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*Juvenile*  
GOVERNOR'S CONFERENCE ON DELINQUENCY PREVENTION

Sacramento, California

April 22, 1968

FOR RELEASE AM,  
TUESDAY, APRIL 23

SPENCER WILLIAMS, ADMINISTRATOR  
HEALTH AND WELFARE AGENCY

There is a great deal of concern expressed these days about the younger generation--school drop-outs, drug abuse, promiscuity, delinquency, violence, an unwillingness to accept conventional standards, and their failure to develop their own moral standards. And rightfully so.

These are serious problems--and the fact that similar concerns may be seen expressed on the walls of ancient Egyptian edifices does little to minimize their importance today. But I would like to have such matters considered in their proper perspective.

Today's youngsters are bigger, healthier, probably smarter, certainly better educated and far more aware of the world they live in than their elders, and just as courageous.

We have had a few youngsters burn their draft cards. We have had a handful of highly publicized cases of desertion from our armed forces, but our youth have generally done a magnificent job in the treacherous jungles of Vietnam. Officers experienced in World War II and Korea say these are the best troops they have ever led--that they are more capable and more dedicated.

The total immersion of our youth in television with its multiple impact, its capacity to show life in all its variety and its ability to present history in the making has given them near-direct exposure to a universe unknown to us at their age.

Attendance at institutions of higher learning has dramatically increased. Between 1964 and 1967 the full-time total enrollment of our public institutions--the university, state colleges and junior colleges--went up more than 58 percent.

Enrollment has also increased at the high school level and more of the pupils are staying on to graduate. Meantime, the high school drop-out rate has declined. During this decade, the percentage dropping out has been virtually cut in half.

More than 95 percent of our youngsters are law-abiding. Far less than 1 percent are arrested annually for drug law violations. Less than 1 percent are arrested annually for anything that could be remotely described as an act of violence.

More than 90 percent of California's youngsters are living in the normal atmosphere supported both emotionally and financially by their own parents.

There are some highly vocal protesters; there are some hippies and before them the beatniks, and earlier yet the zoot suiters; but I am convinced these represent a miniscule portion of our youth. It is to the credit of our youngsters that more of them have not been swayed by the wide newspaper and T.V. coverage given to the oddballs.

But there is the other side to the coin. In the Western states, 38 percent of those persons 25 or older failed to finish high school. These Census Bureau figures are even more startling when broken down by race. They show that 52 percent of the Negroes 25 or over dropped out.

The current 13 percent drop-out rate in California means that 35,000 students that finished the eighth grade four years ago didn't graduate from the 12th grade last year. The 13 percent AVERAGE rate varied from school to school--from nothing or close to it in some schools to a deplorable 40 percent in others.

And this at a time when a high school diploma is more and more becoming the minimum requirement for employment. Experts in the field say that 40 percent of all blue collar entry positions require

a high school diploma. It rises to 85 percent at the white collar level and is required for about 90 percent of all civil service examinations.

One of the results was that during a year of all-time high employment--and with many jobs unfilled--unemployment averaged 389,000 persons, many of these new, unskilled entrants to the labor force.

Most significant so far as the future is concerned is the fact that some 600,000 of those on the welfare rolls are children--480,000 of them less than 12 years of age.

While, as I said, more than 95 percent of our youngsters are law-abiding, little percentages make big totals in California.

There were more than 125,000 arrests of juveniles reported last year for violation of criminal laws. In addition, there were 198,000 arrests for delinquent tendencies. Together this represents less than a 3 percent increase in the rate per 100,000 persons in the 10-to-17-year-old age bracket.

Unfortunately the percent increase was much higher for arrests for major law violations. These offenses that would be a felony if committed by an adult were up 20 percent. Drug law arrests accounted for most of the increase. Statewide there were nearly 15,000 juvenile drug arrests last year. That is an increase in rate of about 180 percent. The bulk of the juvenile drug arrests were for marijuana--almost 11,000. But on a percentage basis dangerous drugs registered a larger increase, up from one thousand in 1966 to more than 2800 in 1967.

As in previous years, the greatest frequency of drug arrests was observed in the 17-year-old group.

A survey recently completed showed that the percentage of drug involvement of youngsters committed to the Youth Authority virtually doubled between 1965 and 1967.

Use of drugs has been encouraged by presumably well-meant scientific reports that marijuana is no worse than alcohol and perhaps not as bad. What is left unsaid by that argument is the deadly peril of alcohol itself. Also glossed over are equally scientific reports of marijuana-induced psychosis.

Violence, though still a small component of juvenile delinquency, was up. The robbery rate was up more than 20 percent and felonious assaults were up 18 percent.

Juveniles accounted for more than half of all the arrests for car theft and for burglary.

