

JUVENILE CRIME AND ABUSE OF ALCOHOL



Bulletin No. 81-10

LEGISLATIVE COMMISSION
OF THE
LEGISLATIVE COUNSEL BUREAU
STATE OF NEVADA

October 1980

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Assembly Concurrent Resolution No. 34—Assemblymen Brady, FitzPatrick, Hayes, Polish, Rhoads, Prengaman, Craddock, Sena, Dini, Weise, Chaney, Tanner, Stewart, Malone, Marvel, Fielding, Bennett, Webb, Rusk, Banner, Horn, Mann, Mello, Bergevin, Harmon, Cavnar, Bedrosian, Jeffrey, Chaney, Westall, Price and Vergiels

FILE NUMBER. 127...

ASSEMBLY CONCURRENT RESOLUTION—Directing the legislative commission to study juvenile crime and the abuse of alcohol by juveniles.

WHEREAS, All Nevadans are concerned with the problems facing this state as a result of its rising rate of crime; and

WHEREAS, The people of this state recognize that the future of the state depends upon the integrity of its youth; and

WHEREAS, An alarmingly high percentage of crime in Nevada is committed by persons between the ages of 13 and 18; and

WHEREAS, The leading cause of death in teenagers is driving while under the influence of alcohol; and

WHEREAS, During 1977, in this state, 7,912 juveniles were referred to the juvenile courts, the majority of the larcenies were committed by persons 14 to 16 years of age, 54 percent of all burglaries were committed by persons 13 to 17 years of age, and 34.3 percent of males arrested were between the ages of 13 and 17; and

WHEREAS, In Clark County alone juveniles committed 28,424 offenses against the public, of which 1,606 were crimes against persons and 7,100 were crimes against property, and 5,150 juveniles were arrested and referred to court on matters concerning illegal possession or use of drugs; and

WHEREAS, The trend of increasing juvenile crime in Nevada threatens to destroy the wholesome environment for rearing children, which has been a heritage of this state; now, therefore, be it

Resolved by the Assembly of the State of Nevada, the Senate concurring, That the legislative commission is hereby directed to study the incidence of juvenile crime and abuse of alcohol in this state and to determine methods for coping successfully with these problems; and be it further

Resolved, That the legislative commission report the results of the study and any recommended legislation to the 61st session of the legislature.

REPORT OF THE LEGISLATIVE COMMISSION

TO THE MEMBERS OF THE 61ST SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Assembly Concurrent Resolution No. 34 of the 60th session of the Nevada legislature. A.C.R. 34 directed the legislative commission to study the incidences of juvenile crime and abuse of alcohol in the state and to determine methods for coping successfully with these problems.

In order to conduct the study the legislative commission appointed a subcommittee with the following members: Assemblyman Janson F. Stewart, chairman; Senator Eugene V. Echols, vice chairman; and Assemblymen Marion D. Bennett, Bill Brady, Karen W. Hayes, Nicholas J. Horn, and Mike Malone. The subcommittee held four meetings and received a considerable amount of testimony from professionals in the field of juvenile services and students from high school classes. An effort has been made in this report to present the subcommittee's findings and recommendations briefly and concisely. A summary of statistical information is also included to provide a general overview of the present situation and trends in relationship to juvenile crime and alcohol abuse. All supporting documents and minutes are on file with the legislative counsel bureau.

Respectfully submitted,

Legislative Commission
Legislative Counsel Bureau
State of Nevada

Carson City, Nevada
October 1980

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

Findings:

1. Juvenile crime and alcohol abuse are substantial problems in the State of Nevada.
2. Prevention of juvenile delinquency and alcohol abuse should be emphasized.
3. Some juvenile delinquency and alcohol abuse problems are the symptoms of deeper emotional and personal problems. In order to be effective in these situations, prevention programs most often will have to address these underlying emotional and personal situations.
4. The design and implementation of government sponsored or supported prevention programs are and should remain primarily at the local level, whether they are with local governments, juvenile courts, school districts, or any combination of these.
5. No single program will prevent juvenile delinquency and alcohol abuse.
6. New governmentally sponsored programs and additional funding are not necessarily, in themselves, solutions to problems of juvenile crime and alcohol abuse.
7. Parents have the primary responsibility for prevention of delinquency, and continual support of government sponsored programs should not be taken or construed to relieve parents of that responsibility.
8. Existing people and services in the fields of juvenile delinquency and alcohol abuse are working hard and attempting to do a creditable job and should continue to be supported.

9. There is a general lack of enforcement of liquor sales laws and drug and alcohol laws as they apply to juveniles. There is also a lack of enforcement of truancy laws.
10. Juveniles are aware that there is a lack of enforcement of laws pertaining to juvenile delinquency and crime.

Recommendations:

1. Direct the youth services division of the department of human resources to give priority to keeping statewide statistics on juvenile crime as a part of fulfilling its responsibilities under NRS 232.400. Mandate relevant agencies to report statistics and programs to the state division of youth services. (BDR 38-29)
2. Direct the youth services division of the department of human resources to develop the concept and coordinate a public service media campaign relative to prevention of juvenile crime and alcohol abuse. The division should consult with the department of education to benefit from its expertise in the matter of media campaigns. The media campaign should emphasize the responsibility of parents in raising their children, the importance of fostering a solid family structure, awareness of the extent of the juvenile crime problem, awareness of services available for alcohol abuse, awareness of the need to report the purchase of liquor by juveniles, and the value of family-oriented activities. (BDR 102)
3. Initiate a resolution encouraging the enforcement of laws related to juvenile crime and the prosecution of juvenile offenders. Encourage judges to make use of restitution and work programs as much as reasonable for juveniles who are prosecuted for criminal activity. (BDR 30)

