# THE SCHOOL ATTENDANCE SERVICE

# IN AMERICAN CITIES

By

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May _____, 1923

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NOTE.

Although all the typewritten matter and several of the "Figures" (charts and samples) are embodied in this copy, many of the "Figures" are lacking. For these, the reader is referred to the ORIGINAL COPY which is complete in every particular.

F. V. B.

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# CHAPTER I

## THE SCHOOL ATTENDANCE PROBLEM

### Introduction

An American school board member, speaking in a meeting of the National Education Association six years ago, said, "Democracy first, or safety first, or America first -- all mean children first." No greater amount of educationally significant truth could have been expressed in so small a space. For, those who have kept pace with the progress of American public school education will have little disposition to argue the claim that the child has decidedly become the center of gravity in all educational endeavors.

The modern "tests" movement, for example, progressed with tremendous rapidity because the educators of the country saw that it was fundamentally a movement to give the school child a square deal. They saw that the results of intelligence tests provided an approximation of the child's mental level, and that this serves as a better basis for the intelligent direction of his training. They saw that standardized achievement tests, among other things, minimized, and tended to eliminate the chance, variable, and sometimes biased, judgments of the teacher in evaluating the pupil's work. The use of both of these types of tests in prognosis and in school reorganization is greatly an effort to conserve the child's talent so that it may be put to maximum usefulness for himself, his fellows and his state.

Consider, as another example, the almost phenomenal advance in modern school building construction. The careful, scientific scrutiny with respect to proper lighting, ventilating and heating; the provisions for all kinds of protection and service systems; the standardization

and differentiation of various types of class rooms, special rooms, gymnasia, etc; the painstaking care in securing adequate equipment; and the improvement in the general architectural features of public school buildings, -- all these grew out of the desire to give fair play to the child to be educated in order that the mission entrusted to the public schools might be more nearly fulfilled.

And so on down the list. The movement for better grade of teachers and for higher salaries, though in not a few places accompanied by the cry, "For a better teaching profession!" -- greatly as this is to be desired -- was at bottom really for the sake of a better educational product, the schooled child. The same is true of the movements for playgrounds, health programs, vocational courses, special classes and schools, improved administrative organization and supervision, adequate child-accounting, etc.

Consequent upon this ascendency of the child in the scheme of educational procedure, there has gradually developed a shift in the relative values attached by school administrators to the numerous problems that confront them. To the problems of organization, of the physical plant, of teachers and of finances, which formerly constituted and to some extent even today constitute, the school superintendent's only "big tasks", there has been added a group of pupil-problems that promise, in the near future, to relegate the other groups to places of secondary consideration. Along with these developments, experience has indicated that the solution of these pupil-problems demands a higher type of professional knowledge and skill than is characteristic of the average superintendent of city schools. Where the welfare of the child is made the acid test for all administrative programs and policies, educational administration is becoming an art.

It must always be borne in mind that the solution of these pupil-problems, like that of other groups of problems, is only a means to the bigger goal, a healthy, normally developed American boy or girl, whose life will be socially useful because it is a functioning embodiment of intellectual vigor, economic efficiency and civic righteousness. However, as a group, these pupil-problems are directly and more intimately concerned with the child, and their solution is a sort of an immediate end; for better organization, an excellent school plant, skilled and well-paid teachers and adequate finances are all desired only that they may minister effectively to a more efficient solution of these pupil-problems.

## The Problem of this Study

The present study deals with one of these pupil-problems and with one of the least studied of them -- school attendance. Bonner, an expert in educational statistics, is authority for the statement that one-fourth of all the children enrolled in the schools of the United States " play hookey" every day.[1] This means that over five millions of children are out of school every day. This is only one gross result of the school attendance system of the country. We will presently look into other figures more specific than this which will give us an appreciation of the importance of this problem. But before proceeding further, let us interpose a few definitions of terms that are quite generally used throughout this discussion. Certain terms are defined as they occur, but the few terms below need to be defined at this point.

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1. Bonner, H. R.: The Conviction of Legislators for Failure to Enact Effective Compulsory Attendance Laws, American School Board Journal, February, 1923, p.45.

We will use the term attendance officer as a sort of a common, generic name to designate any person in charge of, or whose main work is in connection with, the school attendance service in the public schools, regardless of whether such a person is officially designated by that term.[2] The term does not, of course, cover stenographers, clerks, etc. connected with the attendance officer's office.

Public schools mean those schools established and maintained under government auspices, supported from public funds. For this study, they include only the kindergarten, elementary and high schools, and not the college or university, even though, as in some places, the public school system includes these collegiate institutions.

The term non-public schools designates all schools other than public, and includes those schools commonly known as parochial and private schools. For this study, non-public school pupils consist of those in non-public kindergartens, elementary, secondary, commercial and business schools.

An age-period is here used to designate time span in years. All age-period figures used in this study are not inclusive, unless specifically stated as such. Thus, the age-period 7-16 means from the beginning of the seventh year to the beginning of the sixteenth year. This is, in reality, 7-15 inclusive.

Let us now consider table No. 1 which assembles three sets of figures regarding enrollment and attendance in the United States for 1920, the latest published figures available[3] and, for practical purposes, useful enough as general pointers.

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2. An actual count of the official titles of 529 attendance officers from all cities here studied, showed that 346 were officially designated as "attendance officer"; 169 as "Truant Officer"; 7 as "School Visitor" or ("Visiting Teacher"); 2 as "School Nurse"; 2 as "County Welfare Officer"; and 1 each as "Placement Officer"; "Cooperative Agent"; "Coordinator". The term attendance officer seems more appropriate and the tendency is to use it to supplant the other titles used.

3. From Bulletin, U. S. Bureau of Education, No. 29, 1922.

SIGNIFICANT FIGURES ON SCHOOL ENROLLMENT AND ATTENDANCE, 1920*
(By states arranged by geographical divisions)

| States | % school population enrolled in public schools | Rank | % of those enrolled in aver. daily attend. | Rank | % school population in daily attend. | Rank |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| CONTINENTAL U. S. | 77.8 | | 74.8 | | 58.2 | |
| EASTERN STATES: | | | | | | |
| 1. Connecticut | 80.3 | 22 | 78.5 | 17 | 63.0 | 18 |
| 2. Maine | 76.3 | 29 | 84.2 | 3 | 64.2 | 15 |
| 3. Massachusetts | 71.3 | 41 | 83.4 | 4 | 59.4 | 26 |
| 4. New Hampshire | 64.3 | 46 | 82.9 | 6 | 53.4 | 37 |
| 5. New Jersey | 77.4 | 27 | 80.1 | 9 | 62.0 | 19 |
| 6. New York | 72.8 | 38 | 79.2 | 11 | 57.6 | 30 |
| 7. Pennsylvania | 71.5 | 40 | 78.6 | 15 | 56.2 | 32 |
| 8. Rhode Island | 65.4 | 45 | 78.5 | 16 | 51.3 | 41 |
| 9. Vermont | 75.4 | 34 | 81.2 | 7 | 59.6 | 25 |
| Average for Eastern | 72.5 | | 80.3 | | 58.5 | |
| SOUTHERN STATES: | | | | | | |
| 10. Alabama | 74.1 | 32 | 64.5 | 44 | 47.8 | 46 |
| 11. Arkansas | 66.7 | 14 | 67.5 | 42 | 57.8 | 29 |
| 12. Delaware | 73.3 | 36 | 71.1 | 35 | 52.1 | 40 |
| 13. Florida | 82.6 | 19 | 73.6 | 27 | 60.8 | 22 |
| 14. Georgia | 74.0 | 33 | 67.6 | 41 | 50.0 | 43 |
| 15. Kentucky | 76.2 | 30 | 64.0 | 45 | 48.8 | 44 |
| 16. Louisiana | 63.5 | 47 | 72.3 | 33 | 45.9 | 47 |
| 17. Maryland | 66.9 | 44 | 72.6 | 30 | 48.5 | 45 |
| 18. Mississippi | 69.8 | 42 | 65.0 | 46 | 44.0 | 48 |
| 19. North Carolina | 82.4 | 20 | 68.5 | 39 | 56.5 | 31 |
| 20. South Carolina | 83.9 | 17 | 69.3 | 37 | 58.2 | 28 |
| 21. Tennessee | 87.6 | 11 | 73.8 | 26 | 64.6 | 13 |
| 22. Texas | 73.4 | 35 | 72.0 | 34 | 52.8 | 39 |
| 23. Virginia | 73.3 | 37 | 69.5 | 36 | 50.9 | 42 |
| 24. West Virginia | 79.8 | 23 | 74.1 | 25 | 59.1 | 27 |
| Average for Southern | 78.5 | | 69.5 | | 53.8 | |
| GREAT LAKES STATES: | | | | | | |
| 25. Illinois | 72.1 | 39 | 84.8 | 1 | 61.1 | 21 |
| 26. Indiana | 79.4 | 24 | 80.7 | 8 | 64.1 | 16 |
| 27. Michigan | 79.3 | 25 | 75.4 | 22 | 59.8 | 24 |
| 28. Ohio | 76.6 | 28 | 79.2 | 12 | 60.7 | 23 |
| 29. Wisconsin | 68.2 | 43 | 79.3 | 10 | 54.0 | 36 |
| Average for Great Lakes | 74.7 | | 79.8 | | 59.9 | |
| GREAT PLAINS STATES: | | | | | | |
| 30. Iowa | 86.1 | 13 | 78.8 | 14 | 67.8 | 8 |
| 31. Kansas | 87.9 | 10 | 76.1 | 21 | 66.8 | 10 |
| 32. Minnesota | 81.8 | 21 | 78.4 | 18 | 64.1 | 17 |
| 33. Missouri | 78.3 | 26 | 79.0 | 13 | 61.8 | 20 |
| 34. Nebraska | 90.5 | 8 | 74.6 | 24 | 67.5 | 9 |
| 35. North Dakota | 84.6 | 15 | 76.3 | 20 | 64.6 | 14 |
| 36. Oklahoma | 92.6 | 4 | 60.4 | 48 | 55.9 | 33 |
| 37. South Dakota | 82.9 | 18 | 67.3 | 43 | 5518 | 34 |
| Average for Great Plains | 85.5 | | 73.3 | | 63.0 | |
| WESTERN STATES: | | | | | | |
| 38. Arizona | 88.0 | 9 | 60.7 | 47 | 53.4 | 38 |
| 39. California | (1) | — | 69.1 | 38 | 70.8 | 3 |
| 40. Colorado | 95.0 | 1 | 68.2 | 40 | 64.7 | 12 |
| 41. Idaho | 94.8 | 2 | 73.5 | 28 | 69.6 | 5 |
| 42. Montana | 92.2 | 5 | 72.5 | 32 | 66.8 | 11 |
| 43. Nevada | 91.5 | 7 | 75.3 | 23 | 68.9 | 6 |
| 44. New Mexico | 75.4 | 31 | 73.0 | 29 | 55.0 | 35 |
| 45. Oregon | 84.1 | 16 | 90.4 | 1 | 76.0 | 1 |
| 46. Utah | 87.2 | 12 | 83.3 | 5 | 72.6 | 2 |
| 47. Washington | 94.1 | 3 | 72.6 | 31 | 68.3 | 7 |
| 48. Wyoming | 91.6 | 6 | 77.2 | 19 | 70.7 | 4 |
| Average for Western | 81.3 | | 74.0 | | 66.9 | |

Data for columns 2, 4 and 6 were taken from Bulletin, U. S. Bureau of Education, 1922, No. 29.

Meaning all children 5 - 18 years of age.

1) Reported as 102.5% by state department of public instruction.

