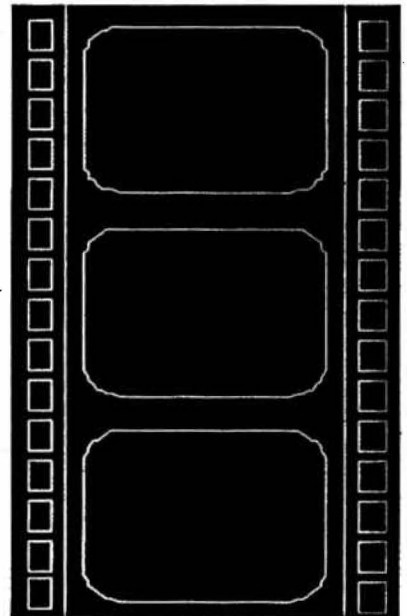
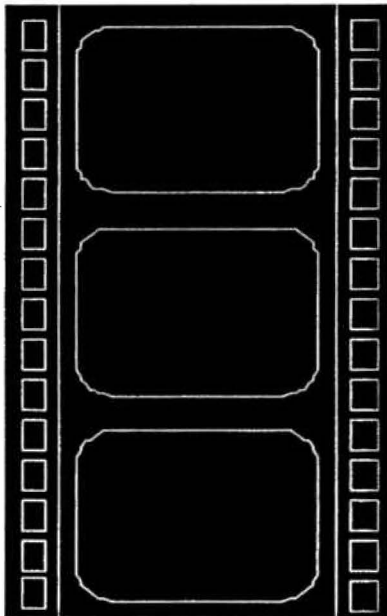
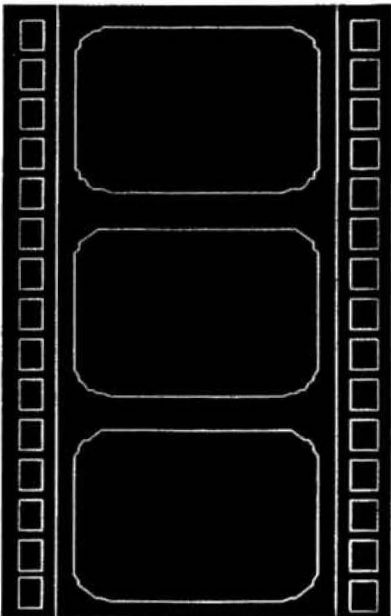


**SUPPLEMENTAL MATERIAL**

**A.B. 110**



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ANDREW P. GROSE, *Research Director* (702) 885-5637

February 6, 1977

M E M O R A N D U M

TO: Assemblyman John M. Vergiels  
FROM: Donald A. Rhodes, *Chief Deputy Research Director*  
SUBJECT: Effect of Lowering the Upper Age Limit for Compulsory Attendance at Public Schools to Age 16 on the Juvenile Crime Rate

My initial research on this subject evoked a range of opinions from the representatives of the agencies I communicated with (California Youth Authority, Washoe and Douglas County Juvenile Probation Departments, Nevada State Department of Education, the Education Commission of the States and the Nevada Department of Law Enforcement Assistance).

The Chief Juvenile Probation Officer for Washoe County, Mr. Sullivan, believes that lowering the compulsory school attendance age would increase the juvenile crime rate. He bases his opinion, in part, on a "general crackdown" that the Washoe County Sheriff's Department had on school age children 3 years ago. Apparently, this crackdown consisted of "picking up" truants and other children who "were wandering around town without legitimate business to attend to." Mr. Sullivan says this "crackdown" reduced daylight hours residential burglaries by 39 percent. He will be sending us a report on the effect of Washoe County's truancy reduction efforts on the county's juvenile crime rate; I will send it to you when it arrives.

Mr. Jim Esterbrook, Chief Juvenile Probation Officer for Douglas County, also seems to be against lowering the compulsory school attendance age. He stated that he thought some children are "wasting" time in school but that "letting them

Lowering Compulsory Education  
Page 2

out early without prospects for employment or enrollment in vocational training programs would be a mistake." Mr. Esterbrook will be sending us a letter detailing his views on this subject.

