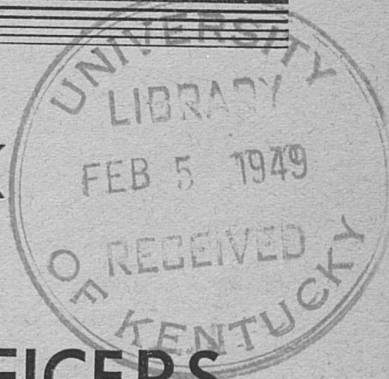


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EDUCATIONAL BULLETIN

**HANDBOOK
FOR
ATTENDANCE OFFICERS**



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DEPARTMENT OF EDUCATION

BOSWELL B. HODGKIN
Superintendent of Public Instruction

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FOREWORD

This handbook has been prepared to serve as a guide in the further development of the attendance and census program in Kentucky. Since the beginning of the program in 1934 the State Department has prepared and distributed two bulletins, one published in 1934, entitled, "School Census and Attendance Administration" and a revision of the same bulletin, published in 1942. This handbook represents an effort to bring together the best thinking in these fields. A great many people have contributed and assisted in the preparation of this material. Much of the material relating to the school census has been taken from the two bulletins which were previously published. It is hoped that this bulletin will serve as a guide for new attendance officers and, at the same time, serve as a reference book for those who have been working in this field.

BOSWELL B. HODGKIN
Superintendent of Public Instruction

SCHOOL CENSUS AND ATTENDANCE ADMINISTRATION

I. Introduction

Many problems face attendance personnel in Kentucky. One of the most important is enrolling and keeping in attendance hundreds of children of school age. If we believe that the schools have been and must remain institutions for the education of boys and girls, which extend to each individual as much opportunity as possible to develop his own talents, to acquire those skills, attitudes and understandings which will enable him to preserve our representative form of government and to make his contribution toward the extension and enrichment of the opportunities of all men, then we must insist that all of our children attend school. If these ideals are worth while, then they must not be limited to any segment of our population.

In order that all our children may share in the education that the State provides, the Legislature enacted a bill into law which provides for a full time attendance worker in every district. It is the job of this worker not only to see that children are kept in regular attendance but to serve as a broad personnel worker.

II. Training of Attendance Officers

When the present school code was passed in 1934, it provided that every school district must employ a full time Attendance Officer. The law gave the State Board of Education authority to set up standards for the issuance of Attendance Officers' Certificates. One of the first certificates was issued on the basis of a two-year curriculum for the training of teachers, which included three semester hours in pupil accounting or the completion of a two-year standard college curriculum which included 12 semester hours in education courses with three semester hours in pupil personnel. Practically the same requirements were in effect until the State Board of Education adopted, June 20, 1947, new rules for the issuance of this type of certificate. During the years the thinking regarding attendance had changed. Formerly the emphasis was placed on enforcement. The tendency today is to place the major emphasis on the adjustment of children to the school. With this in mind, the State Board of Education provided that the following regulation go into effect July 1, 1948:

- A. The Provisional Certificate for Attendance Officers shall be issued to a college graduate who holds a legal teaching certificate or meets the requirements for such certificate, who has had two

years of recent experience as a teacher or experience as an Attendance Officer, and who has completed the following minimum essential courses:

- (1) A course or courses in *Pupil Accounting* (Mechanics in keeping records) and *Pupil Personnel* (child growth and development, guidance, counseling with emphasis upon development of a guidance program in the school system.)—4 semester hours.
- (2) A course or courses in *Social Case Study* (study of various approaches to understanding of the pupil with an educational setting as the basis of study) and *Community Organizations and Their Work* (understanding of actual physical set-up of a community with all the social organizations and an understanding of the social and economic problems of the community)—4 semester hours.

B. The Standard Certificate for Attendance Officers shall be issued to a person who meets the requirements for a Provisional Certificate for Attendance Officers, and meets the requirements for a Master's degree with a major in Pupil Personnel, and presents credit in one or more courses in each of five of the following areas:

- (1) Mental hygiene or educational psychiatry
- (2) Case work
- (3) Medical and health resources
- (4) Legal information with special reference to domestic relations
- (5) Techniques in guidance and counseling
- (6) Individual measurements and evaluation

The Standard Certificate for Attendance Officers shall be valid for five years and may be renewed upon three years experience, or six semester hours of approved graduate work.

III. Types of Behavior Problems That Contribute to Poor Attendance

One of the great problems of the Attendance Officer is to prevent and treat behavior problems of children. Workers in the field of attendance have grouped these problems as follows:

School Adjustment Problems (attendance, unfavorable classroom attitudes, unsuitable curricula, poor scholarship, lack of interest in school.)

Home Adjustment Problems (adverse home conditions, cultural conflicts, neglect, lack of supervision, burdensome home duties, economic inadequacies.)

Personal Adjustment Problems (aggressive tendencies, day-dreaming, emotional immaturity, fears, nervousness, unhappiness, withdrawing behavior.)

Physical Problems (problems of general health, physical handicaps, peculiarities causing a feeling of rejection or ridicule.)

IV. **Suggestions for Carrying Out a Good Attendance Program**

A thorough knowledge of case work is recognized today as essential to a good program of attendance. The term "case work" is very generally applied to a systematic study of a social problem. In order to understand the cause of any difficulty concerning him, the attendance supervisor must:

- A. Gather information concerning (1) family background, (2) school background, (3) community background and (4) the personal history of the child concerned.
- B. This information must be studied objectively in order to decide upon a course of action. This study involves (1) a thorough knowledge of child life, behavior and growth through educational training and professional readings, (2) thorough understanding of the entire school program, (3) thorough sensitiveness to community relations and conferences with such special service groups as are available for physical, social, economic, educational and emotional diagnosis.
- C. The action decided upon as suited to meet the problem relative to the child involves (1) clearing up home difficulties, (2) meeting health needs, (3) changing the child's own attitudes, (4) use of all community facilities, (5) school adjustment to needs of individual child.

V. **Relationships With Other Agencies**

Because the attendance officer acts as liaison to co-ordinate all community resources in the effective attendance and school-adjustment program, it is important that he be acquainted with all resources available to him—the agencies upon which he may call, the types of assistance rendered by these agencies, and the methods of referral. Application of this knowledge will eliminate duplication of effort and secure for the attendance officers sources of specialized services.

- a. Clear welfare cases with the Department of Public Welfare and, wherever possible, use information which they may be able to give. In case of special aid confer and write for information which might be helpful to your program.
- b. Use the facilities available through the County Department of Health.

