

HABITUAL JUVENILE OFFENDERS IN MONTGOMERY COUNTY MARYLAND

Report and Recommendations

by

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ERRATA

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Note: The report has been reprinted several times in small batches, with some errors corrected at the time, so not all errors listed here appear in each copy.

Contents: Listing of Figure 1, Tables and Appendices should appear after ENDNOTES.

Page 18: The rectangles are county agencies, the ovals are state agencies.

Page 21, line 13: White males 15, 16, and 17 arrested in 1989 were 6% of white males of that age group in the county, not 16%.

Page 32, line 12: Percentage of cases disposed of by police in 1978 was 21.8%.

Appendix A-2: SED - Seriously Emotionally Disturbed
UCR - Uniform Crime Reports

Appendix E-6: Age at end of 1989 was 17.

TITLE: Habitual Juvenile Offenders in Montgomery County Maryland--
Report and Recommendations

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ANNO: This report describes the complex county-state juvenile justice system in Montgomery County, Maryland; analyses data collected on juveniles arrested in 1989 by the county police; and makes a number of recommendations.

ABST: In 1989 the county police arrested an estimated 1995 juveniles (1655 male and 340 female) for delinquent offenses. There were 2520 arrests on more than 3355 charges. The lifetime police records of the juveniles were analyzed to show such factors as the lifetime recidivism rate (36 percent for males, 21 percent for females), the number of violent offenses in 1989 (100 arrests of 95 juveniles), the number of habitual offenders with five or more lifetime arrests (130 males and 10 females), and the contribution of the male habitual offenders (8 percent of the males arrested, 18 percent of the male arrests, and 35 percent of the violent offenses). 10 chronological case histories of habitual offenders were prepared based on police records and intake and court files. They show, inter alia, that the males exhibit two patterns of behavior--a long history of difficulty starting in childhood and an adolescent crime spree starting at age 14, 15, or 16; that many arrestees are quickly back on the street committing more crimes; and that there are few adjudications. The juvenile justice system in Montgomery County involves a complex matrix of county and state agencies. The report recommends that the system as a whole be tested against the principles of effective parenting. Specific suggestions include improving the first step at which arrested juveniles are released to an adult; court-appointed mentors; long-term case managers; use of social workers; and the exchange of information among all agencies working with the juveniles and their families.

Foreword

I. Introduction

In the summer of 1990, the Montgomery County Government sponsored a study of chronic juvenile offenders. The purpose of this study was to review issues affecting interagency coordination of services for youths involved in the juvenile justice system. This study was conducted under the direction of the Criminal Justice Coordinating Commission of Montgomery County, Maryland, and funded by the Department of Family Resources. The study was guided by The Youthful Offender Study Committee comprised of representatives from the Criminal Justice Coordinating Commission, Department of Family Resources, Department of Addiction, Victim, and Mental Health Services, Montgomery County Public Schools, Department of Social Services, Department of Juvenile Services, and Montgomery County Police Department. The intent of the study was to understand the processing of chronic juvenile offenders in the current system, with recommendations for future handling of cases.

The study was precipitated from a concern about juveniles recycling through the services of the different agencies in Montgomery County. Coordination difficulties were identified between different agencies because each agency tended to focus on different issues. Public agencies involved or affected by the juvenile justice system (i.e., public schools, police, mental health agencies, juvenile court, and the Department of Juvenile Services) perceived that services were not always delivered in the "best interest" of the youth. For example, the public schools reported that they did not receive sufficient information about chronic offenders to address their educational needs. At the same time, the schools identified a group of youth who had school attendance problems and who were involved in violent incidents in the schools. School personnel believed that these youth may be involved in the courts or juvenile services, but were unable to access information that might help them deal with these students more effectively.

Other agencies, including mental health agencies, expressed concern that the chronic and serious youth offenders were not being appropriately assessed for possible mental health and substance abuse problems. The juvenile justice system also expressed these concerns, but focused on the types of juvenile offenders who are being referred for their services. Given the range of issues raised by the affected agencies, it was believed that we needed more information about the juvenile justice system, especially chronic juvenile offenders, to help identify issues that need resolution.

II. GOALS OF TASK FORCE AND STUDY

- Define "chronic youthful offender";
- Determine the frequency, level, and pattern of services used by youths in the criminal justice system; and
- Determine the juvenile justice histories of chronic juvenile offenders.

III. CONCLUSION

The study was completed in 1990 in draft form but because of delays a final report was not written. In 1992, a member of the Juvenile Court Committee, worked with the Chief of the Division of Children and Youth, Department of Family Resources and volunteered to rewrite and update the report using the 1989 data. The attached report, Habitual Juvenile Offenders in Montgomery County, Maryland, expands the information about the juvenile justice system, summarizes the 1989 data and recommends actions that could be taken to achieve a more coherent approach with delinquent offenders.

After the report was written, it was reviewed by the Youthful Offender Study Committee that had guided the initial study. The committee met several times to discuss and evaluate the recommendations. They also met with Judges of the Juvenile Court and the program manager for the U.S. Department for Justice in charge of the Serious Habitual Offender Comprehensive Action Program (SHOCAP) to hear more about the various programs in the United States using the SHOCAP model.

They concluded that the County needed to move forward on identifying and dealing with the serious habitual offender. The action steps to be taken for the next year are based on the SHOCAP literature and the recommendations about SHOCAP contained in the attached report.

The report will serve as a self-assessment of the Montgomery County's juvenile justice system.

ACTION STEPS

1. Define habitual juvenile offenders and the serious habitual offenders using the attached report as a guide.
2. Designate an agency to develop and maintain a list of habitual juvenile offenders.
3. Develop a model program for dealing with habitual juvenile offenders and execute written interagency agreements.
4. Promote legislative action to assure long-term change.

The Youthful Offender Study Committee will meet every other month to work on these action steps.

The Youthful Offender Study Committee wishes to thank Mr. Richard K. Pelz for the time he spent rewriting the Habitual Juvenile Offenders in Montgomery County, Maryland, report. It is comprehensive and well written. The Committee appreciates the hard work and dedication that went into its production.

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EXECUTIVE SUMMARY

This report was written by Richard K. Pelz, a retired Federal attorney who has been a member of the Montgomery County Juvenile Court Committee for eight years. It is based on a study of data in the files of the Montgomery County Police Department (MCPD) on the arrest of juveniles in 1989; on the identification from this data of those juveniles (called "habitual juvenile offenders") who had been arrested five or more times in their lifetimes by the end of 1989; and on additional data about these youths taken from the files of the Department of Juvenile Services and the juvenile court.

The report consists of four parts: a description of the juvenile justice system in Montgomery County, Maryland; an analysis of the 1989 study data; a brief summary of four other studies and programs; and a number of recommendations for improvements in the system.

The Montgomery County Juvenile Justice System

The juvenile justice system in Montgomery County involves a matrix of state and county agencies, functions in several distinct stages, and varies according to the three jurisdictional categories--status offenses, cases of child abuse and neglect, and delinquent offenses.

The Montgomery County Police Department (MCPD) and the State's Attorney's Office are county agencies. The Department of Juvenile Services (DJS), which provides intake, probation, detention, and rehabilitation services, is a state agency. The juvenile court is a division of the local district of the District Court of Maryland, a state agency. The Department of Social Services (DSS) and the Circuit Court are joint county/state agencies.

A status offense is a behavioral action by a child (a "child" is a person under the age of 18; the terms "child," "youth," and "juvenile" are used interchangeably in this report) that is deemed of sufficient concern to society to warrant intervention by governmental law enforcement authorities. It is called a "status" offense because it is the "status" of the individual as a person under the age of 18 that makes the action an offense. The young people committing these offenses are called "children in need of supervision," or CINS. There are two principal subgroups of status offenses--underage possession of alcohol, and runaways and other children deemed "out of control." Liquor law violators are issued citations by the police, and the cases are referred directly to DJS for processing, which consists of alcohol education, community service, and suspension of driving privileges. The few cases in which the juvenile denies the charges are sent to the juvenile court for adjudication. After receiving a report of a runaway, the police will try to locate the child if he or she does not return voluntarily. Occasionally, the police will "arrest" the child before delivering the child to the parent or guardian; but virtually no runaway or "out of control" cases are ever sent to DJS, except a few runaways from other jurisdictions; and virtually no runaway or out of control cases have been sent to court in recent years.

Children who are victims of abuse or neglect are called "children in need of assistance," or CINA. As to CINA cases, the initial investigation is made jointly by DSS to determine the welfare of the child and by the police to determine the possibility of child abuse by an adult. DSS serves as the intake agency for sending the case to the juvenile court.

A delinquent offense is an action committed by a juvenile that would be a crime if committed by an adult. There are five distinct stages in the processing of delinquent offenders--arrest (including also police citations and citizen complaints), intake, prosecution, adjudication, and court-ordered disposition. Figure 1 schematically shows the flow of the county's juvenile justice system for delinquent offenses. At each of the first four stages there can be diversion from the system by adjustment (e.g., admonishment, agreed restitution, or other corrective action), referral to another agency (e.g., for treatment or community service), or dismissal. The final stage, court-ordered disposition, consists of waiver to the adult court, commitment to a secure or non-secure residential program, or probation with conditions to be fulfilled.

The 1989 study

The police data

An interagency Youth Offenders Committee made arrangements in 1990 for a student intern to examine the summary file records in the Youth Division of the police department on all juveniles who were arrested in 1989. These records consist of 3 x 5 index cards bearing the name, address, and birth date of the child and summary entries for each occasion that the youth was arrested by the police for a delinquent offense or arrested, cited, or reported for a status offense. The intern took a random sample of one-fifth of the youths whose index cards showed an entry for 1989 and coded the following information from their index cards into a computer program--an identification number, birth date, the date of each arrest or report, the official code number (from the official Event Code Classification Index (ECCI)) for the charge or charges up to a maximum of two per arrest, and the disposition by the Youth Division.

The principal findings from this police data are:

(1) Juvenile delinquency is primarily (by a ratio of 5 to 1) a male problem and habitual delinquency is overwhelmingly (by a ratio of 13 to 1) a male problem.

(2) Habitual male offenders were 8% of the total male offenders but were responsible for 18% of the arrests and 35% of the violent crimes.

(3) About 1 out of 16 white males in the county aged 15-17 was arrested in 1989, about 1 in 5 of the black males in this age group, 1 in 24 of the asian/oriental males in this age group, and 1 in 35 of the white hispanic males in this age group.

(4) In 1989, 1655 male juvenile offenders and 340 females were arrested at least once. Of these, 130 of the males and 10 of the females were habitual offenders.

(5) The recidivism rate for male juveniles--defined as juveniles with two or more lifetime arrests--is about 36 percent.

(6) Forty-three percent of the charges against females were for shoplifting.

- (7) The police department sent 90% of the delinquent cases to DJS.

The 1989 case histories

From the police data the student intern identified 31 juveniles who by early 1990 had been arrested for delinquent offenses five or more times during their lifetimes. He reviewed the files in DJS and the juvenile court on these juveniles and coded certain information from these files into a separate computer program.

The report looks at the coded information from police, DJS, and court files on 28 of these juveniles (three were excluded because the fifth arrest was in 1990 or because of coding errors). There were 26 males and 2 females, who represent 130 male and 10 female habitual offenders in the total population. From this data, chronological case histories have been prepared for these 28 juveniles. Ten of them are attached as appendices to the report.

The principal findings from these case histories are:

- (1) There are two patterns of behavior for the male habitual offenders--those having a long history of difficulty starting in childhood, and those engaging in an adolescent crime spree starting at age 14, 15, or 16.
- (2) The offenders are often back on the street committing more offenses within days of an arrest.
- (3) The offenders are adjudicated guilty of very few of the charges for which they were arrested.
- (4) The offenders typically are arrested many times before their first court appearance.
- (5) The system can act quickly with a violent offender when deemed necessary.
- (6) The system seems unable to cope effectively with offenders determined to defy it repeatedly.

Other studies and programs

The report summarizes four other studies and programs:

- A 1978 study by the police department under interagency direction of juveniles in the county who had been arrested once or twice for serious offenses or three or more times for all offenses.
- A 1991 study for the Juvenile Justice Advisory Council of Maryland (JJAC) of adjudicated serious and chronic juvenile offenders in Maryland. The report makes a number of recommendations regarding programs and facilities for handling these offenders.
- The Serious Habitual Offenders Comprehensive Action Program (SHOCAP) sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the U.S. Department of Justice.
- The Youth Component of the Weed and Seed program sponsored by the U.S. Department of Justice.

Discussion and recommendations

The report notes that although the individual components of the juvenile justice system in the county function competently in carrying out their individual missions, the system as a whole lacks coherency in dealing with delinquent offenders. The report makes a number of recommendations for actions that could be taken to achieve a more coherent approach based on meeting the standards of effective parenting.

The principal recommendations are:

- (1) Develop and implement a system of predictable and fair consequences, including such steps as curfews, supervised work programs, community supervision, and detention, with the participation of all components of the system.
- (2) Make substantial changes in the first step of the process, at which an arrested juvenile is released to the custody of a parent or other person, in order to reduce the number of times the juvenile quickly commits more offenses.
- (3) Provide court-appointed mentors and long-term case managers for serious habitual offenders and violent offenders, and have DSS make a CINA-type investigation of the offender's family.
- (4) Develop and maintain a list of and profiles of habitual offenders and provide the list and profiles to system components as needed.

-
- (5) Modify or remove the legal and institutional barriers that prevent exchanges of information and cooperation among and between agencies, including the public schools.
 - (6) Compile and release more useful data to enable the involved agencies and the public to better monitor, understand, and improve the operation of the system.
 - (7) Hire additional urgently needed personnel.
 - (8) Involve all system components including attorneys in the development of a comprehensive plan for dealing with juvenile offenders in general and habitual offenders in particular.
 - (9) Establish a steering committee to monitor and oversee implementation of the plan and the operation of the juvenile justice system.
 - (10) A specific proposal: Establish a court-appointed mentor/case management program for serious habitual offenders.

INTRODUCTION

In 1989 an interagency Youth Offender Committee made up of county and state agencies^{1/} in Montgomery County, Maryland, interested in juvenile affairs initiated a study of chronic juvenile offenders in the county juvenile justice system based on 1989 data in the files of the Youth Division (YD) of the Montgomery County Police Department (MCPD) or (PD), the Montgomery County regional office of the Maryland Department of Juvenile Services (DJS), and the Juvenile Court of Montgomery County (CT), a division of the Maryland District Court. The call for the study was influenced in part by a national effort by the Justice Department to encourage communities to improve their systems for dealing with serious juvenile offenders by developing a Serious Habitual Offender Comprehensive Action Program (SHOCAP).

Under the guidance of the Criminal Justice Coordinating Commission (CJCC) and the Department of Family Resources (DFR), a student intern was hired and arrangements were made for him to review the index card summary records of the juveniles arrested by the police department in 1989. The intern examined these cards for every fifth juvenile arrested that year and coded selected information from the cards into a computer program.

The committee defined a "chronic juvenile offender" as one who had been arrested for delinquent offenses at least five times during his or her lifetime. Based on this definition, a cohort of 31 juveniles was determined from the arrest data. The intern was then permitted to examine the case files of the Department of Juvenile Services (DJS) and the Juvenile Court on the cohort members, and he coded selected information from the files into the computer program. Some additional information was obtained from the Montgomery County Public Schools (MCPS) and from PACT (Parents and Children Together), which is an intake service for juveniles seeking mental health assistance.

A second student intern was hired to write a report based on a statistical analysis of the computerized data. The intern prepared an initial draft report, but her employment ended before the report could be reviewed adequately and revised and other aspects of the data analyzed.

As a member of the Montgomery County Juvenile Court Committee (JCC), a citizen committee interested in all aspects of the juvenile justice system, for seven years, I recognized the value of the study data as a source of important insights into understanding how the juvenile justice system in the county functions and where improvements might be made. Because of this interest and because, as an attorney who has retired after 34 years of service with the Federal Government, I have time to spend on the task, I volunteered to review and interpret the study data and to make recommendations based on the data, the SHOCAP agenda, some of the other relevant literature, my work on the committee, and conversations with interested individuals in the involved agencies and with members of the juvenile court committee. It is hoped that this report will serve as the initial assessment of the operation of the county's juvenile justice system that is recommended in the SHOCAP literature.

I. THE MONTGOMERY COUNTY JUVENILE JUSTICE SYSTEM

A. Montgomery County, Maryland

Although Montgomery County, Maryland, is an important suburb of Washington, D.C., it also is the location of substantial high-tech service, research, and production operations. Its residents have one of the highest per capita income levels and highest per capita education levels in the United States. The southern half of the county is largely urban and suburban; the northern half, is still largely rural. With a current population of more than 750,000, it is the largest jurisdiction in the State of Maryland. It has a very good school system and many public and private agencies that provide a rich variety of services to its people. Thanks to the high income levels, an active planning board, and the inspired policy of the Housing Opportunities Commission to locate public and subsidized housing in scattered sites throughout the community, the county has no large urban ghetto areas and no concentration of urban crime.

However, degenerative processes are at work. The county is facing a severe budget crisis, like most counties in the country, and services are being cut back. The rate of economic growth has slowed. The number of homeless persons and those below the poverty line has risen. Much of the housing and the infrastructure is aging. A large number of immigrants have moved in--more than 100 languages are spoken in county schools. Pockets of concentrated poverty and crime are beginning to appear. The crime rate is slowly rising--crimes committed by juveniles as well as by adults, by county residents as well as by undesirables coming into the county by car or subway from adjacent jurisdictions.

The principal relevant demographic data for the county as of April 1, 1990 ^{2/} are the following:

Montgomery County General Statistics

Total population	757,000
Children through age 17	179,200
Age 0-4 (pre-school age)	58,200
Age 5-10 (elementary school age, grades K-5)	59,700
Age 11-13 (middle school age, grades 6-8)	26,000
Age 14-17 (high school age, grades 9-12)	<u>35,300</u>
Total	179,200

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Age 14	4370	4150	8520
Age 15	4510	4240	8750
Age 16	4510	4220	8730
Age 17	4800	4470	9270

Number of households with own* children	98,300
(Number of these households headed by single male 3,620)	
(Number of these households headed by single female 15,200)	
Children in these households	166,900
Average number of children in each of these households	1.69
Number of children in other households or institutions	12,300
*Natural or adopted children or legal stepchildren	

B. Maryland law on juvenile causes

Among the purposes of Subtitle 8, entitled "Juvenile Causes," of the article on Courts and Judicial Proceedings of the Annotated Code of the Public General Laws of Maryland, are to "provide for the care, protection, and wholesome mental and physical development of children" coming within its provisions; to "remove from children committing delinquent acts the taint of criminality and the consequences of criminal behavior"; to "separate a child from his parents only when necessary for his welfare or in the interest of public safety"; and to provide judicial procedures for carrying out its provisions. (§ 3-802)

Children, defined as persons under the age of 18, covered by the subtitle come under one of three definitions (§ 3-801): First, a "child in need of assistance" (CINA) is one who is mentally handicapped or "is not receiving ordinary and proper care and attention"; in practice this is primarily interpreted to mean children who are victims of physical or sexual abuse or of neglect.

Second, a "child in need of supervision" (CINS) is one who is truant from school, is "habitually disobedient, ungovernable, and beyond the control of the person having custody of him," who "deports himself so as to injure or endanger himself or others," or who "has committed an offense applicable only to children." Children in this category are often referred to as "status offenders" because their conduct is considered a matter of concern to society only because of their status as children. In practice, the most common status offense is running away from home or from whatever person or agency has care or custody of the child at the time.

Third, a "delinquent child" is a "child who has committed a delinquent act and requires guidance, treatment, or rehabilitation." A "delinquent act" is defined as "an act which would be a crime if committed by an adult."

The term "offender" as used in this report, unless otherwise modified, is used to refer only to those juveniles who have committed a delinquent offense, that is, an act that would be called a "crime" if committed by an adult. However, it must always be kept in mind that such juveniles often also come within either or both of the other two definitions--that is, they often are abused or neglected by their parent(s) or other caretaker and they often are ungovernable and run away from home. Therefore, the "juvenile justice system" described and referenced in this report includes the official system for dealing with CINA and CINS children as well as with those who have committed delinquent offenses.

C. Juvenile justice system--Primary components

1. Montgomery County Police Department and Youth Division

The Montgomery County Police Department (MCPD or PD) employs about 820 police officers and other staff. The county is divided into five districts--Rockville, Germantown, Wheaton-Glenmont, Silver Spring, and Bethesda--and each district has a station. The Department has a Youth Division (YD), comprising about 21 police officers and other staff who are located in the Wheaton-Glenmont station. The Youth Division's principal functions are to investigate and act on all charges of physical and sexual abuse against children by parents, custodians, pedophiles, or others; to investigate and act on all reports of missing juveniles, runaway juveniles, and "out of control" juveniles; to receive reports of arrests and citations of juveniles from all stations and decide what action to take on the case; and to maintain summary records for all these juveniles. Two of the YD officers are assigned to handle runaway and out of control reports; the rest work on crimes against juveniles. The MCPD also maintains a central administrative office on Research Boulevard in Rockville from which the Chief of Police and other headquarters staff operates, which maintains detailed case records on all juveniles and adults involved with the department, and which prepares reports of criminal activity in the county.

When the police department receives a report of a crime, an Event Report is filled out (see Appendix B). If the perpetrator is known and no arrest is made, a copy of the report is sent by daily messenger to the police records section in headquarters. In 1989 if the perpetrator was a juvenile, the records section sent a copy of the report to DJS; today, the copy is sent to YD, which screens it for appropriate disposition.

A juvenile may be arrested for a delinquent offense at the time of or shortly after the commission of the offense, or sometime later as the result of an investigation of a crime. The arresting officer takes the juvenile to the police station, advises him or her of his or her rights, calls in the parent(s) or other custodian, releases the juvenile to the "custody" of the parent(s) or other person, has the releasee sign a Release form (see Appendix B), prepares an Arrest Report (see Appendix B), and sends a copy of the Event Report and the Arrest Report to the records section by daily messenger, which in turn sends a copy to the Youth Division by daily messenger. The Youth Division reviews the charges and the history of the juvenile's past arrests and decides whether to send the case to the Department of Juvenile Services, or to dispose of the case by reprimand and counseling with the youth and the parent(s) or by referring the youth and family to some other agency, such as PACT (Parents and Children Together), Operation Extinguish, or the Alternative Community Services Program.

When a juvenile is apprehended for underage possession of alcohol, which meets the definition of a status offense, the police officer issues a citation, a document similar to a traffic ticket (see Appendix B). A copy of the citation is sent by daily messenger to the records section, which in turn, as required by law, sends the case to DJS with a copy to the Youth Division. The statute specifies mandatory requirements for participation in an alcohol education or rehabilitation program, hours of participation in a supervised work program, and withdrawal of parental consent to drive a car, to be imposed by the intake officer or the court.^{3/}

When the police department receives a report that a juvenile has run away, is missing, or is out of

control, the report is sent to the Youth Division for action and a Missing Person report is filled out. While most runaway reports are made by a parent or other caretaker, many are made by residential facilities where the juvenile is supposed to be staying. Most runaway cases are closed when the juvenile returns home or calls home or returns to the facility. When a police officer picks up or apprehends a runaway, an Arrest Report is filled out, but without fingerprints, even though the police action is not regarded as an "arrest" in the normal sense of that word.

2. Department of Juvenile Services--Intake and probation

The Department of Juvenile Services (DJS) is a state agency that provides intake, probation, detention and rehabilitation services for the juvenile courts throughout the state. Until 1987 it was called the Juvenile Services Administration (JSA) and was located within the state Department of Health and Mental Hygiene.

DJS maintains a regional office in Rockville serving Montgomery County. It is part of Area 3, which includes four other counties. The regional office has a regional supervisor, a deputy, 9 intake officers and 14 probation officers, plus support staff.^{4/} In fiscal year 1989 intake officers averaged 37 new cases per month. Probation officers currently carry a caseload of about 31 cases. The workload in both intake cases and probation cases varies considerably from case to case.

Although most of the cases received by DJS are sent in by the Youth Division after an arrest by an MCPD police officer, DJS also receives cases in the form of an Event Report from a county police officer; an Arrest Report from another police jurisdiction, particularly the cities of Rockville or Gaithersburg, or a citizen complaint. All of these cases are entered into the DJS computer as an "arrest" even though no formal arrest took place.

