Criminal	5	15	3	3
Mischief Malicious	3	27	9	7
Purse Snatch	3	15	5	5
Resisting Arrest	3	21	7	6
Runaway	2	80	40	17
Sale Narcotics	3	3	1	1
Sex Assault - Rape	5	40	8	6
Shoplifting	3	84	28	23
Stick up	5	5	1	1
Theft	3	48	16	13
Theft Mail	3	3	1	1
Theft Felony	5	100	20	12
Theft Misdemeanor	3	6	2	2
Theft Receiving	5	10	2	2
Trespassing	3	30	10	7
Trespass Criminal	5	35	7	7
		2121	553	

* 107 Career Criminal Files Were Pulled to Compile this list

46 Not presently incarcerated

34 Currently incarcerated

27 Considered Potential Career Criminals

APPENDIX B
CRIMINAL HISTORY

NAME: _____ DOB _____

NICKNAME (AKA): _____ ADDRESS: _____

SEX: _____ RACE: _____ HEIGHT: _____ WEIGHT: _____

HAIR: _____ COMPLEXION: _____

SCARS, MARKS, OR TATTOOS _____

EMPLOYMENT OR SCHOOL: _____ ADDRESS: _____

USUAL OCCUPATION: _____

M.O. _____

VEHICLE MAKE: _____ YEAR: _____ COLOR: _____

MODEL: _____ LIC NO.: _____ STATE: _____

ASSOCIATES:

NAME: _____ SEX _____ RACE _____ DOB _____

NAME: _____ SEX _____ RACE _____ DOB _____

NAME: _____ SEX _____ RACE _____ DOB _____

NAME: _____ SEX _____ RACE _____ DOB _____

NAME: _____ SEX _____ RACE _____ DOB _____

UPDATE INFORMATION

APPENDIX C
CONTINUING JUVENILE OFFENDERS

Upon identification of a juvenile who falls within the continuing juvenile offender category, the Juvenile Section of the District Attorney's Office will undertake the following responsibilities.

1. Upon filing, every effort will be made the expedite the case through the judicial system.

2. If the juvenile is detained, every effort will be made to keep him in custody pending trial. If that is unsuccessful, the alternative will be to seek a high bond.

3. For every new case, either a new petition will be filed, or a motion to revoke probation will be pursued, whichever it appears will be more effective. As a general rule, if a youth is on probation and a new fileable case is brought to the District Attorney, that case will be utilized in an attempt to revoke probation. Subsequent new offenses will be filed as new petitions.

4. The Juvenile Section will attempt to work closely with Juvenile Probation Department so that some sanction is imposed for every meaningful violation of the juvenile's rules of probation. Consideration will be given, where appropriate, to the filing of motions to revoke probation or modify terms of probation.

5. When making sentencing recommendations, the District Attorney will attempt to convince the judiciary to utilize Zebulon Pike Detention Center for short-term sentences in those cases where it does not appear that a commitment to the Department of Institutions is necessary.

6. At the dispositional hearing, the District Attorney will be prepared to present any information in aggravation which is known.

APPENDIX D

JULY 1, 1982 - AUGUST 24, 1982

Number filed by Investigators with the D. A. as JCOP:	38
Number tried as adults:	4
Number committed to Department of Institutions:	8
Number serving county jail time:	3
Sent to mental hospital:	1
Number sent on Interstate compact for probation:	2
Number dismissed on condition of joining the Navy:	2
Total number if JCOP file as of this date:	148

Dallas M. Bare

Dallas M. Bare
Program Co-ordinator

Sgt. D. Lloyd

Sgt. D. Lloyd
Juvenile

7. Plea bargaining will continue to be utilized, but the District Attorney will attempt to obtain as favorable a result as appears possible, given the nature of the evidence. In multi-count petitions, pleas will be demanded in more than one count. When a certain number of counts are dismissed pursuant to the plea negotiations, the District Attorney, as a part of the bargain, will obtain a stipulation for the record that probable cause existed in the dismissed counts, and that the only reason they are being dismissed is pursuant to the plea negotiations. Restitution will be required on all counts, and a statement put on the record that since probable cause did exist in the dismissed counts, the prosecution retains the option of utilizing that information in subsequent proceedings, if any, to show the degree of danger to the community posed by the juvenile.

8. Where appropriate and where the evidence supports such a decision, the prosecution will direct file on the juvenile in adult court or shall file a transfer motion and attempt to transfer the child to adult status.

