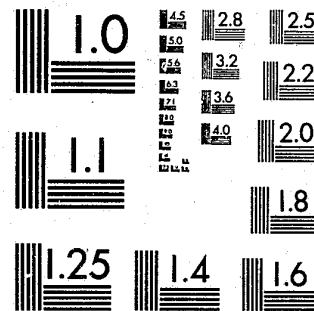


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# JUVENILE JUSTICE SYSTEM ACHIEVEMENTS, PROBLEMS, AND OPPORTUNITIES

BY  
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SUBMITTED TO THE  
U.S. OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION  
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## FOREWORD

The National Institute for Juvenile Justice and Delinquency Prevention established an Assessment Center Program in 1976 to partially fulfill the mandate of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, to collect and synthesize knowledge and information from available literature on all aspects of juvenile delinquency.

This report describes the state-of-the-art of the juvenile justice system.

The assessment efforts are not designed to be complete statements in a particular area. Rather, they are intended to reflect the state-of-knowledge at a particular time, including gaps in available information or understanding. Each successive assessment report then may provide more general insight on a cumulative basis when compared to other reports.

Due to differences in definitions and the lack of a readily available body of information, the assessment efforts have been difficult. In spite of such complexity, the persons who participated in the preparation of this report are to be commended for their contribution to the body of knowledge.

James C. Howell, Director  
National Institute for Juvenile Justice and Delinquency Prevention

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The designer and writer of this report is Charles P. Smith. Assistance in data collection and analysis was provided by T. Edwin Black, David J. Berkman, and Paul S. Alexander. Research assistance was provided by Teresa Rooney.

Administrative editing and production were done by Paula L. Emison, with the assistance of Colleen Cousins. Graphic arts are by Tom Yamane.

## PREFACE

As part of the Assessment Center Program of the National Institute for Juvenile Justice and Delinquency Prevention, topical centers were established to assess delinquency prevention (University of Washington), the juvenile justice system (American Justice Institute), and alternatives to the juvenile justice system (University of Chicago). In addition, a fourth assessment center was established at the National Council on Crime and Delinquency to integrate the work of the three topical centers.

This report, "Juvenile Justice System Achievements, Problems and Opportunities," has been developed by the American Justice Institute.

Other work of the American Justice Institute as part of the National Juvenile Justice System Assessment Center includes reports on the status offender, child abuse and neglect, classification and disposition of juveniles, the less-serious juvenile offender, serious juvenile offenders, legal advocacy, 24-hour intake, job opportunities for delinquents, the numbers and characteristics of juvenile offenders, special problems of juveniles, sexual abuse and exploitation of juveniles, and comparative costs of juvenile offenses and processing.

In spite of the limitations of these reports, each should be viewed as an appropriate beginning in the establishment of a better framework and baseline of information for understanding and action by policymakers, operational personnel, researchers, and the public on how the juvenile justice system can contribute to desired child development and control.

Charles P. Smith, Director  
National Juvenile Justice System Assessment Center

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## I. INTRODUCTION

This paper is a preliminary summary of achievements, problems, and opportunities of the juvenile justice system in the United States as identified in the work of the National Juvenile Justice System Assessment Center of the American Justice Institute through January 1980.

The report was prepared for the U.S. Office of Juvenile Justice and Delinquency Prevention (OJJDP) to use in program development and interaction with policymakers in the executive, legislative, and judicial branches of Federal, State, or local government and in the private sector.

The paper was developed through analysis of relevant sections of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, review of all reports developed by the System Assessment Center to date, review of other appropriate statistics and materials, and discussions with policymakers, operational personnel, and researchers.

The report discusses the juvenile justice system in the United States in relation to key elements such as:

- social context
- jurisdiction of the court
- organizational structure
- method and criteria for processing individuals
- nature of incidents and individuals handled
- executive, legislative, and judicial trends
- special problems
- treatment programs
- economic implications
- evaluation techniques.

The paper also identifies significant information gaps, issues, and recommendations for research or action.

## II. SOCIAL CONTEXT OF THE JUVENILE JUSTICE SYSTEM IN THE UNITED STATES

In order to understand why and how the juvenile justice system functions as it does in the United States, it is important to consider the social context in which the system operates.

A basic factor is the separation of powers among various branches, levels, and units of government. In addition, the responsibility for the disposition of most social problems is delegated to individual States by the U.S. Constitution.

There is also a high premium placed on human life, individual freedom, equality of opportunity, and pragmatism. The country is heavily industrialized, automated, and urbanized. Communications are rapid and comprehensive. Science is an accepted process and a vast amount of knowledge is available. Educational levels are high and adequate economic resources are available to most people. Disease and pestilence are limited. As a result of a high post-World War II birthrate, there has been a substantial growth in the youth population that is just reaching its peak (15, pp. 26-264).

Further, there is substantial disagreement over the criteria, causes, and treatment for socially unacceptable behavior. Finally, there are limited resources available to apply to any problem identified.

This section of the report will briefly describe the relationship of child, parent, and State; the interaction of the juvenile justice system with other child development and protective systems; and basic definitions.

### JUVENILE JUSTICE DEVELOPMENTS AND THEIR IMPACT ON CHILD, PARENT, AND STATE RELATIONSHIPS

During colonial times, the family was recognized as the primary force in instilling social values in children who were viewed essentially as personal property of their parents. With the evolution of the United States into an industrialized society, ever-increasing pressures on family structures reduced the capacity of the family to act as a stable socializing force. The government, seeking to protect the interests of society as a whole, attempted to fill this gap by assuming the role of surrogate parent through the juvenile court.

At the present time, however, there seems to be an awareness that the family must serve as the primary socializing agent and that societal institutions, regardless of their level of sophistication, will never be able to adequately supplant this role. In addition, major emphasis is being placed upon the protection of the legal rights of children and their guardians (21, pp. xi-xii). A summary of the major periods in the relationship of the child, parent, and State is contained in Table B-1, Appendix B, p. 73.

## REFORMS CALLED FOR BY THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974 (AS AMENDED)

The Federal Juvenile Justice and Delinquency Act of 1974 (as amended) calls for a number of major reforms of the juvenile justice system in the United States; including the following:

- divert juveniles from the traditional juvenile justice system (33, pp. 2, 18)
- provide community-based alternatives to secure detention and correctional institutions where possible (33, pp. 2, 14, 15, 16, 18)
- separate juveniles from adults in detention or correctional facilities (33, p. 16)
- encourage a diversity of community-based alternatives within the juvenile justice system (33, pp. 14, 15)
- improve the quality of juvenile justice (33, p. 2)
- increase capacity for effective juvenile justice and delinquency prevention and rehabilitation programs (33, pp. 2, 18)
- develop and adopt national standards for the administration of juvenile justice (33, pp. 2, 14)
- establish community-based programs to strengthen the family unit so juveniles may be retained in the home (33, p. 15)
- provide employment for delinquents (33, pp. 15, 18)
- establish advocacy programs for improving services and protecting the rights of youths impacted by the juvenile justice system (33, pp. 15, 16, 18)
- expand use of paraprofessionals and volunteers (33, p. 15)
- promote effective prevention and treatment of family violence and sexual abuse (33, p. 23)
- provide equitable assistance to disadvantaged youth, including females, minority youth, mentally retarded, and emotionally or physically handicapped youth (33, pp. 16, 23)
- provide for appropriate privacy of records (33, p. 16)
- encourage development of innovative juvenile delinquency programs (33, pp. 18, 23)
- provide for evaluation of the effectiveness of juvenile delinquency programs (33, p. 23).

INTERDEPENDENCE OF THE JUVENILE JUSTICE SYSTEM WITH OTHER CHILD DEVELOPMENT  
AND PROTECTION SYSTEMS OR REQUIREMENTS

Child development and protection systems or requirements in the United States include the following areas (not necessarily in priority order):

- health, mental, and nutritional services
- religion
- education
- welfare
- housing and clothing
- recreation and the arts
- employment
- transportation
- natural resources
- communications
- national security
- civil and criminal justice

The juvenile justice system must share its responsibilities and resources with each of these separate, yet potentially compatible, systems or requirements.

BASIC DEFINITIONS

At the present time, there are disagreements over definitions of basic terms such as juvenile, juvenile delinquency, juvenile justice system, and juvenile offender. Thus, for the purposes of this paper, the following definitions will be used:

- Juvenile: A person who is not yet 18; or, for the purposes of proceedings and disposition of such a person for an act of juvenile delinquency committed prior to their eighteenth birthday, a person not yet 21 (17, p. 10).
- Juvenile Delinquency: A violation of a law of the United States or its several States committed by a person not yet 18, which would have been a crime if committed by an adult and which is liable to disposition through the juvenile justice system (17, p. 10).
- Juvenile Justice System: The organization of interacting and interdependent statutory police, court, and correctional agencies who have jurisdiction over juveniles for an act of juvenile delinquency (17, p. 10).
- Juvenile Offender: A juvenile who is adjudicated by the juvenile justice system to have committed an act of juvenile delinquency (17, p. 10).
- Juvenile Status Offender: Any juvenile who is adjudicated to have committed an act that would not be a crime if committed by an adult, and includes any juvenile who is adjudicated to have violated a court order, whether during a period of community supervision or institutionalization, which was based upon an offense that would not have been a crime if committed by an adult (20, p. 1).

- Juvenile Delinquency Program: Any program as actively related to juvenile delinquency prevention, control, diversion, treatment, rehabilitation, planning, education, training or research (33, p. 3).

It is recognized that the above definitions do not include the handling of persons who are victims of child abuse, neglect, and dependency. Where required by limitations of data and statute, other definitions are used in the paper.

### III. JURISDICTION OF THE COURT OVER JUVENILES

Jurisdiction of the juvenile court over juveniles among the 52 relevant jurisdictions\* is characterized by a lack of consistency and clarity. For example:

- Minimum jurisdictional age (as of 1974) varied from no age specified to a common law presumption of seven, a minimum of seven, or a minimum of 10 (18, p. 103).
- Maximum age of original jurisdiction (as of 1978) varied from the sixteenth to the eighteenth birthday (18, p. 101).
- Time at which jurisdiction attaches (as of 1974) varied between "date of offense" to "date of detention for the offense" (18, p. 107).
- Duration of jurisdiction (as of 1978) varies from the eighteenth birthday to the twenty-third birthday (18, p. 109).
- Exclusive jurisdiction (as of 1978) of the juvenile court is not granted over juveniles in all jurisdictions (18, p. 113).
- Some offenses are excluded (as of 1978) in some States from the original jurisdiction of the juvenile court (18, p. 117).
- Procedures for waiver or transfer among juvenile or criminal court (as of 1978) vary among the jurisdictions, including the presence of a statute for such an action, the procedures and criteria for such an action (e.g., age, burden of proof) (18, pp. 128, 129, 131, 137, and 142).
- Definition of a status offense (as of 1976) varies widely among the States and 47.0 percent of the States treated one or more status offenses as delinquent acts (21, p. 44).

\*50 States, the District of Columbia, and the Federal government.

### IV. STRUCTURE AND PROCESS OF THE JUVENILE JUSTICE SYSTEM

Figure B-1 (p. 69) represents a composite model of the structure and process of the current juvenile justice system in the United States as developed by the National Juvenile Justice System Assessment Center.\* As can be seen from this flow diagram, the system is depicted as a series of interrelated decisions (shown with a number in a circle), each with a variety of dispositional options. Each decision has a definite purpose and position within the system, and each disposition has an impact on the degree to which the juvenile will penetrate the system (16, pp. 26 and 29). A description of the process as it relates to key process steps (e.g., law enforcement, court intake) is provided below.

#### LAW ENFORCEMENT

There are a number of sources of referral to the official juvenile justice system such as court agencies; corrections agencies; community agencies; citizens (parent or self included); and direct observation by law enforcement agencies. For each, there are different procedures (e.g., petitions, bench warrants, arrests, complaints to police) ①.

Though the juvenile may enter the system via these many different avenues, the detailed flow chart indicates the decisions that are made at entry are the same ②. Non-police agencies or individuals making the decision may choose to *refer to another agency* outside of the official juvenile justice system, to *refer to the court*, to *handle the case on their own*, to *do nothing*, or to *refer to the police* who will then make a contact in the field.

A great deal of discretion is allowed most law enforcement personnel during the initial contacts in the field ③. An officer may choose: to *file for another court*; or *take a case into court or police custody*; or exercise an option that leads to termination such as to *counsel and release*; or one leading to enrollment in an alternative program (i.e., *refer to non-criminal justice agency*).

When a juvenile is the victim of a crime, what may have been a single case may develop into several cases involving other juveniles or even adults. When this occurs, there are then several separate cases being processed simultaneously through the detailed flow chart. One officer may then make two separate choices on two separate but related cases. (e.g., to "place" the victim with a non-criminal justice agency, and also to request a petition on the perpetrator).

In some jurisdictions, a juvenile who is *taken into police custody* is taken to the police station for initial screening either by a regular policeman or a specially trained juvenile officer. This may vary by locality. The problem resides in the fact that juvenile delinquency is not limited to the working

\*It is suggested that the reader fold out Figure B-1 (p. 69) while reading the remainder of this section.

hours of the agency. It may be an around-the-clock occurrence and the limited hours of formal intake may be a deterrent to the decisions available to the contacting officer. Some jurisdictions have instituted a twenty-four hour detention intake (on-call, at the court, or at the place of detention). Locations may vary in how they handle a juvenile just prior to court intake. In many juvenile justice systems, the police may perform a lengthy process of investigation and decision making prior to court intake (4), and in these localities police are performing an intake function of their own that may last several hours. This could, like the field decision (3), lead to a termination of the case, enrollment in alternate programs or a referral to court for formal intake.

In some jurisdictions, the detention center is the first place to which a juvenile is brought (5). In a few jurisdictions, the juvenile may be delivered to an office of a youth service agency. Here, initial intake decisions are made by a full-time youth worker. And, of course, a mixture of these procedures may also occur. Less serious cases are taken to a youth service agency; more serious cases go directly to detention intake. In some localities, the juvenile may be taken to an after hours probation officer at his or her home, and the complete intake function is performed in this setting without the obvious threat of detention. Most youth service agencies do not offer help on a twenty-four hour basis. Therefore, many of the decisions that may be available for a juvenile at intake are not available because of the hour of the day or night, and the level of sophistication of the local intake process.

Sparsely populated regions or States with regional detention facilities may have to hold a juvenile overnight or in temporary detention pending court intake. Such overnight detention may be provided by use of a secure room in a fireproof building, a hospital, a courthouse, or jail.

Some detention centers have a separate intake area in which some cases can be kept. This avoids interrupting ongoing programs for those awaiting a court hearing.

#### COURT INTAKE

The options at this stage vary widely from jurisdiction to jurisdiction. They greatly depend on the policy of the court.

Most intake facilities are operated by the probation department as a service to the court. However, recent organizational arrangements, though varying by locale, have emphasized the ongoing evolution of the probation department toward performing intake functions independent of the court. At intake, the discretion allowed the duty officer varies between merely completing a police request to detain and full authority to refer or release (6) (8).

Except for the initial detention while the investigation is being made by the probation officer at intake, the decision to file for court action (7) is shown as a decision logically made prior to the detention decision (10) though frequently made at the same hearing. A decision to file for court action and the subsequent filing of a petition (9) would precede the detention hearing and is usually recommended by the intake officer to the prosecuting attorney. The detention is then usually shown as a prosecutor decision.

#### PROSECUTION

The prosecutor, though often shown as making only a few decisions in the flow of the juvenile, usually related to filing a petition, does exercise a great deal of discretionary authority over a juvenile case that has been forwarded by the law enforcement component. This authority extends as far along the process as there are functional hearings concerning the suitability and sufficiency of a case to be forwarded to the court component.

In any case in which a minor is alleged to be a person qualifying for prosecution by the juvenile court, a petition is submitted to the court through the prosecutor (9) usually followed by the intake (probation) officer's submittal of a report on the behavioral patterns and social history of the minor being considered in the petition.

The prosecutor's primary function is to evaluate the case in terms of legal sufficiency. The prosecution decision (9) has two primary elements:

- to decide on the future status of the case (i.e., *prepare a petition or complaint*, or *dismiss* the case), and
- to decide on the detention status of the juvenile (i.e., hold in *secure detention*).

Often the detention decision is instigated as a formal request forwarded by the intake officer, suggesting either secure or non-secure detention status for the youth. This request almost always accompanies a request for the filing of a petition or complaint. However, it can be seen that the prosecutor is usually the final deciding factor and an option to a detention request is to revise the recommendations for intake and actually *dismiss* the case thus terminating the juveniles contact with the system.

Though many further decisions are shown as court functions, as in the case of formal hearings, (11), (12), (13), the case may be prepared and presented by the prosecutor.

#### COURT HEARING

Court procedures are sufficiently varied to complicate description. It is particularly important to distinguish between the physical movement of the juvenile and the progress of the case. A juvenile may physically be located at the intake or detention facility in either a secure or non-secure environment, depending upon the petition that is filed. However, at the same time, the "case" may actually pass through several hearings where decisions are made by the court relative to the eventual status of the juvenile.



The many court phases may be shown as:

- the detention hearing (10)
- the preliminary hearing (11)
- the fitness hearing (to certify as adult or juvenile) (12)
- the hearing of motions filed (13)
- the adjudication hearing (a hearing of fact) (14)
- the disposition (placement) (15)

Many juveniles will proceed directly to disposition from the preliminary hearing, while others will have multiple hearings, motions filed and heard, and special fitness hearings prior to the actual disposition. Despite the large number of different possible court procedures, not all of these court procedures need be in every system.

The disposition hearing (15) has many varied dispositional alternatives. These options range from an *acquittal* to full *commitment* to either a *State* or *local correctional agency*. A court officer may, in order to *conduct further social studies* or because of a *change in status* (16), (18), *elect to withhold disposition and reprocess the case*. The court may *elect to be lenient* (17) and *suspend the case* with or without conditions imposed.

If probation is the disposition, then the juvenile may be referred to the probation department for *formal* or *informal jurisdiction* (19).

In almost all cases, any action, change, or upgrading of the juvenile's status as a case made after the disposition decision (15) is under the jurisdictional control of the court, regardless of what component may have the actual physical or supervisory jurisdiction of the juvenile.

#### CORRECTIONS

A large variety of alternate paths are available at this point. A court may *withhold disposition*, due to a *change in post or pre-adjudicative status* of the juvenile, to *order studies*, or to *continue the case* (16). A court may *commit to correctional facilities*, some of which are considered to be *local facilities* (23). Local facilities are often under a different jurisdiction, and they are usually funded by county governments. Few counties, however, have more than group homes or camps. Many feel that any juvenile who requires more specialized facilities should be committed to State institutions better able to offer the necessary programs and personnel.

Duration of commitment may vary (27) from the full length of internment to a shorter term due to, for example, a new offense while under the jurisdiction control of corrections. Such a case would lead to a *transfer* of the case back to the court for possible reprocessing. Other options leading to termination of a case would be a normal *discharge* or *placement in a pre-release unit* or to place the juvenile in an aftercare situation.

In some jurisdictions, a *commitment* is made from the county to a *diagnostic and reception center* for all new cases. After a few weeks' stay, offenders are transferred to the most appropriate program facility (20). Some States have a reception and diagnostic facility, but not a State youth service

bureau. In others, local judges make commitments directly to specific institutions and maintain control over changes in motions to be released.

*Shelter facilities, psychiatric facilities, and institutions for the retarded* are sometimes run by private agencies (24). Other States have specialized programs for retarded delinquents that are listed under correctional facilities if they are on the corrections budget. In many cases, however, the State purchases such services.

The court may order probation where the juveniles are supervised in their own home (19). A distinction is made as to whether the probation would be a formal or informal supervision. It is important here to note the difference between the words *revoke* and *suspend* (21). In some jurisdictions, the court may sentence a juvenile to a term in a State facility, and then suspend that sentence and recommend a term of probation. Other court systems may sentence directly to an institution or directly to probation. If the juvenile were sentenced to a term in an institution, or on probation, and the juvenile failed to fulfill the obligations of the sentence, then that probation would be *revoked* and another disposition made (21), (28).