At the end of the year there were 21,500 wards under commitment to the California Youth Authority. Nearly 50,000 other youngsters were under probation supervision for delinquent or criminal acts. Another 41,500 persons, some of them youngsters, were under jurisdiction of the State Department of Corrections.

No segment of our society has a corner on delinquency, dependency or any other problem. But neither are our children with problems evenly distributed across the state. The dependent, the drop-outs, the delinquent, tend to be concentrated in particular areas. Oakland provides a typical illustration.

A household survey made in the spring of 1966 showed that 142,000 residents of Oakland were living in what was described as a slum area. That is 40 percent of Oakland's residents. While 4.7 percent of the state's work force was jobless at that time, 13 percent of the slum area labor force was idle. 41 percent of the teenagers were unemployed.

A quarter of the families in the slum area reported annual incomes of less than \$2,000 at a time when the national median exceeded \$6,000. With 40 percent of the city's population, the area had 66 percent of the total welfare cases. Most significantly, the area received over 80 percent of the aid given to families with dependent children. One-third of the persons 25 years old or older have only an eighth grade education or less. That's a third that have--at best--only an elementary education.

Why do I recite these dismal statistics? To show that there is a huge job still to be done. While by far the largest percentage of our youth are decent kids who stay out of trouble, many of them need help to do so.

What can we do to help? What more can we do?

Let me suggest some additional ways. I say additional because your presence here demonstrates that you recognize and are concerned about these inter-related problems. That's the first step--a vital first step.

I say additional ways because I know that many of you have long been working to curb crime and delinquency and will have already undertaken many of the suggestions that I will outline.

You know that these multiple problems can't be solved with slogans or overly-simple solutions. There aren't any panaceas. Simply publishing offenders names in the newspaper or installing juvenile juries won't eliminate delinquency. Neither will "getting tough" nor being indulgent.

The causes are far too deep to yield to these superficial remedies. We have a double problem: We must aid those already caught up in the conditions that breed delinquency. While we do that, we must move further to an attack on the conditions themselves.



How do we go about it?

First of all I would say to you who are civic leaders that you should familiarize yourselves with the extent of the problems in your community and the location in which they are centered. Identify the youth-serving agencies and support them in their efforts.

Identification may not be as easy as it sounds. There has been such a proliferation of efforts that Governor Reagan asked the State Social Welfare Board to make an inventory. A similar inventory of community resources would assist in effective planning. Identify the gaps as well.

Be critical of present efforts, but make sure that criticism is based on all the facts, fully understood and is constructive. Assure yourselves your local governmental agencies are aware of their responsibilities and equipped to carry them out. Let them know you are back of them.

To those of you representing local government, I would say that you should welcome and encourage citizen interest and participation. It is only with strong citizen support that you can fully realize your professional objectives.

There are many important youth-serving agencies, public and private, but there is none more important than the school.

The schools are in a strategic position to apply the preventive medicine that we need to reduce delinquency, illness and public dependency. There are at least two main reasons why that is so.

First, education--or rather its lack--is the common denominator of failure. The unemployed are the uneducated. The dependent are the children of the uneducated. And the delinquent? Youngsters committed to the Youth Authority lag an average of two grades

behind their age level. Only half of the persons committed to the Department of Corrections last year had completed the eighth grade.

Second, the schools provide a focal point where the needs of children can be recognized and plans made to meet them. The school has contact with nearly every child in the community--and at an early point in his development.

There is little problem in recognizing the child who is prone to emotional or social maladjustment. He can be identified with great precision through scientific tests. He can be spotted equally well by an experienced kindergarten or first-grade teacher.

But once identified the problem becomes: "What to do about him?" It does little good to recognize the problem if there are no resources with which to help him. Indeed the lack of resources may not only be accentuating his problems, but creating problems for the other children.

Faced with overly-large classes, the best of teachers may be hard pressed to even maintain control, much less provide individualized attention to those with language handicaps, inadequate educational backgrounds or learning problems.

There is not only the question of class size, but class content as it is related to the needs of the pupils. Other factors are the condition of the school plant, availability of educational materials, and most important of all, the qualifications of the teachers.

In other words, schools should be viewed in terms of their overall efficiency. We must take care that we do not compound already difficult problems by having our least effective schools in the areas where the most demanding job must be done.

Are the students who graduate from your schools equipped to enter the labor market?



What is the drop-out rate at your schools--how does it compare with the statewide average? What are the practices regarding suspension and expulsion? There are no statewide statistics on expulsions, but education officials believe there has been a dramatic reduction in the number of pupils excluded from school.

I hope that the rising incidence of drug abuse does not cause a reversal of this trend. I can well understand why school officials would not want to leave a pupil who is a drug user in a position where he could influence others to join him in drug abuse. But the schools and its pupils are part of a larger community. Removing the offender seldom answers a problem; indeed, it is almost certain to add to the problem. Expelling a student is like giving him a free ticket to the Youth Authority.

