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## Where are the Children? Educational Neglect across the Fifty States

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*This paper explores the extent to which states are meeting their obligation to provide adequate educations for their minor citizens. It reveals the current mismatch between children identified in the federal census and those enrolled in any form of schooling. Currently, approximately 1.7 million children (3.5% nationwide) within compulsory education age ranges are not enrolled with any type of educational institution. Hawaii, at 17.5%, has the largest percentage of "missing children." These "missing" children lie at the intersection of two policy implementing bodies, departments of education and departments of health and welfare. Unfortunately, most states cannot reconcile the number of children that should be educated. At a minimum, this is necessary to meet the democratic intent of compulsory education statutes.*

**Keywords:** Child count, compulsory education, education policy, school enrollment.



In an era of increasing educational accountability and economic demands, failure of a child to receive an adequate education generates tremendous costs both for the child and the larger society. Such failure constitutes educational neglect. Since the mid 19<sup>th</sup> century, it has been the responsibility of states to ensure that students meet compulsory education

requirements. Currently, even with our country focused on the federal policy *No Child Left Behind*, most states cannot even identify all of their students of compulsory school age. This study sheds light on this phenomenon at the national level as well as state level.

One unaddressed loophole within *No Child Left Behind* is that it addresses schoolchildren – only. If the goal of leaving no child behind and closing the achievement gap between various groups is to be realized, we must ensure the education of *all children*. This study examines the incongruence between children identified as living in the federal census and those identified as educated by state departments of education. Some states have abandoned educational oversight of many of the children “missing” from school districts’ enrollment lists. These conditions provide a fertile breeding ground for educational neglect.

Educational neglect is phenomenon with tremendous costs (Sedlak & Broadhurst, 1996; Vernez, Krop & Rydell, 1999). Unfortunately, in a world full of social ills and societal needs, educational neglect often fails to reach the policy threshold at which

attention and resources are allocated to address the problem. This study helps to illuminate this phenomenon at the national level as well as for a northwest state specifically.

When addressing educational neglect, policymakers, social workers and educators must overcome several impediments. First is the problem of definition. Within the fields of social work and education, and certainly within statute, there appears to be no commonly agreed upon definition of educational neglect. Second, educational neglect exists as a problem between the jurisdictions of Departments of Health and Welfare and Departments of Education. Unfortunately for the neglected children, as in any endeavor involving multiple parties, where each “is responsible,” no one is. Hence, educational neglect is not addressed adequately by either department. Third, social service institutions have more pressing issues such as physical and/or sexual abuse and neglect. Their limited resources are directed to those children who are most in need. Fourth, educational neglect’s co-occurrence with other forms of neglect/abuse greatly complicates identification and treatment of educational neglect. Lastly, educational neglect is a phenomenon of non-occurrence, a lack of appropriate education. Documenting that an activity is not occurring is very difficult, especially when those guilty of educational neglect often actively avoid any governmental interaction.

### ***Compulsory Education Laws***

Compulsory education laws have a very long and uneven history in the United States. The first attempt to address compulsory education and educational neglect came from Puritan elders in 1642 when “taking

into consideration the great neglect of many parents...in training up their children in learning,” mandated that elders “take account from time to time...of (children’s) ability to read and understand the principles of religion and the capital laws of this country” (in Katz, 1976, p.11). This edict was soon followed by the Old Deluder Satan Act of 1647 which stated,

It being one chief project of that old deluder, Satan, to keep men from the knowledge of the Scriptures, ... so that at least the true sense and meaning of the original might be clouded and corrupted ... and to the end that learning may not be buried in the grave of our forefathers,... It is therefore ordered that every township in this jurisdiction, after the Lord hath increased them to fifty households shall forthwith appoint one ... to teach all such children as shall resort to him to write and read ... And it is further ordered, that when any town shall increase to the number of one hundred families or householders, they shall set up a grammar school...

*At best, the Old Deluder Satan Act met with mixed results, considering the enforceability of a compulsory education law in colonial America. However, as Kotin and Aikman (1980) note, in conjunction with compulsory education acts from 1642 and 1648, these laws established many of the fundamental principles upon which compulsory education in the United States still stands:*

- 1) *The education of children is essential to the proper functioning of the state.*
- 2) *The obligation to furnish this education rests primarily upon parents.*

- 3) *The state has a right to enforce this obligation.*
- 4) *The state has a right to determine the type and extent of education.*
- 5) *Localities may raise funds by a general tax to support such education. (p. 19)*

Furthermore, these principles illustrate the inherent tension within compulsory education laws resulting from the convergence of three conflicting views of educational authority, that of the state, the parents, and the students themselves. Each party can, and has, offered legitimate arguments to educational authority.

The state's claim to educational authority lies in its obligation to the overall well being of society. In early America, a diverse group of political leaders advocated for state intervention into the arena of education to instill republican values and provide the intellectual skills necessary to contribute in a democratic society (Benevot, James, and Tyack, 1987). However, throughout the history of compulsory education numerous points of contention have arisen with state control; distrust of centralized government, dislike of forced association with other ethnic groups or classes, and allegations of infringement upon parental rights to guide the future of their children.

In competition to states' educational authority are parental claims to the same, or superior, authority to guide a student's development. Their arguments are based upon the precept that parents possess the natural right to educate their children, "thereby predisposing their children, through education, to choose a way of life consistent with their familial heritage" (Gutmann, 1999, p. 28). Additionally, advocates of parental educational authority appeal to the argument that parents, above

all others, hold the student's best interests at heart and will act accordingly (Yudof, Kirp, Levin, and Moran, 2002, p. 4). Proponents hold that any infringement upon this process by the state constitutes a violation of this parental right.

The third claim to educational authority arises from the fundamentally American notion of individualism. John Stuart Mill (1869) summarized the position well, writing "All attempts by the state to bias the conclusions of its citizens on disputed subjects are evil" (On Liberty, ch. 5, para. 13). Individuals deserve the right to freedom of thought as opposed to indoctrination by a third party, be it the state or parents. In a society containing very different conceptions of the good life and right and wrong, children deserve freedom of educational choice to determine their own intellectual, moral, political, and social positions.