#### RELEASE AND AFTERCARE

Procedures for release or dismissal differ greatly among communities. In some shelter facilities, there may be a transfer of jurisdiction upon admission. The shelter agency can then make an independent determination of when to terminate (22), (25), (26). In other situations, the committing judge retains control; in still others, a State board retains control (29). In all cases, the recommendation of the institution involved plays a large role (30), (31).

In both probation and aftercare, there may be a variety of programs with different resources, methods and caseloads. The quality and scale of what is available for this final phase is critical for handling the transition back to "normal" life.



## V. NUMBER AND CHARACTERISTICS OF CRIMINAL AND STATUS OFFENSES OR OFFENDERS HANDLED BY THE JUVENILE JUSTICE SYSTEM

Effective policy or program development, administration, or evaluation in any social system requires an understanding of the numbers and characteristics of incidents or persons handled by that system, both at a point in time and over a period of time. Precise information of this nature on a national basis is currently unavailable in the juvenile justice system because:

- The definition (e.g., what constitutes delinquency, age of jurisdiction) by the system varies so much among jurisdictions and components.
- The emphasis on the juvenile justice system shifts from the offense to the offender after court intake, and little data is kept on the nature of the offense.
- The confidentiality of juvenile records makes access to necessary data difficult for policymakers or researchers.
- Different types of statistics (e.g., varied offense classifications) are kept by different components of the system.
- National statistics that are collected are drawn by several organizations from different (and partial) jurisdictions and, in spite of the comprehensiveness of data on some components (e.g., the National Center for Juvenile Justice statistics on court processes), matching these into a systemwide transactional analysis is impossible at this time without making adjustments and inferences.
- Even though original jurisdiction of the juvenile court terminates by the eighteenth birthday in all jurisdictions, the juvenile court can maintain jurisdiction for as long as the twenty-first birthday in most jurisdictions, and it is difficult to distinguish those persons after 18 who are still under juvenile court jurisdiction (e.g., if a 19-year-old escapes from commitment to a correctional institution as a juvenile and is recaptured and placed temporarily in a local jail, is that person counted--or considered--an adult or juvenile for purposes of separation from other adults?)
- Determination of the numbers of persons handled is limited by the difficulty in relating a statistic (e.g., persons in detention) to (a) those individuals who enter a particular step in the process more than once during a reporting period, and (b) whether different stages of the process (e.g., pre-hearing detention or post-hearing detention) represent the same individual moving further into the system or two different individuals--one who is released and another who is then placed in custody.

However, in order to provide preliminary national statistics and to identify data gaps, the following picture on the numbers and characteristics of criminal and status offenses or offenders handled by the juvenile justice system has been developed by the National Juvenile Justice System Assessment Center based on census data, victimization surveys, uniform crime reports, juvenile court processing statistics, children in custody surveys, uniform parole reports, local statistics, and special studies.

In addition, this section provides a description of some of the major definitional problems that limit the precision of any such picture at the present time.

### DEFINITIONAL PROBLEMS

Section 101(a)(1) of the JJDP Act of 1974, as amended, states that "...juveniles account for almost half the arrests for serious crimes in the United States today" (33, p. 1). Analysis of 1977 UCR data suggests that this statement and any others concerning the extent of juvenile offenses or offenders may include the following definitional problems:

- Persons under 18 were arrested in 1977 for only 21.0 percent of serious "violent" crimes reported in the Uniform Crime Reports (UCR) for all ages, as compared to 46.2 percent for the UCR serious "property" crimes-- even though the frequency of arrests in these two offense groups combined resulted in persons under 18 being arrested for 41.3 percent of all arrests for crimes that the UCR classified as serious (2, p. 39).
- Less than 1.0 percent of all arrests of all persons (including adults) in 1977 was of a person under 18 for a UCR "violent" crime (17, p. 101).
- 3.7 percent of the 1977 arrests for persons under 18 reported to the UCR were for serious "violent" crimes and 34.0 percent were for serious "property" crimes--totaling 37.7 percent of all arrests for persons under 18 (2, p. 37).
- The UCR definition of serious crimes includes some offenses in which persons under 18 are extensively involved which some persons would not consider serious (e.g., the "larceny-theft" category includes petty shoplifting, thefts from motor vehicles, thefts of motor vehicle parts and accessories, bicycle thefts, and thefts from coin machines; and the "motor vehicle theft" category includes theft of a motor vehicle for a temporary "joyride") (17, p. 17).
- The UCR definition of serious crime for 1977 also does not include offenses that some persons would consider as serious (e.g., kidnapping, arson, sex offenses other than rape, illegal sale of dangerous drugs, extortion) (17, p. 17).

- The UCR also only lists arrests for the status offenses of runaway and curfew/loitering law violations (although some other offenses such as liquor law violations may include some status offenses) and omits such status offenses as truancy, ungovernability, and undesirable conduct or associations. Thus, although the UCR classifications of status offenses indicates that 12.5 percent (or 271,460) of all arrests of persons under 18 were for status offenses, data from six States shows that status offenses accounted for 25 percent of all arrests (21, p. 91).
- The definition of a status offense also varies dramatically among the States. For example, as shown in Table B-2, Appendix B, (p. 75) for 1976, a "truant" was considered a delinquent child in seven States, a dependent child in four States, and a status offender in 28 States. In fact, 47.0 percent of the States as of 1976 treated one or more status offenses as a delinquent act, and 33.0 percent of the States handled status offenses under dependency jurisdiction (21, p. 44).

#### AT-RISK POPULATION

According to census figures for the year 1977 (24, p. 17), there were 64,243,000 persons from age 0 to the eighteenth birthday--all of whom could be "at-risk" for contact with the juvenile justice system due to a state of need (e.g., dependency, neglect, abuse, victim of a criminal act, attempted suicide). Of this total, 60.1 percent (or 38,629,000) were between the seventh and eighteenth birthday and "at-risk" for being accused or adjudicated as offenders (i.e., for a criminal act or status offense) since the common law or statutory presumption of capability to commit such an offense and be adjudicated by the juvenile court is considered to be between the seventh and eighteenth birthday in most U.S. jurisdictions (18, pp. 101-103).

#### ESTIMATED NUMBER AND TYPE OF OFFENSES COMMITTED

- An estimated 27,131,033 offenses were committed by persons under 18 in 1977. (See Table B-3, Appendix B, p. 77.)
- Approximately 71.6 percent (or 27,673,650) of the 38,629,000 "at-risk" population aged seven through 17 are estimated to have been involved in the commission of an offense during 1977. (See Appendix C, Note 1, p.101.)
- Approximately 47.6 percent (or 12,921,892) of the estimated 27,131,033 offenses committed by persons under 18 in 1977 were reported to the police (4, p. 71).
- In 1977, approximately 9.0 percent (or 2,441,653) of the estimated 27,131,033 offenses committed by persons under 18 and 18.9 percent (or 2,441,653) of the estimated 12,921,892 offenses reported to the police were cleared by an arrest (4, p. 71).

- Of the estimated 27,131,033 offenses committed in 1977 by persons under 18, 40.1 percent (or 10,904,443), were considered as "serious," 39.7 percent (or 10,797,390) were considered as "less-serious," and 20.0 percent (or 5,429,200) were considered as status offenses (4, p. 67). This compares to 33.5 percent (or 818,994) of the estimated 2,441,655 arrests which were considered as "serious" offenses, 44.2 percent (or 1,079,739) which were considered as "less-serious" and 22.2 percent (or 542,920) which were considered as status offenses (4, p. 71), indicating that the number of persons arrested for serious offenses is proportionately less and the number arrested for less-serious or status offenses is proportionately greater than the estimated total offenses committed.
- Arrests of persons under 18 for serious offenses in 1977 was high for the crimes of larceny-theft (431,747--or 42.9 percent--of all such arrests), burglary (233,904--or 51.5 percent--of all such arrests), motor vehicle theft (71,648--or 53.0 percent--of all such arrests), robbery (39,259--or 32.0 percent--of all such arrests), and aggravated assault (36,182--or 16.3 percent--of all such arrests). Arrests of persons under 18 for less-serious offenses was high for drug abuse violations (132,316--or 23.2 percent--of all such arrests), disorderly conduct (121,272--or 19.4 percent--of all such arrests), liquor law violations (119,913--or 37.3 percent--of all such arrests), vandalism (118,563--or 60.3 percent--of all such arrests), and buying, receiving, or possessing stolen property (34,307--or 32.9 percent--of all such arrests). Arrests of persons under 18 for status offenses included 185,447 for runaway and 86,013 for curfew/loitering law violations (involving juveniles in 100.0 percent of such offenses since adults were not arrested as runaways or for curfew/loitering violations). (See Table B-4, Appendix B, p. 79.) These 12 offenses represent 74.2 percent (or 1,610,571) of all offenses reported to the UCR in 1977 for which persons under 18 were arrested.
- Of the 1977 total of 9,029,335 arrests reported to the UCR for all ages (including adults) for all offenses, 24.0 percent (or 2,170,193) were of persons under 18. In 1977, persons under 18 were arrested for 41.2 percent of the "serious" offenses and 15.9 percent of the "less-serious" offenses. (See Table B-14, Appendix B, p. 99.)
- Adjusted arrest rates show an increasing pattern of arrests for persons under 18 for the periods 1967, 1969, 1971, 1973, and 1975 with a decline in 1977. (See Table B-5, Appendix B, p. 81.)
- Approximately 5.8 percent of the at-risk population seven through 17 were arrested in 1977 as compared to 4.5 percent in 1968, an increase of 28.9 percent in the size of the arrested population. During these same two periods, the proportion changed from 1.6 percent to 2.2 percent for serious offenses (an increase of 37.5 percent) and from 3.0 percent to 3.6 percent for less-serious offenses (an increase of 20.0 percent). There has been no significant change in these percentages between 1974 and 1977. (See Table B-6, Appendix B, p. 83.)

## ESTIMATED NUMBER OF PERSONS PROCESSED

Figure B-1, Appendix B, (p. 69) shows preliminary national estimates of the numbers of persons under 18 processed during 1977 in the United States through the juvenile justice system in relation to the composite model described earlier in this report. It would help the reader to fold out Figure B-1 while reviewing the following text. These estimates were developed by the National Juvenile Justice System Assessment Center on the basis of a variety of information sources, and adjustments were made to compensate for a different population base or incompleteness in any data source. For example, most of the correctional figures were developed by distributing 1977 totals by percentages obtained from more detailed studies in other years at both the national and local level (9, p. ).

Information is presented in the following sections by major decision areas (e.g., law enforcement, court hearings) in the juvenile justice system. Data for each decision area is drawn from Figure B-1 described above and from other relevant sources.

### Law Enforcement

- During 1977, an estimated 2,508,961 persons under 18 came into formal contact with the juvenile justice system by being reported or observed as a suspected offender by the police, by other agencies, or by individuals. (See Figure B-1, p. 69, ①.)
- 90.7 percent (or 2,275,001) of the estimated 2,508,961 persons under 18 who came into formal contact with the juvenile justice system in 1977 did so as a result of an arrest by the police. (See Figure B-1, p. 69, ①.)
- Of the 2,275,001 persons under 18 arrested by the police in 1977, 50.6 percent (or 1,150,800) were referred to juvenile court intake, 4.2 percent (or 95,640) were filed on in other courts, 3.3 percent (or 74,894) were referred to alternative programs and 41.9 percent (or 953,667) were handled informally by the police. (See Figure B-1, p. 69, ③, ④, ⑤.)
- Police referrals to juvenile court in 1977 vary widely among States, with agencies referring more than 76.0 percent of their arrests in nine States, between 51.0-75.0 percent in 23 States, 26.0-50.0 percent in 14 States and below 26.0 percent in two States (9, p. ).

### Court Intake

- In 1977, police agencies referred only 55.5 percent (or 160,236) of the 288,751 status offenders to juvenile court intake as compared to police agency referral of 62.2 percent (or 222,143) of the 357,143 status offense referrals to juvenile court in 1975. In 1977, 23.2 percent of the status offense referrals to juvenile court intake were made by family, citizen or self; 15.8 percent by a community agency, 3.8 percent by a corrections agency and 1.7 percent by the court. These referrals made by other than police agencies show an increase

in referrals as compared to 1975 for family, citizen and self, (from 18.5 percent) and community agencies (from 10.5 percent) and a decrease in referrals by corrections (from 3.8 percent) and courts (from 2.3 percent). (See Table B-7, Appendix B, p.85 and Figure B-1, p. 69 ②, ⑤, ⑥, ⑧.)

- Of the 1,401,709 persons under 18 referred to juvenile court in 1977, court action was requested by court intake on 83.9 percent (or 1,177,084) of these individuals. (See Figure B-1, p.69 ⑨.)
- There has been a change in the proportion of juveniles referred to juvenile court by type of offense during the period 1975 through 1977, including an increase from 35.3 percent to 48.9 percent for "serious" offenses, a decrease from 39.3 percent to 30.6 percent for "less-serious" offenses, and a decrease from 25.4 percent to 20.5 percent for "status" offenses (9, p. ).

### Prosecution

- Of the 1,177,084 persons under 18 on which court action was requested in 1977 by court intake, petitions or complaints were prepared on 57.1 percent (or 672,279) of these individuals. (See Figure B-1, p.69 ⑨.)
- There has been a change in the proportion of petitions filed in juvenile court during the period of 1975 through 1977, including an increase for "serious" offenses from 49.5 percent to 55.4 percent, a decrease for "less-serious" offenses from 48.3 percent to 41.8 percent, and a decrease for "status" offenses from 41.4 percent to 34.7 percent (9, p. ).
- A 1979 survey of 188 agencies showed that a prosecutor was involved in the screening of 87.8 percent (or 364,776) of the 415,714 cases processed that year. Decisions were made by the prosecutor to handle the cases non-judicially in 56.3 percent of the cases where 24-hour intake was available and 56.4 percent where it was not. When the prosecutor was not involved, decisions for non-judicial handling were made by court intake personnel in 60.1 percent of the cases where 24-hour intake was available and in 27.7 percent of the cases where it was not (10, p. ).

### Court Hearings

- Of the 672,279 persons under 18 on whom juvenile court petitions or complaints were prepared in 1977, a fitness hearing was held for 99.8 percent (or 670,714) of these individuals. (See Figure B-1, p. 69, ⑫.)
- Of those 670,714 persons under 18 on whom a fitness hearing was held in 1977, 96.4 percent (or 646,885) were certified to juvenile court and 3.6 percent (or 23,829) were certified to adult court. (See Figure B-1, p. 69 ⑫.)
- Of those 646,885 persons under 18 on whom adjudication hearings were held by juvenile court in 1977, the petition was sustained for 75.8 percent (or 490,085) of these individuals. (See Figure B-1, p. 69, ⑭.)

## Corrections

- Of the 508,910 persons in 1977 on whom disposition hearings were held by juvenile court (including persons on whom petitions were sustained as well as parole or probation revocations), 48.6 percent (or 247,620) were placed on probation (formal and informal). (See Figure B-1, p. 69, (15).)
- Of the 508,910 persons in 1977 on whom disposition hearings were held by juvenile court, 22.7 percent (or 115,623) were committed to a correctional agency (52,001 at the State level and 63,622 at the local level) for reception, diagnosis, and possible institutionalization. (See Figure B-1, p. 69 (15).)
- Of the 115,623 persons committed to State or local correctional agencies for possible institutionalization, 83.9 percent (or 97,115) were placed in a correctional institution--66,524 at the State level and 30,591 at the local level. (See Figure B-1, p. 69 (24), (28).)
- Of the 508,910 persons in 1977 on whom disposition hearings were held by the juvenile court, 1.3 percent (or 6,409) were committed to treatment facilities for the retarded or for psychiatric care: (See Figure B-1, p. 69 (15).)
- Of the 508,910 persons in 1977 on whom disposition hearings were held by the juvenile court, 1.8 percent (or 9,312) were referred to alternative programs. (See Figure B-1, p. 69 (15).)

## Release and Aftercare

- Of the 247,620 persons placed on probation, at least 3.9 percent (or 9,884) might be considered as a failure since revocation of probation status was requested. (See Figure B-1, p. 69 (21).)
- Of the 97,115 persons who were placed in a State or local correctional facility, at least 28.0 percent (or 27,232) might be considered as a failure with 9.2 percent (or 8,941) being referred back to court for revocation of their aftercare or parole status after discharge from the institution, and 18.8 percent (or 18,291) apparently escaping from the institution. (See Figure B-1, p. 69 (26), (29), (31).)
- Of the 2,508,961 persons who came to the attention of the juvenile justice system, at least 1.4 percent (or 37,116) might be considered as a failure due to escape or requested revocation of aftercare, parole, or probation status.

## ESTIMATED NUMBER OF PERSONS DIVERTED AWAY FROM FORMAL PROCESSING

- 86.7 percent (or 2,175,079) of the 2,508,961 persons under 18 processed in 1977 by the juvenile justice system were diverted away from further formal processing as a result of informal handling within an agency, referral to another agency, or dismissal by law enforcement (1,124,201 or 51.7 percent), intake (224,621 or 10.3 percent), prosecution (504,805 or 23.2 percent), or court hearings (321,452 or 14.8 percent). (See Figure B-2, Appendix B, p. 71.)

- Of the 2,175,079 persons under 18 diverted from further formal processing in the juvenile justice system, in 1977, 85.2 percent (or 1,853,627) were diverted prior to adjudication and 14.8 percent (or 321,452) were diverted after adjudication. (See Figure B-2, p. 71.)
- Of the 2,175,079 persons under 18 diverted from further formal processing in the juvenile justice system in 1977, 5.5 percent (or 119,469) were referred or certified to adult court, 4.3 percent (or 93,693) were referred to another community agency, 30.5 percent (or 663,170) were dismissed, 3.8 percent (or 81,834) were transferred, 5.0 percent (or 108,194) were diverted away from any further action after adjudication, 1.4 percent (or 31,064) had disposition withheld after adjudication, and 49.5 percent (or 1,077,655) were handled informally by the agency. (See Figure B-2, p. 71.)

## DISPOSITION OF PERSONS BY JUVENILE COURT

- Of the 1,401,705 persons under 18 handled by the juvenile court in 1977, 47.2 percent (or 661,605) were handled with a petition - an increase by 5.4 percent from 1975. (See Table B-8, Appendix B, p. 87.)
- The 1,401,705 juvenile court dispositions in 1977 varied significantly from the 1,406,077 dispositions in 1975 as follows:
  - fines/restitutions increased by 47.6 percent
  - commitments to delinquent institutions increased by 26.9 percent
  - commitments to public institutions increased by 18.7 percent
  - commitments to public agencies or departments increased by 70.7 percent
  - cases dismissed as unproven decreased by 33.8 percent. (See Table B-8, Appendix B, p. 87.)
- A survey of 213 jurisdictions of all sizes around the country showed that 26.8 percent of the 411,422 cases processed in 1979 were handled by a 24-hour on-site intake unit, 60.0 percent were handled by a 24-hour on-call intake unit and 18.3 percent were handled by non-24-hour intake units. 64.0 percent of the 110,058 cases processed by the 24-hour on-site intake units were handled non-judicially, as compared to 53.8 percent of the 226,099 cases handled by 24-hour on-call intake units and 50.4 percent of the non-24-hour intake units (10, p. ).

## ESTIMATED NUMBER AND CHARACTERISTICS OF PERSONS IN CUSTODY\*

- During 1977, an estimated 965,393 persons under 18 were held in custody for varying lengths of time in public or private juvenile or adult

\*Does not necessarily reflect those persons who experience more than one stage of custodial processing during the year, nor those persons who are placed in the same custodial stage more than once during the year.



detention or correctional facilities at the Federal, State, and local level. (See Appendix C, Note 3, pp. 103-104.)