The intake section consists of four units serving the Germantown, Wheaton-Glenmont, Rockville/Bethesda, and Silver Spring districts. The first three are located in the Gray Courthouse in Rockville; the fourth is located in an office in Silver Spring. Three of the units have two intake officers; the other has three.

The intake officer has 25 days after receiving the report in which to act on the case. He or she has four options: disapproval, dismissal, informal adjustment with conditions (DJS calls this "informal supervision"), or referral to the State's Attorney's Office for petitioning to the court.^{5/}

A case may be "disapproved" if it is not an offense under the law. Very few cases are disapproved.

DJS refers to the dismissal option as "closing a case at intake." While exercising this option, the intake officer may give the youth "counseling, a warning, referral to another agency for services, or a combination of these or other short-term interventions."^{6/} The victim, the arresting police officer, and the complainant may appeal a dismissal to the State's Attorney.

Informal supervision or informal adjustment with conditions includes restitution, community service, counseling, referrals to other agencies, meeting with the intake officer periodically, other actions, or

a combination of these. It has to be completed in 90 days, and the victim, the child, and the parent or guardian have to agree.

In fiscal year 1989 the Montgomery County office referred 15.9 percent of its cases to the State's Attorney's Office, the lowest percentage of any county in the state. It handled 23.1 percent of its cases by informal adjustment with conditions (informal supervision) and dismissed or disapproved 61.0 percent.^{7/}

The function of the probation officer is to monitor compliance by the juvenile with conditions stated in the court's order; to assist the juvenile in some instances to achieve compliance, such as by making arrangements for community service assignments; and to report back to the court.

3. DJS--Detention and rehabilitation facilities

When the police arrest a juvenile for committing a delinquent act, they take him or her into "custody," that is, bring the juvenile to the police station and hold him or her there long enough to process the case and find a parent or other person to whom to release the offender. Holding the child any longer than this is called "detention" or "shelter care." Only the intake officer or the court may authorize detention or shelter care for delinquents.^{8/}

The intake officer may place a child in detention or shelter care prior to a hearing if such action is required to protect the child or the person or property of others, if the child is likely to leave the jurisdiction of the court, or if there "are no parents, guardian, or custodian or other person able to provide supervision and care for the child and return him to the court when required."^{9/} The intake officer shall immediately file a petition with the court and the court shall hold a hearing on the petition the next court day, unless extended by the court upon reasonable cause shown. Detention and shelter care shall not be ordered for a period of more than 30 days unless an adjudicatory or waiver hearing is held, although again, this time may be extended by the court for another 30 days. Children in shelter care must receive health, counseling, education and other services.

DJS has a holding area in the Gray Courthouse where a youth can be held pending processing of the case.

The only secure detention facility, that is, with locked doors and windows, in Montgomery County is the Alfred D. Noyes Children's Center on Blackwell Road in Rockville. It is operated by DJS and serves all five of the counties in the DJS Area 3. It was designed for 35 beds but regularly has more than 50 occupants. Each of the other four DJS areas also has a similar detention center. These facilities are intended to provide short-term detention prior to court adjudication and longer term disposition.

The only secure detention facility operated by DJS in Maryland other than the five area centers is the Charles H. Hickey School in Baltimore. It was closed a couple of years ago then recently reopened under contract to a private operator, and is sometimes referred to as the Hickey "Rebound" school.

DJS used to operate a second secure facility, the Montrose School, but it became controversial and was closed permanently.

DJS also operates five Youth Centers in western Maryland, two in Allegany County, and three in Garrett County. They sometimes have been called "forestry camps." Although lacking the fences and locked doors of a secure facility, because of their location, program, supervision, and selection of juveniles who go there, very few individuals ever run away from these facilities.

On occasion DJS will send juveniles to secure detention facilities outside the state.

DJS, pursuant to contracts, places juveniles in a number of privately owned and operated non-secure residential and/or treatment facilities.

4. State's Attorney's Office

The State's Attorney for Montgomery County is elected by county voters; he and his office are funded by the county. His responsibility is to prosecute cases in the courts on behalf of the state (the people). The State's Attorney's Office (SAO) has a juvenile division that handles all juvenile cases. It consists of three attorneys and supporting staff.

When the intake officer of DJS authorizes the filing of a petition, the case goes to the State's Attorney's Office, which within 30 days can deny the petition, refer the case back to DJS for informal supervision, or file a petition with the court. SAO attorneys represent the state in all delinquent proceedings before the court.

5. Department of Social Services

The Department of Social Services (DSS) is both an agency of the county and a regional office of the state Department of Social Services. It becomes involved in CINA cases, that is, in cases involving allegations of physical or sexual abuse by a parent or other caretaker (referred to as "child abuse") and allegations of neglect by the parent or caretaker. Reports of child neglect are sent to the Screening and Assessment Unit (formerly called the Protective Services Unit) within the Child Welfare Division of DSS, which investigates them. Complaints of child abuse are given either to the Youth Division of the Montgomery County Police Department or to Protective Services; each agency notifies the other. DSS investigates all complaints of child abuse; the Youth Division joins the investigation of all complaints of sexual abuse and all complaints of serious physical abuse that might lead to criminal charges against the perpetrator. In both neglect and abuse cases, if DSS determines that it is safe for the child to remain in the home with help, the case is assigned to the Treatment Unit, which attempts to preserve the family. When DSS determines that the child cannot safely remain at home, the child is placed with a relative, with a foster parent, or in a residential shelter. DSS then petitions the Juvenile Court to grant DSS either care and custody of the child or protective supervision over the child if the child is returned home by the court. If and when there is no prospect of the child's returning home, DSS petitions the Circuit Court to sever the parents' legal rights and give guardianship of the child to DSS, which then tries to find suitable adoptive parents. Adoptions are handled by the Circuit Court.

6. Juvenile Court

In Montgomery County, jurisdiction over juvenile causes is assigned to the Juvenile Division of the District Court of Maryland, District Number 6, popularly referred to as the Juvenile Court. The court has two judges--Judge Douglas H. Moore, Jr., who has served on the court for 25 years, and Judge Lee Sislen, who was appointed in June 1992 to replace Judge John Tracey, who retired in January 1992 after serving 22 years. The court is located in the Gray Courthouse in Rockville. It has a clerk and a small staff. The judges and staff are state employees. The size of the staff and the number of judges have not changed in 20 years, although the number of hearings held by the court has doubled in that time.

Montgomery County is the only county in Maryland in which the juvenile court is a part of the District Court rather than the Circuit Court.^{10/} This came about when the former People's Court was disbanded and reorganized and the District Court created, at the urging of the nationally recognized chief juvenile judge Alfred D. Noyes and others, so that the benefits of having juvenile judges who serve long tenures could be preserved, ^{11/} in contrast to the Circuit Courts where the practice of rotating judges into and out of the juvenile division commonly prevails.

The court conducts the following kinds of hearings: emergency hearings, to approve pre-adjudication detention and shelter care; waiver hearings, to decide whether to waive jurisdiction to the Circuit Court; adjudication hearings, to decide whether or not the juvenile is guilty of the charges; disposition hearings, to decide on the disposition arrangements for the juvenile; restitution hearings; and review hearings.

The court loses jurisdiction over the child when he or she turns 18, except that dispositions can continue until he or she becomes 21.^{12/}

The court can require restitution.^{13/} The court can assess a civil fine up to \$25 for the first alcohol or traffic violation and up to \$100 for the second and subsequent violations^{14/} but apparently cannot assess fines for delinquent acts.^{15/}

The court has joint jurisdiction with adult courts over adults whose acts or omissions cause or tend to cause children to be delinquent, in need of assistance, or in need of supervision.^{16/}

All proceedings of the court are closed to the public to protect the privacy of the juveniles and the family. However, the court does permit qualified persons, including members of the Juvenile Court Committee, to observe proceedings.

The extent of the court's authority vis-a-vis DJS and other public agencies is a matter of some confusion and controversy.

7. Circuit Court

Under certain circumstances the Juvenile Court may waive its jurisdiction over a child who is 15 years of age or older or a child who has not reached his or her 15th birthday, but who is charged with committing an act that, if committed by an adult, would be punishable by death or life imprisonment. (§ 3-817) In such event, the case would come before the Circuit Court of Montgomery County.

The Circuit Court is located in the Judicial Center in Rockville. Although the court is established by state law, and the judges' salaries are paid by the state, the other costs of the court are borne by the county, and the judges, originally appointed by the governor, stand for reelection in the county.

8. Attorneys

All parties to all proceedings before the Juvenile Court or Circuit Court are represented by attorneys, on whom the court relies to state that party's position, present witnesses, negotiate agreements on adjudications and dispositions, etc. The state is represented by an attorney from the State's Attorney's Office. The juvenile and the parent(s) or other caretaker may retain their own attorney; but if financially unable to do so, the Public Defender, a state agency, will assign them an attorney with the office or an attorney under contract to the office. DSS is represented by the County Attorney. These attorneys play a significant role in the outcome of all delinquent and CINA cases.

D. Juvenile justice system--Auxiliary components

1. Operation Extinguish

Operation Extinguish is a program run by the Montgomery County Fire Department to work with children who commit or attempt arson. It was started about five years ago.

2. Alternative Community Services Program

The Alternative Community Services Program (ACS) in the Montgomery County Department of Corrections organizes and supervises appropriate activities for adults under a court requirement to perform a specified number of hours of community service. It also accepts juveniles under arrangements with the intake or probation side of DJS or the police department. Prior to 1984 it received referrals for as many as 400 juveniles a year. At one time, an ACS staff member was stationed within the police department to process referrals. After 1984, when the Department of Corrections imposed a \$50 fee on juveniles' use of ACS for budget reasons, juvenile referrals to ACS dropped to about 40 per year. In 1991, at the urging of the Juvenile Court Committee, the Department of Corrections waived the fee for juveniles, and the number of juvenile referrals is growing each year.

3. PACT (Parents and Children Together)

PACT (Parents and Children Together) was started in 1977 with a three-year Federal grant under the Law Enforcement Assistance Act (LEAA) to deal with status offenders, who at that time were being diverted from the courts into community-based programs under a national reform initiative. In 1980 PACT was picked up by the Montgomery County Department of Health. In 1986 it was transferred to the Department of Mental Health. It now is in the Department of Addiction, Alcohol, Victims and Mental Health Services (DAVMHS) on Hungerford Drive in Rockville, where it serves as an intake service for juveniles and their families to the publicly supported mental health services of the county. At one time a PACT worker was stationed at the Youth Division but was withdrawn because of budget reasons and an inadequate workload. The police, DJS, and the court often refer juvenile offenders and their families to PACT.

4. RICA (Regional Institute for Children and Adolescents)

RICA--The Regional Institute for Children and Adolescents--is a community-based public treatment facility for emotionally handicapped youth from ages 6 through 20. Located on county land on Blackwell Road next to Noyes, it is operated jointly by the State of Maryland Department of Health and Mental Hygiene and the Montgomery County Public Schools. It has the capacity for 100 day students from Montgomery County for elementary, middle school and senior high school programs and 80 residential students from Montgomery, Carroll, Frederick, Howard, and Washington counties in the middle school and senior high programs. The police, DJS, and the court often refer juvenile offenders to RICA.

5. Youth service centers

There are seven youth service centers in Montgomery County that provide guidance, counseling, recreation, vocational and other services to youth on a walk-in or referral basis. They are funded with state, county and private funds.

6. Residential and treatment facilities

There are numerous private profit and non-profit residential and/or treatment facilities in the county, the state, and elsewhere that are utilized by DJS or DSS, often with the approval or direction of the juvenile court, for shelter care, residential, and treatment services under contractual arrangements.

7. Montgomery County Public Schools

The public schools are on the front line of dealing with children in the county who engage in antisocial behavior. The level of violence in the schools is rising: Students occasionally bring guns and other dangerous weapons into the schools; they get into fights on and off the school property; they occasionally sexually molest or even rape other students on school property; they disrupt classrooms; they use and sometimes sell dangerous drugs on or near school property; they commit thefts; they vandalize school property.

The schools have developed and are continuing to develop a variety of responses to this antisocial behavior. One response is suspension--including in-school suspension. A variety of alternative school programs are provided for students who can't seem to get along with the traditional school regimen. An extensive system of in-school, special school, and special education programs has been developed for handicapped children. There are six intensity levels, from modest special classes in school to out-of-county residential programs for handicapped children, under a complex Admission, Review and Dismissal (ARD) program that involves comprehensive assessment and evaluation, a school-based review committee (SARD), and a central-office-based review committee (CARD) for placements at the highest levels. However, antisocial behavior alone, such as bringing a gun to school or getting involved in frequent fights, does not qualify a student to be admitted to any of these special-ed programs; to qualify, the student must be found to be seriously emotionally disturbed (SED). Most recently the school system has hired a safety director and is hiring security guards for individual schools.

The schools interact with the juvenile justice system in a variety of ways. School principals often call the police when a delinquent offense is committed on school property, particularly a serious one. MCPS provides schooling services to RICA and many of the residential facilities where juvenile offenders are lodged. DJS and DSS, often with the support or direction of the juvenile court, often try to get juveniles into special-ed or alternative schooling programs run by the schools.

Even though the schools and the primary juvenile justice agencies are engaged in a common enterprise--dealing with juveniles who exhibit antisocial behavior--very little exchange of information takes place because of concerns about confidentiality laws and practices designed to protect the privacy of juveniles involved in antisocial behavior.

E. Summary of the system

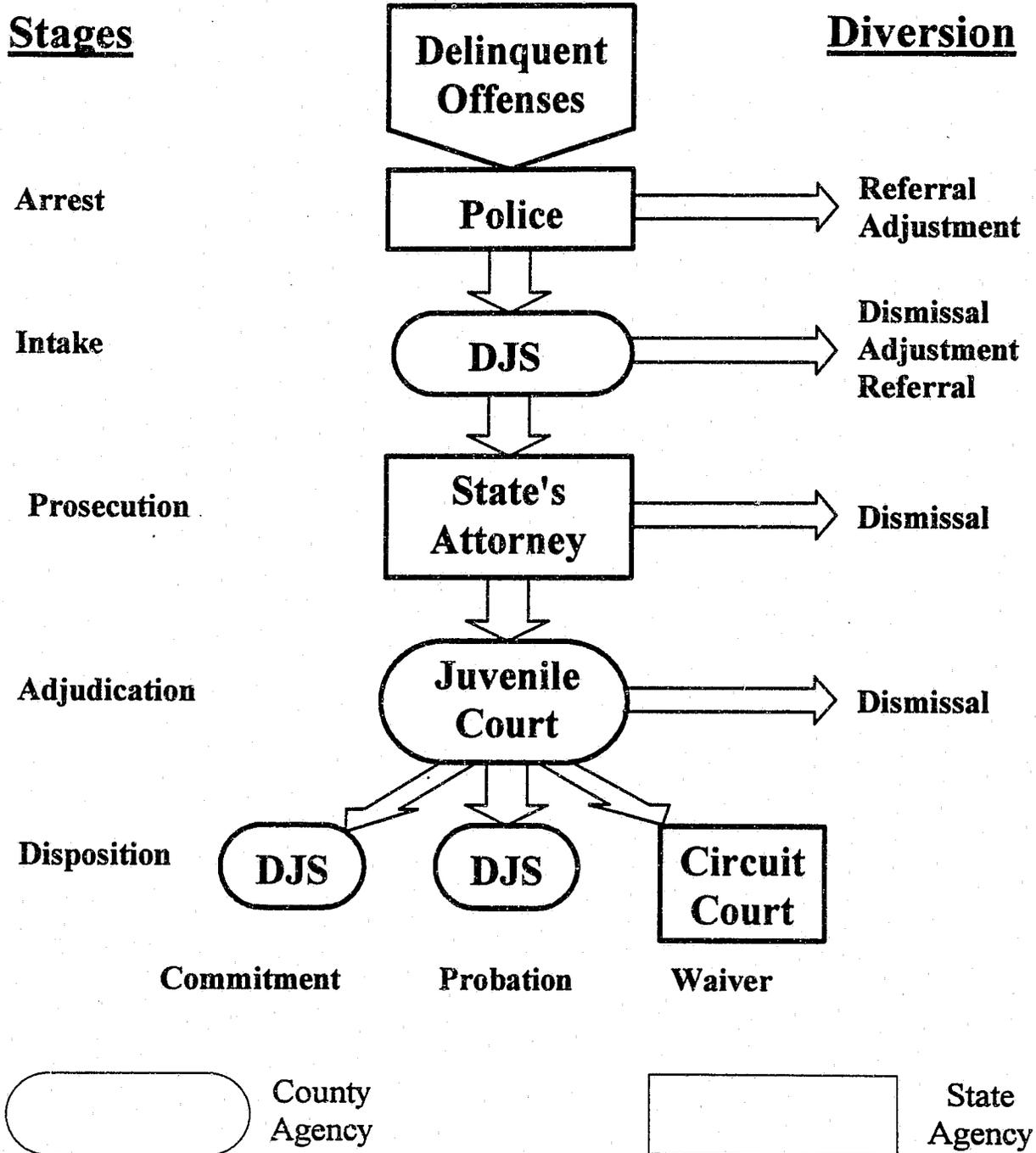
It can be seen from the foregoing description that the juvenile justice system in Montgomery County involves a matrix of state and county agencies, functions in several distinct stages, and varies according to the three jurisdictional categories--CINS (status offenses), CINA (child abuse and neglect), and delinquent offenses.

As to status offenses, there are two principal subgroups--underage possession of alcohol, and runaways and other children deemed "out of control." Liquor law violators are issued citations by the police, and the cases are referred directly to DJS for processing, which consists of alcohol education, community service, and suspension of driving privileges. The few cases in which the juvenile denies the charges are sent to the juvenile court for adjudication. After receiving a report of a runaway, the police will try to locate the child if he or she does not return voluntarily. Occasionally, the police will "arrest" the child before delivering the child to the parent or guardian; but virtually no runaway or "out of control" cases are ever sent to DJS, except a few runaways from other jurisdictions; and no runaway or out of control cases are sent to court.

As to CINA cases, the initial investigation is made jointly by DSS to determine the welfare of the child and by the police to determine the possibility of child abuse by an adult. DSS serves as the intake agency for sending the case to the juvenile court.

As to delinquent offenses, there are five distinct stages--arrest (including also police citations and citizen complaints), intake, prosecution, adjudication, and court-ordered disposition. Figure 1 schematically shows the flow of the county's juvenile justice system for delinquent offenses. At each of the first four stages there can be diversion from the system by adjustment (e.g., admonishment, or agreed restitution, or other corrective action), referral to another agency (e.g., for treatment, community service), or dismissal. The final stage, court-ordered disposition, consists of waiver to the adult court, commitment to a secure or non-secure residential program, or probation with conditions to be fulfilled.

Figure 1
The Flow of the Juvenile Justice System
in Montgomery County for Delinquent Offenses



II. THE 1989 STUDY

A. The police data in the 1989 study

1. Methodology

When the Youth Division of the police department first receives a report of an arrest or citation of a juvenile or of a juvenile who has run away or is missing, an index card is prepared bearing the juvenile's name, address, school, race, gender, description, and date of birth, and a summary entry of the report is made on it. All subsequent reports also are entered on the card or subsequent cards. The following are fictitious examples of two such cards for an individual:

NAME DOE, Richard J.
 ADDRESS 12 Gaither Road
 Germantown, MD 20874
 SCHOOL Germantown HS
 DESCRIPTION B/M, 5-10, 150 Blk/Brn

ALIAS "J.R." "Moe"
 I.D.# J00-00000
 D.O.B. 01-01-76
 PHONE 000-1234

EXAMPLE

DATE	CLASS	COMP	RD#	DET.	RT. CT.
04-18-84	2111	r/a	G444 999	Smith	R
06-06-84	2111	r/a	G555 888	Smith	R
11-04-84	0613	Theft u/300	W434 777		C
11-30-84	0633	Larceny (4 cnts)	G123 456		C
01-01-85	1511	Poss. Concealed Weapon	W789 123		C

NAME DOE, Richard J.
 ADDRESS 12 Gaither Road
 Germantown, MD 20874
 SCHOOL Germantown HS
 DESCRIPTION B/M, 5-10, 150 Blk/Brn

ALIAS "J.R." "Moe"
 I.D.# J00-00000
 D.O.B. 01-01-76
 PHONE 000-1234

EXAMPLE

DATE	CLASS	COMP	RD#	DET.	RT. CT.
09-04-86	0627	Theft u/300	G999 222		C
09-08-86	2111	r/a	G555 222	Jones	R
11-25-86	0633 2737	Theft u/300 Trespass	G766 877		C
02-14-87	0711	Auto Theft	R777 888		C
04-03-87	1817 1827 1867	Poss. Cocaine Dist. Cocaine Poss. CDS Paraphernalia	G999 000		C

FORM #54A

For an arrest, the date is the date of the arrest; for a citation, the date of the citation; for a runaway, the date the Youth Division received the report. The "class" is the numerical designation for the offense as shown in the Event Code Classification Index (ECCI), a nationwide system for classifying offenses developed by the FBI. The ECCI for 1989, which was used in this study, appears herein as Appendix C. The third column is a brief description of the offense. The entry "r/a" means "runaway." The fourth column is the case number. The letter at the beginning indicates the district; thus, "G" stands for Germantown, "W" for Wheaton-Glenmont, and "R" for Rockville. The last column shows the disposition of the case. The letter "R" means "retained in the police department." The letter "C" means "sent to the Department of Juvenile Services," which serves as the intake office for the court. On some of the cards, other dispositions are noted.

The student intern took a random sample of one-fifth of the juveniles identified in the index cards as having been arrested or reported in calendar year 1989. This led to a sample of 670 juveniles. He then coded into a computer program the following information for each juvenile--an identifying number, date of birth, race, and gender--and for each entry the date, the ECCI number of the charge if only one, or two numbers if two or more charges were shown, and the disposition. If the card showed three or more charges for the arrest, the intern usually coded the two lowest ECCI numbers.

The methodology has several limitations that should be kept in mind. One is that the index cards do not show all of the police contacts with the juveniles because there is no entry for Event Reports without an arrest, for citizen complaints, or for arrests by other police jurisdictions. An examination of the case histories suggests that the "arrest" data should be increased by about one-third to include these other police contacts.

A second limitation is that the date of the offenses is not shown on the card. Therefore, it is difficult to know how many separate delinquent events or episodes are involved, and it also is difficult to correlate the police information with the information derived from the DJS and court files.

A third limitation is that where there were three or more charges, only two would be coded; and usually the intern entered the two lowest ECCI numbers. Thus the study data understate the number of offenses committed by the juveniles and the number of charges against them. One arrest might be for several offenses; for example, I was told of one case in which four juveniles had stolen 84 autos but were arrested only once, so only one entry would be coded into the computer for a case like this instead of 84.^{17/}

Notwithstanding these limitations, the 1989 study data provide valuable insights into the individual juveniles who committed the delinquent offenses that were reported by the Montgomery County Police Department in 1989. The police regularly issue monthly and annual reports of "events" and "arrests," but they do not issue reports on the number of individuals involved. If one juvenile is arrested five times, that's reported as five juvenile arrests. The police reports are impersonal, whereas the 1989 study of police data helps to put faces behind these figures and therefore can help policy makers and administrators develop and implement better programs to serve the young delinquents in our county.

The following are some of the findings that can be drawn from the coded data. The numbers are estimates derived by multiplying the coded numbers in the sample by five. They probably have an

accuracy of plus or minus five percent for the larger numbers. The margin of error increases the smaller the item being estimated.

2. Findings*

a. 1989 arrests and reports of male juveniles

In 1989 the Montgomery County Police Department arrested 1655 male juveniles for delinquent offenses. There were 2155 arrests of these juveniles on at least 2840 charges. In 1989, 1375, or 83%, of the male juveniles were arrested only once. 280, or 17%, were arrested two or more times; and 95, or 6%, were arrested three or more times. One juvenile was arrested nine times.

Of the males arrested, 870, or 53%, were white; 645, or 39%, were black; 85, or 5%, were asian/oriental; 40, or 2%, were white hispanic; 5 were black hispanic; and for 10, the race is unknown. The youngest male arrested for a delinquent offense was seven years old.

Of the males arrested, 1075, or 65%, were ages 15, 16, or 17. Assuming that all of them were county residents (a questionable assumption), they represented 1 in 16, or 16%, of the white males, 1 in five, or 21%, of the black males, 1 in 24, or 4%, of the asian/oriental males, and 1 in 35, or 3%, of the white hispanic males, in the county in this age group.

