

# Habitual Juvenile Offenders: Guidelines for Police

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Serious Habitual Offender  
Comprehensive Action Program  
(SHOCAP)



Office of Juvenile Justice  
and Delinquency Prevention

# Habitual Juvenile Offenders: Guidelines for Police



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

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## Introduction

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

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

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

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

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

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

### Nature of the Juvenile Justice System

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

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

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

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

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

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

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

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

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

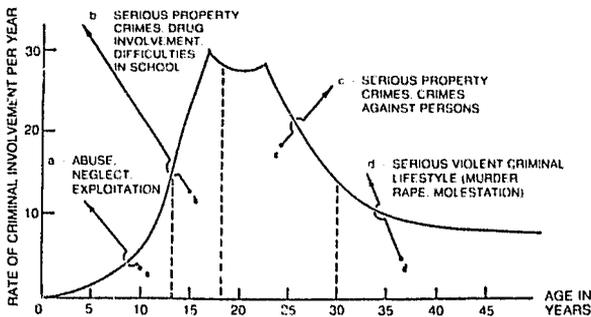


Figure 1. Conceptual Model: Serious Habitual Criminal Evolution

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

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

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It is important to remember that although this type of individual represents a very small percentage of the offender population, he is responsible for a large percentage of criminal offenses. And while the types of criminal activity are identified according to age group, this division is for general purposes. Obviously there is activity overlap between age groups.

### Coordinate Interagency Activities and Services for Interagency Cooperation

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

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

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

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

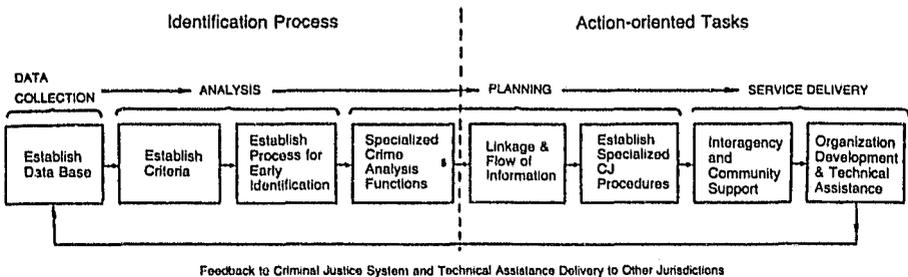


Figure 2. Interagency Functional Model

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

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

### Summary

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

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

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

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Police discretionary authority is authorized by state legislation and has the support of every major standards group. The word "discretion" means that police are authorized to do something other than to make an arrest when they observe a juvenile commit an offense, or have reason to believe that an offense has been committed. These groups include:

- the International Juvenile Officers Association;
- the International Association of Chiefs of Police;
- the American Bar Association;
- the National Advisory Commission on Criminal Justice Standards and Goals; and
- the Juvenile Justice Standards Project.

These standards-making groups agree on the need for;

- planning, evaluation, and program management capabilities in law enforcement agencies to govern police juvenile services;
- the active role of patrol officers in field contact and surveillance and supervision of juveniles;
- the need for community networks to share information and support program activities and services; and
- emphasis on improved police patrol procedures and methods.

The laws and court decisions specify some safeguards. But the police, schools, and community have more self-imposed limitations than the law requires. Why? Is it a clear case of "avoidance behavior," misperception, or both? Habits are hard to change, but a concerned public may demand a change.

Traditional police values were interpreted by August Vollmer, Chief of Police, Berkeley, California, when he wrote in the 1930s that "the basic role of the police (in juvenile matters) is the prevention and control of juvenile crime, and rehabilitation of offenders, using the courts only when punishment is needed." It seems that a return to traditional police values is needed.

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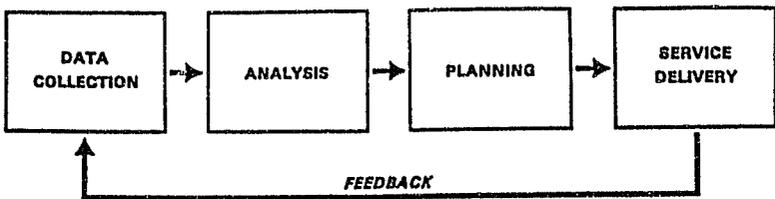
Much of the early SHOCAP implementation takes place within the police department. The program requires the use of the Integrated Criminal Apprehension Program (ICAP) as an organizational development base. The ICAP process is designed to focus on (1) the development of a system of operations management; (2) the improvement of resource allocation; (3) the expansion of uniformed patrol capabilities and responsibilities; and (4) the integration of police order maintenance functions with crime prevention, crime repression, and apprehension.

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**“Juvenile law enforcement matters account for a minimum of 50 percent of patrol officer time. About 95 percent of all police-youth contacts are by patrol officers, with less than 5 percent handled by youth specialists.”**

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ICAP represented a new process of police service delivery (Figure 1). Many cities and states adopted various parts of the ICAP process, and more communities, both small and large, could benefit by implementing the ICAP model. Using ICAP as the organizational development base, various divisions within the policy agency play a role in the SHOCAP process. Appendix A contains self-assessment forms that can be used to determine the degree to which an agency has implemented elements of ICAP.