- Of the estimated 965,393 persons under 18 in custody during 1977, 83.3 percent (or 803,933) were held in detention facilities prior to court disposition, including 122,503 in jails, 507,951 in juvenile detention facilities as suspected delinquent or status offenders, and 173,479 in juvenile detention facilities as a non-offender. (See Appendix C, Note 3, pp. 103-104.)
- Of the estimated 965,393 persons under 18 held in custody during 1977, 16.7 percent (or 161,460) were held in correctional facilities after adjudication, including 13,742 in local juvenile reception and diagnostic facilities, 45,886 in local juvenile correctional facilities, 99,786 in State juvenile institutions, 1,800 in State adult correctional institutions and 246 in Federal correctional institutions. (See Appendix C, Note 3, pp. 103-104.)
- In 1977, 21.4 percent (or 300,243) of the 1,401,705 persons referred to juvenile court were detained. Of this 300,243, 52.5 percent (or 157,747) were for serious offenses, 25.5 percent (or 76,526) for less-serious offenses and 22.0 (or 65,970) for status offenses. This shows a considerable shift from 1975 where only 32.9 percent (or 115,321) of the 350,353 referrals detained were for serious offenses, 28.3 percent (or 99,086) were for less-serious offenses and 38.8 (or 135,646) were for status offenses (9, p. ).
- Of the 300,203 persons detained in 1977 by juvenile court, 84.9 percent were referred by law enforcement agencies, 7.9 percent by family, citizen or self, 3.5 percent by correctional agencies, 2.5 percent by community agencies and 1.5 percent by the court. Of the total 1,401,705 referrals in 1977, detention was provided to a widely varying degree depending upon source of referral (e.g., 46.8 percent of referrals by correctional agencies were detained as compared to 11.5 percent of referrals by community agencies (9, p. ).
- Of the 1,177,084 individuals on whom court action was requested by court intake, 16.6 percent (or 195,633) were placed in detention--93.2 percent (or 182,330) of which was considered secure detention. Of those 195,633 placed in detention at the request of court intake, 83.6 percent (or 163,654) were continued in detention after a detention hearing--93.2 percent (or 152,526) of which was considered secure detention. (See Figure B-1, p. 69 (6), (11).)
- During 1977, 369,652 persons under 18 were committed to juvenile correctional treatment agencies for probation (67.0 percent or 247,620), a treatment facility (1.7 percent or 6,409), a State correctional agency (14.1 percent or 52,001), or a local correctional agency (17.2 percent or 63,622). Of those committed to a local correctional agency, 14,523 were later transferred to a State correctional agency. (See Figure B-1, p. 69, (15).)

- During 1977, 97,115 persons under 18 were placed by juvenile court in a juvenile correctional institution, including 68.5 percent (or 66,524) at the State level and 31.5 percent (or 30,591) at the local level. (See Figure B-1, p. 69, (24), (28).)
- Persons under 18 comprised 1.0 percent (or 1,611) of all inmates of all ages in jails as of 1978, 1.0 percent (or 1,800) of the inmates of State adult correctional institutions in 1974, and 1.4 (or 256) of the inmates of Federal correctional institutions as of 1976 (13, p. 3; 28, pp. 628-648).
- As of December 31, 1977, 76.0 percent (or 55,566) of the 73,166 persons under 18 who were in custody in a private or public juvenile detention facility, correctional institution or shelter facility were there as a result of a court commitment, 16.5 percent (or 12,084) were there as a result of a detention action, and 7.5 percent (or 5,466) were there as a result of a voluntary admission. (See Table B-9, p. 89.)
- As of December 31, 1977, 68.3 percent (or 37,871) of the 55,566 persons under 18 who were in custody in a private or public juvenile detention facility, correctional institution or shelter facility as a result of a juvenile court commitment were delinquent offenders, 18.5 percent (or 10,302) were status offenders, 10.0 percent (or 5,567) were dependent, neglected or abused non-offenders, and 3.2 percent (or 1,784) were emotionally disturbed or mentally retarded non-offenders. (See Table B-9, p. 89.)
- The average length of stay in custody during 1977 for persons under 18 included 14 days for persons detained in short-term public juvenile facilities as compared to 20 days in short-term private facilities, 184 days in long-term public facilities and 291 days in long-term private facilities (25, p. 3; 26, p. 3). Average length of stay for persons under 18 in jails in 1975 was 4.8 days (21, p. 109).
- A 1979 survey of 213 jurisdictions showed that 23.9 percent of the 120,541 referrals handled by 24-hour on-site intake units were detained for more than four hours as compared to 28.9 percent of the 209,438 referrals handled by 24-hour on-call intake units and 29.9 percent of the 71,186 referrals handled by non-24-hour intake units (10, p. ).
- Of the at-risk population (7 through 17) of 38,629,000 in 1977, the juvenile court committed 0.96 percent (or 369,652) to a correctional or treatment agency. Of this 369,652, 97,115 (or 0.25 percent of the at-risk population) were placed in a correctional facility. (See Figure B-1, p. 69, (15), (24), (28).)
- There has been an estimated decrease of 4.57 percent (or 3,506) in total persons under 18 committed, detained, or voluntarily admitted to public and private juvenile detention, correctional, and shelter facilities between June 30, 1974 and December 31, 1977. This includes a decrease of 7.36 percent (or 4,416) in commitments,

an increase of 44.28 percent (or 3,709) in detentions, and a decrease of 34.26 percent (or 2,848) in voluntary admissions. (See Table B-9, p. 89.)

- Between June 30, 1974 and December 31, 1977, there has been an estimated decrease of 7.36 percent (or 4,416) in commitment of delinquent offenders to public or private juvenile detention, corrections, or shelter facilities as compared to an increase of 7.17 percent (or 689) in commitments of status offenders, a decrease of 26.77 percent (or 2,035) in commitments of dependent, neglected or abused non-offenders, and an increase of 9.99 percent (or 161 persons) in the commitment of other non-offenders (including those emotionally disturbed and mentally retarded). (See Table B-9, p. 89.)

#### CHARACTERISTICS OF PERSONS PROCESSED BY THE JUVENILE JUSTICE SYSTEM

##### Age

- Victimization data shows a generally decreasing commitment of violent personal offenses by juveniles during the period 1973 through 1977 (14, p. 15).
- The median age for juveniles arrested in 1977 was 15.35 years as compared to a median age of arrest in 1975 of 15.29 years. This compares with a median age for those referred to juvenile court in 1977 of 15.56 years and in 1975 of 15.32. (See Table B-10, Appendix B, p. 91.)
- The median age for juveniles arrested for serious offenses in 1977 was 15.09 as compared to those arrested for less-serious offenses of 15.64 and those arrested for status offenses of 15.03. (See Table B-10, p. 91.)
- Of those juveniles arrested in 1977, those 17 years old were referred more frequently to juvenile court and those 14 and under were referred less frequently. (See Table B-10, p. 91.)
- Of the juveniles referred to juvenile court in 1977, those 13 and under were filed on less than those 14 and over (9, p. ).
- Of the 313,678 juveniles detained as part of their referral to juvenile court in 1977, 31.5 percent were 17 years old, 25.7 percent were 16, 20.6 percent were 15, 12.8 percent were 14, 5.8 percent were 13, 2.1 percent were 12, 0.9 percent were 11 and 0.6 percent were 10 and under. This reflects an increase of 6.1 percent in 17-year-olds detained and either a slight decrease or no significant change for all other ages as compared to 1975 (9, p. ).
- Of those juveniles referred to juvenile court in 1977, 82.9 percent of those 10 and under had no prior referrals as compared to only 55.0 percent of those 15, 16, or 17 who had no prior referrals (9, p. ).
- 84.3 percent of the 35,191 juveniles entering parole in 1977 were over 16 years old (9, p. ).

##### Sex

- Of the 2,452,318 persons under 18 arrested in 1977, 78.5 percent were male. This compares with 78.8 percent male in 1975. (See Table B-11, Appendix B, p. 93.)
- Of the 2,452,318 persons under 18 arrested in 1977, males were arrested for 78.9 percent of the serious offenses, 84.9 percent of the less-serious offenses and 53.9 percent of the status offenses. (See Table B-11, p. 93.)
- In 1977, male and female juveniles were referred to juvenile court essentially in the same proportion as for those arrested. This compares with 1975, where females were referred less for serious offenses and more for less-serious offenses and status offenses in comparison with their proportionate arrests. (See Table B-11, p. 93.)
- In 1977, 85.4 percent of the males were referred to juvenile court by law enforcement agencies as compared to 71.3 percent of the females. In the same period, 10.4 percent of the males were referred by family, citizen, self or community agency as compared to 23.3 percent of the females (9, p. ).
- In 1977, 74.9 percent of the 299,965 juveniles detained upon referral to juvenile court were male as compared to 70.4 of the 349,835 detained upon referral in 1975 (9, p. ).
- 49.6 percent of the males and 38.6 percent of the females referred to juvenile court were filed on in 1977 as compared to 48.6 percent of the males and 42.2 percent of the females in 1975 (9, p. ).
- 32.6 percent of the males and 21.2 percent of the females referred to juvenile court in 1977 had one or more prior delinquency referrals (9, p. ).
- 95.3 percent of the 35,191 juveniles entering parole in 1977 were male (9, p. ).

##### Race/Ethnic Group

- 75.7 percent of the 2,452,318 arrests of persons under 18 in 1977 were white as compared to 22.2 percent of black and 2.1 percent other as compared to 76.2 percent white, 21.8 percent black and 2.0 percent other in 1975. (See Table B-12, Appendix B, p. 95.)
- 68.2 percent of the 925,880 arrests of persons under 18 for serious offenses in 1977 were white as compared to 29.5 percent black and 2.3 percent other and as compared to 69.0 percent white, 29.0 percent black and 2.0 percent other in 1975. (See Table B-12, p. 95.)
- 66.6 percent of those referred to juvenile court in 1975 were white as compared to 23.5 percent black and 9.9 percent other. A substantial



change was found in 1977 where 71.9 percent of those referred to juvenile court were white as compared to 20.3 percent black and 7.7 percent other. (See Table B-12, p. 95.)

- 81.3 percent of the whites referred to juvenile court in 1977 were referred by police agencies as compared to 83.8 percent of the blacks and 89.7 percent of other races (9, p. ).
- 70.3 percent of the 301,367 persons under 18 detained as part of their referral to juvenile court in 1977 were white as compared to 18.7 percent who were black and 11.0 percent who were other races. This compares to 67.2 percent white, 18.6 percent black and 14.2 percent other races in 1975 who were detained (9, p. ).
- 45.2 percent of the white juveniles referred to juvenile court in 1977 were filed on as compared to 52.4 percent of the blacks and 40.3 percent of other. This compares to 46.3 percent of the whites, 55.2 percent of the blacks and 36.9 percent of other races in 1975 (9, p. ).
- 75.5 percent of the 412,101 persons referred to juvenile court in 1977 who had one or more prior delinquency referrals were white, 22.7 percent were black and 1.8 percent were other races. This compares to 68.1 percent white, 30.0 percent black and 1.9 percent other races who had prior delinquency referrals in 1975 (9, p. ).
- 51.2 percent of the persons under 18 entering parole in 1977 were white, 38.6 percent were black, 8.6 percent were Hispanic and 1.6 percent were American Indian (9, p. ).

#### Prior Offense History

- Of the 1,401,705 persons under 18 referred to juvenile court in 1977, 58.1 percent had no prior referrals, 16.9 percent had one prior referral, 8.8 percent had two prior referrals, 5.7 percent had three prior referrals, 3.0 percent had four prior referrals and 7.5 percent had five or more prior referrals (9, p. ).
- In 1977, 31.5 percent of the persons under 18 referred to juvenile court for serious offenses had one or more prior delinquency referrals as compared to 28.7 percent for less-serious offenses and 28.0 percent for status offenses. This compares to 27.3 percent for serious offenses, 22.8 percent for less-serious offenses and 25.0 percent for status offenses in 1975 who had one or more prior delinquency referrals (9, p. ).
- 51.1 percent of those persons referred to juvenile court in 1977 with one or more prior delinquency referrals were filed on as compared to 39.6 percent of those with no prior delinquency referral. This compares to 67.5 percent of those referred with one or more prior delinquency referrals and 54.0 percent of those with no prior referrals who were filed on in 1975 (9, p. ).

- 41.5 percent of those detained upon referral to juvenile court in 1977 had one or more prior referrals as compared to 58.5 percent of those referred who had no prior referrals. This compared to 39.5 percent detained in 1975 who had one or more prior referrals and 60.5 percent who had no prior referrals (9, p. ).
- 45.0 percent of persons referred to juvenile court in 1977 with no prior delinquency referrals were handled without a petition, as compared to 44.1 percent of those with one prior referral, 40.0 percent of those with two prior referrals, 38.0 percent of those with three prior referrals, 34.0 percent of those with four prior referrals and 31.7 percent of those with five or more prior referrals (9, p. ).
- 68.7 percent of those committed to a delinquent institution by the juvenile court in 1977 had one or more prior referrals as compared to 31.6 percent of those placed on probation and 8.1 percent of those from whom a fine or restitution was required (9, p. ).

#### Living Arrangements

- 45.9 percent of the 1,401,705 persons referred to juvenile court in 1977 were living with their natural parents, 32.1 percent with the mother only, 4.7 percent with the father only, 8.6 percent with one stepparent, 1.4 percent with a foster family, 4.2 percent with relatives, 0.5 percent were independent, 1.2 percent were in institutions, and 1.3 percent had other living arrangements (9, p. ).
- 43.9 percent of those persons under 18 referred to juvenile court in 1977 by an institution were detained, as compared to 8.4 of those who lived with natural parents, 12.4 percent who lived with the mother only, 12.0 percent who lived with the father only, 14.7 percent who lived with one stepparent, 25.9 percent who lived with a foster family, 18.9 percent who lived with relatives, 31.7 percent who were independent and 19.4 percent who had other living arrangements (9, p. ).
- 74.4 percent of persons under 18 referred to juvenile court in 1977 who had no prior delinquency referrals lived with their natural parents, as compared to 52.3 percent who lived with a foster family. Those with other living arrangements besides natural parents or foster parents range from 61.1 percent to 67.7 percent who had no prior delinquency referrals (9, p. ).

#### Family Income Level

- A sample of 10,473 juveniles processed by juvenile court in two jurisdictions in 1976 showed that 43.6 percent of the juveniles come from families with annual income of less than \$4,999 (including 28.3 percent of families who were receiving public assistance), 30.6 percent were from families with annual income between \$5,000-9,999, and 28.7 percent were from families with annual income over \$10,000 (22, p. 23).

#### Educational Status

- A sample of 118,458 juveniles processed through juvenile courts in five States during 1976 showed that 81.8 percent were attending school at time of arrest (22, p. 5).

#### Employment Status

- A sample of 12,842 juveniles processed by juvenile court in two jurisdictions in 1976 showed that only 8.4 percent were employed at the time of arrest (including juveniles who were either in school or not in school). Of those not in school, only 14.2 percent were unemployed (compared to 77.3 percent who were unemployed but in school) (22, p. 22).

#### Weapons Use

- Victimization surveys concerning crimes against persons for the period 1973 through 1977 showed that:
  - Weapons were used by 27 percent of those individuals under 18, as compared to 36 percent for youthful offenders and 41 percent by adults (14, pp. 21-23).
  - There was little variation across age groups in the proportionate use of different types of weapons, except in the case of guns where adults are four times as likely to use such weapons as juveniles (14, p. 23).
  - There was no evidence of an increase in weapons use by juveniles over time (14, p. 27).

#### Group or Gang Involvement

- Victimization surveys concerning crimes against persons for the period 1973 through 1977 showed that:
  - The number of offenders involved varies substantially by type of crime, e.g., 80 percent of the rapes involved a lone offender compared to 44 percent of the robberies (14, pp. 18-19).
  - Offending in groups of two or more occurred in only 34 percent of all offenses as compared to 65 percent for offenses involving a single individual (14, p. 19).

- The percent of offenses involving three or more offenders is highest among juveniles and decreases with age into adulthood with the exception of aggravated assault where the greatest involvement is for young adults (14, pp. 18-21).
- An average of 31.5 percent of juvenile arrests in New York, Chicago, and Los Angeles in 1973-1974 for "violent" offenses were reportedly members of organized gangs (19, p. 17).

#### Substance Abuse

- Alcohol use by juveniles has a high correlation with violent crime (depending on the amounts and frequency of use, the personality of the user, the type of alcohol used, and the cultural meaning of drinking ) (17, p. 518).
- Drug abusers become involved in crime (e.g., larceny, burglary, robbery) principally for financial gain to support the use of drugs (17, p. 517).

#### GEOGRAPHIC CONSIDERATIONS

- A wide range existed in the arrest mean incidence rates for 1975 "violent" Index crimes (from .48 to 2.09) and for "property" Index crimes (from 6.10 to 17.56) among various geographical regions--resulting in a different rank order or regions for "violent" offenses as compared to "property" offenses (17, p. 131).
- Victimization surveys for the period 1974 showed that for crimes reportedly committed by all ages:
  - Victimization for violent offenses is more likely to occur in urban areas, but victimizations for theft occur more often than violent offenses regardless of extent of urbanization (12, p. 26).
  - Whites are more likely to be victimized in urban and rural areas than blacks/others (12, p. 26).
- 73.8 percent of 1977 arrests of persons under 18 for "violent" Index crimes occurred in cities, 23.0 percent in suburbs, and 3.3 percent in rural areas, compared to 1977 juvenile arrests for "property" Index crimes of 67.8 percent for cities, 28.1 percent for suburbs, and 4.1 percent for rural areas (2, p. 8).
- An estimated 40.0 percent of robberies and 36.0 percent of assaults on urban juveniles during a five month period in 1974-1975 occurred on school grounds (19, p. 12).
- 51.6 percent of juveniles arrested in cities in 1977 were referred to juvenile court, compared to 47.5 percent of referrals for those arrested in suburban areas and 62.0 percent of referrals for those arrested in rural areas (22, p. 24).

## VICTIM CONSIDERATIONS

- Victimization surveys for the period 1973 through 1977 show that victims of crimes reportedly by juveniles involved the following physical injuries:
  - Crimes committed by adults resulted in physical injury to the victims as frequently (in 29 percent of the incidents) as for crimes committed by juveniles (14, p. 29).
  - The proportion of victims injured by offenders of all ages to the point that medical attention was necessary as a result of criminal victimization has been stable at 10 percent, with the proportion of those so injured by an adult offender (11.5 percent) being higher than by a juvenile offender (7 percent) (14, pp. 30-31).
- Victimization data for all ages indicates that in 1974:
  - Males were more likely victimized at a rate at least twice that of females for violent crimes and by one-third more for theft crimes (12, p. 23).
  - Blacks/other races were more likely victims of violent offenses than whites and whites were more likely victims of theft offenses than blacks/others (12, p. 26).
  - Never married persons and divorced/separated persons were more likely to be victims of violent and theft offenses than were married or widowed persons (12, p. 29).
  - The 12-19 age group has the highest victimization rate for violent and theft offenses followed by the age groups of 20-34, 35-49, 50-65, and 65 or older, respectively, (12, pp. 33-35).
  - Family groups with income of less than \$7,499 were more likely to be victimized for violent offenses and family groups with income of greater than \$7,500 were more likely to be victimized for theft offenses (12, pp. 38-40).
  - Unemployed persons and armed forces personnel are most likely to be victimized and retired persons or homemakers are least likely to be victimized (12, p. 41).

## VI. HANDLING OF PERSONS WHO ARE ABUSED, NEGLECTED AND DEPENDENT, OR WHO HAVE SPECIAL PROBLEMS BY THE JUVENILE JUSTICE SYSTEM

### ABUSED, NEGLECTED OR DEPENDENT PERSONS

Findings on a preliminary assessment of juvenile justice system handling of child abuse and neglect indicated that:

- There is a likely linkage between child abuse, neglect, and delinquency.
- Reporting procedures and statistics on child abuse and neglect are inadequate and far more abuse or neglect likely exists than is officially recorded.
- The role of the juvenile justice and criminal justice system in handling child abuse and neglect is unclear and fragmented.
- Abused and neglected children are inappropriately incarcerated with accused or adjudicated delinquents or status offenders (20, pp. xi-xiv).