I talked to a representative of the Planning, Research, Evaluation and Development Branch of the California Youth Authority, Dr. Wilson E. Wright, who appears to have done substantial reading on this topic. He says that the research he has seen is not conclusive but that most of the literature appears to indicate that lowering the compulsory attendance age would not significantly affect the juvenile crime rate. In some instances, according to the literature, the juvenile crime rate might be reduced by a reduction in the compulsory attendance age. This would be for children, from lower income families, who experience a high frustration level in school. Apparently, when these children leave school their general frustration level is reduced along with their propensity to commit crimes. Dr. Wright admitted, however, that most of the research he has seen was done when the unemployment rate was substantially lower. He stated that, if children quit school and cannot find suitable employment, such might affect their potential to be involved in criminal activity.

The representatives of the Department of Education with whom I spoke appeared to believe that lowering the compulsory age figure by 1 year will have little effect on the juvenile crime rate. They believe that crime is a complex phenomenon caused by individual's emotional makeup, socio-economic status and many other factors.

Attached is some data that the Nevada Department of Law Enforcement Assistance put together for me concerning juvenile crime. According to the department, "no statewide statistics are available at this time specifically relating incidence of crime to school attendance."

Lowering Compulsory Education  
Page 3

I have ordered several publications which will hopefully give us some statistical data on this subject. I will send them to you when they arrive.

DAR/jd  
Encl.



DISTRICT COURT of the STATE of NEVADA

FOR

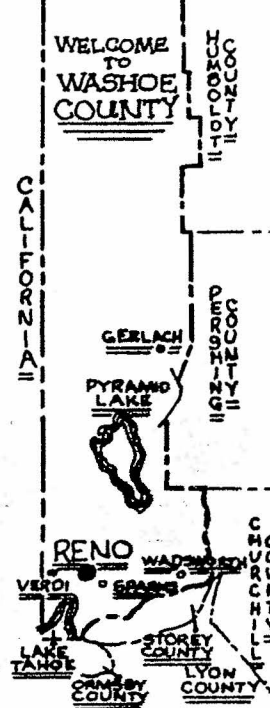
WASHOE COUNTY

JUVENILE PROBATION DEPARTMENT

FRANK A. SULLIVAN  
Chief Probation Officer

ROBERT D. SOHRT  
Director of Detention

February 9, 1977



Mr. Don Rhodes  
Chief Deputy Research Director  
Legislative Council Bureau  
Legislature Building  
Carson City, Nv. 89701

Dear Mr. Rhodes:

Enclosed is the material you requested. It may not be all that conclusive for you or the legislature to understand, but believe me, the truant and other young people are responsible for a tremendous amount of day time crime. If the compulsory education age is lowered to sixteen (16) years of age, I could almost predict that day time crime would increase; as a matter of fact, I would go on record on this matter.

I won't get carried away on this subject but if I can be of any further assistance please feel free to call.

Very truly yours,

*Frank A. Sullivan*  
Frank A. Sullivan,  
Chief Probation Officer

FAS:gh  
encl.

**Criminal Justice Planning Committee of Washoe County  
Nevada Commission on Crime, Delinquency and Corrections**

P.O. BOX 11130

RENO, NEVADA 89510

(702) 785-4319

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MICHAEL S. KATZ  
CRIMINAL JUSTICE PLANNING DIRECTOR

DR. JOHN W. BARRETT  
DISTRICT JUDGE

BARNEY LOWE  
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ADA STATE ASSEMBLYMAN  
DISTRICT 28

JOHN ROBB  
WASHOE COUNTY  
SCHOOL DISTRICT

ROBERT RUSK  
WASHOE COUNTY  
COMMISSIONER

DONALD SPANIER  
SPARKS CITY COUNCILMAN

FRANK SULLIVAN  
CHIEF OF JUVENILE  
PROBATION OFFICER

BERT VAN WAGONER  
RENO CITY ATTORNEY

TO: Frank Sullivan, Chief  
Juvenile Probation Dept.

FROM: Mike Katz

Frank:

At your request I've enclosed several charts and diagrams relating to the frequency of burglaries in Reno and Sparks for the calendar year of 1975.

To summarize the results, it should be noted that the two cities had an average of 71.32% of the burglaries take place between Monday and Friday; 36.25% between the hours of 8:00 a.m. and 6:00 p.m.; and 51.59% during the year excluding the months of June, July, August, December and January.

There was a total of 1649 actual burglaries in Reno in 1975 - of that total 59.13% were without forceable entry, 41.12% were to a residence during the day. (6 a.m. - 6 p.m.).

For Sparks, there were 465 actual burglaries with 44.52% of them being without forceable entry.