In addition to the male juveniles arrested for delinquent offenses, 735 male juveniles were reported or arrested (or cited) for status offenses, such as running away or underage use of alcohol. Of these, 145 were also arrested for delinquent offenses; so 590 were reported or arrested for status offenses only.

Thus a total of 2245 male juveniles were either arrested by or reported to the police department in 1989.

b. 1989 arrests and reports of female juveniles

In 1989 the Montgomery County Police Department arrested 340 female juveniles for delinquent offenses. There were 365 arrests of these juveniles on at least 515 charges.

About one female juvenile was arrested for every five males. Thus, juvenile delinquency is primarily a male problem. In 1989, 320, or 94%, of the female juveniles were arrested only once; 20, or 6%, were arrested two or three times. None was arrested more than three times. Of the females arrested 180, or 53%, were white; 140, or 41% were black; and 20, or 6%, were Asian/Oriental. No other races were included in the study sample.

The youngest female arrested for a delinquent offense was 10 years old.

* All of the numbers in this section are estimates. The term "arrest" as used in this section includes citations.

The most common offense was shoplifting: 220, or 43%, of the 515 charges against females were for shoplifting.

In addition to the female juveniles arrested for delinquent offenses, 790 female juveniles were reported or arrested (or cited) for status offenses, such as running away or underage use of alcohol. Of these 90 were also arrested for delinquent offenses; so 700 were reported or arrested for status offenses only. Thus, more than twice as many of the females were reported/arrested for status offenses as were arrested for delinquent offenses. The overwhelming majority of these status offenses (90%) were running away.

Thus, a total of 1040 female juveniles were either arrested by or reported to the police department in 1989. This total is about half of the total for the males.

c. All juveniles arrested or reported in 1989

The total number of male and female juveniles arrested by the police in 1989 for delinquent offenses was 1995. This number is 21 percent of the number of arrests made by police this year.

The total number of male and female juveniles arrested by or reported to the police in 1989 for delinquent or status offenses was 3485.

The information on all male and female juveniles arrested by or reported to the police for delinquent or status offenses in 1989 is summarized in Tables 1A, 1B, and 1C.

Table 1A
Juveniles Arrested in 1989 for Delinquent Offenses
 (estimates based on sample)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Number of charges	2840+	515+	3355+
Number of arrests	2155	365	2520
Number of Juveniles	1655	340	1995
	<u>Race</u>		
White	870	180	1050
Black	645	140	785
Asian/Oriental	85	20	105
White Hispanic	40	--	40
Black Hispanic	5	--	5
Unknown	10	--	10
	<u>Number of Arrests</u>		
Arrested once in 1989	1375	320	1695
Arrested two or more times	280	20	300
Arrested three or more times	95	5	100

Table 1B
Juveniles Reported in 1989 for Status Offenses
 (estimates based on sample)

Number of reports or arrests	990	1200	2190
Number of juveniles	735	790	1320
Juveniles with both status offenses and delinquent offenses	145	90	235
Juveniles with only status offenses	590	700	1490

Table 1C
Delinquent and Status Offenders in 1989
 (estimates based on sample)

Delinquent offense	1655	340	1995
Status offense only	590	700	1490
Total	2245	1040	3485

It is obvious from the data that male and female juveniles with police contacts constitute two very distinct populations. Delinquent offenders are 5-to-1 male, and habitual offenders are 13-to-1 male. On the other hand, there are more female runaways than male runaways, there are more chronic female runaways than chronic male runaways, and fewer female runaways than male runaways are also arrested for delinquent conduct. Two-thirds of the police contacts for female juveniles are for running away, whereas only one-fourth of the police contacts for male juveniles are for running away.

The male and female juvenile populations in turn break down into various subgroups that warrant special focus. For example, 43 percent of the female delinquency arrests are for shoplifting. The most common male offenses are larceny, auto theft, burglary, and drug violations. Black males are over-represented among all delinquent offenders and among habitual offenders. Male habitual offenders, although constituting only 8% of the males arrested, are responsible for 35% of the violent offenses.

d. Police referrals to DJS

In 1989 the police referred 90 percent of the delinquent arrests to the Department of Juvenile Services.

e. Recidivism

In 1989, 1220 male juveniles were arrested by the MCPD for delinquent offenses for the first time in their lives. The remaining 435 had been arrested at least once before. Moreover, of those arrested the first time in 1989, 165 were arrested a second or more times in 1989. Thus, by the end of 1989, 600, or 36%, of the 1655 male juveniles arrested in 1989 for delinquent offenses were repeat offenders.

In 1989, 300 female juveniles were arrested by the MCPD for delinquent offenses for the first time in their lives. The remaining 40 had been arrested at least once before. Moreover, of those arrested the first time in 1989, 30 were arrested a second or more times in 1989. Thus, by the end of 1989, 70, or 21%, of the 340 female juveniles arrested in 1989 for delinquent offenses were repeat offenders. This recidivism rate for females is little more than half as high as that for males.

f. Drugs and weapons

Of the total of 2840 coded charges against male juveniles arrested in 1989, 315, or 11%, were for drug involvement. This is less to some extent than the total number shown on the index cards because only the two lowest ECCI numbers were coded, and the drug offenses have a higher number than the other serious crimes.

Of the total of 2840 coded charges against male juveniles who were arrested in 1989, 90, or 7%, were for the use or possession of dangerous weapons, such as guns and knives. Of the 190 charges, 15 were for the use of a firearm and 20 were for the use of another dangerous weapon in the commission of robbery or aggravated assault. The foregoing numbers are less to some extent than the total number shown on the index cards.

g. Violent offenses

Using the definition of violent offenses as homicide, rape, robbery, and aggravated assault (ECCI numbers 1xx, 2xx, 3xx, and 4xx), the sample showed that 95 juveniles were arrested 100 times in 1989 for violent offenses. This compares with a 1989 police report that shows 106 arrests of juveniles aged 7 through 17 for violent offenses that year, comprising 89 arrests of males and 17 of females.^{18/} Thus, fewer than 5% of the juveniles arrested in 1989 for committing a violent offense were arrested a second time that year for a violent offense.

h. Habitual juvenile offenders

Of all the males arrested or reported in 1989, 130 had been arrested five or more times in their lifetimes by the end of that year. If habitual juvenile offenders (HJOs or HOs) are defined as those who have been arrested five or more times for delinquent offenses, these 130 males would meet that definition. For all of them one of the first five arrests was for a serious offense, as defined in Appendix D. These 130 HJOs represent 7.8% of all male juveniles arrested in 1989.

These 130 habitual offenders were responsible for 575+, or 20%, of the 2840+ charges against arrested males, and for 380, or 18%, of the 2155 total male arrests in 1989.

However, the habitual offenders, although responsible for 18% of all arrests in 1989, were responsible for 35, or 35%, of the 100 arrests for violent offenses in 1989. Also, some of them had committed violent offenses in earlier years.

The foregoing information is summarized in Table 2.

Table 2

Male Habitual Juvenile Offenders
(estimates based on sample)

	Data for all male juveniles arrested in 1989 for delinquent offenses <u>(number)</u>	Data for male habitual juvenile offenders	
		<u>(number)</u>	<u>(percent)</u>
Juveniles	1655	130	8%
Arrests	2155	380	18%
Charges	2840+	575+	20%
Arrests for violent offenses	100	35	35%

Of all the females arrested or reported in 1989, only 10, or 3%, had been arrested five or more times in their lifetimes.

The ratio of male habitual offenders to females is 13 to 1. Thus, habitual juvenile delinquency is overwhelmingly a male problem.

In 1989, 100 males, but no females, were arrested for the fifth time in their lives for delinquent offenses. This is about 6% of the males arrested for delinquent offenses that year. This suggests that each year 100 new males, and maybe 2 or 3 females, will be added to the group of habitual juvenile offenders in the county.

What was the total number of habitual juvenile offenders in Montgomery County at the end of 1989? The total undoubtedly was greater than the 140 (130 male and 10 female) disclosed in the study, because the case histories show that about a third more offenses are reported than show up in the MCPD records and because some of the habitual offenders may have been locked up in detention or other secure facilities during the year or may have been in remission during the year.

What is the total number of HJOs in the county in 1993? The data in the study suggest that this number is higher than it was at the end of 1989. This is shown by the facts that while 100 males were arrested for the fifth time in 1989, thus adding 100 to the pool of HJOs, only 70 of the male HJOs were 17 or 18 years old at the end of 1989, and thus aging out of the pool. (All of the females in the sample were 17 or 18.) The difference between these two numbers suggests that the pool of male HJOs was growing by 30 a year.

A comparison of the first arrests of those first arrested in 1989 with the first arrests of the 140 habitual offenders shows no marked differences, which suggests that the nature of the first arrest does

not serve as an accurate predictor of future delinquent behavior. Also, to the eye, there was no significant sequence of offenses that differentiated those with five or more arrests from those with fewer arrests. This observation corresponds with the findings elsewhere, as reported in the literature.^{19/}

i. Status offenses--Underage alcohol possession

In 1989, 185 male juveniles and 80 female juveniles were cited for underage alcohol possession.

None of the males in the study and only one of the females had been cited twice for alcohol possession in their lifetimes.

j. Status offenses--Runaways

In 1989, 790 female juveniles were reported 1200 times for running away. This is an average of 1.5 reports per individual; conversely, this means that on average 100 runaway reports for females applied to 66 individuals. One female was reported a runaway eight times in 1989.

Of the 790 female juveniles reported as runaway in 1989, 90, or 11%, also were arrested for a delinquent offense that year.

In 1989, 735 male juveniles were reported 990 times for running away. This averages 1.3 reports per individual; conversely, this means that on average 100 runaway reports for males applied to 74 individuals.

Of the 735 male juveniles reported as runaway in 1989, 145, or 26%, also were arrested for a delinquent offense that year.

These data and the comparable data for female runaways refutes the assumption held by many that most runaways also commit delinquent acts. By the end of 1989 75 female juveniles and 55 male juveniles had been reported as running away five or more times in their lifetimes.

B. The case histories in the 1989 study

1. Methodology

The student intern concluded that the 1989 sample showed 31 juveniles who had five or more lifetime arrests, thus fitting the definition of chronic juvenile offenders that the task force had decided to use. However, I excluded three of the cases, two because the fifth arrest occurred in 1990 and the third because some basic information obviously was missing.

These 28 cases, 26 male and 2 female, are the basis for the estimated 140 habitual offenders discussed in the previous section ($28 \times 5 = 140$).

The student intern was allowed to examine DJS and court files on the 31 individuals, and he coded

certain information from these files into the computer program. Using the coded data from the police index cards and the intern's computer worksheets for the information from the DJS and court files, I undertook to prepare chronological case histories of many of the 28 habitual offenders showing the sequence of key events in the individual's involvement in the three components of the juvenile justice system. A representative sample of ten of these case histories is enclosed as Appendix E.

Because of limitations in the coding process, the case histories do not tell the full story of the juvenile's experience. For example, the court worksheets indicated whether or not the juvenile was adjudicated guilty of a delinquent offense (1 meant "yes," 2 meant "no") but did not indicate when or by what means this adjudication occurred (e.g., as the result of a plea bargain or a trial). Only fragmentary information was included on the nature of the court's order or, for that matter, on the DJS disposition. It was often difficult to track the offenses through the files because the three agencies--police, intake, and court--often used different ECCI numbers for the same offense and because the police and DJS information referred only to the date of the arrest, not the date of the offense, and the court information identified neither date. Educated guesses had to be made to present a coherent and simplified story. Nonetheless, it is believed that the case histories are sufficiently accurate to enable the reader to obtain a good understanding of how the juvenile works his or her way through the system.

Some of the findings and conclusions shown by the case histories are discussed in the following section.

2. Findings

a. Two patterns of behavior

The male habitual offenders seem to fall into two patterns--those having a long history of difficulty starting in childhood (see Cases 108 and 259) and those engaging in an adolescent crime spree starting at age 14, 15, or 16 (see Cases 182, 206, 334, 441, and 606).

Thus, Case 108 was first arrested at age 7:1 for arson and had four arrests by the time he was 10; Case 259 was reported as missing at age 6:10, reported runaway at age 11:4, and arrested three times when he was 12.

On the other hand, Case 182 was first arrested at age 14:0 and had 8 more arrests in the next 3.5 years; Case 206 was first arrested at age 13:10 and had 18 more arrests in the next 3.5 years; Case 334, was first arrested at age 15:5 and had 4 more arrests in the next 1.5 years; Case 441 was first arrested at age 13:10 and had 7 more arrests in the next 2.5 years; and Case 606 was first arrested at age 16:2 and had 13 more arrests in the next 2 years.

b. Offenders often quickly back on the street

An offender is often back on the street within days after an arrest, committing more offenses. See Case 108, three arrests in the same month, 9:9; Case 119, two arrests in month 13:0 and three in month 14:3; Case 182, two arrests in month 15:9; and Case 259, two arrests in month 12:2, three in month 14:2, two in month 14:11, two in month 16:1, and two in month 17:2.

c. Many also are runaways

About a third of the male habitual offenders were reported as runaways during their lifetime, one as many as 12 times. Both of the female habitual offenders were reported as running away many times.

d. Few adjudications

The habitual juvenile offenders are adjudicated guilty of only a fraction of the offenses for which they were arrested. For example, in Case 334 the juvenile was arrested on at least nine charges but was adjudicated guilty on only one. This confirms what the SHOCAP literature refers to as the "funnel fallacy"--that out of 100 juvenile arrests by the police, in only six cases are the juveniles found guilty and sentenced by the court.^{20/}

One of the reasons for this result is the policy of DJS intake not to send cases forward if the juvenile already is under the jurisdiction of the court: See Case 206 at month 14:8, month 14:11, and month 15:4; and Case 259 at month 15:0 and month 16:6. Another reason seems to be that the court routinely dismisses cases without adjudication after a period of time if nothing has happened. See, for example, Case 206 at month 14:8. Other reasons are explained in the 1978 study discussed below.

e. More arrests than reported in police data

Habitual juveniles were arrested or reported more times (about a third more) in 1989 for delinquent offenses than are shown in the records of the county police department that were examined in this study. For example, the case history for Case 259 shows a total of 24 "arrests," but only 16 of these were entered on the index cards in the Youth Division. The remaining eight probably were Event Reports that were labelled "arrests" in the DJS computer program, or arrests by Rockville or Gaithersburg City Police. The police practice has been changed since 1989 so that today all Event Reports involving juveniles are processed through the Youth Division even though no arrest took place.

f. Many arrests before first court appearance

Normally, the juvenile is arrested many times before a case goes to court, if ever. For example, see Case 182 where the juvenile was arrested nine times but never sent to court, and Case 334 where the juvenile was arrested five times over the course of a year before the fifth case was taken to court. The DJS annual report for fiscal year 1989 shows that in Montgomery County only 16 percent of the cases were sent to court, the lowest percentage for any county in the state.

g. System can act quickly when deemed necessary

The system is capable of acting quickly when the agencies deem it necessary. For example, in Case 259 it appears that a detention petition was filed the same day as the juveniles' 13th arrest, which was for aggravated assault with a dangerous weapon on a police officer and auto theft; and in Case 334 the juvenile was committed by the court to Noyes within days of his fifth arrest.

h. System easy to defy

The system is ineffectual in dealing with a juvenile who is determined to defy the system. See, for example, Case 259 in which there were 24 arrests over five years and many runaway reports. He even seemed to be able to run away from Noyes--see months 15:2 and 15:3. Of course, his arrests were mostly for minor offenses, and DJS and the court were unwilling to commit him to Hickey. See Case 206, who was arrested 19 times over a period of 2.5 years and at month 15:7 seems to have run away from Springfield Hospital. And see Case 119, the one female of the ten case histories in Appendix E, who was arrested 19 times, reported as a runaway four times, and reported for other juvenile offenses twice, over a 10 year period between the ages of 7:5 and 17:7.

i. Lack of coordination

The court, DJS, and the police do not seem to be coordinated. For example, in Case 206, at month 14:5 the court placed the juvenile on probation on four counts; in months 14:5 to 14:8 DJS did not send three additional arrests to the court because these other cases were pending; but in month 14:9 the court dismissed those cases.

III. OTHER STUDIES AND PROGRAMS

A. The 1978 study of chronic offenders in Montgomery County

In 1978 a study of chronic offenders in Montgomery County was made by the Research and Planning Division of the Montgomery County Department of Police for the Montgomery County Criminal Justice Coordinating Commission (CJCC). The author was Alice Vartanian O'Donnell, who was assisted by Warren E. Bernard, Thomas A. Brunner, and Daniel W. Okada. A report of the study entitled "Chronic Offenders--An Analysis of Delinquency in Montgomery County, Maryland" was issued in December 1978.

The study was directed by an Interagency Task Force convened by the CJCC.^{21/} The task force defined a "chronic offender" as a juvenile who had been arrested for a delinquent offense on three or more separate occasions.^{22/} The task force also defined a "chronic recidivist" as a juvenile who had been arrested on five or more occasions.^{23/} This is the same as the definition of a "chronic juvenile offender" adopted by the interagency committee that set up the 1989 study, or of a "habitual juvenile offender" used in this report.

The task force also defined a "serious offender" as a juvenile with one or two arrests, at least one of which was for a "serious offense," which consisted of homicide, rape, robbery and attempts, aggravated assault, burglary, larceny over \$100, auto theft, minor assault, arson, receiving stolen property, and sexual assault.^{24/}

The study team went through the "master card file" maintained at the Youth Division for all youths aged 7 through 17 then residing in the county.^{25/} These cards undoubtedly are the predecessors of the index cards examined by the student intern in the 1989 study. They therefore contained the same kinds of information that was available in 1989, with the possible exception that the cards included information on "apprehensions initiated by other law enforcement agents"^{26/} and on Field Interrogation Tickets (FI)^{27/}, whereas I don't believe this information was included in 1989. The study team estimated that the file contained cards for 14,500 youths.^{28/} The team reviewed all of these cards and from them identified 758 youth who had been arrested three or more times.^{29/} From this group of 758 youths they took a random sample of 300; this means that each number in the sample should be multiplied by 2.79 to reflect the entire population. The team also identified 2095 "serious offenders" and used a sample of 600 of them for specific study.^{30/} The study team then obtained further information about the 900 youth in the two samples from JSA, the State's Attorney's Office, and the court.

The study found that of the approximately 14,500 youth under 18 who had had one or more contacts with the police before February 1978, 279 had been arrested five or more times, that is, were habitual juvenile offenders. Is this number comparable to the 140 habitual offenders identified by the 1989 study out of the total of 1995 youth who had contact with the police that year? On its face it doesn't seem to be comparable because the two numbers are drawn from widely different populations. The 1978 police cards included more information on police contacts than did those in 1989, so more habitual offenders would show up in the earlier count. Nonetheless, if it can be assumed that a habitual

offender has at least one contact with the police each year, then the two numbers are not as disparate as first appears. Consequently, the 1978 study may indicate that there were fewer habitual juvenile offenders in the county in 1989 than there were 12 years earlier.

Information was collected on the areas in which the chronic and serious offenders lived and areas in which the offenses were committed; it showed that in 47% of the cases, the offenses were attributable to youth who resided in the same area.

Information was collected on the disposition of cases by the different components of the system. The study found that "21.8% of all the charges were either closed or retained at the police level, 35.8% of all offenses were processed by Juvenile Services Intake, the State's Attorney dismissed 1.6%, and the remaining 40.8% of all offenses ultimately were disposed at juvenile court."^{31/}

The percentage of cases disposed of by the police was twice as high as the percentage disposed of by the police in 1989 (22.8% in 1978, 10% in 1989). The percentage of cases disposed of by the court was very high relative to the situation prevailing in 1989: DJS data for fiscal year 1989 (July 1988 to June 1989) show that DJS intake sent only 16% of its cases forward to the State's Attorney for processing.

Of the cases sent to court, 22.9% were dismissed at the request of the State's Attorney. Another 16% were dismissed by the court.^{32/} In response to questions from the study team, State's Attorney staff explained that the range of reasons for the discretionary dismissals included the following: "missing witnesses, a change in the case (i.e., something on which it was predicated is now different), a defective petition, faulty police work (i.e., an omission in reporting or following up on evidence, etc.) a questionable charge for which prosecution would not accomplish anything for the youth, and dismissal as part of a plea agreement to a companion charge (usually, with restitution protected)."^{33/}

The information obtained by the 1978 study team and the information contained in the 1989 police data and case histories helps explain the flow of the juvenile justice system in the county, which is shown schematically in Figure 1.

Of the 254 offenses in the 1978 study that involved detention of the youth, 14 were sent to the Montgomery County Detention Center, 138 to the Waxter's facility in Baltimore, 19 to Noyes, 1 to private shelter care, and 82 to all other facilities.

The information collected by the study team showed that it took an average of 247.8 days, or more than eight months, for the processing of a first arrest from the date of the arrest to the date of the court disposition; 181.1 days, or more than six months, for the third arrest; 159.8 days, or five months, for the fifth arrest; and 131 days, or slightly more than four months, for the 10 and higher arrests.^{34/}

B. The 1991 study of serious offenders in Maryland

In 1991 a Bethesda consulting firm, Pacific Institute for Research and Evaluation (PIRE)^{35/} issued a report to the State of Maryland Juvenile Justice Advisory Council (JJAC) entitled, "Serious and

Chronic Juvenile Offenders: A study to Determine Future Directions." JJAC was created pursuant to the Federal Juvenile Justice and Delinquency Prevention Act of 1974 as the state advisory group (SAG) for Maryland to dispense Federal grants within the state. It operates out of the governor's office.

JJAC defined a "serious" juvenile offender as one who has been "adjudicated delinquent on a current offense of a Part I crime as defined by the FBI's Uniform Crime Reports (UCR), excluding auto theft; or of distribution of controlled dangerous substances (CDS); and was 14, 15, 16, or 17 years of age at the time of the offense."

JJAC further defined a "chronic" juvenile offender as "a youth aged 14, 15, 16, or 17 who has been adjudicated or convicted more than once of a Part I crime as defined by the FBI's Uniform Crime Reports (UCR) at the time of the current offense; or been adjudicated or convicted more than three (3) times in the past two (2) years at the time of the current offense; or been committed more than once to the Charles H. Hickey, Jr. School in the previous eighteen (18) months."36/

Several aspects of these definitions deserve comment. First, they are based on "adjudications," not "arrests," as are the definitions used in the county 1989 and 1978 studies. This means that they are limited to the small percentage of arrests that end up with an adjudication (SHOCAP estimates that this is only 6% of the total). It also means that JJAC's focus in the study was on those juveniles who are disgorged by the 24 local juvenile justice systems in Maryland into the hands of DJS for commitment, not on all individuals in the total delinquent population in the state who have committed violent or other serious offenses.

Second, the definition of a serious offense excludes auto thefts but includes larceny, a category that includes petty thefts such as shoplifting. This is puzzling.37/ Also, it omits arson, sexual assault, incest, child abuse, bomb threat, and kidnapping.

Third, the definitions have an age restriction--they are limited to juveniles 14, 15, 16, or 17 years of age. The implication of this is either that a child 13 years old or younger who commits a Part I crime is too young to present a serious threat to society or that he's too young to be handed over to DJS.

Fourth, the definition of a chronic offender includes time restrictions (e.g., three crimes in two years or committed to the Hickey School twice in 18 months). The implication of this is that the longer a juvenile avoids conviction or commitment to Hickey, the less threat he is to society.

The authors of the study collected data from the Department of Juvenile Services (DJS), the Division of Corrections, the Division of Parole and Probation, and the Department of Public Safety and Correctional Services. They had difficulty getting full and accurate data, particularly from DJS.38/

The study found 3357 offenders who met the serious or chronic definitions or both. Of these, 91% were male and two-thirds were black. They averaged 5.31 adjudicated cases per youth. They lagged behind their peers in school by one to three grade levels. Two percent had committed violent felonies; 39% came from Baltimore City; 9% came from Western Maryland, which includes Montgomery County; and 7% had been waived to adult court.39/

The report notes that "Most serious juvenile offenders have problems in a number of different areas of their lives. Many of them come from dysfunctional families, where family members physically and emotionally abuse one another. Many live in inner-city areas surrounded by poverty and violence. Many abuse substances, commonly both alcohol and other illegal drugs. Often they are unsuccessful in school, falling behind academically and being or feeling excluded from the fun, extra-curricular activities. Their needs are multiple and often deep-seated.