- c. *Work actively with Parent-Teacher Association* as a special agency designed to promote better relationship between the school and the home, and to build up concern for school attendance of all children in a community.
- d. *Red Cross*
Secure special emergency services and assistance from the local chapter of the American Red Cross. Services and financial aid are limited to chapter and national organization policies and regulations. Application, with case history, should be made to chapter chairman, chapter secretary, or community board member.
- e. *Civic, Religious, and Fraternal Organizations*
Establish good working relationship with all civic, religious and fraternal organizations. The chief resource available through these is community interpretation and education. Arrangements should be made for the attendance officer to discuss the program with the membership in regular meeting. Where the organization has a child-welfare board or committee, close contact should be established. Assistance for dental work and vision correction may be secured from some of these organizations.
- f. *Crippled Children's Association*
Contact Crippled Children's Association for funds for medical care, corrective equipment, and transportation to and from orthopedic clinics as provided by this organization. The association takes complete charge and gives complete service on cases accepted.
Contacts are made through the local health office, the public-health nurse, or the association officers.
- g. *Tuberculosis Association*
Secure needed high-caloric diet, medical aid and material, health education, and necessary funds for removal of focal infection as well as X-ray check from this organization. Application, with complete history, should be made to the local board member or the president of the organization, or the case may be referred through the Welfare Department, Public Health Department, or public health nurse.
- h. *Other Persons or Agencies*
Secure all possible community interpretation and material aid from all people and all agencies.

VI. Skills Useful to a Good Attendance Program

In order to carry forward the service described it is necessary for the school attendance supervisor to have sufficient training and experience to develop special skills. Here are some of the skills:

Insight into the Elementary School Program. A knowledge of the elementary school program is an essential for the Attendance Officer. It is well, indeed, that they know something of the elementary reading program. Many of our school attendance problems originate with beginners, who have poor teachers. An Attendance Officer, when a supervisor is not employed, should be able to offer some advice where failures are occurring due to a lack of knowledge of the elementary program.

The scientific approach. Welcome new impressions, avoid bias, search for truth, be ready to discard old beliefs and theories when they have been disproved.

Alertness. As each new situation develops be alert to observe the individual to identify yourself sympathetically with a client, yet maintain your own integrity and critical capacities.

Courage. Accept truth though it be new and strange, admit errors of judgment, and deal honestly with individuals.

Analysis of experience. By study of one's own and others behavior, the influence of physical environment, emotional and economic factors influencing behavior, the attendance supervisor endeavors to trace cause and effect.

Live and love life. Know how other people feel through proper use of imagination, shared experience, careful observation and reflection, study and experience. Keep a sound and healthy mind and body.

Friendly relationship. Like people; sensitively consider others. A friendly and courteous act promotes smoothness in relationship with people. Readiness to use small talk and to listen establishes rapport. Aloofness, coldness, and formality shut off social relationships and mutual understanding. Doing things with people promotes basic sociability.

Adeptness in communication. Words, tone of voice and tempo in use of language are important. The attendance supervisor needs acquaintance with the language of all kinds of people so that in conversation he may choose words appropriate to the purpose. A tone of voice and speed of utterance may indicate inner control and transmit

its sincerity to the person with whom one is speaking. Behavior and words need to agree. Appearance contributes to or distracts from the meeting of personalities.

The attendance supervisor must be alert to the fact that people, consciously or unconsciously, act in terms of what they believe others expect of them, or in terms of their own needs.

VII. Some Major Problems

Children Non-Enrolled, Dropped, or Irregular in Attendance. Non-enrollment and persistent non-attendance are usually symptoms that children are being affected by troubles of one kind or another which interfere with a satisfactory life in school. The attendance officer may find the root of the trouble in the home, the school, the community, or within the child himself. As attendance officers work on problems of non-attendance they find, in most cases, that at heart both the parent and the child really want the benefits of school experience for the child. The difficulties in the way of attendance are usually too great for them for the time being.

The causes of these problems are numerous. They may be within the school itself. The child may be faced day after day with a school situation which is either not challenging enough for him or which is so far beyond what he is able to achieve that he simply runs away from it. Again, the difficulty may be in the economic status of the home. The child may not have adequate food, clothing, or shelter. The relationships in the home may be of such a disturbing nature to the child that he is not able to face school life. There are times, too, where parents are indifferent about school for their children and the child has absorbed this attitude of indifference. There are instances when such things as lack of necessary routine in the home regarding hours for eating, sleeping, dressing, studying, and the like create a kind of indifference which results in poor attendance at school for children. Some children have already gone further in their school experiences than the parents themselves. In such cases, parents sometimes do not see the need for children to stay in school. Sometimes the people in the community are responsible. A child may be employed at work with attractive pay and he is tempted to give up school for ready cash. Sometimes parents may feel that they need the additional income from the child's labor or that the child is needed to help harvest perishable crops. The parents and/or the employer may not see that this is really depriving the child of opportunities which will have greater value for him. The difficulty may be within the child himself. It may be a health condition which saps his energy. He may be possessed with fears, worries, feelings, or attitudes which stand in the

way of school attendance. Sometimes a child may have built up a feeling of resentment toward adult authority which has grown out of a feeling of being unloved at home. Occasionally a child may be overindulged at home that he does not grow up and he cannot face the demands of group life in school.

It would be impossible to list here all the numerous causes of non-attendance in school. Those listed may serve to indicate that persistent absence from school is the result of one or many pressures affecting a child. They may come from without or from within the child himself. The attendance worker is faced with the problem first of determining the cause and second of working wherever the root is to correct the cause. If the trouble appears to be the school situation, the attendance officer should take the information she has gathered to the school staff. She may work with the principal, the classroom teacher, or with a group of interested staff members in looking at factual data assembled. Together they may analyze the data and plan a course of action at school to correct the trouble.

If the cause lies in the home, the attendance officer should try to sense the attitudes existing in the home. She should know about the resources of the home and how the parents feel about using outside resources. With this background information, she may be ready to work with parents in bringing about a changed or improved situation for the child. This may mean helping parents see value in school for their children. It may mean helping them interpret some ways in which home life is affecting children or it may lead to guiding parents into a wholesome use of services open to them in the community, such as health and welfare.

If the causes appear to be within the child himself, then the attendance officer looks at the problems with the child. Through interviews she may free him to talk about the way he feels. When he talks she should not be shocked by anything he says. She should try very hard to understand the ways by which he is attempting to get along in his world. She should not blame him. She should hold to her belief that school is or can be good for him. Her whole attitude should be one of interest in him as a person and a willingness to help him look at what he can and must do about a problem which is affecting his school life. She is there because the school has chosen her to represent its interest in him. The attendance officer need have no sense of guilt or feeling of disloyalty if she listens while a child vents his wrath on the school or persons in the school. This is recognized as one way she can help him. In the first place, it may help him get his feelings out in the open where they can be viewed by him and the attendance of-

ficer. Then it can help the attendance officer learn a great deal about the child. The principal, the classroom teacher or some other member of the staff, as well as the attendance officer, may often serve the child by listening to his outbursts of feeling. Helping a child work through his feelings and do something about them is a long-time process and may require many interviews. The attendance officer should accept what the child can do each step of the way and work from that point on until he can accept full responsibility for himself.