Increased emphasis on guidance, curriculum improvement, and required establishment of continuation schools have all been factors in the continued improvement of our school system. The development of the junior colleges has opened a whole new dimension in education. But there is much more that can and must be done. Neither the schools nor government can or should do the whole job.

The private, voluntary agency has traditionally played a major role in combatting delinquency and assisting in the correctional process. Such assistance takes many forms. I want to emphasize one tonight. In view of society's lowering moral tone, I think we need new stress on our character building organizations and activities.

Think what the children of today are exposed to--and exposed is the right word. Nudity has become commonplace in our mass media. Laws designed to provide vital freedom of speech and press have been perverted to create a billion dollar business in smut. Our newspapers have reached new heights of candor--that's the nicest way I can put it--in describing deviant sexual behavior.

Our children need the moral vaccination offered by such groups as the church, the scouts, the Y's, the boys clubs, and many other deserving organizations through their organized recreational and character-building activities. To provide the greatest service these groups must involve the children who are deprived of a strong family life and lack the ability to secure these advantages for themselves.

Progress has been made in this direction, but much yet remains to be done--much that may require a different approach to the provision of these services. Few of these services today are located within the poverty areas. Even if the facilities were, participation by neighborhood youth will require encouragement.

Just opening the doors won't do it. It will take active recruitment. Furthermore, and understandably, they frequently won't stay in such unaccustomed surroundings unless they receive positive support. These are perhaps new roles for volunteers or paid aides.

The traditional organizational pattern of some of our groups requires extensive volunteer leadership by male members of the immediate community. That is an unrealistic expectation in the poverty area noted by the absence of male heads of families. This dictates that other patterns be developed.

Financing is always a problem. It is obvious that these programs cannot be self-supporting in the poverty areas and that funds will have to come from outside sources.

Speaking of money, let's not use it as an alibi. More money isn't the only answer to every problem. Indeed it may not be the answer at all.

The answer may be more effective use of the enormous sums that we are already spending. Education already accounts for 50 percent of all State General Fund expenditures. More than \$1.4 billion is paid out

in local school subventions. The Health and Welfare Agency comes next at a little over 30 percent of the General Fund. Local government is spending additional millions.

Our challenge is to make the most effective use of the tax money we are now receiving. Our watchword should be to make full use of our existing resources. I suggest we are not now doing so.

At the state level I have gathered together eight of my department heads concerned with the various phases of youth problems. I have asked them to coordinate existing services for maximum effect. This approach will also disclose the gaps in service, so I have asked them to develop the additional services needed to avoid problems of poverty, dependency, illness and crime.

I don't expect them to do this in a vacuum. The same thing can and must be done locally. Already in the local government there are a variety of youth-serving agencies whose efforts, unfortunately, are all too often fragmented, uncoordinated, overlapping, and sometimes even competing.

The wide variety of private agencies, volunteer groups and individuals who are anxious to serve must be involved. Too often now they stand ready, but unasked. This is a tragic waste.

All these great resources, public and private, must be brought together systematically for maximum effect.

Certainly the child should not be dealt with piece-meal. School, health, probation, recreation, character building, and welfare problems are all intertwined. Not only should the child be considered as a whole, but the family should be recognized as the interacting unit that it is. The basic kiln in which we fire the building block of our society: the individual responsible citizen.

Effective use of the resources themselves requires coordination of effort tailored to fit local conditions. More than that there should be a primary point of reference. The busy school administrator, welfare worker, juvenile officer, minister, physician, or for that matter, parent, should have a single source to which he could turn for the assistance needed by the problem child. And the system should cycle information back to him so that he could improve his own program or appropriately modify his way of meeting similar problems in the future.

What is needed is total mobilization. Nothing less. We can't afford to wait on protocol to see who starts it or stand on ceremony as to who runs it. Some one person, any person, in every community must resolve to take the leadership in pulling together all available resources to provide a concerted and coordinated effort.

We must do it now. I hope that you return to your home communities with a sense of urgency. Solution of the problems of poverty, dependency and delinquency will not wait. Each of us must bear the responsibility for finding answers.

Delinquency can be prevented. It will take hard work, patience, the ability to accept failure in stride, enthusiasm and concern. It will require the concerted, vigorous and intelligent efforts of the individual, the private sector and all levels of government.

The broader condition of which delinquency is but one symptom can be corrected. We must bring all our citizens into the full fabric of our social and economic life. With commitment and dedication by all this can be achieved. I am confident that it will be achieved with the help of concerned citizens such as you here tonight who know the seriousness of the problems we face and by your presence have already indicated your dedication to achieving a solution.