"For a program to rehabilitate such youth, it must address many different areas of life, reaching the mental, emotional, social, ethical and physical aspects of the individual. Many different types of services . . . are needed. All of these are only valuable if they are well designed and well implemented by trained, quality staff." The needed basic services include an education program, a vocational program, a counseling program, specialized mental health services, life skills development, a leisure program, and a substance abuse program.^{40/}

Based on a review of the literature and the solicitation of recommendations from 13 different organizations, the report describes a number of promising programs. Among the community-based programs are:^{41/}

(1) The Wayne County Intensive Probation Program (IPP) in Detroit, which refers adjudicated delinquents from 12 to 17 to one of three programs--the In-Home Care Program that focusses treatment services on the youth and his/her entire family; the Comprehensive Youth Training and Community Involvement Program, which provides academic and counseling services to youth during the day at the program facility; or the Intensive Probation Unit (IPU) of the Probation Department which provides intensive supervision by probation officers with caseloads of 10 or fewer youth per officer.

(2) The KEY Program, Inc. of Framingham, Massachusetts, which operates in Rhode Island, New Hampshire, and Maryland, as well as Massachusetts. Under KEY's Outreach and Tracking program, caseworkers maintain daily contact with the youth, and with their families and their friends, advocate on the youth's behalf with other community agencies, and make referrals for other services that might be needed. The caseworkers work in teams of three under the guidance of an experienced supervisor. Each caseworker has primary responsibility for about eight youth, yet all caseworkers are familiar with all the other cases assigned to their teams. The cost for tracking services is about \$20 per day. Caseworkers remain in that position for a maximum of 14 months; then they either must move to a different position in the agency or leave. This policy is designed to prevent staff burnout and to keep only high-energy staff in positions where they deal directly with the youth.

(3) Youth Advocate Programs (YAP), Inc., of Harrisburg, Pennsylvania, which operates in Pennsylvania, New Jersey, Delaware, and Maryland [at least they did in 1991]. Youth advocates provide intensive supervision and aftercare services to delinquent and dependent youngsters and their families. They provide services in one of four levels, from limited services, with three face-to-face contacts 7.5 hours per week, to intensive services, with five face-to-face contacts 30 hours per week. Most face-to-face contacts occur on nights and weekends, so as to provide an intense amount of supervision at high-risk periods.

(4) Community Intensive Supervision Project (CISP), a court-operated program in Pittsburgh, Pennsylvania, for chronic juvenile offenders. From 4:00 to 10:00 p.m. seven days a week, youth go to one of three community centers, where they do homework; participate in individual, group, peer counseling or family therapy; participate in some aspect of a drug and alcohol program and engage in recreational, physical, educational and cultural activities. They are driven home at night, where they are subject to house arrest and electronic monitoring. During the day youth are permitted only to attend school or work, in addition to program activities.

The report makes four major recommendations based on the study:

1. That a large, separate rehabilitation-oriented institution for serious and chronic juvenile offenders, which was then under consideration, NOT be created. Instead, the State of Maryland should take steps to establish a system of regionalized secure care composed of a network of small, 15 to 20-bed maximum security facilities, to care for youth in or near their own communities whenever possible.

2. That the State of Maryland greatly increase the number and variety of rehabilitative placements for juvenile offenders, including non-residential programs, community-based residential programs, wilderness programs, and a "staff-secure" [as opposed to a "hardware-secure"] program for high-risk offenders.

3. (a) That the following services should be expanded--vocational services, family services, training in practical life skills, and training in leisure skills; and (b) that special treatment programs should be developed for the following groups--sex offenders, arsonists, drug distributors, and female offenders.

4. That Maryland should validate its new classification system and consider establishing a central classification panel to review each case referred for secure care.^{42/}

C. SHOCAP--Serious Habitual Offenders Comprehensive Action Program

"In the early 1980s, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) [of the U.S. Department of Justice] embarked on an ambitious effort to help jurisdictions identify and appropriately respond to the serious habitual juvenile offender. Two demonstration projects were established, the Serious Habitual Offender/Drug Involved (SHO/DI) Program, located within the law enforcement community, and the Habitual Serious and Violent Juvenile Offender (HSVJO) Program, located within the prosecutor's office. SHOCAP is an extension of the SHO/DI and HSVJO programs.

"SHOCAP stands for Serious Habitual Offender Comprehensive Action Program and, like its predecessors, is based upon the basic premises and principles of ICAP (Integrated Criminal Apprehension Program) [for adults?]. SHOCAP can increase the quality and relevance of information provided to authorities in the juvenile and criminal justice system to enable them to make more informed decisions on how best to deal with this very small percentage of serious offenders. SHOCAP is a comprehensive and cooperative information and case management process for police, prosecutors, schools, probation, corrections, and social and community after-care services. SHOCAP enables the

juvenile and criminal justice system to focus additional attention on juveniles who repeatedly commit serious crimes, with particular attention given to providing relevant and complete case information to result in more informed sentencing dispositions."^{43/}

Basic information about the SHOCAP program is contained in a series of 11 booklets entitled "Citizen Action and Public Responses," "Courts," "Detention," "Intake," "Parole/Aftercare," "Police," "Probation," "Prosecution," "Schools," "Social Services," and "State Corrections." Copies of these booklets are available by calling 703-516-6149.

In 1984, in response to the SHOCAP effort, the Department of Family Resources obtained a small Federal grant to hire a staff person and started a program in which interested county agencies would meet with DJS and develop an action plan for habitual juvenile offenders whose cases were coming up for disposition action by the court. The program worked successfully for a number of months but was finally abandoned, in part because of disappointment that the judge would not always accept the recommendation of the group, in part because it took up a lot of time, in part because the money ran out and no agency was willing to fund it on a permanent basis, and in part because it appeared to duplicate what DJS was doing.

D. Weed and Seed--Youth Component

The Weed and Seed program was launched by the United States Department of Justice to promote a coordinated Federal, State and local approach to law enforcement and community revitalization, particularly in large urban areas. The "weeding" phase uses intensive law enforcement efforts to remove and incapacitate violent criminals and drug traffickers, including dangerous juvenile offenders, from targeted neighborhoods and housing developments. The "seeding" phase revitalizes the community by providing prevention, intervention and treatment services along with broad economic opportunities.

In the fall of 1992 the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Justice Department issued a brochure outlining recommendations for the youth component of the Weed and Seed program.

The report noted that among the most important predictors of delinquency are negative family involvement factors: a) parental rejection; b) inadequate supervision and inconsistent discipline by parents; c) family conflict, marital discord, and physical violence; and d) child abuse. Others are poverty, unsafe neighborhoods, associating with delinquent drug-using peers, and gang membership.

The report recommends a holistic approach to nurturing, guiding, assisting, and intervening in the lives of youth who are at a high risk of delinquency in order to restore them to stability and purpose in our communities. The report lists a large number of worthwhile prevention programs in each of the five areas of influence in a child's life--individual characteristics, family, school, peer groups, and neighborhood and community. Among these are Youth Service Corps, mentoring, parent effectiveness and family skills training, family crisis intervention services, drug and alcohol education, after-school programs for latch-key children, gang prevention and intervention, conflict resolution, peer mediation, safe havens for youth, and community and business partnerships.

For youth who commit delinquent offenses, the report recommends a highly structured system of graduated sanctions:

"For intervention in the life of a delinquent to be most effective, it must be swift, stern when necessary, certain, consistent, and incorporate increasing sanctions, including the possible loss of freedom."^{44/}

For non-serious first-time and early repeat offenders, non-residential community-based programs would be the most appropriate sanctions, such as informal probation, school counselors serving as probation officers, community service, restitution, and day treatment programs. For first-time serious or non-responsive repeat offenders there should be intermediate sanctions, such as drug testing, weekend detention, intensive supervision, challenge outdoor programs, community-based residential programs, electronic monitoring, and boot camp facilities and programs. Finally, for the small remaining group of chronic, serious and violent juvenile offenders, the report recommends the establishment of small community-based facilities to provide intensive services in a secure environment as the best hope for successful treatment. Youth who leave these facilities should participate in an intensive aftercare program to assist their transition back to the community.

IV. DISCUSSION AND RECOMMENDATIONS

A. System components are good but system as a whole lacks coherency

Montgomery County is blessed with many public and private agencies and individuals who provide an impressive array of services and programs that act individually and collectively to prevent or reduce juvenile delinquency in the county. Its schools are very good. There are good drug abuse prevention and treatment programs. No other county in the state has seven youth service bureaus. The subsidized housing programs of the Housing Opportunities Commission are remarkable. A number of public and private agencies offer good mental health care.

All of these services and programs complement and assist the county/state juvenile justice system. Each component of the system understands its principal mission and generally carries it out very well within the constraints of its budgetary and personnel resources. All of the individuals who work in the component agencies whom I have dealt with care about children and are dedicated to their jobs. An informal survey of opinion about the juvenile court that was conducted recently by the Juvenile Court Committee gave the court and its staff generally high marks. The police department is effective, respected, and approachable. The State's Attorney's office is highly professional. The DJS staff are committed to serving the needs of the youth and the public as best they can under trying circumstances. The DSS personnel are effective and compassionate.

The combination of the county's economic advantages, its relatively stable families, the public and private prevention programs, and the work of the juvenile justice agencies has led to a low juvenile delinquency rate relative to other suburban jurisdictions: As shown by the Uniform Crime Reports, in 1991 there was one juvenile arrest in Montgomery County for about every 250 people in the total population, whereas the ratio in other suburban jurisdictions nationally is about one for every 180 people.

Nonetheless, this does not justify complacency. At a time when budgets are being cut back, demographics are changing and the levels of violence and disrespect for authority are rising. We can and must improve our performance and use our resources more wisely. The findings of this study demonstrate that, although the individual components of the juvenile justice system generally work well within their constraints, there seems to be no overall coherent or consistent approach for the system as a whole. Each component of the system narrowly focuses on getting through its immediate task within the limits of its budgetary, capital and personnel resources without awareness as to how well this contributes to the two overall objectives of the system--protecting the public safety and rehabilitating the child.

There is a widespread feeling of frustration that the system is not working the way it should, but nobody quite knows why. Over the last several years the Juvenile Court Committee has received many comments from teachers, school principals, school counselors, police officers, and citizens that the juvenile justice system in the county is ineffective in dealing with juveniles who have been arrested and that the kids know that nothing will happen to them if they get caught. Police officers are frustrated because after going through all the effort and paperwork of making an arrest, the juvenile often is quickly back on the street, committing more offenses.^{45/} Judge Tracey, at the committee meeting

of December 17, 1991, said he recognized the validity of many of these complaints. He decried the lack of resources available to the court and the court's lack of control over those services that are available. On another occasion he told us, with a note of despair in his voice: "I don't understand the system."

Troubling anecdotes abound. A case was called to our attention in which the charge against a juvenile who had come on school property and assaulted a teacher was dismissed by DJS because the juvenile and his mother twice failed to show up for scheduled meetings with the intake officer. The police do not inform school principals when one of their students is arrested for committing a crime against another student, even though all of the kids in the school know it through the grapevine. The director of the Open Door shelter for runaways told us of a youth who had stolen 14 cars and had never been to court, so he was not an adjudicated delinquent. We're told of one case in which four juveniles stole 84 cars before they were arrested.

The case histories in this study show that the system is unable to deal effectively with a habitual offender who is determined to defy it.

Something needs to be done, but what? At the state level, DJS desperately needs to rationalize Hickey and to establish more hardware secure and staff secure facilities, as shown by the 1991 JJAC report, even though the state budget picture is grim. At the county level, because the county capital and operating budgets are being cut back, this is not a good time to propose expensive new initiatives that are not funded wholly or in large part by the Federal Government. Also, most of the component agencies of the juvenile justice system are trying to establish new initiatives within their separate missions. Thus, the attention of the police department is focused on the problems of instituting community policing; DSS is gearing up to focus on family preservation; DJS is struggling to define what its central function should be; and the schools are moving to take on new duties as social service agencies and security agencies.

Moreover, there is real uncertainty as to what to do even if we had a free hand. There is a tendency to think that things would be much better if only we could get more of the cases to court more quickly; but this ignores the fact that the already overworked SAO would become more of a bottleneck and that even if the cases reached the court, the court lacks the program tools and the authority to do very much, as Judge Tracey has eloquently and often told the Juvenile Court Committee and anyone else who would listen to him. The courts are reluctant to require detention; and even if they did, adequate detention space is not available and new space is not likely to be constructed. Also, it should be noted that the serious habitual offenders are very difficult to handle, and few, if any, existing institutions want to deal with them.^{46/}

The literature on the operation of juvenile justice systems is pessimistic on what works:

"Eugene Doleschal's book entitled 'Prevention of Crime and Delinquency' presented summaries of research that had been conducted on juvenile delinquency prevention, diversion, and treatment programs. It was his dismal conclusion that few, if any, had shown successes. . . .

"The criminological literature has consistently reported on the failure of treatment programs for more than 40 years. The failures have consistently and uniformly been associated with what to do with serious or habitual delinquents once they are identified. . . .

"In practice, treatment programs are still offered, but no one really believes that they will work, unless the young person wants to change. . . ."47/

"The current trends toward a 'get tough' attitude have resulted in the increased practice of transferring or certifying certain juvenile offenders to adult court. There was the automatic assumption that this procedure would increase convictions and sentences. On the contrary, a number of studies have found that transfer to adult court has not made much of a difference."48/

"What all of the available evidence adds up to is a pair of seemingly contradictory statements. Everything works, and nothing works. The contradiction is only apparent, however, because the two statements apply to different groups. While many kinds of intervention may work to influence the future behavior of most youngsters in trouble with the law, nothing has been found to be effective in changing the kind who make up the small core of repeat violent offenders. The one exception to that "nothing"--and it may be one of the most potent influences on the less dangerous as well--is the certain expectation of seriously painful consequences for one's criminal acts."49/

Nonetheless, the SHOCAP literature urges that concentrating on serious habitual offenders through such measures as collecting and using better information, breaking down confidentiality barriers, coordinating agency actions under a comprehensive plan, and providing greater supervision and tracking, communities can reduce delinquencies in a cost-effective manner. It's worth a try, with one note of mild dissent: The SHOCAP literature almost seems to urge that the community concentrate wholly on the serious habitual offenders and generally ignore the less serious ones. If so, this is at variance with the effective parenting approach discussed below, which postulates a rational system of consequences starting with the first offense and progressively building up to the more frequent and serious ones.

B. The effective parenting model as the basis for a coherent approach

Juvenile delinquency is not a new phenomenon in Western culture. It has many causes. Its cause may be genetic, chemical, biological, or cultural. It may be the result of peer influence or drugs. It may be caused by poverty or homelessness. It may derive from a physical handicap or a learning disability. It may result from a mysterious failure of the chemistry of the relationship between child and parent, or child and sibling. But the literature does agree that in many cases, if not in most cases, the delinquency is caused or strongly exacerbated by physical, sexual or emotional abuse or neglect by a parent or other caretaker or by parental actions or failures, including in some cases excessive control or, in others, excessive indulgence. 50/ One study, for example, "found that the most consistent and powerful predictors of later delinquency and criminal behavior were parenting variables--specifically,

those related to harsh, inconsistent discipline and poor supervision of the child." 51/ E. Kent Hayes writes:

"From the juvenile court I became the superintendent of a reform school, where we incarcerated 365 boys from six to nineteen years of age. After a thorough evaluation of the school population, we discovered that 68 percent of the boys were neglected children; children in need of parenting, not barbed fences, locked steel doors, or shaved heads. I stood by and helplessly watched children deteriorate before my eyes." 52/ (emphasis supplied)

If the juvenile justice system is to be effective in dealing with delinquents, it must find ways, first, to remove the parental abuse and neglect that is taking place, and second, to supply at least some of the normal parenting that is missing from the delinquents' lives. The juvenile justice system recognizes and is addressing the first obligation--elimination of abuse and neglect--although it is deficient in not recognizing and eliminating emotional abuse and neglect as well as physical abuse and neglect. But the system does little to recognize or address the second obligation to supply missing elements of good parenting for delinquents. This second obligation of the system is sometimes expressed in two Latin phrases: "parens patriae"--the state, that is, the juvenile justice system, as parent; and "in loco parentis"--the juvenile justice system in place of the parents.

Although the juvenile justice system in the county meets one of the requirements of good parenting in that by and large it is compassionate, it fails as a "parent" in most other respects, particularly on the aspect of good parenting specifically assigned to it--discipline.

There is abundant literature on the subject of what constitutes effective parenting on the matter of discipline. 53/ There is general agreement on the following principles: Effective discipline is based on love and respect for the child, not on power or rejection; there are consequences for misbehavior; these consequences are immediate, predictable, consistent, fair, and appropriate to the severity of the offense and the behavior of the child. Also, a system of effective discipline does not stand alone; it is based on offsetting activities that build the juvenile's sense of accomplishment and self-respect. A successful juvenile justice system, which steps in to impose discipline when the birth parents fail to do so, should strive to conform to these principles.

Clearly, there are many ways in which the current system does not conform to these principles. Many offenses go unrecognized and unpunished. Consequences in many cases are inconsistent, insignificant, and poorly enforced. Almost never does anything happen at the time of the arrest. It's usually at least two weeks before the juvenile even gets a call from the intake officer to come in and talk about what might happen; it's usually months before the juvenile is ever called into court to appear before a judge, if ever. That's like a mother saying to her son, "Wait 'til your father comes home; he'll deal with you!" The trouble is, the father is on travel and won't be home for months. The longer time passes for a child between offense and discipline, the more the discipline becomes irrelevant and even counter-productive.

Recommendation: That the juvenile justice system in Montgomery County strive to conform to the principles of effective parental discipline--the discipline is based on love and respect for the child, not power or rejection; there are consequences for misbehavior; and these consequences are immediate, predictable, consistent, fair, and appropriate to the severity of the offense and the behavior of the child.

C. A system of predictable and fair consequences

A system of predictable and fair consequences needs to be developed and implemented by all of the components of the juvenile justice system, based on the principles of effective parenting. These consequences might include curfews; requirements to report or check in regularly to a police station, a probation officer, a mentor, or a long-term case manager; requirements to attend homework or tutoring sessions; prohibitions on contacting certain groups of peers; daily chores; restrictions on watching television; writing reports; participation in exercise and sports programs; prohibitions on driving a car; requirements to attend individual or group therapy sessions; fines; supervised work programs; and detention, ranging from a few hours to overnight to weeks or months or longer. Because many of these and other possibilities are novel and would take time to think through and work out, the initial design of the system might start with the three better known and understood consequences, namely, curfews, supervised work programs, and detention.

Many of the consequences that are agreed upon can be implemented under existing law. To the extent additional authority is needed, appropriate legislation should be enacted.

A starting model for designing such a system might well be the statute establishing a system for dealing with underage possession of alcohol and the lessons learned from administering it. The finding of the study that no male juvenile and only one female was cited twice for alcohol possession raises the tantalizing possibility that a similar system might similarly work for juvenile delinquents, even though the internal personal dynamics that lead a young person to drink alcohol admittedly are different from the dynamics that lead a juvenile to commit delinquent acts.

The alcohol statute provides as follows (§ 3-810(m)):

- (m) If the intake officer receives a citation, the intake officer shall:
 - (1) If the child denies commission of the violation, forward the citation to the State's Attorney;
 - (2) If the child admits commission of the violation:
 - (i) Refer the child to an alcohol education or rehabilitation program;
 - (ii) Assign the child to a supervised work program for not more than 20 hours for the first violation and not more than 40 hours for the second or subsequent violation; or
 - (iii) Require the parent or guardian of the child to withdraw the parent or guardian's consent to the child's license to drive, and advise the Motor Vehicle Administration of the withdrawal of consent; or

- (3) Forward the citation to the State's Attorney if:
- (i) The parent or guardian of the child refuses to withdraw consent to the child's license to drive under paragraph (2)(iii) of this subsection;
 - (ii) The child fails to comply with an alcohol education or rehabilitation program referral under paragraph (2)(i) of this subsection; or
 - (iii) The child fails to comply with a supervised work program assignment under paragraph (2)(ii) of this subsection.

Obviously, a system applicable to delinquents would have to be more sophisticated than the one applicable to alcohol possession. For example, it would encompass arrests as well as citations; it would distinguish between petty and serious offenses; and it would include a wider variety of consequences.

Recommendation: That a system of predictable and fair consequences for delinquent behavior be developed and implemented. The existing system for dealing with alcohol possession might be used as a starting point for designing a system for delinquents. As much of the system as can be implemented administratively should be put into place at the outset, and necessary implementing legislation should be enacted for the remainder.

D. Improving the releases to custody

The most glaring weakness in the juvenile justice system comes right at the start--when the arresting officer "releases the juvenile to the custody of" a parent or other person. The current practice seems to be to find someone who will take the child off the hands of the police and sign a release form by which the releasee agrees only "to bring him/her to the District Court for Juvenile Causes if requested by the Court." (see Appendix B). The case histories show that in many cases the released juvenile is back on the street within days or weeks, if not hours, committing and being arrested for more offenses. If the release process can be revised to bring more effective supervision and control on the juvenile right from the moment of release, there undoubtedly would be a reduction in the number of repeat offenses.

The responsibility of the releasee is not simply to take the warm body away from the police station and to deliver it back to the court if and when summoned to do so. The releasee is not a bail bondsman for an adult. The releasee's responsibility goes far beyond that. One section of the statute is explicit on this score: The person to whose custody the juvenile is released should be "able to provide supervision and care for the child and return him to the court when required."^{54/} (emphasis supplied)

The words "supervision and care" may be interpreted as essentially the same as "effective parenting," particularly in light of the stated purpose of the juvenile causes subtitle to promote the "wholesome mental and physical development of children coming within the provisions of this subtitle."^{55/} The releasee should be able to keep the child off the streets; if not, the police officer or the intake officer should help the releasee do this, find someone else to take the responsibility, or place the child in emergency detention or shelter care. The release form should state the releasee's agreement to provide adequate supervision and care. It also might be revised to specify some of the

identified consequences for delinquent behavior that are within the releasee's ability to enforce, such as curfews and hours of participation in a supervised work program, similar to those provided in citation forms for underage possession of alcohol. (see Appendix B). Section 3-814 of the Code should be revised if revision is necessary to allow this.

The SHOCAP literature recommends that greater use be made of emergency detention for serious habitual offenders.^{56/}

To implement these changes, it is necessary that the arresting police officer be able immediately to find out how many offenses the juvenile has committed, who the juvenile was released to the last time, possible alternative releasees, the conditions of any outstanding court orders such as curfews or recommended consequences, and so forth. Several of the further recommendations set forth below will establish a system to enable the officer to obtain such needed information and advice at the time of the arrest.

Recommendation: (a) That the practice of automatically releasing an arrested juvenile to a parent or other caretaker be revised to require ascertainment and agreement that the releasee is able to provide adequate supervision and care for the child as well as bringing the child to court when called; (b) that the wording and use of the Juvenile Release Form be revised; and (c) that greater use be made of emergency shelter or detention for habitual offenders.

E. Supervised work programs

When it had more personnel the Youth Division, after picking up kids on delinquent charges, used to hand some of them a soap bucket and a cloth and tell them to go out and wash the police cars in the parking lot. This is an example of a consequence for misbehavior that is immediate, fair, and effective. It would be helpful if the police department, particularly as part of its community policing effort, could establish some sort of regular program of work details at the five police stations that juvenile delinquents could be assigned to at the time of their citation or arrest or at a later time by an intake or probation officer.

There already is recognition of the value of community service projects as a program tool for dealing with juvenile delinquents. Probation officers will often work out an individual program for the juvenile, and more juveniles are being referred to the Alternative Community Services Program (ACS). Assignment to community service projects should be an important element in the system of fair and predictable consequences for delinquents. It might be helpful to have a parent or other custodian join with the juvenile in some of these projects; it would be a learning experience for both of them.

A word on terminology: The alcohol possession statute uses the term "supervised work program" rather than "community service." The former term seems to convey the character and purpose of the program for delinquents more accurately than the latter, particularly since high schools may soon require a number of hours of community service for graduation.

Recommendation: (a) That the police department, as part of community policing, arrange regular work details for juvenile offenders; and (b) that juvenile justice agencies make greater use of community service projects managed by ACS and others for juvenile offenders and, in appropriate cases, their parents.

F. Restrictions; community supervision; outreach and tracking

The system of consequences would include restrictions on the delinquent's behavior and daily routine, such as curfews, prohibitions against associating with certain known troublemakers, or requirements to be at certain places at certain times, such as homework centers or basketball courts. Enforcing these orders requires close supervision by probation officers, community police officers, court-appointed mentors, and so on.