**Figure 1. Integrated Criminal Apprehension Program (ICAP)**

Municipal or county law enforcement agencies may institute a number of basic improvements in service management, case assignment, and patrol procedures. Some of those discussed in this pamphlet include:

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- develop special crime analysis and habitual offender files;
- coordinate interagency activities and services for designated habitual offenders;
- prepare profiles of habitual offenders;
- conduct instantaneous radio checks of a juvenile's prior police contacts for patrol officers;
- use field interrogation cards or juvenile citations to document reprimands and nonarrest situations;
- improve records and information systems;
- institute directed patrol assignments to increase field contacts and to assist in community control of probationers and follow-up on habitual truancy cases;
- provide daily transmittal of all field interrogation or juvenile citation cards to probation authorities; and
- supply regularly updated lists of designated habitual offenders to other juvenile agencies.

Juvenile law enforcement matters account for a minimum of 50 percent of patrol officer time. About 95 percent of all police-youth contacts are by patrol officers, with less than 5 percent handled by youth specialists. Therefore, it is obvious that patrol or field officers handle the bulk of juvenile services.

### The Crime Analysis Unit Prepares Profiles of Habitual Offenders

The principles of crime analysis underlie all programs and operations and are the key to SHOCAP. Crime analysis is defined as a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations. This information will assist operational and administrative personnel in planning the deployment of

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**"When a case report enters the data system, the crime analysis unit assumes responsibility for reducing the data into the specific categories required for pattern detection and suspect correlations."**

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resources for prevention and suppression of criminal activities, aiding the investigative process, and increasing apprehensions and clearances of cases. Appendix B discusses crime analysis unit operations in more detail.

A juvenile who is a serious habitual offender (SHO) does not live in a vacuum. He interfaces with adults and/or adult career criminals. His behavior patterns are often prompted by adult associates or other juveniles. Consequently, involvement with other criminal constituents appears in crime analysis products via Field Interrogation Reports (FIRs), suspect information, and link analysis. When a case report enters the data system, the crime analysis unit assumes responsibility for reducing the data into the specific categories required for pattern detection and suspect correlations. In Colorado Springs, for example, burglary, robbery, and sexual assault crime categories are prioritized for analysis and the development of profiles. If the profile includes a suspect description, a search is made of available data for correlation with previous offenders.

If the suspect is a juvenile or the pattern suggests a juvenile offender, a search is made for juvenile offender data correlations. Associate data are provided in a link analysis chart. Link analysis serves to develop valid inferences and relationships from available information and to focus further investigations by providing leads or association links. Types of link analysis include associate links and telephone toll analysis. Links are provided when a directed patrol is initiated if suspect information is applicable and are also utilized with profiles. They can be used for crime-specific information, intelligence, or long-term associates. Associate information is updated on the link diagram when new information is provided via crime analysis.

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**"A SHO is inactivated depending on criteria established in each jurisdiction. Common criteria include when the SHO becomes 18 years of age, is committed to the Department of Institutions, or is inactive for six months."**

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When an officer asks for suspect information, the crime analyst is tasked with compiling all juvenile suspects who have recent activity in the particular area requested.

**An Information Request usually contains:**

- (a) recap or description of current target activity;
- (b) a list of adult and juvenile suspects (particularly SHOs and candidates), their description, DOB, CHJ#, locations, associates, and current activity. If there are SHOs listed, a copy of their profiles is included.

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Once the profiles have been updated and the SHO is deemed a suspect in an unsolved crime, probation reports and detention rosters are checked to determine if he is at large in the area. If FIRs and other evidence support activity in a target area, a directed patrol is initiated. Once a SHO is apprehended, the profile is provided to Juvenile Investigations for filing.

### Conduct Instantaneous Radio Checks of a Juvenile's Prior Police Contacts for Patrol Officers

SHOCAP is designed for early identification of the exceptional juvenile offender and intervention in his criminal behavior.

SHOs are identified through an established point system which takes into account previous offenses. All SHOs have had at least one finding of delinquency and have been charged with at least one felony. No more than 30 SHOs are on the SHO roster at any time. A candidate list is maintained, and as SHOs become inactivated, the most serious offending candidates are "elevated" to SHO status as slots become available.

A SHO is inactivated depending on criteria established in each jurisdiction. Common criteria include when the SHO becomes 18 years of age, is committed to the Department of Institutions, or is inactive for six months.

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**"FI cards are essential for connecting offenders to crime series and for providing some formal documentation of field contacts. In this sense, the FI card is the fundamental tool in an effective police juvenile program because it provides a formal basis for follow-up activities aimed at prevention and diversion."**

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The current SHO roster provides the police department and other juvenile justice agencies with a "system alert" capability. The police, DA, juvenile probation, and detention are prompted by the roster whenever a SHO enters their individual system. This allows for immediate agency attention and response to the exceptional juvenile offender.