# Memorandum

To : Rus Walton  
Press Secretary  
Office of the Governor

Date : March 12, 1969

File No.:

Subject:

From : Office of the Secretary

*file*

In accordance with our discussions with Governor Reagan, I am forwarding herewith, a draft of material concerning delinquency prevention that can be used as a speech or segment of one.

As a part of the draft, I have outlined (starting toward the bottom of page four, and running through page six) our particular projects to test the delinquency early warning system that I proposed.

I will be happy to provide any additional information you may desire.

SPENCER WILLIAMS  
Secretary  
Human Relations Agency

attachment

cc Paul Beck ✓  
Press Secretary  
Office of the Governor

## DELINQUENCY PREVENTION

Half of the residents of this nation's central cities feel they cannot safely walk their neighborhood streets at night.<sup>1</sup> Bus drivers are afraid to carry change. Many businessmen are concerned about remaining open at night. Fear has altered our way of life. And with good reason. Parts of some of our cities have become jungles. The FBI reports that violent crime rose 21 percent in the first nine months of 1968. In the cities robbery was up 32 percent over the same period in 1967. Murder was up 17 percent.. forcible rape up 18 percent..and aggravated assault was up 14 percent.<sup>2</sup>

The National Commission on the Causes and Prevention of Violence reported youth "account for an ever-increasing percentage of crime, greater than their increasing percentage of the population".

The peak years for crimes of violence are 18 to 20. These youth are generally treated as adults in California.

There were more than 300,000 arrests of juveniles--defined as youngsters under 18 years old--in California in 1967. (Preliminary statistics for 1968 are not expected to be available until May.) Some 125,000 of these juvenile arrests were for violations of criminal laws.

<sup>1</sup>Gallup Poll pre-election 1968.

<sup>2</sup>Uniform Crime Report released December 16, 1968.



The rate of arrest of juveniles for major law violations statewide was up 20 percent. These are offenses that would be a felony if committed by an adult.

The juvenile robbery rate was up almost 22 percent and aggravated assault increased 18 percent. Juveniles accounted for more than half of all the arrests for car theft and for burglary.<sup>3</sup>

The greatest increase, however, came in drug law violations. Drug abuse has continued to skyrocket. In the first half of 1968, more than 15,000 youngsters were arrested for drug law violations--up 164 percent from the same period a year earlier.<sup>4</sup>

Nationally one boy in six is actually referred to the juvenile court. About 40 percent of all the male children now living in the United States will be arrested for a non-traffic offense during their lifetime.<sup>5</sup> Offenses by females are also on the increase. Juvenile arrests for girls in California rose by a greater percentage in 1967 than did boys.

Because of these ominous statistics..these disturbing trends.. this administration is placing far greater emphasis on delinquency prevention.

<sup>3</sup>Crime and Delinquency 1967.

<sup>4</sup>Drug Arrests in California, 1968 Mid-Year Summary.

<sup>5</sup>President's Crime Commission, page v.

Delinquency is a complex phenomenon and for that reason we are approaching its prevention through a variety of means.

There are two primary needs. We must aid those already involved in delinquency or who have a high potential for becoming delinquent.

At the same time we must address ourselves to correction of those conditions associated with a high incidence of delinquency. While no segment of our society, no geographic section of our state, is free of delinquency, there is no question but that delinquency is concentrated in the slum areas of our cities.

The slums are the breeding grounds of delinquency, dependency, and alienation. There are concentrated the broken and disordered families, poor housing, minorities, hard-core unemployment, jobless youth, and those on welfare.

It must also be evident that state government..indeed, all government, cannot successfully prevent delinquency alone. No, delinquency prevention requires the full involvement of the private sector.

This kind of new coordination has been achieved in our attack on drug abuse, a specific form of delinquency. Our inter-agency council on drug abuse has brought together not only the governmental agencies involved, but the medical profession, parents and

teachers, churches, private health associations, the State Bar, and other representatives of the private sector.

This broad but coordinated involvement may set a pattern for an attack on crime and delinquency generally.

Coordination of effort, elimination of overlapping, duplication and competition, is the theme of a group of proposals approved by the Delinquency Prevention Commission earlier this year to set up youth service bureaus. Aided by State and federal funds, these bureaus will be established under local control in nine communities representing a broad cross section of the state. The bureaus will provide a central point to which schools, parents, police, the courts, and other organizations can refer young persons. This will provide more effective use of existing resources.

I have also included in the budget for 1969-70 a \$200,000 appropriation for delinquency prevention. I anticipate that these funds will be used primarily to finance two unique delinquency prevention projects now being developed by the Human Relations Agency.

The projects would establish a delinquency early warning system--somewhat akin to our nation's DEW-line system for warning of attack--that would identify potential delinquents early in their public school careers.