The SHOCAP literature recognizes that the existing routine and cursory probation and after care supervision does not work.^{57/} One of the principal recommendations in the SHOCAP literature is that greater use be made of restrictions on and close supervision of serious habitual offenders in their homes and in their communities. This may include what is known as "house arrest" and "punitive probation."^{58/} Patrol officers should have "an active role in field contact and surveillance and supervision of juveniles."^{59/} The SHOCAP literature cites the alternative to routine probation and parole being tried in Massachusetts called Outreach and Tracking (OT).^{60/} The Department of Youth Services purchases O and T "slots" from private vendors at a cost between \$7,000 and \$10,000 per slot per year. Caseloads for O and T workers are around seven or eight, face-to-face contacts exceed four times a week, and juveniles are tracked for periods of six months or more. A recent study showed that 49 percent of juveniles released from detention had not been rearrested one year after release, which is a very high success rate. The 1991 JJAC report describes the Massachusetts program and other promising community-based, non-residential programs.

Recommendation: (a) That juvenile justice agencies make greater use of creative restrictions on the activities of juvenile offenders; and (b) that a capability for close supervision, outreach, and tracking of juvenile offenders, particularly habitual offenders, by probation officers, community police officers, court-appointed mentors, and private vendors be established.

G. Detention

The SHOCAP literature recommends a greater use of detention, particularly emergency and short-term detention, for serious habitual offenders. The only facility presently available for such detention in Montgomery County is the Noyes Center, which is routinely overcrowded. A study of the juveniles assigned to Noyes should be made to see if some of them can be diverted to other facilities or programs, thus freeing up more space at Noyes for use for its primary function of providing short-term detention for delinquents.

Recommendation: That greater use be made of Noyes for serious habitual offenders and that other options for short-term detention be developed.

H. Court-appointed mentors; CASA

In recent years there has been increasing recognition of the value of mentoring programs for all youth at risk, and more and more mentoring programs are being established in the schools and in the communities. Mentors are like uncles and aunts: They believe the youth is a special person, they establish a one-on-one caring relationship with him, they help him overcome some of the problems in his life, and they give him experiences that build his self-esteem and expose him to some of the greater possibilities of life that he has never known about or experienced.

What male habitual delinquents need most in their lives is an adult male who thinks they are special and spends time with them. That is, they need a male mentor.

It takes a special person to be a mentor to a delinquent youth, particularly one who is a habitual offender, because these young people often are alienated and very difficult to deal with. But with patience and firmness, progress can be achieved. One example of such special persons is Shaar Mustaf, a former bailiff, who, with the assistance of Wilbert Hawkins, a retired high school principal, and Robert Kight, a former Army captain, run a program in Prince Georges' County called the Take Charge Program that works with delinquent youth and tries with considerable success to get them to turn their lives around.^{61/} P.G. Circuit Court Judge Robert H. Mason, who handles most court cases involving juveniles, has sent kids to Mustaf; so has Judge Tracey.

Another such special person is Philip Dobbs, a juvenile probation officer in New York City, who, early in his career, worked in an intensive mentoring program for very serious habitual offenders that was tried for two years in New York City with complete success while it lasted.^{62/} The program was terminated because of burnout, lack of funds, and bureaucratic jealousies.

Two other special persons are Jon and Maria, a couple who were family care parents in the Menninger program of family care centers. These centers are custom-built homes that are located in residential neighborhoods in which a married couple live like a family with six severely emotionally and behaviorally disturbed children. In a period of two months Jon and Maria successfully domesticated two brothers who had been beaten unmercifully by their father and who had no social or educational skills and absolutely no trust of adults. They let the boys know what was expected of them at home and in school and consistently followed through with these expectations, even to the point where Jon went to school with one of the boys and Maria with the other and sat next to them for the better part of a week until they learned to function adequately.^{63/}

Others who have worked successfully with delinquents are the staff of Youth Advocate Programs, Inc. (YAP), a private not-for-profit agency headquartered in Harrisburg, Pennsylvania, which in 1989 was operating 29 programs in four states.^{64/} The Baltimore YAP program began in November of 1987, funded through the Maryland Juvenile Services Agency (JSA) in response to the expected closing

of Montrose Reform School in March 1988, to work with adjudicated delinquents at imminent risk of residential placement. YAP had four service options, ranging from 7.5 hours a week with at least three face-to-face contacts up to 30 hours a week with at least five face-to-face contacts. During its first year of operation, the Baltimore program served 130 juveniles and achieved a positive discharge rate of 78 percent. However, the project ended when the contract expired and funds were not available to renew it.

Appointment of a mentor or advocate by the court gives him special standing and authority that he might not have as a volunteer.

The Court Appointed Special Advocate (CASA) program in Montgomery County works with abused and neglected children under the jurisdiction of the court. The role of CASA volunteers is to establish a one-on-one caring relationship with the child, interview him and all the adults in his life, and make recommendations to the court on what should be done for and with him. They spend at least four hours a week on a case up to at least a year. When the Juvenile Court Committee asked Judge Tracey what his first wish would be for the juvenile court, he replied, "A CASA program for delinquents." The CASA board of directors is studying such a proposal at this time. Unfortunately, the use of CASA volunteers for male delinquents is not likely because most of the delinquents are males and need reliable male adults in their lives, whereas only 10 percent of the CASA volunteers in the county are males, far fewer than is needed to adequately handle cases of CINA youngsters who need male advocates.

Recommendation: (a) That arrangements for court-appointed mentors for juvenile delinquents be established; and (b) that discussions be initiated to involve CASA volunteers in working with delinquents.

I. The CINA factor: involving DSS

Some months ago when I told Joanne Wills, former chair of the Juvenile Court Committee and an active member of the county juvenile bar, that I was trying to puzzle out the differences among CINS, CINA and delinquent cases, she said: "Dick, you've got to understand--they're all the same kids!" How true. The situations and behaviors that bring them to the attention of the court may be different, but the great majority of them come from similar backgrounds of physical or emotional abuse or neglect. They all are children in need of parenting. Therefore, it would make sense to have DSS make a CINA-type investigation of every habitual juvenile offender (and for that matter, of every habitual runaway) to ascertain the extent of possible abuse or neglect and what could be done to reduce or eliminate it. This action might be more immediate and more cost-effective in solving the delinquency problem than all of the traditional methods used by the juvenile justice system.

Recommendation: That the DSS make a CINA-type investigation of all habitual juvenile offenders and their families.

J. Exchanging information; involving public schools

A central recommendation of the SHOCAP literature is that the community should make a concerted effort to promote a full exchange of information concerning habitual offenders among the juvenile justice system agencies, including the public schools, and to break down the attitudinal, institutional, regulatory, and, if need be, statutory barriers that inhibit such exchange. "The National Council of Juvenile and Family Court Judges published 38 recommendations in 1984 calling for more cooperation and sharing of information and resources among police, schools, probation, and courts. One recommendation stated that 'legal records of juveniles should be open to those who need to know.' . . . The basic fact is that the laws are not a major impediment to cooperation. Inattentiveness, confusion, and lack of communication are the known problems. Moreover, where the laws are problems, communities are changing these laws (e.g., Vermont and Kentucky)."65/

Active involvement of the schools in the information exchange is deemed essential.66/ "[P]arents, school officials, and police are the primary actors in the basic function of 'parenting' in contemporary society. . . . [T]he contact and information that could be shared between parents, schools, and police are the key to the effective functioning of our juvenile justice system."67/ "Valuable byproducts of the exchange of information among agencies are the growth of mutual respect, the discovery that all agencies are working toward the same goal where SHOs are concerned, and the realization that each agency can help the others reach that goal."68/ The principal and the teacher should know that there is a SHO in their school and in their class;69/ and conversely, the school should inform the official responsible for profiling habitual delinquents about disciplinary code violations and other pertinent data. For example, a 1982 Rand Corporation report recommended that "prosecutors might be able to distinguish between predators and others if they had access to school records and other appropriate information about juvenile activities."70/

Recommendation: That a concerted effort be made to eliminate all attitudes, practices, and laws that prevent the needed exchange of essential information among all agencies dealing with juveniles who exhibit antisocial behavior, including the public schools.

K. Long-term case managers

Parents--particularly caring, concerned, and informed parents--are the original and the best long-term case managers for their children. They know the child's history of successes and failures, of diagnoses and treatments, and of needs and opportunities, and they advocate and coordinate for the child until adulthood to obtain the services and programs he or she needs to succeed in life. When the parents fail the child and the juvenile justice system steps in, one of the greatest needs is the provision of a substitute long-term case manager for the juvenile offender.

Typically, probation officers, PACT workers, school counselors, or social workers will do "case management" for a short period of time, such as 60 or 90 days or six months, looking at only one

presenting episode or situation in the child's life; but what the child needs is a case manager who will look at all aspects of the child's life and do this until the child reaches adulthood.

The SHOCAP literature stresses the need for a case management approach to dealing with the habitual offenders.^{71/}

The role of the case manager is different from that of a mentor, and the skills and patterns of time demand are different; although, of course, a case manager can also be a mentor and a mentor can also serve as a case manager.

The case managers can be probation officers, PACT workers, school pupil personnel workers, social workers, youth workers, community police officers, recreation workers, and even persons not working for or on behalf of the government such as ministers and lay volunteers. Considering the fact that we are looking at a group of about 150 habitual offenders (or fewer, depending on the definition), it appears to be a manageable task to recruit a long-term multi-aspect case manager for each of them.

Recommendation: That a long-term multi-aspect case manager be designated for each habitual offender.

L. Definitions of "habitual juvenile offender," "serious habitual offender," and "violent offender"

As part of the comprehensive action plan it becomes necessary to define three terms--habitual juvenile offender (HJO or HO), serious habitual offender (SHO), and violent offender (VO).

The task force defined a chronic (or habitual; I prefer "habitual" so as to dovetail into the SHOCAP proposals) juvenile offender as one who had been arrested five or more times for a delinquent offense. The weakness in this definition is that oftentimes a juvenile is arrested for more than one offense. Thus, the number of offenses committed is a better measure of the juvenile's habitual delinquent behavior than the number of arrests. But the term "offense" needs a clarification, particularly if "offense" is equated with "charge": Not infrequently a juvenile can be involved in one delinquent episode that results in several charges. For example, if a juvenile with the help of two friends breaks into a car, drives it away, removes the tape deck, and struggles with the police officer who arrests him, he can be charged with vandalism of a motor vehicle (1412), auto theft (711), larceny from auto (624), unauthorized use of a vehicle (2736), conspiracy (2792), and simple assault on a police officer (822). He has committed six offenses, but this does not make him a habitual offender, because there is only one delinquent episode.

The number of arrests should be used rather than the number of adjudications, because, as shown by the case histories and the "funnel fallacy" described in the SHOCAP literature, the number of arrests is a far better measure of the offenses committed by a delinquent juvenile than is the number of adjudications.

While we have an interest in identifying and controlling all habitual offenders, our greatest concern is with the serious offender, that is, one whose conduct threatens the life and safety of others (a violent offender) or one whose conduct causes serious loss of or damage to property or serious concern to the public. Several communities with SHOCAP programs use a point system that assigns more points to more serious crimes. One community uses the following very convoluted criteria for identifying serious habitual juvenile offenders:

1. Five or more total arrests, including:
 - a. three felonies and
 - b. three total arrests within the past 12 months

OR

2. Ten or more total arrests, including:
 - a. two felonies and
 - b. three total arrests within the past 12 months

OR

3. One arrest for multiple (3 or more) burglaries, robberies, sexual assaults, within the past 12 months

OR

4. Ten or more total arrests, including:
 - a. eight or more for petty theft, misdemeanor assaults, narcotics possession, weapons violations, or substance abuse, and
 - b. three total arrests within the past 12 months

These criteria present several problems: First, they wrestle with the distinction between arrests and offenses discussed above. Second, they incorporate the time period of the last 12 months, which may be misleading because the juvenile may have been out of the county or incarcerated during all or a substantial part of this time. Third, they identify serious offenses sometimes by name (such as burglaries, robberies, or substance abuse) and sometimes by the generic term "felonies" (a more serious offense so designated by the legislature).

These problems can be eliminated by using arrests rather than adjudications; by using offenses for which a juvenile is arrested rather than just arrests; by eliminating the 12-month time period; and by developing a list of specific offenses that are deemed violent because they create the risk of death or serious injury to others and serious because they harm other people, involve property theft or destruction that is not trivial, and indicate a pattern that might lead to more violent crimes. Appendix D sets forth a suggested list of such violent and other serious offenses. It should be noted that the suggested list of serious offenses omits petty thefts except purse snatching and omits the possession and use of marijuana as a serious substance abuse.

These lists might be used in various ways. For example, a serious habitual offender might be defined as a juvenile who has been arrested for five offenses, one of which is serious, or three offenses, one of which is violent.

If a point system is used, the petty, serious, and violent offenses could be assigned different point values.

There also is the category of youth who are not habitual offenders and who lead quiet and apparently blameless lives or who commit only one or two minor offenses and then suddenly erupt into an act of extreme violence. An example is the 13-year-old District youth reported in the Washington Post on September 27, 1992, who killed a 17-year-old in the early morning of August 10; he was arrested a year earlier for unauthorized use of a motor vehicle and picked up six months before that as a runaway. Are there ways to identify individuals with such a proclivity and act to forestall the violent event without invading the privacy rights of innocent and non-threatening persons?

Recommendation: (a) That habitual juvenile offenders be defined as juveniles arrested for having committed five or more delinquent offenses during separate episodes; (b) that serious habitual offenders be defined as those habitual offenders who have committed at least three offenses, at least one of which is defined as violent, or at least five offenses, at least one of which is defined as serious; and (c) that special efforts be made to identify potentially violent offenders.

M. A list and profiles of habitual juvenile offenders

"The key tools used in the SHOCAP model are rosters and profiles. Rosters identify active serious habitual offenders (SHOs) and are provided to certain police department units and juvenile justice system agencies to aid in system alert. Profiles contain information relevant to the juvenile's offending behavior, including criminal and traffic arrest history, case summaries, descriptive data, modus operandi, police contact information, link analyses depicting criminal associations, drug/alcohol involvement indicators, and pertinent social and school history information (when available). The SHO profiles are provided to police officers, the DA's Office, Juvenile Probation Department, and the Division of Youth Services (detention and commitment)."^{72/}

Recommendation: That an agency (the police department or DJS) be designated to develop and maintain a list of habitual offenders and chronological profiles of habitual, serious, and violent juvenile offenders for appropriate disclosure to juvenile justice agencies and the public schools.

N. The role of the attorneys

Decisions of the Supreme Court and other courts in recent years have held that juveniles have due process rights. Unfortunately, in some jurisdictions the due process doctrine has been carried to the extreme of denying all reasonable help for juveniles. In New York City the Legal Aid attorneys, who serve as defense attorneys for juvenile delinquents, pursue advocacy for the juveniles' due process rights to the extent of encouraging them to defy the system and hampering the ability of juvenile agencies to provide the structure and help that the children so definitely need in their lives. As the head counselor of the Pius XII home for juvenile delinquents told Rita Kramer:

"From the point of view of what we're trying to do, Legal Aid is a destructive influence. It's just an extension of the kid's system--you lie, cheat, steal to get off. . . .

"Under the present system we have no way to restrain [the delinquent juveniles], no way to impose external controls until they can develop some internal ones. That would interfere with their 'rights.' But what they need more than legal rights is parenting: consistent care and discipline. What they need, what they've never had, is to be taken care of. . . ." (emphasis supplied)^{73/}

Under our system of law, adults have a constitutional right not to have the state impose restrictions on them without due process. But, isn't it the other way around for juveniles? Don't they have a right under natural law and statutory law, if not under constitutional law, to enjoy the benefits of structure, supervision and other aspects of effective parenting in their lives that cannot be removed without due process of law? In dealing with juvenile delinquents, the less severe the sanctions--in particular, for anything less than termination of parental rights, or detention or foster care for more than, say, a month--the less important traditional due process concerns become. Even if the juvenile did not commit the particular offense for which he/she is charged at the moment, he/she may be in violation of outstanding orders based on previous offenses; and if the conditions contributing to those earlier offenses have not changed significantly, then the juvenile needs and can benefit from the services and restrictions being offered unless they are excessively severe.

The fundamental obligation of defense attorneys is to help the child in the essential aspects of his or her life, and not hide behind technical notions of due process. In order for a sensible and effective juvenile justice system to function, the attorneys must come to understand this and must be given the opportunity to participate responsibly in the design and implementation of the comprehensive plan.

Recommendation: (1) That defense attorneys come to see their role not as freeing the juvenile from all restraint, but rather to see that he or she gets the care, supervision, mentoring and other help that he or she really needs; and (2) that attorneys be involved in developing and implementing the comprehensive plan.

O. Data and reports

In addition to the list and profiles of habitual offenders, the assembly and reporting of summary data about the activities of the juvenile justice system are necessary so that the system component agencies, the county executive, the county council, the state legislators, and the public can understand and monitor the operations of the system as a basis for policy and budgetary review and recommendations. In preparing this report, it has been difficult or impossible to obtain such data. The police department compiles monthly and annual statistics of events and arrests on a calendar year basis, of which the only data relating to juveniles are the number of status offenses and the number of arrests of juveniles (in 1989 they were 21% of the total arrests). The juvenile court issues an annual report on a calendar year

basis showing the number of emergency, adjudication, disposition and review hearings for CINS, CINA, and categories of delinquent offenses. The DJS at times has prepared a rather comprehensive report showing dispositions of cases by county on a fiscal year basis. DSS and SAO compile some data for internal purposes on a fiscal year basis. The Youth Division does this on a calendar year basis.

One of the problems is that while the court and the police use a calendar year basis, DJS, SAO, and DSS use a fiscal year basis, which is driven by budgetary requirements. Because the latter three agencies cannot change to a calendar year, it would be helpful if the police and the court shifted to a fiscal year.

A second problem is that none of the agencies identifies the number of individual juveniles it is dealing with. All of the information is in terms of reports, arrests, dispositions, cases, etc. It will be impossible, in my opinion, for the component agencies to work as a coherent system until they modify their data systems to be able to identify the number of individuals they deal with and how they deal with them.

A third problem is that the agencies use different terminology in describing their cases or workload, so it is virtually impossible to compare one with another or to understand the functioning of the system as a whole.

A fourth problem is that the reports do not relate the numbers of delinquent episodes or events to the number of arrests and dispositions. After a process for identifying serious habitual offenders is in place, some data, including the number of SHOs and their disposition, should be included.

Recommendation: That the police, DJS, DSS, SAO, and the court compile and release monthly and annual data on a fiscal year basis using common categories and terminology so that the operation of the juvenile justice system can be more fully understood and monitored by themselves, the county executive, the county council, the state legislators, and the public. These data should include at least the number of juveniles, their recidivism, and the number of delinquent episodes or events, as well as the number of arrests and citations and the number of agency actions; it also should include data on SHOs.

P. Personnel

Each of the components of the juvenile justice system is suffering from a shortage of personnel to handle its existing workload: The Youth Division officers are spending so much of their time investigating and prosecuting child abusers and molesters that they have virtually no time left to work with juvenile delinquents (in 1978 they handled 23% of their cases themselves, in 1989 only 10%). More police officers should be hired and trained to work with youth as part of community policing. DJS intake and probation officers, being state employees, have not had a pay raise for three years and even at best are paid less than Montgomery County employees; morale is low and turnover is high.

Consideration should be given to giving them a county pay supplement the way the county does for DSS employees. Arrangements could be made for the county to defray their parking expenses, to put them on a par with county employees. The SAO is short-handed. The juvenile court is working with the same number of judges and the same size staff it has had for the last 20 years, even though its workload has increased considerably. There should be a third juvenile court judge, and staff should be increased.

Although it is hoped that implementation of the recommendations in this report will be cost-effective, the payoff will not come for several years and even then will come in the form of reducing the number of new personnel and other resources to be added, not in form of avoiding the desperate need to meet today's pressing requirements.

Population and crime are growing up-county. If the county could provide office space in Germantown for the DJS unit serving the Germantown district, it would promote the closer relationships between DJS and the police recommended in this report in serving and controlling up-county delinquents and aiding their families.

Recommendation: (a) That additional intake and probation officers, SAO juvenile attorneys, and police officers be hired and that a third judge be assigned to the juvenile court; (b) that ways be found for the county to help subsidize the pay of intake and probation officers and juvenile court staff; and (c) that the county provide office space in Germantown for use by the DJS unit serving the upcounty area.

Q. Interagency coordination; action plan; continuing education; follow-through

The SHOCAP literature lays out an action plan for implementing its recommendations that involves the following components:

- "1. Conduct a self-assessment of a community's juvenile justice programs.
- "2. Develop a formal model program and execute written interagency agreements.
- "3. Implement improved procedures and services in participating agencies and institutions.
- "4. Construct new public policies and promote legislative action to assure long-term change."⁷⁴

The SHOCAP booklet "Citizen Action and Public Responses" (beginning at page 40) discusses general action steps needed to accomplish these goals, including examples of an interagency agreement, an implementing order by a sheriff, and a bill introduced in a state legislature.

The other 10 booklets include actions that can be taken in each of the areas discussed. Additional examples and other resource documents are available from the SHOCAP office in Virginia and from communities around the country that have launched their own SHOCAP programs.

It is hoped that this report will serve as a sufficient initial self-assessment of Montgomery County's juvenile justice system so that progress can begin on the other three components without further delay. An interagency steering committee should be created to oversee the process. The establishment of subcommittees to work on specific problems, such as the definition of habitual, serious and violent offenders, undoubtedly will be helpful.

In the face of rapidly changing demographics, economics, cultural influences, and technology, and rising crime and delinquency rates, it is imperative that managers and participants in the juvenile justice agencies, including the judges, benefit from a program of continuing education similar to that required for other professions. One element of this program should be the holding of annual forums on juvenile justice issues that is currently under discussion. Each of the topics discussed in this report could serve as the subject of such a forum.

One of the reasons it has been extremely difficult to prepare this report is that there is no one agency in the county charged with monitoring, studying, and advising the county and the public concerning the operation of the juvenile justice system. The County Executive should designate an agency to take on this responsibility.

Recommendation: (a) That the involved county and state agencies, working with the attorneys, develop a comprehensive plan for dealing with juvenile offenders in general and habitual offenders in particular; (b) that a steering committee be created to oversee development and implementation of the plan; (c) that a program of continuing education for all participants and the public, including public forums, be established; and (d) that the County Executive assign to one designated county agency the responsibility to monitor, study, and advise the county and the public concerning the operation of the juvenile justice system and compliance with the comprehensive plan.

R. A proposal: Establish a court-appointed mentor/case management program for serious habitual juvenile offenders

Putting the foregoing principles together in a workable fashion leads to the following specific proposal: Montgomery County should establish a court-appointed mentor/case management program for serious habitual juvenile offenders. It would require the cooperation of all of the primary components of the juvenile justice system (police, DJS, DSS, SAO, juvenile court, circuit court, and attorneys) plus the schools and other auxiliary components.

Preparation. In preparation for accepting the first habitual offender into the program, the police department would institute a capability for identifying each individual juvenile who is arrested by or reported to the police and for instantly retrieving basic information about the individual, such as name, address, school he or she attends, parent(s) or guardian(s), delinquent offense record including date, charges, and disposition, status offense record, to whom the individual is released after each offense, court adjudications and terms of outstanding court orders, and the name and telephone of the individual's intake officer, probation officer, and long-term case manager. The police also would

institute a standard procedure whereby an officer arresting a juvenile can immediately obtain this information and, in particular, learn how many times the juvenile has been arrested previously and whether he or she meets the agreed definition of a serious habitual offender.

The Criminal Justice Coordinating Commission (CJCC) would establish a steering committee to design and oversee the program. An operating plan would be developed and agreed to by the participating agencies. An administering agency would be designated: I recommend that it be the police department, as part of its community policing program. A contract would be entered into with the Youth Advocate Programs, Inc., of Harrisburg, Pennsylvania, to provide trained mentors. The target population would be defined. If it is defined as a juvenile who is arrested for the fifth time, the 1989 study indicates that 100+ juveniles are arrested each year for the fifth time. If this number is deemed too high to handle given the available resources, the definition of the target population could be modified to reduce the number.