4. Express support for stricter enforcement of laws to curb sales of liquor to minors. (BDR 30)
5. Express support for alternate learning programs, including those known as opportunity schools and special education programs, which provide alternatives to the existing education structure for those students who are disruptive or cannot learn in the conventional system. (BDR 31)
6. Express support for the concept of counseling parents and juveniles together whenever feasible, especially in school-related programs. (BDR 31)
7. Encourage communities to develop youth activities and interests generally, such as recreation, with emphasis on family-oriented activities. (BDR 32)
8. Express support for increased youth employment activities and more vocational education programs. (BDR 31 and 32)
9. Clarify that the juvenile court judge can require positive actions by parents or guardians of juvenile offenders and that the court can administer restitution programs and require juvenile offenders to participate in these programs. (BDR 5-69)

REPORT TO THE LEGISLATIVE COMMISSION FROM THE SUBCOMMITTEE
TO STUDY JUVENILE CRIME AND THE ABUSE OF ALCOHOL
BY JUVENILES

I. INTRODUCTION

In 1979, the Nevada legislature adopted A.C.R. 34 directing the legislative commission to study juvenile crime and abuse of alcohol by juveniles. The subcommittee which conducted the study decided that the emphasis of the study should be placed upon prevention of juvenile delinquency and alcohol abuse, rather than concentrating on corrections, detention, rehabilitation or other aspects. Although alcohol abuse and juvenile delinquency are somewhat separate issues, in that one does not necessarily cause the other, most of the types of actions being undertaken as prevention for juvenile delinquency are also effective in preventing alcohol abuse. Therefore, the emphasis on prevention has served to unify the separate issues to some degree.

The subcommittee held five meetings in Las Vegas and Reno. Every state agency that deals with juvenile crime or alcohol abuse has provided testimony at the hearings. Representatives from several local entities and private providers of service have also participated in the meetings. The staff has compiled a considerable amount of background research and student classes from five high schools have made formal presentations to the subcommittee. The information gained through these efforts is presented in the body of the report.

II. OVERVIEW OF JUVENILE CRIME AND ALCOHOL ABUSE

Statistics to describe the situation in juvenile crime and alcohol abuse are not as readily available as one might expect. Some numbers have been compiled and expert estimates are made. However, inaccuracies are caused by factors such as the effort to keep juvenile offenders from having a "record," counseling juvenile offenders several times at the staff level before bringing them before the juvenile court,

privacy of information relative to juveniles, "selective enforcement" of the law, and lack of a uniform reporting system.

Juvenile Crime

National statistics on juvenile crime show a 90 percent increase over the 16-year period between 1960 and 1976. The "FBI Crime Report" reveals that juveniles account for 43 percent of all reported serious crimes while they make up only 15 percent of the population. However, in most recent years, the trend appears to have stabilized, and some decreases in juvenile crime statistics are reported.

Information available for the calendar year 1976 comes from data supplied to the National Center for Juvenile Justice (The Research Division of the National Council of Juvenile and Family Court Judges) and represents information from 2,110 courts. The figures represent cases disposed of rather than the number of children dealt with by juvenile courts. An estimated 1,237,000 delinquency cases were disposed of in 1976. The estimated number of children is lower due to some children being referred more than once during the year.

The 1976 estimate of 1,237,000 cases reflects a decrease of 6.1 percent from 1975. There was also a decrease of 1.6 percent in child population reported by the U.S. Census in 1976 for ages 10 through 17 years. Judicial and nonjudicial dispositions declined between 1975 and 1976, with a decrease of 3.8 percent and 8.2 percent respectively. It was estimated that 615,000 (49.7 percent) were handled judicially. A decline in nonjudicial cases was also experienced by urban courts of 11.6 percent and semi-urban of 5.1 percent. Rural courts showed a 3.6 percent increase in nonjudicial handling. Overall, urban and semi-urban courts decreased by 9.0 percent and 3.8 percent respectively. Rural courts showed an overall increase of 7.0 percent between 1975 and 1976.

Delinquency remains primarily a male problem. In 1976, male delinquency cases numbered 943,700, or 76.3 percent. Female cases were estimated at 293,500, or 23.7 percent of total dispositions. Overall, both male and female cases decreased between 1975 and 1976, with respective decreases of 5.8

percent and 6.9 percent. The rate of delinquency cases (the number of cases per 1,000 child population, ages 10 through 17) was an estimated 38.1 in 1976 as compared to 39.9 in 1975. This represents a rate decrease of 1.8 from 1975. Dependency and neglect cases totalled 155,100 in 1976, an increase of 7.7 percent over 1975. Judicial dispositions accounted for 74.1 percent of the total cases, with 25.9 percent handled nonjudicially.

In Nevada, juveniles accounted for 34.7 percent of the total index crime arrests in 1978. Juveniles represented 14.8 percent of the total violent crime arrests and 39.0 percent of the arrests for property crimes.

Arrests by age and sex statewide show the single category for males in high incidence to be in the 17 and 18 year age bracket. Drug-related arrests in 1978 totaled 3,773 of which 19.6 percent were juveniles. Arrests of juveniles for drug violations showed that 17 year-olds had the highest number with 301. Fifty-one of these were females. There were 548 juvenile court referrals statewide for drugs during 1978. However, 11 of the 17 counties had fewer than 10 juvenile drug arrests.

<u>REFERRALS TO JUVENILE COURT</u>			
	<u>1976</u>	<u>1977</u>	<u>1978</u>
Property Crimes	4,072	4,019/- 1.3%	4,862/+21.0%
Persons Crimes	1,275	1,236/- 3.1%	1,430/+15.7%
Victimless Crimes	3,426	2,954/-13.8%	3,711/+25.6%
Status Offense	5,920	5,612/- 5.2%	8,205/+46.2%
Administrative Action	2,025	2,377/+17.4%	3,756/+58.0%
Traffic Offenses	8,248	9,713/+17.8%	10,476/+ 7.9%
Total Referrals	24,336	25,911/+ 6.5%	32,440/+25.2%
Source: Nevada Youth Services Division			

