

MINUTES

EDUCATION COMMITTEE

JOINT MEETING WITH SENATE on AB 110, SB 119  
February 9, 1977

Senators Present: Chairman Schofield  
Senator Faiss  
Senator Hernstadt  
Senator Raggio

Senators Absent: Senator Blakemore  
Senator Neal

Assemblymen Present: Chairman Vergiels  
Mrs. Gomes  
Mr. Goodman  
Mr. Horn  
Mr. Kissam  
Mr. Rhoads  
Mr. Schofield

Chairman Schofield called the joint meeting to order in the Senate Auditorium at 4:45 p.m.

As this is a State Department of Education bill, James Costa, deputy superintendent for the Department of Public Instruction, presented a paper outlining the State's position. Tracing the history of free, compulsory education in the U.S., he noted the current revolution in education, due to such things as technological advances, changes in social action and morality, concerns of ethnic groups, the push for equality for women, the emphasis on the environment and the demand for greater participation by the young in their own affairs. He concluded that many young people are in high school only because the law says they must be; many of the disruptions, violence, crimes and lack of achievement are due to this group and perhaps they might better "pursue other avenues of learning in the community." At the same time, this bill will allow those who stay voluntarily to "exercise their right to an education under more positive circumstances." His statement is attached as Exhibit A.

In answers to questions by Mrs. Gomes, Mr. Kissam and Mr. Vergiels, Mr. Costa stated that 3.11% of all high school students left school in 1974-75, 609 juniors and 754 seniors, for all reasons including work, military, death, moving, pregnant, failure to get along with peers, administration, teachers, etc.

JOINT EDUCATION COMMITTEE

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Mr. Horn questioned whether this law deals with the symptom rather than the cause; i.e., whether the school shouldn't attempt to offer something more to this group, altering the system, instead of trying to lower the mandatory attendance age.

Mr. Costa pointed out that the pressure on the high schools must be relieved right now.

For the State Board of Education, George Harris stated it is their desire to have all 18-year-olds in school who want to be; however, they don't want disruptions and discipline problems and they don't want to police them.

Mr. Vergiels quoted Reno police reports which showed that during a crackdown on truancy, crime in the area dropped considerably and asked for the State to analyze the relationship between crime and school attendance. The report is attached as Exhibit B.

In answer to Mr. Kissam's question about whether the major rationale for reducing the compulsory age is to get rid of the dissident child, Mr. Harris replied, "Yes."

Senator Raggio asked for clarification on the 7 - 17 age limit. Mr. Costs replied it has been interpreted as meaning the child must be in school at 7 and may leave at 17.

Senator Schofield, assistant principal of an opportunity school in Clark County, pointed out there are a few alternatives for these "incorrigibles" either in such schools or in being exempted, but stated that the door is always left open to encourage them to complete their education.

Senator Hernstadt asked if consideration had been given to exemption for 16-year-olds if requested by parents or guardians rather than for the youngster to automatically have the option.

Cleo La Fleur, Office Manager of Nevada PTA, urged the State to study other alternatives for these students before any legislation is passed because if a child is a problem in school, he'll be one later unless something is done.

David Hansen, speaking as an individual, advocated doing away with all compulsory education, hopefully placing the burden of responsibility on parents where he feels it belongs. He said the question facing the public is whether schools are for educating or warehousing. He quoted several articles to the effect that current laws are unenforceable, counterproductive, full of "benign neglect" and stated decreasing attendance is a national trend, concluding that the "Drop Out Study for 1976 for the State of Nevada" shows a rate of decline at 26.74% loss from grade 8 to grade 12. These articles are included as Exhibits C-1,2,3,4. Mr. Hansen further offered that the State of Nevada affords many opportunities for

17-year-olds as alternatives to formal high school education and now has 3,791 students enrolled in these programs because they want to be. For these many reasons as well as the spread of technology, he concluded, traditional attendance is a thing of the past along with traditional attendance patterns and curriculums.

Senator Raggio voiced concern about the child on the other extreme, the one whose parents keep him out of school, the thrust of the original law.

Joseph Newlin, Nevada State Education Association, spoke for the teachers as favoring lowering the mandatory attendance age by one year, thus avoiding the extremes of keeping students out of the labor market by holding them in high school or shoving them out by making high school only a voluntary opportunity and spoke of the need for learning alternatives, parental involvement and reducing police action on the part of teachers.

Robert Best, Executive Secretary of Nevada State School Boards Association, endorsed the bill although he stated individual boards may oppose it by a 60 - 40 margin.

Chuck Malone, a private citizen of Carson City, spoke as a former disruptive student who is opposed to compulsory education and suggested the committee contact the State of Mississippi which he says has eliminated all compulsory attendance laws.

Chairman Schofield invited the Assemblymen to join the Senate on a tour of Carson City Children's Home Thursday, February 10, at 9 a.m. as well as visits to institutions in Las Vegas, Elko and other places.

The meeting was adjourned at 5:45 p.m.