Children Failing in Their Work. Failure in school work is another symptom of a problem in the child's experience. As school people give more attention to the study of children's failure in school work, they find that reasons for failure are more often due to health conditions or to inadequacies in the home, school, or community than to the mental ability of the child. Some children fail in school tasks because they are so emotionally disturbed about other things that they cannot give their attention to the job at hand. A broken home, economic insecurity in the home, feelings of being unwanted, worry over illness or death are among the conditions in a child's life which may be back of failure in school. The child may not have found a place with his peers. He may have a genuine talent for some type of work which is not offered him. Some happening in connection with his efforts to master certain skills may have caused an emotional block which keeps him from being able to succeed. This has been found to happen to children especially with reading and arithmetic. When they have been pressed too strongly to master these skills before they had a readiness to learn them, they had built up certain fears or feelings of embarrassment about not being able to do them, which blocked future efforts to the point that children have accepted failure as inevitable in these areas. In some instances, children have developed certain habit patterns over a long period. Some of these may be poor work habits, acceptance of failure, or too great dependence on others.

Sometimes children fail in school work because of a health condition. Unusual growth spurts or some undetected organic trouble may be using up a child's energy. He may be lacking in his source of energy because of malnutrition. In some cases failure is due to low mentality. The child is short in the mental equipment necessary to do the kind of abstract thinking required of him in most school experience.

The attendance officer may serve as a valuable resource in finding out which of the many causes are actually contributing to failure in a particular case. Once the cause is determined the attendance officer may begin work at that source. The home may have to make some

adjustments, the school may have to adapt its program to the needs of a child, the child himself may have to make basic changes, and all three may have to cooperate in many instances to correct the failure.

If the problem is recognized and attacked when the child first begins to experience failure in his work, preventive measures can be taken before the failure becomes so serious that it results in undesirable behavior problems of a social nature.

Children Exhibiting Antisocial Behavior—Lying, stealing, tattling, fighting, defying authority, swearing, cheating, destroying property, and committing sex offenses are, like poor attendance, symptoms of deeper, more serious conditions. The child may lie, not because he wishes to deceive, but because he has never learned to face reality. He may lie in an effort to achieve importance in the eyes of someone he admires, or he may be attempting to protect himself from scorn, indifference, or punishment. A child who steals may not need or desire the thing he steals, but may need the sense of power that comes from having done a dangerous thing or because he wants desperately to get something for someone he loves. The child who defies the principal, teachers, and parents may not be rebellious or resentful, but may be protecting his own or some friend's sensitive nature or injured pride. The child who draws ugly pictures or displays unusual interest in sex may, like the tattler or clown, be using the only way he knows to get attention or he may be groping helplessly for answers to his own questions about life.

The attendance officer may employ a number of techniques for discovering the under-lying causes of these behavior patterns. Visits to home and community may reveal the community and family attitudes toward sex, toward lying, and toward stealing. Information concerning his out-of-school associates and his opportunities for recreation will often give answers to behavior problems. The economic background of a child's family and the spending habits of his friends may furnish clues to causes of stealing, bragging, lying, and tattling.

The above paragraphs have intended to show that underlying causes of undesirable behavior may appear unrelated to the overt act. The attendance officer should gather much information before deciding too definitely on the cause. She may lead parents and teachers to see that planning a future that will supply the needs which a child feels and thus prevent further undesirable behavior is more important than providing punishment for a past offense.

When analyses of undesirable behavior problems are made it is usually found that the individuals involved are trying either to overcome or to offset some kind of insecurity they are experiencing. They

do not have the security which comes from being accepted in a worthy social group and from feeling that the contributions they are making are worthwhile. They need experiences in friendship, work, and play through which they may express themselves in wholesome ways.

Children Who Are Shy and Withdrawn. Children who are shy and who tend to withdraw from the group and find satisfaction in day dreaming or in being alone most of the time are not so apt to be referred to the attendance officer as children whose symptoms are more distracting to the whole group. These children may be in a more unstable state of mental health, however, than the children whose behavior is more objectionable. In some cases they may possess the same kinds of fears, worries, and hates as the rebellious children. They are not finding wholesome expression for their thoughts and they are not learning ways of living and working with groups. Their cases need careful study in all areas of their experience to determine what their problems are. If these children are referred for a study when they are young and before the behavior becomes a habitual pattern for the child it is much easier for the attendance officer to help discover the causes and effect desirable changes.

VIII. Relationship With Other School Personnel

Board of Education

In Kentucky, the Board of Education of a district represents the people. It is their duty to elect all school personnel upon the recommendation of the Superintendent of schools. Since the attendance officer's work is with all the people of the district, it should be his duty to report to the Board of Education at intervals. Most attendance officers find it convenient to submit a monthly report to the Board of Education containing some of the following items:

- (1) Number of pupils of census and school age of the district.
- (2) Number of gains and losses from other districts in the state and outside the state.
- (3) Number of pupils enrolled in school through the efforts of the attendance officer.
- (4) Description of the type of work that is being done by attendance officer.

Superintendent

The Superintendent is the chief administrative officer of the Board of Education. The success or failure of the school system often lies in his hands. Since the attendance officer is working directly under him, no decisions that involve administrative measures and

problems should be made without his consent. All cases involving tuition and residence should be referred to him and no court cases should be filed without his approval.

The Principal

Since all cases involving children originate in a particular school, the attendance officer should confer frequently with the principal. Barring the teacher, the principal is more familiar with the children and their problems than any one connected with the school system. All contacts with pupils or teachers in a school should be made through the principal, who is the head of the school and is responsible for its success or failure.

Teacher

The most important person to a good attendance program is the classroom teacher. Many of our problems are those of the teacher, rather than those of the pupil. Poor teaching is the basis of most of our truancy. The teacher is in daily contact with the pupils, and knows their weaknesses, their failures and ambitions. When problems arise, the teacher should call on the attendance officer for help. He should be able to give help in solving the problems of children. One of the first jobs should be to win the confidence of the teachers.

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SOME KENTUCKY ORGANIZATIONS

Automobile Club	American Legion
American War Mothers	Anti-Saloon League
Forty and Eight	Catholic Youth Organizations
Historical Society	Daughters of the American Revolution
American Red Cross	Democratic Women's Club
Rotary	Disabled American Veterans
Humane Society	D. A. V. Auxiliary
Future Farmers	Dorcas Society
Cooperative Club	Eagles
Junior Chamber of Commerce	Elks
Eastern Star	Goodwill Industries
Salvation Army	Altrusa Club
Community Chest	King's Daughters and Sons
Parent-Teacher Association	Kiwanis
American Association of University Women	Knights
Y. M. C. A.	Knights of Columbus
Future Farmers (Col.)	Business and Professional Women's Club
Women's Society of Christian Service	Ky. League of Women Voters
Junior Order of U. A. M.	Ky. Tax Research Association
Chamber of Commerce	Lincoln Club of Kentucky
Optimist	Mason
Lions	Modern Woodmen of the World
Junior League	Moose
Homemakers	National Society of Colonial Dames
Odd Fellows	Odd Fellows (Col.)
Queen's Daughters	Daughters of America
Rebeckha	Pilot Club
Social Hygiene Association	Garden Club
Sons of the Revolution	United Spanish War Veterans
Veterans of Foreign Wars	Ky. Birth Control League
W. C. T. U.	National Jewish Welfare
Girl Scouts	Ky. Farm Bureau
Y. W. C. A.	Republican Women's Club
United Daughters of the Confederacy	Utopia Club
4-H Club	White Shrine
Boy Scouts	

* This list does not represent all the organizations in Kentucky. It is an attempt to list a group of organizations that may be helpful to you in your work.