Clearly, locating educational authority solely within any three of these parties is suboptimal. No one entity should assume sole responsibility for the academic, moral, social, and political education of a nation's children. Ideally, in a democratic society educational authority should be shared amongst each of the three competing interests, creating a democratic state of education (Gutmann, 1999). This system of shared educational authority creates a system of checks and balances in which no one group's interest dominates those of another. Throughout the history of compulsory education law, the tensions inherent within this system have played out in legislation and the courts.

As compulsory education has progressed, struggles between the state and parents over the right to educational authority have established a system with some balance. While the voice of the

individual student is limited, parents and the state hold established roles that complement each other, albeit contentiously. The state requires, enforces, and to some extent regulates education. However, parents hold the ability to choose from a limited range of alternative educational arrangements, providing the opportunity to educate their children in a manner compatible with their lifestyle or belief system. Thus, compulsory education laws have and continue to evolve toward a more democratic state of education in which all interested parties control a sphere of educational authority.

### **Methodology**

This study was designed to investigate educational neglect along three different paths. Our research team simultaneously worked on a national policy review, an examination of the current state of educational neglect in a northwest state and nationwide, and an extensive literature review. Each of these research strands are described individually below.

#### *National Policy Review*

We collected every state statute relevant to educational neglect, compulsory education, truancy, and home education. Once collected, these state laws were coded for similarities by the Social Sciences Research Center at Boise State University. The coding process was guided by the principal investigators.

#### *Educational Neglect in the Nation*

Because of the lack of common definitions nationwide regarding educational neglect, habitual truancy, and home education, the research team needed a standard way to gather data from each of the states. To address the dilemma of counting students “missing” from the data, our research team decided to use a strategy employed by

Donahue and Plank (2003) in estimating the number of home educated children in Michigan. Basically, Donahue and Plank subtracted the number of students in school from the number of students that should be in school. To calculate the number of children who should be in school, we first needed to determine how many children, within each state’s compulsory education age range, simply existed in each state. To do this, we started with the 2000 federal census population figures. We then adjusted the numbers of children within the compulsory education range by the overall population shifts between 2000 and 2003 for each state.

To identify the number of children being educated, we used a standard data source in each state, the state department of education. Within this number we included students enrolled in public schools, private schools, and home schools. Depending on the format of data collection used by individual states, we were sometimes forced to distribute separately counted special education students into the total state count of children. Furthermore, some states aggregated home-educated children into age bands, such as 5-10 yrs., 11-15 yrs., and 15+ yrs., or grade equivalent bands such as K-3, 4-8, and 9-12. In these instances we evenly distributed the aggregate number into each grade level. Other states simply had one aggregate total for home-educated students in the state. For these states, we proportionally distributed the population based on trends observed in states that monitor home education enrollment at each individual grade level.

In an effort not to overestimate the number of children unaccounted for within educational institutions, we also included dropouts within the compulsory education age range for each state within the accounted for students. While they

optimally should be in school, we reasoned that they were actually accounted for by the system even though they were not participating. Thus our formula for calculating the number of children who *may* be suffering from educational neglect, or at least not being monitored by education officials is:

- (# of comp. ed. children in census)
- (# of comp. ed. public sch. students)
- (# of comp. ed. private sch. students)
- (# of comp. ed. home sch. students)
- (# of comp. ed. drop outs)

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- (# of children unaccounted for within schools)

Educational Neglect at the State-level

To assemble a more intimate portrait of what was occurring in one state’s schools and districts, telephone interviews were conducted with the appropriate administrator in every public school district or independent public school in the state (n=115). Three school districts failed to return multiple contacts. Approximately 400 phone calls were conducted to compile 112 completed interviews. Interviews lasted from 15 to 60 minutes.

Literature review

Conducting a literature review regarding the phenomenon of educational neglect was challenging. Because research focused solely on educational neglect is sparse, we expanded our search to the more inclusive social services arena. Often educational neglect was subsumed within larger child abuse and neglect studies. We also examined the historical and philosophical bases for compulsory education statutes upon which claims of educational neglect are based. To further

explore the phenomenon of educational neglect as a legal matter, we identified and summarized landmark legal cases that provide precedent for today’s decisions. Finally, recent efforts at addressing educational neglect, truancy, and home education were examined and formed the basis of the policy recommendations found in the final section of this report.

Results

**COMPULSORY EDUCATION – A National Perspective**

Compulsory education statutes mandate a range of ages during which a child must be educated. The age ranges vary from state to state. Beginning ages range from five to eight years old, while ending ages vary between 16 and 18 years old. Thus, the number of years of education required of students can vary from nine to thirteen years. See Charts 1-3 for an analysis of the ages and years required by compulsory education laws. The mean number of years required is 10.42, with a standard deviation of 1.25 years. The median and mode are ten years. The most common arrangement, displayed in the bar charts below is to begin at six years old and finish at 16, thus providing ten years of education.