Respectfully submitted

*Harriet M. Knauff*

Harriet M. Knauff  
Assembly Attache

STATEMENT OF  
THE DEPARTMENT OF EDUCATION  
TO THE  
JOINT HEARING OF THE  
ASSEMBLY COMMITTEE ON EDUCATION  
AND  
SENATE COMMITTEE ON EDUCATION, HEALTH, WELFARE AND STATE INSTITUTIONS

Wednesday, February 9, 1977

Senate Auditorium, 4:00 P.M.

A. B. 110 and S. B. 119 — Amends NRS 392.040, 392.110, 392.120 and 392.160

Relates to compulsory public education; lowering the upper age limit for compulsory attendance at public schools to age 16, and providing other matters properly relating thereto.

In the 1500's Martin Luther pronounced that eternal suffering would be the fate of all children not compelled to attend school. More than 300 years later Horace Mann prophesied that compulsory education was one of the pillars of a modern public school system. In 1852 the State of Massachusetts enacted the first law compelling children between the ages of 8 and 14 to attend public school at least 12 weeks during the year. After the Civil War state after state enacted compulsory attendance laws and lengthened the school year, but it wasn't until Mississippi passed its law in 1918 that the nation was fully covered.

In 1874 the Michigan Supreme Court upheld the right of the people to have tax-supported, public high schools to supply the rung for students to climb to the University. By the turn of the century, though the high school had widespread acceptance, only 11 percent of the eligible youth were in attendance.

Paralleling these changes in American education after the Civil War and through the turn of the century were significant political, social and economic developments.

Dramatically, America suddenly emerged as the world's foremost industrial nation and a power in world trade. Almost overnight the Industrial Revolution transformed an agrarian country into a nation of urban industrial centers. The bustling cities with a variety of jobs attracted not only Americans from the farms, but also millions of immigrants, largely from Europe, largely non-English-speaking and largely non-Protestant.

Amidst this mounting social and economic crisis, Americans saw education and the school as a haven in the storm. The public school would have to

solve the problem of assimilating the immigrant, training him to the American way, and serving the demand for more highly educated workers. But the compulsory education laws did not cover all high school age youth, and even where they were applicable they were loosely enforced. Millions of young people were being exploited by the industrial movement and creating serious problems for employment-seeking adults. Again, Americans turned to the schools, and by 1918 the high school was regarded as an institution that should hold all youth to the age of 18 and prepare them for the duties of life.

The public schools had begun to assume the responsibility for the physical, social, recreational and vocational needs of children, and later their emotional and personality development. It can be stated with conviction that America's educational system has been most remarkable, and that it has contributed to the power, the affluence and the unparalleled technological achievement of the nation.

But as America faced additional crises—the Great Depression, post-World War II, the concern for national security in the 1950's, the civil rights and protest movement in the 1960's, and the technological challenges of the past two decades—it became clear that, in spite of periodic reforms, the schools were not all things to all students. Maybe the schools can never fulfill that expectation, but it must be remembered that while the nation held this goal in high esteem, all children were compelled to enter school by a given age and to remain there until they reached a given age. It made little difference that each of them was not receiving positive reinforcement towards a personal goal, nor, as the current emphasis on competency in basic skills might infer, even the rudiments for survival in the present world.

While the competency issue can be debated, it is a fact that American society and its high school youths are in the midst of a revolution. Aspects of this revolution which have direct bearing on the high schools are:

- 1) The technological advances in communication and transportation which permit young people to become more aware, more knowledgeable, and more experienced at an earlier age.
- 2) Changes in social action and issues of morality.
- 3) The concern about the problems of all ethnic groups.
- 4) The push for equality by women.
- 5) The emphasis on improving the environment.
- 6) The 18-year old vote and greater determination by the young people for greater participation in their own affairs.

- 7) Court rulings on dress and deportment of students.
- 8) The Supreme Court elimination of the in loco parentis concept and the declamation that children have a property interest to an education under the 14th Amendment to the U. S. Constitution, and all the privileges of due process.

One may argue the merits of any or all of these citations, but they are real and they pose challenges to our system of education which has remained relatively unchanged since the turn of the century.

It is a fact that there are many young people in our high schools who are there only because the law says they must be there until they reach a certain age.

Many of the disruptions, much of the violence, many of the crimes, and much of the alleged lack of achievement can be attributed to this group of students. The idea that problems created by today's idle youth can be solved by the simple expedient of adding to the period of compulsory school attendance can not help either the schools or those who would find new solutions to these young people's problems. Granted, the school program may not offer relevancy or challenges to their interests or desires, but if it were not for the compulsory attendance law, these people could pursue other avenues of learning in the community.

The notion that learning takes place only in a classroom within a school building with a certificated teacher under the supervision of a principal within a program structured for the majority is as erroneous today as it was the day it was conceived--if not more so.

A recent study commissioned by Phi Delta Kappa, the professional fraternity in education, concluded as follows:

- 1) The number of years of required schooling under compulsory attendance laws should be reduced.
- 2) Students should be able to choose more appropriate educational experiences.
- 3) The lower age of compulsory attendance may force schools to offer better programs to attract students.
- 4) Many of the more "difficult" students will seek attractive options and become more motivated, allowing the school to proceed in its task with less disruption.
- 5) The lowered age will place more responsibility on students

and their parents to work out a desirable program of learning and make a commitment to it.