The system alert is designed to react to SHOs who are already coming in contact with the criminal justice system. The initial system contact is initiated by the exceptional offender, not by the program. For example, a patrol officer

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makes contact with juveniles under many circumstances, including field interviews and apprehension for an offense. If an officer radios for a want/warrant check after contact has been made, he will be advised through a coded response that the subject is a SHO. The Records and ID Section will also advise officers running name checks if the subject is a SHO. The system alert occurs after the initial contact has been made, and simply alerts the contacting officer that the juvenile has had repeated contacts with the criminal justice system. This is additional information to aid the officer as he exercises discretionary judgment in the contact.

### Use Field Interrogation Cards or Juvenile Citations to Document Reprimands and Nonarrest Situations

All five prototype SHO/DI cities use a field interrogation (FI) type card and maintain this information on their computer systems for the use of crime analysts and detectives. FI card programs are indispensable to police work because they are the primary source of basic criminal intelligence (i.e., the activities and associations of known offenders). FI cards are essential for connecting offenders to crime series and for providing some formal documentation of field contacts. In this sense, the FI card is the fundamental tool in an effective police juvenile program because it provides a formal basis for follow-up activities aimed at prevention and diversion.

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### Improve Records and Information System

The design of a department’s offense report and the processing procedures have a direct bearing on productivity and effectiveness. Out of the five cities where the SHO/DI program was tested (Colorado Springs, CO, Jacksonville, FL, San Jose, CA, Portsmouth, OH, and Oxnard, CA), all departments have made some improvements to their offense reports as a direct result of ICAP crime analysis. One example is predominantly a forced-choice, check-off type system that is designed to reduce or eliminate time spent in the production of narrative-type statements.

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Other formats are fill-in-the-blanks, dictation systems, and a hard-copy approach. Finally, some sites include solvability factors as additional items on their offense reports, a practice influenced by the Managing Criminal Investigations (MCI) program.<sup>2</sup>

Access is the most important qualifying aspect of any records system whether it is manual or automated. Records have to be used to be valuable. It has been estimated in records surveys that as much as 50 percent of the expenditure of a law enforcement agency's personnel resources goes to the creation, processing, and maintenance of records. Consequently a record system has to be dynamic rather than oriented solely toward archival purposes.

ICAP has improved the accessibility and use of records in the SHO/DI cities. Crime analysts and detectives are thriving on the files and information systems that have been developed. The quality of investigations and the skills of field officers have been affected positively. Access to many records is almost immediate through terminals that are now standard in every communications center.

### **Institute Directed Patrol to Increase Field Contacts and to Assist in Community Control of Probationers and Follow-Up on Habitual Truancy Cases**

Improved concepts of time management have identified the need to create periods of time in which a patrol officer may concentrate on one assignment. Operations analysis studies have indicated that most of the activities or tasks

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that police need to do take one to three hours. These tasks cover the range of crime, crisis, and order maintenance functions of police. Yet, no one does these jobs presently. Special units and task forces tend to focus on shift-long or multiple-person day assignments and tactics. Conversely, patrol officers function in small spans of time, which are controlled by the perceived need to be available for Calls for Service (CFS). The jobs that fall in between (the one-to-three-hour tasks) are often too mundane for a special unit to handle and too time consuming for patrol. Appendix C discusses patrol in more detail.

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<sup>2</sup>Koepsell Associates, Phase I Evaluation: Serious Habitual Offender/Drug Involved Program, Dec. 1984, p. 40.

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One of the keys to an improved juvenile service program must be the commitment to a directed patrol program. Directed patrol will increase the quality of patrol services to juveniles through its structure, formality, and effect on positive performance. Moreover, it provides a vehicle for juvenile officers and specialists to communicate the needs of juvenile programs more effectively with patrol and general assignment investigations.

Management standards for juvenile-directed patrols may be subdivided initially between the following categories: prevention, protection, positive contact, enforcement, and intelligence. Each of these categories may be developed into an exhaustive list of juvenile-directed patrol standards.

A specific type of directed patrol may fit into several categories, depending on its unique objective. For instance, a truancy-oriented directed patrol may be aimed at reducing neighborhood offenses (prevention), school attendance (enforcement), or picking up local runaways (protection). Likewise, a directed patrol tactic aimed at the arrest of public drunks may be more acceptable if its objective is to protect juveniles who obtain alcoholic beverages through drunks who hang out near video arcades and liquor stores. The tactic would, therefore, focus on public drunks who "inhabit" certain areas where juveniles are likely to make contact. The primary objective is to protect juveniles rather than to arrest drunks.

### **Provide Daily Transmittal of All Field Interrogation or Juvenile Citation Cards to Probation Authorities**

The Crime Analysis Unit maintains field interview information on persons who have been contacted by police officers under suspicious and other circumstances where no actual arrest results. This information generally represents an observed statement of an event, i.e., the officers recorded observations of the suspicious circumstances, description of the individual contacted, associates, locations, time/date of the contact, and other relevant information.