National estimates of the incidence of child abuse and neglect vary widely due to imprecise definitions and inadequate measurement techniques. A description of the factors that affect the discrepancies in national estimates of neglect or abuse is contained in Table B-13, Appendix B, (p. 97.) Available information includes the following:

- National estimates of child abuse during the period 1965-1976 range from highs of 60,000 to 4.1 million during a single year (20, pp. 8-9).
- National estimates of child neglect in 1972-1973 ranged from 465,000 to 660,000 (20, p. 13).
- Ratios of neglect cases to abuse cases range from three neglect cases for each abuse case to nine neglect cases for each abuse case (20, p. 13).
- In 1978, 50,296 persons were arrested for "offenses against family and children"--which includes non-support, neglect, desertion, or abuse. Of those arrested, 2,664 or (5.3 percent) were under 18 and 5,169 (or 10.3 percent) were females of all ages (27, p. 193).

A preliminary assessment conducted on juvenile justice system handling of sexual abuse and exploitation of juveniles indicated that:

- Sexual abuse of juveniles is a family problem characterized by inadequacy of parent or custodian.
- Sexual abuse or exploitation of juveniles often leads to their running away, becoming delinquent, or developing sexual dysfunctions, learning problems, or psychological problems.

- The juvenile and criminal justice system approach to sexual abuse or exploitation is fragmented, focusing primarily on the offender.
- Significant gaps exist in reporting procedures and statistics on the extent of sexual abuse or exploitation.
- Little is known about sexual abusers or exploiters of juveniles who are also juveniles.
- Inadequate programs exist for treatment of abuse or exploitation victims (35, pp. xii-xiii).

Available data on sexual abuse or exploitation indicates that:

- Rough national estimates of children who are sexually assaulted each year range from 100,000 (20, p. 9) to 500,000 (35, p. 21).
- A study that validated reports of sexual abuse in 1976, however, estimated the national incidence to be only 1,975--with females being the victim in 84 percent of the cases (35, p. 21).
- In 1978, 143,514 persons of all ages were arrested for sex offenses (including forcible rape, prostitution or commercialized vice, and other offenses). Of those arrested, 16,356 (or 11.4 percent) were under 18 and 51,114 (or 35.6 percent) were female (27, p. 193).
- Arrests in 1978 for prostitution and commercialized vice for persons under 18 amounted to 2,562--32 percent male and 68 percent female. This compares to 853 arrests for prostitution and commercialized vice in 1969--with males reflecting a 245 percent increase and females a 183 percent increase (35, p. 87).
- It is estimated that only 25 percent of sexual abuses of children are committed by strangers, with the remainder being committed by a member of the child's household (27 percent), a relative (11 percent), or an acquaintance of the family (37 percent) (35, p. 4). Physical force is estimated to be involved in only 4 percent of the cases (35, p. 4).

Table B-9, Appendix B, (p. 89) shows that the 6,002 juveniles who were considered as abused, neglected or dependent were held in public or private juvenile detention or correctional facilities as of December 31, 1977 as compared to 7,602 such individuals who were in such custody on June 30, 1974--a decrease of 21 percent. Table B-9 also shows that abused, dependent or neglected juveniles accounted for 8.2 percent of all juveniles held in all such facilities as of December 31, 1977--including 1.6 percent of the total population for such public juvenile facilities and 18.2 percent of the total population of such private juvenile facilities.

#### PERSONS WITH SPECIAL PROBLEMS

A preliminary assessment of those juveniles handled by the juvenile justice system with mental retardation, emotional or physical handicaps, medical problems, psychiatric problems, epilepsy, and learning disabilities indicated that:

- There is a lack of consensus on the definition of many physiological or psychological problems.

- There is a lack of reliable statistics on the incidence of such problems among juveniles handled by the juvenile justice system.
- There is inadequate screening at each major process point in the juvenile justice system for such individuals.
- There is a lack of adequate programs, community services, proven treatment strategies, or institutions to treat physiological or psychological problems of delinquent or disruptive individuals in the juvenile justice, medical, or mental health systems.
- Since juveniles from poor families are disproportionately represented in juvenile justice system facilities and since such individuals have greater health problems, the health problems in juvenile justice system facilities are particularly severe.
- Many health problems of juveniles handled by the juvenile justice system are untreated and are not referred to other community services.
- Juveniles with functional disorders and physical handicaps are more likely to end up in juvenile justice system institutions than they are to end up on probation.
- Juvenile delinquents have a high incidence of accidents, injuries, and illnesses (7, pp. xiii-xvi).

Table B-9, Appendix B, (p. 89) shows that 1,838 juveniles who were considered as emotionally disturbed or mentally retarded were held in public or private juvenile detention or correctional facilities as of December 31, 1977 as compared to 1,623 such individuals who were in such custody on June 30, 1974--an increase of 13.3 percent. Table B-9 also shows that emotionally disturbed or mentally retarded individuals accounted for 2.5 percent of all juveniles held in all such facilities as of December 31, 1977--including less than 1.0 percent of the total population for such public juvenile facilities and 6.0 percent of the total population of such private juvenile facilities.

## VII. CASE CLASSIFICATION AND DISPOSITION IN THE JUVENILE JUSTICE SYSTEM

The findings of an assessment conducted on case classification\* (or "labeling") and disposition in the juvenile justice system indicated that:

- Officials in every system component have almost unlimited discretion in deciding what "label" is assigned to a juvenile case and what disposition is made of the case.
- Adequate policy guidelines do not exist generally for such discretionary actions and, where guidelines do exist, they are not adequately followed.
- Law enforcement and court intake personnel make the vast majority of decisions affecting juveniles.
- Substantial conflict exists between law enforcement and court intake personnel over roles and referral criteria.
- Once a "label" is attached to a juvenile by a system component, it is rarely changed.
- Officials still show a strong tendency to detain status offenders in spite of Federal deinstitutionalization guidelines.
- Juveniles are often kept for longer than necessary periods in local detention facilities due to a lack of suitable "out-of-home" placements.
- The most important factors considered in classification or disposition decisions are referral incident, juvenile's statement, prior history of the juvenile, and attitude/demeanor of the juvenile.
- No significant correlation exists between the experience or personal characteristics of the decision-maker and the decision made.
- Dependent/neglected children, abused/victimized children, or assault/robbery incidents were considered the more serious problems by system personnel in all components.
- Officials only consider about half the information available to them in making classification and disposition decisions.
- Inconsistent classification and disposition of juveniles handled by the juvenile justice system is likely to occur more frequently than reasonable (16, pp. xii-xvii).

\*Into one of four classification categories (i.e., dependent/neglected, abused/victimized, incorrigible/status offender, or delinquent).

The findings of an assessment (10) on 24-hour intake indicated that:

- As of 1974, 42 States had enacted statutory provisions mandating or enabling a juvenile court intake process.
- As of 1974, States were increasingly requiring that the child admit the alleged offense, and that the child and parent consent to any disposition.
- 54.7 percent of referrals over a two-year period to a local probation department's intake unit occurred at hours other than 9 a.m. to 4 p.m.
- 68.5 percent of 213 jurisdictions of various size and location surveyed in 1979 have either 24-hour on-call or on-site intake services.
- Of the 146 jurisdictions in a 1979 survey who have 24-hour intake:
  - 52.5 percent have specially trained intake screening officers.
  - 17.8 percent have 24-hour on-site intake services.
- Of the 213 jurisdictions in a 1979 survey who had one form of juvenile intake, 24.0 percent report no prosecutor involvement in the case decision process.

An assessment of guidelines for case processing indicated that:

- The disposition of cases is surprisingly similar regardless of the nature of the offense (e.g., 9 percent of serious offenders were committed to an institution or agency as compared to 6 percent each for less-serious offenders and status offenders). (See Table B-14, Appendix B, p. 99.)
- Those persons with known prior court contacts were given far more restrictive disposition (e.g., 84.5 percent referred to a delinquent institution had prior contacts as compared to 41.6 percent who received a fine or restitution). (5, p. 11).
- In 49.9 percent of the cases on which a disposition was made, no information on prior court contacts was either available or reported by the court, including persons given probation or held open where prior court contact information was apparently not used in 42.5 percent of the cases (5, pp. 10-13).



#### VIII. EXECUTIVE, LEGISLATIVE, AND JUDICIAL TRENDS IMPACTING ON THE JUVENILE JUSTICE SYSTEM

The juvenile justice system is influenced by actions of the executive, legislative, and judicial branches of various levels of government. Examples of trends involving one or more of these branches that have been identified in the work of the System Assessment Center are described in the following pages.

##### DIVERSION/SCREENING

A general trend towards diversion or screening of juveniles out of the juvenile justice system is reflected by the following:

- The Juvenile Justice and Delinquency Prevention Act of 1974, as amended, provided that:
  - Section 102(b)(2): "...the...policy of Congress (is) to divert juveniles from the traditional juvenile justice system..." (33, p.2).
  - Section 223(a)(10)(A): "...services (should be established for) twenty-four hour intake screening..." (33, p. 15).
- Analysis of the numbers and characteristics of persons processed by the juvenile justice system for 1977 indicates that 86.7 percent of the juveniles arrested or deferred to juvenile court are ultimately diverted or screened out of the juvenile justice system (9, p. ).
- A 1979 assessment determined that 68.5 percent of 213 jurisdictions surveyed had established either 24-hour on-site or on-call intake services (10, p. ).

##### ALTERNATIVES TO INSTITUTIONALIZATION

A general trend towards providing alternatives to institutionalization for juveniles is illustrated by the following:

- The 1973 National Advisory Commission on Criminal Justice Standards and Goals recommended that detention of juveniles prior to adjudication should be restricted to those persons charged with an offense which would be criminal if committed by an adult, and that detention in any case should only be considered when no other reasonable alternative is available (18, p. 18).
- The 1976 National Advisory Committee on Criminal Justice Standards and Goals took a position that any custody should be restricted to the most serious of delinquent offenders, unless some form of short-term detention is needed to insure the presence of the juvenile at court proceedings, to prevent the juvenile from harming others, and to protect the juvenile from harm (18, pp. 23-24).

- The Juvenile Justice and Delinquency Prevention Act of 1974, as amended, contains the following sections:
  - Section 102(b)(2): "...the...policy of Congress [is] to provide critically needed alternatives to institutionalization..." (33, p. 2).
  - Section 223(a)(10)(H): "...programs [should be established to] reduce the number of commitments of juveniles to any form of juvenile facility...; [to] increase the use of nonsecure community-based facilities...; and [to] discourage the use of secure incarceration and detention" (33, p. 15).
  - Section 223(a)(12)(A): "...provide that juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult, or such nonoffenders as dependent or neglected children, shall not be placed in juvenile detention or correctional facilities" (33, pp. 15-16).
  - Section 223(a)(12)(B): "...provide that such juveniles, if placed in facilities, are placed in facilities which...are the least restrictive alternative appropriate to the needs of the child and the community [and] are in reasonable proximity to the family and the home communities of such juveniles..." (33, p. 16).
- A 1978 analysis determined that 21 States had adopted statutes on juvenile detention, 12 incorporating the 1973 National Advisory Commission Guidelines and nine adopting the 1976 National Advisory Committee Guidelines (18, pp. 29-30).

Of the 57 jurisdictions\* eligible for application of Section 223(a)(12)(A) of the JJDP Act of 1974, as amended, the following is a report of the status of their participation as of January 1980 (32):

- Six are currently not participating (Nebraska, Nevada, North Dakota, Oklahoma, South Dakota, and Wyoming).
- The number participating has increased from 45 in FY 1975 to 51 in FY 1980.
- 37 of the 51 participating jurisdictions have demonstrated compliance with the deinstitutionalization guidelines.
- 14 of the 51 participating jurisdictions have until a forthcoming fiscal year to demonstrate substantial compliance: 1981-seven (Colorado, Hawaii, Kentucky, Rhode Island, Virginia, American Samoa, Tennessee); 1982-three (Alabama, Kansas, Mississippi); 1983-four (North Carolina, Utah, West Virginia, Northern Marianas).

\*50 States, the District of Columbia and six territories



#### SEPARATION OF JUVENILES FROM ADULTS

A conflicting posture is found at the Federal and State level concerning the separation of juveniles from adults as illustrated by the data indicated earlier on the persons in custody and by the following legislative positions:

- The Juvenile Justice and Delinquency Prevention Act of 1974, as amended, contains Section 223(a)(13), which provides "...that juveniles alleged to be or found to be delinquent and...[juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult, or such nonoffenders as dependent or neglected children] shall not be detained or confined in any institution in which they have regular contact with adult persons incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges" (33, p. 16).
- As of April 1977, the laws of 47 States permitted detention of juveniles with adults in the same facility (20, pp. 53-55).
- As of January 1980, only 15 of the 57 eligible jurisdictions report compliance with the provisions of Sections 223(a)(13) of the JJDP Act of 1974, as amended, 21 jurisdictions report progress, seven report no progress, eight provided inadequate information, and six are not participating (32).

#### MORE EMPHASIS ON THE SERIOUS JUVENILE OFFENDER

More emphasis on the serious juvenile offender is indicated by the following:

- The 1967 President's Commission on Law Enforcement and the Administration of Justice indicated that it was more appropriate for the purposes of community safety to process and adjudicate the "serious offender" (18, p. 16). However, the Commission largely discredited the seriousness of the juvenile crime problem and strongly favored the maintenance of the "rehabilitative ideal" for juveniles (18, p. 17).
- The 1973 National Advisory Commission on Criminal Justice Standards and Goals and the 1976 National Advisory Committee on Criminal Justice Standards and Goals provided some information or guidance on serious juvenile offenses or offenders in relation to proposed detention and waiver standards (18, p. 25).
- Although the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, states in its findings that "juveniles account for almost half the arrests for serious crimes today," the Act says nothing specific about what to do about serious juvenile offenses or offenders (18, p. 19). However, activities of the U.S. Office of Juvenile Justice and Delinquency Prevention (29, 30) and hearings by the U.S. Senate (34) have reflected considerable concern, ideas and allocation of resources for serious juvenile offenses and offenders. In addition, amendments submitted by the U.S. Attorney General to Congress in 1979 targets greater attention and resources on the problem of the serious, violent, and chronic delinquent offender (31).

- As of 1978, three States (i.e., Colorado, Delaware, Washington) had passed a mandatory sentencing law which requires that the juvenile court, upon an adjudication of some delinquent acts, sentence the juvenile to an out-of-home or institutional placement for a determinate period (18, p. 60).
- As of 1978, four States (i.e., California, Florida, Indiana, New York) had passed laws providing for the exclusion of certain offenses from the juvenile court or for mandatory waiver hearings under certain conditions (18, pp. 60 and 69), and two other States (i.e., Kentucky, Illinois) were considering such laws (18, pp. 64-68).
- A 1978 analysis determined that 27 States had adopted statutes on waiver, five incorporating the 1973 National Advisory Commission guidelines and 13 adopting the 1976 National Advisory Committee guidelines.

#### ADVOCACY FOR RIGHTS AND SERVICES

A trend towards increased advocacy concerning rights and services for juveniles is represented by the following:

- The JJDP Act of 1974, as amended, indicates that programs should be established for the advocacy of improved services, protection of rights, due process and privacy of records (33, pp. 15, 16, 18).
- OJJDP has supported a broad variety of advocacy programs, including the 1978 Children in Custody initiative and its 1980 Youth Advocacy Initiative (1, p. 1).
- A 1979 survey found 96 advocacy organizations in 35 States that had either a national, State or local concern (1, pp. 93-100). Contact with a sample of these organizations determined that all of those contacted served delinquents, status offenders, and neglected/abused children. In addition, those contacted were involved to varying degrees in representation of individual juveniles in court, litigation on behalf of a group of juveniles, administrative advocacy to change policies or practices within agencies, and legislative advocacy to change laws (1, pp. 56-57).
- As of 1978, 33 jurisdictions ordinarily\* excluded the public and news media from attending juvenile court hearings (18, p. 251), 42 jurisdictions ordinarily prevented public inspection of all records on juveniles being handled by the juvenile justice system (18, p. 255), and 47 jurisdictions ordinarily prohibited the publication of the identity of a juvenile being handled by the juvenile justice system (18, p. 259).

\*Unless a variation is granted by the court.

IX. JUVENILE JUSTICE SYSTEM TREATMENT PROGRAMS FOR CRIMINAL OR STATUS OFFENDERS

In Section 101(a)(2) of the JJDP Act of 1974, as amended, it is stated that "...understaffed, overcrowded juvenile courts, probation services, and correctional facilities are not able to provide individualized justice or effective help" (33, p. 1). Work completed by the System Assessment Center to date on treatment of criminal or status offenders identifies some programs that do not seem to work, some programs that may work, and some effective program strategies.

Examples of treatment programs that have been evaluated and which do not seem to work include:

- Probation Subsidy (California): Augmented use of probation in various forms was not found to produce any significant differences in recidivism between institutional parolees and youths under intensive probation, nor between the latter and those put into regular caseloads (18, p. 222).
- Gang Violence Project (California): Attempts to prevent gang fights through the use of "indigenous" consultants were mixed [since]...incidents between and within gangs decreased [but] incidents against non-gang members increased...particularly robberies (2, p. 16).
- Juvenile Aversion Program (New Jersey): Use of a half-day direct confrontation of potential delinquents and less-serious delinquents by inmates of an adult maximum security institution led to a more positive attitude towards crime avoidance, yet more crimes were committed by participants than by non-participants (8, pp. 4-5).

Examples of treatment programs which have been partially evaluated and which may work are:

- Project New Pride (Colorado): Concentrates on education, counseling, job training, and cultural enrichment in an intensive, non-residential program for both serious and less-serious offenders (18, pp. 194-195).
- Neighborhood Alternative Center (California): Provides services for status offenders in a neutral community setting, including 24-hour crises intervention, use of paraprofessionals, and backup short-term residential care (4, pp. 32-34).
- Civil Addict Program (California): An intensive, long-term program for adult narcotics addicts that uses a mixture of short institutionalization, increased parole supervision, and drug testing (4, pp. 31-32).
- Unified Delinquency Intervention Service (Illinois): Provides intensive, short-term community treatment for serious offenders through a continuous case management approach (18, pp. 172-178; 2, p. 22).

- Serious Juvenile Offender Project (Minnesota): A continuous case management team and a mix of institutional and community treatment for serious offenders (18, pp. 189-190).
- Juvenile Conference Committee (New Jersey): Provides for limited disposition of less-serious offenders by a committee of local residents who function as an adjunct of the juvenile court (21, pp. 174-177).
- Intensive Treatment Units (Massachusetts): Provides comprehensive education, counseling, and job training in a secure setting for serious offenders (2, pp. 20-21).
- Santa Clara County Diversion Juvenile Program (California): A cooperative effort between law enforcement agencies and the probation department to divert status offenders to community agencies (21, pp. 155-158).
- Bismark Police/Youth Bureau (North Dakota): A police program to divert and counsel status offenders (21, pp. 159-166).
- Juvenile Rights Division of New York City Legal Aid Society (New York): Provides comprehensive personal and "class-action" representation for indigent, accused and adjudicated delinquents, status offenders, and abused/neglected children (1, pp. 12-21).
- Juvenile Law Projects, Greater Boston Legal Services (Massachusetts): Provides comprehensive advocacy for all types of individuals appearing before the juvenile court (1, pp. 21-28).
- National Center for Youth Law, San Francisco (California): Provides comprehensive legal services for all types of accused or adjudicated juveniles (1, pp. 37-43).
- Juvenile Justice Legal Advocacy Project (California): Provides comprehensive legal services for all types of accused and adjudicated juveniles (1, pp. 49-56).
- Directions Program (Minnesota): Provides diversion through assistance by volunteers to police and probation staff (21, pp. 158-165).
- Howard University (District of Columbia): Provides continuing education and training for delinquents after stable employment was found (6, p. ).
- Wildcat Experiment, Vera Institute of Justice (New York): Provides counseling and training in an employment setting for hard-core drug users (6, p. ).