Operation. From the data system the police would identify all juveniles who have been arrested three or four times. For each of these individuals an intake officer, probation officer, and long-term case manager would be designated (the long-term case manager might be the probation officer, or might be someone else), and they would begin to review the juvenile's record and assemble relevant information. In connection with processing the fourth arrest, an understanding would be reached among these individuals, the police, the prosecutor, and the court as to what would happen at the time of the fifth arrest, and the juvenile would be placed on indefinite probation under terms that embody this understanding.

When a police officer arrests a juvenile for the fifth time, the officer would contact the intake officer and have the juvenile placed in emergency detention. At the detention hearing the court would specify the terms of release to a parent or guardian and control of the juvenile pending the adjudication hearing, and would order the appointment of a mentor. If there is a finding of no delinquency at the adjudication hearing, the family would be given the option of retaining the mentor. If there is a finding of guilt, the retention of the mentor would be mandatory.

In preparation for the disposition hearing a proposed case management plan would be developed by the probation officer, the long-term case manager, and the mentor, with the participation of other agencies as necessary, covering such matters as the juvenile's responsibilities; limitations on the juvenile's freedom; a plan of services, such as tutoring, treatment, recreation, and training; and the role and authority of the mentor. Also, DSS would make a CINA investigation of the child and the family. At the disposition hearing the court would hear from the parties on the proposed plan and issue an order for an appropriate case management plan.

The mentor would assist the juvenile in complying with the court-ordered case management plan in such ways as providing encouragement and support; helping the juvenile deal with his or her family and with peers; assisting the juvenile with homework and school problems; scheduling and driving the juvenile to appointments with doctors and therapists; arranging for and helping the juvenile take advantage of tutoring, recreation and training services; and serving as liaison to schools, DJS, DSS, and the police.

Monitoring and evaluation. The probation officer and the long-term case manager would receive reports from service providers and would meet with the juvenile and the mentor from time to time. The probation officer, case manager, and mentor would submit periodic reports to the administering agency and to the court. The administering agency would report periodically to the steering committee.

The administering agency would evaluate the program subjectively and by comparing the recidivism rates of the juveniles served by the program with the recidivism rates of county juveniles not served contemporaneously and historically and of juveniles elsewhere.

S. A word about runaways

This study has not gone into an analysis of the study data and information with respect to runaways, but this should be done, and a separate report with recommendations issued.

Recommendation: That the study data and information on runaways be analyzed and a report with recommendations be issued.

T. A word about prevention

Although we are fortunate in Montgomery County to have many public and private programs that serve to prevent and reduce juvenile delinquency, there is one area that is not receiving the attention it deserves--effective parenting. America is facing a parenting crisis, and it shows up in our children. Nationally, an estimated 12 percent of our children suffer from a mental disorder, 75% many of them attributable to poor parenting. More and more cases of child abuse are reported. More and more teenage girls are bearing children they have neither the skills nor the resources to raise properly. More and more teenage boys are ignoring the children they father. Many parents turn their parenting responsibilities over to the t.v. set--and television is a lousy parent. The level of violence by and among children is rising.

Parenting is the most important thing that most of us do in life, but in most cases none of us is taught how to do it well. We only know what our parents did to us; for better or worse, that's what we do to our children. If our parents were abusive or neglectful to us, we tend to be abusive and neglectful to our children. If our parents were caring and helpful to us, we tend to be caring and helpful to our children.

Something else we are not taught is how to resolve conflicts with others, a skill that becomes more and more essential as our culture becomes more and more violent.

Teaching children about child development and principles of effective parenting will help make them more sensitive to the human consequences of their actions and help make them better parents when their turn comes around. Teaching children conflict resolution skills will help them turn away from violent actions by themselves and by their peers. The schools have some programs in these areas, but much

more needs to be done; and the rest of us, government, media, and citizens should back up the schools in this effort.

Recommendation: (a) That the schools enhance their programs for teaching child development, effective parenting, and conflict resolution; (b) that knowledge of child development be made a requirement for graduation from high school; and (c) that county agencies join with the media in publicizing these subjects.

ENDNOTES

1. The agencies composing the committee are the following: the Criminal Justice Coordinating Commission in the County Executive's office; the County Department of Family Resources; the Youth Division of the Montgomery County Police Department; the Montgomery County regional office of the State Department of Juvenile Resources; the State's Attorney's Office; the county/state Department of Social Services; and the County/State Department of Addiction, Victim and Mental Health Services.
2. Based on the 1990 census as modified by the Bureau of the Census in May 1992. Data furnished by Pamela Zorich, Research Planner, Maryland-National Park and Planning Commission.
3. Possession of alcohol by a person under 21 is made unlawful by Art. 27 (Crimes), § 400A. Provisions for the issuance of citations are found in Art. 27, § 403A and Cts. & Jud. Proc., § 3-835. Provisions for alcohol education, supervised work program, and withdrawal of parental consent are found in Cts. & Jud. Proc., § 3-810(m).
4. These numbers apply when the office is at full strength. In August 1992 there were eight vacancies.
5. See Cts. & Jud. Proc., § 3-810.
6. "DJS, Statistical Report, Intake Data, Fiscal Years 1987-1989," page 2.
7. Ibid., page 12.
8. The provisions for detention and shelter care prior to a hearing are spelled out in Cts. & Jud. Proc., § 3-815.
9. Ibid., § 3-815(b).
10. See Cts. & Jud. Proc., § 3-801(i).
11. Judge Sislen is only the sixth juvenile judge ever appointed in Montgomery County since the court was created 60 years ago.
12. Cts. & Jud. Proc., §§ 3-806, 3-825.
13. Cts. & Jud. Proc., § 3-829.
14. Cts. & Jud. Proc., § 3-820(d)(ii).
15. Juvenile court has no authority to impose fine upon juvenile, as such action is entirely inconsistent with the noncriminal nature of the juvenile causes subtitle. In re David K., 48 Md. App. 714, 429 A.2d 313 (1981).
16. Cts. & Jud. Proc., §§ 3-804(c) and 3-831.

17. Conversation with Donn Davis, DJS regional supervisor, August 21, 1992.
18. The Maryland Uniform Crime Report for 1989 shows 112 juvenile arrests in Montgomery County for violent crimes in 1989. At the moment, I cannot reconcile that number with the 106 arrests shown in the police data available to me.
19. While there are no reliable predictors, the more useful indicators appear to be the number of offenses, the kinds of offenses, and the age of early offenses, not the sequence of offenses. See SHOCAP booklet, "Citizen Action and Public Responses," at pages on 4, 31-32. See also Kramer, *infra* note 49, at page 250: "There is no group of juveniles out there committing only violent offenses. Violence occurs in connection with robberies and other offenses, and appears to be random. It's the chronic character of juvenile's criminal behavior that is the predictor for worst offenders." (emphasis supplied)
20. SHOCAP booklet, "Citizen Action and Public Responses," pages 34-36.
21. Members of the task force were drawn from the police department, CJCC, JSA, the State's Attorney's Office, the Office of Human Resources, the Office of Drug Control, and the Juvenile Court. The names of the members are listed in Appendix A.
22. Pages 11, 13.
23. Page 33.
24. Pages 11, 13.
25. Pages 11-12.
26. Page 12.
27. Page 27.
28. Page 18.
29. Page 15.
30. Pages 16-19.
31. Page 50.
32. Figure 5, page 51.
33. Page 82.
34. Pages 56-57.

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35. The firm's address is Air Rights Center, 7315 Wisconsin Avenue, Bethesda, MD 20814. Phone (301) 951-4233. The report's authors were Susan E. Laurence, Dr. Peter R. Schneider, and Matthew C. Finkelstein.
36. Pages ii, 54.
37. See authors' comments on page 55, e.g., "It is important to interpret the labels 'serious' and 'chronic' with caution. The criteria used to identify such juveniles capture a wide range of offenders. Some of them are extremely dangerous, while others might be considered relatively minor offenders."
38. Pages 57-60.
39. Pages 60-85.
40. Pages 41-42.
42. Pages ix-x, 120-131.
43. SHOCAP booklet, "Police," page 1. The same statement appears in other booklets as well.
44. Page 16.
45. This situation is not unique to Montgomery County: "[S]erious juvenile offenders are seldom truly held accountable for their actions. This aspect of diversion has often frustrated law enforcement personnel. Juvenile arrests typically involve a great deal of paperwork. The officer who arrests a juvenile may have to spend several hours with the offender and complete all the additional paperwork, only to find that the juvenile is diverted and actually beats the officer back out on the street." SHOCAP booklet, "Detention," page 10.
46. SHOCAP booklet, "Citizen Action and Public Responses," page 26.
47. SHOCAP booklet, "Citizen Action and Public Responses", page 23.
48. Ibid., page 27.
49. Kramer, Rita, "At a Tender Age--Violent Youth and Juvenile Justice," Henry Holt and Company, New York (1988), page 262. This book is a brilliant account of the inner workings of the juvenile justice system in New York City, with particular emphasis on the small group of violent offenders.
50. (a) SHOCAP booklet, "Court," at page 13, quoting Robert O. Heck: "[T]he histories of [adult violent criminals] share several factors. Many of these offenders were abused and/or neglected as children. . . ." (b) Hayes, E. Kent, "Why Good Parents Have Bad Kids," Doubleday, New York (1989), page 3: "Let me say it again: Parental neglect continues to be the primary force promoting the evolution of today's criminal." Hayes is Co-Director, National Menninger Youth Advocacy

Project. (c) Widom, Cathy Spatz, National Institute of Justice--Research in Brief, "The Cycle of Violence", page 5: "Childhood victimization represents a widespread, serious social problem that increases the likelihood of delinquency, adult criminality, and violent criminal behavior."

51. Reid, John B. and Patterson, Gerald R., "The development of antisocial behavior patterns in childhood and adolescence," published in the *European Journal of Personality*, Vol. 3, pages 107-119 (1989) and reprinted by the Oregon Social Learning Center, Eugene, Oregon, at page 108, citing the work of Loeber and Dishion (1983).

52. Hayes, *supra* note 31, page 8. Hayes also told of an earlier revelation he had one day watching the proceedings on Billy, an 11-year-old boy whose father beat him and his mother, and whose mother began to moan and cry when the judge asked her why she could not control her son: "The revelation . . . I had . . . on that day twenty-five years ago . . . was not about the inevitable progression from neglect to delinquency, which was one element that made the case typical. The revelation was not the notion that neglect was the disease and that delinquency, crime, and mental illness were simply the symptoms, though this was equally true. The revelation, that fateful day, was simply that hundreds of thousands of parents were destroying their kids' future because they did not know how to parent, or for some other reason, often beyond their control, could not parent. The only real preventive or cure for these children was good parenting." (emphasis supplied) *Ibid.*, page 7.

53. See, e.g., Gordon, Dr. Thomas, "P.E.T.--Parent Effectiveness Training," Peter H. Wyden, Inc., New York (1970); Dinkmeyer, Don, Ph.D. and McKay, Gary D., Ph.D., "The Parent's Handbook--STEP: Systematic Training for Effective Parenting," American Guidance Service, Circle Pines, MD (1989); Brunton, Ruth C., Ph.D., "Parenting Plus--Helping Parents to Strengthen Families," Vantage Press, New York (1992); Hayes, E. Kent, "Why Good Parents Have Bad Kids," Doubleday, New York (1989).

54. Cts. & Jud. Proc., § 3-815(b)(3). This wording in the law is often overlooked because it is in the section entitled "Detention and shelter care prior to hearing," whereas the preceding section 3-814 entitled "Taking child into custody" mentions only the obligation on the releasee to return the child to the court when requested.

55. Cts. & Jud. Proc., § 3-802(a)(1). If it is necessary to remove a child from his home, the purpose is "to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents" § 3-802(a)(4).

56. SHOCAP booklet, "Intake," page 9.

57. SHOCAP booklet, "Probation," pages 13-14.

58. SHOCAP booklet, "Citizen Action and Public Responses," page 30.

59. SHOCAP booklet, "Courts," page 11.

60. SHOCAP booklet, "Probation," page 14. The OT private vendors are similar to Youth Advocate Programs, Inc. (YAP), which is discussed below under court-appointed mentors. For a description of YAP and other intensive supervision programs see Krisberg, Barry; Bakke, Audrey; Neuenfeldt, Deborah; and Steele, Patricia, "Selected Program Summaries--Demonstration of Post-Adjudication Non-Residential Intensive Supervision Programs," National Council on Crime and Delinquency (June 1989).
61. See article in the Montgomery Journal, Thursday, March 21, 1991, page A4.
62. Kramer, Rita, "At a Tender Age," supra note 49, pages 231-37.
63. Hayes, supra note 50, pages 96-98. The Menninger Youth Program, 3205 Clinton Parkway Court, Lawrence, Kansas 66047, has established more than 60 homes and maintains direct management control of 40 homes in six locations in four states--Arizona, California, Florida and Minnesota. The Menninger Clinic, through the co-directors of the Menninger Youth Program, maintains close supervisory relationships with each center in some form of regular consultation, training, and administrative services. There also is a treatment team for each center made up of a social worker, a school coordinator, a part-time psychologist, and a part-time psychiatrist. Operating costs are less than \$100 a day per child.
64. The YAP program in Baltimore is extensively described in Krisberg et al., "Selected Program Summaries," supra note 60, page 39. It also is one of the promising programs included in the 1991 JJAC report.
65. SHOCAP booklet, "Citizen Action and Public Responses," page 31.
66. SHOCAP booklets, "Citizen Action and Public Responses," pages 26-28 and 36-38, and "Schools," pages 3 and 7-11.
67. SHOCAP booklet, "Citizen Action and Public Responses," page 37.
68. SHOCAP booklet, "Schools," page 11.
69. One of the documents furnished by the SHOCAP office is a form letter used by one community to notify the teacher that there is a SHO in his or her class.
70. SHOCAP booklet, "Schools," page 3.
71. SHOCAP booklet, "Social Services," pages 9-12. "SHOCAP is a comprehensive and cooperative information and case management process for police, prosecutors, schools, probation, corrections, and social and community after-care services." (emphasis supplied) Ibid., page 1.
72. SHOCAP booklet, "Police," page 5. See also pages 9-16.
73. Kramer, "At a Tender Age," supra note 49, pages 189 & 190.
74. SHOCAP booklet, "Citizen Action and Public Responses," page 39.

75. Institute of Medicine, "Research on Children and Adolescents with Mental, Behavioral, and Developmental Disorders," page 33, National Academy Press, 1989.

APPENDICES

APPENDIX A

GLOSSARY OF ACRONYMS

ACS - Alternative Community Services Program in the Department of Corrections of Montgomery County

ARD - Admission, Review, and Dismissal. This is a system of the MCPS for determining which students should be admitted into and retained in each of the six levels of special education programs for handicapped children.

CARD - Central Admissions, Review, and Dismissal Team. This is part of the ARD program; the team approves and reviews referrals of handicapped students to LEVEL 5 and LEVEL 6 programs.

CASA - Court Appointed Special Advocate, a volunteer appointed by the court to advise the court with respect to an abused or neglected child under the court's jurisdiction.

CDS - Controlled Dangerous Substance (Illegal Drugs)

CINA - Child in Need of Assistance. Refers to a child who has been abused or neglected.

CINS - Child in Need of Supervision. Refers to a child who is a status offender.

CISP - Community Intensive Supervision Project of Pittsburgh, PA.

CJCC - Criminal Justice Coordinating Commission, a county advisory commission with paid staff in the county executive's office.

CT - The juvenile division of District Court

DAVMHS - Department of Addiction, Victims and Mental Health Services of Montgomery County

DFR - Department of Family Resources of Montgomery County

DI - Drug Involved

DJS - Department of Juvenile Services of Maryland

DSS - Department of Social Services of Montgomery County

ECCI - Event Code Classification Index. A nationwide numbering system for classifying all criminal offenses.

HJO - Habitual Juvenile Offender

HO - Habitual (juvenile) Offender

HSVJO - Habitual Serious and Violent Juvenile Offender Program

ICAP - Integrated Criminal Apprehension Program

IPP - Intensive Probation Program in Wayne County, Michigan

IPU - Intensive Probation Unit of IPP

JCC - Juvenile Court Committee of Montgomery County

JJAC - Juvenile Justice Advisory Council of Maryland

JSA - Juvenile Services Agency (former name of DJS)

KEY - The KEY Program, Inc. of Framingham, Massachusetts

MCPD - Montgomery County Police Department

MCPS - Montgomery County Public Schools

OJJDP - Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice

PACT - Parents and Children Together, a unit of DAVMHS that serves as an intake office for juveniles and their families to publicly supported mental health services

PD - see MCPD

PIRE - Pacific Institute for Research and Development, Bethesda, Maryland

RICA - Regional Institute for Children and Adolescents

SARD - School Admission, Review and Dismissal Team, part of ARD

SAG - State Advisory Group established under the Juvenile Justice and Delinquency Protection Act of 1974 to disperse Federal research grants within the state. JJAC is the SAG for Maryland

SAO - State Attorney's Office

SED - Seriously Emotionally Disturbs, a category of the handicapped children

SHO - Serious Habitual (juvenile) Offender

SHOCAP - Serious Habitual (juvenile) Offender Comprehensive Action Program

SHO/DI - Serious Habitual (juvenile) Offender/ Drug Involved

UCR - Uniformed Crime Reports

VO - Violent offender

YAP - Youth Advocate Programs. Inc., Harrisburg, PA

YD - Youth Division of MCPD

ARREST REPORT
 Montgomery County, Maryland
 Department of Police

1. DEFENDANT'S NAME (LAST, FIRST, MIDDLE)				2. DST - CR NUMBER																																					
3. DEFENDANT'S PLACE OF EMPLOYMENT OR SCHOOL AND ADDRESS				4. DEFENDANT'S ADDRESS				5. M.C.P. I.D. NUMBER																																	
6. OCCUPATION		7. SOBRIETY (EXPLAIN IN NARRATIVE) <input type="checkbox"/> SOBER <input type="checkbox"/> HBD <input type="checkbox"/> OTHER		8. RACE		9. SEX		10. AGE		11. HEIGHT		12. WEIGHT		13. HAIR		14. EYES		15. COMPLEXION		16. SID NUMBER																					
10. LOCATION OF ARREST				DST.		11. DATE OF BIRTH				12. ADULT <input type="checkbox"/>		12. JUVENILE <input type="checkbox"/>		13. F.B.I. NUMBER																											
14. DESCRIBE TYPE OF AREA OR PREMISES				PRA		15. PLACE OF BIRTH				16. SOCIAL SECURITY NUMBER																															
17. DATE ARRESTED MO - DAY - YR				DAY		TIME		18. GLASSES, CONTACTS, MARKS, TATTOO, ETC.				19. TRACKING #																													
20. WANTED CHECK BY:				DATE		TIME		21. ALIAS / NICKNAME(S)				22. PHONE RES: BUS:		25. I.D. # BY:																											
23. METHOD OF CHARGE: <input type="checkbox"/> WARRANT <input type="checkbox"/> BENCH WARRANT <input type="checkbox"/> STATEMENT OF CHARGES				24. PRIMARY CHARGE (HIGHEST PRIORITY FOR UCR) AND EVENT CLASS				<input type="checkbox"/> FELONY <input type="checkbox"/> MISD.		25. I.D. # BY:																															
CODE: F - FATHER; M - MOTHER; W - WIFE; H - HUSBAND; S - SISTER; B - BROTHER																																									
NAME				CODE		ADDRESS				CITY - STATE - ZIP				RES. PHONE		BUS. PHONE																									
26A.																																									
26B.																																									
26C.																																									
27. DEFENDANT'S VEHICLE INFORMATION		YEAR		MAKE		MODEL		TAG NUMBER		STATE		OPERATOR'S LICENSE NO.				STATE																									
28. STATUS OF DEFENDANT		<input type="checkbox"/> SUBJECT INCARCERATED MONT. CO. DTH. CENTER <input type="checkbox"/>				<input type="checkbox"/> SUBJECT RELEASED PERSONAL BOND <input type="checkbox"/>				PRELIMINARY HEARING DATE: <input type="checkbox"/> BOND AMOUNT SET:				TRIAL DATE:																											
		OTHER LOCATION _____				TURNED OVER TO _____																																			
29. DRUG INFORMATION				TYPES(S) OF DRUG(S)				30. M.C.P. 50 ADVISED <input type="checkbox"/> YES <input type="checkbox"/> NO				SIGNED <input type="checkbox"/> YES <input type="checkbox"/> NO				STATEMENT <input type="checkbox"/> YES <input type="checkbox"/> NO																									
<input type="checkbox"/> USER <input type="checkbox"/> SELLER																																									
31. OBVIOUS INJURY OF DEFENDANT AT TIME OF ARREST				32. DEFENDANT ARMED? IF YES, TYPE(S) OF WEAPON(S) <input type="checkbox"/> YES <input type="checkbox"/> NO				33. LOC. WEAPON STORED				34. LOC. VEHICLE STORED																													
35. CAUTION (POLICE FIGHTER, AIDS, CARRIES KNIFE, ETC.)																																									
37. ADDITIONAL CHARGES:				I.D. #		EVENT CLASS.		TRACKING #		36. PHOTOGRAPHED <input type="checkbox"/> YES <input type="checkbox"/> NO <input type="checkbox"/> B/W <input type="checkbox"/> COLOR PRINT CARDS SUBMITTED <input type="checkbox"/> M.C.P. <input type="checkbox"/> F.B.I. <input type="checkbox"/> M.S.P. <input type="checkbox"/> PALM <input type="checkbox"/> FINGER TIPS																															
CHARGE:																																									
CHARGE:																																									
38. ACCOMPLICE(S) NAME - D.O.B. - M.C.P. I.D. #																																									
1.																																									
2.																																									
3.																																									
ITEM NO.		NARRATIVE - FACTS OF THE ARREST																																							
39. VICTIM'S NAME						40. ARRESTING OFFICER(S) NAME, I.D. # (PRINT)						41. SEARCHED BY - NAME, I.D. # (PRINT)																													
DISTRIBUTION: GA-SA-YD CAP-CP-FM SID OTHER:						42. DATE, TIME AND DISTRICT ARRAIGNED						43. PROCESSED BY - NAME, I.D. # (PRINT)						44. TRANSPORTED BY - NAME, I.D. # (PRINT)																							
						45. PROPERTY IN CUSTODY <input type="checkbox"/> YES <input type="checkbox"/> NO						DATE MO - DAY - YR						46. APPROVED BY - NAME, I.D. # (PRINT)																							
						DATA SYSTEMS						ENTRY						REPORTING AREA						RECORDS USE ONLY DOCUMENT CODE						EVENT CODE						PAGE ____ OF ____					

SAMPLE

MISSING PERSON/CHILD
 Montgomery County, Maryland
 Department of Police

1. MISSING PERSON'S/CHILD'S NAME (LAST, FIRST, MIDDLE)		2. DSI - CR NUMBER	
3. ADDRESS CITY - STATE - ZIP			4A. CLASSIFICATION
6A. MISSING PERSON'S/CHILD'S PLACE OF EMPLOYMENT OR SCHOOL		8. RACE - SEX - D.O.B.	7. PHONE RES: BUS:
6B. ADDRESS		9. INCIDENT - CHECK ONE ADULT <input type="checkbox"/> JUVENILE <input type="checkbox"/> 18 + OVER <input type="checkbox"/> 6 - 17 <input type="checkbox"/> CHILD UNDER 8 <input type="checkbox"/>	9. COMM. CR. NO. <input type="checkbox"/> 10. BEAT PRA C/L MASTER <input type="checkbox"/>
11. DESCRIBE AREA OR PREMISE WHERE LAST SEEN		12. LOCATION MISSING FROM	
14. VEHICLE USED BY MISSING PERSON/CHILD <input type="checkbox"/> YES <input type="checkbox"/> NO		15. WHEN OCCURRED MO - DAY - YR MO - DAY - YR HOURS TO	
14A. COMPLAINTANT'S NAME (LAST, FIRST, MIDDLE)		14B. COMPLAINTANT'S ADDRESS CITY - STATE - ZIP	
14C. IDENTIFYING FEATURES OF VEHICLE		14D. COMPLAINTANT'S RES. PHONE	
14E. YEAR MAKE BODY COLOR(S)		14F. BUS. PHONE	

BASIC EVENT DATA

CODE: W - WITNESS; P - PARENT; G - GUARDIAN; O - OTHER (RELATIVE/FRIENDS/ASSOCIATES)

17A. NAME	CODE	AGE	RESIDENCE ADDRESS	CITY - STATE - ZIP	RES. PHONE	BUS. PHONE
17B.						
17C.						