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**"SHO profiles are used by Juvenile Probation to help in its responsibilities to the court, the child, and the community."**

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The Juvenile Probation Department (JPD) is charged with conducting evaluations of juveniles under the jurisdiction of the Juvenile Court, as well as supervising the court-ordered probation of juveniles. Police field contacts represent valuable documented information on juveniles which can enhance the evaluations and probation supervision of the JPD. For example, a field contact with a juvenile may occur which documents a violation of the probation

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rules imposed on the child by the court. According to the JPD, present limited access to the police Field Interview Report (FIR) has resulted in assisting probation officers with their supervision responsibilities.

To facilitate JPD access to this useful information, the Crime Analysis Unit will regularly provide copies of juvenile FIR contact information to the JPD. The copies contain basic information, such as name, address, location of contacts, associates, and type of contact. The JPD will ensure that FIR information used by probation officers is factual, stated observations by the police officer. Opinions, hearsay, or other unsubstantiated information from the FIR information will not be used by the probation officers without verification by the reporting officer.

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**“(Teachers) are in a prime position to observe the early warning signals of a child they believe is a victim of abuse, neglect, or drug involvement, or if they become concerned that a juvenile is beginning to victimize others.”**

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The JPD will report to the Crime Analysis Unit the frequency and type of use of the FIR information to include number of FIR contacts of probationers. Any actions taken by probation officers involving use of the FIR information (e.g., adjusting probation terms, petitioning for a revocation of probation, etc.) will be reported to the Crime Analysis Unit.

Currently, the probation officer calls the police department and asks for FIR checks on its probationers. The police department returns the call with the information and maintains a list of all calls and information provided. Copies of the list are sent to the Lieutenant of the Juvenile Unit and the Director of the Juvenile Probation Department. They also hand-carry daily copies of all Juvenile FIRs to the Probation Department for dissemination to officers working active cases.

The Juvenile Probation Department works as an agent of the court in performing predispositional reports on juveniles adjudicated by the court. Additionally, the Juvenile Probation Department supervises juveniles who are under the court's authority on probation. SHO profiles are used by Juvenile Probation to help in its responsibilities to the court, the child, and the community.

### **Supply Regularly Updated Lists of Designated Habitual Offenders to Other Juvenile Agencies**

Teachers often have more contact with juveniles than any person other than family members. Because teachers have this daily contact with juveniles,

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they are in a prime position to observe the early warning signals of a child they believe is a victim of abuse, neglect, or drug involvement, or if they become concerned that a juvenile is beginning to victimize others. Through SHOCAP, the schools and the police agencies work together to develop coordinated policies and procedures to address these issues.

The agencies are also coordinated in efforts on issues of school safety. Traditionally, crimes which are committed in school are handled internally and the police are never made aware of the incidents. This, in turn, contributes to the lack of comprehensive histories of troubled juveniles. SHOCAP suggests that schools share such information with law enforcement personnel, and by doing so, the entire range of a juvenile's behavior, rather than just bits and pieces, is known. A valuable by-product of the exchange of information among the agencies is 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.

In order for SHOCAP to be successful, it is essential to establish an accurate data base. In addition to all current juvenile records, information can be collected on informal contacts, from investigative report contacts, and also from police department personnel. Once the data are collected and analyzed, the worst-of-the-worst juveniles will be identified.

Similarly, each juvenile-related agency has a good deal of discretion in dealing with juvenile offenders. These are the cracks in the system through which serious juveniles often fall. The SHO program attempts to tighten up the system in order that such serious, chronic offenders can be more readily identified.

Thus, this task involves not only the police department, but also other agencies. First, it is necessary to provide ready access to the data base in order to give uniformed patrol and detectives timely, accurate juvenile-related information. This means the identification of a consistent point of access for detectives and patrol officers. Second, linkages between uniformed patrol and detectives should be established so that there is a continual flow of information between them. Links must also be established with other juvenile-related agencies. These various linkages can best be implemented at this point if peer level commitment has been fostered.

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In most states, the components of the juvenile justice system are the police, the prosecutor, the judge, and probation/parole/social services. Officers should be in court to testify in SHOCAP cases in nontrial situations when necessary. A live witness testifying in a detention hearing, a sentencing hearing, a restitution hearing, or a probation progress review hearing can be far more effective than a few written lines in a report. In cases where the issue is a closed one, having the officer available to speak to the judge can sometimes make a difference in the ruling. After all, keeping the habitual offender from “falling through the cracks” is what the program is all about.

### Summary

In this pamphlet, we have discussed issues concerning police. They include developing crime analysis capabilities and SHO files, improving records and information systems, daily transmittal of FI or giving citation cards to probation, instituting directed patrol, and conducting instantaneous radio checks of a juvenile’s prior record.