The State Board of Education concludes that lowering the upper age limit to 16 will permit those students who stay voluntarily to exercise their right to an education under more positive circumstances. The Board makes this conclusion with full knowledge that some students will drop out, realizing that formal schooling may not be an appropriate part of their lives at that particular time. But this need not be alarming. Nevada law does not exclude anyone from attending schools because of older age. These same students may well return when they get ready or they may take advantage of classes in the adult high school diploma program, the community colleges, or any of the technical and apprenticeship programs now available.

The Board is optimistic about the holding power of Nevada high schools. A survey conducted in 1976 showed that only 3.11 percent of the students left school. Since it was impossible to determine how many of these may have re-entered schools in Nevada or in another state, the actual drop-out rate could be considerably lower. As further evidence of holding power, there were 7,566 seniors, all of whom had had their 17th birthday and were eligible to leave, still in school at the close of the 1975-76 school year. In the present school year, at the end of the first month of school, there were 8,816 seniors, an increase of almost 200 over what their numbers were as juniors, all of whom may be presumed to have had their 17th birthday and were staying voluntarily.

In light of the present concerns over competency and the emphasis to return to the basics, the policymakers and those who deliver service for the education enterprise need to reexamine the goals of public education and the means by which these expectations may be achieved. The State Board of Education feels that A. B. 110/S. B. 119 is the first step in this direction. It will relieve some of the very real pressures extant in the high schools, permit the uninterested students to freely exercise other options for their growth, and bring about some rearrangement in the high school program for the fourth quarter of this century.

JPC:maj  
2-9-77

TABLE I

## STATUTORY AND CONSTITUTIONAL PROVISIONS FOR COMPULSORY AND PERMISSIVE EDUCATION

Compulsory			Permissive		Compulsory			Permissive	
State	Inclusive <sup>1</sup> Minimum	Maximum <sup>5</sup>	Inclusive <sup>1</sup> Minimum	Maximum <sup>5</sup>	State	Inclusive <sup>1</sup> Minimum	Maximum <sup>5</sup>	Inclusive <sup>1</sup> Minimum	Maximum <sup>5</sup>
Alabama	7	15 <sup>3</sup>	5	2	Montana	7	16	6*	21
Alaska	7	16 <sup>4</sup>	5 (on or before Nov. 2)	20	Nebraska	7	16 <sup>4</sup>	5 (on or before Oct. 15)	21 <sup>4</sup>
Arizona	8	16 <sup>4</sup>	5 (before Jan. 1)	21 <sup>4</sup>	Nevada	7	17 <sup>4</sup>	6* ("by Oct. 31")	2
Arkansas	7	16	5 (on or before Oct. 1)	21 <sup>4</sup>	New Hampshire	6	16 <sup>4</sup>	2	2
California	6	16 <sup>4</sup>	4 <sup>3/4</sup> (on or before Sept. 1)	2	New Jersey	6	16 <sup>4</sup>	5	20
Colorado	7	16	6*	21	New Mexico	6	18	5 <sup>8</sup>	2
Connecticut	7	16	5	2	New York	7	16 <sup>4</sup>	4	21
Delaware	6	16 <sup>4</sup>	6	21 <sup>4</sup>	North Carolina	7	16 <sup>4</sup>	5 (before Oct. 15)	6
D.C.	7	16 <sup>4</sup>	2	2	North Dakota	7	16 <sup>4</sup>	6*	21 <sup>4</sup>
Florida	7	14	5 (on or before Jan. 1)	2	Ohio	6	18 <sup>4</sup>	5 (on or before Sept. 30)	21 <sup>4</sup>
Georgia	7	16	6*	19 <sup>4</sup>	Oklahoma	7	18	5 (on or before Nov. 1)	21 (on or before Sept. 1)
Hawaii	6	18	5 (on or before Dec. 31)	2	Oregon	7	18 <sup>4</sup>	6* (on or before Nov. 15)	21 <sup>4</sup>
Idaho	7	16	6*	21 <sup>4</sup>	Pennsylvania	8	17	5 years 7 months* (before Sept. 1)	21 <sup>4</sup>
Illinois	7	16 <sup>4</sup>	4	21	Rhode Island	7	16	5 (on or before Dec. 31)	2
Indiana	7	16 <sup>3</sup>	2	2	South Carolina	7	16 <sup>3</sup>	6*	21
Iowa	7	16	5 (on or before Sept. 15)	21 <sup>4</sup>	South Dakota	7	16 <sup>4</sup>	5 (before Nov. 1)	21
Kansas	7	16	5 (on or before Sept. 1)	2	Tennessee	7	16 <sup>3</sup>	5 (on or before Oct. 31)	2
Kentucky	7	16	4	21	Texas	7	17 <sup>4</sup>	5 (on or before Sept. 1)	21
Louisiana	7	16	4	2	Utah	6	18 <sup>4</sup>	5	30 <sup>3</sup>
Maine	7	17	5 (on or before Oct. 15)	20 <sup>4</sup>	Vermont	7	16 <sup>4</sup>	6 (on or before Jan. 1)	18
Maryland	6	16 <sup>4</sup>	5	20 <sup>4</sup>	Virginia	7	16	5 <sup>8</sup>	20 <sup>5</sup>
Massachusetts	"	"	"	"	Washington	8	18	4	21 <sup>4</sup>
Michigan	6	16 <sup>4</sup>	5 (on or before Dec. 1)	2	West Virginia	7	16	5	21 <sup>4</sup>
Minnesota	7	16 <sup>4</sup>	5 (on or before Sept. 1)	21	Wisconsin	7	16 <sup>4</sup>	4	20 <sup>4</sup>
Mississippi	7	7	6* (on or before Jan. 1)	2	Wyoming	7	16	5 (on or before Sept. 15)	21
Missouri	7	16 <sup>4</sup>	5						