WITNESS

16. AGE	HEIGHT	WEIGHT	EYES	HAIR COLOR	HAIR LENGTH OR STYLE	DISTINCTIVE CHARACTERISTICS - COMPLEXION, ABNORMALITIES, SCARS, DENTAL WORK					
18. DENTAL RECORDS AVAILABLE <input type="checkbox"/> YES <input type="checkbox"/> NO	20. FINGERPRINTS AVAILABLE <input type="checkbox"/> YES <input type="checkbox"/> NO	21. BLOOD TYPE	22. FREQUENTS	23. FULLY DESCRIBE CLOTHING							
25. POSSIBLE CAUSE OF ABSENCE			26. PERSON/CHILD HAS BEEN MISSING BEFORE, GIVE DATE(S) AND WHERE LOCATED.								
27. PROBABLE DESTINATION			28. PHYSICAL CONDITION				29. MENTAL CONDITION				

DESCRIPTION

30. RADIO LOOK-OUT <input type="checkbox"/> YES <input type="checkbox"/> NO	TIME	DATE	E.C.C. #	WANT INDEX <input type="checkbox"/> YES <input type="checkbox"/> NO	E.C.C. OP.#	TTY SENT (IF YES, ENTER TTY NUMBER) LIST LOCATION(S) SENT TO IN NARRATIVE <input type="checkbox"/> YES <input type="checkbox"/> NO DATE TTY #				
--	------	------	----------	--	-------------	---	--	--	--	--

E.C.C.

NOTE: INSTRUCT REPORTING PERSON TO CONTACT POLICE DEPARTMENT IMMEDIATELY IF MISSING PERSON/CHILD SHOULD BE LOCATED, RETURNED HOME, OR HAS COMMUNICATED WITH FAMILY OR FRIENDS.

31. BY WHOM - OFFICER'S NAME (IF CITIZEN, GIVE HOME AND BUSINESS/PHONE NO.)					
32. IF KNOWN, WHERE LOCATED			33. CANCELLED BY		
34. MENTAL CONDITION		35. PHYSICAL CONDITION		36. INDICATED DISPOSITION OF CHILD	

CANCEL

ITEM NO.	NARRATIVE: (1) SUMMARIZE THE CIRCUMSTANCES PERTAINING TO THE DISAPPEARANCE OF MISSING PERSON/CHILD, INCLUDING ANY PREVIOUS THREATS TO LEAVE HOME OR COMMIT SUICIDE; (2) INDICATE THE NAME(S) OF ANY OTHER PERSON(S) WHOM REPORTING OFFICE CONTACTED REGARDING MISSING PERSON'S/CHILD'S DISAPPEARANCE (FRIEND, KNOWN ASSOCIATES, OR OTHER PERSONS) OR WHO LAST SAW PERSON, IF NOT LISTED ABOVE.

NARRATIVE/CONTINUATION

STATUS: <input type="checkbox"/> OPEN		CLOSED BY: <input type="checkbox"/> ARREST <input type="checkbox"/> EXCEPTION <input type="checkbox"/> UNFOUNDED		Page	of
DISTRIBUTION:	INVESTIGATING OFFICER (PRINT)	DATE	APPROVED BY (PRINT)	ID.#	
GA - SA - YD		MO - DAY - YR			
CAP - CP - FM	INVESTIGATING OFFICER (PRINT)	DATA SYSTEMS	CASE TALLY	ADULT <input type="checkbox"/>	
SID				CHILD <input type="checkbox"/>	
OTHER:					

M.C.P. FORM 104

DC 16 (7/85)

STATE OF MARYLAND UNIFORM CRIMINAL/CIVIL CITATION Local# 729953

This Citation Used For: Criminal Citation Adult Civil Violation Juvenile Civil Violation
Subject's (First) Name _____ Middle _____ Last _____

Driver's License No. _____ License Class _____ State _____

Current Address In Full _____

City _____ State _____ Zip Code _____

Height _____ Weight _____ Race _____ Sex _____ Birthdate _____ Telephone No. _____
Day: _____ Night: _____

Hair/Style _____ Eyes _____ Complexion _____ Dress/Scars/Marks/Tattoos/Deformities _____

Vehicle License No. _____ State _____ Vehicle Year, Make, Type, Color _____

County/City _____ Agency _____ Area _____ SPCP _____ Arrest Type _____ Rel. Citations _____

It is formally charged that the above named person on _____, 19____ at _____ M
at (place) _____ did commit the following:
Document _____ Section _____ Sub Section _____ Written Charge _____ in violation of:

CRIM. CIT.

You are hereby summoned and commanded to appear for trial in the District Court of Maryland
for _____ County/City located at _____
Maryland at _____ M on _____, 19____. Your failure to obey this Citation
may result in the issuance of a warrant for your arrest. See reverse for important information.
 You will be notified by the Court when and where to appear for trial.

ADULT CIVIL VIOL.

To answer the above charge lodged against you,
 You may pay a fine of \$ _____ by _____, 19____, at _____
 You may elect to stand trial. To do this you must notify _____ by _____, 19____
and the District Court will then notify you of a trial date.
If you do not pay the fine, or request a trial date by the date shown, you will receive a notice after
which you will have 15 days in which to pay the original fine. After that, the fine will be \$ _____.
If not paid within 35 days of this Notice, the District Court may schedule the case for trial. If you do
not appear at that trial, a bench warrant will be issued for your arrest.

JUVENILE CIVIL VIOL.

You are hereby notified to appear on the _____ day of _____, 19____, at _____ M
at Juvenile Services Administration Offices located at _____
 You will be notified by Juvenile Services when and where to appear for a hearing.

Full Name of Child's Legal Parent/Guardian _____ Signature of Parent/Guardian _____

Full Address of Child's Legal Parent/Guardian _____

NOTE: Your failure to appear may result in formal court action.

Disposition: Forwarded to state's attorney Assigned to alcohol rehab. program
 Assigned to supervised work program 20 hours 40 hours
 Parent/Guardian agrees to withdraw consent for a period of 30 days 60 days 90 days,
after child is eligible, and has applied, for a driver's license.

Initials Officer's Signature _____ Hearing Date _____

Signature of Parent/Guardian Withdrawing Consent _____ Date _____

I acknowledge receipt of a copy of this Citation and hereby promise to comply with all requirements of
the law pertaining thereto. I understand that a full explanation of my rights is on the reverse side of this
Citation. I understand that acceptance of this Citation is not an admission of guilt.

Defendant's Signature _____ Date _____

I solemnly affirm under the penalties of perjury that the contents of the foregoing
paper are true to the best of my knowledge, information, and belief.

Officer's Signature _____ Date _____ Assgmt. _____ ID No. _____

DISTRICT COURT FOR JUVENILE CAUSES
JUVENILE RELEASE FORM

I, _____, (parent, step-parent, guardian of
_____, DOB _____, accept custody of
_____ and hereby agree to bring him/her
to the District Court for Juvenile Causes if requested by the Court.

I understand that delinquent charges have been brought against _____
indicating that he/she has been involved in (violation, Article & Section) _____

SAMPLE

Signature: _____

Witness: _____

Address: _____

Date: _____

Phone No.: _____

RD #: _____

MCPD 182 (Rev.) 10/79

EVENT CODE CLASSIFICATION INDEX (ECCI) 1989
ALWAYS USE EVENT REPORT FORMS UNLESS OTHERWISE NOTED IN THE EVENT CLASSIFICATIONS

- PART I CLASSES**
01 HOMICIDE
 0111 Sharp Instruments
 0112 Blunt Instruments
 0113 Fists or Hands
 0115 Other
 0116 By Police Officer
- MANSLAUGHTER - NEGLIGENCE**
 0121 Manslaughter by Negligence
- 02 RAPE**
 0211 Rape - Force
 0212 Rape Attempt - Force
- 03 ROBBERY**
 0311 Firearm
 0321 Knife/Cutting Instrument
 0331 Other Dangerous Weapon
 0341 Strong Arm
 1 Highway/Head/Alley
 2 Convenience Stores
 3 Gas/SVC Station
 4 Convenience Stores
 5 Residential
 6 Bank/Savings Loan/CR Union
 7 Other
- 04 AGGRAVATED ASSAULT**
 0411 Firearm
 0421 Knife/Cutting Instrument
 0431 Other Dangerous Weapon
 0441 Beat - Serious Injury
 1 On Street
 2 In Police Officer (MCP Form 037 Required)
 3 Spouse
- 05 BURGLARY**
 0511 Forceful Entry
 0521 No Force
 0531 Forceful Attempt
 2 Residential - Day
 3 Residential - Night (6 pm-6 am)
 4 Commercial - Time Unknown
 5 Commercial - Day
 6 Commercial - Night (6 pm-6 am)
 7 School - Day
 8 School - Night (6 pm-6 am)
 9 School - Time Unknown
- 06 LARCENY**
 0611 \$200 or Over
 0621 \$50 - \$199.99
 0631 Under \$50 and 48 Items or Less
 1 Pick Pocket
 2 Purse Snatch
 3 Shoplifting
 4 From Auto
 5 Auto Part
 6 Bicycle
 7 Building (except 3 and 4)
 8 Coin Operated Machine
 9 Other Locations
- 07 AUTO THEFT**
 VH 0711 Auto
 VH 0712 Truck and Buses
 VH 0713 Other Motor Vehicle
- PART II CLASSES**
 08 ASSAULT
 0811 Assault and Battery
 0821 Simple Assault
 1 On Street
 2 On Police Officer (MCP Form 037 Required)
 3 Spouse
- 09 ARSON**
 0911 Successful Arson
 0912 Arson Attempt
- 10 FORGERY - COUNTERFEITING**
 1011 Credit Cards
 1012 Checks
 1013 All Other
- 11 BAD CHECKS - THEFT (Article 37, Section 146-149)**
 1121 \$300 or More
 1122 Less than \$300
 1 Merchandise
 2 Labor/Services
 3 Stop Payment
 4 Other
- 12 EMBEZZLEMENT/THEFT (Article 27, Section 346-348)**
 1211 \$300 or More
 1221 Less than \$300
 1 Embroidery
 2 Lingerie/Alloy Trust
 3 Confidence Games
 4 Other/Money Mover/Bank Card
- 13 STOLEN PROPERTY**
 1311 Possession/Buying/Receiving
- 14 VANDALISM**
 1411 Duvelling
 1412 Motor Vehicle
 1413 Commercial Establishment
 1414 School
 1415 Church/Temple
 1416 Construction Site/Equipment
 1417 Other
- 15 WEAPONS**
 1511 Concealed
 1512 Possession
 1513 Discharging
- 16 PROSTITUTION - VICE**
 1611 Deceitful Hours
 1612 Soliciting/Pandering
 1613 Prostitution - Other
 1614 Prostitution - Attempt
- 17 SEX OFFENSES**
 1711 Sex Assault
 1712 Indecent Exposure
 1713 Incest
 1714 Peeping Tom
 1715 4th Degree Sex Offense
 1716 Incest
 1717 Incest
 1718 All Other Sex Offenses
 1811 Possession
- 18 CONTROLLED DANGEROUS SUBSTANCE LAWS**
 1821 Selling
 1822 Using
 1823 Manufacturing
 1824 Possession of Impaired
 1825 Possession of Impaired
 1826 Possession of Impaired
 1827 Possession of Impaired
 1828 Possession of Impaired
 1829 Possession of Impaired
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- 19 GAMBLING**
 1911 Numbers/Lottery
 1912 Horse Racing
 1913 Craps/Cards
 1914 Other
- 20 FAMILY OFFENSES**
 2011 Dissension/Non-Support
 2012 Child Neglect
 2013 Child Abuse
 2014 Other/Child Under 12 Taken by Parent
- 21 JUVENILE OFFENSES**
 MP 2111 Runaway
 2112 Out of Control
 2116 Other/Runaway 01/J
- 22 LIQUOR LAW VIOLATIONS**
 2211 Selling Without License
 2212 Furnishing Liquor Under 21
 2213 Unlawful Possession Under 21
 2214 Unlawful Liquor Violation
 2215 Hours Sale Violation
 2216 Hours Sale Violation
 2217 Other (Non-Alcohol or Sex)
- 23 CONTINUING**
 2311 Unlawful Assembly
 2312 Disorderly Heaps (Not Sex)
- 24 DISORDERLY CONDUCT**
 2411 Disorderly Heaps (Not Sex)
 2412 Disorderly Heaps (Not Sex)
 2413 Disorderly Conduct
- 25 SUICIDE**
 2511 Suicide - Successful
 2521 Suicide - Attempt
 1 Firearm
 2 Knife
 3 Poison/Overdose
 4 Hanging
 5 Asphyxiation
 6 Other
- 27 OTHER OFFENSES (Non Traffic)**
 2711 Fail to Return Rental Property
 2712 Home Improvement Violation
 2713 Impersonating a Police Officer
 2714 Begging
 2715 Blackmail/Extortion
 2716 Bomb Threat
 2717 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 2718 False Alarm
 2719 False Report of Crime
 2720 False Report of Crime
 2721 False Report of Crime
 2722 False Report of Crime
 2723 False Report of Crime
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 2800 False Report of Crime
- 28 OTHER OFFENSES (Non Traffic)**
 2811 Fail to Return Rental Property
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 2813 Impersonating a Police Officer
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- 30 OTHER OFFENSES (Non Traffic)**
 3011 Fail to Return Rental Property
 3012 Home Improvement Violation
 3013 Impersonating a Police Officer
 3014 Begging
 3015 Blackmail/Extortion
 3016 Bomb Threat
 3017 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 3018 False Alarm
 3019 False Report of Crime
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- 31 OTHER OFFENSES (Non Traffic)**
 3111 Fail to Return Rental Property
 3112 Home Improvement Violation
 3113 Impersonating a Police Officer
 3114 Begging
 3115 Blackmail/Extortion
 3116 Bomb Threat
 3117 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 3118 False Alarm
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- 32 OTHER OFFENSES (Non Traffic)**
 3211 Fail to Return Rental Property
 3212 Home Improvement Violation
 3213 Impersonating a Police Officer
 3214 Begging
 3215 Blackmail/Extortion
 3216 Bomb Threat
 3217 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 3218 False Alarm
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- 33 OTHER OFFENSES (Non Traffic)**
 3311 Fail to Return Rental Property
 3312 Home Improvement Violation
 3313 Impersonating a Police Officer
 3314 Begging
 3315 Blackmail/Extortion
 3316 Bomb Threat
 3317 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
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- 34 OTHER OFFENSES (Non Traffic)**
 3411 Fail to Return Rental Property
 3412 Home Improvement Violation
 3413 Impersonating a Police Officer
 3414 Begging
 3415 Blackmail/Extortion
 3416 Bomb Threat
 3417 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 3418 False Alarm
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- 35 OTHER OFFENSES (Non Traffic)**
 3511 Fail to Return Rental Property
 3512 Home Improvement Violation
 3513 Impersonating a Police Officer
 3514 Begging
 3515 Blackmail/Extortion
 3516 Bomb Threat
 3517 Failure to Pay Bill/Log/Tax/Fee/Service/Charge
 3518 False Alarm
 3519 False Report of Crime
 3520 False Report of Crime
 3521 False Report of Crime
 3522 False Report

SUGGESTED LIST OF VIOLENT AND OTHER SERIOUS OFFENSES

Violent offenses

- 01 HOMICIDE
 - MURDER--NON-NEGLIGENT MANSLAUGHTER
 - 0111 Firearm
 - 0112 Sharp Instrument
 - 0113 Blunt Instrument
 - 0114 Fists or Hands
 - 0115 Other
 - MANSLAUGHTER--NEGLIGENCE
 - 0121 Manslaughter by Negligence
- 02 RAPE
 - 0211 Rape--Force
 - 0212 Rape Attempt--Force
- 03 ROBBERY
 - 031x Firearm
 - 032x Knife/Cutting/Instrument
 - 033x Other Dangerous Weapon
 - 034x Strong Arm
 - 1 Highway/Road/Alley
 - 2 Comm ESTB (except 3,4,6)
 - 3 Gas/SVC Station
 - 4 Convenience Store
 - 5 Residential
 - 6 Bank/Savings Loan/CR Union
 - 7 Other
- 04 AGGRAVATED ASSAULT
 - 041x Firearm
 - 042x Cut/Stab
 - 043x Beat--Serious Injury
 - 1 On Citizen
 - 2 On Police Officer
 - 3 On Spouse
- 09 ARSON
 - 0911 Successful Arson
 - 0912 Arson Attempt
- 17 SEX OFFENSES
 - 1711 Sex Assault
 - 1717 Incest
- 20 FAMILY OFFENSES
 - 2013 Child Abuse
- 27 OTHER OFFENSES (Not Traffic)
 - 2716 Bomb Threat
 - 2726 Kidnapping

Other serious offenses

- 05 BURGLARY
- 06 LARCENY
 - 061x \$200 or Over
 - 06xx Purse Snatch
- 07 AUTO THEFT
- 08 ASSAULT
- 10 FORGERY--COUNTERFEITING
- 11 BAD CHECKS
- 13 STOLEN PROPERTY
- 14 VANDALISM
- 15 WEAPONS
- 16 PROSTITUTION
- 17 SEX OFFENSES
 - 1712 Indecent Exposure
 - 1713 Indecent Phone Call
 - 1714 Peeping Tom
 - 1716 4th Degree Sex Offense
 - 1718 All Other Sex Offenses
- 18 CONTROLLED DANGEROUS SUBSTANCES
 - 181X Possession
 - 182x Selling
 - 183x Using
 - 184x Manufacturing
 - 185x Rx Prescription Forgery
 - 186x Possession of Implement
 - 1 Opium and Derivatives
 - 2 Synthetic--Demoral/Methadone
 - 4 Barbituates/Amphetamines
 - 5 Hallucinogenic--LSD/PCP/etc.
 - 6 Harmful Inhalant--Glue, Aerosol
 - 7 Cocaine and Derivatives
 - 8 Any Drug Overdose/No Death
- 27 OTHER OFFENSES (Not Traffic)
 - 2715 Blackmail/Extortion
 - 2731 Pornography
 - 2736 Unauth. Use of Motor Vehicle
 - 2751 Fugitive from Other MD Juris.
 - 2752 Fugitive from Justice (Out of State)
- 28 MISCELLANEOUS TRAFFIC COMPLAINTS
 - 2812 Driving Under Influence
 - Driving Without License
- 5x TRAFFIC ACCIDENTS
 - 53xx Fatal
 - 54xx Personal Injury

Individual Case History

Identification number: 108

Race and Gender: White Male

Age at end of 1989: 15

Family situation: custody - mother

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
7:1	PD	A#1	Arrested for arson; case sent to DJS
7:3	DJS		Informal adjustment of A#1 with conditions
9:9	PD	A#2	Arrested for vandalism of construction equipment; PD disposition - other
9:9	PD	A#3	Arrested for vandalism of motor vehicle; case sent to DJS
9:9	PD	A#4	Arrested for three counts of vandalism of motor vehicle; case sent to DJS
9:10	DJS		Sent A#3 to SAO for formal processing
9:10	DJS		Sent A#2 to SAO for formal processing
9:11	CT		Juvenile Delinquency petition filed on A#2/A#3
10:2	CT		A#2 and A#3 dismissed
13:10	PD	A#5	Arrested for arson attempted; case sent to DJS
13:10	DJS		Informal adjustment of A #4 with conditions; counseling; reprimand
15:0	PD	A#6	Arrested for robbery with other dangerous weapon, auto theft, larceny under \$50 from auto and conspiracy; case sent to DJS

Individual Case History

Identification number: 119
 Race and Gender: Black Female
 Family situation: custody - other

Age at end of 1989: 17

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest#</u>	<u>Action</u>
7:5	PD	A#1	Arrested for shoplifting under \$50; case sent to DJS
?	DJS		Informal adjustment of A#1 with conditions
10:7	PD	A#2	Arrested for Vandalism of motor vehicle; case sent to DJS
12:2	PD	A#3	Arrested for Vandalism of motor vehicle; case sent to DJS
12:2	CT		Petition filed for Continue detention/shelter care on vandalism - other (probably A#2). Adjudicated delinquent. Order: jurisdiction of DJS; diagnostic treatment (date unknown)
12:2	DJS		Sent A#3 to SAO for formal processing
12:2	CT		Juvenile delinquency petition filed on arrest #3. Adjudicated delinquent(date unknown).
12:3(1)	CT		A#2 dismissed
(2)	CT		Order entered on A#3: jurisdiction of DJS; continued
12:3	PD		Runaway; retained at PD
12:4	PD		Other juvenile offense. PD disposition - other
12:5	CT		Order on A#3; counseling; restitution; continued
12:5	CT		Order on A#3; jurisdiction of DJS: temporary placement in shelter; continued
12:5	CT		Order on A#3: jurisdiction of DJS; placed in Noyes; shelter care rescinded; continued
12:8	CT		Order on A#3: Noyes rescinded; placed in Helen Smith Group Home; Jurisdiction of DJS; continued
13:0	PD	A#4	Arrested as fugitive form other Maryland jurisdiction; case sent to DJS
13:0	PD	A#5	Arrested for blackmail/extortion; case sent to DJS
13:1	PD	A#6	Arrested for other juvenile offense; case sent to DJS
13:4	CT		A#3 dismissed

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
13:6	PD	A#7	Arrested for assault and battery; PD disposition -- other
13:6	PD	A#7	Arrested for assault and battery; PD disposition - other
13:10	PD	A#8	Arrested for auto theft; case sent to DJS
14:0	DJS		Reprimand on arrest #8
14:3	PD		Runaway; case retained at PD
14:3		A#9	Arrested for two counts of shoplifting \$50-\$200
14:3		A#10	Arrested for unauthorized use of vehicle
14:3	PD	A#11	Arrested for auto theft; PD disposition - other
14:3	DJS		Informal adjustment of A#9 with conditions; reprimand; counseling
14:4	DJS		Informal adjustment of A#10 with conditions; reprimand; counseling
14:7	PD	A#12	Arrested for shoplifting under \$50; case sent to DJS
14:8		A#13	Arrested for two counts of shoplifting \$50-\$200
14:9	DJS		Informal adjustment of A#13 with conditions; reprimand
14:10	PD	A#14	Arrested for shoplifting \$50-\$200; case sent to DJS
15:0	DJS		Informal adjustment of A#11 with conditions; reprimand
16:0		A#15	Arrested for auto theft and unauthorized use of vehicle
16:1	PD	A#16	Arrested for auto theft and larceny from auto under \$50; case sent to DJS
	DJS		Sent A#15 to SAO for formal processing
16:2	CT		Juvenile delinquency petition filed for A#15. Adjudicated delinquent for auto theft(date unknown). order; jurisdiction of DJS; temporary placement; continued
16:2	CT	A#17	Petition filed for juvenile causes(why juvenile causes and not delinquency?) driving w/o a license, speeding, and 5302(is this a fatal traffic accident?). Adjudicated delinquent for speeding (date unknown)
16:2	CT		Juvenile petition on A#15 dismissed
	CT		Special order on A#17; referred to AA and NARC Anonymous; counseling
16:3	CT		Order on A#17: Probation; jurisdiction of DJS; continued

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:4	CT		Order on A#17: Probation; temporary shelter; continued
16:5	PD		Runaway; case retained at PD
16:5	CT		Juvenile petition: special order - foster home; jurisdiction of DJS
17:0	PD	A#18	Arrested for shoplifting under \$50 and assault and battery; case sent to DJS
17:2	PD		Other juvenile offense; PD disposition -other
17:5	PD	A#19	Arrested for auto theft; case sent to DJS
17:6	CT		Juvenile causes petition filed for 5302(?), driving w/o a license, and unsafe backing(are these the same causes as A#17?). adjudicated delinquent on all three charges (date unknown)
17:6	DJS		Sent A#19 to SAO for formal processing
17:6	CT		Juvenile delinquency petition filed on A#19 and unauthorized use of vehicle. Not adjudicated delinquent
17:7	PD		Runaway; case retained at PD
17:8	CT		Order on New A#17; jurisdiction of DJS; diagnostic treatment - PACT; continued
17:8	CT		A#19 dismissed
17:9	CT		Order on new A#17; jurisdiction of DJS; sent to Sierra House in Prince George's County