9. At the minimum, an adjudication will be sought for each new petition filed.

10. In ALL such cases, no plea bargain shall be entered until it has been considered by the Chief Deputy of the Juvenile Section, who shall attempt to maintain a uniform policy. No plea bargain shall be agreed upon until after the Deputy District Attorney has at least conferred with one of the officers (if not more), involved in the actual case, and with the detectives in the Juvenile Bureau at the Colorado Springs Police Department, or the police agency in whose jurisdiction the juvenile resides. (also Prob. Off.)

APPENDIX E

JUVENILE CONTINUAL OFFENDER PROGRAM

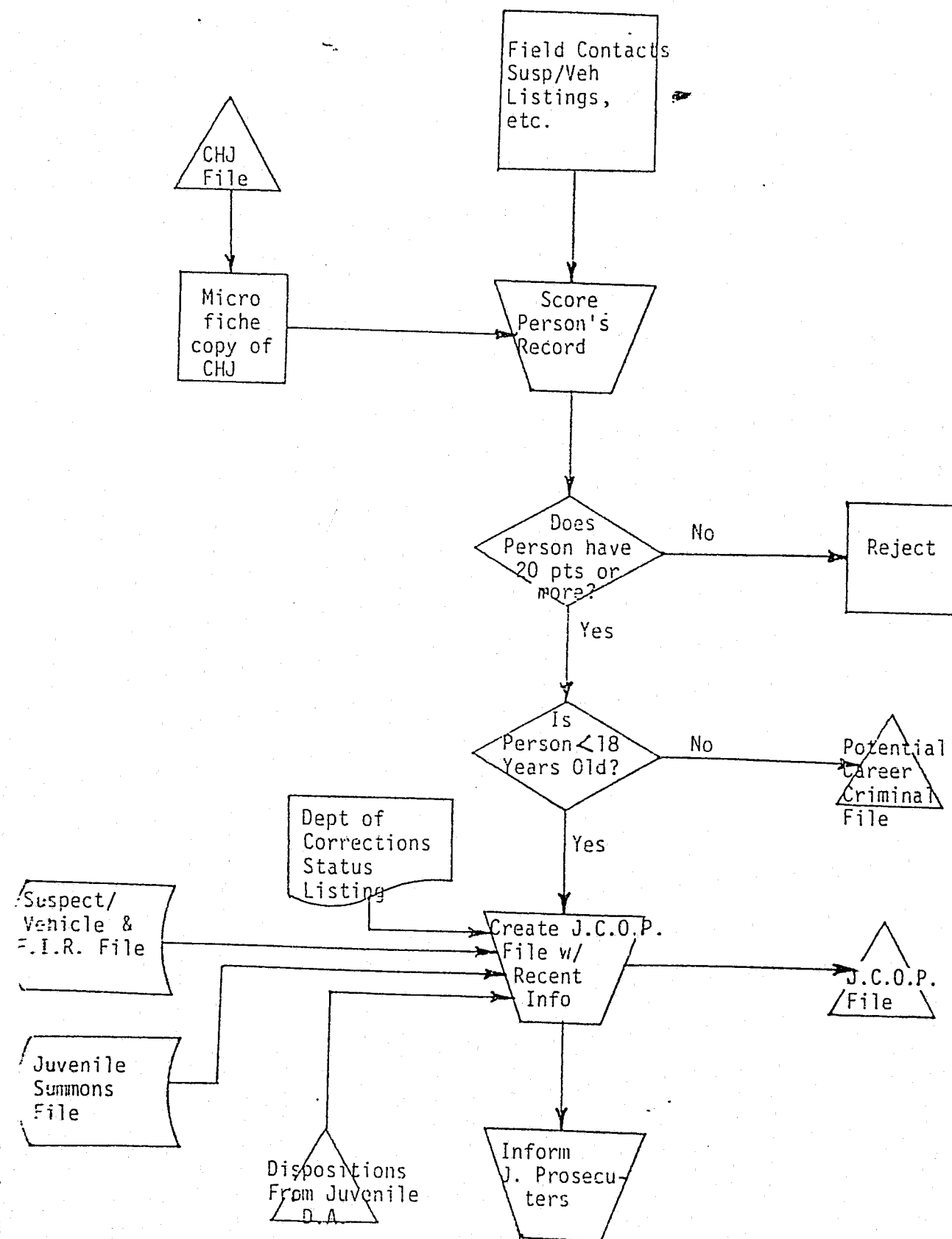
Procedure Outline

- I. IDENTIFY CONTINUAL OFFENDERS
 - A. Monitor summonses issued by checking R. & I. files
 - B. Score summons per attached scoring sheet
- II. WHEN TOTAL POINTS REACH 20 OR MORE, OR 30 POINTS ON A FIRST OFFENSE EPISODE
 - A. Compile JCOP folder on offender:
 1. Most recent fische
 2. Listing of offenses and total number of points attained
 3. Personal information
 4. Rules of probation (if any)
 5. Prepare "link analysis" (put copy in each "link's file")
 - B. Become familiar with offenders "M.O."
 - C. Update and distribute list (as necessary) to:
 1. Juvenile Sergeant
 2. JCOP Staff
 3. All juvenile detectives
 4. Juvenile Lieutenant
 5. O.R.U.
 6. Juvenile D.A.
 7. Juvenile Probation office
- III. ANALYSIS
 - A. Review case reports with no suspects for possible JCOP involvement.
 - B. Attempt to link unknown suspect reports with:
 1. Other unknown suspect reports
 2. Reports with suspects.