<sup>1</sup> Unless otherwise specified, denotes age at which a pupil may attend Kindergarten provided one is available. An asterisk next to age denotes entry into 1st grade.

<sup>2</sup> Not specified in sources.

<sup>3</sup> Inclusive.

<sup>4</sup> Ambiguous as to whether inclusive or exclusive.

<sup>5</sup> Unless otherwise specified by footnote, age indicated is exclusive.

<sup>6</sup> To be determined by state or local officials.

<sup>7</sup> No compulsory education requirement.

<sup>8</sup> Specified date upon which a pupil must attain age 5 varies from school year to school year.

N.B.: In approximately one-third of the states, statutes vest in administrators discretion to alter compulsory or permissive age requirements.

Source: Our analysis of state statutes and constitutions.

Children Out of School in America, Pg. 57, Children's Defense Fund of the Washington Research Project, Inc.



MIKE O'CALLAGHAN  
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UCR Juvenile Statistics

Attached is a copy of selected UCR statewide statistics for 1976 reflecting juvenile involvement in the crime picture. In addition, an excerpt from the 1975 UCR Annual Report for the State of Nevada, detailing the distribution of arrests in relation to age on a statewide as well as regional basis is being enclosed.

Although school truancy is often mentioned by criminal justice personnel as a major factor in certain categories of crime, no statewide statistics are available at this time specifically relating incidence of crime to school attendance.

In Washoe County, the Reno Police Department, in cooperation with the Washoe County School District, made a concerted effort to reduce truancy during the 1973-74 school year. The Reno Police Department reported that the number of daytime, residential burglaries were reduced by approximately 30% during the period of this effort. As a result, a grant program has been approved for the school district to upgrade its capabilities to control truancy problems and to establish whether or not there is a causal relationship between truancy and incidence of burglaries in the area.

As a quantitative measure of the extent of the problem, it may be noted that of the approximately 30,000 students enrolled in Washoe County Public Schools, a total of 362 students were picked up on truancy violations by school district officers, campus officers and local police officers from September 1975 to January 1976.

Distribution of Arrests by Age Group\*

The distribution of arrests by age group, shown in the table below, indicates that serious crime is a youth oriented phenomenon.

PERCENT DISTRIBUTION OF ARRESTS AND STATE POPULATION  
BY AGE GROUP

	Under 18	18 to 29	Over 29
Total Arrests (except traffic)	23	45	31
Index Offense Arrests	34	42	24
Nevada Population	35	19	47

The age distribution of arrests differs considerably according to the offense. The table below suggests that crimes against property tend to be a more youthful enterprise than crimes of violence.

PERCENT DISTRIBUTION OF ARRESTS FOR INDEX OFFENSES  
BY AGE GROUP

Offense Category	Under 18	18 to 29	Over 29
Violent Crimes	18	55	27
Criminal Homicide	7	53	41
Forcible Rape	15	52	33
Felony Assault	19	43	38
Robbery	18	68	14
Property Crimes	38	39	23
Burglary	50	39	10
Larceny	32	40	29
Motor Vehicle Theft	47	40	13

\*Excerpted from the 1975 UCR Report for the State of Nevada.

Juvenile involvement appears to be particularly high in burglary and motor vehicle theft. Age groups also show dramatic differences in the degree to which arrests increased over 1974. For all offenses, the number of arrests of persons under 18 did not change, while arrests of persons between 18 and 29 increased 13 percent and the arrest of persons over 29 went up 14 percent. In looking only at the Index arrests, it is found that arrests of persons under 18 decreased by nine percent over 1974 and arrests of persons 18 to 29 remained the same, while arrests of persons over 29 jumped 19 percent.

Regional differences also exist in the age distribution of arrests, as indicated in the table below.