For further information, bibliographies, or additional materials please contact:

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

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

**APPENDIX A - ICAP SELF-ASSESSMENT FORMS**

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<b>A. General</b> 1. Has the department managed either Federal or State grants that were aimed at improving departmental operations (i.e., patrol and/or detective activities)?	This question establishes the department's history of experimentation and its familiarity with program development/project management. A solid history of Federal grants may suggest recent change and managerial awareness, if not competence. Conversely, it may also indicate a negative "over-programmed" attitude.			
2. Were these programs or portions of these programs institutionalized?	This indicates commitment, as well as the existence of useful planning/analysis capabilities.			
3. If certain aspects of previous programs to improve department operations were institutionalized, what were the reasons for institutionalization of the operational capacity in the organization?	The key concern here is to determine whether or not the programs were "peripheral" or central.			
4. What are the most pressing problems facing the department, both from a short-term and a long-term perspective?	The key to this response is in its depth. That is, if "more manpower" or more "equipment" is voiced, one may conclude a lack of depth in the diagnoses or understanding of the department.			
5. Does the most recent union contract restrict any management decisions concerning allocation and deployment of resources?	Some union or PBA/FOP contracts are highly restrictive, thus presenting an obstacle to currently accepted management practices.			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p>6. Has the department produced a policies and procedures manual for use in guiding field operations (i.e., crime scene search, collection of evidence)?</p>	<p>This merely indicates the status of S.O.P.'s — formal or informal. A determination should be made as to whether they are program related or merely the cumulative results of years of general orders.</p>			
<p>7. Is the department's classification and pay scheme adequate? Is it sufficient to attract and retain qualified personnel, particularly within patrol?</p>	<p>It is important to understand the impact of the rank and promotion system. May employees advance along career tracks or do they have to obtain rank to get more pay.</p>			
<p>8. Does the department's organization structure facilitate program coordination and communication? Is the organization chart designed around the mission of the department or has it been adapted to certain personalities?</p>	<p>Some departments have become top-heavy in an attempt to reduce span of control. Other structures are unclear, sometimes dispersing like functions or impeding effective support. The worst examples are where it is clear that the department is organized in a symmetrical fashion. That is, major divisions are shaped to give equal resources to senior commanders.</p>			
<p>9. Does the department operate on the basis of a clear program structure?</p>	<p>Most departments operate on the basis of budgeting for availability of police services, instead of a clear identification of programs. Something more than "to protect and serve" or handle "CFS and cases" is desirable.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<b>B. Data Collection</b> 1. Has the department issued a field reporting manual containing all department field report forms, together with instructions for preparation?	A measure of the health of "data collection" is inherent in this response. The more precise, the better.			
2. Are field reports screened for accuracy, completeness, and timeliness?	Quality is the concern here, as well as the respondents' perception of the role of field reports. Another concern is "who does the screening"; sergeants in the field will generally look for the adequacy of the investigation; clerks or officers assigned to records merely look for completeness of the report form.			
3. Does the design of the department's current reporting form: (a) Facilitate collection of critical information at the preliminary investigation; (b) include a solvability schedule; and (c) provide sufficient information for departmental analysis purposes?	The amount of structure defines the role of the patrol officer and the extent to which reporting philosophy affects the consumed time of the officer.			
4. Are there delays in receipt of field reports caused by field information processing systems (i.e., word processing, call-in reports)?	Delays longer than 1-8 hours after the preliminary investigation are acceptable. Longer delays hamper investigations and often indicate problems throughout the report processing system.			
5. Is there a system established for the auditing and tracking of all reports or information related to an incident? Does this system facilitate later retrieval and use of the information?	Almost any means of reconciling reports received against those expected on the basis of dispatch cards is good. The absence of such a system means that the integrity of offense reporting may be questioned.			

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Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p>6. How are criminal arrest warrants processed by the department (specifically)?</p>	<p>Active vs passive processing is important to determine since many warrants are never served; most unserved warrants are either for habituals or indicate poor case closure procedures.</p>			
<p>7. Does the current data processing system meet departmental needs in terms of time sharing, programmer and analyst availability, ability to perform studies, turnaround time, cost, ability to store data, etc.?</p>	<p>This is a complex area which often presents a "tail wagging dog" situation. Any problem or concern here is suggestive of more deep-seated problems in the understanding and use of computers.</p>			
<p>8. What Automated Data Processing capacities does the department anticipate developing?</p>	<p>The responses to this question will reveal whether or not the department is pre-occupied with systems as a solution, or if the department is keeping to the basics.</p> <p>The biggest thing to look for in data collection is the degree to which the system(s) and procedures are labor-intensive. The production, collection, and maintenance of "paper" often consumes as much as 45-55% of total labor costs. Obviously, this is an area that is fruitful for the productivity minded chief of police.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>C. Analysis</b></p> <p>1. What analysis is performed currently in the department (e.g., crime, incident, intelligence, operations)? For what purposes?</p>	<p>Many departments consider UCR reporting synonymous with crime and operations analysis. There are dramatic differences! Intelligence analysis is almost always a narcotics or organized crime function which fails to recognize about 95% of the offender population.</p>			
<p>2. Have these analysis functions been formalized?</p>	<p>Lack of formality means that the functions are ad hoc at best.</p>			
<p>3. Are the analysis functions, organizationally and physically, located within an operational division?</p>	<p>The closer to the user, the better. This is an axiom of management literature. Many departments place analysis functions in planning sections which insulates and isolates the function from the user. Analysis functions and objectives will almost always reflect the priorities of their location in the hierarchy. Field operations need direct analysis support that is more qualitative than the more contemplative scientific methods employed in planning and research functions.</p>			
<p>4. What is the extent to which analysis information directs deployment and allocation decisions? (Examine the frequency with which information is generated and the extent to which the information guides the decisions of the user groups.)</p>	<p>Are there daily, weekly and monthly analysis products? Do allocation and deployment relate to workload or merely to equal coverage?</p>			
<p>5. Does the analysis of crime information assist patrol officers in directing their preventive patrol activities?</p>	<p>This question reflects on the quality and usefulness of analysis, as well as on the aggressiveness of patrol management.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>D. Planning</b></p> <p>1. Does the department operate on the basis of clearly established organizational goals and objectives? Are they monitored to determine performance?</p>	<p>The response here is revealing if objectives are more than "preventing and controlling crime;" the response may indicate the existence of an MBO, PERT Program or other evaluation techniques.</p>			
<p>2. What are the key managerial positions in the department?</p>	<p>Is there a hierarchy of decisionmaker roles in the department? In some departments, all decisions are made at the top, ostensibly to maintain control. This has the opposite effect because it weakens the power of top command. The key to power is the ability to hold subordinates accountable for making decisions and performing according to department programs. They have "crying space" if they are only carrying out orders, or are able to do nothing while awaiting orders.</p>			
<p>3. In terms of field operations, what types of decisions are made on a daily/weekly/monthly/annual basis?</p>	<p>Responses to this question often provide a measure of "reactive vs proactive" styles. Daily or weekly decisions about allocation and deployment are proactive. Many departments that are reactive make allocation or deployment decisions on an annual basis.</p>			