Chart 1

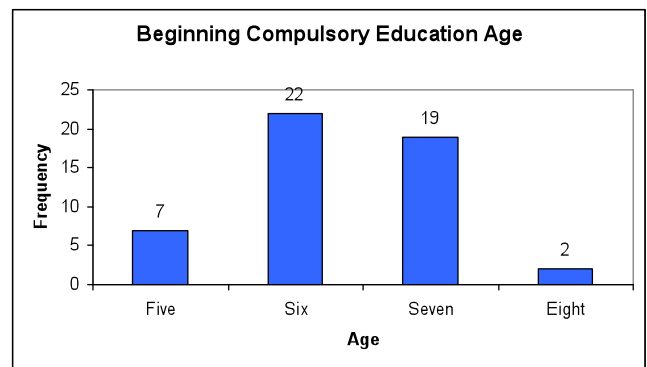


Chart 2

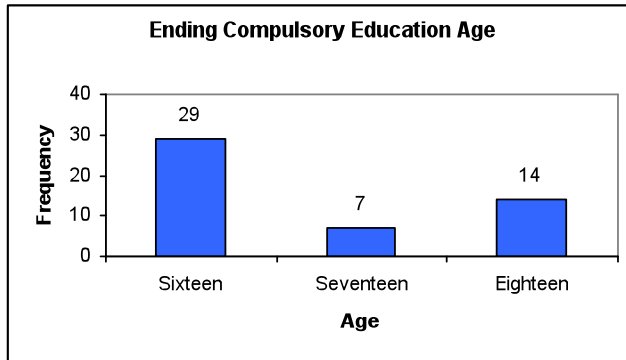
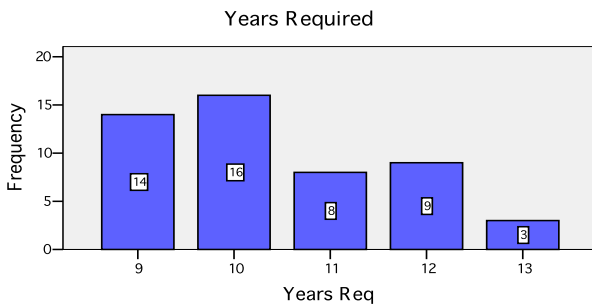


Chart 3



Forty-eight of the 50 states require the local school district to report violations of compulsory education statutes. Mississippi relieves the local districts of this duty by locating primary reporting responsibility at the state level, while Hawaii only has one statewide district. When shifting focus from reporting to enforcing, a different grouping of 48 states locate primary responsibility within Departments of Education, while Kansas and North Carolina rely upon their Departments of Health and Human Services. However, all states allow exemptions to compulsory education requirements for a multiple of reasons, with medical exemptions constituting 62% of the states.

**EDUCATIONAL NEGLECT - A  
National Perspective**

Within the Third National Incidence Study of Child Abuse and Neglect (NIS-3) (1996), Sedlak and Broadhurst offer a three part

definition of educational neglect that includes

- Failure to Enroll,
- Permitted Chronic (Habitual) Truancy, and
- Inattention to Special Education Needs (p. 2-18).

The NIS-3 study reports an incidence rate of stand-alone educational neglect to be 5.9 children per 1,000. Sedlak and Broadhurst (1996) identify several predictors of educational neglect, including

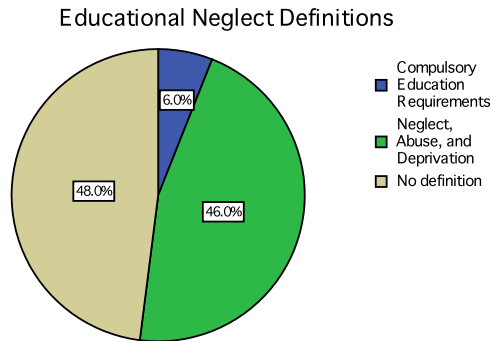
- Income effect – Children from families with incomes of \$15,000 or less were 78 to 97 times more likely to suffer from educational neglect than children from families earning \$30,000 or more.
- Single Parent effect – Children from single parent households are more than three times more likely to suffer from educational neglect than children in two parent households.
- Family Size effect – Children in families with two to three children were less likely to suffer from educational neglect than only children or children in families of four or more children.

Based upon the compulsory attendance figures in Table 1, this incidence rate predicts 291,208 children within compulsory education ages being educationally neglected nationally during the year 2003.

This report focuses on the first two cases, non-enrolled children and habitual truancy. Non-enrolled children present a very difficult research dilemma. How does one document a non-event? If children are not enrolled in school or accounted for in some way, they are very difficult to identify. Some of the children’s families actively avoid any interaction with governmental

authorities, be they educators or law enforcement personnel.

Chart 4



Unfortunately, states do not adhere to a common definition of educational neglect. As seen in Chart 4, almost half of the states do not have a definition in state code. Forty-six percent of states define educational neglect within the larger area of child neglect, abuse and deprivation. Only three states tie educational neglect directly to compulsory education regulations.

To estimate the number of children not enrolled in educational institutions including public schools, private schools and home schools, we needed to first estimate the number of children that actually exist within the compulsory education ranges for each state. From that number, we subtracted children identified in each of the above school types. The remainder indicated the number of children recorded as living, but not identified with an educational institution.

- (# of comp. ed. children in census)
- (# of comp. ed. public sch. students)
- (# of comp. ed. private sch. students)
- (# of comp. ed. home sch. students)
- (# of comp. ed. drop outs)

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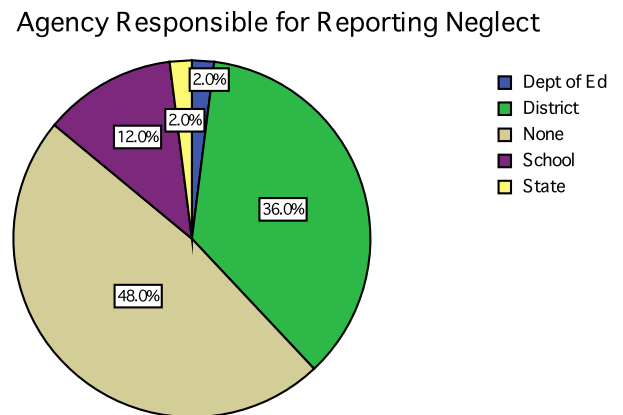
# of children unaccounted for within schools

Table 1 presents all fifty states ranked in descending order according to percent of children unaccounted for in educational institutions.<sup>1</sup>

This data should be interpreted as rough estimates of children unaccounted for within the United States. The values range from 17.5% to -2.9%, with a mean of 3.5% and a standard deviation of 0.1%. Negative values indicate states in which the state departments of education indicated more children enrolled in schools than the Federal Census indicated as living in the state.