AGE DISTRIBUTION OF INDEX CRIME ARRESTS BY REGION

Region	Under 18		18 to 29		Over 29	
	<u>% of Arrests</u>	<u>% of Pop.</u>	<u>% of Arrests</u>	<u>% of Pop.</u>	<u>% of Arrests</u>	<u>% of Pop.</u>
Clark	30	36	46	19	24	45
Washoe	43	32	39	19	18	49
Carson/Douglas	39	34	55	16	6	50
Rural	35	37	36	16	29	47

1976 STATE OF NEVADA  
SUMMARY OF SELECTED UCR  
JUVENILE CRIME STATISTICS

Type I Crimes

	<u>No. of Arrests</u>
Murder . . . . .	15
Forcible Rape . . . . .	30
Robbery . . . . .	149
Aggravated Assault . . . . .	138
Burglary . . . . .	1,254
Larceny . . . . .	1,934
Motor Vehicle Theft . . . . .	314
 Total . . . . .	 3,834

Drugs

Sales . . . . .	54
Possession . . . . .	1,038
 Total . . . . .	 1,092

Liquor

Total . . . . .	1,075
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Curfew, Loitering, and Runaways

Total . . . . .	2,922
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Note: Uniform Crime Reports are attached, which includes further breakdown in ages, sex, and race in all arrest categories.

1976 STATE OF NEVADA  
SUMMARY OF SELECTED UCR CRIME STATISTICS

AGE, AND SEX OF PERSONS ARRESTED, UNDER 18 YEARS

		10 & under	11-12	13-14	15	16	17	Total
Burglary	M	41	128	317	230	238	208	1,162
	F	4	8	40	18	8	14	92
Larceny	M	81	187	363	210	222	198	1,261
	F	20	73	218	120	126	116	673
Motor Vehicle Theft	M	3	6	62	58	85	73	287
	F			12	5	1	9	27
Drug Abuse Violations	M	1	7	104	160	241	354	867
	F		7	51	53	52	62	225
Liquor Violations	M	48	16	70	107	240	333	814
	F	25	12	37	54	52	81	261
Curfew and Loitering	M	5	22	99	145	273	260	804
	F	3	6	58	65	74	68	274
Runaways	M	22	38	186	185	220	180	831
	F	9	43	292	301	229	139	1,013

1976  
STATE TOTAL

TALLY SHEET  
AGE, SEX AND RACE OF PERSONS ARRESTED - UNDER 18 YEARS OF AGE

Offense	Sex	AGE							RACE						
		10 and under	11-12	13-14	15	16	17	Total under 18	White	Negro	Indian	Chinese	Japanese	Other	
1. Murder and negligent manslaughter	M			1	1	3	8	13							
	F						2	2	6	9					
Manslaughter by negligence	M						1	1							
	F						1	1	2						
2. Forcible rape	M			6	5	8	11	30	24	6					
3. Robbery	M	1	6	18	16	49	45	135							
	F		2		1	3	8	14	97	48	3				1
4. Aggravated assault	M	6	11	20	19	23	37	116							
	F	1	3	7	5	4	2	22	92	39	5	1			1
5. Burglary -- breaking or entering	M	41	128	317	230	238	208	1162							
	F	4	8	40	18	8	14	92	978	249	14	2	2		9
6. Larceny -- theft (except Motor Vehicle Theft)	M	81	187	363	210	222	198	1261							
	F	20	73	218	120	126	116	673	1553	338	26			1	16
7. Motor Vehicle Theft	M	3	6	62	58	85	73	287							
	F			12	5	1	9	27	273	33	4				4
8. Other assaults	M	14	16	51	64	56	101	302							
	F		3	19	25	18	16	81	296	79	7				1
9. Arson	M	8	1	9	2	1	5	26							
	F								25	1					
10. Forgery and counterfeiting	M				2	5	1	8							
	F			1		3	4	8	12	4					
11. Fraud	M	1	2	8	7	8	9	35							
	F			2	1	6	1	10	42	1	1				1
12. Embezzlement	M			2	3	4	4	13							
	F			1			4	5	17		1				
13. Stolen property; buying, receiving, possessing	M	7	15	51	55	58	69	255							
	F			13	3	3	6	25	231	47	2				
14. Vandalism	M	40	71	74	54	35	28	302							
	F	1	2	6	3			12	270	32	7				5
15. Weapons carrying, possessing, etc.	M		3	13	38	53	48	155							
	F			1	2	3	7	13	138	28	2				
16. Prostitution and related offenses	M						1	1							
	F		1	4	7	13	12	37	12	25	1				
17. Sex offenses (except for 18 and 19)	M	1	3	9	5	9	7	34							
	F			3				3	29	7					1