Those identified would then be given help by responsible older youth (17-24) under professional guidance. These "older brothers" will provide a model the youngsters will want to imitate. They will also provide some counseling and help with tutoring and with wholesome recreational activities.

In turn, these older youth will be earning funds that will help them continue their education and, more important, the project may open new careers for them. The project training and their continued education could well be a stepping stone to a career in correctional or other rehabilitative work.

The project will also employ adult members of the community who would be expected to maintain liaison with the schools and perform a variety of tasks aimed at strengthening family and community controls.

For instance, he might contact churches, service clubs, local merchants, and other governmental units to bring all available resources to bear on particular problems. Depending on his capabilities, he might also work with the families, helping them with budgets and promoting their involvement in school and other activities. The adult will also provide an example for the youngsters.

Each team will be headed by a professional caseworker who will provide guidance to the "older brothers" and to the adult aides, plan the approach to each case and offer formal counseling to youngsters and parents.

The demonstration projects will be subject to rigorous evaluation. About 300 boys whose current behavior is predictive of delinquency would be selected for each of the two projects, but they would not necessarily know of their selection.

One hundred eight would be selected at random from the pool to participate actively in the project. Another 108 would be randomly designated as a control group. They wouldn't know about it and would continue in school and the community in the usual way.

The two groups would be subsequently compared at intervals in terms of school suspensions, arrests, number of days in detention, etc. Later on comparisons would be made in terms of school completion, employment and so forth.

The projects will be located in two different areas, both of which have in large measure the ingredients that foster delinquency to provide a double check on effectiveness.

Meantime, we are seeking to correct those conditions that breed delinquency. Lack of effective education is one of the

characteristics of the delinquent. Wards committed to the Youth Authority are three or four grades behind where they should be.

I have asked that greater emphasis be placed on basic education, kindergarten through the 12th grade. I have budgeted \$105.5 million in new money for the public schools, including additional aid to programs for the disadvantaged.

I have also asked for a \$5 million increase in scholarship funds so that family financial condition will not be a bar to higher education.

I believe we must also seriously assess the need for a system of technical institutes to help prepare many of our young people who will not go to college for careers in our expanding economy.

We have been handicapped in our generally successful summer youth employment programs by archaic and unreasonable barriers that keep youngsters from getting jobs. For example, a person under 18 can't be hired to drive a vehicle even though he has a perfectly valid driver's license for it. I am asking the Legislature and the Congress to remove these obsolete restrictions so that more of our youth can get summer and part-time jobs. Many need work both for the income and its maturing influence.



The basic problem has not been lack of jobs, but lack of skills by those unemployed or under-employed. Employment has been at record levels and there are many jobs available, but unfilled. Unemployment has been the lowest in a decade.

We have already put into effect the Work Incentive Program and have some 10,000 persons in training assignments that should ultimately remove them from the welfare rolls and put them on payrolls.

Throughout state government, various departments are providing employment and training for the disadvantaged through development of new career opportunities.

We are endeavoring to stimulate greater participation in apprenticeship programs by minority youth. We are fostering a positive program to eliminate discrimination.

In the welfare field, we have placed greater emphasis on substituting self-reliance for dependency and are conducting a pilot program to test various means of achieving that aim.

We are organizing a new Department of Human Resources Development centralizing administration of job training and placement efforts, pinpointing responsibility and pooling funds to get the most out of them.

The Department plans a street to workbench program, bringing all of our resources together in a concerted effort to train the disadvantaged, place them in productive employment and keep them on the job.

By providing job training and placement for those now unemployed and by improving education opportunities for those who are now.. or should be now..in school, we will do much to eradicate the root causes of delinquency.

Coupling this with a delinquency early warning system and effective treatment measures, we can hope, at last, to stem the rapidly spiraling increase in delinquency.

Delinquency can be prevented. But it will require the concerted, vigorous and intelligent efforts of all levels of government, the private sector and, above all, the concern of each of us as individuals.

JUVENILE OFFICERS ASSOCIATION CONFERENCE

Flamingo Hotel

Santa Rosa

March 19, 1969

SPENCER WILLIAMS, SECRETARY  
HUMAN RELATIONS AGENCY

Your conference theme is Juvenile Delinquency: Then, Now and Where.

Let's start with a look at the then and now. Where we must head is to greater emphasis on prevention.

The first statewide statistics reporting juvenile arrests were gathered for the year 1957; the most recent tabulated are for 1967. There were many problems of definition and collection in the early days which make comparisons between the two figures something less than exact, but they do show the trends.

What's happened in that span of 11 years? The scene has changed. The actual number of arrests, for both law violations and delinquent tendencies have more than doubled from 1957 through 1967. Delinquent tendency arrests had a slight advantage in the percentage of increase.

