

95th Congress }
2d Session }

SENATE

{ REPORT
No. 95-735 }

JUVENILE DELINQUENCY
ANNUAL REPORT
1977

REPORT
OF THE
COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

MADE BY ITS
SUBCOMMITTEE TO INVESTIGATE JUVENILE
DELINQUENCY

PURSUANT TO

S. RES. 170

NINETY-FIFTH CONGRESS

FIRST SESSION



NC 17

APR 12 1978

ACC

46770

APRIL 12 (legislative day, FEBRUARY 6), 1978.—Ordered to be printed

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1978

20-777

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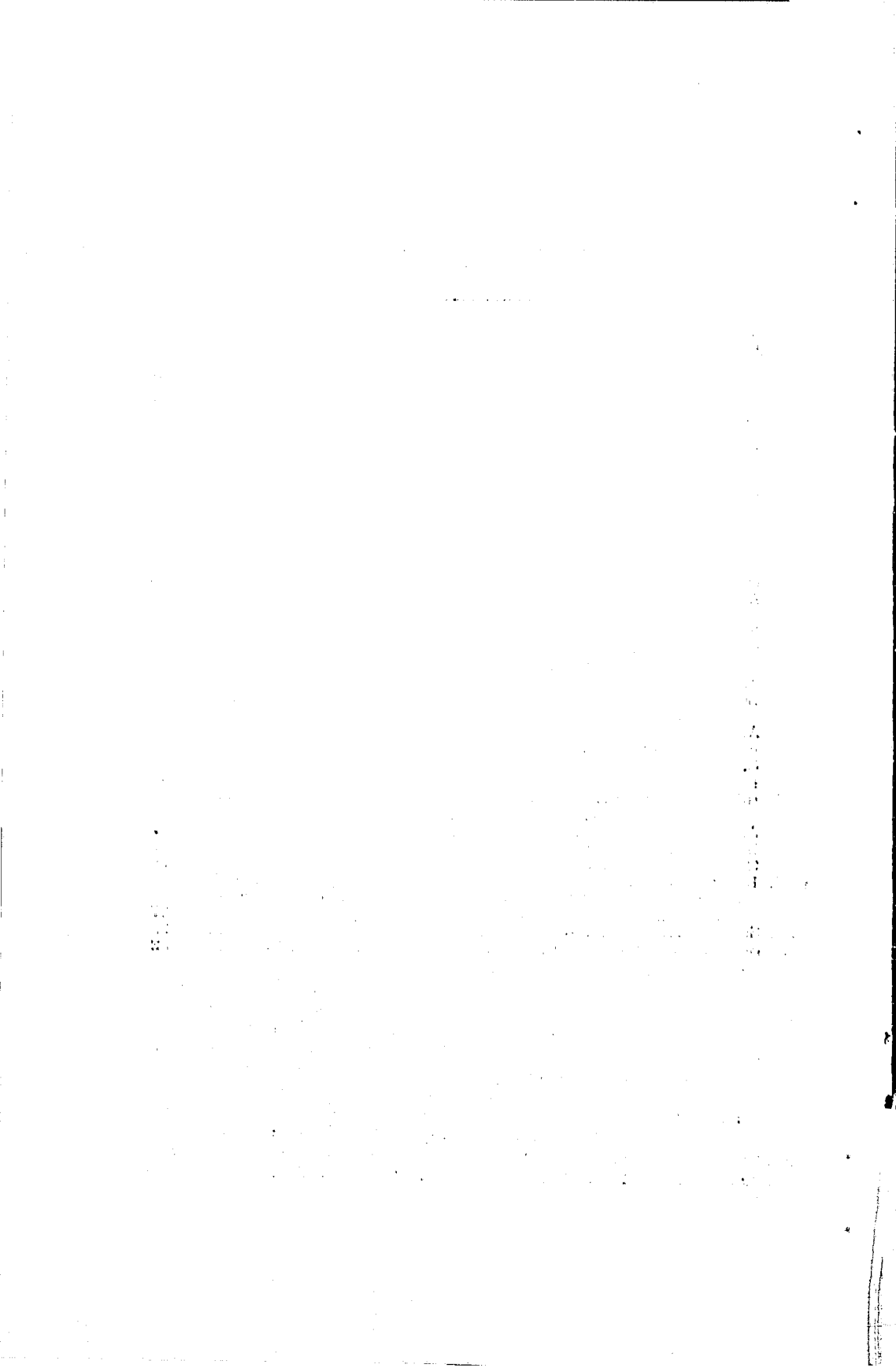
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Mr. CULVER, from the Committee on the Judiciary, submitted
the following

REPORT

I. INTRODUCTION

The Subcommittee to Investigate Juvenile Delinquency has had a productive and distinguished history. The subcommittee's jurisdiction extends over legislation dealing with the following matters: (1) Juvenile justice and delinquency prevention and control, (2) the protection of children from exploitation and harm, (3) the control of licit and illicit drugs, and (4) the regulation of firearms and explosives.

This report covers the activities of the subcommittee during the 1st session of the 95th Congress. It should be noted that Senator John C. Culver assumed the chairmanship of the subcommittee in April 1977. The subcommittee has continued many of the initiatives in its jurisdictional areas which were undertaken under the leadership of its former chairman, Senator Birch Bayh. At the same time, the subcommittee has undertaken several new initiatives in these areas.

In the course of the last session the subcommittee was responsible for two major legislative achievements. The subcommittee developed the Juvenile Justice Amendments of 1977, Public Law 95-115, and the subcommittee reported favorably the Protection of Children Against Sexual Exploitation Act of 1977, S. 1585, which both the Senate and the House of Representatives have passed and which is awaiting final action in the House on the Conference report. In addition a number of other bills have been referred to the subcommittee and are presently under consideration. During the last session, the subcommittee also conducted a wide range of studies, investigations and hearings. These activities are described in more detail in the following pages.

II. JUVENILE JUSTICE AND JUVENILE DELINQUENCY

A. THE JUVENILE JUSTICE AMENDMENTS OF 1977

In recent years a major focus of the subcommittee has been juvenile justice and juvenile delinquency. Numerous studies, investigations and hearings of the subcommittee have clearly demonstrated the need to make the improvement of the quality of juvenile justice and the prevention and control of juvenile delinquency a top Federal priority. In recent years juvenile crime rates have steadily increased, but our existing system of juvenile justice all too often fails to deal in an effective manner with juvenile criminal offenders. Likewise the consensus is that our existing system of juvenile justice in far too many cases does not respond effectively to the so-called status offender, who has engaged in non-criminal misbehavior such as defiance of parental authority, running away or truancy. Moreover, the existing system of juvenile justice is directed primarily at reforming juveniles after they misbehave rather than preventing such misbehavior.

In response to these deficiencies in our existing system of juvenile justice, the subcommittee developed and played an instrumental role in the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974, Public Law 93-415. This act makes Federal funds available to States, localities, agencies and organizations for the improvement of juvenile justice and the prevention and control of juvenile delinquency. The Office of Juvenile Justice and Delinquency Prevention in the Law Enforcement Assistance Administration is charged with the administration of these grant programs. In addition, title III of the act, known as the Runaway Youth Act, makes Federal funds available through the Department of Health, Education, and Welfare to localities, agencies and organizations for the provision of services to runaways and their families.

In 1977 a large portion of the subcommittee's efforts were devoted to the comprehensive revision of the 1974 act. The product of these efforts was the Juvenile Justice Amendments of 1977, Public Law 95-115, which was signed into law on October 3, 1977. The 1977 amendments reauthorize the 1974 act for an additional three years and substantially increase its funding levels. In addition, the 1977 amendments make a number of substantive changes in the 1974 act which should serve to strengthen it and enhance its effectiveness. In 1978 the subcommittee intends to perform its general oversight function with respect to 1977 amendments to insure that they are quickly and fully implemented.

B. DETENTION AND INSTITUTIONALIZATION OF JUVENILE OFFENDERS

A long standing concern of the subcommittee has been the detention and institutionalization of juveniles, particularly the juvenile status offenders who have not even committed a criminal offense.

Previous hearings of the subcommittee revealed that many alleged status offenders were being detained in adult jails or secure detention facilities before or during court processing of their cases, and that a substantial number of youths who were determined by the courts to be status offenders were ultimately sentenced to secure correctional institutions. The hearings also amply documented the fact that substandard and inhumane conditions existed in far too many of these

facilities and institutions. Moreover, the subcommittee heard a great deal of testimony that locking up noncriminal youth was ineffective and that juveniles handled in this fashion often suffered damaging legal, social, and economic consequences.

It was against this background that Congress required States receiving Federal funds under the Juvenile Justice and Delinquency Prevention Act of 1974, Public Law 93-415, to agree to end the practice of detaining and institutionalizing juveniles who have not committed a criminal offense. The 1974 act provided that States receiving funds under the act must comply with this deinstitutionalization requirement within 2 years. The Juvenile Justice Amendments of 1977, Public Law 95-115, gave the States an additional 1 year or 3 years in total to demonstrate compliance with the requirement.

In 1977 the subcommittee held 3 days of hearing on the deinstitutionalization of noncriminal youth and alternatives to adult jails and other secure facilities or institutions. These hearings indicated that real progress had been made toward the achievement of the goal of deinstitutionalization since the enactment of the 1974 act, but the hearings indicated that much still remains to be done in this regard. Witnesses at the hearing also testified that there were a number of different types of programs which are, or at least can, be successfully utilized as alternatives to jails and other secure facilities or institutions. Equally important, testimony at these hearings made it clear that these alternative programs are generally less expensive and more cost effective than jails and other facilities or institutions.

During the next session the subcommittee will continue its efforts to see to it that the deinstitutionalization requirement of the 1974 act is fully enforced and that high priority is placed on the use of Federal funds made available under the act to encourage creation of alternatives to adult jails and other secure facilities or institutions.

C. THE JUVENILE JUSTICE SYSTEM, THE MENTAL HEALTH SYSTEM, AND THE MENTALLY ILL JUVENILE

In 1977 the subcommittee began a major investigation of the interface and the overlap between the juvenile justice system and the mental health system. The subcommittee is concerned about the apparent lack of mental health services for mentally ill juvenile offenders in the juvenile justice system. The subcommittee is also concerned about inappropriate and unnecessary commitment of juveniles to mental health facilities and institutions and the existence of substandard or even inhumane conditions in these facilities and institutions. In the coming year the subcommittee will pursue its inquiry into these matters in order to determine whether corrective measures are needed.

The subcommittee has also had a long standing concern with the improper use of controlled drugs in our Nation's mental health and correctional institutions and the availability of illicit drugs in these institutions. In 1977 the subcommittee staff undertook preliminary research regarding the abuse of drugs in institutions where mentally ill and retarded juveniles are confined in order to lay the groundwork for a more extensive study of this subject.