Instructions and Recommendations Governing Uniform Methods and Forms to be Used by the Attendance Officer

Census Enumerated Sheet (Form CA-1)—This form is used in making an actual canvass of the children between the ages of 6 and 18 living in a particular district. In the taking of the census, all pre-census children should be enumerated in order that the district may have a census of those who will become six in future years. Such a canvass should be made once every five years and more often in districts affected by a constantly shifting population. The principals and teachers are to assist the attendance officer in making a canvass of their district. Before this enumerating form is placed in the hands of the teacher it is extremely important that they be given specific instructions regarding the proper methods to be followed in securing and assembling the information needed. Plans to conduct the taking of a census should not be completed until they have been submitted to the Division of Census and Attendance for approval. Form CA-1 is furnished by the Division of Census and Attendance on request.

Permanent Census Records (Form CA-2)—This form is used for the purpose of keeping a continuous census record of each child between the ages of 6 and 18 legally residing in the district. This record is to be kept up-to-date for the entire census life of the child, and is to be kept on file in the district attendance office as a permanent record. The making and the future handling of each individual record shall be under the PERSONAL DIRECTION of the attendance officer. The permanent census cards should be removed from the files when they are no longer legally a part of the census and should be added when they become a part of the census. The count of cards should check with the monthly report submitted to the Department of Education.

Posting Data on the Cards:

School District—name of district over which board of education has supervision (Hart County, Trigg County, Dayton City, Henderson City, Cloverport Independent, etc.). This is not to be confused with census districts within a school district.

Name of Child—last name, first name, middle name (Hurst, John Henry).

Date of Birth—verify month, day and year and check authority for age as indicated. Birth records on file in local and county health units should be used to verify the age of each six-year-old child as he becomes of census age, provided, of course, birth occurred in the county. Questionable birth dates may be verified by applying to the Bureau of Vital Statistics, Louisville, Kentucky.

Street and Number, or Road—actual location of residence:—street and number if child lives in urban area; name of road, and R. F. D. number and name of farm for child living in rural section.

Census District—number of census division as determined by child's residence in subdistrict or in a specific area being served by an elementary school.

Date—month and year that data in each line were secured and posted.

Grade—Indicate grade classification for current year.

Date Entered—month/day/year that child reported to school during current year.

School Attending—give name of school. For children who are not attending school write NONE in this column and follow with code number in proper column indicating reason for non-enrollment.

Name of Person Child Lives With—to be filled in if child is residing with some one other than own mother or father (stepfather, stepmother, grandparents, uncle, aunt, etc.). Check living and relationship squares to permit future changes. NOTE: Each change of residence or school each year should be indicated. If no change has occurred such can be indicated by the use of ditto marks ("").

On Reverse Side:

Age—check up-to-date as of July 1 before commencing annual tabulation.

Grade Completed—check grade completed each year as card is posted.

School Enrolled In—check to permit change.

Remaining items on card are self-explanatory. IMPORTANT: Record complete information on back of card as to name of school or school district, location, and date for children moving into or moving out of district. This information furnishes ready reference on all children who have lived in other school districts since becoming of census age, and on all children of the inactive file who have moved from the district.

Filing Permanent Census Cards (CA-2)—Since the area of each school district is divided into census districts coterminous with areas being served by the elementary schools, it is recommended that the census cards be filed accordingly and arranged alphabetically within each census district. In the county school district and in the larger independent districts (census exceeding 1500) it is necessary that a Master or Index File be set up to control the main active census file. This Master File not only serves as a guide in locating the permanent census record of any individual child but assists in eliminating duplication of permanent census cards between census divisions of the main file. Small inexpensive cards are to be used for the Master File, not larger than 4"x6". These are not furnished by the state. These cards should contain the following data and be identical with Form CA-2 as to: (a) full name of child, (b) date of birth, (c) name of parents or guardian, and (d) address and census district name or number. In order for the Master File to exercise proper control of the census file, the cards must be grouped according to race (white and colored) and kept in strict alphabetical order for the district as a whole. Any change

made in the census file necessitates a corresponding change in the Master File.

To keep the permanent census file free from DUPLICATION it is necessary that the Master File be up-to-date at all times. Before a record card is added to the census the name must be carefully checked through the Master File and the census file. Most duplication results from carelessness in determination whether or not the record of a certain child has been previously filed. Be suspicious of all irregular names and nick-names (Buddy, Billy, Ted, Joe, Kate, etc.) and watch for surnames that vary in manner of spelling (Cavanaugh-Kavanaugh; Meyres-Myers; Rice-Reis; Stevens-Stephens; McLain-McLane, etc.). Children of mixed marriages frequently cause difficulty. When a child's surname differs from that of parent be sure to check both name divisions of the file. Children of the middle and upper age group reported as not being listed on the census, yet having no recent change of address, are apt to be filed under a slightly different name or in a different division of the file. The attendance officer is cautioned to be continually alert to the various sources of duplication in order to avoid needless discrepancies.

Inactive Census File (Form CA-2)—Census cards and master file cards for children who have transferred to other school districts, died or reached their eighteenth birthday are to be removed as soon as possible after information has been verified. The permanent census cards for such children should be placed in the inactive or dead file to be retained indefinitely. This file should be divided into two groups, and the cards in each group arranged in alphabetical order. The first group is to include over-age children and deaths. The second should contain cards for only those children who have left the district. This set-up for the inactive file is advised for convenience in looking up old records, and to make it possible for the records of children returning to their original district to be easily located, marked up-to-date, and returned to the active file. Before any card is placed in the inactive file, the age chart on the back of the card is to be checked up-to-date, notation of death and date if such has occurred, or new location and date withdrawn if child has moved to another district. Also, before the cards representing withdrawals from the active census are placed in the inactive file, a tabulation of losses must be made and later summarized for the monthly census report. Whether or not it is desirable to keep an inactive file of the master cards depends upon amount of filing space available.

Pre-Census File: Directly associated with the permanent census is the file for children who are under six years of age. Every available source should be checked to make this file as complete as possible. The most important sources of information for this file may be listed as (1) reverse side of enrollment card (Form CA-3), (2) birth certificates and records of local health units, (3) church registers, (4) list of pre-school children furnished by teacher. The form used for the pre-census record may be a card similar to that recommended for use in the Master File, so that if desired, this card can be made to serve the purpose of a master card when child attains census age. Data should be recorded on the pre-census card in the following order: (a) full name of child, (b) verified birth date (month/day/year), (c) name of father and name of mother, (d) residence address and subdistrict name or number, and (e) date information was obtained. This file is to be kept up-to-date at all times. Cards for children of families moving out of district must be removed. Cards for children of families moving in must be made out and inserted. Changes in permanent census file resulting from families moving in or out should be followed by a close inspection of the pre-census file in order that the corresponding changes can be made of the records of the younger children in such families. **Filing Arrangement:** Cards for children becoming six years of age during current year are to be separated from the others and filed according to month in which birthday occurs. The remaining cards should be filed in alphabetical order. This system of filing enables attendance officer to make up permanent census cards (CA-2) for those children becoming of census age each month, and furnishes the information called for in the monthly Census Report (Item B and Item K). **CAUTION:** make full verification of record of each pre-census child when sixth birthday is reached, and do not make up permanent census record card until this information is verified.