If identified, states vary in their treatment of educational neglect. Unfortunately, almost half of the states (48.0%) do not hold any agency responsible for reporting neglect. In other states, agencies responsible for reporting such neglect vary primarily between the local district (36.0%) and the local school (12.0%).

Chart 5



Once reported, a wider range of responses is evident in the pie chart below. A quarter of

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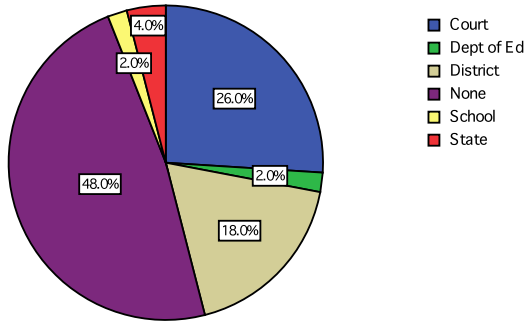
<sup>1</sup> Because the numbers within this table were gathered from the Federal Census and fifty state departments of education, they should be viewed as estimates. Please see the appendix for a detailed description of the methodology used to compile this table. All data is for the year 2003.



states rely on the court system to enforce educational neglect provisions, while 18.0% rely on the local district.

Chart 6

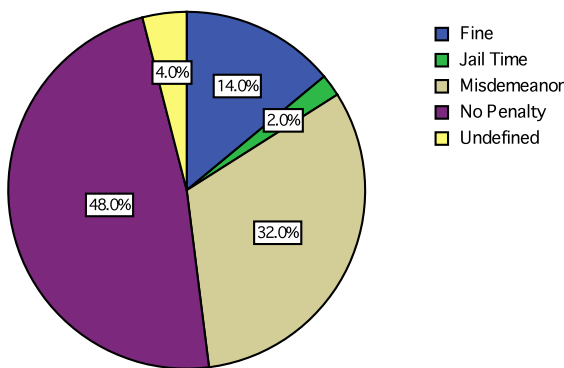
Agency Responsible for Enforcing Neglect Provisions



If a person is found guilty of educational neglect in one of the 26 states that pursue enforcement, penalties range from being undefined in Colorado and Kansas to a general misdemeanor charge with no clearly described penalty in 16 other states to jail time being imposed in Montana.

Chart 7

Penalties



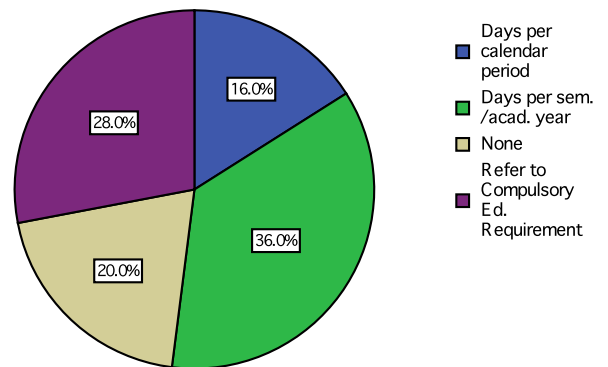
**HABITUAL TRUANCY - A National Perspective**

Truancy is any unexcused absence from school. Habitual truancy results when a child accumulates more unexcused absences than is allowed by the local authorities,

either school, district, local prosecutor or state officials. Unfortunately, no common definition of habitual truancy exists. Eighty percent of the states define habitual truancy, while ten states fail to define it at the state-level. Among those with definitions, the largest portion (36%) define according to some academic time marker, either absences per semester or academic year. Other states (16%) refer to absences per calendar period such as 90 days or one month. Some states (28%) simply refer to the state compulsory education statutes, which is problematic because of the generality of such statutes.

Chart 8

Habitual Truancy Definitions



According to NIS-3 (Sedlak & Broadhurst, 1996), the effects of truancy are profound and carry a high cost for both the truant student and the larger society. Chief among these are

**Academic Achievement** – Students with 95% attendance were more than twice as likely to pass state achievement tests than those with 85% attendance.

**Drug Use** – Truancy is a more accurate predictor of drug use than GPA or sexual activity.

**Financial Effect of Dropouts** – Each drop out will lose between \$535,800 and \$855,000 in lifetime earnings.

**Criminal Effect of Dropouts** – Dropouts comprise 80% of the prison population,



which produces a significant fiscal burden upon state and federal funds.

**Costs and Benefits of Truancy Reduction**

According to research conducted by the RAND Corporation (Vernez, Krop & Rydell, 1999), each dropout will lose more than \$800,000 in lifetime income. In current dollars, the cost is approximately \$200,000. When compared to the costs of truancy reduction programs, the cost/benefit ratio clearly favors current investment to reduce long-term economic loss. Heilbrunn (2003), in an attempt to quantify this relationship, studied the costs and benefits of three truancy reduction programs and three truancy courts operating in Colorado. He determined that if programs costing approximately \$50,000 annually save only one out of 300 program participants, they will yield a positive return on their investment.

The merit of truancy reduction programs can also be defended according to concurrent reductions in criminal activity during school hours. Berger and Wind (2000) report in the *FBI Law Enforcement Bulletin*, that during a truancy crackdown in North Miami Beach, that removed school aged youth from the streets during school hours, crime significantly decreased. Specifically, car burglaries decreased 22%, residential burglaries by 19% and criminal mischief by 19%.