REFERRALS TO JUVENILE COURT
PER 1,000 JUVENILES UNDER 18 YEARS

	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Region I					
Clark	40.0	37.2	42.9	38.6	37.3
Region II					
Washoe	46.9	29.9	39.4	15.7	17.5
Region III					
Carson	----	----	----	39.8	*
Douglas	35.4	45.6	58.2	52.1	
Regional Rates	35.4	45.6	58.2*	43.4	
Regions IV,V & VI					
Churchill	15.1	44.0	25.0	14.3	38.8
Elko	42.8	31.5	19.1	41.2	21.9
Esmeralda	----	----	----	----	----
Eureka	2.3	0	9.2	0	4.7
Humboldt	49.8	16.4	19.7*	32.3	24.8
Lander	19.1	12.7	22.0	13.4	*
Lincoln	32.2	3.6	0.9	8.1	5.8
Lyon	9.2	0*	12.4	11.6*	15.1
Mineral	43.8	0*	68.3	54.5	57.9
Nye	7.8	4.9	8.7	17.2	52.5
Pershing	2.9	1.0	59.0*	2.6	01.9
Storey	100.8	70.7	45.1	0*	50.1
White Pine	0	.5	3.4	2.1	*
Regional Rates	23.8	16.2*	21.1*	16.8*	24.9
State Rates	37.8*	31.4*	37.9*	30.5*	28.2

*Not all agencies reported.

Source: Nevada Department of Law Enforcement Assistance.

Statistics relative to juvenile arrests are as follows:

JUVENILE ARRESTS BY CRIME

IN NEVADA - 1978

<u>Offense</u>	<u>Juvenile Arrests</u>	<u>Ranking Among Offenses</u>
Murder	5	28
Rape	24	25
Robbery	127	18
Aggravated Assault	140	16
Burglary	1,142	5
Larceny	2,134	1
Motor Vehicle Theft	327	10
Other Assaults	457	8
Arson	19	27
Forgery/Counterfeit	30	24
Fraud	56	19
Embezzlement	23	26
Stolen Property	355	9
Vandalism	258	12
Weapons	134	17
Prostitution	38	22
Sex Offenses	37	23
Narcotics/Drugs	738	7
Gambling	50	21
Offenses Against Family	52	20
DUI	157	15
Liquor Laws	831	6
Drunkenness (C.P.C.)	197	13
Disorderly Conduct	273	11
Vagrancy	172	14
All Other	1,292	3
Curfew	1,214	4
Runaway	1,879	2

Source: Nevada Department of Law Enforcement Assistance.

JUVENILE ARREST RATES

<u>County</u>	<u>JUVENILE ARREST RATE</u> <u>1,000 Juvenile Population</u>		
	1976	1977	1978
Region I			
Clark	50.6	49.0	47.0
Region II			
Washoe	67.0	52.9	57.8
Region III			
Carson	58.5	54.0	55.5
Douglas	67.2	62.2	64.4
Region III Rate	60.6	56.5	58.3
Regions IV, V & VI			
Churchill	48.7	53.2	50.3
Elko	42.7	35.8	23.2
Esmeralda	----	----	----
Eureka	32.0	41.9	69.1
Humboldt	39.8	34.1	45.4
Lander	30.3	30.2	45.1
Lincoln	16.2	64.4	89.6
Lyon	22.7	27.5	33.3
Mineral	94.3	98.3	78.4
Nye	19.6	39.6	48.8
Pershing	60.0	115.2	105.0
Storey	55.1	31.4	85.9
White Pine	44.4	31.0	*
Regions IV, V & VI Rate	41.5	42.7	41.3
STATE RATE	54.2	50.0	49.8

*No Juvenile Reports

Source: Nevada Department of Law Enforcement Assistance.

Alcohol Abuse

Nevada statistics on teenage drinking and alcohol abuse are not precise. The state bureau of alcohol and drug abuse is currently initiating an effort to compile more complete data in this area. However, local experts believe that national statistics are relatively accurate for Nevada. These national data indicate major problems with high percentages of teenagers drinking, many children requiring treatment for alcoholism, and high percentages of highway deaths caused by drunk driving teenagers. A fact sheet on teenage drinking is as follows:

FACT SHEET ON TEENAGE DRINKING

Nationally, 1/3 of all high school kids get drunk at least once a month and 5 percent get drunk at least once a week.

In Nevada, 6.1 percent (1,185) of all 1978 alcohol arrests (DUI, public drunkenness, etc.) involved juveniles.

The bureau-funded drug and alcohol treatment programs in the state treated 2,017 juveniles last year.

Of those treated who were under 15 years of age, 12.6 percent listed alcohol as the primary drug of abuse while 21.2 percent of those 15-17 years of age listed it.

The worst statistic of all, however, involves driving and drinking: 60 percent of those killed in the nation in drunken driving accidents are teenagers. The number of teenagers arrested for drunken driving has tripled since 1960.

Teenage drivers who drink run a triple risk: they are inexperienced drivers, and usually they drive at night.

Reasons for teenage drinking to excess include:

- (1) Parental influence
- (2) Peer pressure
- (3) Need to rebel against authority
- (4) Emotional disturbance--undue anxiety and insecurity
- (5) Boredom

Finally, "we are essentially asking adolescents to postpone the same gratification which we seek ourselves and with which through--advertising and promotion--we are constantly confronting them."

Source: Nevada Bureau of Alcohol and Drug Abuse

The bureau of alcohol and drug abuse also provided the following analysis of factors that are often associated with youth who have substance abuse problems.

SOME FACTORS CONSIDERED HIGH RISK FOR YOUTH
IN SUBSTANCE ABUSE POTENTIAL

1. Youth and children from homes with alcoholics or drug abusers in them.
2. Youth and children who are abused.
3. Youth and children with poor grades in school and a history of failure in developmental coping skills involving authority figures, interpersonal communication, and the solving of normal problems involving constructive decisionmaking.
4. Youth and children with few constructive interests--as indicated by no involvement in student activities, community activities, music, art, drama, science, etc.
5. Youth and children with the "wrong" kinds of friends.
6. Youth and children who evidence little concern for other people or property. (For example, the "difference between mine and thine" is a taught concept.)
7. Youth and children who have never learned to meet an objective or have never been held responsible for their own actions. (Someone, usually called an enabler, is present to write an excuse or bail the youngster out in some way so he never has to face consequences.)
8. Youth and children who are not health conscious, but are oriented toward seeking physical and emotional sensations, "feelings," or "highs."
9. Youth and children who do not have a close adult friend to act as a confident and constructive model.
10. Youth and children with poor or indeterminant value systems.