Column 2 of table No. 1 shows that for the continental United States, only 77.8 per cent of the school population[4] were enrolled in the public schools. This means that 22.2 per cent of those who were eligible to attend the public schools never enrolled in them. Allowance, should, of course, be made for those of the school population who, for the same period, were enrolled in non-public schools; and, in places where the kindergarten had not yet become part of the public school system, for the number of five-year-olds who did not, because they could not, attend the public schools. The total number of pupils enrolled in non-public schools for the same period was 2,034,642,[5] which was only 7.7 per cent of the total school population. No data are available of the number of five-year-olds not enrolled, but the fact that in 1920 there were 7,835 kindergartens[6], public and private, enrolling 11 per cent of children 4 to 6 years of age, might help in an approximation. At any rate, one may be certain that after due allowances have been made for these two classes of pupils, a considerable percentage of the school population still remains unaccounted for, even as far as enrollment only. Column 2 of the table referred to shows the corresponding percentages for each of the states arranged according to the geographical grouping,[7] which will be used throughout this study in the presentation and discussion of our data. Note the range from 63.5 per cent in Louisiana to 95 per cent in Colorado. The Great Plains states lead in geographical percentile averages, with 85.5 per cent. They are followed in order by the Western states, 81.3 per cent; Southern states, 78.5 per cent; Great Lakes states, 74.7 per cent; and the Eastern states, 73.5 per cent. The rank of each state based on these percentages is indicated in the table under column 3.

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4. Meaning here children 5 to 18 years of age.
5. Bulletin, U. S. Bureau of Education, No. 29, 1922, p.10.
6. Bulletin, U. S. Bureau of Education, No. 22, 1922, p.2.
7. This is the geographical grouping used by Evenden in his study on "Teachers' Salaries and Salary Schedules", N.E.A. Commission Series, No.6,1919, p.9.

The second set of figures (columns 4 and 5) constitutes one important index of the holding power of the schools. We see in column 4 that for the continental United States, only 74.8 per cent of those enrolled were in average daily attendance. For the individual states, the percentages ranged from 60.4 per cent in Oklahoma to 90.4 per cent in Oregon; and for the geographical divisions, the Eastern states lead with 80.3 per cent. Each state has been given a rank on the basis of these percentages, and the rankings are indicated in the table under column 5.

The third set of figures (columns 6 and 7) represents data similar to the second set, except that the former figures have been reduced absolutely, i.e. in terms of the total school population instead of enrollment. This naturally produces a general lowering of the percentages, but the figures thus resulting are of more significance from a real and ultimate perspective. On this basis, we learn, in column 6, that only 58.2 per cent of the total school population were regularly attending school on the average. Of course, the same allowances need be made here as those suggested for the figures in columns 2 and 3, but it is probable that the causes which produced the disparity between the percentages of the figures in columns 2-3 and 4-5 would also be in operation, equally at least, if not to a greater degree, in the non-public schools. The range in the absolute attendance percentages, column 6, is seen from 44.0 per cent in Mississippi to 76.0 in Oregon. In this connection, it may be noted that while Oregon ranked only 16th in enrollment (column 3), she maintained a consistent first place in both the attendance figures (columns 5 and 7). One begins to wonder whether her great need at the time was a better school enumeration system. Note also that the Southern states had the lowest percentages in both of the attendance figures.

FIG. I. - THE STATES ARRANGED ACCORDING TO THEIR RANK IN THREE SIGNIFICANT ITEMS ON SCHOOL ENROLLMENT AND ATTENDANCE, 1920. (Based on Table No. 1.)

| Rank | Per cent of school population[1] enrolled in public schools | Per cent of those enrolled in average daily attendance | Per cent of school population[1] in average daily attendance | Rank |
|---|---|---|---|---|
| 1 | Colorado | Oregon | Oregon | 1 |
| 2 | Idaho | Illinois | Utah | 2 |
| 3 | Washington | Maine | California | 3 |
| 4 | Oklahoma | Massachusetts | Washington | 4 |
| 5 | Montana | Utah | Idaho | 5 |
| 6 | Wyoming | New Hampshire | Nevada | 6 |
| 7 | Nevada | Vermont | Washington | 7 |
| 8 | Nebraska | Indiana | Iowa | 8 |
| 9 | Arizona | New Jersey | Nebraska | 9 |
| 10 | Kansas | Wisconsin | Kansas | 10 |
| 11 | Tennessee | New York | Montana | 11 |
| 12 | Utah | Ohio | Colorado | 12 |
| 13 | Iowa | Missouri | Tennessee | 13 |
| 14 | Arkansas | Iowa | North Dakota | 14 |
| 15 | North Dakota | Pennsylvania | Maine | 15 |
| 16 | Oregon | Rhode Island | Indiana | 16 |
| 17 | South Carolina | Connecticut | Minnesota | 17 |
| 18 | South Dakota | Minnesota | Connecticut | 18 |
| 19 | Florida | Wyoming | New Jersey | 19 |
| 20 | North Carolina | North Dakota | Missouri | 20 |
| 21 | Minnesota | Kansas | Illinois | 21 |
| 22 | Connecticut | Michigan | Florida | 22 |
| 23 | West Virginia | Nevada | Ohio | 23 |
| 24 | Indiana | Nebraska | Michigan | 24 |
| 25 | Michigan | West Virginia | Vermont | 25 |
| 26 | Missouri | Tennessee | Massachusetts | 26 |
| 27 | New Jersey | Florida | West Virginia | 27 |
| 28 | Ohio | Idaho | South Carolina | 28 |
| 29 | Maine | New Mexico | Arkansas | 29 |
| 30 | Kentucky | Maryland | New York | 30 |
| 31 | New Mexico | Washington | North Carolina | 31 |
| 32 | Alabama | Montana | Pennsylvania | 32 |
| 33 | Georgia | Louisiana | Oklahoma | 33 |
| 34 | Vermont | Texas | South Dakota | 34 |
| 35 | Texas | Delaware | New Mexico | 35 |
| 36 | Delaware | Virginia | Wisconsin | 36 |
| 37 | Virginia | South Carolina | New Hampshire | 37 |
| 38 | New York | California | Arizona | 38 |
| 39 | Illinois | North Carolina | Texas | 39 |
| 40 | Pennsylvania | Colorado | Delaware | 40 |
| 41 | Massachusetts | Georgia | Rhode Island | 41 |
| 42 | Mississippi | Arkansas | Virginia | 42 |
| 43 | Wisconsin | South Dakota | Georgia | 43 |
| 44 | Maryland | Alabama | Kentucky | 44 |
| 45 | Rhode Island | Kentucky | Maryland | 45 |
| 46 | New Hampshire | Mississippi | Alabama | 46 |
| 47 | Louisiana | Arizona | Louisiana | 47 |
| 48 | * | Oklahoma | Mississippi | 48 |

[1] Means children 5-18 years of age.
* Only 47 states reported here. See Table No. 1, California, for this item.

Figure I shows the states according to their rank in these three enrollment and attendance figures.

We have more encouraging figures, however, when we consider the school attendance of those children within the absolute legal compulsory age-period, which for the United States is generally 7-13 years inclusive. By the absolute legal compulsory age-period is here meant that age-period during which no child-employment is permitted by law. During this period, the child must attend school unless exempted on other legal grounds than employment. Table No. 2 shows the percentages attending school of children within this absolute compulsory age-period. This table shows that for the continental United States, 90.6 per cent of these pupils are "attending school". This is a high enough percentage if we can only be sure just what is meant by "attending school", especially from the standpoint of regularity and aggregate length during the school year. The facts of this table are represented by the map, Figure II. The states in white (blank) are those having 95 per cent or over of their 7-13 children attending school. Those in solid black are those having from 75 to 79.99 per cent of their 7-13 children attending school based on the figures of table No. 2. The states in other shadings may be understood from the legend indicated on the map.

It might be interesting to attempt to analyze and explain the high percentages in table No. 2, but we have no purpose of doing that here. There would be, undoubtedly, many complex factors entering into such an analysis and explanation. However, we wish to caution the reader against a possible hasty conclusion that these figures (table No. 2) constitute a prima facie evidence of effective enforcement of compulsory education laws in those states, without a more careful examination of them and other attendant factors. Neither do we suggest the possibility of a conclusion on the negative side.

TABLE NO. 2

PER CENT ATTENDING SCHOOL OF ALL CHILDREN WITHIN THE ABSOLUTE COMPULSORY AGE-PERIOD * AND RANK FOR EACH STATE IN 1920. #

(By states according to geographical divisions)

| States | Per cent attending school* | Rank |
|---|---|---|
| 1 | 2 | 3 |
| CONTINENTAL U. S. | 90.6 | |
| EASTERN STATES: | | |
| 1. Connecticut | 94.7 | 10 |
| 2. Maine | 94.2 | 17 |
| 3. Massachusetts | 96.1 | 1 |
| 4. New Hampshire | 93.4 | 25 |
| 5. New Jersey | 94.9 | 8 |
| 6. New York | 93.9 | 19 |
| 7. Pennsylvania | 74.5 | 14 |
| 8. Rhode Island | 95.6 | 3 |
| 9. Vermont | 93.9 | 20 |
| Average for Eastern | 94.4 | |
| SOUTHERN STATES: | | |
| 10. Alabama | 80.4 | 44 |
| 11. Arkansas | 82.0 | 43 |
| 12. Delaware | 95.2 | 7 |
| 13. Florida | 83.2 | 42 |
| 14. Georgia | 79.1 | 46 |
| 15. Kentucky | 88.5 | 34 |
| 16. Louisiana | 75.9 | 48 |
| 17. Maryland | 92.6 | 30 |
| 18. Mississippi | 80.1 | 45 |
| 19. North Carolina | 87.0 | 37 |
| 20. South Carolina | 87.1 | 36 |
| 21. Tennessee | 85.3 | 39 |
| 22. Texas | 83.7 | 41 |
| 23. Virginia | 84.8 | 40 |
| 24. West Virginia | 89.1 | 33 |
| Average for Southern | 84.9 | |
| GREAT LAKES STATES: | | |
| 25. Illinois | 94.7 | 11 |
| 26. Indiana | 94.0 | 18 |
| 27. Michigan | 94.9 | 9 |
| 28. Ohio | 96.0 | 2 |
| 29. Wisconsin | 94.5 | 16 |
| Average for Great Lakes | 94.8 | |
| GREAT PLAINS STATES: | | |
| 30. Iowa | 95.0 | 6 |
| 31. Kansas | 94.3 | 16 |
| 32. Minnesota | 93.9 | 21 |
| 33. Missouri | 93.4 | 26 |
| 34. Nebraska | 93.9 | 22 |
| 35. North Dakota | 92.1 | 31 |
| 36. Oklahoma | 85.8 | 38 |
| 37. South Dakota | 93.5 | 24 |
| Average for Great Plains | 92.7 | |
| WESTERN STATES: | | |
| 38. Arizona | 78.8 | 47 |
| 39. California | 93.1 | 27 |
| 40. Colorado | 93.9 | 23 |
| 41. Idaho | 95.5 | 4 |
| 42. Montana | 92.8 | 28 |
| 43. Nevada | 90.5 | 32 |
| 44. New Mexico | 87.4 | 35 |
| 45. Oregon | 94.7 | 12 |
| 46. Utah | 95.5 | 5 |
| 47. Washington | 94.7 | 13 |
| 48. Wyoming | 92.8 | 29 |
| Average for Western | 91.8 | |

* Here taken as 7 - 13 inclusive. For difinition of absolute compulsory age-period, see page *