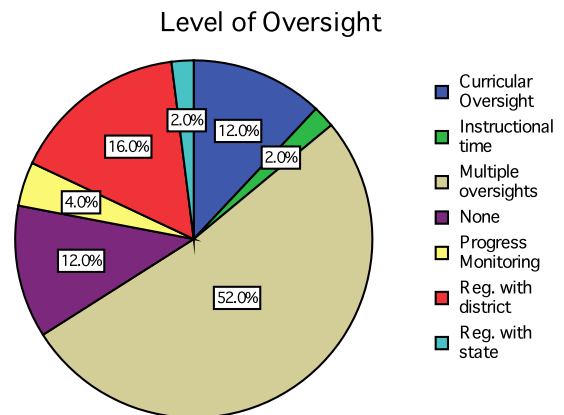
**HOME-BASED EDUCATION - A National Perspective**

Home-based education or home schooling is a growing phenomenon within the United States. Current estimates place the number of home-educated children at approximately 2.2% of the population or 1,096,000 (National Center for Educational Statistics, 2004). For the year 2003, the NCES figure

of 1.1 million is reduced to 985,361 children within compulsory education ages. In our effort to identify all educated children, our research team used the counts of home-educated children published by the fifty state departments of education for the same year, resulting in a count of 365,129 students. These counts are shown in Table 2. Home education is a way for parents to exert more influence in the education and development of their children. It constitutes one way in which the educational authority may be shared between the state and the parents. However, fifteen state departments of education do not report home-educated children in any manner. This greatly inflates the number of children unaccounted for within officially recognized, or accredited educational institutions.

A review of legal code and home schooling statutes paints a different picture than that gleaned from departments of education. According our review of the relevant statutes, only 12.0% or six states do not provide oversight of home educated students. Over half of the states report multiple levels of oversight. Another 18.0% of states require registration with either the local district (16.0%) or the state (2.0%).

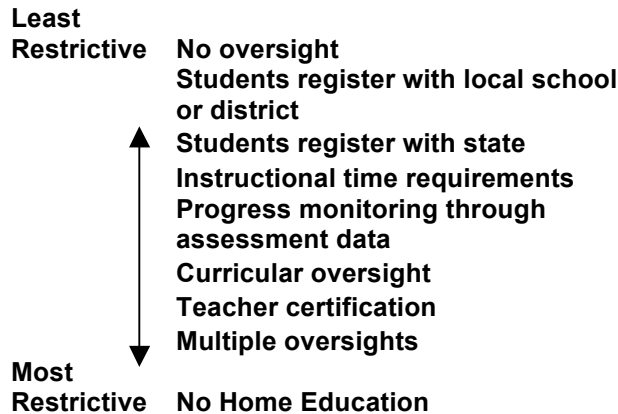
Chart 9



**Home Education Laws**

A wide range of options are available to state policymakers when addressing the issue of balance between home education and compulsory education. While drafting and enforcing stricter home education laws can assist the state in monitoring the education of all children, policymakers must be careful not to be overly intrusive in the parent-child relationship. Figure 1 displays range of options for oversight of home education, from no oversight to banning home education. It is useful to know the range of options within which a state may operate. Following two states (ID and GA) are presented, each representing an approach to home education toward one end of the oversight continuum.

Figure 1 – Oversight Options for Home Education



**Least Restrictive – Idaho**

Idaho Code 33-202. School attendance compulsory.  
Statute text

*The parent or guardian of any child resident in this state who has attained the age of seven (7) years at the time of the commencement of school in his district, but not the age of sixteen (16) years, shall cause the*

*child to be instructed in subjects commonly and usually taught in the public schools of the state of Idaho. Unless the child is otherwise comparably instructed, the parent or guardian shall cause the child to attend a public, private or parochial school during a period in each year equal to that in which the public schools are in session; there to conform to the attendance policies and regulations established by the board of trustees, or other governing body, operating the school attended.*

Idaho has a very hands-off approach to home educators, requiring almost no oversight of students participating in home education. Typically, the parents of a home-educated child need only inform the local school to have their child removed from enrollment records. No standardized collection of this data occurs within Idaho. Idaho Code 33-202 only requires that parents “*shall cause the child to be instructed in subjects commonly and usually taught in the public schools...*” This allows parents providing home education to their children a great deal in latitude. To date, no Idaho parent has ever been convicted of educational neglect.

In the 1990 Fourth District Court decision, *In the interest of Patterson*, the court decided that Idaho school districts, not parents, have the burden of proof regarding the compliance of home education with the compulsory education law, Idaho Code 33-202. In the decision, Judge Dutcher wrote,

*... the state must prove lack of comparable instruction ... and the burden does not shift to the defense (home educators) to affirmatively defend, or prove compliance, since the full panoply of criminal*

*procedural due process applies to juvenile prosecutions.*

Further strengthening the position of home educators, another 1990 Fourth District Court decision, *Welker v. Independent School District of Boise City No. 1*, ruled that home educators need not provide any information requested by a school district. Judge McKee concluded,

*While the parents have objected to answering the questions on constitutional grounds, in practicality they could have simply discarded the document (questionnaire) without comment. There is no statute or rule which compels them to answer, and there is no direct sanction provided for any refusal to do so.*

As a result of not monitoring home education at all, Idaho currently has more than twice the national average of children officially unaccounted for in any educational institution. For the 2003-2004 academic year, Idaho's educational system was missing 13,965 children or 6.5% of the children identified in the census.

### **Most Restrictive – Georgia**

The state of Georgia requires multiple levels of oversight and monitoring of home education. Every parent must complete the *Georgia Declaration of Intent to Utilize a Home Study Program* to legally home educate their children. Within the *Declaration*, the parents agree to the following conditions

1. They may teach only their own children.
2. They shall provide a basic academic program that includes reading, language arts, mathematics, social studies and science.

3. They provide the equivalent of 180 school days of education, with each day consisting of at least 4.5 hours.
4. Attendance records must be submitted to the local school superintendent.
5. Home-educated students shall participate in nationally standardized testing program at least every three years.
6. The home educator shall write an annual progress assessment report.

As a result of monitoring home education closely, Georgia is one of the few states in the survey of unaccounted for children that actually produced a surplus of children in schools that did not exist in the census. For the 2003-2004 academic year, Georgia's educational system had an additional 17,258 children, or 1.2% of the children identified in the census. While any discrepancy indicates an error in the accounting for students, Georgia's error is toward the over-counting of students rather than not accounting for them.