D. THE FEDERAL JUVENILE JUSTICE SYSTEM

While the Federal courts and other Federal agencies handle relatively few juvenile offenders and youthful offenders in any given year, the subcommittee nevertheless believes that it is important for the Federal system to be equitable, efficient, and effective and that it should serve as a model for States and localities. Accordingly the subcommittee has commenced an examination of the policies, procedures, and practices of the Federal courts and other Federal agencies which may deal with juvenile offenders and youthful offenders under the Federal Juvenile Delinquency Act and the Federal Youth Corrections Act. Since many of the juvenile offenders who may enter the Federal system are Native Americans, the subcommittee is particularly interested in the special problems of Native American delinquent youth. During the next session the subcommittee plans to continue its examination of the Federal juvenile justice system.

E. SCHOOL VIOLENCE AND VANDALISM

In 1975 the subcommittee completed the first phase of an extensive investigation of violence and vandalism in our Nation's schools and issued an initial report which indicated that crime in the schools has become a national problem of serious dimensions. The subcommittee subsequently held a series of hearings on this subject.

Last year the subcommittee's investigations culminated in the issuance of a final report on school violence and vandalism. This report describes the causes of this type of criminal activity and suggests various models and strategies for dealing with the problem. The subcommittee's investigation of crime in the schools also led to the inclusion of a provision on the Juvenile Justice Amendments of 1977, Public Law 95-115, which directs the Office of Juvenile Justice and Delinquency Prevention and the Office of Education to cooperatively develop new approaches and techniques to prevent school violence and vandalism. In the course of the coming session the subcommittee will assess the progress made in implementing this provision in connection with the fulfillment of its general oversight function with respect to implementation of the 1977 amendments.

F. INVESTIGATION OF VIOLENT JUVENILE CRIMINALITY

The subcommittee has recently undertaken an in-depth examination of violent juvenile criminality. Preliminary research, which the subcommittee's staff has conducted, indicates that there has been a disturbing rise in incidence of violent crimes committed by juveniles, particularly younger juveniles in the last decade. During the next year the subcommittee will review available data and information regarding the nature of serious juvenile criminality, its extent, its causes and its consequences, and the subcommittee will assess the success of alternative methods of handling violent juvenile offenders.

G. JUVENILE ALCOHOL ABUSE AND JUVENILE DELINQUENCY

While there has been a great deal of attention given to the problem of juvenile drug abuse, there has been relatively little attention given to the problem of juvenile alcohol abuse. According to numerous

recent studies, teenage drinking has increased dramatically. These studies have prompted the subcommittee to commence an investigation of juvenile alcohol abuse with a particular emphasis upon the relationship between juvenile alcohol abuse and juvenile delinquency. During the coming session the subcommittee will continue this investigation.

H. MODEL STANDARDS FOR THE JUVENILE JUSTICE SYSTEM

During the past session, the subcommittee made efforts to encourage the development and implementation of model standards for the administration of juvenile justice. The Juvenile Justice and Delinquency Prevention Act of 1974, Public Law 93-415, specifically directs the National Advisory Committee for Juvenile Justice and Delinquency Prevention to formulate such standards, and the Juvenile Justice Amendments of 1977, Public Law 95-115, authorize the Advisory Committee to play an active role in the adoption of such standards at the State and local levels. The 1977 amendments also make Federal funds available to establish programs directed at the development and implementation of juvenile justice standards. In 1978 the subcommittee intends to continue its efforts in this area.

III. PROTECTION OF CHILDREN FROM EXPLOITATION AND HARM

A. CHILD PORNOGRAPHY AND PROSTITUTION

During the first session of the 95th Congress, another major focus of the subcommittee has been the protection of children from exploitation and harm. Of particular importance in this regard have been the subcommittee's efforts to formulate an effective Federal response to the problem of child pornography and prostitution.

Last spring the subcommittee commenced an investigation of the use of children as subjects for pornographic materials and as prostitutes. This investigation culminated in hearings of the subcommittee on this subject both in Washington and in the field. At these hearings the subcommittee heard testimony from a wide variety of witnesses including newspaper reporters who had conducted an investigation of child pornography and prostitution, State and local elective officials, law enforcement personnel, prosecutors and constitutional law experts. The subcommittee even received testimony from several individuals who actually had been involved in the child pornography and prostitution business.

As a result of these hearings, the subcommittee concluded that child pornography and prostitution had become large industries making yearly profits in the millions of dollars and organized on a nationwide scale. The subcommittee also concluded that the use of children as subjects for pornographic materials or as prostitutes was very harmful both to the children and society as a whole. Finally, the subcommittee concluded that existing Federal laws did not adequately protect children from such sexual exploitation.

In response to this pressing problem, Senator Charles McC. Mathias Jr., and Senator John C. Culver introduced the Protection of Children Against Sexual Exploitation Act of 1977, S. 1585. During the last session, both the Senate and the House of Representatives passed

this legislation. The Conference report was approved by the Senate on November 4, 1977, and its approval by the House of Representatives is expected early in the next session.

The Protection of Children Against Sexual Exploitation Act of 1977 is designed to give the Federal Government the weapons it needs to combat child pornography and prostitution. Specifically, it provides that it shall be a Federal crime to cause any child under the age of 16 to engage in sexually explicit conduct for the purpose of producing any materials that are to be mailed or transported in interstate commerce, and it provides that it shall be a Federal crime to sell or distribute any obscene materials that depict children engaging in sexually explicit conduct. In addition, it prohibits the interstate transportation of any child for the purpose of engaging in prostitution or other prohibited sexual conduct for commercial gain.

However, it must be emphasized that child pornography and prostitution are symptomatic of larger social problems that confront the Nation. Broken homes, alienated and runaway children, emotionally disturbed children, children who are addicted to and misuse drugs and alcohol, and physical abuse of children by their parents, poverty, unemployment, lack of adequate social services programs and deficiencies in our system of criminal justice, and juvenile justice, all contribute to the sexual exploitation of children. The subcommittee has and will continue to address itself to the underlying causes of child pornography and prostitution.

B. ABDUCTION OF CHILDREN BY NON-CUSTODIAL PARENTS

One concomitant of the rising divorce rate has been an increase in the number of disputes between separated or divorced parents over the legal custody of their children. "Child-snatching" is a term used to refer to the abduction of a child from the parent to whom the court has awarded legal custody by the non-custodial parent. The abducting parent frequently flees with the child to another State or even another country where the custody order is not in force. Children who become the focus of such disputes may suffer serious emotional harm. S. 797, a bill dealing with this problem has been referred to the subcommittee and is presently under active consideration.

IV. CONTROL AND ABUSE OF LICIT AND ILLICIT DANGEROUS DRUGS

A. THE COMPREHENSIVE DRUG ABUSE PREVENTION AND CONTROL ACT OF 1970

Seven years ago the Congress passed the Comprehensive Drug Abuse Prevention and Control Act of 1970. The subcommittee played a major role in the development of titles II and III of this legislation, known individually as the Controlled Substances Act and the Controlled Substances Import and Export Act.

In 1971 the subcommittee held hearings on the regulation of amphetamines and similar stimulants. Subsequent to these hearings administrative action was taken to reduce amphetamine production by 92 percent. Later that year, and in early 1972, the subcommittee conducted an investigation into barbiturate abuse which led to tighter regulation of their production and distribution. In 1973 it examined

the traffic and abuse of methuqualone and contributed to the adoption of stricter controls on this dangerous substance. Later in 1973 the subcommittee conducted an investigation into methadone maintenance programs and cleared legislation which became Public Law 93-281, the Methadone Diversion Control Act of 1973. In 1974 the subcommittee investigated the diversion of controlled drugs by pharmacies, revealing that 80 percent of all diversion occurs at this level. And in 1975 and 1976 it held extensive hearings to examine the effectiveness of efforts by the Federal Government to reduce the supply of heroin reaching the United States.

In 1977 the subcommittee began a study into enforcement of existing Federal drug laws by the Drug Enforcement Administration and the other agencies charged with their administration.

In the coming year the subcommittee will conduct oversight hearings to examine the operations of the Drug Enforcement Administration and other agencies to determine whether there is sufficient cooperation and coordination across the government in efforts to halt the flow of dangerous drugs into the United States. It will also follow closely the progress of the administration's reorganization studies and projects having an impact on Federal drug enforcement, and it will continue its oversight of the overall Federal regulation of controlled substances seeking to insure that drugs are available for legitimate medical and scientific purposes while at the same time seeking to prevent the diversion and abuse which threaten severe harm for individuals and damage to society.

B. PSYCHOTROPIC DRUGS

During past sessions of Congress the subcommittee has investigated the international diversion of legitimately produced psychotropic drugs. These drugs include such substances as LSD, mescaline, amphetamines, barbiturates, and certain tranquilizers. Last year a bill was introduced (S. 362) which would permit the United States to become a party to the first multinational drug treaty to control these substances. This bill, however, was not acted upon. This year the subcommittee will endeavor to bring a revised version of the bill before the Senate.

C. THE FEDERAL RESPONSE TO MARIJUANA

In 1975 the subcommittee conducted the first Senate hearings on measures introduced to eliminate Federal criminal penalties for the possession of marijuana. A similar measure was offered as an amendment to S. 1437, the Criminal Code Reform Act of 1977, during its consideration by the full Judiciary Committee. The amendment as adopted by the committee in modified form would substantially reduce the penalties for the use of small amounts of marijuana and provide for automatic expunging of the record of the offenses. The subcommittee will study the progress of S. 1437 during the coming session to determine whether further consideration by the subcommittee of marijuana legislation is necessary.

D. DRUG TRAFFICKERS AND THE JUSTICE SYSTEM

Legislation has been referred to the subcommittee which would provide for mandatory minimum penalties of up to 15 years for major drug traffickers. President Carter in his August 2, 1977, drug message indicated that he is considering submitting legislation to the Congress which would bar pretrial release for certain persons charged with trafficking in drugs if those persons were found to threaten the health of the community.

In the coming year the subcommittee will consider proposals to strengthen the deterrent effect of our drug laws.

V. FIREARMS AND CRIME

For more than a decade the Subcommittee to Investigate Juvenile Delinquency has conducted extensive investigations on a broad range of proposed firearms legislation. During that time it held 47 days of hearings, reviewing testimony from more than 200 witnesses filling more than 5,000 pages of hearing record.

The subcommittee was responsible for the development of the Gun Control Act of 1968. It prohibited the importation of handguns with no legitimate sporting purpose. It also required all firearms dealers to have Federal licenses and prohibited the sale of guns or ammunition to non-residents of the seller's State, felons, fugitives, unlawful drug users and adjudicated mental incompetents.