# The data for column 2 of this table were taken from the U. S.Census, Vol. III, 1920.

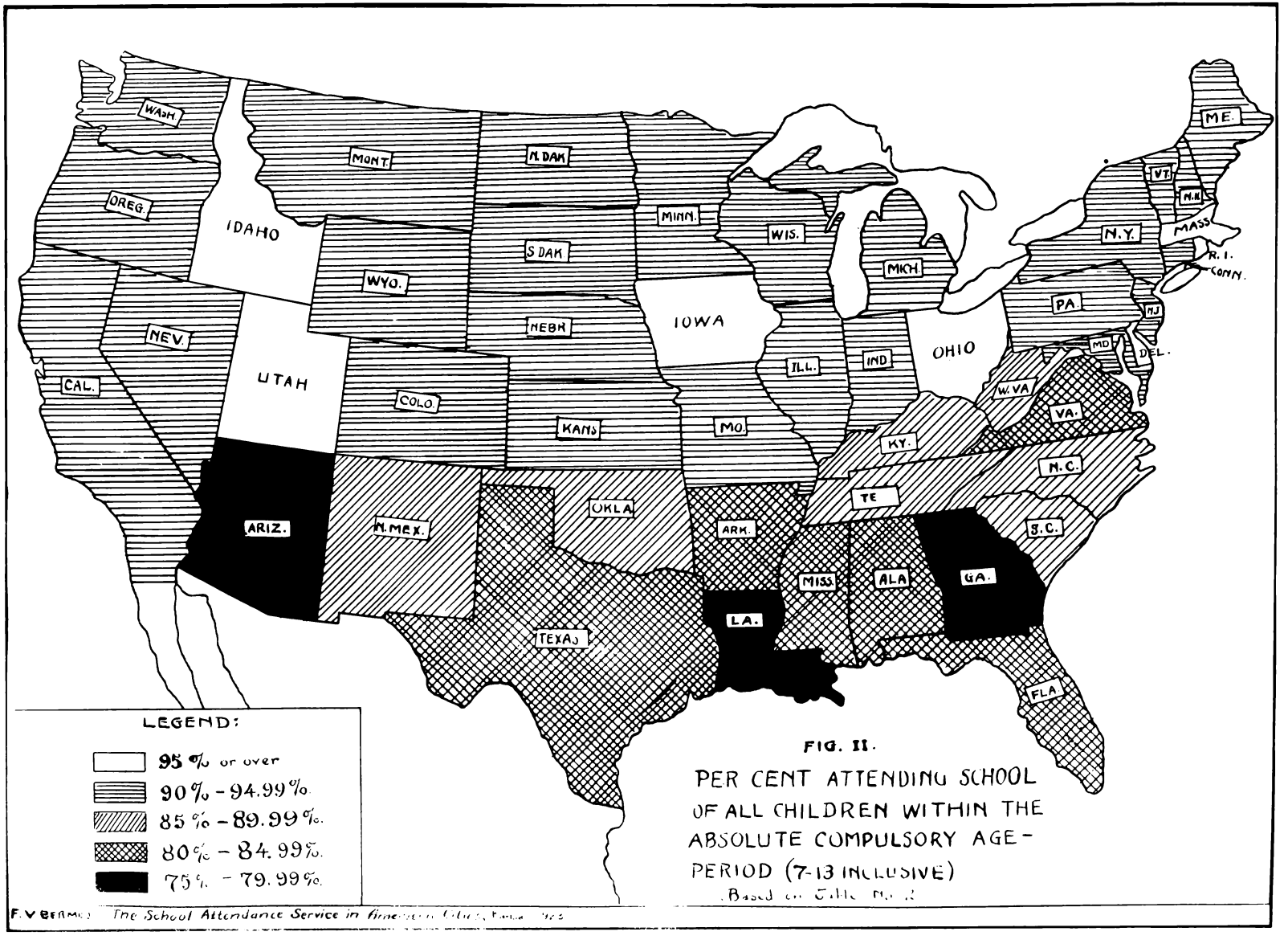


FIG. II.

PER CENT ATTENDING SCHOOL OF ALL CHILDREN WITHIN THE ABSOLUTE COMPULSORY AGE-PERIOD (7-13 INCLUSIVE)

Based on Table No. 2

F. V. BERMUDEZ The School Attendance Service in American Cities, [illegible]

One of our purposes in presenting the above facts is to indicate, in a general way, the great variability in the actual results of the efforts to promote better school attendance even when such results are massed in terms of states. After a consideration of these figures, supplemented by other facts more or less equally significant, no one would say that complete universal education is a realization in the United States. But, the American people have been committed to the policy of complete universal education not only because they realize the importance of education in and of itself, but also because such a policy is demanded by the form of government and life that they have chosen. It is for this avowed purpose that the public schools came to life and developed to such enormous proportions. Even for patriotic motives alone, it behooves each intelligent citizen to contribute to the realization of this end, no matter how small his share may be. To an educator, this should almost be a sacred duty. A better school attendance service, along with the advances in the solution of the other school problems, would go far toward this end.

The principal step toward a more effective school attendance service is to find out what are the prevalent practices regarding the most important phases of this service, and to check these practices with such practial, accepted, standards as exist, or with proposed ones. This, obviously, is best done for individual cities rather than for states. This has been the main task chosen for this study.

Specifically, our problem may be stated as follows:

(1) To inquire into the present practices in the administration of the school attendance service in city school systems of the United States;

(2) To evaluate critically such practices in the light of existing, or proposed, standards regarding them.

## Sources of Data

That school attendance as an educational problem is among those least studied, may be seen from the meagre and fragmentary literature bearing directly on it. The literature consists, for the most part, of government bulletins. These are usually available about two years later than the information they present. Then there magazine articles here and there on some aspects of the subject; occasional addresses and committee reports; sections in school survey reports; of a few paragraphs and statistical tables in boards of education annual or biennial reports; and, of course, the thousand and one laws on "compulsory education" or "compulsory attendance" in the different states. In addition to these are a few excellent works, results of intensive studies along particular phases of the problem, for a city[8], a state[9], or a group of states[10]. Important facts gleaned from these documentary sources have been of incalculable value for this study.

In order to assemble more up-to-date information on those topics that, in the judgment of the writer, were pertinent points of inquiry for this study, a questionnaire was sent, on October 31, 1922, to the Superintendents of Schools of each city having a population of 10,000 or over, in every state. Since the questionnaires were sent to <u>all</u> of those cities, the total number of replies should constitute a fair, unselected sampling,

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8. For example, Abbott and Breckinridge: Truancy and Non-Attendance in the Chicago Schools; University of Chicago Press, 1917.

9. For example, Hanson: The Costs of Compulsory Attendance Service in the State of New York and Some Factors Affecting them; Ph.D. dissertation, 1922, Teachers College. To be published soon.

10. For example, Ensign: School Attendance and Child Labor, a historical study for Massachusetts, Connecticut, New York, Pennsylvania and Wisconsin. Athens Press, Iowa City, 1921. Also,
Huang: Development and Operation of Compulsory School Attendance laws in the North Central States; University of Chicago, M.A. Thesis, December, 1922; also, Bulletin, U.S. Bureau of Education, 1914, No. 2.

because obviously, the number of returns was entirely beyond the control of the writer. To him, a 100 per cent return would, of course, have been ideal. With a follow-up request made in January, 1923, the total number of replies reached 375. Practically every state was adequately represented.[11]

In tabulating the data received, the cities were arranged in three size-groups and five geographical divisions.[12] Size-group I includes all cities having populations[13] between 10,000 and 24,999. Size-group II includes all cities having populations between 25,000 and 99,999, and Size-group III includes all cities of 100,000 and over. On account of exceptional educational and industrial conditions in New York City, Philadelphia, Chicago and Detroit, the data for these cities, while carefully considered in the general discussion, were not included in any of the tables for cities of size-group III. After excluding these four cities, there remained 225 replies from cities of size-group I, 110 from cities of size-group II, and 36 from cities of size-group III, making a total of 371.[14] In addition to the data from these questionnaires, the writer was fortunate in having access to the questionnaires sent during the same year by the City School Division[15] of the U. S. Bureau of Education to chief attendance officers of cities within size-group III. Much of the data from these questionnaires concerned the school census.

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11. For list of cities answering questionnaires, see Appendix C.
12. For geographical divisions, see footnote, page 7 and table No. 1, p.6.
13. Populations all based on the 1920 census figures.
14. In view of the fact that some of the questions in some of the questionnaires were not answered, the totals in the various tables hereafter presented represent totals for particular items only, and should not be checked with 371, our total replies.
15. Through the kindness of Mr. W. S. Deffenbaugh, its chief.

The information herein given will be treated only in an impersonal and professional way. A DIGEST OF THE SIGNIFICANT FINDINGS OF THIS STUDY WILL BE SENT YOU AFTER IT IS COMPLETED

University of Kansas
Lawrence, Kansas

October 31, 1922

The SUPERINTENDENT OF SCHOOLS:

Under the direction of the School of Education of this University, I am undertaking a study of the administrative organization and procedure of the attendance service in city school systems of the more progressive type. In sending you this inquiry sheet requesting certain information, I feel a real hesitation about proposing to add to your many duties. But as there is no doubt that such a study, rightly conducted, will be of great practical value to school administrators, I trust that I may be favored with your co-operation. I am enclosing a stamped, self-addressed envelope for the return of the completed form.

With grateful appreciation for your co-operation, and thanking you for the reply, I am

Yours sincerely,

F. V. BERMEJO

Enclosure

(over)

# Information Regarding the School Attendance Service

City..... State.....

## I. General

1. Total school-census enumeration, 1921-22: .....
2. Total annual enrollment, 1921-22:
3. Average daily attendance, 1921-22: .....
4. Compulsory age limits: Between ages.....and.....inclusive.
5. School-census age limits: Between ages.....and.....inclusive.
6. Is attendance service directed by public school system?.....
7. Do you have a regularly organized *Attendance Department?*.....
8. Does attendance service include non-public schools?..... If so, please give total enrollment in non-public schools for the year 1921-22: .....

## II. Organization and Personnel

1. Kindly check below the type of school attendance service which most nearly resembles the one found in your system. If neither type A, nor B, nor C describes your organization, check type D, and enter descriptive statements as in other types:

   *(Check one only.)*

   .....TYPE A. Attendance service is under *personal, direct* supervision of Superintendent of Schools. Principals and others may assist, but they merely carry out specific instructions of the Superintendent, who also initiates all prosecutions necessary.

   .....TYPE B. Superintendent of Schools is responsible for the attendance service, but *delegates* responsibility to an attendance or truant officer, who may or may not have assistants and clerks. Datails and prosecutions are handled by the attendance or truant officers.

   .....TYPE C. School attendance service is performed by an agency, outside of, and in the main independent of, the school system. In this case, name the agency.....

   .....TYPE D. Neither type A, nor B, nor C, but.....

   .....