General observations on program strategies include:

- A hard look at [14] programs revealed that there are a limited number of things which can be done to or for serious delinquents, although the ways of doing them can and do vary considerably [and] do not differ too much from what is done generally in trying to treat delinquents... For violent, assaultive delinquents [elements can] be added [such as] medical remedies [and] restraining...techniques...used in mental hospitals (18, p. 227).

- The most successful programs were those that were built around remedial education, employment, and recreation (18, p. 221).
- Youths coming out of secure programs into supporting non-residential programs were doing better than those who were simply returned to the community with no formal support (18, p. 225).
- When attempting to change the behavior of chronic delinquents given to serious or violent offenses, it seems fairly obvious that some kind of direct, continuous interaction is necessary with professional staff (18, p. 224).
- The case management technique is an instance of a potentially effective means for solving a long standing problem of insuring that a youth actually prescribed, promised, or contracted for (18, p. 225).

#### X. ECONOMIC IMPLICATIONS

The JJDP Act of 1974, as amended, indicates in Section 101 (b) "...that the high incidence of delinquency in the United States today results in enormous annual cost and immeasurable loss of human life, personal security, and wasted human resources..." (33, pp. 1-2). The same Act also states in Section 101 (a) (6) that "...States and local communities which experience directly the devastating failures of the juvenile justice system do not presently have...adequate resources to deal comprehensively with the problems of juvenile delinquency" (33, p. 1).

The work of the System Assessment Center has led to the identification of cost data to confirm the high cost of delinquency. However, the Assessment Center has also identified some cost-benefit information which suggests that (a) the juvenile justice system may not be a devastating failure as a whole, and (b) that, with a reallocation of present resources, adequate resources may be available to deal with the problems of delinquency. This information includes the following:

- At least an estimated \$15.9 billion could be related in 1977 to juvenile delinquency and status offenses in the United States, including \$10.7 billion for direct losses from crimes or status offenses, \$1.8 billion for business security, \$.5 billion for insurance costs, and \$2.9 billion for juvenile justice system processing costs (4, pp. 67, 73, 79, and 83; and 19, pp. 99-100).
- Of the estimated \$10.7 billion in direct losses, \$9.7 billion is believed attributable to serious offenses, \$954 million to less-serious offenses, and \$21 million to status offenses. (See Table B-3, Appendix B, p. 77.)
- Of the estimated \$2.9 billion in juvenile justice system processing costs, \$1.1 billion is believed associated with law enforcement costs, \$951 million with court processing costs, and \$869 million with custody costs (4, pp. 73, 79, and 83).
- Ratios of processing cost to crime loss vary enormously within and among juvenile justice system components. For example, society's loss is about \$700 for each dollar spent for police processing of such offenders while for runaways, society's loss is only .20¢ for each dollar spent on police processing of runaways (4, p. 9).
- Crime losses due to serious offenses are approximately five times greater than juvenile justice system processing costs for these offenses (\$9.7 billion versus \$1.4 billion), losses due to less-serious offenses are approximately equal to juvenile justice system processing cost (\$1 billion versus \$1 billion), and losses due to status offenses are approximately 19 times less than juvenile justice system processing cost (\$21 million versus \$400 million) (4, p. 19).
- Per capita direct expenditures of State and local governments in 1976 for criminal justice activities ranged from \$39 (Arkansas) to \$289 (District of Columbia) (4, p. 119).

- 1973-1977 victimization data shows that financial loss due to theft of cash as property was least in theft-motivated crimes committed by juveniles, and greatest in those committed by adults (14, p. 2).
- Average costs of police processing for juveniles in 1977 dollars for one agency range from \$55 for vandalism to \$226 for murder with many relatively different crimes in terms of seriousness costing about the same to process (e.g., armed robbery cost \$133 and prostitution \$111) (19, p. 133).
- Cost of court processing of juveniles in several studies showed an average per case range for different types of processes from \$9 (for dismissal) to \$1,864 for a jury trial in 1977 dollars (19, p. 143).
- Average costs for correctional processing in 1977 dollars per day for various examples of field supervision or custody range from:

- probation/parole	: \$ 2
- foster care	: \$ 10
- home detention	: \$ 14
- day care	: \$ 15
- attention home	: \$ 17
- small group home	: \$ 18
- halfway house	: \$ 19
- large group home	: \$ 23
- jail	: \$ 24
- forestry camp	: \$ 28
- shelter	: \$ 34
- secure detention	: \$ 61
- private residential foster home	: \$ 63
- secure correctional institution (male)	: \$ 68
- secure correctional institution (female)	: \$ 118

(19, pp. 157, 163, 173, 197, and 205).

- A study of 624 young adult offenders showed that in the three years prior to their imprisonment in 1977, they committed an estimated 60,436 offenses at a possible cost to society of \$40.7 million (4, p. 29).
- A cost-benefit evaluation in 1978 of a successful narcotic addict correctional program estimated that it saved society more than \$1 million per year after program costs were deducted (4, p. 31).
- A cost-benefit evaluation of a successful neighborhood alternative program for status offenders showed that the program saved \$82,531 (or \$44 per case) per year compared to traditional system processing (4, p. 33).

- Attempts to introduce change in the juvenile justice system may not result in cost savings (e.g., when some juveniles are diverted or deinstitutionalized since the system may react bureaucratically by relabeling some persons processed in order to maintain job security of staff) (4, p. 35).
- Most of the resources for a greater emphasis on serious offenses and offenders can come from a decreased emphasis on less-serious offenders and status offenders (4, p. 9).
- There is a need for better classification systems for persons processed in the juvenile justice system that includes cost-benefit criteria (4, p. 37).

## XI. EVALUATION OF JUVENILE JUSTICE SYSTEM POLICIES AND PROGRAMS

Work of the System Assessment Center concerning the evaluation of juvenile justice system programs indicates that:

- Review of 6,600 programs showed that only 96 evaluations were conducted, and these were of low scientific validity and policy utility (11, p. 1).
- Evaluation of 1,000 delinquency studies identified only 25 with any information on the study results (11, p. 2).
- Detailed assessment of the evaluation in 35 programs (selected out of 1,486) found ill-defined assumptions, inappropriate selection of clients, poor matching of intervention strategies with assumptions, poor external linkages, and poor evaluation design or execution (11, pp. 14-26).
- The quality of evaluations in a review of 14 projects were very uneven, and in some cases none was available (18, p. 225). In part, this was due to difficulties in obtaining reliable and complete data, but it also may be a consequence of reliance upon the experimental model (18, p. 229).
- In dynamic situations, where deviance and reaction both involve human beings, both deviant and control agent respond to the consequences of their previous acts which then enters into and becomes a variable influence on subsequent choice and decisions (18, p. 226).
- Groups of delinquents may react differently--even in opposed ways--to the same kinds of residential controls (18, p. 226).
- Successful implementation of any program may be effected by socio-cultural factors over which program directors have little control (e.g., urban unemployment) (11, p. 29).
- Program implementation or evaluation may be inhibited by political factors (e.g., separation of powers, bureaucracy, constituencies, and special interests) (11, p. 29).
- Evaluation should include both measurement of the process--or how program resources are utilized--and of the impact--or what results the program had on something like the reduction of delinquency (19, pp. 220-221).

Establishment of criteria for impact success (e.g., recidivism) must recognize that different standards (e.g., percentage of persons achieving certain levels of success) must vary depending on the state at which the client is in the system (e.g., probation versus parole) and the seriousness of the offender (e.g., prior history or severe physiological/psychological problems).

Without program evaluation in the context of a suitable conceptual framework and implementation strategies, the system will be immersed in programs that do not work--or that do work, but no one knows why (11, p. 34).

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## XII. CONCLUSIONS

The following conclusions concerning the juvenile justice system in the United States are made as a result of this assessment:

- Crime by persons under 18 is not at the crisis stage as often portrayed since:
  - Less than 1.0 percent of all arrests of all persons (including adults) in 1977 was of a person under 18 for a violent crime and only 3.7 percent of 1977 arrests of persons under 18 was for a violent crime.
  - Arrest rates for persons under 18 were generally stable during the period 1973 through 1977.
  - Only 5.8 percent of the at-risk population seven through 17 were arrested in 1977.
- Crimes and status offenses by persons under 18 during 1977 resulted in an estimated \$15.9 billion in direct and indirect costs.
- It is likely that a relatively small number of individuals are responsible for the bulk of the crimes committed by persons under 18.
- Characteristics of those persons under 18 processed by the system are primarily:
  - 15-17 years old
  - male
  - white, although blacks are disproportionately represented (particularly for serious crimes)
  - without a prior offense history
  - living with someone other than both natural parents
  - from families with income of less than \$10,000 per year
  - attending school
  - unemployed
  - involved in offenses where weapons were not used
  - involved in offenses alone
  - residents of urban areas.
- There is a considerable involvement of alcohol in violent crimes and drug abuse in crimes of theft.
- Victims of crimes by persons under 18 are most likely to be:
  - other persons under 18
  - males
  - white for theft offenses and black/other for violent offenses
  - divorced or never married
  - low income families for violent crimes and higher income families for property crimes
  - a resident of an urban area for violent crimes
  - a victim of a crime of theft.

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- The system is working reasonably well since:
  - increasing effort is directed towards strengthening the family as it is now recognized that this unit is the primary agent of socialization
  - there is a reasonable balance of system goals that reflect the need for appropriate services, protection of rights, and protection of society
  - there is an expanding concurrence among States and the Federal government on appropriate objectives and standards
  - of the population at-risk for the commission of a crime or a status offense, only 1.3 percent were adjudicated as guilty and 0.3 percent were committed to a correctional institution in 1977
  - 86.7 percent of those persons processed in 1977 were diverted or screened out of the system
  - of those persons adjudicated as guilty in 1977, only 7.3 percent could be considered as a failure due to escape or requested revocation of probation, aftercare, or parole status
  - there is little difference in the way that persons are handled within the system in relation to age, sex, or race/ethnic group
  - confidentiality of juvenile records is generally protected
  - many treatment programs are working.
- In spite of the achievements of the system, a number of problems exist, including:
  - inconsistency among the States as to the jurisdiction of the juvenile court
  - only 9.0 percent of the estimated offenses committed by persons under 18 in 1977 were cleared by an arrest
  - prosecutors are not involved in the screening of all cases processed by the juvenile court
  - 24-hour intake is not available in all jurisdictions
  - persons under 18 are placed in pre-adjudication detention (including jails) to do excessive amount for less-serious offenses and status offenses
  - excessive numbers of persons under 18 are committed to correctional institutions for less-serious offenses and status offenses

- inadequate consideration is given to prior offense history when disposition of a case is made
- inadequate attention is given to child abuse, including sexual assault or exploitation
- inadequate handling is given to persons with severe psychological or physiological problems
- inadequate criteria and procedures are used for classification and disposition of cases
- inadequate separation exists for juveniles from adults in detention and correctional institutions
- inadequate protection of rights is provided at arrest and correctional stages of the process
- excessive resources are spent on handling persons for less-serious offenses and status offenses, and inadequate resources are spent on handling serious offenses in relation to the cost of these crimes to society.



### XIII. INFORMATION GAPS

The following information gaps concerning the juvenile justice system in the United States were identified by this assessment:

- Systematic analysis is not made of social indicators at the Federal, State, or local level concerning the extent of socially unacceptable behavior by or against persons under 18.
- Adequate and timely statistics are not available on the numbers and characteristics of persons under 18 handled by the juvenile and adult criminal or civil justice system (particularly on a repetitive basis).
- Adequate evaluation is not made as to whether policies or programs have a desirable impact on the target area or in relation to the system as a whole.

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### XIV. ISSUES

The following issues (or matters of controversy) concerning the juvenile justice system in the United States were identified by this assessment:

- What is considered as socially unacceptable behavior by and against persons under 18.
- What are the causes and correlations of socially unacceptable behavior by or against persons under 18.
- Should the juvenile justice system or some other legal or social system(s) have responsibility for handling persons under 18 who are the victims or perpetrators of socially unacceptable behavior.
- What are the desired goals and objectives of the juvenile justice system (e.g., delinquency prevention, child protection, punishment).
- What are the criteria and procedures for processing a person under 18 in the juvenile justice system.
- What are the desired treatment strategies for persons within the jurisdiction of the juvenile justice system.
- Should a person under 18 be removed from the home environment when socially unacceptable behavior by or against that person occurs.
- Should persons under 18 with severe physiological or psychological problems be handled by the juvenile justice system.
- Should persons under 18 be provided the same rights as adults when involved as a victim or perpetrator of socially unacceptable behavior.
- Should the juvenile justice system provide differential handling of persons under 18 on the basis of any factors (e.g., age, sex, race, educational level, family income level).
- What are the public and private costs and benefits of handling socially unacceptable behavior by or against persons under 18 in the juvenile justice system.
- Have Federal laws, court decisions, policies, and programs since 1974 resulted in useful change in the manner in which the juvenile justice system as a whole handles socially unacceptable behavior by and against persons under 18.

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## XV. RECOMMENDATIONS

The following recommendations are made based on the findings of this assessment:

- The U.S. Office of Juvenile Justice and Delinquency Prevention should coordinate studies and discussions to establish understanding and agreement where possible concerning:
  - the definition of socially unacceptable behavior by or against persons under 18, including elements of severity and frequency of offense and chronicity of offenders
  - causes and correlates of socially unacceptable behavior by or against persons under 18
  - jurisdiction of the juvenile justice system
  - goals and objectives of the juvenile justice system and its components
  - criteria and procedures for handling a person under 18 in the juvenile justice system
  - desired treatment strategies for persons within the jurisdiction of the juvenile justice system
  - costs and benefits of handling socially unacceptable behavior by and against persons under 18 in the juvenile justice system
  - desired rights of persons under 18 who are victims or perpetrators of socially unacceptable behavior
  - the impact of Federal laws, court decisions, policies, and programs concerning the manner in which the juvenile justice system handles socially unacceptable behavior by and against persons under 18
  - possible unintended results of reforms in the juvenile justice system (i.e., solution of one problem can cause other problems and the net system-wide effect may be undesirable for persons under 18 or for society as a whole).
- The U.S. Office of Juvenile Justice and Delinquency Prevention should disseminate information to the public concerning realistic measures of the achievements and problems in juvenile crime and justice.
- The U.S. Office of Juvenile Justice and Delinquency Prevention should fund research on:
  - chronic juvenile offenders
  - techniques of handling juvenile crimes related to alcohol or drug abuse

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- improved techniques for investigation of juvenile crime, including the collection and preservation of evidence
- improved criteria and procedures to evaluate the impact of policies and programs.

- The U.S. Office of Juvenile Justice and Delinquency Prevention should participate in an extensive coordinated Federal effort to employ young persons as their circumstances require.
- The National Advisory Committee on Juvenile Justice and Delinquency Prevention should adopt and disseminate proposed standards on:
  - use of prosecutor to screen all alleged crimes by juveniles
  - availability of 24-hour court intake in all jurisdictions
  - conditions under which a juvenile should be placed in detention
  - conditions (if any) under which a juvenile could be placed in a custodial facility with an adult
  - conditions under which prior offense history should be considered in disposition
  - conditions under which persons with severe psychological or physiological problems should be handled by the juvenile justice system.
- The U.S. Bureau of Justice Statistics should coordinate studies and discussions to establish and maintain:
  - social indicators of the extent of socially unacceptable behavior by or against persons under 18
  - statistics on the numbers and characteristics of persons under 18 handled by the juvenile and adult criminal or civil justice systems (particularly on a repetitive basis).
- Funds to support necessary studies or improvements in the juvenile justice system at the Federal, State, or local level should come from a re-allocation of existing resources.

APPENDIX A  
NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER  
STAFF, ADVISORY COMMITTEE,  
AND PROGRAM MONITOR

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APPENDIX B  
SUPPLEMENTAL FIGURES AND TABLES

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FIGURE B-1  
NATIONAL ESTIMATES OF PERSONS UNDER 18 PROCESSED ANNUALLY  
THROUGH THE JUVENILE JUSTICE SYSTEM (1977)

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NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER  
**NATIONAL ESTIMATES OF PERSONS UNDER 18 PROCESSED ANNUALLY  
 THROUGH THE JUVENILE JUSTICE SYSTEM (1977)**

This detailed flow chart shows one way of representing the structure and processes of the juvenile justice system. It displays the logical flow of a juvenile from the first time of direct contact with the official system through the various processes or decision points that comprise the system, and eventually to one of the numerous exit points from the system. It provides a comprehensive and sequential view of what can happen to a juvenile who enters the process, the component of the system that would be involved, and the way one component influences another.

Prior to official contact, a juvenile "case" will be the result of either the commitment of an offensive act or the recognition of a state of need.

Included under these categories are not only the full range of delinquent acts and troublesome behaviors, but also states of neglect, dependency, incorrigibility, and victimization. Obviously, some offensive acts are committed by those in some state of need.

The Juvenile Justice System only comes in direct contact with those juveniles who are referred to it as victims or who are apprehended. This will represent only part of all juveniles who commit offenses or who are victimized.

## INTRODUCTION

A juvenile is conceived as entering the system from the left. Flow through the system is from left to right. All vertical lines represent decision points and are sequentially numbered; ovals

represent alternative decision choices; rectangulars represent system functions or notes; and circular

exit symbols represent the termination of the case, or that the case is no longer within the jurisdiction of the system. Branching to "alternative programs" is considered to be an exit from the system, but not a total termination.

The term "agency" represents a wide range of public and private community resources and institutions that act on behalf of the juvenile. They range from those offering only a few services to those offering comprehensive services and institutionalization.

A clear distinction has to be made between a juvenile who is placed in a non-criminal justice agency as a final disposition without pending court action, and a similar placement with a pending court date. The same agency may be responsible for both, but it must be recognized that those in the former group exit from the juvenile justice system.

In the processing of a juvenile, and the eventual selection of processing alternatives, a distinction needs to be made between the transfer of the case to another agency for handling with provision for little or no followup and the formal placement of the case with another agency with the requirement for followup. This difference is charted as either to *refer* or *place* with another agency.

Whenever a juvenile is referred to or placed with an agency, the process may begin all over again if the agency cannot handle the case. In some situations, the agency may transfer the case back to court on the original charge if the juvenile has

been unresponsive. This re-entry is charted as an incoming *transfer from alternative programs*.

Most jurisdictions have only limited choices, especially in the early phases. They often lack any intermediate agency or person to contact (e.g., special school program, youth worker, family counselor) before calling in the police or referring the juvenile to court. This forces decision makers — agencies, citizens, even police on the beat — either to do nothing or to take a more serious action than the situation may warrant ①.

The detailed flow chart often indicates that the decision maker has the option to handle the case informally, such as "handle on own" or "counsel and release" ②. Where this option is shown, it is assumed that the decision maker has the authority to make such a decision. It is further understood that other component personnel may disagree that this right exists.

This chart is an illustration of the more in depth analysis of the number and characteristics of juveniles (persons under 18) who are processed annually across the nation by the juvenile justice system. For further explanation as to how this flow analysis was conducted or to obtain further information on the population it concerns, refer to "A Preliminary National Assessment of the Numbers and Characteristics of Juveniles Processed in the Juvenile Justice System" (Black and Smith, 1979).