The subcommittee has subsequently considered and reported legislation that was designed to correct deficiencies in the Gun Control Act of 1968 which became apparent after its enactment. However, none of the legislation was passed into law. It is anticipated that in the next session President Carter will send to Congress a proposal for stricter handgun control similar to several of the proposals which have earlier cleared the subcommittee.

VI. LEGISLATION DEVELOPED OR PROCESSED BY THE SUBCOMMITTEE UNDER S. RES. 78, SEC. (A)(j) AND S. RES. 170

A. JUVENILE JUSTICE

1. S. 82, introduced January 10, 1977, by Senators Bumpers, McClellan, McClure, Domenici, Young, Schmitt, and Hansen. A bill to amend title 18, United States Code, to authorize courts, upon the completion of any juvenile proceeding, to release to any victim of such juvenile delinquency information on the final disposition of the juvenile who has been adjudicated delinquent. The text of S. 82 was adopted as an amendment to the Juvenile Justice Amendments of 1977.

2. S. 794, introduced February 24, 1977, by Senators Bayh, Pell, and Anderson, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Human Resources Committee. The bill, entitled the "Juvenile Delinquency in the Schools Act of 1977," amends the Juvenile Justice and Delinquency Prevention Act of 1974 to establish a Safe School Center within the Office of Juvenile Justice and Delinquency Prevention. The legislation authorizes the Center to provide information, suggested curricula, and other assistance to minimize school vandalism and juvenile delinquency among

elementary and secondary school students; authorizes the Assistant Administrator of the Office of Juvenile Justice and Delinquency Prevention to make grants to, and enter into contracts with, individuals and public and private agencies for the planning, development, or operation of school-based delinquency prevention programs; establishes a Safe School Advisory Panel to make recommendations to the Safe School Center and the Assistant Administrator under this act. Sections of this bill were incorporated in the Juvenile Justice Amendments of 1977.

3. S. 1021, introduced March 17, 1977, by Senators Bayh, Mathias, Culver, Matsunaga, Gravel, Stevens, Hatfield, Leahy, Pell, Magnuson, Kennedy, Abourezk, Metzenbaum, DeConcini, and Heinz. A bill to reauthorize and amend the Juvenile Justice and Delinquency Prevention Act of 1974. This legislation designates the Assistant Administrator, Office of Juvenile Justice and Delinquency Prevention, of the Law Enforcement Assistance Administration, as such office's chief executive officer, and sets forth provisions relative to his authority; revises the composition and functions of the National Advisory Committee for Juvenile Justice and Delinquency Prevention and State juvenile justice advisory bodies; revises guidelines for use of, and for matching shares with respect to, juvenile justice formula grants; and modifies the grant program under the Runaway Youth Act. Hearings on the reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974 were held on April 27, 1977. Legislation became law on October 3, 1977, Public Law 95-115.

4. S. 1218, introduced April 1, 1977, by Senators Bayh and Matsunaga by request of the Carter administration. A bill to amend the Juvenile Justice and Delinquency Prevention Act of 1974. This legislation would amend the Juvenile Justice and Delinquency Prevention Act of 1974 with respect to: (1) Duties and meetings of the Coordinating Council on Juvenile Justice and Delinquency Prevention; (2) power of the Administrator of the Law Enforcement Assistance Administration to delegate his authority under such act; (3) formula grants for State and local delinquency programs and State plans and cash matching shares relative to such grants; and (4) disclosure of certain records gathered for the purposes of such act. It would also amend the Omnibus Crime Control and Safe Streets Act of 1968 to revise requirements for the composition of State law enforcement planning agencies. Hearings on the reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974 were held on April 27, 1977. Sections of this bill were incorporated in the Juvenile Justice Amendments of 1977.

B. PROTECTION OF CHILDREN FROM EXPLOITATION

1. S. 797, introduced February 24, 1977, by Senators McGovern, DeConcini, Humphrey, Melcher, Stone, and Gravel. A bill to exercise the power of the Congress under article IV of the Constitution to declare the effect of certain State judiciary proceedings respecting the custody of children. This legislation directs that orders of a State court or a court of the District of Columbia relative to the custody of children of divorced or separated parents be given full faith and credit by every other State and the District of Columbia until such issuing

court no longer has, under the law of the State in which it is located, or declines to exercise, jurisdiction over modifications of such orders. Legislation pending.

2. S. 1011, introduced March 17, 1977, by Senators Roth, Byrd, Randolph, Allen, Eastland, Garn, Hatch, Helms, McClure, Thurmond, Goldwater, Hatfield, Danforth, McClellan, Hayakawa, Johnston, Huddleston, DeConcini, Anderson, Schweiker, and Heinz was jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures. A bill to amend title 18, United States Code, to prohibit the sexual exploitation of children and the transportation in interstate or foreign commerce of photographs or films depicting such exploitation. This legislation prohibits the sexual exploitation of children by making it unlawful for any individual to (1) cause or permit a child to be photographed or filmed engaged in a sexual act prohibited under this act; (2) photograph or film a prohibited sexual act; (3) knowingly transport a film or photograph depicting a prohibited sexual act; or (4) receive for sale or sell any such film or photograph, if such individual knows or should know such film or photograph has or may be transported in such a manner as to affect interstate or foreign commerce. Hearings were held on the protection of children against sexual exploitation in Chicago on May 27, 1977, and in Washington, D.C., on June 16, 1977. S. 1585, on this subject, was passed by the Senate on October 10, 1977, and the House on October 25, 1977. The conference report was passed by the Senate on November 4, 1977, and is pending in the House.

3. S. 1473, introduced May 9, 1977, by Senator Roth. A bill to amend title 18 of the United States Code for the purpose of prohibiting the sale of children in interstate or foreign commerce. This legislation proscribes with specified exceptions, the knowing solicitation, provision, or receipt of anything of monetary value, or the promise of anything of monetary value, for (1) seeking to place, placing, or arranging to place any child for permanent care or adoption; or (2) coercing any individual to place any child for adoption, to provide any child with permanent care, or to adopt any child under circumstances which result in the transportation of such child or individual in interstate or foreign commerce. Legislation pending.

4. S. 1498, introduced May 11, 1977, by Senator Williams. A bill to prohibit the sale of children in interstate and foreign commerce. This legislation proscribes with specified exceptions, the knowing solicitation, provision, or receipt of anything of monetary value, or the promise of anything of monetary value, for (1) seeking to place, placing, or arranging to place any child for permanent care or adoption. Legislation pending.

5. S. 1499, introduced May 11, 1977, by Senators Matsunaga and Byrd, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures. This legislation would amend the Child Abuse Prevention and Treatment Act to prohibit the sexual exploitation of children by making it unlawful for any individual to (1) cause or permit a child to be photographed or filmed while engaging in a sexual act prohibited under this act; (2) photograph or film a prohibited sexual act; (3) knowingly transport a film or photograph depicting a prohibited sexual act; or (4) receive for sale any such film or photograph, if such individual

knows or should know such film or photograph has or may be transported in such a manner as to affect interstate or foreign commerce. This bill is similar to S. 1021, but imposes less stringent penalties. Hearings on the protection of children against sexual exploitation were held in Chicago on May 27, 1977, and in Washington, D.C., on June 16, 1977. S. 1585, on this subject, was passed by the Senate on October 10, 1977, and the House on October 25, 1977. The conference report was passed by the Senate on November 4, 1977, and is pending in the House.

6. S. 1585, introduced May 23, 1977, by Senators Mathias, Culver, Hayakawa, Bayh, Chiles, Clark, Ford, Garn, Gravel, Griffin, Haskell, Humphrey, Kennedy, McIntyre, Morgan, Ribicoff, Riegle, Stevens, Zorinsky, Burdick, Brooke, Case, Church, DeConcini, Eagleton, Inouye, Laxalt, Magnuson, Metcalf, McClure, McGovern, Metzbaum, Moynihan, Pell, Proxmire, Schmitt, Stafford, Wallop, Biden, Huddleston, Matsunaga, Williams, Dole, Durkin, Bumpers, Cannon, Goldwater, Randolph, Roth, Bartlett, Bentsen, Danforth, Domenici, Helms, Johnston, Schweiker, Stone, Tower, and Thurmond. A bill to amend title 18, United States Code, to make unlawful the use of minors engaging in sexually explicit conduct for the purpose of promoting any film, photograph, negative, slide, book, or magazine. This legislation prohibits the sexual exploitation of children by making it unlawful for any person to knowingly use or cause any minor to engage in or assist in any sexually explicit act for the purpose of promoting any film, photograph, or other visual medium; makes it unlawful for any parent, guardian, or person having control over a minor to knowingly permit such minor to engage in sexually explicit conduct; and imposes a fine and/or imprisonment for a violation of this act. Hearings on the Protection of Children Against Sexual Exploitation were held in Chicago on May 27, 1977, and in Washington, D.C., on June 16, 1977. S. 1585 was reported to the full Judiciary Committee from the Subcommittee to Investigate Juvenile Delinquency on June 28, 1977. The Judiciary Committee reported this legislation to the Senate on September 14, 1977. S. 1585 was passed by the Senate on October 10, 1977, and the House in modified form on October 25, 1977. A conference was requested by the House and agreed to by the Senate. It met November 2 and resolved the differences between the two versions. The conference report was passed by the Senate on November 4, 1977, and is pending before the House.

C. DRUGS

1. S. 509, introduced January 28, 1977, by Senators Church, Bayh, Hollings, Humphrey, Randolph, Hansen, and Schweiker, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures on April 4, 1977, by the Judiciary Committee. A bill to amend the Controlled Substances Act so as to make unlawful the robbery of a controlled substance from a registered pharmacy. This legislation sets forth penalties for robbery of a controlled substance from a registered pharmacist. Legislation pending.

2. S. 601, introduced February 3, 1977, by Senators Javits, Brooke, Cranston, and Nelson. A bill to amend certain provisions of the Controlled Substances Act relating to marihuana. This legislation amends

the Controlled Substances Act to decriminalize the possession of not more than 1 ounce of marijuana and the transfer of such amount without profit and for private use; imposes a civil fine for such transfer or possession; permits the Attorney General of the United States to serve a written notice or warning instead of initiating proceedings for violation of this act if he believes such notice will adequately serve the public interest; permits involuntary marijuana intoxication to be raised as a defense of any Federal law, but not voluntary intoxication. Hearings were held on marijuana decriminalization on May 14, 1975. Legislation pending.