2. Please furnish information for *each one* of the attendance or truant officers employed in your system, using one column for one officer. Do not include principals and teachers even though they help, unless they share the chief responsibility of the work. Do not write names, but designate either by initials of the officers, or numbers representing them, at top of column:

| | Use One Column for Each Officer | | | | |
|---|---|---|---|---|---|
| | *Example— No. 1* | | | | |
| 1. Exact title of officer | *Truant Officer* | | | | |
| 2. Sex | *Male* | | | | |
| 3. Age on last birthday | *43* | | | | |
| 4. Married or Single | *Married* | | | | |
| 5. Extent of schooling: | | | | | |
| (a) Elem. school graduate? | *Yes* | | | | |
| (b) Highest H. S. years finished | *H. S. Grad.* | | | | |
| (c) Amount college and prof. education | *2 yrs.* | | | | |
| 6. Hired full or part time? | *Part* | | | | |
| 7. If part-time, what is the other occupation? | *Police* | | | | |
| 8. How appointed (See Code below*) | *(1)* | | | | |
| 9. Salary received for *attendance work* | *$65 per month* | | | | |
| 10. *Previous* occupation | *Grocer* | | | | |
| 11. No. years in attendance service | *2* | | | | |
| 12. No. years teaching experience, if any | *None* | | | | |
| 13. Does he confer with teachers? | *Yes* | | | | |
| —Individually or in groups? | *Indiv.* | | | | |
| 14. No. of clerical assistants: | *None* | | | | |

**Code for No. 8, "How appointed":*
If appointed by Board of Education without Superintendent's recommendation, use.....(1).
If appointed by Board of Education on Superintendent's recommendation only, use.....(2).
If appointed by neither of (1) nor (2), use.....(3)
and explain how.....

## III. The School Census

1. Is school census taken at regular periods?
2. How often? ..... During what month or months? .....
3. By whom is census taken: (Check):
   - .....By attendance officer or officers.
   - .....By regularly hired enumerators.
   - .....By teachers.
   - .....By police.
   - .....By no one of above, but .....
4. How are school census data recorded? (Check):
   - .....On ruled sheets. .....On bound ledger.
   - .....On cards .....On .....
5. Are school census records corrected when necessary during the year, between dates of taking census? .....
6. Is proof of child's age required? ..... If so, what proofs are accepted? .....
7. Please list (not more than 3) the uses made of school census data. (List in order of greatest use made)

## IV. Absences and Transfers

1. Please list below, under each, the three *most frequent* causes of absences in your school system:

| LAWFUL CAUSES: | UNLAWFUL CAUSES: |
|---|---|
| (1) ..... | (1) ..... |
| (2) ..... | (2) ..... |
| (3) | (3) ..... |

2. How frequently are pupil-absences reported by the school to Attendance Department or officer? .....
3. Do teachers use discretion in not reporting absences? .....If so, please give one example
4. Under what conditions is a pupil dropped from the roll? .....
5. Is attendance department or officer notified of all pupil-transfers? .....Is it (or he) responsible for tracing all reported transfers? .....
6. How is the habitual truant handled? .....
7. What steps are taken before court action is resorted to? .....

## V. Cost and Other Figures

1. Total cost of attendance service for 1921-22: $.....
2. Cases handled by Attendance Department or Officer during the school year 1921-22:
   - (a) Total number of cases investigated.....
   - (b) Total number of cases prosecuted in court.....
   - (c) Totat number of commitments of children.....
   - (d) Total number of parents arrested and convicted.....
3. Total number of Attendance or Truant Officers in your system.....

(over)

## VI. Child Employment

1. Is child employment (or child labor) certificate issued under the direction of the Attendance Department or officer?..... If not, who issues?.....
2. In case issued by outside agency, is attendance officer notified promptly of such issues?.....
3. (a.) What is the minimum *age* at which child employment certificates may be issued?.....
   (b.) What is the minimum educational qualification required as prerequisite to granting a child employment certificate?..... Is health certificate required?.....
4. Are employed children required to attend continuation schools?..... If so, how many hours per week?..... During hours of employment?..... Up to what *age* and *grade?*.....
5. Are employers required by law to report termination of employment of certificated child-employees?..... To whom?..... Does he return certificate?..... To whom?.....
6. Please check below to designate attitude of the *majority of* employers toward continuation school attendance of their children employees:
   .....Very Favorable; .....Favorable; .....Passive; .....Antagonistic; .....Very antagonistic

## VII. I would greatly appreciate sample copy of blank forms and circulars listed below. If any are sent, kindly check:

.....Board of Education Regulations bearing on Attendance, if available.

.....Census Recording Sheet or Card.

.....Health Certificate (for Child Employment Certificate.).

.....Transfer Form.

## VIII. Suggestions, remarks and comments invited here.....

.....
(Signature)

.....
(Official Title)

## Limitations and Probable Sources of Error

The great bulk of the data for this study is subject to the same general limitations as the data for any other study based on the questionnaire method. Although much time and care were spent in evolving the questionnaire, it is certain that some of the questions did not mean the same to all who answered them; or that they did not mean to them identically what the writer intended them to mean in every case. A study of the questionnaire, however, would show that this factor would be relatively negligible to the results as a whole. Moreover, the great majority of the replies were over the signatures of Superintendents of schools, and those not so signed, were over the signatures of chief attendance officers, or the truant officer — presumably under the authority of the superintendents, since the questionnaires were originally mailed to the latter. As a rule, the replies revealed an earnest effort to cooperate by carefully providing the information desired. Only one question required the answerer's personal estimate, that on the attitude of the majority of the employers towards continuation school attendance of their employed children. But from the nature of this question, even a census of opinion would be of help, especially since there is yet no better measure of attitude than a personal estimate.

The number of returns, representing only about 58 per cent[16] of the total mailed, might be questioned by some of our readers. The 371 cities, however, representing the three-size-groups and the five geographical divisions, ought to indicate quite fairly reliable central tendencies. This is especially true of cities of size-groups I and II. Since these 371 cities were not arbitrarily selected, but selected themselves, so to speak, it is believed the data are valid enough on the score of number of cases.

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16. The writer, however, has not come across a questionnaire study which published a percentage of returns exceeding this 58 per cent.

## CHAPTER II.

### LEGAL BASES OF AN EFFECTIVE SCHOOL ATTENDANCE SERVICE

A school attendance system is effective when it is founded upon laws that embody sound, reasonable and adequate provisions, and when such laws are enforced and efficiently administered. The laws concerned as now found in this country, take the form of "compulsory Education" or "compulsory attendance" laws with their indispensable correlate, the child labor laws. A consideration of the historical development of these laws or an exhaustive treatment of even present laws in their various phases is beyond the province of this study. It is our purpose in this chapter merely to indicate, briefly and in a general way, the present status and tendencies of the provisions of law, particularly as regards the attendance and junior employment age limits; also as regards the period of required attendance, census taking, legal exemptions, etc., and to offer some pertinent suggestions. Although there are several features common to most of them, the compulsory education and attendance laws of the various states defy that researcher who thinks he must classify everything. Varieties of these laws there are, indeed, in the American states, forty-eight of them according to the writer's classification.

In 1914, Hand[17] reported six states which were "yet without any kind of compulsory attendance law." Since then, however, these six states have enacted compulsory attendance laws, so that at the present writing we find in every one of the forty-eight states such laws in one form or another.

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17. Hand, Wm. H.: Bulletin, U. S. Bureau of Education, No. 2, 1914, page 99. The six states were: Texas, Mississippi, Alabama, Georgia, South Carolina and Florida, all belonging to the Southern geographical group according to our classification.

Let us consider the age-periods provided for in these laws. Table No. 3 shows the compulsory school attendance and child employment ages as provided for in the latest laws from the different states, in effect on January 1, 1923.

Column 2 of this table gives the total compulsory ages. By this we mean the total age-period during which the child is required to attend school by law. This age-period includes the optional employment ages, usually the last two or three years of the total compulsory age-period.

Column 3 gives the absolute compulsory ages. This means the age-period during which no child employment is permitted. During this period the child must attend school unless exempted on other legal grounds than employment.[10]

Column 4 gives the optional employment ages, which constitute the age-period during which children may be employed provided they fulfill the requirements for, and secure, an employment certificate. When not employed during this period, the child must attend school.

Tables Nos. 4 and 5 are based upon the figures in column 2 of Table No. 3, and show the frequency distribution of the states according to the lower age limits[19] and upper age limits[20] of their total compulsory age-period. From table No. 4, it is seen that a little less than half (20) of all the states still permit their children to be kept out of school legally until such children reach their eighth year. Fortunately, all normal American children and a large majority of their parents do not wait

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10. See page 9, Chapter I.

19. The lower age limits simply mean the legal minima at which children must be in attendance at school. They are the first figures under column 2 of table No. 3.

20. The upper age limits are the legal maximum ages, the latter figures under column 2 of table No. 3.

TABLE NO. 5

COMPULSORY SCHOOL ATTENDANCE AND CHILD EMPLOYMENT AGES IN THE UNITED STATES AS OF JANUARY 1, 1923
(States grouped by geographical divisions)

| States | Total Compulsory Ages* | Absolute Compulsory Ages* | Optional Employment Ages* |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| EASTERN STATES: | | | |
| 1. Connecticut (F.T.) | 7-16 | 7-14 | 14-16 |
| 2. Maine (F.T.) | 7-16 | 7-15 | 15-16 |
| 3. Massachusetts (F.T.) | 7-16 | 7-14 | 14-16 |
| 4. New Hampshire (F.T.) | 8-16 | 8-14 | 14-16 |
| 5. New Jersey (F.T.) | 7-16 | 7-14 | 14-16 |
| 6. New York (F.T.) | 8-16 | 8-14 | 14-16 |
| 7. Pennsylvania (F.T.) | 8-16 | 8-14 | 14-16 |
| 8. Rhode Island (F.T.) | 7-16 | 7-14 | 14-16 |
| 9. Vermont | 8-16 | 8-14 | 16-16 |
| SOUTHERN STATES: | | | |
| 10. Alabama | 8-16 | 8-14 | 14-16 |
| 11. Arkansas | 8-15 | 7-14 | 14-16 |
| 12. Delaware | 7-17 | 7-14 | 14-17 |
| 13. Florida (F.T.) | 7-16 | 7-14 | 14-16 |
| 14. Georgia | 8-14 | 8-12 | 14-14½ |
| 15. Kentucky (F.T.) | 7-16 | 7-14 | 14-16 |
| 16. Louisiana | 7-14 | 7-14- | none |
| 17. Maryland (F.T.) | 7-16 | 7-14 | 14-16 |
| 18. Mississippi | 7-14 | 7-14 | none |
| 19. North Carolina (F.T.) | 7-14 | 7-14 | 14-16 |
| 20. South Carolina | 8-14 | 8-14 | none- |
| 21. Tennessee (F.T.) | 7-16 | 7-14 | 14-16 |
| 22. Texas | 8-14 | 8-12 | 12-14 |
| 23. Virginia (F.T.) | 8-14 | 8-14 | 14-16 |
| 24. West Virginia (F.T.) | 7-16 | 7-14 | 14-16 |
| GREAT LAKES STATES: | | | |
| 25. Illinois (F.T.) | 7-16 | 7-14 | 14-16 |
| 26. Indiana (F.T.) | 7-16 | 7-14 | 14-16 |
| 27. Michigan (F.T.) | 7-16 | 7-15 | 15-16 |
| 28. Ohio (F.T.) | 6-18 | 6-16 | 16-18 |
| 29. Wisconsin | 7-16 | 7-14 | 14-16 |
| GREAT PLAINS STATES: | | | |
| 30. Iowa | 7-16 | 7-14 | 14-16 |
| 31. Kansas (F.T.) | 8-16 | 8-14 | 14-16 |
| 32. Minnesota (F.T.) | 8-16 | 8-14 | 14-16 |
| 33. Missouri (F.T.) | 7-16 | 7-14 | 14-16 |
| 34. Nebraska | 7-16 | 7-14 | 14-16 |
| 35. North Dakota (F.T.) | 7-15 | 7-14 | 14-15 |
| 36. Oklahoma | 8-16 | 8-16 | 16-16 |
| 37. South Dakota (F.T.) | 8-16 | 8-14 | 14-16 |
| WESTERN STATES: | | | |
| 38. Arizona (F.T.) | 8-16 | 8-14 | 14-16 |
| 39. California (F.T.) | 8-16 | 8-14 | 14-16 |
| 40. Colorado (F.T.) | 8-16 | 8-14 | 14-16 |
| 41. Idaho (F.T.) | 8-16 | 8-16 | 16-17 |
| 42. Montana (F.T.) | 8-16 | 8-14 | 14-16 |
| 43. Nevada (F.T.) | 7-18 | 7-14 | 14-18 |
| 44. New Mexico (F.T.) | 6-16 | 6-14 | 14-16 |
| 45. Oregon (F.T.) | 8-15 | 8-14 | 14-16 |
| 46. Utah | 8-18 | 8-14 | 14-18 |
| 47. Washington (F.T.) | 8-18 | 8-15 | 15-16 |
| 48. Wyoming (F.T.) | 7-14 | 7-14 | none |

* For definition of these ages, see page
(F.T.) means that full term is the legal minimum attendance required in the State.