Source: Nevada Bureau of Alcohol and Drug Abuse

A significant problem in the area of alcohol abuse is one of perception. Testimony from probation officers indicated that teenage alcohol usage is increasing dramatically. Yet, they state that most parents who come to counseling sessions are visibly relieved when told that their children are drinking. A common comment is something like, "Oh thank goodness, I was afraid that he had a drug problem." The lack of concern by parents and their lack of knowledge about the ramifications of teenage drinking are evident.

III. RESEARCH COMPLETED

At the initiation of the study, staff was directed to undertake background research into the causes of juvenile crime and alcohol abuse and programs which have been effective in preventing juvenile delinquency and abuse of alcohol by youth. As mentioned previously, the same types of programs which are used to facilitate prevention of juvenile delinquency are used to prevent alcohol abuse. For this reason, the research undertaken emphasized the broader topic of juvenile delinquency. It rapidly became apparent that a tremendous amount of information is available on these subjects, but no one has the "magic answers" to the problems.

Seven national organizations were contacted to solicit information. They were as follows:

- National Council on Crime and Delinquency
- National Institute on Crime and Delinquency
- National Council of Juvenile and Family Court Judges
- National Crime Prevention Institute
- National Crime Prevention Center
- National Institute of Corrections
- National Youth Alternatives Project

Program descriptions from 31 out-of-state localities were obtained, and several books were reviewed. By Federal law (the Juvenile Justice and Delinquency Prevention Act of 1974), the U.S. Office of Juvenile Justice and Delinquency Prevention is responsible for maintaining national statistics, references to relevant research and listing of successful projects. The Federal office has contracted for most of these services. Under one of these contracts, the

University of Washington is putting information concerning approximately 500 "successful" prevention programs on its computer. These programs are being analyzed for similarities, and several research reports are to be completed within the next year. The Westinghouse National Issues Center is also under contract to compile information about the causes and ways to prevent juvenile delinquency.

In the area of delinquency prevention, research indicates that there are three levels for which prevention programs may be designed. The first level (primary prevention) attempts to address the potential situation prior to children "getting into trouble" or prior to their first contacts with the juvenile justice system. The second level (secondary prevention) deals with juveniles who have had initial contact with the juvenile justice system for "minor offenses" or children who have committed status offenses. Status offenses are offenses which would not be a breaking of the law if the child were an adult. Examples include truancy, runaway, incorrigible, curfew, and children-in-need-of-supervision. The third level (tertiary prevention) deals with juveniles who have committed "major offenses" or have had several contacts with the juvenile justice system. They are often already adjudicated as delinquents.

Programs of primary prevention usually are designed to reach the broad spectrum of children. Often included in this category are public information projects, school-administered education classes, and community development projects intended to increase activities and opportunities of the children in the community. Programs of secondary prevention are most often directed toward the individual child and his or her family. Counseling and diversion efforts are common. Tertiary prevention programs are designed in an attempt to help the child not to return to the juvenile crime system. Rehabilitation, major counseling and institutionalization are often utilized as tertiary prevention activities.

Researchers at the University of Washington have identified four areas within which effective juvenile delinquency programs may be categorized. Following is a listing of these four areas and possible contacts for further information:

Family - Jim Alexander at the University of Utah

Schools - Westinghouse National Issues Center and Dave
Hawkins at the University of Washington

Communities/Peers - Bill Lofquist of the Associates for
Youth Development in Tuscon, Arizona

Youth Employment - Westinghouse National Issues Center

The most significant Federal law relative to prevention of juvenile delinquency is entitled the "Juvenile Justice and Delinquency Prevention Act" (42 U.S.C. Sec. 5601-5751). A summary of the law was prepared by staff. The Nevada crime commission has decided not to seek funds under the law because of some of the associated Federal requirements. Therefore, this law is of limited relevance to the state.

The Nevada Revised Statutes specifically address delinquency prevention in three places. NRS 232.400 provides that the division of youth sevice, through the department of human resources, is the "sole state agency for the establishment of standards for the receipt of federal money in the field of juvenile development and delinquency programs. The division shall develop standards for carrying out programs aimed toward the prevention of delinquent acts of children and programs for the treatment of those brought to its attention. It shall assist in the development of programs for the predelinquent children whose behavior tends to lead them into contact with law enforcement agencies." The division is also instructed to develop and assist in carrying out programs for the diversion of juveniles out of the judicial system.

At the local level, NRS 422.300 authorizes the judge of the juvenile court to establish a youth services commission in any county where it is deemed advisable. By statute, "The youth services commission shall advise with the welfare division, the governing bodies of each city and the county the judge of the juvenile court, the governor, and the legislature to:

- (a) Determine the extent to which various departments, agencies and organizations may wish to cooperate in a

common effort to coordinate their existing programs and develop new programs to reduce the incidence of juvenile delinquency;

(b) Develop necessary formal agreements among such departments, agencies and organizations, including agreements involving the joint exercise of power;

(c) Initiate, where feasible, other special projects in delinquency prevention by utilizing and coordinating existing resources within the community; and

(d) Seek and secure moneys and resources to carry out the purposes of the youth services commission."

The Juvenile Court Act (NRS chapter 62) also speaks to juvenile delinquency prevention programs. NRS 62.123 states that the director of juvenile services in counties of 250,000 population or more "may also be responsible for carrying out preventive programs relating to juvenile delinquency." NRS 62.120 outlines that the probation officer in counties of less than 250,000 population "shall perform such other duties as the judge may direct." In several of these Nevada counties, the juvenile court judges have decided that the probation officers should be involved in programs to prevent juvenile delinquency.

IV. COMMENTS RECEIVED BY THE SUBCOMMITTEE

Testimony was received from many professionals in the field of juvenile delinquency and alcohol abuse. High school classes were also asked to provide input. However, very little testimony was received from what might be called the general public.

Professional Testimony

A listing of the professionals who testified is as follows:

- A. Mike Katz, state youth services division - The current situation in Nevada relative to juvenile crime and delinquency, and agency activities and recommendations.