School Enrollment Card (Form CA-3)—This form is to be used by the teacher to report pupils enrolled in school. A card is to be filled out for each child and sent to the attendance officer immediately upon child's enrollment in school. A new enrollment card is to be made out at the beginning of each year in order to record such changeable data as residence, grade, date of entrance, name of person child lives with, etc. The card, when complete, should be the most important source of information in posting the permanent census record, and in keeping the pre-census file complete and up-to-date. Enrollment cards are to be filed in alphabetical order by schools, and should be retained for reference

purposes for at least two years. Teachers should be constantly reminded of the importance of reporting accurate and complete information on each card. In case of withdrawal or transfer, enrollment card is to be removed from active file, new location and date withdrawn noted at bottom of card, and filed in a special inactive file for enrollment cards. Although not required, it is desirable that new enrollment cards be filed for pupils transferring to another school within the same district, copies of the enrollment cards or lists containing similar information, should be supplied the attendance officer of the district wherein such children reside, during the first month of school. Extreme care must be taken to prevent the above mentioned children from becoming entered on the census of the district in which they attend school. Close cooperation of neighboring attendance officers is vital to the efficient administration of school census and attendance.

Notice of Transfer (Form CA-4)—Notice of Transfer shall be used by the principal or teacher in charge to report immediately the transfer of any pupil, whether within the school district or to another school district. This notice shall be made out in triplicate and all three copies sent the attendance officer. In the larger county school districts, it may be desirable for the attendance officer to fill out the Notice of Transfer on the basis of information furnished him on a mimeographed report to his office, which is filed by the principal or teacher at regular intervals. Such reports to the attendance officers should be made at least once each month. In case the transfer represents a change from one school to another school in the same school district, the attendance officer will send the original transfer notice to the principal or teacher of the school to which the child has transferred. Principal or teacher receiving transfer notice will immediately return same to the attendance officer stating whether or not the child has been located and has entered school. In case the transfer represents a change from one school district to another school district the attendance officer will keep the original transfer and send two copies to the attendance officer of the school district to which the child has reported to have moved. Upon location of the child the attendance officer will keep one copy and sign the other transfer notice in the space provided at the bottom and return same to the sending attendance officer. In case the child is not located within a reasonable period of time the attendance officer should return the transfer notice to the sending officer, stating that the child could not be located. The census record (Form CA-2), master card or pre-census card should be withdrawn from its place in the active file and attached to the

original of the transfer notice and when one of the transfer notices is returned the census records filed with the original should then be placed in the proper location in the dead file, except where transfer is from one school to another in the same school district. In the event the transfer notice is not returned within a reasonable length of time, the census record for the child or children involved should be placed in the dead file unless further investigation discloses that they are still in the school district. When a family moves the attendance officer must ascertain the names of every child of census age, remove the census records from the active file, and send out transfer notices for each child. It is not necessary for transfer notices to be filled out for children of pre-census age, but cards for these children moving from district must be withdrawn from pre-census file. Complete information as to new address of families which have moved is absolutely necessary in order that attendance officer who receives the transfers may be able to locate the family quickly. A mere statement of the name of the county, or city to which a family has transferred is not considered sufficient. More detailed information as to address is necessary for the efficient operation of the transfer setup. An attendance officer should keep in mind that there exist other sources of information on families moving, and he must rely upon these, especially during the period that school is not in session. Important sources of information are relatives, neighbors, merchants, mail carriers, moving companies, utility companies and newspapers, etc. The sooner the transfer notice is sent the quicker the family will be located. Under no circumstances should those transfers be permitted to accumulate until the close of the term. Upon receipt of a transfer notice from another attendance officer, the family must be located before census record cards and the master cards for these children are made out and placed in the active file. The following record of transfers received should be kept up-to-date as an aid in verifying those received by transfer in Item C, Monthly Census Report: name of child, date of birth, grade, district received from and date received. When a child is found without transfer an effort should be made to secure one from the district where he formerly lived.

Report of Withdrawals (Form CA-5)—The principal or teacher in charge of any school will use this form in reporting pupils who have presented valid reason for discontinuing school attendance. Valid reasons are to be found coded in the Teacher's Daily Register as D4 (pupils having passed compulsory school age and quit school), D5 (pupils issued work permits), and D7 (death, discharge, mar-

riage, graduation or permanent sickness or disability). This form must not be used to report children who have withdrawn to be transferred to another district.

Re-entrance Report (Form CA-6)—This form is to be used by teacher or principal to report to the attendance officer the re-entrance of a child reported as withdrawn according to above (Form CA-5), Code C-8, Teacher's Daily Register. NOTE—All other re-entries, coded C2 to C7 inclusive, are to be reported by means of Enrollment Cards Form (CA-3).

Absence Report (Form CA-7)—This form is used by the principal or teacher in reporting cases of absence to the attendance officer. Absences are to be indicated by encircling on the calendar the proper dates and placing in this space the code number found at the bottom of the report. This report is submitted to the attendance officer who makes the necessary investigation and records the results on the form. The attendance officer then makes a duplicate of this form and returns the original to the teacher. Future absence reports on the child and the results of future investigations are to be recorded on these same blanks. This method insures an accumulative record of absences on each child, and the results of attendance officer's investigation. Variations of this method of reporting absences are probably desirable in the larger school districts. In those school districts where it is impractical for the attendance officer to receive and investigate absences each day, a report could be filed with the attendance officer each week or every two weeks or every four weeks, depending upon the size of the district. Local attendance officers should develop mimeographed forms to be used by the teacher in making such reports. It is obvious that it is impossible for the attendance officer in large districts to make an investigation of all absences. Since the teacher is the person most interested in regular school attendance the first investigation of any absence should be made by the teacher, and the attendance officer's services required only in those cases where the teacher has been unable to obtain the desired results. It is a well known fact that a program of home visitation by the teacher reduces to a minimum the number of attendance problems.

If the above mentioned mimeographed form is used to report absences, it is desirable that space be provided on the reverse side for the reporting of changes in membership (information on transfers, withdrawals, re-entries, etc.). This obviates the necessity of distributing Form CA-4, 5 and 6 as well as CA-7, to the teacher, and the attendance officer is thus provided with the information necessary for these forms.

Other forms and suggestions for securing, recording and verifying up-to-date census information:

1. **The Census List:** Probably the best method of securing complete information promptly in county districts is the preparation of alphabetical lists of each census division to be submitted to the teachers. These lists as prepared from the census file by the attendance officer include such identifying information as name of child, date of birth, and names of parents, and call for such verifying information as school attendance, grade, new location, in cases of transfer, etc., to be filled in by the teacher.