Individual Case History

Identification number: 169

Race and Gender: Black Male

Age at end of 1989: 16

Family situation: custody - mother

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
11:8	PD	A#1	Arrested for burglary - no force-school-day and arson. case sent to DJS
11:11	DJS		Informal adjustment of A#1 with conditions; reprimand
14:10	PD	A#2	Arrested for trespassing and assault and battery. Case sent to DJS
15:0	DJS		Informal adjustment of A#2 with conditions; special order; reprimand
15:5	PD	A#3	Arrested for auto theft. case sent to DJS
15:7	DJS		Informal adjustment of A#2 with conditions; counseling; special order
15:8	PD	A#4	Arrested for auto theft and vandalism of motor vehicle. case sent to DJS
15:10	DJS		Sent A#4 to SAO for formal processing; community service
15:11	CT		Juvenile delinquency petition filed for auto theft and vandalism of motor vehicle. (A#4)
15:11	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of vehicle, vandalism of motor vehicle, and conspiracy. (A#4?). Adjudicated delinquent on unauthorized use of motor vehicle (date unknown).
15:11	CT		Orders: dismissed first case. On second case, ordered probation, jurisdiction of DJS.
16:1	PD	A#5	Arrested for larceny of bicycle over \$200. Case sent to DJS
16:2	CT		Orders: sent to Hickey; Hickey suspended; Last Chance; Community service; restitution

Individual Case History

Identification number: 182

Race and Gender: Asian/Oriental Male

Age at end of 1989: 17

Family situation: custody - both parents

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
14:0	PD	A#1	Arrested for burglary - forcible entry of school at night; case sent to DJS
14:11	DJS		Informal adjustment of A#1 with conditions; reprimand; restitution; referred to JETS I
15:9	PD	A#2	Arrested for shoplifting under \$50 and larceny under \$50; case sent to DJS
15:10	PD	A#3	Arrested for auto theft; case being sent to DJS
16:2	DJS		Informal adjustment of A#2 with conditions; reprimand; counseling
16:2	PD	A#4	Arrested for possession of marijuana; case sent to DJS
16:9	PD		Runaway; case sent to DJS
16:10	PD	A#5	Arrested for auto theft and possession of marijuana implements; case sent to DJS
17:1	DJS		Informal adjustment of A#5 with conditions; counseling; restitution
17:2	PD	A#6	Arrested for trespassing; case sent to DJS
17:2	DJS		Informal adjustment of A#6 with conditions; reprimand
17:2	PD	A#7	Arrested for weapon possession; case sent to DJS
17:3	PD	A#8	Arrested for weapon possession; case sent to DJS
17:4	DJS		Informal adjustment of A#7 and #8; counseling; community service
17:5			Arrested for trespassing

Individual Case History

Identification number: 206
 Race and Gender: White Male
 Family situation: custody - mother

Age at end of 1989: 16

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
13:10	PD		Runaway: case retained at PD
13:11	PD	A#1	Arrested for larceny of bicycle \$40-\$200. Case sent to DJS
14:0	DJS		Informal adjustment on A#1 with conditions; restitution; counseling; special programs
14:2	PD	A#2	Arrested for larceny of bicycle over \$200 and larceny of bicycle \$50-\$200. Case sent to DJS
14:2	PD	A#3	Arrested for larceny of bicycle over \$200 and assault and battery on police officer. Case sent to DJS.
14:3	DJS		Sent A#2 to SAO for formal processing
14:3(1)	CT		Juvenile delinquency petition filed for larceny of bicycle under \$50(A#2-1). Adjudicated delinquent on this charge(date unknown)
14:3(2)	CT		Juvenile delinquency petition filed for larceny of bicycle(A#2-2) Not adjudicated delinquent on this charge
14:3	DJS		Sent A#3 to DJS for formal processing
14:3(1)	CT		Juvenile delinquency petition filed for 3 charges of larceny of bicycle under \$50(A#3-1) Not adjudicated delinquent on these charges
(2)	CT		Juvenile delinquency petition filed for resisting arrest and assault and battery on police officer(A#3-2). Not adjudicated delinquent on these charges
14:3	PD	A#4	Arrested for robbery with firearm of other building and simple assault. Case sent to DJS

<u>Age (Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
14:5(1)	CT		Order on A#2-1; probation; restitution; jurisdiction of DJS; no harassment of victims
(2)	CT		Order on A#2-2; probation
(3)	CT		Order on A#3-1; probation
(4)	CT		Order on A#3-2; probation
14:5	DJS		Dismissed A#4 because juvenile already under court jurisdiction
14:6	PD	A#5	Arrested for larceny over \$200 from building. Case sent to DJS
14:7	PD	A#6	Arrested for burglary-forcible entry-school-at night. Case sent to DDS
14:8	DJS		Dismissed A#5 because juvenile already under court jurisdiction
14:8	DJS		Dismissed A#6 because juvenile already under court jurisdiction
14:9	CT		Dismissed A#2-1, #2-2, #3-1, #3-2
14:9	PD	A#7	Arrested for concealed weapon. Case sent to DJS
14:11	DJS		Dismissed A#7 because juvenile already under court jurisdiction (this appears to be erroneous assumption)
14:11	PD	A#8	Arrested for burglary-forcible entry-commercial day. Case sent to DJS
14:11	PD	A#9	Arrested for larceny over \$200 from building. Case sent to DJS
15:0	DJS		Sent A#8 to SAO for formal processing
15:0	DJS		Sent A#9 to SAO for formal processing
15:0	CT		Juvenile delinquency filed for A#8. Not adjudicated delinquent.
15:0	CT		Juvenile delinquency filed for burglary and theft over \$500 (A#9) Adjudicated delinquent on burglary-forcible entry-residence day(date unknown)
15:2	CT		Dismissed A#8. Order on A#9; ordered to hickey; Hickey rescinded; sent to Pines Treatment Center; probation
15:3		A#10	Arrested for possession of marijuana;

<u>Age (Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
15:4	CT		Order on A#8; Pines rescinded; sent to Springfield Hospital
15:4	DJS		Informal dismissal of A#10 because juvenile already under jurisdiction of the court
15:7	PD		Arrested as runaway from another jurisdiction. Case sent to DJS
15:8		A#11	Arrested for burglary-forcible entry-commercial night and larceny over \$200 from building
15:9		A#12	Arrested for assault and battery
15:10	DJS		Sent A#11 to SAO for formal processing
15:10	CT		Order on A#8; indefinite probation
15:10	CT		Juvenile delinquency petition filed on burglary- forcible entry-commercial-day; larceny over \$300; vandalism of commercial establishment; and conspiracy (A#11). Adjudicated delinquent on burglary charge(date unknown)
15:11	DJS		Informal adjustment on A#12; probation
15:11	CT		Juvenile delinquency petition filed on hit and run accident; negligent driving; speeding; driving without a license. Not adjudicated delinquent.
15:11		A#13	Arrested for vandalism of motor vehicle
16:0	DJS		Informal adjustment on A#13; reprimand
16:0		A#14	Arrested for injury-non-traffic
16:0	PD	A#15	Arrested for two counts of larceny of auto parts under \$50. Case sent to DJS
16:1	CT		Order A#11; jurisdiction of court; sent to RICA
16:1		A#16	Arrested for theft of truck or bus
16:2		A#17	Arrested as a fugitive from justice(out of state)
16:2(1)	DJS		Informal adjustment of A#17; reprimand
16:2(2)		A#18	Arrested for auto theft, theft of truck or bus, and conspiracy

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:2(1)	DJS		Sent A#16 and A#18 to SAO for formal processing
(2)	CT		Petition for emergency detention filed because of two counts of auto theft(A#16?). Order: sent to Noyes; Noyes rescinded; sent to RICA
(3)	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of motor vehicle, conspiracy(A#16) Not adjudicated delinquent.
16:2(1)	DJS		Sent A#14 to SAO for formal processing
(2)	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of motor vehicle, conspiracy (A#18) Not adjudicated delinquent
16:2	PD	A#19	Arrested for receiving stolen property. Case sent to DJS
16:3	CT		Order on A#16; dismissed. Order on A#11; sent to RICA.
16:3	CT		Juvenile petition filed on fugitive from justice (A#17)
16:3	PD		Runaway; case retained at PD
16:4	CT		Order on A#17; sent to Hickey
16:5	PD		Runaway; disposition [unclear]

Individual Case History

Identification number: 259

Race and Gender: White Male

Age at end of 1989: 17

Family situation: custody - father. mother an alcoholic

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
6:10	PD		Missing person; case retained at PD
9:11	PD		Runaway; case retained at PD
11:4	CT		Juvenile petition filed
11:6	CT		Order dismissing petition
11:6	CT		Petition for detention/shelter care filed
11:7	CT		Order: urinalysis testing for mother; mother given limited visitation
12:2	PD	A#1	Arrested for burglary-forcible entry-commercial-day; case retained at PD
12:2	PD	A#2	Arrested for burglary-forcible entry-commercial-day; case retained at PD
12:2	CT		Bench warrant issued for mother
12:3	CT		Order: jurisdiction of court; diagnostic treatment for child; family counseling; mother to attend two AA meetings per week
12:4	PD		Runaway; case retained at PD
12:4	PD	A#3	Arrested for vandalism of dwelling; case sent to DJS
12:6	DJS		Informal adjustment of A#3 with conditions; restitution; reprimand
13:0	CT		Order: jurisdiction of court rescinded
13:2	PD		Runaway; case retained at PD
14:2	PD	A#4	Arrested for larceny of bicycle over \$200; case sent to DJS
14:2		A#5	Arrested for shoplifting under \$50
14:2	PD	A#6	Arrested for larceny \$50-\$200 from auto; case sent to DJS
14:3	PD	A#7	Arrested for theft of other motor vehicle; case sent to DJS

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
14:4	DJS		Informal adjustment of A#4, A#5, and A#6 with conditions; counseling; restitution; special program-JETS
14:4	CT		Juvenile delinquency petition filed for burglary of commercial building-no force. (was this based on A#17). Adjudicated delinquent (date unknown)
14:5		A#8	Arrested for receiving stolen property
14:6	DJS		Informal adjustment of A#8 with conditions; reprimand
14:7	CT		Order on burglary petition; probation; jurisdiction of DJS; community service; continued
14:8	CT		Order on burglary petition; probation; jurisdiction of DJS; diagnostic treatment of juvenile and family; continued
14:9	PD	A#9	Arrested for three counts of burglary-forcible entry-commercial-day; sent to DJS
14:11	PD	A#10	Arrested for assault and battery and vandalism of motor vehicle; case sent to DJS
14:11	PD	A#11	Arrested for two counts of larceny of bicycle \$50-\$200; case sent to DJS
14:11	DJS		Sent A#9 to SAO for formal processing
14:11	CT		Bench warrant issued on burglary petition
14:11	PD		Juvenile offense-other; case sent to DJS
15:0	PD	A#12	Arrested for assault and battery, vandalism of dwelling, larceny of bicycle over \$200, and larceny \$50-\$200 from auto; case sent to DJS
15:0(1)	CT		Juvenile delinquency petition filed on burglary-forcible entry-commercial-night, theft under \$50, and vandalism of commercial establishment (modification of A#9). Adjudicated delinquent on one charge(date unknown)
(2)	CT		Three other juvenile petitions were filed on various accounts of burglary. Not adjudicated delinquent on any. Petitions later dismissed.

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
15:0(1)	PD	A#13	Arrested for aggravated assault with other dangerous weapon on police officer and auto theft; case sent to DJS. (Note: DJS lists the charges as assault and battery, vandalism of motor vehicle, and unauthorized use of vehicle)
(2)	CT		Apparently, a detention petition was filed the same day and the juvenile was placed in Noyes.
15:0	DJS		Informal dismissal of A#10, A#11, and A#13 because juvenile is already under the jurisdiction of the court
15:1		A#14	Arrested for disabled vehicle and unauthorized use of vehicle
15:1(1)	DJS		Sent A#13 and A#14 to SAO for formal processing (note: petitions filed the same day)
(2)	CT		Juvenile delinquency petition filed on assault and battery on police officer, vandalism of motor vehicle, and disabled motor vehicle(modification of A#13). Adjudicated delinquent on assault and battery on police officer (date unknown)
(3)	CT		Juvenile delinquency petition filed on driving without a license, unauthorized use of vehicle, fleeing and eluding, and uninsured (modification of A#14). Adjudicated delinquent on driving without a license (date unknown)
15:1	CT		Orders on A#13 and A#14: placement in Noyes rescinded; jurisdiction of DJS; placement in Montrose ordered and rescinded; placed in Muncaster.
15:1	PD		Runaway: case retained at PD
15:2	CT		Orders on A#13 and A#14: placement in Muncaster rescinded; jurisdiction of DJS rescinded; placed in Noyes-secure.
15:2	PD		Runaway: case retained at PD
15:2	PD		Runaway: case retained at PD
15:2	PD	A#15	Arrested for larceny over \$200 from building; case sent to DJS
15:2	CT		Petition filed for detention/shelter care. Court ordered detention at Noyes.
15:2	DJS		Sent A#15 to SAO for formal processing

<u>Age (Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
15:3(1)	CT		Order on A#9: detain in Noyes-secure; jurisdiction of court
(2)	CT		Order on detention/shelter care: dismissed
15:4(1)	PD	A#16	Arrested for auto theft and two other counts of theft; case sent to DJS
15:5	DJS		Sent A#16 to SAO for formal processing
15:5(1)	CT		Juvenile delinquency petition filed on auto theft an unauthorized use of vehicle(modification of A#16) Not adjudicated delinquent.
(2)	CT		Juvenile delinquency petition filed on theft under \$50 (part of A#16). Not adjudicated delinquent.
15:5	CT		Orders on two A#16 cases: dismissed
16:0	PD	A#17	Arrested for auto theft and larceny of auto part under \$50; case sent to DJS
16:0	PD		Runaway: case retained at PD
16:1(1)	PD	A#18	Arrested for auto theft, shoplifting under \$50, concealed weapon, and trespassing; case sent to DJS
(2)	CT		Detention petition filed for shoplifting and concealed weapon (part of A#18)
16:1	CT		Order on detention petition: sent to Noyes
16:1		A#19	Arrested for unauthorized use of vehicle
16:1	DJS		Sent A#18 to SAO for formal processing
16:1	DJS		Sent A#17 to SAO for formal processing
16:1(1)	CT		Juvenile delinquency petition filed on auto theft an unauthorized use of vehicle(modification of A#17) Adjudicated guilty on auto theft (date unknown).
(2)	CT		Juvenile detention petition filed for shoplifting and concealed weapon (part of A#18)
16:2(1)	CT		Orders on A#18: dismissed
(2)	CT		Orders on A#17: sent to Noyes; jurisdiction of the court
16:3	CT		Orders on A#17: Noyes rescinded; sent to George Republic

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:4	PD	A#20	Arrested for auto theft; case sent to DJS
16:6	DJS		Informal dismissal arrest #19 because juvenile already under the jurisdiction of the court
16:7	PD	A#21	Arrested for shoplifting under \$50; case sent to DJS
16:7	CT		Order on A#17: George Republic rescinded; sent to Noyes
16:9	DJS		Sent A#21 to SAO for formal processing
16:9	CT		Juvenile delinquency petition filed on shoplifting \$50-\$200 (A#21?). Adjudicated delinquent(date unknown)
16:11	CT		Order on A#17: Noyes rescinded; sent to Pines Treatment Center; jurisdiction of the court
17:0	PD		Runaway; case retained at PD
17:1		A#22	Arrested for larceny of auto part under \$50
17:1	CT		Order A#17: Pines Treatment Center rescinded; sent to Martin Pollock
17:2	DJS		Sent A#22 to SAO for formal processing
17:2		A#23	Arrested for auto theft, theft under \$50, and vandalism of motor vehicle
17:2		A#24	Arrested for theft under \$300
17:2	DJS		Sent A#23 to SAO for formal processing
17:2	DJS		Informal dismissal A#24 because juvenile already under the jurisdiction of the court

Individual Case History

Identification number: 262
 Race and Gender: Black Male
 Family situation: custody - aunt

Age at end of 1989: 18

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
12:7	PD	A#1	Arrested for shoplifting under \$50 and conspiracy. Case sent to DJS
12:11	DJS		Informal adjustment of A#1 with conditions; reprimand
13:0		A#2	Arrested for trespassing.
13:1	PD	A#3	Arrested for shoplifting under \$50. Case sent to DJS
13:2	DJS		Informal adjustment of A#2 with conditions; reprimand
14:6	PD	A#4	Arrested fore strong arm robbery of convenience store. Case sent to DJS
14:7	DJS		Informal adjustment of A#4 with conditions; counseling; reprimand
14:9	PD	A#5	Arrested for assault and battery. Case sent to DJS
14:10	DJS		Informal adjustment of A#5 with conditions; counseling-Guide
14:11		A#6	Arrested for fire code violation.
14:11	PD	?	Arrested for trespassing [is this the same as A#6?]. Case sent to DJS
15:1	DJS		Informal adjustment of A#6 with conditions; counseling; reprimand
17:0	PD	A#7	Arrested for auto theft. Case sent to DJS
17:2	DJS		Sent A#7 to SAO for formal processing
17:3	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of vehicle, conspiracy(A#7). Not adjudicated delinquent.
17:6	PD	A#8	Arrested for burglary-forcible entry-residence-day and purse snatch \$50- \$200. Case sent to DJS
17:7	CT		Petition on A#7 dismissed
17:7	PD	A#9	Arrested for larceny of auto part under \$50, vandalism of motor vehicle, conspiracy. Case sent to DJS.
17:8	CT		Petition filed for breaking and entering, burglary-forcible entry-residence-day, and larceny under \$200 (A#8?)
17:9	DJS		Informal adjustment of A#9 with conditions; reprimand

Individual Case History

Identification number: 334
 Race and Gender: white Male
 Family situation: custody - mother

Age at end of 1989: 17

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
15:5	PD	A#1	Runaway; retained at PD
15:7			Arrested for assault and battery
15:9	DJS		Informal adjustment of A#1 with conditions; reprimand
15:10	PD	A#2	Arrested for shoplifting \$50-\$200; case sent to DJS
15:11	PD	A#3	Arrested for auto theft and larceny over \$200; case sent to DJS
16:0	DJS		Informal adjustment of A#2 and A#3 with conditions; counseling; restitution
16:3		A#4	Arrested for aggravated assault- beat or seriously injured a citizen, and shoplifting \$50-\$200
16:5	DJS		Informal adjustment of A#2 and A#3 with conditions; counseling; special program -"delinquency prog"
16:7	PD	A#5	Arrested for burglary-forcible entry of a residence at night, larceny over \$200, auto theft, and conspiracy; case sent to DJS
16:7	DJS		Sent A#5 to SAO for formal processing
	CT		Petition filed for continued detention/shelter care for delinquent offenses burglary-forcible entry and auto theft (A#5)
	CT		Order on A#5: sent to Noyes; continued
16:7	CT		Juvenile delinquency petition filed on A#4
16:8	CT		Juvenile delinquency petition filed on A#5. Adjudicated delinquent on burglary-forcible entry(date unknown)
16:8	CT		Detention petition A#5 dismissed
16:8	CT		Order on A#5: assignment to Youth Center(Noyes?) rescinded; sent to RICA; special order- no contact with victims; continued

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:10	CT		Order on A#5: RICA rescinded; probation; jurisdiction of DJS; counseling of child and family- sent to Last Chance
16:10	CT		Petition on A#4 dismissed
17:0	CT		Order on A#5: probation; jurisdiction of DJS

Individual Case History

Identification number: 441

Race and Gender: Black Male

Age at end of 1989: 16

Family situation: custody - mother

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
13:10	PD	A#1	Arrested for 4th degree sexual offense; case sent to DJS
14:1	DJS		Informal adjustment of A#1 with conditions;counseling - Horizons; diagnostic treatment
14:6	PD	A#2	Arrested for auto theft; case sent to DJS
14:7	DJS		Sent A#2 to SAO for formal processing
14:8	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of vehicle
14:11	CT		Order on A#2: probation; jurisdiction of DJS
15:0	CT		Order on A#2: special order-joint tour; probation; jurisdiction of DJS
15:2	CT		Juvenile delinquency petition filed for auto theft, vandalism of motor vehicle, rogue and vagabond [was this based on another arrest?]
15:5	CT		Order: probation; family counseling; jurisdiction of DJS
15:9		A#3	Arrested for auto theft
15:11	DJS		Informal dismissal of A#3 because juvenile already under court jurisdiction
16:1	PD	A#4	Arrested for auto theft, case sent to DJS
16:2	PD	A#5	Arrested for auto theft, case sent to DJS
16:2	DJS		Sent A#4 to SAO for formal processing
16:3	PD	A#6	Arrested for auto theft, case sent to DJS
16:3	PD	A#7	Arrested for auto theft, case sent to DJS
16:4	PD	A#8	Arrested for auto theft, case sent to DJS
16:4(1)	DJS		Sent A#5 to SAO for formal processing
16:4(2)	DJS		Sent A#6 to SAO for formal processing

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:5(1)	CT		Juvenile delinquency petition filed for auto theft (A#4?)
16:5(2)	CT		Juvenile delinquency petition filed for auto theft, unauthorized use of vehicle (A#5?)
16:5	DJS		Sent A#7 to SAO for formal processing

Individual Case History

Identification number: 606
 Race and Gender: Black Male
 Family situation: custody - mother

Age at end of 1989: 18

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
16:2		A#1	Arrested for assault and battery
16:3	DJS		Informal adjustment of A#1 with conditions; reprimand
16:3	PD	A#2	Arrested for assault and battery; case sent to DJS
16:5		A#3	Arrested for assault and battery
16:6	DJS		Informal adjustment of A#2 with conditions; reprimand
16:6	DJS		Informal adjustment of A#3 with conditions; reprimand
16:8	PD	A#4	Arrested for theft of motor vehicle not auto, truck or bus; case sent to DJS
16:8	PD	A#5	Arrested for auto theft; case sent to DJS
16:9	DJS		Informal adjustment of A#3 with conditions; reprimand; restitution; referred to Job Corps
16:10	DJS		Sent A#5 to SAO for formal Processing
16:10		A#6	Arrested for two count of shoplifting (\$50-\$200)
16:10	PD	A#7	Arrested for aggravated assault with dangerous weapon and shoplifting \$50-\$200; case sent to DJS
16:11	CT		Juvenile delinquency petition filed for A#5 and unauthorized use of vehicle (uuv). Adjudicated guilty on uuv (date unknown).
16:11(1)	DJS		Sent A#6 to SAO for formal processing
			Informal adjustments of A#7 with conditions; reprimand; counseling
17:0	CT		Two juvenile delinquency petition filed on A#6 - one for shoplifting (\$50-\$200) and conspiracy; the second for shoplifting (\$50-\$200)
17:2		A#8	Arrested for trespassing

<u>Age (Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
17:2(1)	CT		Order on A#5: placed under jurisdiction of DJS; case continued.
(2)	CT		Order on A#6 first petition: jurisdiction of court; probation; case continued
(3)	CT		Order on A#6, second petition: dismissed
17:3	CT		Order on A#5: jurisdiction of DJS; probation; referred to Last Chance Program; continued
17:3	DJS		Informal dismissal of A#8 because juvenile is already under the jurisdiction of the court
17:4	PD	A#9	Arrested for trespassing, disorderly conduct, and minor non-traffic offense; case sent to DJS
17:4		A#10	Arrested for assault and battery
17:4(1)	CT		Order on A#5: jurisdiction of DJS; probation; restitution; must obtain GED; continued
(2)	CT		Order on A#6, first petition: jurisdiction of DJS; probation; must obtain GED; continued
(3)	CT		Petition for parole revocation filed because of parole violations
17:4	PD	A#11	Arrested for larceny from auto over \$200, assault and battery, and vandalism of motor vehicle; case sent to DJS
17:5	PD	A#12	Arrested for auto theft; case sent to DJS
17:5		A#13	Arrested for auto theft; vandalism of motor vehicle; rogue and vagabond, and conspiracy; case sent to DJS
17:5	DJS		Sent A#9 to SAO for formal processing
17:6	CT		Juvenile warrant issued for parole violations
17:6	CT		Juvenile delinquency petition filed on A#9. Adjudicated delinquent on trespassing (date unknown).
17:6(1)	DJS		Informal adjustment of A#11 with conditions; reprimand
(2)	DJS		Sent A#12 and A#13 to SAO for formal processing

<u>Age</u> <u>(Yr:Mo)</u>	<u>Agency</u>	<u>Arrest #</u>	<u>Action</u>
17:6	CT		Juvenile delinquency petition filed for A#11, A#12, and unauthorized use of vehicle (uuv); three co-respondents. Adjudicated delinquent on conspiracy and uuv (date unknown)
17:11	PD	A#14	Arrested for weapons possessions and trespassing; case sent to DJS
17:11	CT		Sent to Noyes