STATE TOTALS

TALLY SHEET (continued)  
AGE, SEX AND RACE OF PERSONS ARRESTED - UNDER 18 YEARS OF AGE

Offense	Sex	AGE							RACE					
		10 and under	11-12	13-14	15	16	17	Total under 18	White	Negro	Indian	Chinese	Japanese	Other
18. Drug Abuse Violations Grand Total	M	1	7	104	160	241	354	867						
	F		7	51	53	52	62	225	992	83	10			7
(1) Sale/Manufacturing Subtotal	M			7	6	11	19	43						
	F		1	1	1	3	5	11	47	2	3			2
a. Opium or cocaine and their derivatives (morphine, heroin, codeine)	M													
	F													
b. Marijuana	M													
	F													
c. Synthetic narcotics - manufactured narcotics which can cause true drug addiction (Demerol, Methadone)	M													
	F													
d. Other - Dangerous nonnarcotic drugs (Barbiturates, benzodrine, etc.)	M													
	F													
(2) Possession Subtotal	M	1	7	97	154	230	335	824						
	F		6	50	52	49	57	214	945	80	8			5
e. Opium or cocaine and their derivatives (morphine, heroin, codeine)	M													
	F													
f. Marijuana	M													
	F													
g. Synthetic narcotics - manufactured narcotics which can cause true drug addiction (Demerol, Methadone)	M													
	F													
h. Other - Dangerous nonnarcotic drugs (Barbiturates, benzodrine, etc.)	M													
	F													
19. Gambling Total	M			2	1	5	8	16						
	F				1			1	17					
a. Bookmaking (horse and sport book)	M													
	F													
b. Numbers and lottery	M													
	F													
c. All other	M			2	1	5	8	16						
	F				1			1	17					
20. Offenses against the family and children	M	3	1		3	1	1	9						
	F	3	2	1	2		1	9	17	1				
21. Driving under the influence	M			4	8	33	68	113						
	F					4	5	9	115	2	2			3
22. Liquor laws	M		6	40	77	183	235	541						
	F	1		24	45	37	63	170	634	9	55	1		12
23. CIVIL Prot. Custody Drunkness	M	48	10	26	22	24	30	160						
	F	24	12	13	9	11	13	82	214	19	9			
24. Disorderly conduct	M	1	12	26	27	37	65	168						
	F	2	2	11	7	16	15	53	179	23	19			
25. Vagrancy	M	1	9	45	37	65	56	213						
	F		1	7	3	4	6	21	194	37	1			2
26. All other offenses (except traffic)	M	34	64	202	200	216	229	945						
	F	14	29	137	108	95	75	458	1,234	120	35			14
27. Suspicion	M													
	F													
28. Curfew and loitering law violations	M	5	22	99	145	273	260	804						
	F	3	6	58	65	74	68	274	958	64	42	1		13
29. Possession	M	22	38	186	185	220	180	831						
	F	9	43	292	301	229	139	1,013	1,663	133	32			16
TOTAL	M													
	F	400	812	2659	2418	2866	2988	12,143	10,314	1437	277	6	3	106

1976  
STATE TOTALS

TALLY SHEET

POLICE DISPOSITION OF JUVENILES--NOT TO INCLUDE NEGLECT OR TRAFFIC CASES  
(Follow your State age definition for juveniles)

1. Handled within Department and released. (Warning, released to parents, etc.)	610
2. Referred to juvenile court or probation department.	9,833
3. Referred to welfare agency.	42
4. Referred to other police agency.	1,597
5. Referred to criminal or adult court.	61
TOTAL	12,143



David Kendall

## PLAYING BY THE NUMBERS

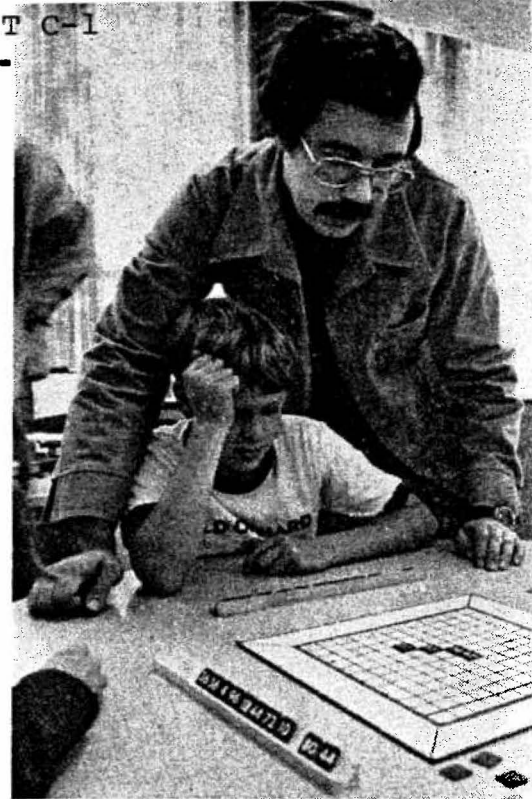
Three sixth-graders at the Skokie Middle School in Winnetka, Ill., sat around a classroom table last week, concentrating on a game board and the little blue tiles before them. "Six times 7 is 42," intoned an 11-year-old blonde, as she carefully placed a tile numbered 42 on the board. "Eight times 6 equals 46," said the boy next to her. But before he could put his tile in position, the player on his left challenged him. "That's not right," she said. "Eight times 6 is 48." Acknowledging his mistake, the boy took back his tile and drew three extra ones as a penalty.