As far as the physical location is concerned, Reno and Sparks Police Departments both use the Reporting District System. These districts are of varying size and are shown on the map enclosed. Reno reported 10.05% of the residential burglaries in only two of the R.D.'s. (#'s 61 & 81) and an additional 6.21% in two others (#'s 42 & 44), therefore, 16.26% of all

the the residential burglaries are contained in four reporting districts.

The same four reporting districts also account for 13.01% of all the non-residential burglaries with #61 and 81 showing 10.22% and 42 and 44 with 2.79%. Overall, #61 and 81 accounts for 10.13% of the total burglaries while #42 and 44 accounts for 5.34% of the total burglaries. Sparks was more difficult to identify. The city is divided into quarters and then sub-divided further. I don't have the subdivision breakdown available yet.

The S/W quadrant accounted for 27.80% of the total burglaries in Sparks while the N/W quadrant had 14.22% - since I ranked only the top 12 reporting district's, the only other quadrant that showed up was the N/E with 2.80% of the total burglaries.

Of the 465 total burglaries reported, 44.52% were without forceable entry and 38.28% were to a residence during the day, (6 a.m. - 6 p.m.).

The Washoe County School District Security Department reported that they made the following field contacts during the year 1975:

1. High Schools: 327 Contacts

Wooster	-	20.18%
Reed	-	6.42%
Reno	-	1.22%
Sparks	-	5.50%
Hug	-	66.06%

2. Middle Schools: 36 Contacts

Pine	-	8.33%
Sparks	-	2.78%
Traner	-	33.33%
O'Brien	-	55.56%

The above is the onsite field contact - they also reported the following referrals made to them from the following schools:

1. High Schools: 300 Referrals

Reed	-	16.67%
Sparks	-	13.33%
Wooster	-	21.33%
Reno	-	6.00%
Hug	-	42.67%

2 Middle Schools: 21 Referrals

Dilworth	-	23.81%
Swope	-	9.52%
Vaughn	-	4.76%
Sparks	-	14.29%
Pine	-	33.33%
O'Brien	-	14.29%



When the time period's of the reported occurrence are broken down, further support to the relationship between the burglaries and the youthful population is noticed.

For example, the attached charts show the ranking of the time periods, but grouping of those time periods reveals the following:

	<u>Time period</u>	<u>Percent of total</u>
1. Reno	0600 - 1800	39.85%
	1000 - 1800	34.28%
	1200 - 1800	20.75%
	0800 - 1600	31.54%
	0800 - 1800	37.94%
2. Sparks	0600 - 1800	50.53%
	1000 - 1800	36.71%
	1200 - 1800	29.80%
	0800 - 1600	34.55%
	0800 - 1800	46.21%

In Summary, I don't think it is unreasonable to make the following assumptions:

- \* A large number of residential burglaries take place during the time school is in session.
- \* A large number of burglaries are concentrated in close proximity to several schools, which also produce a large amount of activity for the school district security force personnel.
- \* A large number of the residential burglaries are of the "non-forceable entry" type, which is the type most conclusive to juvenile criminal activity.
- \* According to your 1975 annual report, the geographic residence of referrals would support the geographic distribution of juvenile

activity. There were 1568 referrals from Reno with 27.93% from the Northeast and 29.15% from the Southeast.

- \* It would appear as though any preventive activities to be undertaken should be jointly directed towards the two major areas that were identified, (Northeast and Southeast Reno).
- \* Any enforcement and/or deterrence activities conducted should be closely documented as to time and location so that a follow-up can be done to determine what effects their action has had on the time and place of future reported burglaries.

If you desire to investigate this further, I would follow-up by getting the police department records of the respective juvenile divisions and do a distribution of their frequency of contacts as it is related to the above factors. Additionally, I'll be completing the geographic mapping of the Sparks area to give a better visual representation of their distribution.