3. S. 850, introduced March 2, 1977, by Mr. Griffin. A bill to protect the public from traffickers in heroin and other opiates. This legislation amends the Comprehensive Drug Abuse Prevention and Control Act of 1970 to set forth mandatory minimum terms of imprisonment for individuals convicted of certain opiate traffic related crimes; amends the Federal Rules of Criminal Procedure to require a separate sentencing hearing when a person is convicted of a crime for which such sentences are authorized; specifies standards for conditions of release and preventive detention of opiate violators; subjects to forfeiture proceeds of, and money intended to be used in, opiate violations; and revises reporting requirements relative to (1) the importation or exportation of cash and (2) certain vessels upon arrival in U.S. ports. Legislation pending.

4. S. 1722, introduced June 20, 1977, by Senators Nunn, Chiles, and Anderson, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures on June 29, 1977. A bill to protect the public from traffickers in controlled substances in schedule I which are narcotic drugs, and controlled substances in schedule II. This legislation would amend the Comprehensive Drug Abuse Prevention and Control Act of 1970 to set forth mandatory minimum terms of imprisonment for individuals convicted of certain narcotics and controlled substances traffic related crimes; it specifies standards for conditions of release and preventive detention of narcotics violations; and would subject to forfeiture money intended to be used in narcotics violations. Legislation pending.

D. FIREARMS

1. S. 38, introduced January 10, 1977, by Senators McClure, Goldwater, Garn, and Bartlett, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures on April 4, 1977, by the Judiciary Committee. A bill to repeal the Gun Control Act of 1968. Three days of hearings were held on an earlier version of this bill and other gun control legislation, April 23, July 22, and October 28, 1975. Legislation pending.

2. S. 827, introduced on March 1, 1977, by Senators Javits and Percy, and jointly referred to the Subcommittee to Investigate Juvenile Delinquency and the Subcommittee on Criminal Laws and Procedures on April 4, 1977, by the Judiciary Committee. A bill to amend the Intergovernmental Cooperation Act to prevent lawless and irresponsible use of handguns in selected areas with high crime rates. This bill directs the Attorney General to establish and maintain a national handgun statistics office; sets forth procedures which licensed handgun importers, manufacturers, dealers, and collectors must follow

when selling firearms or ammunition to any individual; requires the Attorney General to prescribe security standards for handgun importers, manufacturers, dealers, and common carriers, and to set Federal firearms licensing standards; and prohibits the possession, sale, importation, or delivery of handguns in certain metropolitan statistical areas to be determined by the Attorney General. Legislation pending.

VII. INFORMATION RELATED TO JUVENILE CRIME AND DELINQUENCY/ DRUG ENFORCEMENT AND FIREARMS

A. JUVENILE JUSTICE DATA

1. Arrest rates

The Federal Bureau of Investigation's Uniform Crime Reports indicate that in 1976, almost 25 percent, or 1,973,254 arrests, of the total arrests for all ages, were of persons under 18. This arrest rate is disproportionate to the juvenile population. About 15 percent of the total U.S. population is comprised of persons between the ages of 10 and 17, but 29 percent of all crimes cleared by arrest (for FBI Crime Index Offenses) involved persons under 18 years of age. The peak age for arrests for violent crime is 18, followed by 19, 17, and 16. The peak age for arrests for major property crimes is 13-14, followed by 16, 15, 17, and 18.¹

From 1975 to 1976, arrests for violent crime of youth under 18 dropped by 12.1 percent. Property crime arrests of the under-18 age group declined by 7.9 percent.² These decreases represent the first declines in juvenile arrests for serious crime in at least 6 years. The 1976 decline in juvenile arrests for violent crime and property crime is slightly greater than the decline in total arrests for all ages. Total arrests for violent crime dropped by 9.6 percent, and arrests for property crime fell 6 percent.

TABLE I.—YOUTH ARRESTS, 1976

[In percent of total arrests]

	Under 18	Under 21
Violent crime ¹	22.0	39.6
Property crime ²	46.1	64.4
Serious crime ³	41.5	59.6
Narcotic drug laws.....	23.9	52.4
All arrests.....	24.9	41.2

¹ Violent crime is offenses of murder, forcible rape, robbery and aggravated assault.

² Property crime is offenses of burglary, larceny-theft and motor vehicle theft.

³ Serious crime is the combination of violent crime plus manslaughter by negligence and property crime.

Source: 1976 Uniform Crime Reports.

TABLE II.—TRENDS IN ARRESTS OF ALL JUVENILES UNDER 18

[Percent increases]

	1960-75	1967-76	1972-76	1975-76
Violent crime.....	293	98.4	28.3	-12.1
Property crime.....	132	38.7	35.1	-7.9
Serious crime.....	144	42.9	34.4	-8.3
Narcotic drug laws.....		615.3	43.1	-1.0

Source: 1976 Uniform Crime Reports.

¹ Federal Bureau of Investigation, U.S. Department of Justice, "Uniform Crime Reports for the United States 1976," Sept. 28, 1977 (hereinafter cited as 1976 Uniform Crime Reports).

² *Ibid.*

TABLE III.—TRENDS IN ARRESTS OF MALE JUVENILES

[Percent increases]

	1960-75	1967-76	1972-76	1975-76
Violent crime.....	278	91.4	27.3	-12.6
Property crime.....	104	28.3	34.8	-8.4
Serious crime.....	117	33.0	34.0	-8.8
Narcotic drug laws.....		611.5	48.8	-1.0

Source: 1976 Uniform Crime Reports.

TABLE IV.—TRENDS IN ARRESTS OF FEMALE JUVENILES

[Percent increases]

	1960-75	1967-76	1972-76	1975-76
Violent crime.....	504	186.5	36.5	-8.4
Property crime.....	420	106.0	36.4	-6.0
Serious crime.....	425	109.2	36.3	-6.1
Narcotic drug laws.....		634.5	20.2	-6.6

Source: 1976 Uniform Crime Reports.

TABLE V.—TOTAL ARRESTS BY AGE, 1976

Offense charged	Grand total all ages	Ages under 15	Ages under 18	Ages 18 and over	Age									
					10 and under	11 to 12	13 to 14	15	16	17	18	19	20	21
Total.....	7,912,348	665,781	1,973,254	5,939,094	73,223	148,112	444,446	392,526	465,308	449,639	469,471	429,657	386,792	355,572
Percent distribution.....	100.0	8.4	24.9	75.1	0.9	1.9	5.6	5.0	5.9	5.7	5.9	5.4	4.9	4.5
Criminal homicide:														
(a) Murder and nonnegligent manslaughter.....	14,113	190	1,302	12,811	12	30	148	197	416	499	692	755	665	690
(b) Manslaughter by negligence.....	2,650	43	275	2,375	8	7	28	26	91	115	173	192	168	159
Forcible rape.....	21,687	915	3,745	17,942	57	158	700	685	1,019	1,126	1,343	1,389	1,294	1,330
Robbery.....	110,296	10,156	36,990	73,306	539	2,034	7,583	7,532	9,631	9,671	9,696	8,480	7,103	6,482
Aggravated assault.....	192,753	9,552	32,678	160,075	947	2,151	6,454	6,149	8,145	8,832	9,437	9,593	9,129	8,854
Burglary—breaking or entering.....	406,821	78,275	209,396	197,425	8,374	18,162	51,739	43,147	46,860	41,114	34,954	26,019	20,228	16,463
Larceny— theft.....	928,078	173,535	399,235	528,843	21,019	46,553	105,963	73,124	80,558	72,018	65,566	52,634	43,377	36,757
Motor vehicle theft.....	110,708	14,726	58,279	52,429	371	1,703	12,652	14,857	16,107	12,589	9,179	6,755	5,053	4,240
Violent crime ¹	338,849	20,813	74,715	264,134	1,555	4,373	14,885	14,563	19,211	20,128	21,168	20,217	18,191	17,356
Percent distribution ¹	100.0	6.1	22.0	78.0	.5	1.3	4.4	4.3	5.7	5.9	6.2	6.0	5.4	5.1
Property crime ²	1,445,607	266,536	666,910	778,697	29,764	66,418	170,354	131,128	143,525	125,721	109,699	85,408	68,658	57,460
Percent distribution ²	100.0	18.4	46.1	53.9	2.1	4.6	11.8	9.1	9.9	8.7	7.6	5.9	4.7	4.0
Subtotal for above offenses.....	1,787,106	287,392	741,900	1,045,206	31,327	70,798	185,267	145,717	162,827	145,964	131,040	105,817	87,017	74,975
Percent distribution.....	100.0	16.1	41.5	58.5	1.8	4.0	10.4	8.2	9.1	8.2	7.3	5.9	4.9	4.2

¹ Because of rounding, the percentages may not add to total.
² Violent crime is offenses of murder, forcible rape, robbery and aggravated assault.

¹ Property crime is offenses of burglary, larceny-theft and motor vehicle theft.
 Source: 1976 Uniform Crime Reports.

Of the 1,569,626 juveniles taken into custody in 1975 by the police, 53.4 percent were referred to juvenile courts; 39 percent were handled and released; 4.4 percent were referred to adult court; and 3.3 percent were referred to other police or welfare agencies.³

2. Juvenile court caseloads

The juvenile courts in the United States handled over 1.2 million cases in 1974, an increase of 9.5 percent from the preceding year. Juvenile court caseloads have been increasing steadily since 1957, generally exceeding youth population increases.⁴

TABLE VI.—ESTIMATED NUMBER AND RATE OF DELINQUENCY CASES DISPOSED OF BY JUVENILE COURTS, UNITED STATES, 1957-74

Year	Estimated delinquency cases ¹	Child population ² 10 through 17 yrs of age (in thousands)	Rate ³
1957.....	440,000	22,173	19.8
1958.....	470,000	23,443	20.0
1959.....	483,000	24,607	19.6
1960.....	510,000	25,368	20.1
1961.....	503,000	26,056	19.3
1962.....	555,000	26,989	20.6
1963.....	601,000	28,056	21.4
1964.....	685,000	29,244	23.5
1965.....	697,000	29,536	23.6
1966.....	745,000	30,124	24.7
1967.....	811,000	30,837	26.3
1968.....	900,000	31,566	28.5
1969.....	988,500	32,157	30.7
1970.....	1,052,000	32,614	32.3
1971.....	1,125,000	32,969	34.1
1972.....	1,112,500	33,120	33.6
1973.....	1,143,700	33,377	34.2
1974.....	1,252,700	33,365	37.5

¹ Data for 1957-69 estimated from the national sample of juvenile courts. Data for 1970-74 estimated from all courts who have responded for 2 consecutive years. This sample represents more than 60 percent of the population of the United States.

² U.S. Bureau of Census, "Current Population Report," 1974.

³ Based on the number of delinquency cases per 1,000 U.S. child population, 10 through 17 yrs of age.

Source: 1974 Juvenile Court Statistics.

Of the juveniles who entered the juvenile justice system in 1974, the majority were handled judicially. Forty-seven percent were informally handled by the juvenile court's intake staff.