The Winnetka youngsters were playing "The Winning Touch," one of four games invented by a Winnetka mother to help kids learn arithmetic. Miriam Cohen, a former teacher, started making up games because, she explains, "math is the hardest subject to get kids interested in." She now

sells 75,000 of them a year, and they are used to supplement classroom teaching in schools from New York to Hawaii.

The games are loosely modeled on old favorites like Scrabble, but they are geared to reinforce students' grasp of addition, subtraction, multiplication and division. They range in difficulty from "Sum Fun," a flash-card game any 4-year-old can play, to "What's What," which combines the use of all arithmetic processes in a challenging skill-tester for "ages 9 to 90."

Mrs. Cohen receives a steady stream of praise from parents, who use the games to help their kids at home. Lately, she has discovered an entirely new market for her wares. Nursing homes report that their elderly patients find Mrs. Cohen's math games a welcome change from the usual round of bingo and bridge.



'Winning Touch': New math

## Early Out?

At the height of the recession just three years ago, a national commission set off a furor when it proposed that 14-year-olds should be allowed to leave school and go to work. The proposed reform, with its vast economic and educational implications, has been a focus of debate ever since, and as a result, some state legislatures have begun to change their laws.

Both Florida and California recently passed legislation that will permit students to take academic proficiency tests before they reach the present legal ages of 16 and 18, respectively; if they pass, and if their parents consent, they may leave school with a formal certificate of achievement. Later, if they decide to continue their education, the students can present the certificates as proof of their abilities.

In Hawaii, Nevada, Ohio, Oklahoma and Utah, lawmakers have taken the opposite tack. They insist that their students stay in school even longer than required by most states—until they are 18. In New Mexico, legislators have reached a compromise of sorts. They have raised the compulsory education age to 18, but they have also enacted provisions that permit pupils to drop out at the end of tenth grade if their parents and principals agree.

The most compelling argument for lowering the mandatory schooling age is that current statutes are unenforceable—and sometimes counterproductive. "It's impossible to get a truancy case before the courts these days, so students flout the laws with full knowledge that nothing will happen to them," explains B.

Frank Brown, who chaired the commission. Forcing unwilling students to stay on in the classrooms, says Brown, invites disruptive behavior. "Our high schools are in a state of intellectual disrepair because of compulsory schooling," he argues. "They cannot be educational institutions and still excel at teaching." Brown suggests that minimum wage laws could be modified in the case of young dropouts so that businesses could train them inexpensively for work in apprentice programs.

Ranged against Brown are a number of educators who think that more schooling, not less, is the answer. "The solution doesn't lie in getting rid of the problem,"

## Vocational training: Is 14 too young?

Photos by Jeff Lowenthal—Newsweek



says Owen Kiernan of the National Association of Secondary School Principals, which has recommended that the minimum age be set at 18. "We think that the schools should be solving problems." Kiernan advocates more and better vocational education. "Dumping millions of 14-year-olds on the streets, especially when their parents couldn't care less about them, is dynamite," says Kiernan. "What will they do? They'll get into trouble, and it will cost society many times the money it costs to educate them to correct it."

**Standards:** In Mississippi, the only state in the Union that has no compulsory education laws at all, legislators may soon pass a bill that will set the minimum dropout age at 15. "I agree with people who say that if you haven't reached kids by the time they're 16, you might as well give up," says Rep. George W. Rogers, who sponsored the bill. "On the other hand, if you don't set some standard, there will be some children out there who don't get an education—not because they're not capable of it, but because their parents simply won't make them go to school."

Whatever the resolution of the debate, most educators seem to welcome the attention it brings to the schools' roles and responsibilities in society. They also agree that in most states the decision depends ultimately on the condition of the economy. "If there's no room out there in the job market," says Russ Vlaanderen, director of research for the Education Commission of the States, "those kids will just have to stay in school."

—MERRILL SHEILS with FREDERICK V. BOYD and bureau reports

business of teaching and learning. Three factors make custodianship almost impossible to administer: (1) the earlier maturity of youth; (2) numerous legal and quasi-legal rights extended to school-age young people by the courts (especially the *Tinker* decision in which the Supreme Court conferred constitutional rights on school children); and (3) the change in the attitudes of youth toward authority.

Many thoughtful constitutional attorneys believe that compulsory attendance above age 14 is unconstitutional. While the Supreme Court has not considered the question of compulsory schooling for all youth, it did invalidate the Wisconsin compulsory attendance law and hold that the children of members of the Amish faith cannot be compelled to attend school beyond the eighth grade. It seems logical that if children of members of the Amish religion cannot be forced to attend school above the eighth grade, then neither can the children of Protestants, Catholics, and Jews.

X A consideration never mentioned by compulsory attendance advocates is the point raised by Paul Goodman in 1962 when he wrote *Compulsory Miseducation*: "Since schooling undertakes to be compulsory, must it not continually review its claim to be useful?" In the same vein, at least a passing reference should be made of the way advocates of compulsion equate education and schooling. In the early history of schools, education was indeed synonymous with schooling. But in today's rich environment, this is not necessarily true.