- B. Mel Phillips, state bureau of alcohol and drug abuse - The current situation in Nevada relative to alcohol abuse by juveniles.
- C. Frank Carmen, director, Clark County Juvenile Court Services - Clark County statistics and programs.
- D. Frank Sullivan, Washoe County chief probation officer - agency programs.
- E. Robert Cavakas, Humboldt County juvenile probation officer - local activities and programs.
- F. John Gilman, juvenile master and chief probation officer for Esmeralda, Mineral and Nye counties - local programs.
- G. Bob Ranney, Clark County school district - district programs.
- H. Dr. Claude Perkins, superintendent of Clark County school district - recommendations.
- I. Robert Hirsch, state department of education - recommendations.
- J. Ruth Lewis, state bureau of alcohol and drug abuse - agency activities.
- K. State department of law enforcement assistance - written testimony on agency activities.
- L. Stewart Fredlund, state division of welfare - agency activities.
- M. Christa Peterson, Southern Nevada Mental Health Services, state division of mental hygiene and mental retardation - agency activities.
- N. Bruce Alder, superintendent, southern Nevada children's home - activities and recommendations.
- O. William J. Miller, superintendent, Nevada girls' training center - activities and recommendations.

- P. Sister Riccarda Moseley, Regina Hall of Washoe County and author on juvenile crime and halfway houses - private provision of services.
- Q. Chris Suprina, Vegas House - private provision of services to youth.
- R. Nancy Roget, treatment coordinator for Operation Bridge - private provision of services.
- S. Dr. Suzanne Faust, private psychologist in Clark County - recommendations.

Student Testimony

High school students from classes in the following schools made formal presentations to the subcommittee:

Carson High School
Proctor Hug High school
Boulder City High School
Las Vegas High School
Eldorado High School

The students compiled a considerable amount of background research. They discussed the causes of juvenile delinquency and alcohol abuse and made recommendations relative to prevention. Several classes prepared opinion polls for the students at their schools and analyzed the results for the subcommittee. It should be noted that these polls were not developed scientifically, nor were the student samples taken in a random manner in most cases. However, the results of the polls are thought to provide good general information about the actions and recommendations of a broad group of students.

It was especially valuable for the subcommittee members to hear from these teenagers who face the problems of juvenile delinquency and alcohol abuse personally on a day-to-day basis. The student analyses and recommendations were consistent with those obtained through the professionals in the field and the staff research.

The students from the Carson High School civics classes circulated an opinion poll to 675 students at the school and tabulated the results. Student presentations were made in five categories: family, peer pressure, school, employment, and the overall effects of society. The extensive poll revealed that the problems of teenage drug abuse, alcoholism and crime begin in the home. Peer pressure was found to contribute to teenage drinking, but the poll showed no direct linkage between peer pressure and teenage crime in general. Although the poll may not have been totally accurate in the scientific sense, it is notable that a significant member of respondents claimed that they go to school "high" on many days. Boredom and the excitement of breaking the law were said to be major factors contributing to juvenile crime. The student recommendations which received most emphasis were the need to develop more family-oriented programs for family togetherness, establish more social activities for teenagers, provide counseling programs for teenagers and parents together, initiate a "junior legislature," and increase punishment for major crimes.

A civics class from Proctor Hug High school presented the results of its project relative to juvenile crime and alcohol abuse. They outlined seven problem areas and made recommendations to the subcommittee. Among the problem areas were the community's being designed for adult activities, misunderstanding of drugs, child abuse, illiteracy, youth unemployment, no guaranteed punishment for juvenile crime, and a lack of counseling. Recommendations included construction of more parks, realistic drug information programs, stricter child abuse laws and more counseling, increased standards for day care centers and elementary school teachers, more state youth work programs, minimum guaranteed sentencing, elementary school counseling, and more qualified high school counselors.

Students from Boulder City High school made a presentation which included the results of a poll of 200 people in the student body. They felt that the home is the major and first source of influence in a child's development. Seven dominant areas for teaching in the home were discussed as follows: morals, values, responsibility, health, decision-making, constructive interests, and religion. The students were of the opinion that only a change in social attitudes

and, perhaps, legislation to protect the traditional family unit would provide long-range solutions to teenage problems. Other recommendations included increasing job opportunities, more severe discipline for teenagers using alcohol, better counseling in the schools, classes relative to the hazards of alcohol abuse, and peer counseling programs.

Students from Las Vegas High School presented testimony which covered a wide range of juvenile crime and alcohol abuse problems. Recommendations included enforcement of laws for "first offense crimes," peer counseling programs in the schools, alcohol and drug education programs using reformed alcoholics and drug addicts, educational programs on parenting skills, more stringent enforcement of liquor laws and more youth-promoted activities for teenagers.

A U.S. government class from Eldorado High School polled 1,379 students to obtain much of the background information for presentation to the subcommittee. Information was submitted under the following headings: community affairs and activities; education in juvenile delinquency and alcohol abuse; child abuse, law enforcement and police-teenager communication; and the relationship of drugs and alcohol to juvenile delinquency. General recommendations were listed as follows: funding in-service seminars for teacher education, resolution to businesses--lower fees charged to teenagers, resolution to businesses--increase jobs for teenagers, tax incentives for hiring young people, funding for security personnel on school grounds, funding for counseling services, cooperative program between police and schools, enforcement of existing laws, stricter penalties for juvenile offenders, more community activities, improved public transportation system, and lowering of employment age to 14 years old.

The students also presented specific recommendations for amendments to the Nevada Revised Statutes. In summary, their recommendations included increased penalties and/or increased enforcement in relationship to NRS 67.080, 41.470, 200.508, 202.055, 453.336, 484.379.

Basic Statements

Several basic statements were voiced by different people throughout the hearings. The most prevalent general statements were as follows:

- A. Juvenile crime and alcohol abuse are substantial problems in the State of Nevada.
- B. It is important to emphasize prevention of juvenile delinquency and alcohol abuse, rather than placing primary emphasis on treatment or rehabilitation after the problems have developed.
- C. Juvenile delinquency and alcohol abuse are typically the symptoms of deeper emotional and personal problems.
- D. No single "program" will prevent juvenile delinquency and alcohol abuse.