TABLE NO. 4

FREQUENCY DISTRIBUTION OF THE STATES ACCORDING TO LEGAL LOWER AGE LIMITS AS OF JANUARY 1, 1923.

| Ages | No. of States |
|---|---|
| 6 | 2 |
| 7 | 25 |
| 8 | 20 |
| 9 | 1 |
| | 48 |

TABLE NO. 5

FREQUENCY DISTRIBUTION OF THE STATES ACCORDING TO LEGAL UPPER AGE LIMITS AS OF JANUARY 1, 1923

| Ages | No. of States |
|---|---|
| 14 | 8 |
| 15 | 3 |
| 16 | 31 |
| 17 | 1 |
| 18 | 5 |
| | 48 |

until the eighth year, for children are usually devout school enthusiasts at 6, if not before. Certainly, the 25 states whose legal minimum compulsory age is 7 are much more economical of their children's school time as far as the laws are concerned. Under normal conditions, the writer sees no legitimate reason why 6 years of age should not be the general legal minimum for all states.

Table No. 5 shows that the mode for the upper age limits is 16. The median is 15.4. This means an 8-year school period for the children of the 25 states (Table No. 4) having a lower age limit of 7, and 7-year school period for the children of the 20 states (Table No. 4) having a lower age limit of 8. But since these represent <u>total</u> compulsory age-periods, where

children took advantages of legal employment during the last two years of this period, the total number of years in the cases just referred to would reduce themselves to 6 and 5 respectively. And how about the children in those states having legal maximum ages of 14 and 15?[21] For them it means much less legally assured schooling. The example of the six states (Table No. 5) in holding their legal age maxima at 17 and 16 is worthy of note if not of imitation. There might be some special social or other factors peculiar to some American cities that would justify not going beyond 16 as upper age limits. But considering the offerings of the schools and their influence on those attending them the arguments against 18 or 17 for upper age-limits would, as a rule, fall by thdwayside.

TABLE NO. 6

FREQUENCY DISTRIBUTION OF THE STATES ACCORDING TO THE NUMBER OF YEARS IN THE TOTAL COMPULSORY AGE-PERIOD AS OF JANUARY 1, 1923.

| No. of Years in Comp. Age-Pd. | No. of States |
|---|---|
| 6 | 5 |
| 7 | 4 |
| 8 | 15 |
| 9 | 17 |
| 10 | 5 |
| 11 | 1 |
| 12 | 1 |
| Total | 48 |
| Median | 8 |

Table No. 6 shows the frequency distribution of the states according to the number of years in the total compulsory age-period. From this table we see that 8 years is the median length of the total compulsory age-period in the United States. This means only 6 years[22] for children who qualify

21. This is made worse in places where the school term is shorter than the "minimum essential" of 9 months.

22. Of course in many progressive cities, the years of junior employment are not totally devoid of schooling. Continuation schools or part-time schools are now maintained in many cities.

for junior employment during the optional employment age-period. Also four states have total age-periods of 7 years, and five have 6 years. In terms of states these figures sound small, but let the reader imagine them in terms of school children in those states and they command attention.

The significance of the above facts should be obvious. "By common consent," says Ayres, "the minimum amount of education which is safe to allow our young people, is that of the common school course. This is nearly always eight years. Yet in a great majority of cases, the required years of attendance are less than eight."[23] This dictum, made as early as 1909, still holds to a very great extent today. Here is food for thought not only for legislator, superintendent of schools, social welfare agency and parents of children, but for everybody.

The law provisions regarding the required period of annual attendance varies from 80 days in Mississippi to the full time[24] that the public schools are in session in thirty-four states. Between these extremes we find such requirements as "three-fourths of the public school term", "Two-thirds of the full time that the public schools are in session", "12 weeks", "four consecutive months", "at least 100 days", etc. The trend is strongly toward requiring attendance for the full period that the public schools are in session, which period is usually 9 (in some places 10) months. This trend is shown clearly by a study of the last two or three ammendments on this point in the various compulsory attendance laws. Where the required period of attendance is specified in terms of days, weeks or months which are less than the entire public school term, the proviso is most always added that such attendance must be consecutive.

23. Laggards in Our Schools, page 186.

24. The states requiring attendance for the full public school term are those with (F.T.) after them in Table No. 3.

Practically in all the states, the law provides for the taking of a census in some form or another. In quite a number of them, however, the provisions do not go beyond the requirement that a list of all pupils who should be in school be prepared. In not a few of them the only obvious reason for this requirement is to secure a basis for state apportionment of funds. Especially are provisions generally lacking for the taking and maintaining of a permanent continuing school census, one of the most useful instruments in the efficient administration of the attendance service.

Although the process has been quite slow, a hopeful tendency in the compulsory attendance legislation has been the weeding out of a number of unnecessary exemptions from the requirements of law. Such exemption provisions as "when the child's labor is necessary to the support of his parents", "poverty", or even "physical or mental deficiency", have lost their places in several states laws. Of course, a number of social problems are involved in the first two exemption provisions cited, but many cities have already met these problems by the cooperation of their welfare agencies. The third exemption, for "physical and mental deficiency" is becoming obsolete in many places by the establishment of special schools for the mentally and physically defective. The ideal conditions would seem to be to have the law with practically no exemption but comprehensive enough to provide for and take care of all cases which under many past and present laws are covered by exemptions. Thus, the temptation to "side-track" the law from this angle would be reduced to a minimum, if not eliminated.

The laws of thirty-six states definitely provide for the appointment of attendance or truant officers. In a few instances this is a permissive provision only. In a few of the states, the duties and powers of such officers are specified, some in a reasonable detail.[25] The Board of Education

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25. See, for example, Pennsylvania Laws, 1919 Compilation, pages 97-99; also Texas Laws, 1922 Compilation, Sec. 301.

is to appoint these attendance officers in thirty-three states, although with no mention of any initiation of such appointments by the Superintendent of Schools except in three of these thirty-three states. In the rest, no mention about the manner of appointments of these officers appear at all.[26]

Eight states make somewhat definite provisions regarding supervision of non-public schools, especially as regards attendance reporting.[27] The other states are non-committal on this subject. Some attendance laws require the census returns to be classified by schools attended: public, non-public and those not attending any school at all.

Lack of time did not permit the writer to make as careful study of the child labor laws as he desired to make. Much of the information on the legal background of child labor was obtained from the findings of those who were able to make such studies; from provisions regarding child labor included in compulsory attendance laws; and from a perusal of child labor laws of some individual states. One outstanding fact about child labor laws is that they are usually an entirely independent document, independently administered from the compulsory attendance laws. I t seems strange that

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26. For the manner of appointing attendance officers as reported in actual practice by cities, see footnote number 41, Chapter IV.

27. In this connection, it may be of interest to note here that Oregon, on Nov. 7, 1922, passed a new compulsory education law, providing, among other things, that after Sept. 1, 1926, all children 8 to 16 years be sent to a public school. Private instruction is permitted only in case of special arrangements with the County Superintendent, who must approve the courses and examine the pupils as often as once every three months. If examinations are unsatisfactory, the Superintendent shall order the child sent to a public school for the remainder of the year. This legislation was hailed as one of "the most far-reaching enactments with regard to education ever made in any of the states of the Union" by one magazine correspondent. Prominent educational authorities, however, disagree on the wisdom of the Oregon plan.

in most states, the close relationship between child labor and compulsory attendance has not been recognized to the extent of giving that relationship legal form.[28] Experience in cities like Philadelphia, Buffalo, St. Paul and others has demonstrated that compulsory attendance is itself the best enforcement of child labor laws, and conversely, that a rigorous enforcement of child labor laws always means better school attendance. The writer believes unreservedly in a merger of these two activities in the compulsory attendance laws and under the administration of the school attendance service. If, as Ensign says, "the history and development of the (child) employment certificate is the history of effective child labor legislation"[29] then a critical study of the present procedure of granting such certificates ought to be some index of the character of present child labor laws in so far as they affect the schools. Of this, we will study more in Chapter VII.

One important phase of child labor legislation which is of immediate interest in the present study is the legal minimum educational qualifications provided in the laws of the various states. Bonner,[30] in a study already referred to, has shown this for each of the states both in a table and a map. The following diagram, summarizing the number of states prescribing the various minimum educational qualifications, is based upon Bonner's table:

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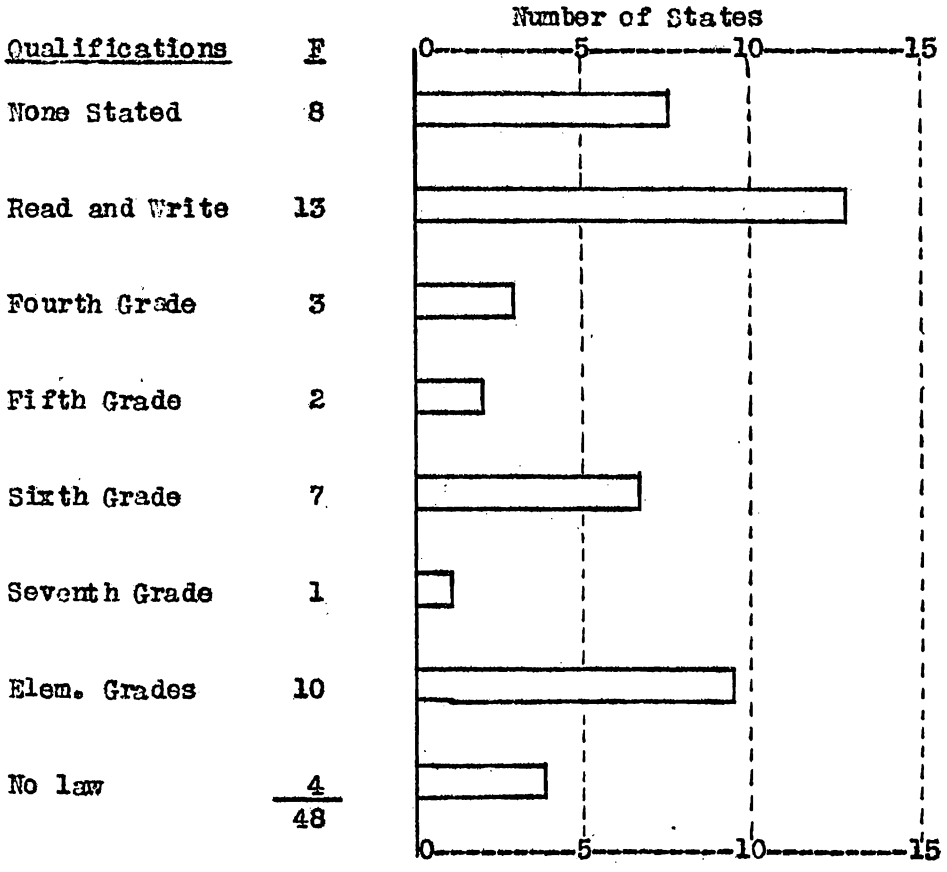
28. "That child labor and compulsory school attendance represents but two aspects of the same problem is now generally recognized. Yet even today, while the laws are usually worked out with such care as to insure reasonable harmony, there is relatively little cooperation in their administration." Ensign, op. cit., p. 236.