An in-depth analysis of the compulsory attendance problem brings forth several additional conclusions. ~~First, compulsory schooling laws are rarely enforced above age 14.~~ The courts are so saturated with cases of crime that it is almost impossible to get a case of truancy on the docket, much less a conviction for school absenteeism. In essence, compulsory schooling laws have gone the route of benign neglect.

\* To illustrate this point, the average daily attendance in New York City's inner-city schools is now below 40 percent. Most states' attendance records reflect a decline in average daily attendance for each of the past five years. ~~Decreasing attendance is a national trend and nothing is being done to counteract it.~~

~~But the most forceful argument for lowering the compulsory attendance age is the fact that the law is not enforced and, as a consequence, students everywhere are flouting the law with full knowledge that nothing will happen to them. I submit that this is the wrong kind of climate in which to rear young people. If youth are to be brought up to understand citizenship, and have respect for the law, then legislation relating to compulsory school attendance must be either rigidly enforced or abolished.~~



In many countries the obligation itself(1) has even been re-assessed in the light of criticisms directed against the school by certain groups and by certain pupils who are increasingly unwilling to accept the constraints of the last years of compulsory schooling.

In the 19th century compulsory education was introduced in the context of a society which was being urbanised and industrialised. New means of production and existence required that certain basic knowledge be acquired and that all children be literate;(2) other reasons (national integration, equality of opportunity, social protection of children) justified its introduction. In a context where knowledge and techniques were progressing, and there was rapid social change, the level of knowledge required increased progressively and voluntary school attendance frequently preceded the introduction of compulsory education.

Although it is now agreed in many Member countries that the desirable length of compulsory education today is from 8 to 10 years, this is only an average figure which may vary according to the assessment made in each country of the minimum level of knowledge to be provided for all individuals, taking into account the degree of national economic development, the importance attached to education and the goals assigned to it.(3) The following arguments are against the extension of compulsory schooling beyond the age of 15-16:

- 1) The increased pace at which new knowledge is developed justifies spreading periods of learning over a lifetime rather than concentrating them in youth.
- ii) In the absence of sufficient student motivation, keeping adolescents at school is unwarranted, unless the idea is to keep them off the streets or to reduce the number of persons seeking employment.

*Good!!*

- 1) In economic terms, compulsion confers on educational services the character of guardianship; the constraint exercised by the state - in the name of the community - is justified by the considerable importance of the external effects of generalised school attendance and which, imperfectly understood by individuals, might cause them to underestimate their own preferences, particularly in a context where school attendance implies earnings forgone (children's work). Is this "correction" of the preferences of individuals still justified, except in the cases of marginal groups, in a context which is characterised by a strong individual demand for education?
- 2) D. S. Landes: Industry Skills and Knowledge in Education Structures and Society, Penguin Books, 1972, p. 71.
- 3) For example, the provision of occupational training for everyone, either within the school system, or in conjunction with it leads to a lengthening of compulsory schooling: this is the case in Austria and Germany, where apprentices aged from 15 to 18 have to attend the Berufsschulen for one or two days each week in order to follow courses which supplement practical training given within the firm.

HIGH MONTH/LOW MONTH DIFFERENCE: Total Figures,  
1970-1975

	KIN.	ELEM.	SEC.	S. ED.	TOTAL
1970-71	222	1067	2653	393	4335
1971-72	222	1039	2873	554	4688
1972-73	387	1549	3492	620	6048
1973-74	244	1001	4177	815	6237
1974-75	248	1279	3502	1080	6109

The following figures, using tenth-month totals, chart the shrinking size of an eighth-grade class by the time it reaches grade 12. The rate of decline for all but the two smallest districts and a third which has grown dramatically are provided here, expressed as percentages to keep the districts anonymous.

District #1  
 1970-1971 8th----- $-26.32\%$ -----1974-1975 12th

District #2  
 1970-1971 8th----- $-21.36\%$ -----1974-1975 12th

District #3  
 1970-1971 8th----- $-24.72\%$ -----1974-1975 12th

District #4  
 1970-1971 8th----- $-12.64\%$ -----1974-1975 12th

District #5  
 1970-1971 8th-----1974-1975 12th  
 -35.47%

District #6  
 1970-1971 8th-----1974-1975 12th  
 -37.50%

District #7  
 1970-1971 8th-----1974-1975 12th  
 -19.62%

District #8  
 1970-1971 8th-----1974-1975 12th  
 -38.46%

District #9  
 1970-1971 8th-----1974-1975 12th  
 -24.37%

District #10  
 1970-1971 8th-----1974-1975 12th  
 -33.08%

District #11  
 1970-1971 8th-----1974-1975 12th  
 -17.30%

District #12  
 1970-1971 8th-----1974-1975 12th  
 -32.99%

District #13  
 1970-1971 8th-----1974-1975 12th  
 -15.94%

District #14  
 1970-1971 8th-----1974-1975 12th  
 -36.47%

The average for the declines listed is 26.74%. In relationship to the other "dropout" figures already quoted, this figure, as a cumulative index may provide another view of the secondary withdrawal rate in Nevada