Delinquency remains primarily a male problem but the gap between the number of boys' and girls' delinquency court cases is narrowing. The 1974 ratio of boys' to girls' court cases was 3 to 1. The increase in the total number of girls' delinquency cases occurred primarily in semi-urban areas, whereas the increase in boys' cases occurred primarily in urban and rural areas.

TABLE VII.—ESTIMATED PERCENT CHANGE IN DELINQUENCY CASES DISPOSED OF BY JUVENILE COURTS, BY SEX, UNITED STATES, 1973-74

	Total	Boys		Percent change	Girls		Percent change
		1974	1973		1974	1973	
Urban.....	+11.7	584,000	506,700	+15.2	192,600	188,000	+2.4
Semiurban.....	+3.8	268,800	276,000	-2.6	107,000	86,000	+24.4
Rural.....	+15.1	74,200	62,600	+18.4	26,100	24,000	+8.5
Total.....	+9.5	927,000	845,300	+9.6	325,700	298,400	+9.1

Source: 1974 Juvenile Court Statistics.

³ 1976 Uniform Crime Reports.

⁴ National Institute for Juvenile Justice and Delinquency Prevention, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice, "1974 Juvenile Court Statistics," undated. (Hereinafter cited as 1974 Juvenile Court Statistics).

3. Detention and institutionalization of juvenile offenders

A single day survey in 1975 revealed that 46,980 juveniles were detained in public pretrial facilities or confined in public post-trial facilities. The vast majority of these juveniles, 81 percent, were being held in secure facilities or institutions such as detention centers and training schools. Only 5 percent of these juveniles were placed in community-based facilities.

TABLE VIII.—PUBLIC DETENTION AND CORRECTIONAL FACILITIES AND INSTITUTIONS

	Number	Approximate daily populations	Percent change in population from 1974
Total.....	874	46,980	+5
Detention centers.....	347	11,089	+1
Shelters.....	23	200	+11
Reception/diagnostic.....	17	1,436	+4
Training schools.....	189	26,748	+5
Ranches, forestry camps, farms.....	103	5,385	+3
Halfway houses and group homes.....	195	3,122	+23

Source: National Criminal Justice Information and Statistics Service, Law Enforcement Assistance Administration, U.S. Department of Justice, "Children in Custody: Advance Report of the Juvenile Detention and Correctional Facility Census of 1975," October 1977. (Hereinafter cited as 1975 Correctional Facility Census.)

In fiscal year 1974, States spent approximately \$300 million on the operation of their non-community-based residential facilities and institutions while spending less than \$30 million for the operation of community-based residential facilities.⁵ In 1974, the average yearly cost of incarceration in that year was estimated at \$12,000 per youth but the cost in some States was as high as \$19,000 per youth. The 1977 operating costs are undoubtedly higher, probably averaging around \$15,000 per youth. In contrast, the average annual operating costs of group homes are estimated to be \$5,600 per youth; of halfway houses, \$6,200; and of foster homes, \$2,600.⁶

On an average day in 1975, 27,290 juveniles were in private long-term correctional facilities and institutions. Approximately 36 percent of these juveniles were in non-secure community-based facilities.⁷

TABLE IX.—PRIVATE DETENTION AND CORRECTIONAL FACILITIES AND INSTITUTIONS

	Number	Approximate daily populations	Percent change in population from 1974
Total.....	1,277	27,290	-14.0
Short-term facilities.....	66	819	+3.0
Training schools.....	65	3,548	-13.0
Ranches.....	295	13,099	-23.0
Group homes.....	851	9,824	-9

Source: 1975 Correctional Facility Census.

⁵ National Assessment of Juvenile Corrections, "Juvenile Corrections in the States: Residential Programs and Deinstitutionalization, 1976."

⁶ Subcommittee to Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, hearings of Sept. 27, 28, and Oct. 25, 1977: Implementation of the Juvenile Justice and Delinquency Prevention Act: Deinstitutionalization of Non-Criminal Offenders—Progress and Prospects.

⁷ 1975 Correctional Facility Census.

Large numbers of juveniles are still detained and institutionalized for status offenses. Exact statistics are unavailable, but a recent American Bar Association survey of training schools revealed that 47 percent of the population in female training schools, 18 percent of the population in male training schools, and 40 percent of the population in coed training schools were guilty only of status offenses.⁸ Moreover, it appears status offenders are incarcerated for longer periods than juveniles who have committed criminal acts.

TABLE X.—LEGAL STATUS OF JUVENILES IN PUBLIC DETENTION AND CORRECTIONAL FACILITIES

[Figures based on data for day of June 30, 1974]

	Number of youth held	Percent change from 1974
All juveniles.....	46,980	+5
Adjudicated delinquent ¹	34,107	+8
Adjudicated status offender ²	4,494	-3
Pending disposition by court.....	7,011	-5
Awaiting transfer.....	392	-14
Voluntary commitment.....	516	-24
Adjudicated dependent or neglected.....	451	-9
Other.....	9	

¹ The term delinquent is a legal classification referring to a juvenile who has engaged in conduct which would not be criminal if engaged in by an adult.

² The term status offender is a legal classification referring to a juvenile who has engaged in conduct which would not be criminal if engaged in by an adult.

Source: 1975 Correctional Facility Census.

4. Recidivism rates⁹

Persons under 20 have a higher rearrest rate than any other age group. A study of 78,000 offenders revealed that 74.8 percent of young persons under 20 were rearrested within 4 years after their release. The total rearrest rate for all ages was 66 percent. Those young people released by acquittal, dismissal, mandatory release, pardon, probation, suspended sentence, or fine averaged between 73.1-percent and 76.4-percent rearrest rates. Those persons under 20 who had been incarcerated, however, were the most likely to be rearrested; 85 percent of young persons released by parole were rearrested within 4 years.

5. Runaways¹⁰

Estimates of the numbers of juveniles who ran away from home during 1975 range from 519,500 to 1,134,200. For the last 16 years, the proportion of runaway arrests to all juvenile arrests has remained remarkably constant from which it can be inferred that the runaway youth problem is not a passing phenomenon.

Many runaways do not remain away from home for extended periods of time. In 1975, 4 out of 10 runaways returned home in less than 1 day, and 7 out of 10 returned home in less than 1 week.

⁸ Female Resource Center, American Bar Association, "Little Sisters and the Law" (March 1977).

⁹ Federal Bureau of Investigation, "Uniform Crime Reports: Crime in the United States: 1975" (Aug. 25, 1976).

¹⁰ Office of Youth Development, Office of Human Development, Department of Health, Education, and Welfare, "National Statistical Survey on Runaway Youth," June 1976.

Office of Youth Development, Office of Human Development, Department of Health, Education, and Welfare, "Runaway Youth: Annual Report on Activities Conducted to Implement the Runaway Youth Act," April 1977. (Hereinafter cited as HEW 1977 Runaway Youth Act Report.)

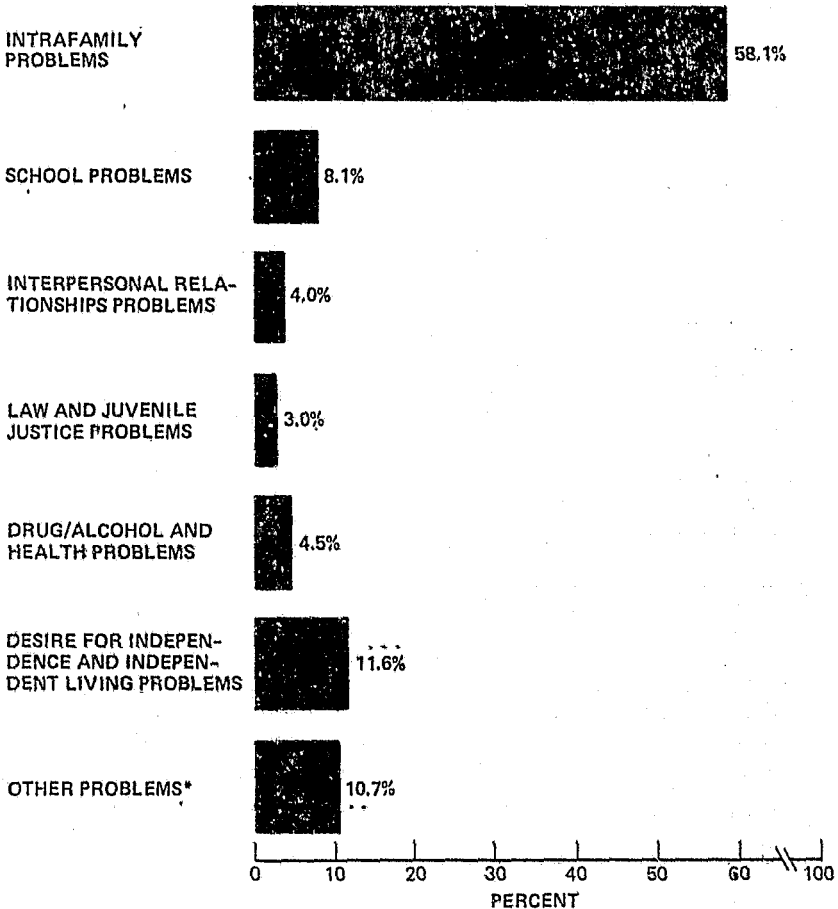
Nevertheless, a significant portion remained away from home for extended periods of time.

Running away does not seem to be related to sex, race, or socio-economic background. In 1975, juveniles 15 to 17 accounted for four out of every five runaway incidents.

TABLE XI

SIGNIFICANT REASONS FOR YOUTH SEEKING SERVICES FROM THE HEW FUNDED RUNAWAY YOUTH PROJECTS AS OF JUNE 30, 1976

REASONS FOR SEEKING SERVICE



*DISSATISFACTION WITH INSTITUTIONS
 PERSONAL CONFUSION
 SEXUAL ABUSE
 EMPLOYMENT

Source: HEW 1976 Runaway Youth Act Report.

Existing studies indicate that family problems are the major cause of runaway behavior encompassing nearly one-half of all runaway cases.

6. School violence and vandalism

In response to Congress' request, the National Institute of Education recently issued a report as to the number of schools affected by crime or violence, the type and seriousness of those crimes, and how school crime can be prevented.¹¹ Approximately 8 percent of all schools (6,700) are seriously affected by crime.

TABLE XII.—LEVEL OF SERIOUSNESS BY LOCATION: ESTIMATED PERCENTAGE AND NUMBER OF SCHOOLS¹

	Serious ²		Nonserious ³		Total	
	Percent	Number	Percent	Number	Percent	Number
Large cities.....	15	899	85	4,949	100	5,848
Small cities.....	11	1,260	89	10,238	100	11,498
Suburban areas.....	8	2,444	92	30,043	100	32,487
Rural areas.....	6	2,110	94	32,537	100	34,647
All areas.....		6,713		77,767		84,480

¹ Percentages and numbers are subject to sampling errors.