The following is the suggested form that has been successfully used in a number of county districts:

Dear Teacher:

This is a list of your district census as we now have it. Please help bring it up-to-date by doing the following: Fill in the blanks opposite each name with the information requested. Add names of any children who have moved in, giving former address or district in last column. Add names of all children who will be six years of age on or before July 1, 19..... Add names of any children of census age belonging in your district who do not appear on original list. When adding new names be sure to give complete information as to date of birth and parents' names. Give name of person child lives with where he or she is not living with parents. If any children have moved from district, indicate new address and new district. If no information is available write UNKNOWN opposite name of child.

Name of Child	Date of Birth	Name of Parents	Here	School Attending	Grade	Moved to (Remarks)
Adams, Albert James	12/16/34	George-Mamie				
Adams, Betty Lee	6/ 9/27	Fred-Ethel				
Adams, Chas. Edward	9/18/31	George-Mamie				

For best results the census lists should be submitted to the teacher at the beginning of the term and returned to the attendance officer with the enrollment cards within the first two weeks of school. Similar lists should be made and submitted to the teachers shortly before the close of the term in order that unreported changes may be determined. This method of securing additional census information is recommended because it serves as a guide to teachers, helps attendance officers to make the necessary revisions in census file quickly, and it indicates those children of compulsory school age who have not enrolled in school.

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2. **Checking Teachers' and Principals' Regular Monthly Reports.** Items 2b, 3b, and 4b on teachers' and principals' monthly reports (see Teacher's Daily Register) should be carefully checked by attendance officer each month in order to confirm the reporting of all changes in membership that might affect the census. Item 2b, represents the new original entries for the current month. Item 3b, represents the number of re-entries for the current month. The principal or teacher in charge of a school will report these changes to the attendance officer by means of the enrollment card. The total number of new enrollment cards received from any school during the current month should be equal to the sum of items 2b and 3b on the monthly report. Item 4b, represents the number of withdrawals for the current month. A withdrawal which involves a change of residence and school is to be reported on Form CA-4, Notice of Transfer. Form CA-5, Notice of Withdrawal, is used to report withdrawals of pupils who permanently sever their connection with the school, in which a change of residence is not involved. Attendance officer should see that this item corresponds to the number of transfer and withdrawal notices received from any particular school during the current month.

3. **Maintaining Continuous Contact with all Sections of District:** The problem of securing needed information on changes of residence during the period in which school is not in session involves the establishment of contact with such person, who because of interest, long residence, position or business relationship, may be relied upon to supply accurate information. (See suggested sources of information—Notice of Transfer.)

Report of Cases in Court (Form CA-8)—The attendance officer will use this form to keep an office record of court cases. Each attendance officer should keep a file showing case history of each child.

Physician's Statement (Form CA-9)—The attendance officer shall require the parents or guardians to secure the statement of a physician in all cases of protracted illness, and in those cases wherein the attendance officer is in doubt as to the accuracy of the information given by the parent or guardian concerning the physical condition of the child. The attendance officer shall send copy of this statement to the principal or teacher in charge of the school. This statement of illness will also be accepted when signed by a public health officer.

Final Notice (Form CA-10)—This form is to be used only in extreme cases after repeated efforts have failed to secure compliance with the provisions of the attendance law. This form becomes ineffective when used in a flagrant manner. To be legal this notice must be served in person or delivered by registered mail. Legal proceedings must follow if terms of this notice are ignored. The following reasons may be accepted as valid excuse for the absence of a child from school:

1. Illness of child
2. Illness in family
3. Death in family
4. Reporting to court
5. Quarantine
6. Lack of sufficient clothing
7. Weather conditions

School Census Report (Forms CA-12 and CA-13)—Form CA-12 is used for the purpose of filing the Annual Census Report for County school districts; Form CA-13 serves a similar purpose for independent districts. The age of every child is to be calculated on the basis of last birthday occurring during the school year July 2, 1948, to July 1, 1949). A child born July 7, 1942, is to be listed in the same age group as a child born June 7, 1943. Do not group children according to year of birth for this report. The very important part of both CA-12 and CA-13 are the causes of non-enrollment of census age children. Enrollment plus non-enrollment should equal the number of children that is shown on the official census.

Attendance Officer's Contracts (Forms CA-14 and CA-14a)—These forms are to be used by local boards of education in contracting with their attendance officers. Form CA-14 is used by a local school district to contract with their attendance officer. Form CA-14a is used when the boards of two or more contiguous school districts unite to form one attendance district and employ one attendance officer.

Monthly Census Report (Form CA-16)—This report is to be sent to the Division of Census and Attendance, Department of Education, before the tenth of each month of the year. Hence, census report for January is due between the first and tenth of February. It covers changes which have occurred during the preceding calendar month. To enable attendance officer to best secure and record the information called for in this report the following suggestions are offered:

Official Census Reported on July 1.

Total Census at Beginning of month (Item A)—This figure must correspond to Item J on report of preceding month.

Number Becoming 6 Years of Age During Month (Item B)—Remove from pre-census file cards for all children reaching sixth birthday during month. (Filed in chronological order.) Verify record on each card, make out permanent census card (CA-2) and master file card. Tabulate, enter number on report and place in the active file.

Number Received by Transfer During Month (Item C)—Keep an up-to-date list of all children moving into district. Do not make out permanent census record for these children until enrollment cards have been filed by teacher, or information on transfer notice has been verified by person visit of attendance officer. Upon verification of this information SIGN AND RETURN TO ATTENDANCE OFFICER SENDING OUT NOTICE.

Number Found Without Transfer (Item D)—Keep an up-to-date list of all children of census age moving into district for whom no transfer notice was received. From this list make out and mail

notifications to attendance officer in district from which family moved. Do this once each month, using a plain post card for mailing such notices.

Number Becoming 18 Years of Age During Month (Item F)—Remove from permanent census file (in July) cards of all children who will become 18 years of age during the year (on or before July 1). File these cards in separate division of the active file according to months in which birthdays occur. This enables an attendance officer to quickly assemble the 18-year group for any particular month for tabulation in the Monthly Census Report, and for transfer to the dead file. (See Inactive File, page 777.)

Number Moving Out of School District (Item G)—Upon being notified that a child has moved from a school district, remove permanent census card and master card from active file. After transfer has been made out and notation made for this item on the Monthly Census Report, record new address and date moved. Where called for on back of census card. Cards for children moving may be permitted to accumulate for tabulation and not filed in the inactive file until the end of the month.

Number Deaths During Month (Item H)—Remove from census file and place with over-age group in the inactive file, after entering number on Monthly Census Report. For information on this group make careful check of death notices in local newspaper.

Number Becoming 6 on or before July 1 (Item K)—See instructions under pre-census file, page 720, regarding chronological arrangement of children reaching sixth birthday during current year. Verify each card that represents a child to become six years of age during year and tabulate for monthly report. Prepare and keep up-to-date schedule of the number to be six years of age each month in order to eliminate the necessity of tabulating these for each month.