### *Policy Recommendations*

#### ***Educational Neglect***

Based upon a review of state policies across the nation, insight from educators, the professional literature and highly regarded intervention programs, The Center for School Improvement & Policy Studies at Boise State University offers the following policy recommendations for the state of Idaho.

1. **Establish a clearly defined threshold of truancy that constitutes educational neglect.** Our interviews revealed no common definition or understanding of educational neglect.
2. **Establish a clear statement of primary responsibility for educational**

**neglect within the Department of Health and Welfare.** – We recommend locating primary responsibility within the Department of Health and Welfare because of the multitude of problems that often co-occur with educational neglect. Institutionally, Departments of Health and Welfare are in a better position to lead efforts in addressing the variety of needs troubled families encounter. Departments of Education must play necessary supportive roles. The two departments must maintain open lines of mutual support and communication to best address educational neglect.

3. **Development of an intervention program similar to the Missouri Family and Response Demonstration and the Idaho Community Resources for Families Program.** – While the Idaho Community Resource Workers (CRWs) were able to quickly and flexibly meet the needs of local families in crisis, the reliance on local autonomy and support resulted in widely varying levels of service throughout Idaho. The Missouri program (MFARD) provides a needed level of programmatic coordination while still allowing local flexibility to immediate needs (see full report for details, <http://csi.boisestate.edu>).

### ***Habitual Truancy***

1. **Adopt a single, statewide definition of habitual truancy.** – Interviews within a northwest state identified two main definitions. Approximately 40% of the districts rely on what they call the “90% rule,” meaning if students miss more

than 90% of a semester or academic year, they are considered habitually truant. Another 40% of districts rely on a specific number of unexcused absences before beginning truancy proceedings.

2. **Establish a combined, multi-agency approach to truancy reduction involving the Departments of Education, the Departments of Health and Welfare, and Attorneys General Offices.** – Our review of the literature indicates that a multi-pronged approach, emphasizing both support (academic and social services) and law enforcement produce optimal results. Involuntary truants need the support services and academic services their families fail to adequately provide. Their parents need to change their behaviors with the assistance of the state through its law enforcement procedures. For voluntary truants, they directly need both the support and enforcement services. Plainly spoken, truants and their families need to know that states are serious about truancy. A combination of support and enforcement most clearly delivers this message.

### ***Home Education***

1. **Identify children being home-educated through registration with Department of Education.** –It is the constitutional duty of the state to ensure that all children are provided with an adequate education. Registering with the Department of Education is minimally invasive and allows the state to account for the education received by home educators. Furthermore, to maximize registrations, this process

should be allowed to occur either locally through a public school or directly through the state offices.

2. **Require annual standardized assessments of academic progress for all children in grade equivalents 3 through 10.** – If we truly believe that no child should be left behind, then annual standardized assessments of academic progress can help to ensure that *all children* continue to achieve at academically appropriate levels or above.

Implementing the above policy recommendations will improve states' abilities to meet their democratic obligation to ensure an educated citizenry. Continued failure to do so will result in a population ill-prepared to meet the intellectual and economic challenges of the future.

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Table 1

States	Compulsory Education Population	Children unaccounted in all schools	Percent of Comp. Ed. Population
Hawaii	224,147	39,142	17.5%
Virginia	1,422,261	217,611	15.3%
Missouri	818,295	112,559	13.8%
Oklahoma	701,435	96,472	13.8%
New Mexico	408,478	48,699	11.9%
Delaware	136,663	15,239	11.2%
Oregon	593,197	54,843	9.2%
Kentucky	620,697	57,187	9.2%
South Carolina	699,724	61,399	8.8%
Texas	4,515,918	364,889	8.1%
Alabama	639,026	49,465	7.7%
Wyoming	77,902	5,780	7.4%
Maryland	958,200	66,829	7.0%
Vermont	86,076	5,985	7.0%
Arkansas	499,209	33,663	6.7%
Idaho	215,042	13,954	6.5%
Arizona	921,317	43,038	4.7%
North Dakota	87,388	4,065	4.7%
Washington	985,071	43,448	4.4%
Tennessee	966,431	40,691	4.2%
Montana	130,245	5,408	4.2%
Colorado	653,308	24,989	3.8%
New Hampshire	203,296	7,696	3.8%
Kansas	485,657	17,899	3.7%
Ohio	2,129,724	73,891	3.5%
Illinois	1,872,478	52,580	2.8%
Utah	532,226	14,758	2.8%
Louisiana	752,709	20,743	2.8%
Maine	194,695	4,979	2.6%
California	7,140,346	175,407	2.5%
Alaska	112,726	2,690	2.4%
Minnesota	899,053	19,862	2.2%
South Dakota	123,684	2,669	2.2%
Wisconsin	1,023,802	18,835	1.8%
New York	2,964,927	51,243	1.7%
Massachusetts	951,854	16,156	1.7%
Nebraska	253,550	3,912	1.5%
Michigan	1,641,041	23,898	1.5%
Mississippi	523,668	6,948	1.3%
Iowa	448,591	5,151	1.1%
Pennsylvania	1,703,637	7,828	0.5%
Nevada	357,036	-84	0.0%
Rhode Island	159,985	-471	-0.3%
New Jersey	1,348,180	-9,051	-0.7%

Connecticut	496,900	-3,549	-0.7%
Georgia	1,423,849	-17,258	-1.2%
West Virginia	245,109	-3,190	-1.3%
Indiana	901,455	-19,250	-2.1%
North Carolina	1,164,982	-29,332	-2.5%
Florida	2,852,835	-82,838	-2.9%
<b>TOTALS</b>	<b>49,357,351</b>	<b>1,708,764</b>	<b>Ave. 3.5%</b>