 - C. Accomplish above by:
 1. M.O.
 2. Location
 3. Physical Descriptions
 4. Items taken, damaged, etc.
 - D. Refer case reports identified above back to sergeant for assignment

IV. IDENTIFIED JCOP SUSPECT:

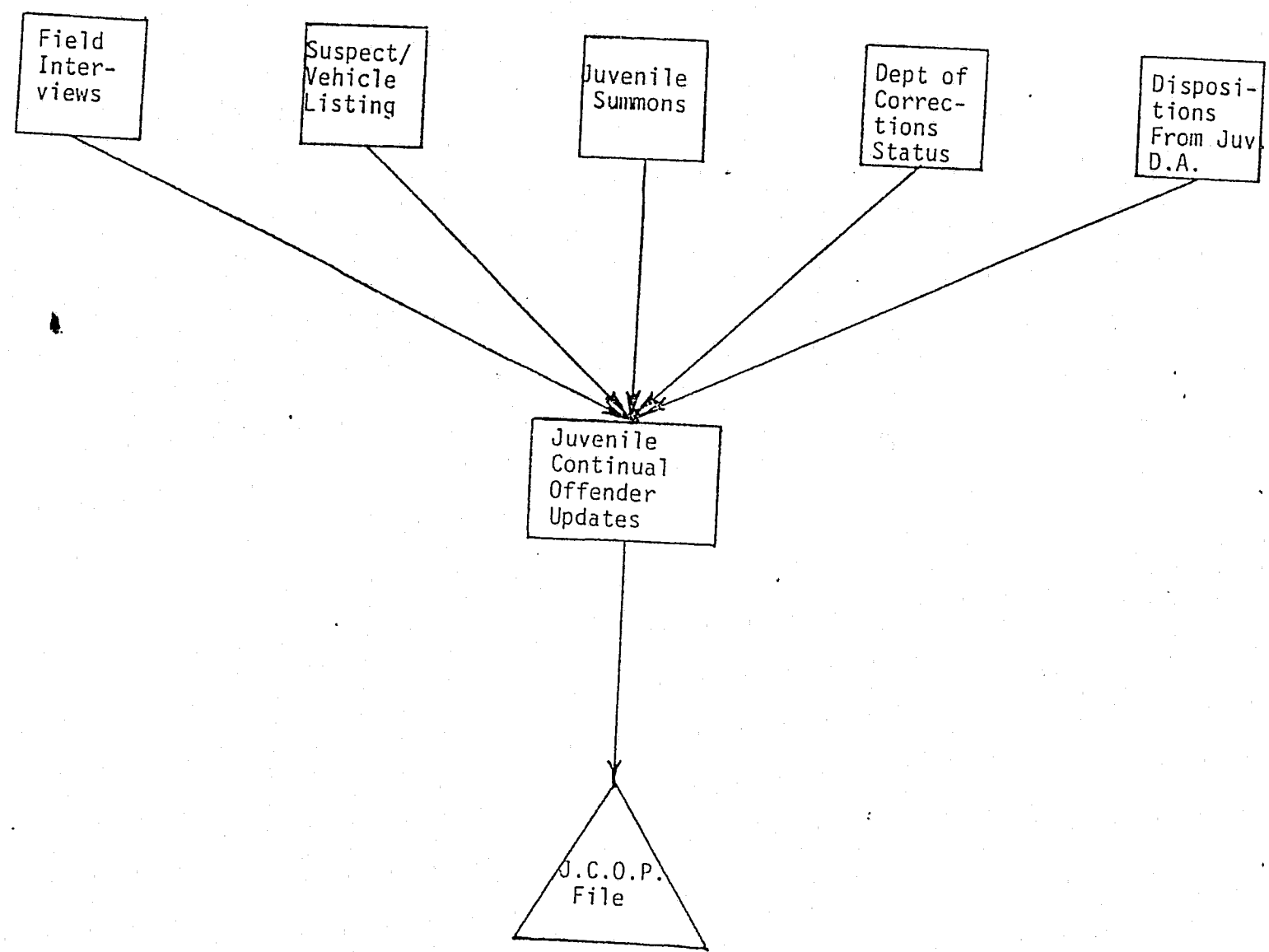
- A. If a summons has been issued:
 1. Collate summons with case report
 2. Refer summons and report to sergeant for investigative review.
 3. If no case is to be made, determine if the offense is a violation of probation. If so, refer summons back to sergeant to have case report titled "violation of probation" made. (If offense is not in violation of probation, process the summons in the normal manner).
- B. If an F.I.R. card was made on the suspect:
 1. Determine if any reports without suspect were taken in the vicinity of the contact at the approximate time that are consistent with the suspect's M.O. If so, refer the information to the sergeant for investigation. If not;
 2. Determine if the contact is a violation of the suspects probation (time, location, associates, etc.). If so, refer the information back to the sergeant to have a "violation of probation" report made.
- V. AFTER COMPLETED REPORT HAS BEEN INVESTIGATED
 - A. Refer report to JCOP staff
 - B. JCOP staff prepares JCOP offense file, to include:
 1. Offense report
 2. Hard copy of offenders record
 3. Record summary sheet
 4. Rules of probation (if any)
 5. Any adjudication orders
 6. Stamped "JCOP" in red on both sides
 7. MAKE SEPARATE FILE FOR EACH OFFENSE!
 - C. Return completed file to investigator
- VI. INVESTIGATOR HAND CARRIES FILE TO JUVENILE DA FOR FILING