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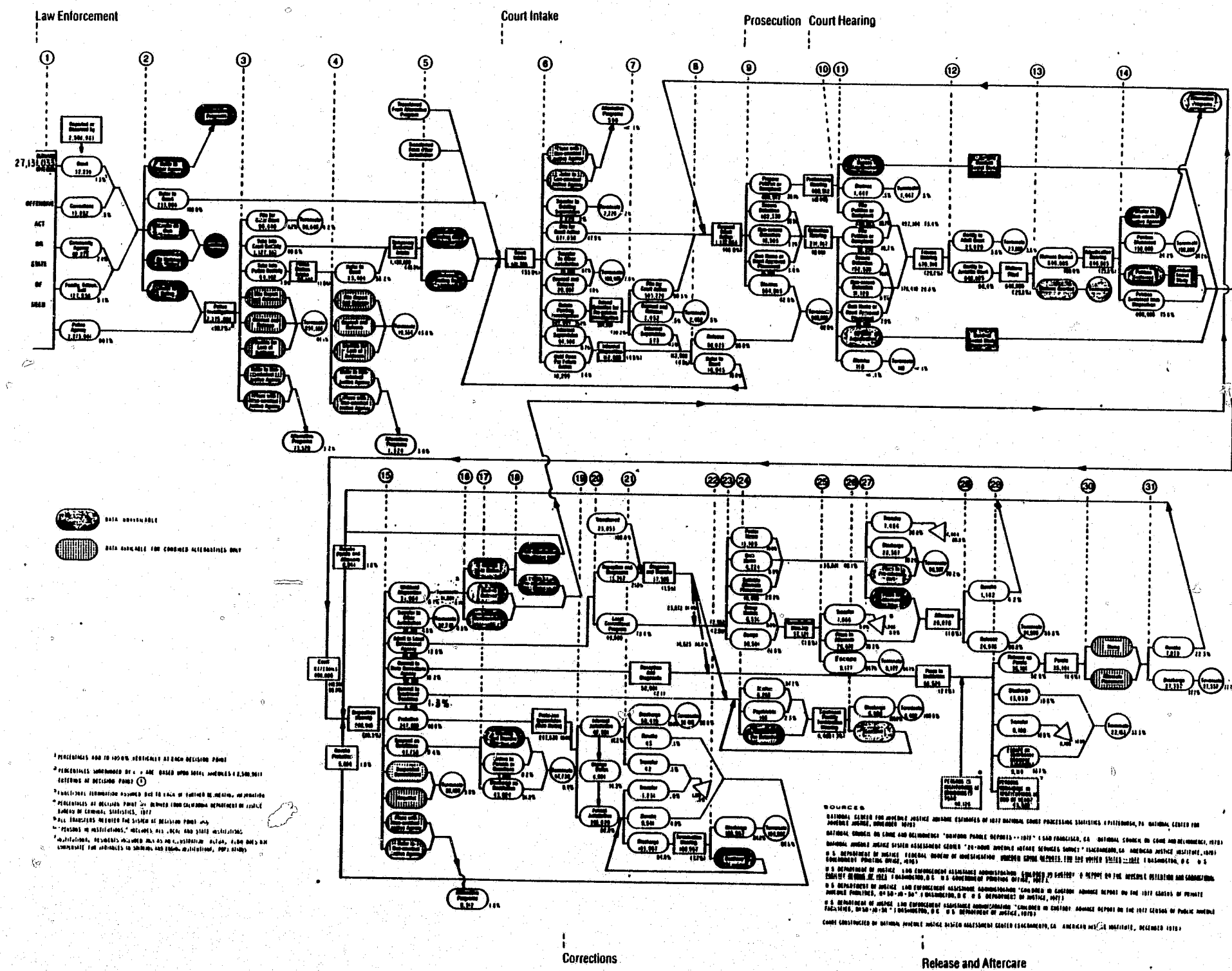
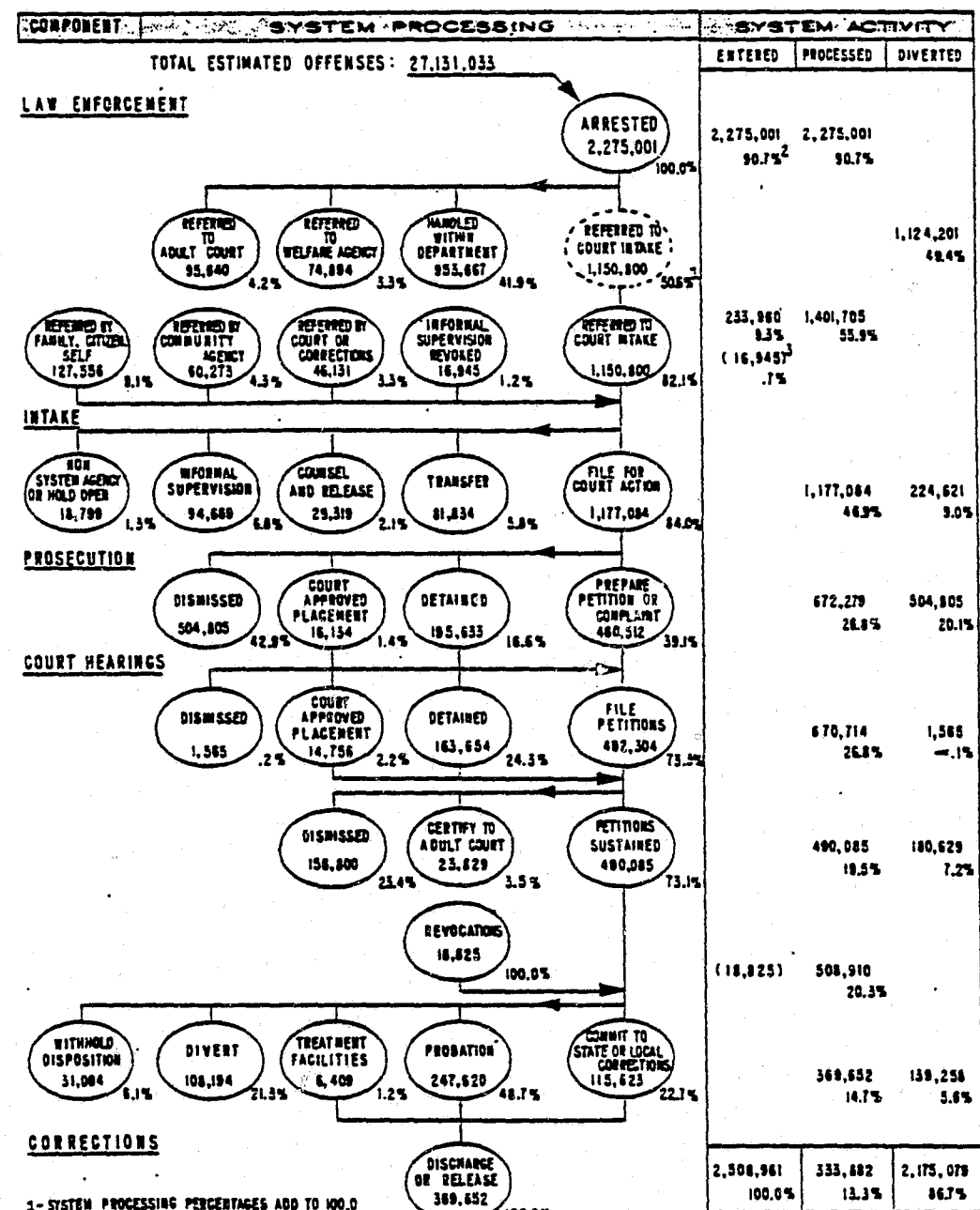


FIGURE B-2  
JUVENILE JUSTICE SYSTEM PROCESSING OF PERSONS UNDER 18  
1977



1- SYSTEM PROCESSING PERCENTAGES ADD TO 100.0 HORIZONTALLY

2- SYSTEM ACTIVITY PERCENTAGES ARE BASED UPON TOTAL JUVENILES ENTERED (2,508,961)

3- NUMBERS IN PARENTHESES ( ) ARE ENTRIES DUE TO REVOCATIONS AND ARE NOT ADDED AGAIN IN TOTAL

NOTE: FLOW OF CASES IS FROM TOP TO BOTTOM, RIGHT TO LEFT, EXCEPT WHERE OTHERWISE INDICATED, WITH THE MAIN SYSTEM PROCESSING LINE ON THE RIGHT. TO THE RIGHT OF EACH PROCESSING STEP IS A SUMMARY OF THE SYSTEM ACTIVITY, DETAILING THE NEW CASES ENTERING THE SYSTEM, CASES DIVERTED AND TOTAL CASES PROCESSED ON TO THE NEXT STEP.

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(9, p. ).

FIGURE CONSTRUCTED BY THE NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (SACRAMENTO, CA: AMERICAN JUSTICE INSTITUTE, 1980).

TABLE B-1

JUVENILE JUSTICE DEVELOPMENTS AND THEIR IMPACT UPON  
CONCEPTIONS OF THE CHILD, PARENTS, AND STATE RELATIONSHIPS

PERIOD	MAJOR DEVELOPMENTS	PRECIPITATION, INFLUENCES	CHILD/STATE	PARENT/STATE	PARENT/CHILD
PURITAN 1646-1824	MASSACHUSETTS STANDARD CHILD LAW (1646)	A. CHRISTIAN VIEW OF CHILD AS EVIL B. ECONOMICALLY MARGINAL AGRARIAN SOCIETY	LAW PROVIDES: A. SYMBOLIC STANDARD OF MAJORITY B. SUPPORT FOR FAMILY AS ECONOMIC UNIT	PARENTS CONSIDERED RESPONSIBLE AND CAPABLE OF CONTROLLING CHILD	CHILD CONSIDERED SOLE PROPERTY AND SPIRITUAL RESPONSIBILITY OF PARENTS
REFUGE 1824-1899	INSTITUTIONALIZATION OF DEVIANCY, NEW YORK HOUSE OF REFUGE ESTABLISHED (1824) FOR DELINQUENT AND DEPENDENT CHILDREN	A. ENLIGHTENMENT B. IMMIGRATION AND INDUSTRIALIZATION	CHILD SEEN AS DEEPLESS, IN NEED OF STATE INTERVENTION	PARENTS SUPPLANTED AS STATE ASSUMES RESPONSIBILITY FOR CORRECTING DEVIANT SOCIALIZATION	FAMILY CONSIDERED TO BE A MAJOR CAUSE OF JUVENILE DEVIANCY
JUVENILE COURT 1899-1960	ESTABLISHMENT OF SEPARATE LEGAL SYSTEM FOR JUVENILES -- ILLINOIS JUVENILE COURT ACT (1899)	A. REFORMISM AND REHABILITATIVE IDEOLOGY B. INCREASED IMMIGRATION, URBANIZATION, LARGE- SCALE INDUSTRIALIZATION	JUVENILE COURT INSTITUTIONALIZES LEGAL IRRESPONSIBILITY OF CHILD	PARENTS PARIAS DOCTRINE GIVES LEGAL FOUNDATION FOR STATE INTERVENTION IN FAMILY	FURTHER ADOPTION OF PARENTS' RIGHTS AND RESPONSIBILITIES
JUVENILE RIGHTS 1960 - PRESENT	INCREASED "LEGALIZATION" OF JUVENILE LAW -- CAULY DECISION (1966), JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT (1976) CALLS FOR DEINSTITUTIONALIZATION OF STATUS OFFENDER	A. CRITICISM OF JUVENILE JUSTICE SYSTEM ON MORALE GROUNDS B. CIVIL RIGHTS MOVEMENTS BY DISADVANTAGED GROUPS	MOVEMENT TO DEFINE AND PROTECT RIGHTS AS WELL AS PROVIDE SERVICES TO CHILDREN	REASSERTION OF RESPONSIBILITY OF PARENTS AND COMMUNITY FOR WELFARE AND BEHAVIOR OF CHILDREN	ATTENTION GIVEN TO CHILDRENS' CLAIMS AGAINST PARENTS, EARLIER EMANCIPATION OF CHILDREN

Source: (21, p. 29)

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice  
Institute, 1979).

TABLE B-2

PERCENTAGE OF  
STATES HAVING STATUTORY JURISDICTION OVER STATUS OFFENDERS  
BY JURISDICTIONAL CLASSIFICATION AND BEHAVIOR (N=51)

BEHAVIOR	JURISDICTIONAL CLASSIFICATION	DELINQUENT CHILD		STATUS OFFENDER		DEPENDENT CHILD		N2 LABELS		TOTAL	
		N	%	N	%	N	%	N	%	N	%
TRUANCY		7	13.7	28	54.9	4	7.8	7	13.7	46	90.1
UNGOVERNABILITY		8	15.7	25	49.0	4	7.8	8	15.7	45	88.2
RUNAWAY		4	7.8	12	23.5	2	3.9	5	9.8	23	45.0
ENDANGERS SELF		3	5.9	12	23.5	7	13.7	6	11.8	28	54.9
MULTIPLE STATUS OFFENSE ADJUDICATIONS		2	3.9	N/A	N/A	N/A	N/A	N/A	N/A	2	3.9
VIOLATION OF COURT ORDER		10	19.6	3	5.9	0	0.0	0	0.0	13	25.5

Sources:

Adapted from Pennsylvania Joint Council on the Criminal Justice System, The Juvenile Status Offender and the Law, (PJCCJS, April 1977), p. 13.  
(21,p. 45)  
N/A = Not Available

Table Constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1979).

TABLE B-3

DIRECT LOSS DUE TO CRIME BY PERSONS UNDER 18 YEARS FOR  
SERIOUS, LESS-SERIOUS, AND STATUS OFFENSES, U.S. (1977) \*

OFFENSE CHARGED	ESTIMATED NUMBER OF JUVENILE OFFENSES <sup>1</sup>	AVERAGE LOSS PER OFFENSE <sup>2</sup>	DIRECT LOSS DUE TO CRIME
<b>TOTAL</b>	27,131,033	\$ 385	\$10,710,843,380
<b>SERIOUS OFFENSES (INDEX OFFENSES)</b>	10,904,443	853	9,736,053,510
Murder and Manslaughter	2,386	178,346	427,077,470
Forcible Rape	13,800	14,471	200,568,060
Robbery	298,640 <sup>3</sup>	3,780	1,132,639,200
Aggravated Assault	312,840 <sup>3</sup>	12,705	3,974,006,500
Burglary	5,169,162	611	1,936,357,900
Larceny-Theft	6,587,825	211	1,380,031,000
Motor Vehicle Theft	318,720	1,362	675,373,440
<b>LESS-SERIOUS OFFENSES</b>	10,787,390	88	953,933,200
Forgery and Counterfeiting	87,320	276	24,073,720
Fraud	223,770	276	61,760,520
Stolen Property (e.g., buying, receiving, possessing)	343,070	78	26,789,460
Vandalism	1,183,630	62	73,509,060
Drug Abuse Violations	1,323,160	252	333,436,320
Driving Under the Influence	244,950	252	61,727,400
Liquor Laws	1,199,130	8	9,593,040
Drunkenness	486,440	8	3,887,520
Disorderly Conduct	1,212,720	8	9,701,760
All Other Less-Serious Offenses	4,479,300	78	349,385,400
<b>STATUS OFFENSES</b>	5,429,200	4	20,658,670
Curfew and Loitering Law Violation <sup>4</sup>	880,130	3	2,550,390
Runaways	1,854,470	4	7,417,880
All Other Status Offenses	2,714,600	4	10,658,400

\*See Appendix C, Note 1 (p.103 ) for estimating procedures

Sources:

<sup>1</sup>U.S. Department of Justice. Law Enforcement Assistance Administration. National Criminal Justice Information and Statistics Service. "Criminal Victimization in the United States: Summary Findings--1977-78 Changes in Crime and of Trends Since 1975." (Washington, D.C.: U.S. Government Printing Office, October 1979).

<sup>2</sup>McDermott, M. Joan and Hindelang, Michael J. Analysis of National Crime Victimization Survey Data to Study Serious Delinquent Behavior--Research Monograph One: Juvenile Criminal Behavior in the United States: Its Trends and Patterns. U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute for Juvenile Justice and Delinquency Prevention. (Albany, NY: Criminal Justice Research Center, 1979), p. 14.

<sup>3</sup>The number of burglary and robbery offenses in the commercial area were taken from 1976 survey data found in: U.S. Department of Justice. Law Enforcement Assistance Administration. National Criminal Justice Information and Statistics Service. Criminal Victimization in the United States: A Comparison of 1975 and 1976 Findings. (Washington, D.C.: U.S. Government Printing Office, November 1977), p. 48.

(4 , p. 67)

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

TABLE 8-4  
ARRESTS OF PERSONS UNDER 18 YEARS FOR  
SERIOUS, LESS-SERIOUS, AND STATUS OFFENSES, U.S. (1977)

OFFENSE CHARGED	TOTAL NUMBER OF ARRESTS	NUMBER OF ARRESTS UNDER 18 YEARS	PERCENT ARRESTS UNDER 18 YEARS
<b>TOTAL</b>	9,029,335	2,170,193	24.0
<b>SERIOUS OFFENSES (INDEX OFFENSES)</b>	1,986,043	818,994	41.2
Murder and Manslaughter	20,096	1,997	9.9
Forcible Rape	25,300	4,257	16.5
Robbery	122,314	39,259	32.0
Aggravated Assault	221,329	36,182	16.3
Burglary	434,193	233,904	51.5
Larceny-Theft	1,006,915	431,747	42.9
Motor Vehicle Theft	133,196	71,643	53.0
<b>LESS-SERIOUS OFFENSES</b>	6,771,832	1,079,739	15.9
Forgery and Counterfeiting	67,984	8,722	12.8
Fraud	216,672	22,377	10.3
Stolen Property (e.g., buying, receiving, possessing)	104,401	34,307	32.9
Vandalism	196,724	118,363	60.3
Drug Abuse Violation	569,293	132,316	23.2
Driving Under the Influence	1,104,132	24,495	2.2
Liquor Laws	321,573	119,913	37.3
Drunkenness	1,208,523	49,844	4.1
Disorderly Conduct	624,736	121,272	19.4
All Other Less-Serious Offenses*	2,357,782	427,930	19.0
<b>STATUS OFFENSES</b>	271,460	271,460	100.0
Curfew and Loitering Law Violation	36,013	36,013	100.0
Runaways	135,447	135,447	100.0

\*All other less-serious offenses" includes: other assaults, arson, embezzlement, weapons (carrying, possessing), prostitution and commercialized vice, sex offenses (except forcible rape and prostitution), gambling, offenses against family and children, and vagrancy.

Source: U.S. Department of Justice. Federal Bureau of Investigation. Uniform Crime Reports for the United States--1977. (Washington, D.C.: U.S. Government Printing Office, 1978, p. 130).

(4, p. 57)

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).



TABLE B-5  
ADJUSTED FREQUENCIES AND PERCENT DISTRIBUTION OF PERSONS 7 TO 17  
ARRESTED FOR INDEX AND NON-INDEX OFFENSES (1967, 1969, 1971, 1973, 1975, and 1977)

OFFENSE	ADJUSTED <sup>1</sup> ARREST RATES FOR AGES 7-17, BY YEAR											
	1967		1969		1971		1973		1975		1977	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Population of persons 7 to 17 (in thousands)	43,120	---	44,456	---	45,064	---	44,651	---	43,450	---	42,154	---
INDEX <sup>2</sup>	1527.5	36.4	1668.1	35.3	1740.1	35.2	1908.2	35.7	2181.8	39.4	2194.6	37.7
Violent <sup>3</sup>	127.1	3.0	151.8	3.2	171.4	3.5	205.0	3.8	227.5	4.1	218.1	3.7
Murder and Nonnegligent Manslaughter	2.6	0.1	3.4	0.1	4.1	0.1	4.7	0.1	4.2	0.1	4.5	0.1
Forcible Rape	7.9	0.2	9.1	0.2	9.4	0.2	11.7	0.2	10.3	0.2	11.4	0.2
Robbery	59.1	1.4	80.6	1.7	90.1	1.8	106.9	2.0	118.4	2.1	105.2	1.8
Aggravated Assault	57.5	1.4	58.6	1.2	67.8	1.4	81.7	1.5	94.6	1.7	97.0	1.7
Property <sup>4</sup>	1400.4	33.4	1516.3	32.1	1568.6	31.7	1703.2	31.9	1954.3	35.3	1976.4	34.0
Burglary	401.3	9.6	433.2	9.2	441.5	8.9	529.5	9.9	629.1	11.4	627.0	10.8
Larceny-Theft	770.4	18.4	853.7	18.1	936.4	18.9	965.7	18.1	1150.6	20.8	1157.4	19.9
Motor Vehicle Theft	228.8	5.5	229.4	4.9	190.7	3.9	208.0	3.9	174.6	3.2	192.1	3.3
NON-INDEX <sup>5</sup>	2666.1	63.6	3056.4	64.7	3205.0	64.8	3433.8	64.3	3353.9	60.6	3623.0	62.3
TOTAL <sup>6</sup>	4193.9	100.0	4724.5	100.0	4945.0	100.0	5342.0	100.0	5535.7	100.0	5817.5	100.0

NOTE: Because of rounding, the percentages may not add to total.