V. STUDY RESULTS, FINDINGS AND RECOMMENDATIONS

Several results may be attributed to the A.C.R. 34 study of juvenile crime and alcohol abuse. Of significance is the heightened awareness of the problem that the subcommittee meetings brought to the participants. The student presentations were especially valuable in bringing the subject to the immediate attention of a large number of juveniles. They were influenced to think about the causes of juvenile delinquency and alcohol abuse, but even more importantly, they were influenced to analyze and discuss the possible solutions to the problems. The meetings also facilitated professional discussion that centered specifically on prevention, rather than the more usual emphasis on treatment, rehabilitation, funding and administrative structure.

It is difficult to formulate specific findings and recommendations. As a lawmaker once facetiously said, "It would be nice to just legislate that there will be no more juvenile crime or alcohol abuse." But, the situation is much too complicated for a simple solution.

Prevention programs are most effectively administered through many different entities--schools, churches, local agencies, service organizations, state agencies, nonprofit organizations, etc. The programs which are effective in one area may not be useful in another. There is a general

feeling among subcommittee members that primary responsibilities for design and implementation of prevention programs should be at the local level, whether it be with the school districts, local governments, juvenile courts or local citizens themselves.

The subcommittee members also recognize that new governmental programs and additional funding are not necessarily the answers to all of the problems facing the state. There is a limit to the amount of money that is available to finance government programs, and governmentally sponsored efforts are not always the best ways to address the issues. Although existing people and services are doing an excellent job and should continue to be supported, the subcommittee members generally believe that many of the most productive ways of alleviating the juvenile crime and alcohol abuse problems must be based upon individual responsibility and actions that are not tied to major new governmental programs.

Findings

1. Juvenile crime and alcohol abuse are substantial problems in the State of Nevada.
2. Prevention of juvenile delinquency and alcohol abuse should be emphasized.
3. Some juvenile delinquency and alcohol abuse problems are the symptoms of deeper emotional and personal problems. In order to be effective in these situations, prevention programs most often will have to address these underlying emotional and personal situations.
4. The design and implementation of government sponsored or supported prevention programs are and should remain primarily at the local level, whether they are with local governments, juvenile courts, school districts, or any combination of these.
5. No single program will prevent juvenile delinquency and alcohol abuse.

6. New governmentally sponsored programs and additional funding are not necessarily, in themselves, solutions to problems of juvenile crime and alcohol abuse.
7. Parents have the primary responsibility for prevention of delinquency, and continual support of government sponsored programs should not be taken or construed to relieve parents of that responsibility.
8. Existing people and services in the fields of juvenile delinquency and alcohol abuse are working hard and attempting to do a creditable job and should continue to be supported.
9. There is a general lack of enforcement of liquor sales laws and drug and alcohol laws as they apply to juveniles. There is also a lack of enforcement of truancy laws.
10. Juveniles perceive a lack of enforcement of laws pertaining to juvenile delinquency and crime.

Recommendations

1. Direct the youth services division of the department of human resources to give priority to keeping statewide statistics on juvenile crime as a part of fulfilling its responsibilities under NRS 232.400. Mandate relevant agencies to report statistics and programs to the state division of youth services. (BDR 38-29)

Discussion:

The most important factor which hinders policymaking relevant to juvenile crime is inadequacy of data. Information is not uniformly reported from the different entities that work with youth. Likewise, no central point has been designated to receive, store and analyze data. Collection of this type of information

is within the general authority of the state youth services division. The subcommittee recognizes the importance of obtaining a good data base from which rational decisions can be made and recommends that the youth services division give priority to this function. It is the understanding of the subcommittee that maintenance of the data base can be accomplished without augmenting the budget of the youth services division. The subcommittee also recognizes the necessity of inter-agency cooperation in maintaining such a data base. Therefore, it is also recommended that relevant agencies, such as the juvenile courts and the sheriff and police departments, be required to report statistics and programs to the youth services division. The state bureau of alcohol and drug abuse has initiated a similar program of data gathering specifically for drug offenses related to juveniles.

2. Direct the youth services division of the department of human resources to develop the concept and coordinate a public service media campaign relative to prevention of juvenile crime and alcohol abuse. The division should consult with the department of education to benefit from its expertise in the matter of media campaigns. The media campaign should emphasize the responsibility of parents in raising their children, the importance of fostering a solid family structure, awareness of the extent of the juvenile crime problem, awareness of services available for alcohol abuse, awareness of the need to report the purchase of liquor by juveniles, and the value of family-oriented activities. (BDR 102)

Discussion:

The subcommittee feels that undertaking such a media campaign would be a most productive means of prevention of juvenile crime and alcohol abuse at the primary level. Television and radio spots, bumper stickers, plaques, billboards, and other similar types of media tools will be used to communicate the desired messages. Examples of the types of materials and formats that could be utilized in such a media campaign are on file in the research library in the legislative counsel bureau.

3. Initiate a resolution encouraging the enforcement of laws related to juvenile crime and the prosecution of juvenile offenders. Encourage judges to make use of restitution and work programs as much as reasonable for juveniles who are prosecuted for criminal activity.
(BDR 30)

Discussion:

A considerable amount of testimony was received which indicated that many juvenile offenders believe that they will not be caught if they break the law, and if they are caught, they will not be punished. Although determinate sentencing for juvenile offenders did not receive a great deal of support, almost all agreed that the juveniles should have a clear idea of the type and degree of punishment that they could expect to receive for their offenses. Restitution and work programs are viewed as being effective alternatives to simple counseling on the one hand and institutionalization at the other end of the spectrum.

4. Express support for stricter enforcement of laws to curb sales of liquor to minors. (BDR 30)

Discussion:

Laws related to the sale of liquor to minors were singled out for special emphasis in supporting stricter enforcement. It was evident from testimony provided by youth that they believe these laws can be broken with little chance of the seller or the buyer being caught.