JUVENILE CONTINUAL OFFENDER SELECTION PROCEDURE



B.

UPDATE SOURCES FOR JUVENILE CONTINUAL OFFENDER PROGRAM



JOB DESCRIPTION AND REQUIREMENTS

VOLUNTEER POSITION

JUVENILE CONTINUAL OFFENDER PROGRAM (J-COP)

I. STRUCTURE

This position will report to the Sergeant and Lieutenant of the Juvenile Investigation Unit and will function on a line level with the Detectives assigned to that unit and the Investigation Division as a whole.

II. SPECIFIC DUTIES

- A. Maintain current files of juvenile continual offenders.
- B. Research past records of juvenile offenders and evaluate same for possible inclusion in the Juvenile Continual Offender Program.
- C. Monitor all current juvenile arrests for active Juvenile Continual Offenders.
- D. Monitor all current juvenile arrests for correlation with past records to determine whether or not the individual should be included in the Juvenile Continual Offender Program.
- E. Monitor all offense reports with juvenile suspects for M.O., location, etc. to determine the probability of commission by a Juvenile Continual Offender.
- F. Act as liaison with the Juvenile District Attorney's Office and Juvenile Probation Department for transmission of data concerning Juvenile Continual Offenders.

III. GENERAL INFORMATION

This position is one which will make many demands upon the volunteer accepting the assignment and is of vital importance to the Police Department.

Since the volunteer will be given access to the central records of the department, juvenile arrest records and sensitive investigative information, the person accepting this position will be required to submit to a polygraph examination and background investigation.

The person filling this assignment should have experience dealing with large amounts of apparently unrelated data and recognizing salient points. It would also be of great benefit for the volunteer to possess minimal typing skills in order to facilitate the timely completion of required paperwork.

The individual should also possess a temperament which will allow them to deal with other public agencies without becoming intimidated.

It is anticipated that the position will require an individual who is willing to work on a regular schedule which will at many times approach a full-time basis.

END