29. Ibid, page 238. Word in parenthesis is the writer's.

30. Op. cit., pages 46-47. Compare this with similar data for the cities of this study., Ch. VII, page 130.

FIG. III. - NUMBER OF STATES PRESCRIBING THE VARIOUS MINIMUM EDUCATIONAL QUALIFICATIONS FOR THE ISSUANCE OF LABOR PERMITS TO MINORS
(Based on Bonner's table)




## Conclusions

1. The median lower age limit of the compulsory age-period in the United States is 7 years; the median upper age limit, 15.3, hence, the median compulsory age-period is 7-15, or 8 years. Where children take advantage of the optional employment period, this really means only 6 years of unhampered schooling guaranteed legally.

2. There has been a strong tendency toward the lengthening of the required period of annual attendance so as to make it equal to the full term that the public schools are in session.

3. There is a need in many states for adequate provisions of law regarding the taking and maintaining of a permanent, continuing, reliable school census, and for provision for a minimum list of information to be gathered in such census.

4. The tendency for a lessening of unnecessary exemptions is quite slowly but surely gaining ground.

5. Most laws provide for the appointment of attendance or truant officers but most of them do not define their powers and duties.

6. There is need for more definite provisions regarding the responsibility of non-public school officials in the matter of educational standards and attendance.

7. The child labor laws are usually separate documents from the compulsory attendance laws, and separately administered.

## Improvement in Attendance Legislation

Although much yet remains to be desired in present laws, the past quarter of a century has seen some notable improvement in legislation regarding school attendance. Many factors contributed to bring about this improvement. In many places, the public has become more enlightened and better cognizant of the importance of regular attendance on school progress. The benefits derived from a good education have been more generally appreciated. During this time, the spread of the spirit of systematic, scientific research beyond the so-called "pure sciences" has had a great influence. Fields heretofore untouched by the scientific researcher's hands have at last yielded to careful investigations. Out of the experiences in those fields came the application of the research method in the law-making field. Progressive legislatures appointed special boards, commissions or committees for the purpose of making

surveys of certain problems on which important legislation was considered necessary. The same was done in many cases where desirable changes of existing laws were proposed. At first, such boards or commissions were composed wholly of members of the legislature themselves. Later, non-legislators, selected usually on the basis of their ability to study the problem, and directed by a recognized expert in the particular field, were also appointed. Such boards or commissions acted under legislative authority. When their work was completed they made a report of their recommendations, with an array of the facts upon which such recommendations were based. Usually a draft of the proposed law on the subject was included in the report. Sometimes public hearings were held before the final reports were submitted. This gave the public a chance to express their views, encouraging them to discuss among themselves the subject under consideration. In this manner, the legislation on vital matters has been prepared. The extension of this practice should be encouraged. Many excellent school codes have been and are being enacted under this plan. The best attendance and child labor legislation of the future will have to be the result of careful studies by legislative commissions working along the lines above indicated.

Suggested Essentials of a Good Compulsory Attendance Law

On the basis of the compulsory attendance laws in the more progressive states, and in consideration of the results of such laws in cities where the attendance service is administered with a fair degree of success, we suggest the following essentials of a good compulsory attendance law:

1. It should be state-wide in application and must apply to all children within the compulsory age-period, regardless of school attended.

2. It should define the responsibilities of non-public schools with respect to educational standards that would satisfy the compulsory attendance law, and with reference to attendance reporting.

3. It should provide a desirably low, and a reasonably high compulsory age limit, and attendance must be obligatory during the optional period, if the child is not lawfully employed.

4. It should be comprehensive in scope to provide for taking care of cases that might in ordinary laws be covered by exemptions.

5. It should require annual attendance for the full period that the public schools are in session.

6. It should direct the taking and maintaining of an accurate, permanent, continuing school census, specifying in a general way the types of information to be gathered therefor.[31]

7. It should provide for a recording and reporting system by teachers of public and non-public schools, and between them and the attendance department.

8. It should provide for the proper treatment and disposition of exceptional non-attendance cases, and define the parents' responsibilities and liabilities in such cases.

9. It should provide for necessary correctional institutions and a satisfactory commitment-parole procedure.

10. It should include child employment affairs under the direction of the attendance department.

Child labor provisions should include, among other things, the following:[32]

11. It should prescribe only proper kinds of work.

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31. For suggestion as to the kind of information to be required, see Chapter V, page 97f.

32. Suggestions for some of these child labor provisions were taken from the Atlanta Survey, Vol. II, page 56.

12. It should regulate, in general, the procedure of certificating children for employment. Especially should provisions be outlined for age and schooling certificates and health examinations as prerequisites for securing such certificates.

13. It should hold employers responsible for employing only certificated children.

14. It should hold employers responsible for notifying the attendance department, or the Superintendent of Schools, of the termination of the child's employment, and for returning, thereupon, the employment certificated issued for such employment.

15. It should provide state assistance to children of widows, and to orphans, and prescribe the manner of granting such assistance.

16. It should make adequate provisions for suitable and compulsory part-time or continuation education of legally employed minors. The required attendance time should be about 4 or 6 hours per week and should usually be taken out of the regular working time of the employee, without reduction of wages.

17. The laws should provide adequate provisions for enforcement by requiring, among other things, the appointment of attendance officers and defining their powers and duties in general.

Sometimes, statutory provisions are supplemented by city ordinances. An example of such an ordinance would be one requiring trucking and express companies to report to proper authorities, usually the attendance officers, all cases of removals and transfers of families they make. This offers one valuable aid and check in keeping the school census records up-to-date.

## CHAPTER III.

## THE ADMINISTRATIVE ORGANIZATION OF THE ATTENDANCE SERVICE

The law, no matter how excellent, is only a potential power for achieving a desired result. Unless harnessed to some kind of an administrative organization whereby its intent may be translated into concrete, functioning form, it can no more achieve that result than can a stately building grow out of an architect's specifications and drawings only. Therefore, an organization for carrying out the school attendance service is of primary importance. Such an organization must be based on the nature and scope of the attendance service that is desired, as well as on the provisions of law governing it. In this chapter, we will inquire into the nature and scope of the attendance service in the various cities studied and into their general types of organization, and attempt, in the light of these and other facts, to point out some of the essential things that characterize a good organization.

### Nature and Scope of the Attendance Service

Table No. 7 shows a distribution of the cities according to the answers given to the following three questions:

1. Is the attendance service directed by the public school system?

2. Is there a regularly organized attendance department?

3. Does the attendance service include non-public schools?

The first question was asked because of the idea entertained by not a few[33] that the school attendance service in many cities is conducted by

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33. The majority of a class consisting almost wholly of superintendents or prospective superintendents, when asked about this in 1922, was of the opinion indicated. Also an Assistant Chief of an Attendance Bureau, in a lecture, gave an opinion to the same effect. The writer was a member of both groups in 1922.

TABLE NO. 7

DISTRIBUTION OF CITIES ACCORDING TO THEIR ANSWERS TO THREE QUESTIONS SHOWING SCOPE AND NATURE OF SERVICE
(Cities distributed by size-groups and geographical divisions)

| THE THREE QUESTIONS ** | | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| (1) Is the attendance service directed by the public # school system? | Yes | 366 | 88 | 19 | 60 | 32 | 20 | 219 | 42 | 14 | 33 | 15 | 6 | 110 | 12 | 9 | 7 | 4 | 5 | 37 |
| | No | 4 | 0 | 3 | 0 | 0 | 0 | 3 | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Total | 370 | 88 | 22 | 60 | 32 | 20 | 222 | 42 | 15 | 33 | 15 | 6 | 111 | 12 | 9 | 7 | 4 | 5 | 37 |
| (2) Is there a regularly organized Attendance Department? # | Yes | 275 | 56 | 11 | 43 | 23 | 13 | 146 | 34 | 12 | 30 | 12 | 5 | 93 | 11 | 7 | 7 | 4 | 5 | 34 |
| | No | 80 | 29 | 11 | 12 | 6 | 4 | 62 | 7 | 2 | 5 | 2 | 1 | 15 | 1 | 2 | 0 | 0 | 0 | 3 |
| | Total | 355 | 87 | 22 | 55 | 29 | 17 | 210 | 41 | 14 | 33 | 14 | 6 | 108 | 12 | 9 | 7 | 4 | 5 | 37 |
| (3) Does attendance service include non-public schools? # | Yes | 245 | 61 | 5 | 43 | 19 | 7 | 136 | 36 | 10 | 27 | 7 | 3 | 83 | 10 | 4 | 7 | 2 | 4 | 27 |
| | No | 101 | 22 | 11 | 11 | 12 | 12 | 68 | 6 | 4 | 5 | 7 | 3 | 25 | 2 | 4 | 0 | 1 | 1 | 8 |
| | Total | 346 | 83 | 16 | 54 | 31 | 19 | 203 | 42 | 14 | 32 | 14 | 6 | 108 | 12 | 8 | 7 | 3 | 5 | 35 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.
\# Consisting of cities answering respective items only.

agencies outside of the public school system. Table No. 7 (1) shows that of the 370 cities replying to this item, only four, all Southern cities, answered no, while 366 from every geographical division and size-group answered yes. No city in size-group III answered this question no. Columns 8, 14 and 20 give the total answers for size-groups I , II and III as, respectively, 219-3; 110-1; and 37-0. The figures following the dash represent negative answers and those before, positive answers. These figures ought to dismiss any idea of "foreign" administration of the attendance service from the public school system. It is conceivable, however, that superintendents of schools, even under conditions reported in this table, could be too "foreign" to this branch of the service because he thinks it "not important", or because he is too preoccupied by his pet "hobbies". Indeed, the writer wonders whether there is not much truth in a statement recently made to him by an attendance officer of a large city, to the effect that many superintendents of schools regard the attendance service as "non-educational", hence, they care very little about it. Certainly if the administration of school attendance is to be considered non-educational, one would hardly know what is educational. This, of course, depends greatly upon the superintendent's conception of the attendance service. No stream can rise above its source.

Question No. 2 of table No. 7 asks if there is a regularly organized attendance department. Column 2 of this table shows that 80 out of the 355 cities answering this question reported no regularly organized attendance department, while 275 cities reported in the affirmative. It should be noted, too, that 62 of these 80 cities which answered no are found in size-group I, in which, as we shall see later[34], about 95 per cent of the

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34. See Chapter IV.

cities have only one attendance officer. The total number answering yes and no in each of the size groups are, for size-group I, 148-62; for size-group II, 93-15; for size-group III, 34-3. A study of the questionnaires for those answering yes to this question shows that, although in many cases, as in cities of size-group I, one attendance officer with part-time clerical assistance from the superintendent's office was reported as an " attendance department", in most of those cases the principal criterion for the designation, attendance department, was a more or less concentration of all matters pertaining to the attendance service in the immediate charge of an attendance officer or chief. For a number of cities, in sizes II and III, the attendance departments reported were actually organized departments of the Boards of Education with staffs of their own.