² "Serious" here combines the categories "fairly" and "very" serious problems.

³ "Nonserious" combines the categories "no problem," "small problem," and "moderate problem."

Source: HEW school report, costs estimated by principals in principals' questionnaire.

The National Institute of Education study and the Law Enforcement Assistance Administration's National Crime Survey reveal that the risks of violence are greater in school than elsewhere. Teenage youth spend approximately 25 percent of their waking hours in school, yet 40 percent of the robberies and 36 percent of the assaults on urban teenagers occurred in schools. The risks are especially high for youths aged 12 to 15; 68 percent of the robberies and 50 percent of the assaults on urban teenagers occurred at school, whereas only 17 percent of the violent offenses against urban youths in the same age group occurred in the streets.

The extent of the problem both in terms of personal violence and vandalism makes this an issue to be reckoned with. About 2.4 million secondary school students (11 percent) and 120,000 teachers (12 percent) have something stolen from them in a typical month. About 282,000 (1.3 percent) of the students and 5,200 teachers reported being attacked in a month. Although relatively few students are injured seriously enough to need medical attention, about 1,000 of the teachers did require such attention for their injuries. In addition, over 25 percent of all schools are subject to vandalism.

¹¹ National Institute of Education, U.S. Department of Health, Education, and Welfare, "Violent Schools—Safe Schools" (November 1977). This study was based on a mail survey of over 4,000 schools, an on-site survey of 642 schools and case studies of 10 schools. Principals, teachers, and students participated in the study (hereinafter cited as HEW School Report).

TABLE XIII.—PERCENTAGE OF EACH TYPE OF OFFENSE, BY TYPE OF OFFENDER

	Sample n ¹	Current student	Nonstudent
Offenses against the school:			
Trespassing.....	785	17	83
Breaking and entering.....	87	56	44
Theft of school property.....	255	74	26
Property destruction.....	666	83	17
False alarm.....	84	90	10
Fire setting.....	67	90	10
Bomb offenses.....	69	83	17
Disruptive behavior.....	586	83	17
Offenses against persons:			
Personal theft.....	646	85	15
Fights.....	2,118	98	2
Attacks.....	1,746	91	9
Robbery.....	161	82	18
Weapons possession.....	192	92	8
Group conflict.....	64	87	13
Victimless:			
Drug sale, use.....	651	95	5
Alcohol use.....	245	92	8

¹ Includes only those offenses for which information about offenders was available.

Source: HEW school report, costs estimated by principals in the principals' report sheets.

This problem is further manifested by the cost of offenses against schools. The average cost of an act of vandalism is \$81. Ten percent of the schools are burglarized, at an average cost per burglary of \$183. The annual cost of school crime is estimated to be around \$200 million.

TABLE XIV.—COST OF OFFENSES RECORDED BY PRINCIPALS

(In dollars)

	Total		Reported to police		Not reported to police	
	Mean ¹	Median ²	Mean	Median	Mean	Median
Theft of school property.....	150	40	229	90	69	15
Breaking and entering.....	183	40	219	70	98	8
Property destruction.....	81	20	193	69	39	15
Fire setting.....	85	39	273	2	31	31
Bomb offenses.....	16	1	11	1	24	31
Personal theft.....	101	14	327	50	26	10
Robbery.....	6	35	13	1	3	31

¹ The mean is the average cost per incident.

² The median represents the cost figure that half the cases fall below and half above.

Source: HEW School Reports, costs estimated by principals in the principals' report sheets.

7. Youth unemployment

There is a definite association between youth unemployment and juvenile delinquency.¹² Some young people who cannot find satisfactory jobs may turn to delinquency and crime.

The Nation's persistent problem of unemployment has hit teenagers particularly hard. According to Bureau of Labor Statistics, more than one of six teenagers in the labor market today does not have a job.

¹² See National Advisory Commission on Criminal Justice Standards and Goals (1973).

TABLE XV.—UNEMPLOYMENT RATES, NOVEMBER 1977

	Total	Males	Females
Teenagers, age 16 to 19.....	17.9	16.5	17.9
Adults, 20 and older.....	5.8	4.9	7.1
All ages.....	6.9	5.9	8.2

Source: U.S. Department of Labor, Bureau of Labor Statistics, "Employment and Earnings," November 1977 (hereinafter cited as November 1977 Bureau of Labor Statistics).

TABLE XVI.—POPULATION UNEMPLOYED, NOVEMBER 1977

	Percent of working age population	Percent of unemployed population
Teenagers, age 16 to 19.....	10.5	23.8
Adults, age 20 and older.....	85.5	76.2

Source: U.S. Department of Labor, Bureau of Labor Statistics, "Current Population Survey," November 1977.

Youth unemployment has had its greatest impact upon black youths and other youths of minority race. The fact that minority youths have great difficulty in finding satisfactory jobs is partially related to their concentration in inner cities where there is a dwindling pool of semi-skilled jobs and few employment opportunities except in menial service occupations. Racial discrimination is another major barrier to success in the labor market for nonwhite youths.

TABLE XVII.—UNEMPLOYMENT RATES BY RACE, NOVEMBER 1977

	Black and other racial minorities	Whites
Teenagers, age 16 to 19.....	39.0	14.5
Adults, age 20 and older.....	11.4	5.2

Source: November 1977 Bureau of Labor Statistics.

B. DRUG LAW ENFORCEMENT DATA

1. Drug arrests

Although Drug Enforcement Administration's Federal domestic arrests have decreased in 1976 over 1975, arrests of major producers and distributors of illicit drugs have increased. This reflects the re-focusing of emphasis by DEA toward the upper-level violator.

TABLE XVIII.—ENFORCEMENT ACTIVITY, DEA FEDERAL ARRESTS AND DEFENDANT DISPOSITIONS

	Calendar year—			
	1973	1974	1975	1976
Arrest total.....	5,698	6,782	7,404	6,200
Heroin.....	2,077	1,963	2,800	2,942
Cocaine.....	1,590	1,814	2,082	1,335
Other narcotics.....	46	17	33	15
Cannabis.....	1,161	1,588	1,292	906
Hallucinogens.....	324	478	420	332
Depressants.....	58	116	123	130
Stimulants.....	360	769	615	515
Other.....	82	37	39	25
Convictions: ¹				
Federal.....	3,102	2,583	3,107	5,467
State.....	495	220	404	1,086
Acquittals:				
Federal.....	142	108	154	225
State.....	11	9	13	50
Dismissals:				
Federal.....	441	409	524	724
State.....	119	41	62	198

¹ It should be noted that the large increase in convictions in 1976 is attributable mainly to an increased effort on the part of the regions to update the automated data base rather than greatly increased judicial activity.

Source: Drug Enforcement Administration, U.S. Department of Justice, "Statistical Report," 1977 (hereinafter referred to as 1977 DEA Statistical Report).

A decrease in DEA-initiated task force arrests, first noted in 1975, has continued in 1976. This is consistent with DEA's deemphasis of the task force program and had been anticipated.

TABLE XIX.—ENFORCEMENT ACTIVITY, DEA INITIATED TASK FORCE ARRESTS AND DEFENDANT DISPOSITION

	Calendar year—		
	1974	1975	1976
Arrest total.....	4,936	4,788	2,923
Heroin.....	1,887	1,851	1,230
Cocaine.....	990	1,094	670
Other narcotics.....	13	23	20
Cannabis.....	1,160	948	506
Hallucinogens.....	268	308	109
Depressants.....	74	112	57
Stimulants.....	524	414	317
Others.....	20	38	14
Convictions:			
Federal.....	786	1,170	927
State.....	769	1,712	1,402
Acquittals:			
Federal.....	38	61	31
State.....	27	54	52
Dismissals:			
Federal.....	121	159	133
State.....	219	404	313

Source: 1977 DEA Statistical Report.

Arrests made on a cooperative basis by DEA, State, and local authorities have also declined since 1975. Such arrests represent those violators detained as a result of a State or local investigation of drug law violation in which DEA assistance was requested.

State and local drug law arrest data are submitted voluntarily by State and local jurisdictions and differ from data collected by DEA as to the aforementioned cooperative arrests in that they reflect efforts by the State and local law enforcement agencies alone *and* in cooperative activity with DEA. The data for 1975 showed an increase in the absolute number of arrests by State and local law enforcement agencies, but a decrease in the arrest rate for 100,000 population. Arrests for dangerous drugs rose by over 30 percent.

TABLE XX.—ENFORCEMENT ACTIVITY—STATE AND LOCAL DRUG LAW ARRESTS

	Calendar year—				
	1971	1972	1973	1974	1975
Total.....	400,606	431,608	484,242	454,948	508,189
Heroin/cocaine.....	114,573	92,364	67,794	71,882	66,573
Marihuana.....	183,878	239,111	323,958	315,734	351,667
Dangerous drugs.....	102,155	100,133	92,490	67,332	89,949
Arrest rate per 100,000 population.....	257.7	269.1	312.4	339.3	283.6

Source: 1977 DEA Statistical Report.

2. Drug usage trends¹³

A. *Heroin trends.*—There is a continuing trend toward decreasing levels of heroin abuse as measured by reported deaths and injuries in 21 metropolitan areas. Heroin-related deaths reported by medical examiners and heroin emergency room admissions are currently at the lowest reported levels since 1973.

At the national level, the significant and sustained decline in heroin-related deaths and injuries corroborates a trend in decreasing heroin availability. Heroin purity continues to decline while retail prices increase.

B. *Cocaine trends.*—Cocaine abuse remains widespread in most sections of the United States and retains its appeal to a widely diverse abuser population. There is evidence, however, that this appeal may be abating among younger, experimental drug users.

Cocaine availability, as measured by retail purity, has shown little change in the last 3 years, although prices have risen gradually. All available evidence suggests that illicit suppliers of cocaine remain capable of meeting foreseeable increases in demand.

C. *Stimulant trends.*—Stimulant abuse, as measured by injuries, showed an increase in the second quarter of 1977. While it is premature to label this increase as a trend, it is noteworthy that the level of injuries in the April-June 1977 timeframe is the highest on record. It is suggested that this increase may be due in part to an increase in stimulant use among heroin addicts who substitute other drugs for heroin during periods of shortage.

¹³ Drug Enforcement Administration, U.S. Department of Justice, "Performance Measurement System," June 1977.

D. Depressant trends.—The overall depressant situation has stabilized during the last 2 years. Abuse of barbiturates has gradually declined while abuse of other hypnotic and sedative drugs has gradually increased.