Table 2

States	Compulsory Education Population	Compulsory Education Enrollment	Percent of Comp. Ed. Population
Oregon	593,197	20,183	3.4%
Kansas	485,657	13,427	2.8%
Montana	130,245	3,372	2.6%
Arkansas	499,209	12,442	2.5%
Maine	194,695	4,391	2.3%
North Carolina	1,164,982	24,978	2.1%
Indiana	901,455	19,159	2.1%
Georgia	1,423,849	30,226	2.1%
Wisconsin	1,023,802	21,031	2.1%
Vermont	86,076	1,758	2.0%
Maryland	958,200	18,672	1.9%
Minnesota	899,053	17,346	1.9%
South Dakota	123,684	2,324	1.9%
Nebraska	253,550	4,616	1.8%
Kentucky	620,697	10,621	1.7%
New Hampshire	203,296	3,419	1.7%
Florida	2,852,835	47,157	1.7%
Mississippi	523,668	8,080	1.5%
New Mexico	408,478	6,243	1.5%
Delaware	136,663	2,082	1.5%
Pennsylvania	1,703,637	22,539	1.3%
Utah	532,226	6,950	1.3%
Virginia	1,422,261	18,105	1.3%
Colorado	653,308	7,465	1.1%
Nevada	357,036	3,823	1.1%
Louisiana	752,709	5,842	0.8%
New York	2,964,927	15,839	0.5%
Tennessee	966,431	5,047	0.5%
Rhode Island	159,985	758	0.5%
Connecticut	496,900	1,972	0.4%
North Dakota	87,388	164	0.2%
New Jersey	1,348,180	2,300	0.2%
South Carolina	699,724	719	0.1%
Michigan	1,641,041	1,583	0.1%
Illinois	1,872,478	495	0.0%
Alabama	639,026	0	0.0%



Alaska	112,726	0	0.0%
Arizona	921,317	0	0.0%
California	7,140,346	0	0.0%
Hawaii	224,147	0	0.0%
Idaho	215,042	0	0.0%
Iowa	448,591	0	0.0%
Massachusetts	951,854	0	0.0%
Missouri	818,295	0	0.0%
Ohio	2,129,724	0	0.0%
Oklahoma	701,435	0	0.0%
Texas	4,515,918	0	0.0%
Washington	985,071	0	0.0%
West Virginia	245,109	0	0.0%
Wyoming	77,902	0	0.0%
<b>TOTAL</b>	<b>49,268,025</b>	<b>365,129</b>	<b>Ave. 1.0%</b>

**Appendix**

*National Figures for Calculating Non-enrolled Children*

	Comp Ed.		Public School Enrollment Data		Private Schooling Enrollment Data		Home Education Enrollment Data		Total Enrollment Data		Dropout Data		Missing Childrer	
	Comp Ed.	Comp Ed.	%of Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	CompEd	%of Comp Ed.	Missing from	%o
	Ages	Pop	CEEEnroll	Pop	Enroll	Pop	Enroll	Pop	Enroll	Pop	Dropouts	Pop	Comp Ed.	Pop
<b>Alabama</b>	7--16	639026	585647	91.6%	0	0.0%	0	0.0%	585647	91.6%	3,914	0.6%	49,465	7.
<b>Alaska</b>	7--16	112726	104763	92.9%	3215	2.9%	0	0.0%	107978	95.8%	2,058	1.8%	2,690	2.
<b>Arizona</b>	6--16	921317	861419	93.5%	0	0.0%	0	0.0%	861419	93.5%	16,860	1.8%	43,038	4.
<b>Arkansas</b>	5--17	499209	422942	84.7%	0	0.0%	12442	2.5%	435384	87.2%	30,162	6.0%	33,663	6.
<b>California</b>	6--18	7140346	6298772	88.2%	599600	8.4%	0	0.0%	6898372	96.6%	66,567	0.9%	175,407	2.
<b>Colorado</b>	7--16	653308	580559	88.9%	35528	5.4%	7465	1.1%	623552	95.4%	4,767	0.7%	24,989	3.
<b>Conn.</b>	7--16	496900	445921	89.7%	50718	10.2%	1972	0.4%	498611	100.3%	1,838	0.4%	-3,549	-0.
<b>Delaware</b>	5--16	136663	96418	70.6%	21936	16.1%	2082	1.5%	120436	88.1%	988	0.7%	15,239	11.
<b>Florida</b>	6--18	2852835	2548799	89.3%	319656	11.2%	47157	1.7%	2915612	102.2%	20,061	0.7%	-82,838	-2.
<b>Georgia</b>	6--16	1423849	1311637	92.1%	81798	5.7%	30226	2.1%	1423661	100.0%	17,446	1.2%	-17,258	-1.
<b>Hawaii</b>	6--18	224147	182437	81.4%	0	0.0%	0	0.0%	182437	81.4%	2,568	1.1%	39,142	17.
<b>Idaho</b>	7--16	215042	194845	90.6%	4985	2.3%	0	0.0%	199830	92.9%	1,258	0.6%	13,954	6.
<b>Illinois</b>	7--16	1872478	1606571	85.8%	194049	10.4%	495	0.0%	1801115	96.2%	18,783	1.0%	52,580	2.
<b>Indiana</b>	7--16	901455	800596	88.8%	97878	10.9%	19159	2.1%	917633	101.8%	3,072	0.3%	-19,250	-2.
<b>Iowa</b>	6--16	448591	409183	91.2%	33218	7.4%	0	0.0%	442401	98.6%	1,039	0.2%	5,151	1.
<b>Kansas</b>	7--18	485657	422837	87.1%	27911	5.7%	13427	2.8%	464175	95.6%	3,583	0.7%	17,899	3.
<b>Kentucky</b>	6--16	620697	549727	88.6%	0	0.0%	10621	1.7%	560348	90.3%	3,162	0.5%	57,187	9.
<b>Louisiana</b>	7--17	752709	606230	80.5%	106431	14.1%	5842	0.8%	718503	95.5%	13,463	1.8%	20,743	2.
<b>Maine</b>	7--17	194695	171679	88.2%	12342	6.3%	4391	2.3%	188412	96.8%	1,304	0.7%	4,979	2.
<b>Maryland</b>	5--16	958200	731166	76.3%	136275	14.2%	18672	1.9%	886113	92.5%	5,258	0.5%	66,829	7.
<b>Mass.</b>	6--16	951854	827831	87.0%	102743	10.8%	0	0.0%	930574	97.8%	5,124	0.5%	16,156	1.
<b>Michigan</b>	6--16	1641041	1482782	90.4%	132778	8.1%	1583	0.1%	1617143	98.5%	0	0.0%	23,898	1.
<b>Minnesota</b>	7--18	899053	772709	85.9%	78129	8.7%	17346	1.9%	868184	96.6%	11,007	1.2%	19,862	2.
<b>Mississippi</b>	6--17	523668	461660	88.2%	42952	8.2%	8080	1.5%	512691	97.9%	4,029	0.8%	6,948	1.
<b>Missouri</b>	7--16	818295	701470	85.7%	0	0.0%	0	0.0%	701470	85.7%	4,266	0.5%	112,559	13.
<b>Montana</b>	7--16	130245	114493	87.9%	6104	4.7%	3372	2.6%	123969	95.2%	868	0.7%	5,408	4.
<b>Nebraska</b>	7--16	253550	214905	84.8%	30117	11.9%	4616	1.8%	249638	98.5%	0	0.0%	3,912	1.
<b>Nevada</b>	7--17	357036	335327	93.9%	13829	3.9%	3823	1.1%	352979	98.9%	4,141	1.2%	-84	0.