Number Becoming 18 on or before July 1 (Item L)—See Item F, above. Tabulate for entire year. Schedule similar to six-year-olds mentioned above.

Teacher's Daily Register—Attendance officer should become thoroughly familiar with every detail of the Teacher's Register of Attendance as this record is the basis of all statistical data submitted to the Superintendent of Public Instruction. Attendance officer must be able to instruct teachers regarding the proper manner of keeping this record, and to quickly detect errors and omissions when book is turned in for inspection. Frequent examination of Teacher's Registers will insure greater efficiency in record keeping. Before annual report is made by teacher (p. 71-73), register should be turned in for final inspection. It should be checked for accuracy and completeness with special attention to the following items: (1) Coding, source and cause of withdrawal of pupils (columns three and four to be checked against cumulative totals in monthly report summary; (2) Number of days actually taught each month; (3) Daily attendance totals entered for each month; (4) Data for transported and non-transported pupils; (5) Sum of annual totals (columns 38, 39 and 40, pages 31 and 55) are to balance with totals in summary of monthly reports

(p. 69, items 6, 7 and 8); daily attendance and daily membership averages must always be computed by dividing the aggregate totals by the number of days taught carrying out the results to the nearest hundredth.

The importance of following directions and keeping this register complete and up-to-date cannot be too strongly emphasized. Much can be accomplished if teachers will study carefully the instructions in the front of the book before actual school work begins.

Monthly Absence Report (Form CA-17)—The use of this report is optional. A supply can be obtained from the State Department of Education. The report is submitted by the teacher or principal of a school to the superintendent. It represents a summary of the monthly absences in a school, by grades, sex and cause of absence.

Monthly Absence Report (Form CA-18)—At times the State Department of Education may request reports of the causes of absence, by grade and sex. When it does, CA-18 forms will be sent the district together with CA-17 forms to be distributed to individual schools in the district.

Principal's Monthly Report to Superintendent (Form CA-19)—This report is prepared in duplicate at the end of each month. One copy is submitted to the superintendent of the district. The other copy is to be filed for use in preparing Principal's Annual Report. The report covers the school's enrollment, attendance and membership for a month.

Principal's Annual Report (Form CA-20)—This report covers the year's enrollment, attendance and membership of schools which have principals. It is made in triplicate, one copy to be kept in the principal's files, two copies to be sent to the district superintendent's office at the end of the school year. The district superintendent uses the report in preparing his tabulation sheets, which, in turn, are the basis for information submitted on the Annual Statistical Report, Form CA-55, Part III. One copy of the Principal's Annual Report for each school with a principal is submitted to the State Department of Education with the annual Statistical Report.

Annual Report—Statistical (Form CA-5, Part III)—This report represents the district superintendent's annual summary of personnel activities in his district. It covers administrative, other non-instructional, instructional and pupil personnel. It also summarizes enrollment, attendance and membership for the district. The report is prepared in duplicate, with one copy to be submitted to the State Department of Education by July 15. Tabulation sheets are sent to the superintendent to be used in summarizing data presented on the Annual Statistical Report. One copy of each tabulation sheet so used is sent to the State Department of Education with the statistical reports.

Annual Report—Transportation (Form A-55, Part IV)—This report, to be prepared in duplicate, is presented with the Annual Statistical Report, Part III, to the State Department of Education by July 15. One copy is retained in the superintendent's files. It covers the school year's transportation activities in the district.

Annual Report—Buildings and Grounds (Form A-55, Part V)—This report, to be prepared in duplicate, is presented with the Annual Statistical Report, Part III, to the State Department of Education by July 15. One copy is kept in the superintendent's files. It covers the school year's building situation in a district.

CHILD LABOR LAW

Procedures For Issuing Employment Certificates

Under the new Child Labor Law which became effective on June 17, 1948, four types of certificates are provided for:

General Employment Certificates

These certificates authorize full-time regular employment of minors 16 and 17 years of age, who have left school. They are also to be used for employment outside school hours and/or vacation employment of 16 and 17-year-old minors. These certificates are to be used for minors under 16 **only** if such minors have completed high school and are to be employed full time.

Vacation Employment Certificates

These certificates are to be used for minors 14 and 15 years of age who are to be employed outside school hours or during vacation.

Special Employment Certificates

These certificates may be issued for minors 14 and 15 years of age who have been adjudged (under special regulations prescribed by the Superintendent of Public Instruction and the Commissioner of Industrial Relations) incapable of profiting from further instructions available. When issued they authorize employment during school hours as well as outside school hours.

Age Certificates

These certificates are to be issued for minors 18 to 21 years of age upon request.

Issuance of General Employment Certificates (Form H-1) for Minors 16 and 17 Years of Age

Before issuing certificates, the issuing officer must have received, examined, approved, and filed the following:

1. Promise to Employ (Form A)
2. School Record (Form E)
3. Certificate of Physical Fitness signed by the Public Health Officer or Physician (Form G)

4. Proof of Age required in order designated (Form C. or D, or E, F, and G)
 - a. Birth Certificate or transcript thereof
 - b. Baptismal Record or transcript thereof
 - c. Record in Family Bible, or Passport, or insurance policy at least one year old
 - d. School record, together with parent's affidavit, plus physician's statement of probable age based upon examination.

After the above information has been secured, and if the employment is legal, the proof of age satisfactory, and other conditions are complied with, such as hours of work, the issuing officer will make out the employment certificate in triplicate with ink or typewriter. The original copy is to be mailed to the employer, the duplicate is to be forwarded within one week after issuance to the State Department of Industrial Relations, Frankfort, Kentucky, and the triplicate is to be retained in the files of the issuing officer.

The employer is required to return the certificate to the issuing officer when the minor leaves his employment. Another certificate should be issued for every subsequent position obtained by the minor, and marked as a reissue.

Issuance of Vacation Employment Certificates (Form H-2) for Minors 14 and 15 Years of Age.

Vacation Employment Certificates authorizing the employment of 14 and 15-year-old minors outside school hours and during vacation may be issued only for minors accompanied by a parent, guardian, or person having control or custody of such minors.

The procedure outlined above for issuing general employment certificates is to be followed.

Issuance of Special Employment Certificates (Form H-3) for Minors 14 and 15 Years of Age Adjudged Incapable of Profiting by Further Instruction Available.

Special Employment Certificates may be issued only after it has been determined in the manner specified in the regulations of the Commissioner of Industrial Relations and the Superintendent of Public Instruction that the minor for whom such certificate is issued is incapable of profiting by further instructions available. The parent or guardian must accompany the minor when making application for Special Employment Certificate. Special Employment Certificates are then issued according to the procedure outlined above for the issuance of general employment certificates, except that a schooling record is not required.

Issuance of Age Certificates (Form H-1) for Minors 18 to 21 Years of Age.

Age certificates are to be issued upon request for minors 18 to 21 years of age upon presentation of the same proof of age as is required for General Employment Certificates. The employer's statement, the physician's statement of physical fitness, and the schooling record are not required. The Age Certificate may be given to the minor and may be used by him for employment subsequent to the employment for which he originally obtained the certificate.