Arrests rose more rapidly than did the general population resulting in a 55 percent increase in the rate of arrests to total state population. Other indices based on the youth population 10 to 17 show that delinquency began to outstrip youthful population growth in 1962 and has since continued until in 1967 new referrals increased five times as much as the youth population. The scene has also shifted literally. Whereas the higher rates were in Southern California a decade ago, the higher rates are now in the Northern portion of our State.

Most of the offenses have increased in about the same proportion as the general increase. Auto theft and rape increased less than expected, but drug arrests skyrocketed. This has brought an influx of arrests of children from middle class families, radically changing the characteristics of the offender population.

Unofficial figures for 1968 indicate juvenile drug arrests will reach a total of nearly 30,000. That's almost 25 times as many as in 1957. Perhaps worse, it is twice as many drug arrests as in 1967. In Sacramento County there were more children placed in juvenile hall for drug abuse last year than the total from 1845 through 1967.

There is one hopeful element. It appears that since June there has been some leveling off of arrests, but the level is in the stratosphere.

The fact that the second half of 1968 was not markedly worse than the first half is no grounds to slacken our efforts to curb drug abuse.

Furthermore, sophisticated analysis will be needed to uncover the real significance of this flattening of the curve. It is important to understand the

movement of each of the categories that involve drug abuse. Arrests of both adults and juveniles for hard narcotics offenses have been a declining percentage of the total. Less than one and a half percent of the juvenile drug arrests have been for the hard narcotics.

As you know, the use of drugs and the choice of drugs are influenced by complex factors and the statistics are affected by law changes, reporting procedures and so on. Nonetheless, part of the credit for the lesser use of hard narcotics must be given to the California Rehabilitation Center and its after-care program.

Users of hard narcotics are notorious for their tendency to relapse--so much so that many persons involved in narcotics enforcement formerly regarded death as the only cure for use.

The California Rehabilitation Center Program has demonstrated, however, that about 18 percent of those released have been able to abstain from use of narcotics or other anti-social behavior for three consecutive years. More than 500 persons have earned their discharge from the program for maintaining a clean record for three years.

Even those who relapse are not necessarily lost. A study of all those released in 1965 showed that eventually 59 percent maintained a clean record for at least a year. While this may not sound impressive, it is really quite significant.

Control is another important element of that program. Patients who begin to dabble with narcotics are speedily returned to confinement before they can engage in other crimes. A University of California report said that of almost 2,500 former addicts who were released, only 10 were returned with new felony crimes.

We are trying to improve the program still further. The center at Norco is operating practically at capacity with some 2,100 men and 350 women currently under treatment. We are transferring the women to a new unit on the grounds of Patton State Hospital. That will provide additional space for men at Norco. In addition we are giving the former branches at San Luis Obispo and Tehachapi independent status. Incoming addicts will be assigned to the most suitable unit. The unit at Tehachapi, for example, puts more emphasis on vocational training. This unit already has 650 patients.

This Department of Corrections program is, of course, for adults. While the largest portion of drug arrests still involve adults, the biggest percentage increase is in juvenile arrests. Contrasted with 1960, adult arrests are up over 200 percent, but juvenile arrests are up nearly 2,000 percent.

The Departments of Mental Hygiene and Youth Authority also have drug abuse treatment and research programs. These programs are primarily directed at abusers of drugs other than the hard narcotics. That is where the big increase has been.

Over the 8-year period, 1960 through 1967, juvenile marijuana arrests were up more than three-thousand percent. But the big increase in the first half of last year came in dangerous drugs with juvenile arrests up 323 percent in a one-year period.

This shift to dangerous drugs is particularly alarming, especially to the extent it reflects growing use of methamphetamines....often known as speed or crystal. This powerful stimulant seems to induce a paranoid, senseless violence in its users. Its use has turned the Haight-Ashbury into a weapon-ridden jungle.

In addition, the amphetamine user, trying to get down from his high gently, is encouraged to use heroin or barbiturates. I was tempted to say that perhaps that was good because we are better able to treat narcotic users. But, in fact, coupling the methamphetamines with heroin only complicates matters. The drug of preference indicates some of the users inner needs and is basically what counts in treatment.

The Youth Authority drug abuse treatment program at the Youth Training School at Ontario has two sections: one for narcotic and barbiturate users and the other for the hallugenogenics and stimulants.

Preliminary evaluation indicates substantial success with the narcotic and barbiturate users, but a little worse than average results for the others.

The evaluation was made 15 months after the first groups were released to parole. About 80 percent of the narcotic users succeeded in remaining on parole. But slightly less than half of the stimulant users succeeded. The others had their paroles suspended, revoked, or were given bad discharges within the 15 months. These are preliminary figures and are for the first group. The next evaluation may show a different picture.