States	Comp Ed.		Public School Enrollment Data		Private Schooling Enrollment Data		Home Education Enrollment Data		Total Enrollment Data		Dropout Data		Missing Childrer	
	Comp Ed.	Comp Ed.	%of Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	Comp Ed.	%of Comp Ed.	CompEd	%of Comp Ed.	Missing from	%o
	Ages	Pop	CEEEnroll	Pop	Enroll	Pop	Enroll	Pop	Enroll	Pop	Dropouts	Pop	Comp Ed.	Pop
<b>New Hamp.</b>	6--16	203296	174795	86.0%	17386	8.6%	3419	1.7%	195600	96.2%	0	0.0%	7,696	3.
<b>N. Jersey</b>	6--16	1348180	1167869	86.6%	183122	13.6%	2300	0.2%	1353291	100.4%	3,940	0.3%	-9,051	-0.
<b>N. Mexico</b>	5--18	408478	319149	78.1%	31369	7.7%	6243	1.5%	356761	87.3%	3,018	0.7%	48,699	11.
<b>New York</b>	6--16	2964927	2465209	83.1%	414420	14.0%	15839	0.5%	2895468	97.7%	18,216	0.6%	51,243	1.

<b>N. Carolina</b>	7--16	1164982	1084658	93.1%	72030	6.2%	24978	2.1%	1181666	101.4%	12,648	1.1%	-29,332	-2.
<b>N. Dakota</b>	7--16	87388	77568	88.8%	5223	6.0%	164	0.2%	82955	94.9%	368	0.4%	4,065	4.
<b>Ohio</b>	6--18	2129724	1815875	85.3%	222826	10.5%	0	0.0%	2038701	95.7%	17,132	0.8%	73,891	3.
<b>Oklahoma</b>	5--18	701435	595644	84.9%	7938	1.1%	0	0.0%	603582	86.0%	1,381	0.2%	96,472	13.
<b>Oregon</b>	7--18	593197	512004	86.3%	0	0.0%	20183	3.4%	532187	89.7%	6,167	1.0%	54,843	9.
<b>Penn.</b>	8--17	1703637	1439401	84.5%	220318	12.9%	22539	1.3%	1682258	98.7%	13,551	0.8%	7,828	0.
<b>Rhode Is.</b>	6--16	159985	136600	85.4%	22145	13.8%	758	0.5%	159503	99.7%	953	0.6%	-471	-0.
<b>S. Carolina</b>	5--16	699724	587046	83.9%	46317	6.6%	719	0.1%	634082	90.6%	4,243	0.6%	61,399	8.
<b>S. Dakota</b>	6--16	123684	104059	84.1%	14632	11.8%	2324	1.9%	121015	97.8%	0	0.0%	2,669	2.
<b>Tenn.</b>	6--17	966431	914327	94.6%	0	0.0%	5047	0.5%	919374	95.1%	6,366	0.7%	40,691	4.
<b>Texas</b>	6--18	4515918	4133878	91.5%	0	0.0%	0	0.0%	4133878	91.5%	17,151	0.4%	364,889	8.
<b>Utah</b>	6--18	532226	489947	92.1%	14550	2.7%	6950	1.3%	511447	96.1%	6,021	1.1%	14,758	2.
<b>Vermont</b>	7--16	86076	74446	86.5%	3460	4.0%	1758	2.0%	79664	92.6%	427	0.5%	5,985	7.
<b>Virginia</b>	5--18	1422261	1175089	82.6%	0	0.0%	18105	1.3%	1193194	83.9%	11,456	0.8%	217,611	15.
<b>Wash.</b>	8--18	985071	865361	87.8%	54872	5.6%	0	0.0%	920233	93.4%	21,390	2.2%	43,448	4.
<b>W. Virginia</b>	6--16	245109	234793	95.8%	11749	4.8%	0	0.0%	246542	100.6%	1,757	0.7%	-3,190	-1.
<b>Wisconsin</b>	6--18	1023802	853363	83.4%	124248	12.1%	21031	2.1%	998642	97.5%	6,325	0.6%	18,835	1.
<b>Wyoming</b>	6--16	77902	71686	92.0%	0	0.0%	0	0.0%	71686	92.0%	436	0.6%	5,780	7.
		49,357,351											1,708,764	3.