<sup>1</sup> Arrest rates have been adjusted to compensate for variations in specific populations covered by reporting agencies. The following adjustment procedure was used:

$$\text{Adjusted arrest rate} = \frac{\text{Arrest rate} \times \text{U.S. population}}{\text{Population reported on}}$$

<sup>2</sup> Index offenses include murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft.

<sup>3</sup> Violent offenses include murder and nonnegligent manslaughter, forcible rape, and aggravated assault.

<sup>4</sup> Property offenses include burglary, larceny-theft, and motor vehicle theft.

<sup>5</sup> Non-index offenses include all offenses (including curfew and loitering law violations, and runaways) reported by Uniform Crime Reports, except the index offenses.

<sup>6</sup> Total offenses include index and non-index offenses.

Sources: U.S. Department of Justice. Federal Bureau of Investigation. Uniform Crime Reports for the United States--1967 (p. 124); 1969 (p. 113); 1971 (p. 122); 1973 (p. 128); 1975 (p. 188); 1977 (p. 180). (Washington, D.C.: U.S. Government Printing Office, 1968, 1970, 1972, 1974, 1976, 1978).

( 3, p. ).

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

TABLE B-6

CHANGES IN THE NUMBER AND RATE OF PERSONS AT RISK  
(7 THROUGH 17) ARRESTED BY OFFENSE TYPE (1968-1977)

INFORMATION CATEGORY	REPORTING YEAR										
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	CHANGE <sup>1</sup> 1968-1977
POPULATION* (IN THOUSANDS)	43,901	44,456	44,848	45,064	45,002	44,651	44,158	43,450	42,770	42,154	- 4.0%
ARRESTED											
All Offenses	1,956,197	2,100,301	2,051,694	2,228,425	2,228,643	2,385,260	2,466,511	2,405,247	2,396,256	2,449,134	+22.7%
Serious Offenses	700,892	741,905	724,804	784,436	783,201	852,544	973,503	948,417	900,939	924,262	+32.0%
Less-Serious Offenses	1,296,105	1,358,396	1,326,870	1,443,989	1,445,442	1,532,716	1,493,008	1,456,830	1,495,317	1,524,872	+17.7%
PERCENT OF POPULATION ARRESTED											
All Offenses	4.5	4.7	4.6	4.9	5.0	5.3	5.6	5.5	5.6	5.8	+28.9%
Serious Offenses	1.6	1.7	1.6	1.7	1.7	1.9	2.2	2.2	2.1	2.2	+37.5%
Less-Serious Offenses	3.0	3.1	3.0	3.2	3.2	3.4	3.4	3.4	3.5	3.6	+20.0%
ARREST RATES (PER 100,000)											
All Offenses	4,547	4,724	4,575	4,945	4,952	5,342	5,586	5,536	5,603	5,810	+27.8%
Serious Offenses	1,595	1,669	1,616	1,741	1,740	1,909	2,205	2,183	2,106	2,193	+37.5%
Less-Serious Offenses	2,952	3,055	2,959	3,204	3,212	3,433	3,381	3,353	3,497	3,617	+22.5%

\*Based on a juvenile at-risk population of ages seven through 17.

<sup>1</sup>Percent change is calculated as follows: 1977 figure - 1968 figure.  
1968 figure

Source: U.S. Department of Justice. Federal Bureau of Investigation. Uniform Crime Reports for the United States--1968; 1969; 1970; 1971; 1972; 1973; 1974; 1975; 1976; and 1977. (Washington, D.C.: U.S. Government Printing Office, 1969, 1970, 1971, 1972, 1973, 1974, 1975, 1976, 1977, and 1978); and U.S. Department of Commerce. Bureau of the Census. Current Population Reports--1960-1973 and 1970-77. (Washington, D.C.: U.S. Government Printing Office, 1974 and 1978).

(9, p. )

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

TABLE B-7

CHANGES IN THE NATIONAL ESTIMATES OF THE NUMBER OF PERSONS UNDER 18 REFERRED TO JUVENILE COURT BY SOURCE OF REFERRAL AND OFFENSE TYPE (1975-1977)

INFORMATION CATEGORY	SERIOUS			LESS SERIOUS			TOTAL		
	NUMBER	PERCENT		NUMBER	PERCENT		NUMBER	PERCENT	
<b>1975</b>	494,940	35.5	(100.0)	553,994	39.4	(100.0)	357,143	25.1	(100.0)
Court	10,394	33.8	( 2.1)	12,188	39.6	( 2.2)	8,214	26.7	( 2.3)
Corrections	2,970	9.0	( 0.6)	7,202	22.0	( 1.3)	22,500	69.0	( 6.3)
Community Agency	2,475	4.8	( 0.5)	11,079	21.7	( 2.0)	37,500	73.5	( 10.5)
Family, Citizen, Self	18,313	14.4	( 3.7)	42,104	33.1	( 7.6)	66,786	52.5	( 18.7)
Law Enforcement	460,788	39.6	( 93.1)	461,421	41.3	( 86.9)	222,143	19.1	( 62.2)
<b>1976</b>	702,666	47.6	(100.0)	445,809	30.2	(100.0)	327,714	22.2	(100.0)
Court	12,648	41.1	( 1.8)	11,591	37.6	( 2.6)	6,544	21.3	( 2.0)
Corrections	4,919	12.9	( 0.7)	17,832	46.7	( 4.0)	15,403	40.4	( 4.7)
Community Agency	6,323	11.1	( 0.9)	9,808	17.3	( 2.2)	40,637	71.6	( 12.4)
Family, Citizen, Self	42,863	33.1	( 6.1)	24,965	19.3	( 5.6)	61,610	47.6	( 18.8)
Law Enforcement	635,913	52.1	( 90.5)	381,613	31.2	( 85.6)	203,510	16.7	( 62.1)
<b>1977</b>	685,434	48.9	(100.0)	427,520	30.5	(100.0)	288,751	20.6	(100.0)
Court	13,709	43.0	( 2.9)	13,253	41.6	( 3.1)	4,909	15.4	( 1.7)
Corrections	3,427	10.9	( 0.5)	17,100	54.3	( 4.0)	10,973	34.8	( 3.8)
Community Agency	6,854	11.2	( 1.0)	8,978	14.6	( 2.1)	45,623	74.2	( 15.8)
Family, Citizen, Self	37,699	29.6	( 5.5)	22,659	17.8	( 5.3)	66,990	52.6	( 23.2)
Law Enforcement	623,745	54.3	( 91.0)	365,530	31.8	( 85.5)	160,256	13.9	( 55.5)

Note: Two percentages are presented: the horizontal percentage and the vertical percentage (in parentheses).

Sources: U.S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States--1975, 1976, and 1977. (Washington, D.C.: U.S. Government Printing Office, 1976, 1977, and 1978); and National Center for Juvenile Justice, Advance Estimates of 1975, 1976, and 1977 National Court Processing Statistics. (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

(9, p. )

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER, (Sacramento, CA: American Justice Institute, 1980).

TABLE B-8

NATIONAL ESTIMATES OF THE NUMBER OF PERSONS UNDER 18 REFERRED TO JUVENILE COURT  
BY DISPOSITION AND MANNER OF HANDLING (1975-1977)

MANNER OF HANDLING	RETURNED TO ADULT COURT		DISMISSED WITHOUT PROSECUTION		DISMISSED		TRANSFERRED TO OTHER AGENCY		HELD OVER		PROBATION		FINE, RESTITUTION		JUVENILE INSTITUTION	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
1975	20,322	2.0 (100.0)	147,630	10.5 (100.0)	182,265	34.5 (100.0)	15,467	1.1 (100.0)	39,370	2.8 (100.0)	448,223	33.3 (100.0)	40,776	2.9 (100.0)	42,102	3.0 (100.0)
Without Petition	16,670	2.0 (59.1)	62,746	7.7 (42.5)	406,084	49.6 (84.2)	11,090	1.4 (71.7)	21,330	2.6 (54.2)	190,667	25.3 (40.7)	21,571	3.6 (51.9)	11,095	1.4 (20.2)
With Petition	11,502	1.9 (40.9)	84,884	14.4 (57.5)	41,201	15.0 (15.8)	4,377	0.7 (28.3)	18,040	3.1 (45.8)	257,556	47.5 (59.3)	19,205	3.3 (47.1)	30,207	5.1 (71.8)
1976	16,333	0.7 (100.0)	757,205	51.3 (100.0)	5,305	0.4 (100.0)	109,230	7.4 (100.0)	56,095	3.0 (100.0)	342,476	25.2 (100.0)	41,333	2.0 (100.0)	44,206	3.0 (100.0)
Without Petition	1,201	0.2 (12.4)	509,925	71.3 (77.9)	5,105	0.6 (97.8)	88,810	10.7 (81.3)	17,726	2.1 (31.6)	101,715	12.3 (29.7)	2,604	0.3 (6.3)	354	<0.1 (0.8)
With Petition	9,052	1.4 (87.6)	147,340	25.8 (22.1)	720	0.1 (12.2)	20,420	3.1 (18.7)	38,369	5.0 (68.4)	240,761	37.1 (70.3)	38,729	6.0 (93.7)	43,852	6.0 (99.2)
1977	23,020	1.7 (100.0)	641,405	47.2 (100.0)	8,410	0.6 (100.0)	102,324	7.3 (100.0)	49,040	3.5 (100.0)	342,061	24.4 (100.0)	46,256	3.3 (100.0)	43,453	3.1 (100.0)
Without Petition	10,556	1.4 (44.3)	504,105	60.2 (76.3)	6,963	0.9 (82.8)	70,600	10.8 (77.8)	10,299	2.5 (37.3)	94,396	12.7 (27.6)	2,452	0.3 (5.3)	563	0.1 (1.3)
With Petition	13,373	2.0 (55.7)	154,100	25.7 (23.7)	1,447	0.2 (17.2)	32,714	3.4 (22.2)	38,741	4.6 (62.7)	247,620	37.0 (72.4)	43,804	6.6 (94.7)	42,890	6.5 (98.7)
VARIANCE (1975-1977)	-0.3 (-0.1)		+36.7 (+0.1)		-33.7 (-0.1)		+0.2 (+0.1)		+0.7 (+0.1)		-0.9 (-0.1)		+0.4 (+0.1)		+0.1 (+0.1)	
Without Petition	-0.6 (-14.0)		+60.5 (+33.0)		-40.7 (-1.4)		+0.4 (+6.1)		-0.1 (-16.9)		-10.6 (-13.1)		-2.3 (-46.6)		-0.3 (-76.9)	
With Petition	+0.1 (+14.0)		+9.3 (+33.0)		-12.0 (-1.4)		+2.7 (+6.1)		+1.5 (+16.9)		+0.9 (+13.1)		+2.3 (+46.6)		+1.4 (+76.9)	

MANNER OF HANDLING	PUBLIC INSTITUTION		PUBLIC AGENCY OR DEPARTMENT		PRIVATE AGENCY OR DEPARTMENT		JUVENILE		SPECIAL FACILITIES		OTHER TRANSFER		TOTAL	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
1975	14,061	1.0 (100.0)	70,304	5.0 (100.0)	8,436	0.6 (100.0)	10,270	1.1 (100.0)	1,406	0.1 (100.0)	20,520	2.1 (100.0)	1,406,077	100.0
Without Petition	2,001	0.4 (21.2)	55,096	6.6 (77.1)	1,341	0.2 (15.9)	2,066	0.3 (11.3)	210	<0.1 (15.5)	16,211	2.0 (54.9)	810,725	(58.2)
With Petition	11,060	1.9 (78.8)	15,308	2.0 (22.9)	7,095	1.2 (84.1)	10,213	2.0 (88.7)	1,196	0.2 (84.5)	3,309	2.3 (45.1)	595,352	(41.8)
1976	10,333	0.7 (100.0)	20,667	1.4 (100.0)	10,333	0.7 (100.0)	1,476	0.1 (100.0)	-0-	-0-	66,420	4.5 (100.0)	1,476,180	100.0
Without Petition	176	<0.1 (1.7)	1,476	0.2 (6.9)	568	0.1 (5.5)	105	<0.1 (7.1)	-0-	-0-	17,130	2.1 (25.0)	827,014	(56.0)
With Petition	10,157	1.6 (98.3)	19,191	2.9 (93.1)	9,765	1.5 (94.5)	1,371	0.2 (92.9)	-0-	-0-	49,290	7.6 (74.2)	649,166	(44.0)
1977	12,615	0.9 (100.0)	21,026	1.5 (100.0)	9,312	0.7 (100.0)	4,205	0.3 (100.0)	421	0.0 (100.0)	76,673	5.5 (100.0)	1,401,705	100.0
Without Petition	315	<0.1 (2.5)	1,346	0.2 (6.4)	500	0.1 (5.1)	273	<0.1 (6.5)	110	<0.1 (26.1)	19,904	2.7 (26.0)	740,100	(52.8)
With Petition	12,300	1.9 (97.5)	19,680	3.0 (93.6)	8,812	1.4 (94.9)	3,932	0.6 (93.5)	311	<0.1 (71.9)	56,769	6.6 (74.0)	661,605	(47.2)
VARIANCE (1975-1977)	-0.1 (-0.1)		-3.5 (-0.1)		+0.1 (-0.1)		-1.0 (-0.1)		-0.1 (-0.1)		+3.4 (+0.1)		(-0.1)	
Without Petition	>-0.3 (-10.7)		-6.4 (-70.7)		-0.1 (-10.0)		>-0.2 (-4.0)		>-0.0 (-12.4)		+0.7 (+20.0)		(-5.4)	
With Petition	-0.1 (-10.7)		+0.2 (+70.7)		+0.2 (+10.0)		-2.2 (-4.0)		<-0.1 (-12.6)		+7.3 (+20.0)		(+5.4)	

Note: Variance reflects the change in proportion.

Source: National Center for Juvenile Justice. Advance Estimates of 1975, 1976, and 1977 National Court Processing Statistics. (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

(9, p. )

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

TABLE B-9

COMPARISON OF PERSONS UNDER 18  
COMMITTED, DETAINED, OR VOLUNTARILY ADMITTED  
TO PUBLIC AND PRIVATE JUVENILE DETENTION, CORRECTIONAL, AND SHELTER FACILITIES,  
BY ADJUDICATION STATUS-UNITED STATES, JUNE 30, 1974 and DECEMBER 31, 1977

	Public	Private	Total	Public	Private	Total	Number	Percent
<u>Committed</u>	36,412	23,570	59,982	32,477	23,089	55,566	-4,416	-7.36
Delinquent Offender	31,270	9,874	41,144	28,555	9,316	37,871	-3,273	-7.96
Status Offender	4,644	4,969	9,613	3,332	6,970	10,302	+689	+7.17
Dependent, Neglected or Abused Non-offender	498	7,104	7,602	503	5,064	5,567	-2,035	-26.77
Other Committed Non-offender <sup>(1)</sup>	0	1,623	1,623	61	1,723	1,784	+161	+9.99
Other Committed Juvenile	N/A	N/A	N/A	26	16	42	+42	N/A
<u>Detained</u>	7,831	544	8,375	11,190	894	12,084	+3,709	+44.28
Delinquent Offender	N/A	N/A	N/A	9,291	N/A	9,291	+9,291	N/A
Status Offender	N/A	N/A	N/A	1,584	468	2,052	+2,052	N/A
Dependent, Neglected or Abused Non-offender	N/A	N/A	N/A	203	232	435	+435	N/A
Other Detained Non-offender <sup>(1)</sup>	N/A	N/A	N/A	54	N/A	54	+54	N/A
Other Detained Juvenile	N/A	N/A	N/A	58	N/A	58	+58	N/A
<u>Voluntary Admissions</u>	679	7,635	8,314	429	5,037	5,466	-2,848	-34.26
<u>Total</u>	44,922	31,479	76,671	44,096	20,070	73,166	-3,506	-4.57

N/A = Not Available

(1) includes emotionally disturbed and mentally retarded

Source: (23)

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).



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TABLE B-10

CHANGES IN THE NATIONAL ESTIMATES OF THE NUMBER OF PERSONS UNDER 18 ARRESTED AND REFERRED TO JUVENILE COURT BY AGE AND OFFENSE TYPE (1975-1977)

INFORMATION CATEGORY	Median Age	10 and under		11-12		13-14		15		16		17 and over		Total	
		number	percent	number	percent	number	percent	number	percent	number	percent	number	percent	number	percent
1975															
<b>ARRESTED</b>	15.29	91,006	3.0	104,241	7.7	552,944	23.0	473,449	49.7	554,179	23.0	548,919	23.0	2,406,558	100.0 <sup>1</sup>
Serious	15.01	41,745	4.4	91,714	9.7	241,713	25.5	484,100	49.4	282,761	21.4	186,275	19.4	988,418	39.4
Less-Serious	15.59	43,760	2.0	73,050	6.6	213,091	19.3	289,349	18.1	261,769	23.6	366,026	28.5	1,408,893	44.1
Status	15.07	4,101	1.7	19,477	5.6	97,140	28.0	89,044	25.6	89,670	25.7	46,070	15.4	348,247	14.5
<b>REFERRED</b>	15.32	32,607	2.3	85,553	6.1	335,432	23.0	395,345	21.7	365,576	22.4	331,544	23.6	1,406,477	100.0
Serious	15.21	13,144	4.6	37,464	7.3	170,304	25.0	186,042	21.2	110,455	21.4	114,419	22.3	513,318	36.5
Less-Serious	15.4	19,201	2.0	38,110	5.0	161,571	19.0	87,488	19.1	117,904	23.0	149,039	29.2	510,066	36.3
Status	15.13	4,972	1.3	17,975	4.7	104,557	27.6	99,855	25.0	85,417	22.7	48,076	17.0	182,354	27.2
<b>VARIANCE</b>															
Total	+0.03	---	-1.5	---	-0.6	---	+0.0	---	+2.0	---	-0.6	---	+0.0	---	---
Serious	+0.17	---	-1.0	---	-2.4	---	-0.5	---	+1.0	---	+0.2	---	+2.7	---	-2.9
Less-Serious	+0.01	---	-1.1	---	-0.7	---	+0.6	---	+1.0	---	-0.6	---	+0.7	---	-0.8
Status	+0.04	---	-0.4	---	-0.0	---	-0.0	---	+0.3	---	-3.0	---	+0.4	---	+12.7
1976															
<b>ARRESTED</b>	15.32	88,920	3.7	179,365	7.5	519,721	27.5	474,470	19.0	545,055	23.6	546,027	23.0	2,395,756	100.0
Serious	15.07	38,044	4.2	85,075	9.5	234,042	25.0	474,042	19.0	297,732	21.0	177,250	19.7	940,918	37.4
Less-Serious	15.37	45,392	3.0	76,310	4.4	228,703	19.1	217,505	18.4	247,323	24.1	331,777	28.0	1,454,838	49.5
Status	15.06	5,484	1.0	17,070	5.5	85,977	27.0	82,210	26.5	87,000	26.5	36,050	11.0	349,071	12.9
<b>REFERRED</b>	15.36	36,559	2.5	87,443	6.0	343,532	23.4	313,542	21.3	339,050	23.1	348,756	23.7	1,449,472	100.0
Serious	15.25	20,206	2.0	48,045	7.0	173,400	24.0	144,330	20.0	151,400	22.0	150,600	22.4	600,444	42.0
Less-Serious	15.66	11,997	2.7	39,398	5.4	170,132	14.0	161,366	19.1	186,657	20.4	198,156	29.5	649,333	30.2
Status	15.31	4,356	1.3	19,000	4.6	100,000	26.3	89,000	25.3	79,755	23.0	42,994	16.0	335,005	23.0
<b>VARIANCE</b>															
Total	+0.04	---	-1.3	---	-1.5	---	+0.0	---	+1.4	---	-0.5	---	+0.0	---	---
Serious	+0.10	---	-1.3	---	-2.5	---	-0.3	---	+1.3	---	+0.1	---	+2.7	---	+9.4
Less-Serious	+0.20	---	-1.1	---	-1.0	---	-0.4	---	+0.7	---	+0.3	---	+1.5	---	+19.3
Status	+0.15	---	-0.5	---	-0.0	---	-1.4	---	-1.3	---	-2.7	---	+6.0	---	+9.9
1977															
<b>ARRESTED</b>	15.35	87,019	3.6	174,795	7.2	556,115	22.7	477,043	19.5	573,319	22.4	501,707	23.7	2,452,318	100.0
Serious	15.09	38,553	2.6	84,767	9.2	234,325	25.3	479,046	19.3	267,351	21.0	184,421	20.1	955,463	37.7
Less-Serious	15.44	48,000	3.6	73,000	4.1	231,456	19.1	210,707	17.0	306,000	24.1	317,286	29.2	1,496,855	49.0
Status	15.03	5,777	1.0	17,028	5.0	90,334	28.0	79,290	25.0	76,000	25.1	30,000	17.7	306,754	12.5
<b>REFERRED</b>	15.36	37,796	2.3	78,143	5.6	299,405	20.0	277,094	19.0	329,094	23.5	392,282	28.0	1,404,766	100.0
Serious	15.02	17,019	2.6	46,006	6.0	155,169	22.5	135,169	19.4	155,169	22.5	179,304	26.0	609,639	49.0
Less-Serious	15.03	20,777	2.4	32,137	4.7	144,236	16.0	141,925	17.0	173,925	24.1	212,978	33.0	695,127	31.0
Status	15.43	4,440	1.6	10,000	3.0	60,000	22.7	60,000	23.4	60,000	24.6	48,000	23.0	277,537	20.0
<b>VARIANCE</b>															
Total	+0.31	---	-1.3	---	-1.6	---	-1.0	---	+0.3	---	+0.1	---	+4.3	---	---
Serious	+0.33	---	-0.0	---	-2.4	---	-2.0	---	+0.3	---	+0.6	---	+5.0	---	+11.3
Less-Serious	+0.10	---	-1.2	---	-1.6	---	-1.2	---	-0.0	---	+0.2	---	+4.6	---	+10.0
Status	+0.40	---	-0.3	---	-2.0	---	-6.1	---	-2.0	---	-0.5	---	+11.1	---	+7.5

<sup>1</sup> Referral statistics include 250,000 cases referred by other sources than law enforcement.