This cautious appraisal seems to show that the young narcotic user is a loner, afraid of social contact, seeking escape, who can be helped to adjust to others--who can be socialized. Users of the stimulants are aggressive and social and not reached effectively by the techniques that help the others. Various program modifications for the second group are being studied. There is an important lesson here--not a new one, but one that it seems must be constantly relearned: people do things for different reasons and effective treatment for one may not be effective for the other. We are not likely to find an effective treatment. We



need varieties of treatments matched with people and problems.

In addition to Correction, Youth Authority, and Mental Hygiene, other units of the Human Relations Agency with a direct interest in drug abuse are the Departments of Public Health, Rehabilitation, and Social Welfare. Inclusion of these Departments in the same agency has facilitated coordination of efforts to reduce drug abuse.

But as in other areas of crime and delinquency, the Human Relations Agency has only a fraction of the total responsibility. Local law enforcement plays a major role. Other federal and state units have enforcement responsibilities. Drug abuse is also a medical problem and a legal problem. It is also a problem to parents and teachers, to churches, to youth groups, and all concerned citizens. In the past, efforts have been fragmented, sometimes contradictory. Now for the first time, all these diverse interests have been gathered together by Governor Reagan in an Inter-agency Council on Drug Abuse for a coordinated attack on the problem.

The main thrust will be prevention. Two educational efforts are already underway. The California Medical Association, the Congress of Parents and Teachers and the Youth Authority are collaborating on the production of an informative brochure for parents.

You will soon be seeing and hearing throughout the State the opening of a long-term multi-media campaign against drug abuse. The campaign will be directed by a respected advertising agency. Print space and broadcast time has been pledged to Governor Reagan by the California Newspaper Publishers Association, Southern California Broadcasters Association and the California Broadcasters Association. The California Outdoor Advertising Association has indicated its full support. Out-of-pocket costs will be paid by concerned business firms, foundations and other private contributors.

The Council and its efforts are a splendid example of teamwork between the governmental and private sectors in the public interest. This kind of cooperation, involvement and coordination may well set a pattern for attack on broader areas of crime and delinquency.

We are still in the organizational phases, but the Council shapes up this way. There will be five task forces: education, legislation and government, research, treatment, and administration of justice. The Justice Task Force is headed by Capt. Roger H. Guindon, head of the Los Angeles Police Department, Narcotic Division.

Those who have already accepted membership on the task force include Daniel P. Casey, Regional Director of the Federal Bureau of Narcotics and



dangerous drugs, John Storer, Chief of the State Bureau of Narcotic Enforcement, John Warner, President of the Narcotic Officers Association, Lew Ritchie, now of the Youth Authority, two judges, a district attorney, and representatives of the State Bar and the Peace Officers Association.

Because of your special interest, I want to take this occasion to invite the Juvenile Officers Association to nominate a representative for membership on this distinguished task force.

The Inter-agency Council will be composed of three representatives from each of the five task forces. This will provide broad representation and still keep numbers small enough to make it a working group.

Periodically the full membership of the task forces and others will meet together in a drug abuse conference.

Drug abuse is one of several manifestations of current social unrest. Another is the emphasis on rights. This emphasis first greatly affected the juvenile field in California in 1961 when the juvenile court law underwent comprehensive revision.

Since that time with further legislative modification and various court decisions, we find more and more juvenile court actions contested as to law and fact. The parent-type adjudication is becoming less significant as the adversary case grows in prominence. Continuing the trend, there are currently legislative proposals to require the same type of verdict in a juvenile case as in a criminal proceeding.

There is no question that extension of the whole set of rights to juveniles has created operational problems for all of us in the administration of justice and has on occasion worked against the interest of the juvenile. Emphasis on rights, insistence on formal procedures has brought youths into the justice system whose cases would have been disposed of informally in other times.

But we must recognize these rights, first of all because they are rights. More significant, we cannot instill respect for our democratic government or for law and order by demonstrating disrespect, discrimination and injustice.

We ought instead to provide a model that proclaims our adherence to the basic tenants of our democracy.

We must not curtail the freedoms that our system of government is designed to provide, nor allow the lawless to infringe on the rights of the law-ful. We simply cannot tolerate law-breaking whether symbolic or actual...whether for so-called good cause or for candidly evil purpose. But in maintaining law and order we must take care that we do not further alienate the dissident element that we should be trying to bring within our system. We don't want to drive the

dissidents outside our governmental system. We don't want to confirm their distorted view that they cannot be heard within our legal framework. We must provide what Chief Tom Reddin has defined as "the delicate balance point between overaction which becomes oppressive and underaction that constitutes permissiveness."

Nowhere has this been more difficult than in youthful demonstrations. Confrontation, deliberate provocations, physical attacks have been designed to draw forceful police response. Public reaction has not been, I judge, what the organizers had hoped.

Pepper fogging, mace, tear gas, use of batons, the dragging of demonstrators off by their heels have been generally understood as necessary, though these tactics have not been universally applauded.