The answers to the third question, Table No. 7, (3), are of great significance. Of the 346 cities reporting on this item -- Does the attendance service include the non-public schools? -- 245 answered in the affirmative, and 101 in the negative. Note that 93 of these 101 are cities of sizes I and II, only 9 being of size-group III. This means that 101 cities, or 29 per cent of those reporting, do not administer their attendance service so as to include non-public school pupils. If these 101 cities are translated in terms of total number of non-public school pupils involved, these figures could be seen in better light. If the figures for the geographical divisions in all the three size-groups were combined, our yes-no totals would be:

| | Yes | No | Per cent of No to Yes |
|---|---|---|---|
| Eastern cities..... | 107 | 30 | 21.8 |
| Southern cities..... | 19 | 19 | 50. |
| Great Lakes cities..... | 77 | 16 | 17. |
| Great Plains cities..... | 28 | 20 | 41.6 |
| Western cities..... | 14 | 16 | 53. |

One commendable thing that may be gleaned from a study of these yes answers is the fact that in a number of these cities the provisions of law

are silent on the subject. From this we may infer that the extension of the attendance service to the non-public schools must have been a local arrangement of cooperation between the public and the non-public school officials.

The question of state regulation and supervision of non-public schools is rather a serious one, but one which must be faced squarely in this country. We have no desire to discuss the issue here, but we wish to point out that of the different aspects of this question, the ones regarding school attendance and minimum educational standards are in need of urgent nation-wide solution. How, may we ask, can the compulsory attendance and child labor laws be effectively enforced in cities where the children attending non-public schools are given the same safeguards and supervision through the attendance service, as are the public school pupils?

## Types of Organization

Table No. 8 shows a distribution of the cities according to general types of administrative organization of their attendance service. This table is based on the answers to that part of the questionnaire which reads as follows:

> Kindly check below the type of school attendance service which most nearly resembles the one found in your system. If neither type A, B, nor C describes your organization, check type D, and enter descriptive statements as in other types:
>
> (Check one only)
>
> _____TYPE A. Attendance service is under personal, direct supervision of Superintendent of Schools. Principals and others may assist, but they merely carry out specific instructions of the Superintendent, who initiates all prosecutions necessary.

TABLE NO. 8

DISTRIBUTION OF CITIES ACCORDING TO VARIOUS TYPES OF ORGANIZATION OF ATTENDANCE SERVICE.

(Cities distributed by size-groups and geographical divisions)

| TYPES OF ORGANIZATION | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| TYPE A (a) | 52 | 19 | 3 | 9 | 6 | 4 | 41 | 2 | 2 | 2 | 1 | | 7 | 2 | 1 | | | 1 | 4 |
| TYPE B (a) | 310 | 70 | 14 | 52 | 27 | 16 | 179 | 41 | 11 | 30 | 12 | 6 | 100 | 9 | 8 | 7 | 3 | 4 | 31 |
| TYPE C (a) :- | 3 | | | | | | | | | | | | | | | | | | |
| a. Police Dep't | | | 1 | | | | 1 | | 1 | | | | 1 | | | | | | |
| b. County Bd. Social Welfare | | | | | 1 | | 1 | | | | | | | | | | | | |
| TYPE D (a) :- | 6 | | | | | | | | | | | | | | | | | | |
| a. Bd. of Edu. only | | | 1 | | | | 1 | | | | | | | 1 | | | | | 1 |
| b. County Sup't of schools | | | 1 | | | | 1 | | | 1 | | | 1 | | | | | | |
| c. County Juvenile Office | | | | | | | | | 1 | | | | 1 | | | | | | |
| d. Every one (b) | | | 1 | | | | 1 | | | | | | | | | | | | |
| #Total Cities reporting | 371 | 89 | 21 | 61 | 34 | 20 | 225 | 43 | 15 | 33 | 13 | 6 | 110 | 12 | 9 | 7 | 3 | 5 | 36 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Western Cities, and Total.

# This means number of cities reporting on this item (organization) only.

(a) For explanation of types, see page .

(b) A sort of a "free-for-all" affair; no one responsible.

_____TYPE B. Superintendent of Schools is responsible for the attendance service, but delegates responsibility to an attendance or truant officer, who may or may not have assistants and clerks. Details and prosecutions are handled by the attendance or truant officers.

_____TYPE C. School attendance service is performed by an agency, outside of, and in the main independent of, the school system. In this case name the agency._____.

_____TYPE D. Neither Type A, nor B, nor C, but _____

_____

From Table No. 8 we see that for all cities studied, whether considered by size-groups or by geographical divisions, the principle of delegated authority predominates in the organization of the school attendance service. Out of a total of 371 cities reporting an organization, 310 cities or 84 per cent, reported as having TYPE B organization. The corresponding TYPE B figures for each size-group are: 179 cities or 79 per cent for size-group I; 100 or 91 per cent for size-group II; and 31, or 86 per cent for size-group III. It is natural to suppose that actually there would be gradations of this TYPE B organization as reported, but it would seem that at least the delegation of authority is fundamentally the distinguishing element here.

From the table, we also see than 52 cities have TYPE A organization are in size-group I. The number of cities and the number of "special" organizations under TYPES C and D are too small to be of any significance.

It is thus seen, from Table No. 8, that in the great majority of American cities, the principle of delegated authority and responsibility in the administrative organization of the attendance service is recognized. This principle conforms to accepted standard practice in educational administration. If properly applied, in addition to its direct effect on administrative efficiency of the service, it will produce two important results, viz.: (1) it will give

dignity to the office of attendance officer and aid in professionalizing it; (2) it will keep the activities of the superintendent of schools in reasonably proper balance, in accordance with a well planned schedule of the relative distribution of his official time.

The principle of delegated authority and responsibility, however, always involves having competent deputies to whom only authority and responsibility may be safely delegated, and it is the business of the superintendent of schools to see that this condition obtains if he desires good results. As chief executive officer of the school system, he is responsible for the results in every phase of its administration, and delegation of authority does not excuse him from failures committed by incompetent deputies. Accordingly, it is natural for us to raise this question at this point: To what extent are the attendance officers to whom have been delegated the authority and responsibility for carrying on the attendance service, competent? We will find some answer to this question in the next chapter.

## Conclusions

1. The school attendance service is directed by the public school system in all but 4 of the 370 cities reporting on this item.

2. A regularly-organized attendance department is reported by 278 out of 355 cities. Of the 80 reporting no regularly-organized attendance department, 62 are cities from size-group I.

3. Of 346 cities, 101, or 29 per cent, reported as not extending their school attendance service to non-public school pupils; 245 cities reported affirmatively.

4. TYPE B organization was reported by 310 cities, or 84 per cent of 371 cities answering the inquiry on organization. TYPE A organization was reported by 52 cities, 41 of which were cities of size-group I. Only 9 cities

mostly from the Southern group, reported "odd" types (C and D), constituting an inconsiderable number.

Suggested Organization

The attendance service should be part and parcel of the entire educational machinery, whose "chief engineer" is the Superintendent of Schools. However, while it is highly undesirable to decentralize this branch of the service from the other departments of the public school system, it is also desirable to concentrate all its operations under an officer appointed for his ability to handle the work and held responsible for results. This officer should, of course, be immediately responsible to the superintendent of schools.

Fig. IV shows a suggested organization diagram for the attendance service in cities say, around 50,000 inhabitants. The provisions of a census-and-attendance clerk, as indicated in the chart, is essential if the attendance officer would do his work as he should.[35] Assuming that he is a fairly competent attendance officer, he would then be able to follow up carefully all cases of non-attendance in relation to their several causative factors, and as wholes. He will also be able to give the necessary attention to the non-public school pupils. The attendance service occupies a unique position in the school system. The law intends it for all children and even in the absence of legal provisions for extending the service to non-public schools pupils, a good attendance officer could effect such extension of service by a tactful, and sometimes even diplomatic, arrangement with non-public school officials. The box in dotted lines on this chart indicates where an assitant attendance officer may be added when such is necessary, as for example, in some cities around 40,000 or 50,000. The chart should be modified to take care of my city in size-groups I and II.

35. See Chapter IV, page .

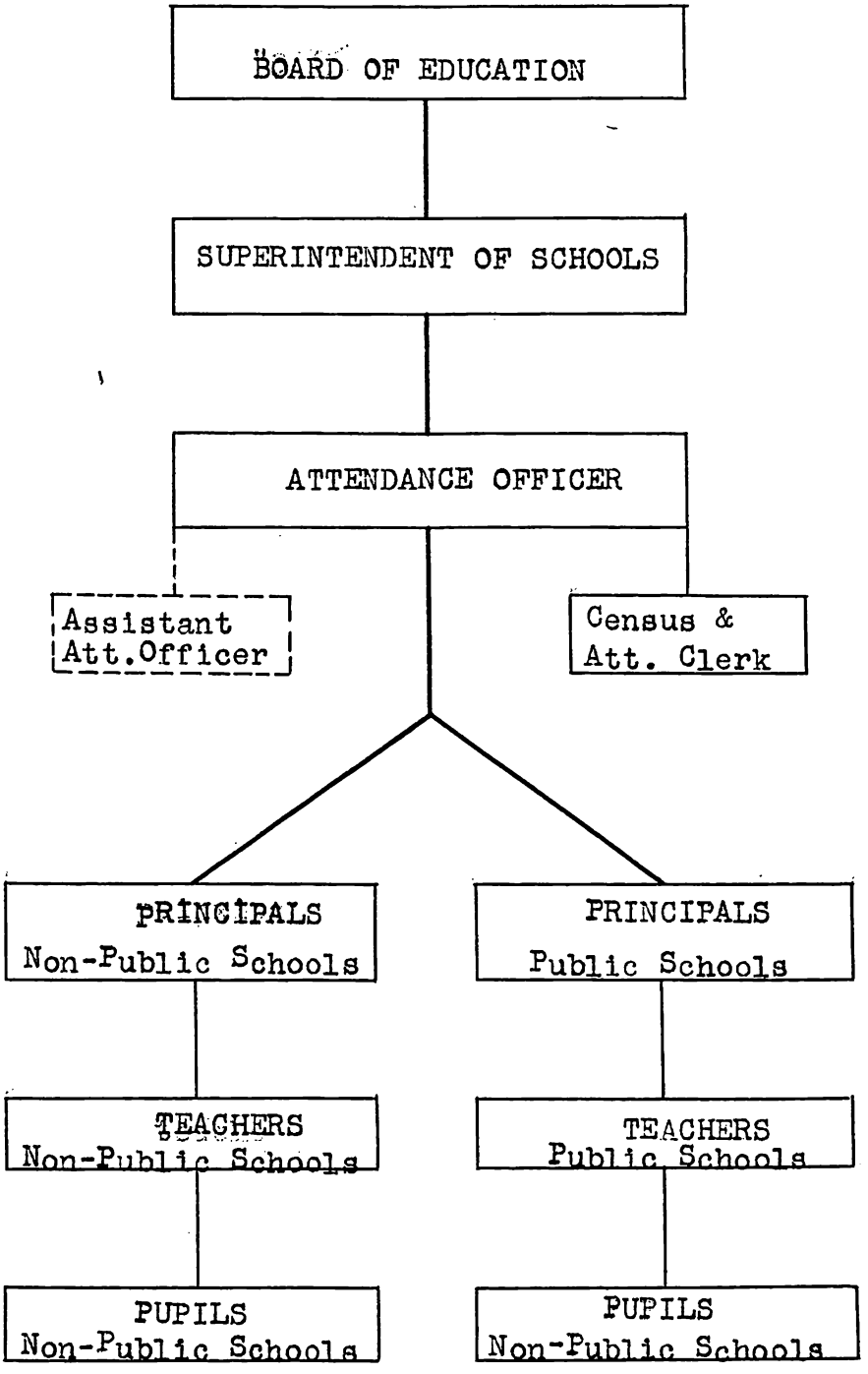


FIG. IV. SUGGESTED ORGANIZATION DIAGRAM FOR THE ATTENDANCE SERVICE OF A CITY OF ABOUT 20,000.