Record Keeping:

Each issuing officer is responsible for the keeping of records in his office on all certificates he issues. Form **B** is a convenient office record sheet for this purpose. To this should be attached the "Promise to Employ", the "Certificate of Physical Fitness", and transcript of evidence of age used as a basis for each certificate issued for that minor, as well as any information showing that preferred evidences of age were not available when the certificate is issued on documentary evidence, other than a birth certificate. If copies of certificates are retained, or certificates have been returned from previous employers, these would also be attached to the office record sheet. These records are filed alphabetically. Some offices find it very helpful to keep a notebook record of all certificates issued on a chronological basis, giving pertinent information—(a) date of issuance, (b) name and address of minor, (c) name and address of employer, (d) occupation, and (e) evidence of age accepted.

Minors who are to be Employed Outside of the State of Kentucky.

If a minor who is to be employed in another state applies to a Kentucky school official for an employment certificate or an age certificate, the school official should not issue such certificates, but should give the minor Form **E**, "Request for School Record of Age and Grade"—properly executed if the minor attended school in the locality. At the same time, he should advise the minor to take this form, with adequate proof of his age (a birth certificate, if available, or other documentary proof of age) with the Form **E** to the town or city in the other state in which he wishes to be employed. He should apply there to the proper official for the certificate issued under the laws of that state.

If the minor did not attend school in the Kentucky community in which he is applying for a certificate, the school official should give him Form **E** advising that he send it, or take it, to the locality

in which he did attend school, and request that it be filled out. Any assistance that school officials can give minors in this respect will be of help in seeing that they are properly certificated in the state in which they expect to work.

See statutes for minimum ages appropriate to certain jobs, for hours of work permitted, and other regulations and requirements.

Note that:

No certificate may be issued for minors under 14.

No certificate may be issued for employment of minors under 16 in, about, or in connection with any manufacturing or mechanical establishment or for a number of other occupations, as set out in the statute.

Certificates may not be issued for minors under 18 in a number of hazardous jobs specifically set out in the statute.

Certificates may not be issued for employment during school hours of minors under 16 except under the special regulations prescribed by the Commissioner of Industrial Relations and the Superintendent of Public Instruction.

ISSUANCE OF SPECIAL EMPLOYMENT CERTIFICATES

for children 14 or 15 years of age found incapable of profiting from further instruction available under regulations issued by the Commissioner of Industrial Relations and the Superintendent of Public Instruction, in accordance with Laws of 1948, Ch. 339.

Chapter 339, Laws of 1948, provides that a special employment certificate may be issued to a child of 14 or 15 who is incapable of profiting from further available school instruction, upon compliance with the same requirements as in the case of regular employment certificates, except that the schooling record shall not be required. The determination that the minor cannot profit from further instruction available is to be made in such manner as may be specified by the Commissioner of Industrial Relations and the Superintendent of Public Instruction acting jointly.

The provision for special employment certificates should not be so interpreted as to defeat the main purpose of the law—that children shall be 16 to leave school for employment. It is intended to apply to a limited number of children. A minor able to benefit from available instruction must be 16 years of age to obtain an employment certificate.

Types of Cases in Which Applications for Special Employment Certificates May be Made:

- (1) For child 14 or 15 years of age of retarded mental development who is enrolled in a school in which there is no special class for children with retarded mentality or in which it is not feasible to provide such class or individual instruction so that the child might be able to benefit from instruction.
- (2) For child of 14 and 15 of retarded mental development who has some other handicap, as emotional instability, which with his retarded development, makes it impossible for the child to benefit from available instruction either in regular or special classes.
- (3) For a child 14 or 15 who has been attending special classes or receiving special instruction under KRS Section 157.200 (2) and Section 157.230, but who has been found unable to profit from such instruction, and other adaptations in instruction are not feasible or possible.

Determination that Child is Incapable of Profiting from Further Instruction Available and Issuance of Special Employment Certificate.

All requests for special certificates should be referred to and carefully considered by the local superintendent of schools. When

any child goes to work, he leaves the protective influences of the school, where the major concern is the development and training of children, and goes into environment where the major concern is advancement of the employer's business. The issuance of a special certificate should be recommended by the superintendent, therefore, only when he is convinced that the schools can no longer contribute to the child's development.

If the superintendent believes that a special certificate should be issued he shall fill in and submit Form H-3A to the Division of **Census and Attendance** which shall include his recommendation for issuance of such a certificate, show what facilities are available for special instruction and what efforts have been made to give the child training suitable to him in terms of his handicap. For example, a child with a reading difficulty needs remedial help, not **release from school and a job**. The superintendent's recommendation should be accompanied by (1) a supplemental record of the physician's examination on form G-1, which the issuing officer shall require in addition to Form C—Certificate of Physical Fitness and Apparent Age, for any child for whom a special employment certificate is requested, and (2) the confidential report of a child guidance clinic or other examiner, where such service is available. Some superintendents may be able to obtain cooperation of nearby universities or State colleges in examining a child.

In case the services of a child guidance clinic, or other examiner, are not available, the superintendent shall indicate in Form H-3a the records of mental and achievement tests given the child. It is suggested that the California Test of Mental Maturity or other recognized mental test be used to determine the child's mental status.

In questionable cases the superintendent may wish to avail himself of committee advice, in making his recommendations. The membership of such a committee might consist of such persons as the Attendance Officer or visiting teacher, the county child welfare agent, the school or public health doctor, and the elementary **supervisor**.

The Director of the Division of Census and School Attendance and the Director of Education for Exceptional Children shall pass upon all recommendations for issuance of special employment certificates. If they are of the opinion that the child is unable to profit from further instruction available, and that the work is such that a child of his capacity may be permitted to undertake it, they shall authorize the issuing officer to issue a special employment cer-

tificate, to be numbered as directed. The said directors shall consult the Department of Industrial Relations on the suitability and legality of the proposed work.

The issuing officer will, upon receipt of such authorization, issue the special employment certificate, following the procedures for issuing a general employment certificate.

The Division of Census and Attendance shall maintain a file of all the recommendations received for the issuance of special employment certificates and shall maintain a record showing the action taken in each case and the number of the certificate issued. Where applications are refused, a record of the reasons for such refusal shall be kept.

Types of Occupations for Which Special Employment Certificates May be Issued:

No such certificate shall authorize employment of a minor in or in connection with a manufacturing or mechanical establishment, or in any occupation prohibited for minors under 16 years of age. Nor shall a special employment certificate be issued unless the work available and supervision under which it will be performed are such that the job appears suitable and safe for the child to undertake.

Reissuance

In case of request for reissuance of special certificate, it will not be necessary to submit a new report from a child's guidance clinic or other examiner and on Form H-3A only identifying information on proposed new job and superintendent's recommendation need be filled in.

Follow Up of Children Issued Special Certificates

It is urged that the Superintendent of Schools through the attendance officer, visiting teacher or other appropriate person or agency follow up on all children issued special employment certificates to assist them in adjusting to their jobs.

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