Regards,

*msk*

---

MICHAEL S. KATZ

MSK/mac

JAMES L. PARKER  
Chief of Police



P. O. BOX 1900  
RENO, NEVADA 89505  
(702) 323-4141

December 27, 1973

Re: Truancy and Dropout Juveniles

Dear Sirs:

A study of juvenile offenses during the months of September, October, and November, 1973, between the hours of 8:00 a.m. and 3:00 p.m., reveal that there were 189 offenses involving juveniles during that period. A breakdown is as follows: 1 suicide, 1 robbery, 3 felonious assaults, 5 simple assaults, 3 burglaries, 4 grand larcenys, 27 petty thefts, 1 alarm, 1 arson, 2 auto thefts, 7 disorderly persons, 1 embezzlement, 2 firearms violations, 2 injured persons, 55 runaways, 35 incorrigible reports, 9 misc. offenses - obscene phone calls, damaged property, vandalism, etc., 6 narcotics cases, 4 requests for police services, 2 lost property, 3 sex offenses, 7 juvenile warrants, and 10 trespassing. The above reflects only offenses that we positively know reflects juveniles. Keep in mind that there were approximately one thousand more offenses during the same months and same hours, and a percentage of this figure most assuredly involved juveniles. Because of lack of witnesses or information, we have no way of determining that percentage.

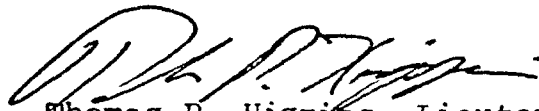
These figures are police reports taken and do not show the number of local juveniles that were arrested during school hours during the months of September, October, and November. That figure was 197. These arrests were mostly for truant and runaway. During the week of December 17, through December 21, Reno Police Officers worked a total of 180 hours overtime and handled 238 truants or dropouts. The overtime was authorized by the City to handle this problem alone. This program will be resumed when school reconvenes on January 3.

December 27, 1973

The truancy and dropout juvenile is contributing considerably to the amount of crime during school hours. We are certain that the problem can be solved if everyone concerned will work toward that end.

Sincerely,

James L. Parker  
Chief of Police



Thomas P. Higgins, Lieutenant  
Juvenile Division

TH/pn

cc: Washoe County School District:  
Dr. Marvin Piccolo  
Mr. John Robb  
Mr. Mel Kirchner  
Mr. Chuck Gaw  
All middle school and high school principals  
District Attorneys Office:  
Mr. Robert Heany  
Mr. Don Coppa  
Washoe County Probation Department:  
Mr. Frank Sullivan  
Sparks Police Department:  
Captain Jerry Wike  
Washoe County Sheriffs Office:  
Sgt. Dan Coppa

JAMES L. PARKER  
Chief of Police



P. O. BOX 1900  
RENO, NEVADA 89505  
(702) 323-4141

February 5, 1974

Mr. C. S. Gaw  
Washoe County School District  
Administration Office  
425 East Ninth Street  
Reno, Nv. 89502

Dear Chuck,

Re the truancy problem and our  
phone conversation of last week

As you know, the drive the police department put on to curb the truancy problem prior to and the week after the holidays was a huge success. Our day-time crime between the hours of 8:00 A.M. and 3:00 P.M. was down some 30% during those two weeks.

All of the officers involved were off duty and were paid overtime. The City felt the pinch and we were asked to curtail overtime. We were advised to continue the project with on-duty personnel. I do not have the manpower in my office, due to our case load. However, Captain Williams, commander of the Patrol Division, has agreed to supply one on-duty man for every school day for the rest of the year.

One man would have difficulty working this assignment. The nature of the detail makes it imperative that two men be assigned, and in view of our mutual concern for the truancy problem, we were wondering if you could see your way clear to supply one of your security men to work with our man. The assignment would be from 8:00 A.M. to 11:30 A.M. each school day for the rest of the year.

We seemed to accomplish far more when we were working on this project if the men were neatly dressed (coat and tie) and well groomed. We were most effective if we could locate the parents of the truant youngster as a first step and have them return the child to the school. If we were unable to locate the parents, we took the child to the school

(2)

as a second step, and if for some reason the school felt that they could not handle the youngster (habitual truant, might run, etc.), we took them to Wittenberg Hall as a last resort. Dropouts were handled on an individual basis, and field contact cards were made on all youngsters handled.

The above is to give you some idea of what this assignment would entail. Any consideration that the school district can give regarding this request will be greatly appreciated. It is felt that the problem warrants the extra effort.

Sincerely,

James L. Parker  
Chief of Police

Tom Higgins, Lieutenant  
Juvenile Bureau

TH:jc  
Copy: Dr. Marvin Picollo  
Mr. John Robb

# MEMO

NEVADA LEGISLATURE

5/15/77

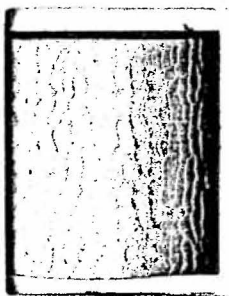
From the desk of . . .