<sup>2</sup> Variance is the change in proportion of an age group when comparing arrest and referral populations.

<sup>3</sup> Percentages in the total column add to 100.0 by population.

<sup>4</sup> Number of referrals may exceed number of arrests due to referrals from sources other than law enforcement.

Sources: U.S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States: 1975, 1976, and 1977. (Washington, D.C.: U.S. Government Printing Office, 1976, 1977, and 1978); and National Center for Juvenile Justice, Juvenile Delinquency Statistics of 1975, 1976, and 1977 National Court Processing Statistics. (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

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Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

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TABLE B-11  
NATIONAL ESTIMATES OF THE  
CHANGE IN THE RATIO OF MALES TO FEMALES FOR PERSONS UNDER 18  
ARRESTED AND REFERRED TO JUVENILE COURT BY OFFENSE CATEGORY (1975-1977)

INFORMATION CATEGORY	MALE		FEMALE		TOTAL	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
<b>1975</b>						
<u>ARRESTED</u> <sup>1</sup>	1,894,382	78.8	510,365	21.2	2,405,247	100.0 <sup>3</sup>
Serious	782,163	81.5	177,449	18.5	959,612	39.9
Less-Serious	914,100	85.1	185,471	16.9	1,099,571	47.7
Status Offenses	198,119	57.2	147,945	42.8	346,064	14.4
<u>REFERRED</u>	1,070,771	76.2	335,306	23.8	1,406,077	100.0
Serious	454,798	87.6	61,547	12.4	496,345	35.3
Less-Serious	447,044	80.9	105,544	19.1	552,588	39.3
Status	168,929	52.9	168,215	47.1	337,144	25.4
<u>VARIANCE</u> <sup>2</sup>	---	-2.6	---	-2.6	---	---
Serious	---	-6.1	---	-6.1	---	-4.5
Non-Serious	---	-2.2	---	-2.2	---	-8.4
Status	---	-4.3	---	-4.3	---	-11.3
<b>1976</b>						
<u>ARRESTED</u>	1,880,394	78.5	515,362	21.5	2,396,256	100.0
Serious	736,778	81.3	169,628	18.7	906,406	37.8
Less-Serious	960,112	82.6	202,466	17.4	1,162,578	48.5
Status	183,504	56.1	143,768	43.9	327,272	13.7
<u>REFERRED</u>	1,110,426	76.4	365,763	23.6	1,476,189	100.0
Serious	571,525	82.2	183,760	17.8	695,285	47.1
Less-Serious	374,034	85.9	71,775	16.1	445,809	30.2
Status	164,867	49.2	170,228	50.8	335,095	22.7
<u>VARIANCE</u>	---	-2.1	---	-2.1	---	---
Serious	---	-0.9	---	-0.9	---	-9.3
Less-Serious	---	-1.3	---	-1.3	---	-18.3
Status	---	-6.9	---	-6.9	---	-9.0
<b>1977</b>						
<u>ARRESTED</u>	1,925,603	78.5	526,715	21.5	2,452,318	100.0
Serious	641,274	78.9	171,830	21.1	813,104	33.2
Less-Serious	1,118,666	84.9	213,063	16.0	1,331,729	54.3
Status	165,663	53.9	141,822	46.1	307,485	12.5
<u>REFERRED</u>	1,075,108	76.7	326,139	23.3	1,401,705	100.0
Serious	560,000	81.7	125,434	18.3	685,434	48.9
Less-Serious	357,720	83.4	71,201	16.6	428,921	30.6
Status	157,755	54.9	129,395	45.1	287,350	20.5
<u>VARIANCE</u>	---	-1.8	---	-1.8	---	---
Serious	---	-2.3	---	-2.3	---	-13.7
Less-Serious	---	-1.5	---	-0.6	---	-23.7
Status	---	-1.0	---	-1.0	---	-8.0

<sup>1</sup>Referral statistics include 250,000 cases referred by other sources than law enforcement.

<sup>2</sup>Variance is the change in proportion of an age group when comparing arrest and referral populations.

<sup>3</sup>Percents in the total column add to 100.0 by population.

Sources: U.S. Department of Justice. Federal Bureau of Investigation. *Uniform Crime Reports for the United States--1975; 1976; and 1977.* (Washington, D.C.: U.S. Government Printing Office, 1976, 1977, and 1978); and National Center for Juvenile Justice. *Advance Estimates of 1975, 1976, and 1977 National Court Processing Statistics.* (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

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FIGURE CONSTRUCTED BY THE NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (SACRAMENTO, CA: AMERICAN JUSTICE INSTITUTE, 1980).

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TABLE B-12  
CHANGES IN THE NATIONAL ESTIMATES OF THE NUMBER OF PERSONS  
UNDER 18 ARRESTED AND REFERRED TO JUVENILE COURT  
BY RACE AND OFFENSE TYPE (1975-1977)

INFORMATION CATEGORY	WHITE		BLACK		OTHER		TOTAL	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
<b>1975</b>								
<u>ARRESTED</u>	1,833,867	76.2 <sup>3</sup>	525,148	21.8	46,444	2.0	2,405,459	100.0 <sup>3</sup>
Serious	646,477	69.0	272,055	29.0	19,201	2.0	937,733	39.0
Less-Serious	891,984	80.5	195,820	17.7	19,815	1.3	1,107,619	46.0
Status	295,406	82.0	57,273	15.9	7,429	2.1	360,107	15.0
<u>REFERRED</u> <sup>1</sup>	936,235	66.6	330,839	25.5	139,003	9.9	1,406,077	100.0
Serious	304,257	61.3	139,970	28.2	58,118	10.3	496,345	35.3
Less-Serious	358,788	64.6	145,515	26.2	51,097	9.2	555,400	39.5
Status	273,190	77.1	45,354	12.8	35,788	10.1	354,332	25.2
<u>VARIANCE</u> <sup>2</sup>	---	-9.6	---	-1.7	---	+7.9	---	---
Total	---	-9.6	---	-1.7	---	+7.9	---	---
Serious	---	-7.7	---	-0.8	---	+8.5	---	-3.7
Less-Serious	---	-15.9	---	-8.5	---	+7.4	---	-6.5
Status	---	-4.9	---	-3.1	---	+8.0	---	-10.2
<b>1976</b>								
<u>ARRESTED</u>	1,824,004	76.1	526,572	22.0	45,681	1.9	2,396,257	100.0
Serious	613,671	68.1	267,998	29.7	19,476	2.2	901,145	37.6
Less-Serious	943,786	80.7	205,204	17.6	19,570	1.7	1,168,560	48.8
Status	266,547	81.6	53,370	16.3	6,635	2.1	326,552	13.6
<u>REFERRED</u>	1,039,817	70.4	326,062	22.1	110,310	7.5	1,476,189	100.0
Serious	458,945	62.6	208,955	29.8	53,290	7.6	701,190	47.5
Less-Serious	353,694	75.1	77,758	17.5	32,381	7.4	444,333	30.1
Status	267,178	80.8	39,349	11.9	24,139	7.3	330,666	22.4
<u>VARIANCE</u>	---	-5.7	---	+0.1	---	+5.6	---	---
Total	---	-5.7	---	+0.1	---	+5.6	---	---
Serious	---	-5.5	---	-0.1	---	+5.4	---	-9.9
Less-Serious	---	-5.6	---	-0.1	---	+5.7	---	-18.7
Status	---	-0.8	---	-4.4	---	-5.2	---	-8.8
<b>1977</b>								
<u>ARRESTED</u>	1,855,664	75.7	544,582	22.2	52,271	2.1	2,452,518	100.0
Serious	631,734	68.2	272,706	29.5	21,370	2.3	925,880	37.8
Less-Serious	969,886	79.5	225,525	18.5	24,017	2.0	1,219,428	49.7
Status	254,024	82.7	46,151	15.0	6,884	2.5	307,059	12.5
<u>REFERRED</u>	1,008,473	71.9	284,963	20.3	108,551	7.7	1,401,705	100.0
Serious	446,196	64.7	186,202	27.0	57,240	3.5	689,638	49.2
Less-Serious	327,267	76.3	66,483	15.5	35,172	8.2	428,921	30.6
Status	235,010	83.0	32,278	11.4	16,139	5.6	283,427	20.2
<u>VARIANCE</u>	---	-3.8	---	-1.9	---	+5.6	---	---
Total	---	-3.8	---	-1.9	---	+5.6	---	---
Serious	---	-3.5	---	-1.5	---	+6.0	---	-11.4
Less-Serious	---	-3.2	---	-3.0	---	+6.2	---	-19.1
Status	---	-0.3	---	-3.6	---	+3.3	---	-7.7

<sup>1</sup>Referral statistics include 250,000 cases referred by other sources than law enforcement.

<sup>2</sup>Variance is the change in proportion of an age group when comparing arrest and referral populations.

<sup>3</sup>Percents in the total column add to 100.0 by population.

Sources: U.S. Department of Justice. Federal Bureau of Investigation. *Uniform Crime Reports for the United States--1975; 1976; and 1977.* (Washington, D.C.: U.S. Government Printing Office, 1976, 1977, and 1978); and National Center for Juvenile Justice. *Advance Estimates of 1975, 1976, and 1977 National Court Processing Statistics.* (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

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Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (SACRAMENTO, CA: AMERICAN JUSTICE INSTITUTE, 1979).

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TABLE B-13  
Factors Affecting Discrepancies in Determining A  
National Rate of Abuse and Neglect Incidents

FACTOR	DESCRIPTION
Accuracy of detection	Reluctance of persons to report child abuse and neglect to authorities. Lack of central reporting which permits hospital "hopping" by the parents.
Public and professional awareness	Awareness of the problem is increasing; however, more training and education of public and professionals is needed.
Degree of enforcement	States inadequately enforce reporting statutes. Also, there is great variation in reporting laws themselves.
Reporting bias	There is socioeconomic bias in reporting--middle-class cases are less likely than lower-class to be reported--because private doctors are reluctant to report, agencies are less likely to intervene with affluent families, therefore affluent families can maintain privacy and seclusion, and child welfare becomes viewed as a "poor people's service."
Comparability of statutes	States vary as to definitions of child abuse and neglect. Often child abuse and neglect statutes are difficult to interpret and apply.
Availability of resources	A community's resources influence what is reported. It appears that where there is a high level of need but little resources, fewer cases are reported and generally those reported are the more serious.
Sampling techniques	There is variation in sampling methods and reluctance of respondents to admit behavior that is socially undesirable and illegal.

Source: Smith, Charles P.; Berkman, David J.; and Fraser, Warren M.; "A Preliminary National Assessment of Child Abuse and Neglect and the Juvenile Justice System: The Shadows of Distress," (Sacramento, CA: American Justice Institute, January 1979), p. 15.

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Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1979).

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TABLE B-14  
RELATIONSHIP BETWEEN TYPE OF DISPOSITION AND REASON FOR REFERRALS  
ALL REFERRALS (1977)

REASON FOR REFERRAL*	WAIVED TO CRIMINAL COURT	DISMISSED**	REFERRED OUT OF SYSTEM	PROBATION OR HELD OPEN	FINE OR RESTITUTION	COMMITMENT TO INSTITUTION OR AGENCY	OTHER	NUMBER OF CASES
Total	0.8	47.0	7.0	28.3	3.1	7.8	5.9	1,352,647***
Serious Offenses	1.1	43.1	5.3	33.1	2.5	9.4	5.6	662,823
Homicide (includes Voluntary and In- Voluntary Manslaughter)	17.7	27.8	5.0	19.1	0.0	23.7	6.7	1,377
Forcible Rape****	6.5	40.3	4.7	27.1	0.4	15.8	5.5	5,201
Robbery	4.6	31.7	4.2	32.3	0.9	20.1	6.2	26,018
Assault	1.2	52.5	3.2	28.6	1.5	3.0	4.9	98,585
Burglary	1.5	30.5	4.4	45.7	1.4	12.9	5.6	183,258
Auto Theft	1.0	33.7	11.1	33.1	1.3	14.2	5.6	57,328
Larceny, Theft	0.5	50.7	5.6	28.1	3.5	5.7	5.7	293,056
Less-Serious Offenses	0.6	52.8	5.3	24.9	4.3	6.1	5.8	415,065
Weapons	0.9	55.8	5.2	27.2	1.5	5.9	3.5	13,617
Sex Offense	1.2	45.6	7.4	28.3	1.3	10.2	6.1	9,676
Drugs	0.8	51.8	6.0	29.6	3.2	4.4	4.1	91,283
Drunkenness	0.4	54.9	11.0	24.9	1.9	4.0	2.8	18,226
Disorderly Conduct	0.5	68.0	4.7	20.1	0.1	3.8	2.7	30,168
Vandalism	0.2	57.6	3.8	24.5	5.4	2.9	5.5	67,261
Arson	1.1	51.6	2.8	32.4	0.7	8.3	3.1	5,388
Other*****	0.6	48.9	5.1	23.0	6.0	8.6	8.0	179,446
Status Offenses	0.3	47.6	13.8	22.0	3.3	6.3	6.7	274,759
Running Away	0.0	43.3	23.8	17.1	0.7	8.7	6.4	89,107
Truancy	0.0	41.2	6.3	34.3	2.5	4.9	10.8	39,010
Curfew Violation	0.1	69.8	8.4	12.5	4.7	2.5	1.9	13,885
Ungovernable Behavior	0.0	43.5	9.6	27.5	1.0	9.4	8.9	65,534
Possessing Liquor	1.5	56.5	10.5	20.2	7.9	1.1	3.0	51,585
Other	0.2	55.4	10.9	9.9	13.5	4.3	5.9	15,638

\*Offense labels listed under Reason for Referral are the same as those used in the original court data

\*\*Includes "Dismissed Unproved" and "Dismissed-Other"

\*\*\*Does not include 49,054 cases (or 3.5 percent) for which data were not available

\*\*\*\*Includes some cases of other sex offenses

\*\*\*\*\*"Other Delinquency"

Source: National Center for Juvenile Justice. Advance Estimates of 1977 National Court Processing Statistics. (Pittsburgh, PA: National Center for Juvenile Justice, 1979).

(9, p. )

Table constructed by the NATIONAL JUVENILE JUSTICE SYSTEM ASSESSMENT CENTER (Sacramento, CA: American Justice Institute, 1980).

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APPENDIX C  
NOTES ON METHOD

APPENDIX C - NOTES ON METHOD

1. ESTIMATED NUMBER OF JUVENILE OFFENSES

The estimated number of juvenile offenses was calculated as follows:

- a. Serious Offenses: victimization data is only collected for the offenses of rape, robbery, aggravated or simple assault, and personal larceny. Using victimizations reported in 1977, the victimization offenses were arrayed in relation to related UCR offense categories, and estimates for all serious offenses except murder were made as to the total number of offenses committed by persons under 18 by using the percentage of total arrests that were for persons under 18. The number of estimated murders committed by juveniles was calculated by using U.S. Public Health Data for total homicides and UCR percentage of juveniles arrested for this offense.
- b. Less-Serious and Status Offenses: ratios of estimated serious offenses committed to arrests for such offenses were computed resulting in an average ratio of 13 to 1. A more conservative ratio of 10 to 1 was then selected and used for all other UCR offense categories. In addition, all other status offenses were computed using the same 10 to 1 ratio, but on the basis that UCR only includes but two status offense categories and reports only approximately 50 percent of status offense arrests (21, p. 91).

2. ESTIMATED NUMBER OF JUVENILES WHO COMMITTED OFFENSES

The precise number of juveniles who commit offenses will never be available due to such factors as (a) some offenses are never discovered or reported, (b) in many reported offenses, the age of the perpetrator is unknown or the perpetrator is never caught (c) some offenses involve multiple perpetrators and (d) some individuals are involved in multiple offenses.

However, a rough calculation can be made by comparing the 27,131,033 offenses estimated through victimization data (see Table B-3, p. 77) with the average perceived number of offenders involved in personal victimizations of one offender in 65 percent of victimizations, two offenders in 17 percent of victimizations, and an average of four offenders in the remaining 14 percent of victimizations where data on the number of offenders was available (14, p. 19). In so doing, the assumption was made that each estimated offender who alone was involved in an offense was also involved in one offense in which multiple suspected offenders were involved. The resulting number of estimated offenders using this process is 27,673,650.

3. TOTAL NUMBER OF PERSONS UNDER 18 IN CUSTODY

- a. Jails: February 1978 one-day count of 1,611 (13, p. 3) juveniles X 76.04 [365 days ÷ 4.8 days average length of stay (21, p. 109)] = 122,503

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b. Juvenile Detention Facilities:

- (1) Suspected delinquent or status offenders: total juvenile court intake detained in 1977 pending investigation (9, p. ) = 507,951
- (2) Non-offenders awaiting disposition: total 1977 public and private admissions (25, p. 2; 26, p. 2) = 681,430 - 507,951 (detained juvenile court intake pending investigation) = 173,479

c. Local Juvenile Reception and Diagnosis Facilities:

Total juvenile court referrals during 1977 to local reception and diagnosis facilities (9, p. ) = 13,742

d. Local Juvenile Correctional Facilities:

Total juvenile court commitments to "camps" in 1977 (9, p. ) = 30,591 X 1.5 [365 days ÷ 240 days average length of stay (25, p. 3; 26, p. 3)] = 45,886

e. State Juvenile Correctional Facilities:

Total juvenile court commitments to State juvenile correctional institutions in 1977 (9, p. ) = 66,524 X 1.5 [365 days - 240 days average length of stay (25, p. 3; 26, p. 3)] = 99,786

f. State Adult Correctional Facilities:

Total persons under 18 in State correctional facilities as a result of adult court commitment as of 1974 - latest published data available (28, p. 628) = 1,800

g. Federal Correctional Institutions:

Total persons under 18 received in Federal institutions, FY 1976 - latest published data available (28, p. 648) = 246

APPENDIX D

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