The decline in depressant-related deaths may not give a completely accurate picture of abuse trends. Due to rescheduling by DEA, many of the more toxic, short-acting barbiturates were brought under stringent control. As a consequence of these controls, there has been a shift toward the use of less toxic sedatives which, although less likely to cause fatal episodes, can still produce adverse side effects.

Over the last year, barbiturate prices have shown a gradual rising trend suggesting a reduction in the availability of these depressants. Availability of nonbarbiturate depressant substances has not declined.

E. Hallucinogen trends.—Hallucinogen abuse, as measured by deaths and injuries, continues to be widespread. Injuries are well above 1975 and 1976 levels. Increases in hallucinogen abuse are almost entirely related to an upsurge in the use of phencyclidine (PCP). Although PCP is marketed legitimately as a veterinary tranquilizer, most of the illicit supply is clandestinely manufactured under questionable conditions, a fact which contributes to its toxicity. During the last reported quarter, over 50 percent of all hallucinogen injuries involved PCP.

Available data indicates that the manufacture and distribution of PCP continues to be widespread, although availability is greatest in Washington, New York, Los Angeles, and Detroit areas. Seizures of PCP labs indicate illicit manufacture of the drug in most geographic areas of the United States. The distribution of other hallucinogens remains widely scattered. At present, LSD is not often encountered in the illicit market.

F. Marihuana trends.—As of 1977, the act of simple possession of specified small amounts of marihuana is now either a misdemeanor or a civil offense, at least for the first-time offender in all States but Arizona and Nevada.

TABLE XXI.—SUMMARY CHART—MARIHUANA DECRIMINALIZATION LAWS

State	Maximum fine imposed	Maximum amount possessed	Classification of offense	Effective date
Oregon.....	\$100	1 oz.....	Civil.....	Oct. 5, 1973.
Alaska.....	100	Any amount in private for personal use or 1 oz in public.	Civil.....	Sept. 2, 1975.
Maine.....	200	Any amount ² for personal use.	Civil.....	Mar. 1, 1976.
Colorado.....	100	1 oz.....	Class. 2 petty offense—no criminal record.	July 1, 1975.
California.....	100	1 oz.....	Misdemeanor—no permanent criminal record.	Jan. 1, 1976.
Ohio.....	100	100 g (approximately 3½ oz).	Minor misdemeanor—no criminal record.	Nov. 22, 1975.
Minnesota.....	100	1½ oz.....	Civil.....	Apr. 10, 1976.
Mississippi.....	250	1 oz.....	Civil.....	July 1, 1977.
North Carolina.....	100	1 oz.....	Minor misdemeanor.	July 1, 1977.
New York.....	100	25 g (approximately ¾ oz).	Violation—no criminal record.	July 25, 1977.

¹ The Supreme Court of Alaska ruled in 1975 that the constitutional Right of Privacy protects the possession of marihuana for personal use in the home by adults. This decision invalidates the \$100 fine for simple possession in the home.

² There is a rebuttable presumption that possession of less than 1½ oz is for personal use and possession of more than 1½ oz is with an intent to distribute.

Note: Distribution of marihuana by gift, or for no remuneration, is treated the same as simple possession in 4 States: California, Colorado, Minnesota, and Ohio (for up to 20 g). Only 1 State, Mississippi, has a mandatory minimum fine—\$100 for 1st offense and \$250 for 2d offense within a 2-yr period—but State Judges can suspend payment of these fines. In 4 States—Minnesota, Mississippi, New York, and North Carolina—subsequent offenses are subject to increased penalties.

Source: National Organization for the Reform of Marihuana Laws, "The Marihuana Issue" (1977).

A survey of over 3,500 people sponsored by the National Institute on Drug Abuse revealed that among youth, ages 12-17, more than one in five (22.4 percent) reported having used marihuana and that more than half of these (12.3 percent) reported current use. Although the proportion of 12-17-year-olds ever having used the drug had not increased during the 12 months since the previous survey (1974), the prevalent figure of 21.3 percent among adults showed an increase of 2.3 percent.

Arrest data at the Federal level reveals a decrease in total marihuana arrests from 1975 to 1976. However, State and local marihuana arrests increased over the same period.

TABLE XXII

Year	Total marihuana arrests	Percent change over prior year	Percent of total drug arrests for marihuana	Total drug arrests
TOTAL DEA FEDERAL MARIHUANA ARRESTS ¹				
1973	1,161			5,698
1974	1,588	+36.8	20.4	6,782
1975	1,292	-18.6	23.4	7,404
1976	906	-29.9	14.6	6,200
Total	4,947			26,084
TOTAL MARIHUANA ARRESTS NATIONALLY ²				
1970	188,682		45.4	415,600
1971	225,828	19	45.9	492,000
1972	292,179	29	55.4	527,400
1973	420,700	43	66.9	628,900
1974	445,600	6	69.4	642,100
1975	416,100	-9	69.2	601,400
1976	441,100	6	72.4	609,400
Total	2,430,189			3,916,800

¹ Source: 1977 DEA Statistical Report.

² Source: FBI Uniform Crime Reports, 1970-76.

C. FIREARMS AND HANDGUNS DATA

1. Law enforcement officers killed ¹⁴

A 5-year record reveals that in 1971, 129 police officers were killed—94 with handguns. In 1972, 116 police officers were killed—74 with handguns. In 1973, 134 police officers were killed—86 with handguns. In 1974, 132 police officers were killed—95 with handguns. In 1975, 129 police officers were killed—93 with handguns. In 1976, 111 police officers were killed—66 with handguns.

During 1976, 85 percent of the law enforcement officers killed were slain by firearms.

During the period 1966-76, firearms were used by felons to commit 94.6 percent of the police killings; 70.7 percent of the weapons used were handguns. Of the 1,019 officers killed, 961 were slain with handguns.

2. Firearms and homicides¹⁵

In 1976, there were an estimated 18,780 murders in the United States. Firearms were used in 64 percent of all murders and 49 percent were committed with handguns involving 9,202 victims.

Since 1966, use of firearms to commit murder has increased 82 percent. (In 1966, 6,570 murders were committed with firearms as compared to 11,982 in 1976.)

In 1976, of all persons arrested for murder, 1,302, or 9.2 percent, were under 18 years of age, and 6,013, or 42.6 percent, were under 25 years of age.

During the period 1967-76, there was an 82.1 percent increase in the number of persons arrested for murder (437 in 1977 as compared to 794 in 1976).

3. Firearms, armed robbery and assaults¹⁶

Approximately 179,430, or 42.7 percent, of all armed robberies in 1976 were committed with the use of a firearm. Since 1967, armed robbery with the use of a firearm has increased 41 percent.

Over 490,850, or 23 percent, of serious assaults in 1976 were committed with the use of a firearm. Since 1967, the use of firearms to commit assaults has increased 112 percent. Since 1972, arrests of persons under 18 years of age for this offense have increased 42 percent.

VIII. INFORMATION RELATED TO FEDERAL EXPENDITURES UNDER THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974 AND THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968

TABLE I.—*Juvenile Justice and Delinquency Prevention Act of 1974 appropriation history*

Fiscal year:	Amount
1975-----	\$25,000,000
1976-----	40,000,000
Transition quarter-----	10,000,000
1977-----	75,000,000
1978-----	100,000,000

TABLE II.—*Runaway Youth Act (Title III, Juvenile Justice and Delinquency Prevention Act of 1974) appropriation history*

Fiscal year:	Amount
1975-----	\$5,000,000
1976-----	7,000,000
Transition quarter-----	1,750,000
1977-----	8,000,000
1978-----	11,000,000

¹⁵ Uniform Crime Reports for the United States, 1976, Federal Bureau of Investigation, U.S. Department of Justice, Sept. 28, 1977 (hereinafter cited as 1976 Uniform Crime Reports).

¹⁶ *Ibid.*

¹⁷ *Ibid.*

TABLE III.—DISTRIBUTION OF CRIME CONTROL ACT (PTS. B, C, AND E) AND J.J. & D.P. FORMULA GRANT FUNDS FOR FISCAL YEAR 1978 BY STATE

[In thousands of dollars]

State	Pt. B	Pt. C	Pt. E	J.J. & D.P.
Alabama	852	4,240	499	1,098
Alaska	311	428	50	225
Arizona	618	2,594	305	692
Arkansas	601	2,475	291	623
California	3,778	24,864	2,925	5,929
Colorado	673	2,980	351	748
Connecticut	766	3,636	428	863
Delaware	346	679	80	225
Florida	1,628	9,708	1,142	2,184
Georgia	1,071	5,784	680	1,524
Hawaii	394	1,018	120	264
Idaho	385	954	112	260
Illinois	2,113	13,133	1,545	3,262
Indiana	1,134	6,232	733	1,598
Iowa	726	3,356	395	834
Kansas	629	2,674	315	(631)
Kentucky	814	3,973	467	1,009
Louisiana	883	4,464	525	1,230
Maine	426	1,241	146	314
Maryland	936	4,835	569	1,202
Massachusetts	1,218	6,819	802	1,617
Michigan	1,766	10,686	1,257	2,813
Minnesota	903	4,599	541	1,179
Mississippi	640	2,746	323	773
Missouri	1,043	5,591	658	1,345
Montana	374	875	103	229
Nebraska	507	1,811	213	(449)
Nevada	348	692	81	(225)
New Hampshire	385	952	112	241
New Jersey	1,470	8,601	1,012	2,069
New Mexico	440	1,342	158	383
New York	3,258	21,202	2,494	4,988
North Carolina	1,156	6,382	751	1,602
North Dakota	356	747	88	(225)
Ohio	2,037	12,591	1,481	3,180
Oklahoma	702	3,184	375	(762)
Oregon	630	2,679	315	637
Pennsylvania	2,224	13,911	1,637	3,237
Rhode Island	405	1,092	129	256
South Carolina	719	3,303	389	(882)
South Dakota	363	799	94	(225)
Tennessee	944	4,895	576	1,209
Texas	2,287	14,353	1,689	3,749
Utah	450	1,411	166	(421)
Vermont	329	554	65	225
Virginia	1,079	5,842	687	1,437
Washington	842	4,174	491	1,013
West Virginia	549	2,110	248	(512)
Wisconsin	1,014	5,383	633	1,376
Wyoming	313	441	52	(225)
District of Columbia	368	835	98	225
American Samoa	255	33	4	56
Guam	267	117	14	56
Puerto Rico	741	3,461	407	1,101
Trust territory	270	139	16	56
Virgin Islands	264	97	12	56
Total	50,000	253,717	29,849	63,750

Note: Figures in parentheses indicate that as of December 1977, the State has chosen not to participate in the J.J. & D.P. program and has not received its allotted funds.