5. Express support for alternate learning programs, including those known as opportunity schools and special education programs, which provide alternatives to the existing education structure for those students who are disruptive or cannot learn in the conventional system. (BDR 31)

Discussion:

These types of programs presently exist in several areas in the state. Testimony indicated that they have been successful in several instances.

6. Express support for the concept of counseling parents and juveniles together whenever feasible, especially in school-related programs. (BDR 31)

Discussion:

Testimony indicated that a juvenile's family and home situation are often associated with the problems that he may develop. For this reason, it is valuable to counsel the family as a unit. A juvenile who is getting into trouble needs his family's help. Likewise, when the family situation is part of the cause of the youth's trouble, counseling of the parents and juvenile together may address the basis of the problem that cannot be alleviated by counseling the youth alone.

7. Encourage communities to develop youth activities and interests generally, such as recreation, with emphasis on family-oriented activities. (BDR 32)

Discussion:

It appears that the youth who cultivate a variety of interests are less likely to have trouble with criminal activity. The need for family-oriented activities is rooted in the previously discussed association that is often seen between unhealthy home situations and juvenile crime.

8. Express support for increased youth employment activities and more vocational education programs. (BDR 31 and BDR 32)

Discussion:

Research indicates that youth employment is one area in which effective programs can be designed to address juvenile crime. The students who testified before the subcommittee also felt that employment was a positive step toward staying out of trouble.

9. Clarify that the juvenile court judge can require positive actions by parents or guardians of juvenile offenders and that the court can administer restitution programs and require juvenile offenders to participate in these programs. (BDR 5-69)

Discussion:

The correlation which often exists between family situations and juvenile delinquency or alcohol abuse emphasizes the need for a juvenile court judge to have jurisdiction over the parents of juvenile offenders. If the juvenile court is to efficiently assist the juvenile offender, the judge must be able to address the comprehensive set of factors which influence the youth's behavior. Restitution programs have been found to be effective in many instances in reducing continuation of juvenile crimes.

A P P E N D I X A

SUGGESTED LEGISLATION

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SUMMARY--Authorizes youth services division of department of human resources to require submission of statistics on juvenile offenses. (BDR 38-29)

Fiscal Note: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: No.

AN ACT relating to juvenile delinquency; providing for the adoption of regulations by the youth services division of the department of human resources to require submission of statistics relating to offenses committed by juveniles; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 430 of NRS is hereby amended by adding thereto a new section which shall read as follows:

1. The administrator of the youth services division of the department of human resources may adopt regulations:

(a) Requiring district judges, sheriffs and chiefs of police to keep and report statistics which relate to offenses committed by juveniles; and

(b) Specifying the statistics which must be kept and the form in which they must be reported.

2. Each district court judge, sheriff and chief of police shall maintain the statistics required by the administrator and report them at the times and in the form required by the regulations adopted pursuant to this section.

SUMMARY--Encourages strict enforcement of criminal laws in cases involving juvenile offenders. (BDR 30)

CONCURRENT RESOLUTION--Encouraging judges, district attorneys, sheriffs and chiefs of police to enforce criminal laws in cases in which the offender is a juvenile.

WHEREAS, Crimes committed by young people are as much a danger to society and to the people of Nevada as are crimes committed by adults; and

WHEREAS, Young people can be taught by the example of others, and by the consequences of their own actions, to a higher degree than adults whose habits have been formed to include acceptability of criminal behavior; and

WHEREAS, The consumption of alcoholic beverages by minors in violation of the laws of the state is a contributing factor to the rise in crime committed by juveniles in Nevada, and this problem can be curtailed to some degree by enforcing the laws which prohibit the sale of liquor to minors; and

WHEREAS, Many youthful offenders are not made to suffer the consequences which society visits upon adults who engage in the same behavior, and thus are permitted to profit from unacceptable behavior, or to escape punishment for that behavior; now, therefore, be it

RESOLVED BY THE OF THE STATE OF NEVADA, THE
CONCURRING, That the judges, prosecutors, sheriffs and chiefs of
police of Nevada are encouraged to enforce the criminal laws of
the state in cases where the offenders are found to be juveniles
to the same extent that they would do so if the offenders were
adults, and that they cooperate to ensure the prosecution of
juvenile offenders; and be it further

RESOLVED, That the legislature supports the use of restitution
and work programs as alternatives to confinement when such a pro-
gram is suited to the offender; and be it further

RESOLVED, That the legislature encourages the strict enforcement
of the laws relating to the sale of liquor to minors.

SUMMARY--Expresses support for programs in schools which contribute to reduction of juvenile crime. (BDR 31)

CONCURRENT RESOLUTION--Expressing the support of the legislature for alternate learning programs, counseling of parents and students in the schools, and vocational education.

WHEREAS, Crime committed by young persons is an increasing problem in Nevada, and the cost of that type of crime is in part avoidable; and

WHEREAS, Much of the crime committed by juveniles is committed by young people who are truant from school, or who have left school before realizing the full potential of education; and

WHEREAS, Young criminals are often beyond the control of parents who have not taught the children the proper values and conveyed to them that they are obligated by duties as well as possessed of rights; now, therefore, be it

RESOLVED BY THE OF THE STATE OF NEVADA, THE
CONCURRING, That the legislature supports alternate learning pro-
grams and special education programs, including those known as
opportunity schools, for those students who are disruptive of
their classes or who cannot learn in the conventional setting of
the classroom; and be it further

RESOLVED, That the school districts of Nevada are encouraged to provide for the counseling of parents and students together in order to seek the cooperation of both in the solving of problems in discipline and learning; and be it further

RESOLVED, That the school districts of Nevada are encouraged to offer a full range of programs in vocational education, to prepare those students whose potential value to society lies in the skilled trades; and be it further

RESOLVED, That the legislative counsel is directed to transmit a copy of this resolution to each school board and to the superintendent of each school district in Nevada.

SUMMARY--Encourages activities, programs and employment for youth in Nevada. (BDR 32)

CONCURRENT RESOLUTION--Encouraging communities to develop activities and programs for youth.