JOHN VERGIELS

Assemblyman, District No. 10 (Clark)

Harnet,  
place in Ed Comm. Supplemental  
materials - place note on this that  
you have the book available for  
interested committee members.

3966 Visby Lane, Las Vegas, Nevada 89109  
Telephone 735-1314



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ANDREW P. GROSE, *Research Director* (702) 885-5637

February 10, 1977

M E M O R A N D U M

TO: Assemblyman John M. Vergiels  
FROM: Donald A. Rhodes, *Chief Deputy Research Director*  
SUBJECT: Delinquency Behavior of Children Who Leave School Early

Enclosed is a book, Delinquency and Dropout, which I borrowed from the University of Nevada Library, which I thought you might be interested in reviewing.

According to the authors, who base their findings on a study they conducted in the mid-1960's,

Analyzing the relationship between delinquency and dropout, we discovered that delinquency is causally involved in dropout, and dropout in turn leads to decreasing involvement in delinquency.

On page 207 of the book, the authors say:

In view of these findings, the current anti-dropout campaign and attempts to raise the age of compulsory attendance might well be reconsidered. To force a youth to remain in school for a longer period of time is not always beneficial for the individual. There is, nevertheless, a widespread policy among probation officers, court officials, and even state legislators to encourage delinquent dropouts to return to school. This policy is based on the assumption



School Dropouts and Delinquency  
Page 2

that the school functions as a positive form of social control and is conducive to better life adjustment. Our findings are at odds with this assumption and imply that the school often aggravates a youth's problems rather than alleviating them.

It is not a coincidence that the rate of delinquency is inversely related to the rate of dropout. As the holding power of our schools has increased, so has the rate of delinquency. Compulsory school attendance facilitates delinquency by forcing youth to remain in what is sometimes a frustrating situation in which they are stigmatized as failures. It is not surprising that these youth, trapped in our schools, rebel or attempt to escape. In the final analysis, escape either through dropout or graduation appears to be the only satisfactory resolution of this problem. For the dropout and the graduate, rates of delinquency decline upon leaving the compulsory school setting. Delinquency, on the other hand, is not an adequate solution, but serves only to set into motion reciprocal processes of rejection and alienation and thereby increases the probabilities of failure.

It does not necessarily follow from these observations that all students who are alienated and frustrated by their experiences in school or who perceive the school as meaningless should be encouraged to drop out of high school. In some cases this may be an appropriate course of action and one which should not be restricted by law. A more important strategy would be to change the structure of the school--to explore new types of learning environments in which competition is minimized and in which failure ceases to be a functional prerequisite of the educational system.

School Dropouts and Delinquency  
Page 2

As noted above, this study was done in the mid-1960's when the unemployment rate was much lower. This factor could influence the results of this study if it had been done today.

I have sent for other material on this topic and will forward it to you when it arrives.

DAR/jd  
Encl.

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ANDREW P. GROSE, *Research Director* (702) 885-5637

February 16, 1977

M E M O R A N D U M

TO: Assemblyman John M. Vergiels  
FROM: Donald A. Rhodes, *[Signature]* Chief Deputy Research Director  
SUBJECT: Maximum Age for Compulsory School Attendance

Enclosed is a list, which I thought you might be interested in, I received from the Education Commission of the States. It shows the maximum age for compulsory school attendance in the various states.

DAR/jd  
Encl.

130

~~81~~ 129

~~120~~

~~88~~

AL	16	MT	16
AK	16, or else graduation from high school	NB	16
AZ	16	NV	17 (1974)
AR	15	NH	16
CA	16 (or earlier by test)	NJ	16
CO	16	NM	18 (1975)
CT	16	NY	16
DE	16	NC	16
DC	16	ND	16
FL	16 - 14, conditional	OH	18
GA	16	OK	18
HI	18	OR	16
ID	16	PA	17
IL	16	Puerto Rico	16
IN	16	RI	16
IA	16	SC	16
KS	16	SD	16
KY	16	TN	17
LA	16	TX	17
ME	16 with certain conditions or 17	UT	18
MD	15	VT	16
MA	16	VA	17
MI	16	WA	16
MN	16	WV	16
MS	No compulsory laws	WI	18 or graduating from high school
MO	16	WY	17