Figure 3-3

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Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p>4. Does the department have management groups or task forces? To what extent do patrol officers participate?</p>	<p>The more they participate the more they know about the problems that are being faced by management. Participation builds their competency and cooperativeness. It helps them to integrate the functions of the department better into their day to day assignments. Finally, the use of working groups is a great way to get a large volume of staff and planning work done.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>E. Service Delivery (Communications/CFS Management)</b></p> <p>1. What techniques does the department utilize to manage CFS?</p>	<p>Is communications a function limited to facilitating the dispatch of CFS and protecting officers? A desirable response would reflect a broader role of communications in direct service and in support of workload management.</p>			
<p>2. What alternatives exist to immediate dispatch to CFS (community service officer, teleserv)?</p>	<p>Many departments have one method — immediate dispatch! Current technology recognizes many methods of which immediate dispatch is one of the least effective.</p>			
<p>3. Is the communications process, including the communications centers, capable of the flexibility required to support varying service delivery demands and priorities (i.e., does it facilitate workload management)?</p>	<p>The organizational location and supervision of communications is an important indicator. Call-takers and dispatchers are generally the lowest paid employees with the highest turnover rate (20-40% annually).</p>			
<p>4. Do field commanders, managers, and supervisors use the communications system to assist them in balancing workload and carrying out special assignments or tactics?</p>	<p>The key here is whether field commanders view communications as a tool for workload monitoring and management, or merely as a means of facilitating CFS assignment. Examples of passive or occasional overriding of communications decisions reflect an inappropriate understanding of its role. It may also indicate conflict between field and administrative elements.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>F. Service Delivery</b> (Patrol Operations)</p> <p>1. What type of patrol shift is employed?</p>	<p>Departments will generally use a three (3) shift plan — each of 8 hours duration. A few use an additional or "power shift" that overlaps the day/evening shifts. Some even use a 5 shift plan. The type of shift plan lays the foundation for many diagnostic decisions. The following question about equal person-loading will equalify the validity of a 3, 4, or 5 shift plan. Generally, a 3 shift imbalanced plan is the best, which is supported in all management literature. Rotation of shifts anywhere under 3-6 months is considered to be bad for physical and mental health. However, overlapping shift systems (4 or 5 per day) provide the desired workload distribution and still equalize shift commander span of control (really turf). There is still a problem with the inadequate coordination between shifts and shift commanders who share spatial and temporal slots.</p>			
<p>2. Is there equal manning per shift?</p>	<p>Police workload, in general, follows the breakdown of CFS which is: midnight-8:00 a.m. 20%; 8:00 a.m.-4:00 p.m. 35%; 4:00 p.m.-midnight 45%; although it is easier to avert management jealousies through equal manning, it does little for productivity.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p>3. How is the role of the patrol supervisor defined (i.e., define the responsibilities and the limits of his discretion)?</p>	<p>The key to this question is whether the Lt. or Sgt. is a:</p> <p><b>manager</b> — who is held accountable for the effective use of resources, or a</p> <p><b>supervisor</b> — who merely enforces the rules of the organization.</p>			
<p>4. To what extent does the patrol supervisor use crime analysis data in the deployment of resources?</p>	<p>Use on a daily basis to make special assignments is desirable. Use only as a roll call "be on the lookout" is not considered to be as effective as is making directed patrol assignments. Likewise, the kind of data is crucial. Crime summaries are of less utility than offense services (related offenses) or a suspect pattern bulletin.</p>			
<p>5. What is the role of the patrol officer in preliminary investigation (i.e., crime scene search and interview of witnesses and suspects)?</p>	<p>In most cases, the patrol officer is merely a report taker; instead of conducting a good preliminary investigation, the patrol officer is mostly limited by policy and custom to just "getting the basic facts;" current research shows that the preliminary investigation has more to do with successful case closure than any other factor (98% of cases).</p>			
<p>6. What is the extent of the patrol officers' participation in follow-up investigations (i.e., makes recommendations concerning follow-ups, assists in follow-ups, assumes primary responsibility for routine follow-ups, etc.)?</p>	<p>1st priority — does the officer immediately and routinely conduct "hot lead" follow-ups, which are cases that may be cleared by arrest in 1-2 hours.</p> <p>2nd priority — do patrol officers receive blocks of appropriate cases for directed patrol follow-up or where exceptional clearances are probable.</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>F. Service Delivery</b> <b>(Patrol Operations)</b></p> <p><b>1. What type of patrol shift is employed?</b></p>	<p><i>Departments will generally use a three (3) shift plan — each of 8 hours duration. A few use an additional or "power shift" that overlaps the day/evening shifts. Some even use a 5 shift plan. The type of shift plan lays the foundation for many diagnostic decisions. The following question about equal person-loading will equality the validity of a 3, 4, or 5 shift plan. Generally, a 3 shift imbalanced plan is the best, which is supported in all management literature. Rotation of shifts anywhere under 3-6 months is considered to be bad for physical and mental health. However, overlapping shift systems (4 or 5 per day) provide the desired workload distribution and still equalize shift commander span of control (really turf). There is still a problem with the inadequate coordination between shifts and shift commanders who share spatial and temporal slots.</i></p>			
<p><b>2. Is there equal manning per shift?</b></p>	<p><i>Police workload, in general, follows the breakdown of CFS which is: midnight-8:00 a.m. 20%; 8:00 a.m.-4:00 p.m. 35%; 4:00 p.m.-midnight 45%; although it is easier to avert management jealousies through equal manning, it does little for productivity.</i></p>			