The participants, college age, draft age, and older, have generally been regarded as knowing what they were doing and getting what they deserved. They were treated as adults, legally and practically.

Last week, however, police in one community were called to quell disturbances in a junior high school. I intend no comment on that particular situation. But it may be the forerunner of others.

The point I want to make is that it will be very difficult to publicly justify the use of these same techniques on groups of 12 and 13 year-olds, even if, objectively, their conduct calls for it. Use of force suitable for adults on children provides exactly the ammunition the agitators seek.

Obviously, however, we cannot permit bands of militant 12 year-olds to close down junior high schools anymore than we can permit older students to close down universities.

Other effective techniques must be developed to cope with the problem.

One answer....the best answer in the long run....to this dilemma is prevention, but there may be little time to implement it. This is a real professional challenge to the juvenile officer as well as many others.

Prevention will obviously require a close and cooperative relationship with school officials. Prevention will be greatly aided by development of good relationships with the community.

Prevention means innovative ways to meet the problems of changing times, swiftly and effectively.

Prevention also means getting at the root causes of crime and delinquency as we know them. We at the State level are placing far greater emphasis on delinquency prevention than ever before and we are endeavoring to strike hard at its roots. But basically delinquency is a local community

problem that is most effectively dealt with locally. The attack on delinquency and its causes is the concern of every citizen.

But leadership in the attack on delinquency must be the concern of every juvenile officer. Prevention efforts by the police, particularly those specifically charged with responsibility for juveniles, must be given new emphasis.

We must make the effort and we must succeed. We cannot permit the sacrifice of a generation to drug abuse. We cannot permit the substitution of anarchy for democracy.

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# Memorandum

To : Rus Walton  
Press Secretary  
Office of the Governor

*file*

Date : April 9, 1969

File No.:

Subject: *Juvenile*  
Delinquency Prevention

From : Office of the Secretary

On March 12, 1969, I forwarded draft material to you concerning delinquency prevention that could be used as a speech or segment of one.

Attached are two revised pages of that material sent to supersede the original two pages, bringing statistical information up-to-date.

SPENCER WILLIAMS  
Secretary

cc. Paul Beck ✓

Half of the residents of this nation's central cities feel they cannot safely walk their neighborhood streets at night.<sup>1</sup> Bus drivers are afraid to carry change. Many businessmen are concerned about remaining open at night. Fear has altered our way of life. And with good reason. Parts of some of our cities have become jungles. The FBI reports that violent crime rose <sup>19</sup>21 percent in ~~the first nine months of 1968~~. In the cities robbery was up <sup>30</sup>32 percent over ~~the same period in 1967~~. Murder was up <sup>16</sup>17 percent.. forcible rape up <sup>as 16</sup>18 percent..and aggravated assault was up <sup>13</sup>14 percent.<sup>2</sup>

The National Commission on the Causes and Prevention of Violence reported youth "account for an ever-increasing percentage of crime, greater than their increasing percentage of the population".

The peak years for crimes of violence are 18 to 20. These youth are generally treated as adults in California.

There were more than 300,000 arrests of juveniles--defined as youngsters under 18 years old--in California in 1967. (Preliminary statistics for 1968 are not expected to be available until May.) Some 125,000 of these juvenile arrests were for violations of criminal laws.

<sup>1</sup>Gallup Poll pre-election 1968. MARCH 10 1969

<sup>2</sup>Uniform Crime Report released December 16, 1968.

The rate of arrest of juveniles for major law violations statewide was up 20 percent. These are offenses that would be a felony if committed by an adult.

The juvenile robbery rate was up almost 22 percent and aggravated assault increased 18 percent. Juveniles accounted for more than half of all the arrests for car theft and for burglary.<sup>3</sup>

The greatest increase, however, came in drug law violations. Drug abuse ~~has continued to~~ skyrocket<sup>ed</sup>. In the first half of 1968, more than 15,000 youngsters were arrested for drug law violations--up 164 percent from the same period a year earlier.<sup>4</sup>

Nationally one boy in six is actually referred to the juvenile court. About 40 percent of all the male children now living in the United States will be arrested for a non-traffic offense during their lifetime.<sup>5</sup> Offenses by females are also on the increase. Juvenile arrests for girls in California rose by a greater percentage in 1967 than did boys.

Because of these ominous statistics..these disturbing trends.. this administration is placing far greater emphasis on delinquency prevention.

<sup>3</sup>Crime and Delinquency 1967.

<sup>4</sup>Drug Arrests in California, 1968 Mid-Year Summary.

<sup>5</sup>President's Crime Commission, page v.

\* UNOFFICIAL INDICATIONS ARE THERE WAS A LEVELING OFF IN THE SECOND HALF.