IX. SUBCOMMITTEE PUBLICATIONS

From the 92d Congress to Present

DRUG HEARINGS AND REPORTS

- The Global Connection: Heroin Entrepreneurs, Narcotic Sentencing and Seizure Act of 1976 (S. 3411 and S. 3645), Volume I and Supplement, July 28 and August 5, 1976.¹
- IRS: Taxing the Heroin Barons, Narcotic Sentencing and Seizure Act of 1976 (S. 3411 and S. 3645), Volume II, July 28 and August 5, 1976.¹
- Drugs in Institutions, The Abuse and Misuse of Controlled Drugs in Institutions:
- Volume I—Interstate Placement and Traffic in Children and Their Drugging, July 31 and August 18, 1975.¹
 - Volume II—The Improper Drugging of Mentally Ill and Mentally Handicapped Persons, July 31 and August 18, 1975.¹
 - Volume III—Formerly Institutionalized Persons and Physicians; Mental Health, Mentally Handicapped and Criminal, Juvenile Justice Systems, July 31 and August 18, 1975.¹
- Marijuana Decriminalization: S. 1450 Which Amends Certain Provisions of the Controlled Substances Act Relating to Marijuana, Volume I and Supplements I and II, May 14, 1975.¹
- Poppy Politics, Cultivation, Use, Abuse and Control of Opium, Volumes I and II, March 4, 5, and 26, 1975.¹
- Drug Abuse: The Pharmacist, The Comprehensive Drug Abuse Prevention and Control Act of 1970 (Public Law 91-513) and Its Relationship to the Pharmacist, March 28, 1974.¹
- Psychotropic Substances Act of 1973, February 25, 1974.¹
- Proper and Improper Use of Drugs by Athletes, June 18 and July 12 and 13, 1973.
- Methaqualone (Quaalude, Sopor) Traffic, Abuse and Regulation, March 28, 29 and April 6, 1973.
- Methadone Use and Abuse: 1972-73, November 14, 16, 1972; February 8, 13, 14 and April 5, 1973.²
- Barbiturate Abuse: 1971-72; December 15, 16, 1971; May 2, 3, 17 and June 12, 13, 1972.
- Diet Pill (Amphetamines) Traffic, Abuse and Regulation, February 7, 1972.²
- Amphetamine Legislation 1971, July 15 and 16, 1971.
- Report, Methadone Diversion Control Act of 1973, June 4, 1973.
- Report, Barbiturate Abuse in the United States, December 1972.
- Report, Drug Abuse in the Military, December 1971.²

JUVENILE DELINQUENCY HEARINGS AND REPORTS

- Implementation of The Juvenile Justice Delinquency and Prevention Act: Deinstitutionalization of Non-Criminal Offenders—Progress and Prospects, September 27, 28 and October 25, 1977.
- Iowa: Juvenile Justice and Treatment of Non-Criminal Offenders Under Public Law 93-415, June 15, 1977.
- Reauthorization of The Juvenile Justice and Delinquency Prevention Act, April 27, 1977.
- Maryland: Juvenile Justice, Implementation of The Juvenile Justice and Delinquency Prevention Act (Public Law 93-415) in Maryland 1976, June 22 and 24, 1976.¹
- Ford Administration Stifles Juvenile Justice Program: Part II—1976, Oversight and Reauthorization of The Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415 and S. 2212/Public Law 94-503) May 20, 1976.¹
- Ford Administration Stifles Juvenile Justice Program, Assessment of Implementation of the Juvenile Justice and Delinquency Prevention Act of 1974, (Public Law 93-415), S. 821, September 7, 1974, April 29, 1975.¹
- Nomination of Milton L. Luger Pursuant to Public Law 93-415, The Juvenile Justice and Delinquency Prevention Act of 1974, October 30, 1975.²
- The Juvenile Justice and Delinquency Prevention Act, S. 3148 and S. 821, May 15-16 and June 27-28, 1972; February 22, March 26-27 and June 26-27, 1973.²
- Juvenile Delinquency Prevention and Control Act Amendments of 1972, June 15, 1972.
- S. 3148, S. 3443, S. 3521 and S. 3555, Legislative Proposals to Extend or Terminate the Juvenile Delinquency Prevention and Control Act of 1968, April 20, 1972.²
- S. 1428, To Establish an Institute for Continuing Studies of Juvenile Justice, January 24-25, 1972.²
- Juvenile Delinquency Prevention and Control Act Amendments, June 17, 1971.
- The Juvenile Delinquency Amendments of 1971, May 26, 1971.²
- The Role of the Federal Government in the Area of Juvenile Delinquency, March 31 and April 1, 1971.
- Report, The Juvenile Justice Amendments of 1977, S. 1021, May 14, 1977.
- Report, The Juvenile Justice and Delinquency Prevention Act of 1974, S. 821, March 1974 and July 16, 1974.
- Report, The Juvenile Delinquency Prevention Act, July 27, 1972.²
- Report, Legislative Oversight Hearings on Federal Juvenile Delinquency Programs, December 1971.¹

JUVENILE INSTITUTIONS HEARINGS

The Detention and Jailing of Juveniles, September 10, 11 and 17, 1973.¹
 Juvenile Confinement Institutions and Correctional Systems, May 3, 4, 5, 17 and 18, 1971.

RUNAWAY YOUTH HEARING AND REPORT

Runaway Youth Act, January 13 and 14, 1972.
 Report, Runaway Youth, July 27, 1972 and June 4, 1973.²

EXPLOITATION OF CHILDREN HEARING AND REPORT

Protection of Children Against Sexual Exploitation, May 27 and June 16, 1977.
 Report, Protection of Children Against Sexual Exploitation Act of 1977, September 16, 1977.

SCHOOL VIOLENCE AND VANDALISM HEARINGS AND REPORTS

Challenge for the Third Century: Education in a Safe Environment, Final Report on the Nature and Prevention of School Violence and Vandalism, February 1977.
 School Violence and Vandalism: Models and Strategies for Change, September 17, 1975.
 Nature, Extent and Cost of Violence and Vandalism in Our Nation's Schools, April 16 and June 17, 1975.
 Report, Preliminary, Our Nation's Schools—A Report Card: "A" in School Violence and Vandalism, April 1975.

FIREARMS HEARINGS AND REPORTS

Handgun Crime Control—1975-76, Oversight of the 1968 Gun Control Act—The Escalating Rate of Handgun Violence, Volume I and II, April 23, July 22 and October 28, 1975.¹
 Black Powder (S. 1083), June 1973.
 Saturday Night Special Handguns, S. 2507, September 13-14, October 5 and 27 and November 1, 1971.
 Firearms Legislation, S. 100, S. 849, S. 977, S. 2433 and S. 2667, July 1969.²
 Report, S. 1083 (S. Rept. 93-274), June 1973.²
 Report, S. 2507 (S. Rept. 92-1004), July 1972.

ANNUAL REPORTS

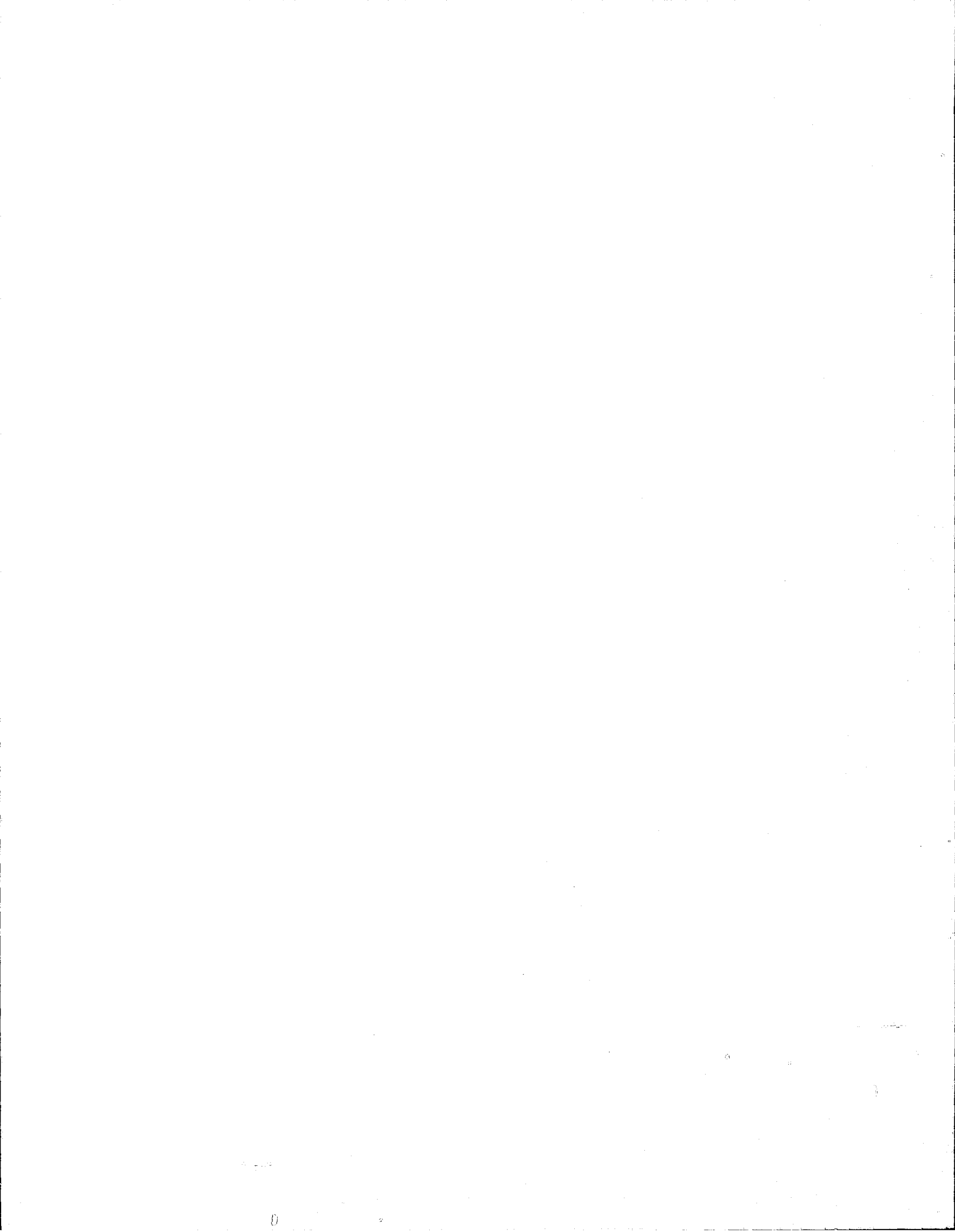
Annual Reports of the Subcommittee to Investigate Juvenile Delinquency, Committee on the Judiciary, 1968 through 1977.

¹ Also for sale by the Superintendent of Documents, U.S. Government Printing Office.
² Hearings and/or report out of print.

X. SUMMARY OF ACTIVITIES

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