Figure 3-3

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Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p>7. What is the patrol officer's role in crime prevention and community relations activities and programs?</p>	<p>Who delivers crime prevention and community relations services — specialists or patrol officers? A desirable response would reveal some level of participation by patrol as a routine function. This is because patrol has the potential for the most citizen contacts; and, patrol has the most time available on the citywide scale. Moreover, this is the key to the development of basic criminal intelligence by patrol for tactical purposes.</p>			
<p>8. What is the patrol officer's role in the department's juvenile program?</p>	<p>The first issue is whether or not a department can say that it has an overall juvenile program. This should not be confused with just possessing an exemplary juvenile unit. Is the patrol officer actively or passively involved in juvenile services? Are support activities aimed at relieving officers of responsibility or at enhancing their effectiveness?</p>			

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
<p><b>G. Service Delivery (Investigations)</b></p> <p>1. Does the department have an effective system for the management of criminal investigations (i.e., criteria for case screening, solvability factors, case assignment and monitoring. etc.)?</p>	<p>Are all cases assigned as they come in, or are they assigned on the basis of some probability of closure. Do there exist alternatives to the assignment of cases to detectives? Are case assignments monitored on the basis of quality and timeliness. Are the complex solvables being worked or are just the easy solvables?</p>			
<p>2. Does the department have a system for complainant or victim notification when case investigation is discontinued?</p>	<p>When, if ever, does victim notification occur? Does the patrol officer advise of the type of follow-up? Or does a case screening officer notify the victim by mail or by telephone? The least desirable system would be for detectives to handle notification or to have none at all.</p>			
<p>3. Has the department established methods to ensure continued investigative support to the prosecutor, particularly for serious and habitual offender cases (e.g., special investigative function, assignment of officers to felony trial teams)?</p>	<p>The existence of criteria for habitual offenders that are mutually acceptable to police and prosecutor is important. Has the prosecutor agreed to seek the highest chargeable offense, no plea bargain and maximum prison time?</p>			
<p>4. Does the prosecutor provide feedback to the department on case investigations and dispositions (i.e., case rejection, reduction of the charges, final disposition, problems in the case investigations, etc.)?</p>	<p>A written case screening feedback system is desirable. Additionally, it is desirable for routine meeting and role call briefings to be conducted. The objective for both parties is to improve preliminary investigations, case screening, follow-up, and case preparation.</p>			

APPENDIX B - CAU

## Appendix B – CAU

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In days gone by, a foot patrol officer would be responsible for one beat area over a number of months and years. In the process of making the rounds of a particular neighborhood, the beat officer would get to know the people who lived and worked in that area. Some of these officers kept their own records of suspicious persons, important incidents and other information. Within the limits of an individual officer's memory or notebook, a fundamental form of crime analysis was used to apprehend offenders and address problems.

Crime analysis today is a systematic approach to studying crime problems that builds upon the strengths of methods employed by traditional beat officers. However, modern crime analysis improves upon traditional methods in a number of ways. First, crime analysis units include in their data base reports information from officers throughout the department and on all shifts. Second, inherent in crime analysis is the process of sharing information with all elements of a law enforcement agency. Traditional beat officers kept information for their own use and were less concerned about the crime information needs of a whole department. Third, crime analysis makes use of information management techniques, such as keysort cards and computer systems, to improve the "memory" and search capabilities available to the traditional beat officer.