WHEREAS, Crime committed by juveniles is a costly waste of the time and property of the victims, and may cost those victims serious injury and even their lives; and

WHEREAS, A young person who commits a crime is of less value to society than one who has been guided to safe, healthful and educational activities; and

WHEREAS, Employment of young people in gainful activities teaches them positive values which will aid in making them contributing members of society; and

WHEREAS, Much of the crime committed by young persons can be traced to a lack of constructive activities to occupy their time and attention; now, therefore, be it

RESOLVED BY THE OF THE STATE OF NEVADA, THE
CONCURRING, That the communities of Nevada are encouraged to develop activities for the youth of the state, and to conduct programs related to their interests which will teach them needed skills and values; and be it further

RESOLVED, That the communities are encouraged to include activities which are appropriate for participation by families in their planning for recreation and other programs; and be it further

RESOLVED, That all employers in Nevada are encouraged to provide opportunities for young people to be gainfully employed as a means of reinforcing positive values as well as contributing to the economic and social life of the people of Nevada.

SUMMARY--Directs youth services division of department of human resources to use advertising and news media to increase public awareness of problems among youth relating to juvenile crime and abuse of drugs and alcohol.
(BDR 102)

CONCURRENT RESOLUTION--Directing the youth services division of the department of human resources to use advertising and news media to increase the public awareness of the problems among youth relating to juvenile crime and abuse of drugs and alcohol.

WHEREAS, Statistics which reveal that an alarmingly high percentage of crime in Nevada is committed by persons between the ages of 13 and 18 years coupled with data which show that the leading cause of death among teenagers is driving while under the influence of alcohol have created grave concerns among Nevada's lawmakers; and

WHEREAS, Even though such crimes and deaths affect the lives of all Nevadans in many ways, available information tends to show that a majority of the citizens of this state are not aware of the gravity of these problems nor their widespread debilitating ramifications if such trends are not reversed; and

WHEREAS, The importance of increasing the awareness of all Nevadans of the extent of these concerns is unquestionable and, therefore, warrants expending government resources; and

WHEREAS, The youth services division of the department of human resources is the agency of Nevada's government which is best able to carry out a program to improve such awareness by the public; now, therefore, be it

RESOLVED BY THE OF THE STATE OF NEVADA, THE
CONCURRING, That the youth services division of the department of human resources prepare a program using the advertising and news media to improve the awareness of all Nevadans of the serious problems among many of this state's youth relating to juvenile crime and abuse of drugs and alcohol; and be it further

RESOLVED, That the department of education provide experienced personnel to help coordinate the efforts of the division in this program; and be it further

RESOLVED, That a copy of this resolution be prepared and transmitted forthwith by the legislative counsel to the director of the department of human resources, to the administrator of the youth services division within the department of human resources and to the superintendent of public instruction.

SUMMARY--Clarifies jurisdiction of judges of juvenile courts.
(BDR 5-69)

Fiscal Note: Effect on Local Government: No.
Effect on the State or on Industrial
Insurance: No.

AN ACT relating to juvenile offenders; providing specific jurisdiction to judges in certain cases involving juveniles; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 62 of NRS is hereby amended by adding thereto a new section which shall read as follows:

Judges of juvenile courts may administer programs which provide for restitution to victims of crimes against property by the children who have committed such crimes.

Sec. 2. NRS 62.200 is hereby amended to read as follows:

62.200 1. If the court finds that the child is within the purview of this chapter, it shall so decree and may, by order duly entered, proceed as follows:

(a) Place the child under supervision in his own home or in the custody of a suitable person elsewhere, upon such conditions as the court may determine.

(b) Commit the child to the custody or to the guardianship of a public or private institution or agency authorized to care for

children, or place him in a family home. In committing a child to a private institution or agency the court shall select one that is required to be licensed by the department of human resources to care for such children, or, if such institution or agency is in another state, by the analogous department of that state. The court shall not commit a female child to a private institution without prior approval of the superintendent of the Nevada girls training center, and shall not commit a male child to a private institution without prior approval of the superintendent of the Nevada youth training center.

(c) Order such medical, psychiatric, psychologic or other care and treatment as the court deems to be for the best interests of the child, except as herein otherwise provided.

(d) Order the parent, guardian, custodian or any other person to refrain from continuing the conduct or neglect which, in the opinion of the court, has caused or tended to cause the child to come within or remain under the provisions of this chapter [.] , or order the person to take any action which the court deems necessary to bring about an improvement in the conduct of the child or end his neglect of the child.

(e) Place the child, when he is not in school, under the supervision of a public organization to work on public projects. The person under whose supervision the child is placed shall keep such

child busy and well supervised and shall make such reports to the court as it may require.

(f) Permit the child to reside in a residence without the immediate supervision of an adult, or exempt the child from mandatory school attendance so that the child may be employed full time, or both, if the child is at least 16 years of age, has demonstrated the capacity to benefit from such placement or exemption and is under the strict supervision of the juvenile division.

(g) Require the child to participate in a program designed to provide restitution to the victim or victims of crimes against property which the child has committed.

2. At any time, either on its own volition or for good cause shown, the court may terminate its jurisdiction concerning the child.

3. An adjudication by the court upon the status of any child shall not operate to impose any of the civil disabilities ordinarily resulting from conviction, nor shall any child be deemed a criminal by reason of such adjudication, nor shall such adjudication be deemed a conviction, nor shall any child be charged with crime or convicted in any court, except as provided in NRS 62.080. This disposition of a child or any evidence given in the court shall not operate to disqualify the child in any future civil service application or appointment; nor shall the name (except as

otherwise provided in subsection 4) or race of any such child in connection with any proceedings under this chapter be published in or broadcasted or aired by any news medium without a written order of the court.

4. If there have been two prior adjudications that a child has committed offenses which would be felonies if committed by an adult, and the child is charged under this chapter with another such offense, the name of the child and the nature of the charges against him may be released and made available for publication and broadcast.

5. Whenever the court commits a child to any institution or agency it shall transmit at the time the child is received at the institution or prior thereto a summary of its information concerning the child. The institution or agency shall give to the court such information concerning such child as the court may at any time require.