Generally, crime analysis focuses on those offenders who are amenable to analysis and have a high probability of recurrence. The crime analysis unit has the most comprehensive picture of crime patterns in the community as well as individual modis operandi (MO). Consequently, a SHO's operation/pattern may be evaluated by an analyst to obtain a complete picture of a suspect for dissemination to line officers. The SHO project relies heavily on crime analysis capabilities (manual or automated). A summary of crime analysis procedures is outlined below.

1. **Collection:** identification, receipt, and sorting copies of all resource documents in the department that contain information relevant to the crime analysis procedure.
2. **Collation:** (a) examination and extraction of crime element information from all source documents; (b) arrangement of this information into a set format for subsequent retrieval and analysis (Recaps).

## **Appendix B – CAU**

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- 3. Analysis:** (a) identification of crime patterns to provide leads for prevention and suppression of crime; (b) assistance in providing leads for identification of the criminal perpetrator; (c) early identification of crime trends for the purposes of patrol and administrative planning.
  - 4. Dissemination:** communication of target crime information to user groups, especially patrol and investigations:
    - a. Directed patrols initiated via crime analysis unit.
    - b. Officer-initiated direct patrol.
    - c. Crime Stoppers (Crime Line) direct patrol.
    - d. Robber/Burglary, etc., details with investigations and patrol.
    - e. Narcotics/Special Investigations unit information requests.
    - f. Other information requests (crime prevention, neighborhood watch, special units).
- F. Feedback and Evaluation:**
- a. Assessment of the crime analysis products and activities by user groups.
  - b. Self-evaluation of the unit's ability to satisfy ongoing user group needs.

The principles of crime analysis underlie all programs and operations and are the key to SHOCAP. Crime analysis is defined as a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations. This information will assist operational and administrative personnel in planning the deployment of resources for prevention and suppression of criminal activities, aiding the investigative process, and increasing apprehensions and clearances of cases.

## APPENDIX C — DIRECTED PATROL

## Appendix C - Directed Patrol

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The National Advisory Commission on Criminal Justice Standards and Goals, Task Force on Police, has recommended that the following standard relating to deployment of patrol officers be implemented by all police chief executives:

**"Every police agency immediately should develop a patrol deployment system that is responsive to the demands for police services and consistent with the effective use of the agency's patrol personnel. The deployment system should include collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments within the agency."**

The proper use of available resources is one of the most important aspects of administration faced by law enforcement agencies today. Efficiency of patrol force allocation and deployment is of interest because it has the potential of alleviating the cost pressures felt by police departments everywhere. The greatest expenditure of police efforts in response to citizen demands is, in its vital features, reflected in the patrol response.

Directed patrol has emerged as a means for releasing patrol officers from CFS, for short periods of time, to conduct special activities. Directed patrol is now being used to increase police productivity by taking time recovered from preventive patrol and expanding it on a useful service or activity. The most successful uses of directed patrol have the following common characteristics:

1. Directed patrol is a one- to three-hour assignment, usually involving only one officer.
2. Directed patrol may be used for any bona fide police activity or service.
3. Directed patrol is a pre-planned activity (before shift), as distinguished from an officer-initiated activity (OIA) which occurs on an ad hoc basis during a shift.
4. Directed patrol may be used to:
  - respond to a single problem statement
  - respond to an ongoing problem statement
  - document time spent planning a series of directed patrols
  - document time spent preparing for a series of directed patrols
  - account separately for each in a series of directed patrols

## Appendix C - Directed Patrol

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5. Directed patrol emphasis is on a high volume of assignments which are basic (instead of a low volume of highly complex, time consuming jobs that conflict with special unit objectives).
6. Directed patrol normally requires that an officer be relieved of CFS assignment.
7. Directed patrol is mostly a "bottom-up" activity (officer-conceived), in lieu of a "top-down" (management-conceived) assignment; this creates an incentive for greater volume and performance.
8. Directed patrol planning is oriented around a patrol squad, and officers are involved directly in planning for the balancing of CFS coverage and directed patrol activities.

DP for juvenile law enforcement matters may be placed in five categories: 1) positive contact; 2) protection of juveniles; 3) prevention of juvenile crime; 4) enforcement (apprehension, deterrence and case follow-up); and 5) intelligence gathering.

DPs may include bus safety, home follow-up on minor neglect cases, walk-and-talk in school access routes, home child-safety surveys and follow-up on minor juvenile assault and battery cases. Protection-oriented DPs may center on adults or locations. Truancy DPs may be used for enforcement objectives or to pick up local runaways.

## ALSO AVAILABLE:

Guidelines for Citizen Action and Public Response

Guidelines for Courts

Guidelines for Detention

Guidelines for Intake

Guidelines for Parole/Aftercare

Guidelines for Probation

Guidelines for Prosecution

Guidelines for Schools

Guidelines for Social Services

Guidelines for State Corrections