This organization could be adapted to any city in Size-groups I and II.

Fig. V shows a suggested organization diagram for the attendance service of a city having a population between 200,000 and 300,000. In such cities, distinct attendance departments or bureaus should be organized with their own corps of attendance officers and office assistants. A "Director" or "Chief" of Attendance, directly responsible to the Superintendent of Schools, would head such a department or Bureau. The city is usually divided into attendance districts demanding nearly the same volume of work. An attendance officer who is immediately responsible to the Chief or Director of Attendance is assigned in charge of each attendance district. In large cities like New York or Philadelphia there are, besides, attendance supervisors who have supervisory oversight of the attendance activities of two or more districts, but this office may be dispensed with in other cities if the regular attendance and clerical staff is adequate. A special "Junior Employment Supervisor" may or may not be necessary, depending on the industrial situation of the community. Note in Fig. V that four or more clerks and one special census clerk are provided. Where the number of negro children is sufficient to warrant it, one or more of the attendance officers had best be negro, as from the nature of things, a negro officer would be in much better position to deal with the negro parents and to secure their cooperation. Like Fig. IV, Fig. V is a kind of a composite chart, and with necessary simplification or elaboration, may be adapted to any city in size-group III.

Fig. VI is a suggested organization diagram of the attendance service showing, in general, <u>functional relationships</u> between the attendance department and other cooperating agencies, government or otherwise, such as the health department, the juvenile court, the employers and the social welfare institutions. The chart does not intend to fit a city any particular size. The box where the attendance department and Chief attendance officer are in-

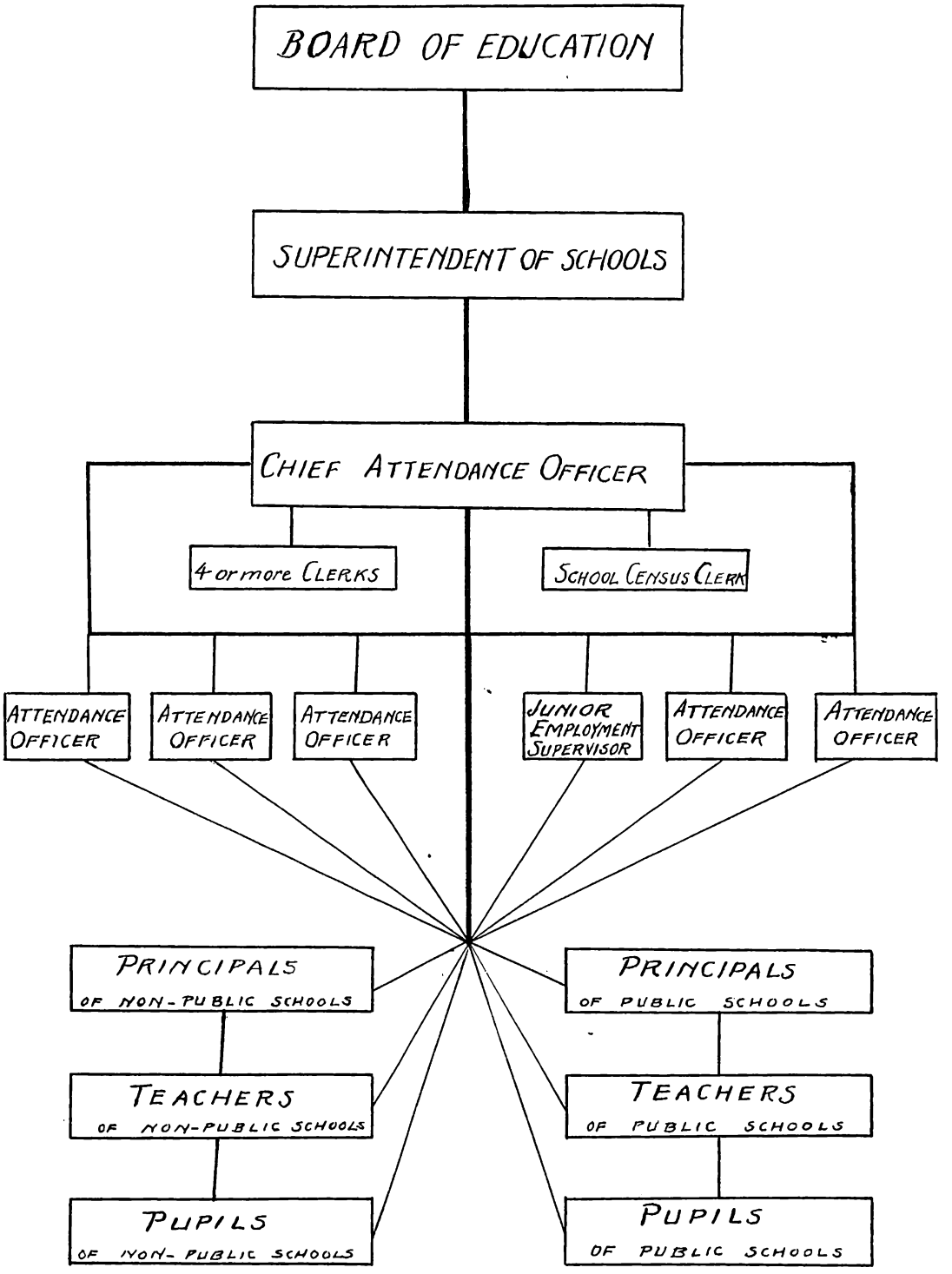


FIG. V. - SUGGESTED ORGANIZATION DIAGRAM FOR FOR THE ATTENDANCE SERVICE OF CITIES BETWEEN 200,000 AND 300,000 POPULATION.

This organization may be easily simplified or elaborated as needed.

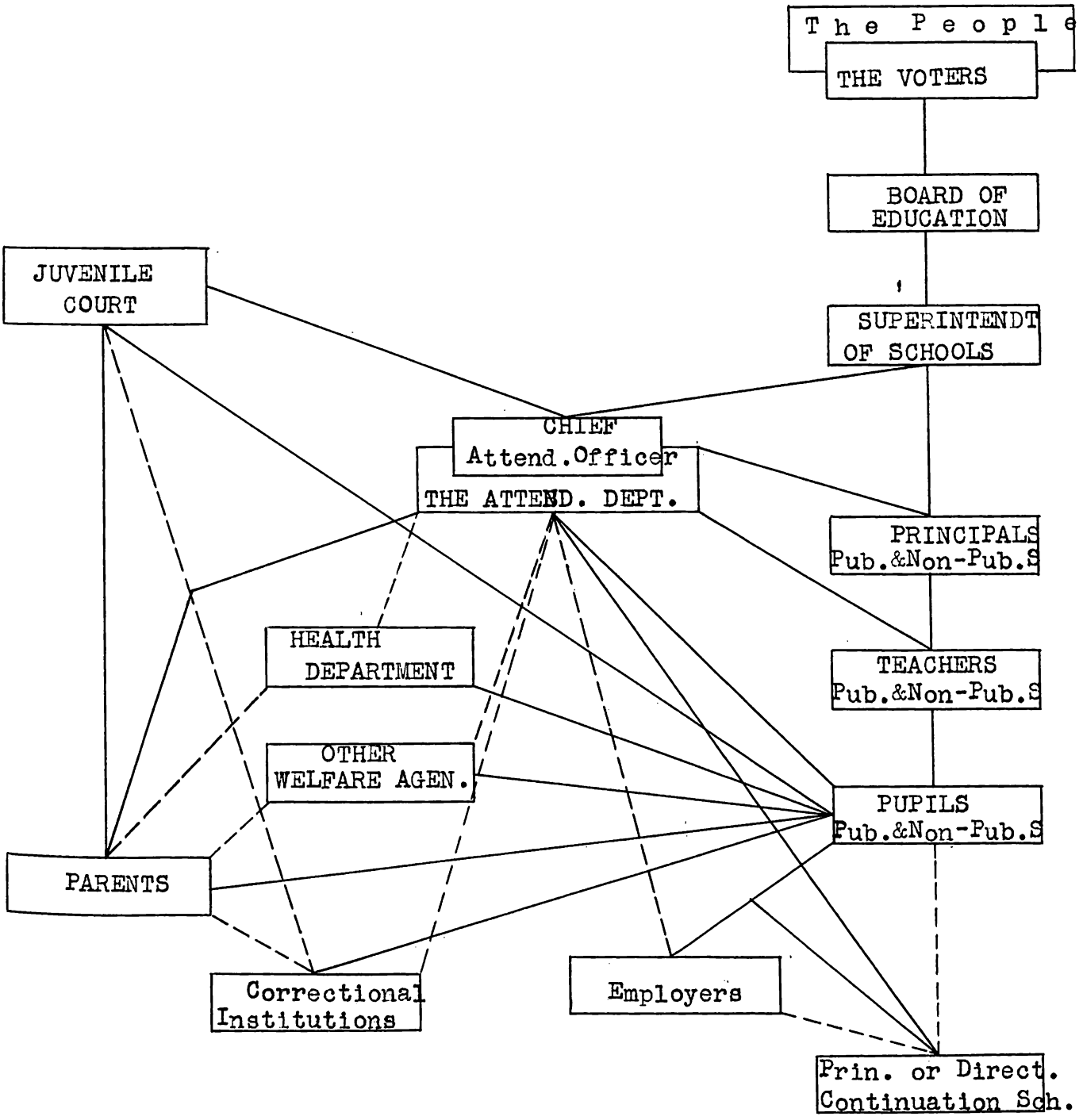


FIG. VI. SUGGESTED ORGANIZATION DIAGRAM SHOWING, IN GENERAL, THE FUNCTIONAL RELATIONSHIPS BETWEEN THE ATTENDANCE DEPARTMENT AND THE OTHER COOPERATING INSTITUTIONS OR AGENCIES.

With necessary simplification or elaboration this chart may be adapted to smaller or larger cities.

dicated can represent the complex attendance bureau of a city of 400,000 as well as the simple attendance office of a city of 10,000. The principal object of this diagram is to indicate basic relationships which, it is believed, will hold for the attendance service of any city. With the fundamental relationships carried through, a more elaborate or a simplified diagram may be adapted from Figure VI.

## CHAPTER IV.

## ATTENDANCE OFFICERS

The character of attendance service a school system renders depends, in no small degree, upon the persons who directly perform such service. "As the attendance officer is, so is the attendance service", is not a mere concoction from the familiar, "As the teacher is, so is the school". A good attendance officer usually rises above many difficulties and makes up for some lacks in legal provisions and for some defects in organization; while an excellent legal background, with a good organization, may fail in the hands of the incompetent. The purpose of this chapter is to inquire into the facts regarding the attendance officers actually in service in the cities studied.

### Number, Sex, Family and Service Status

Table No. 9 shows a distribution of cities according to the total number of attendance officers employed during 1922. Only full-time attendance officers are included in this table. The range is from no attendance officer at all to 30 attendance officers. We note, in column 2, that 269, or 78.8 per cent of all cities reporting on this item, employed only one attendance officer. We should note, moreover, that cities employing only one attendance officer are found in every size-group, although there are only three cases reported in size-group III. The variability is still better seen when we state this same fact by saying that one attendance officer was employed in a city of 10,000 inhabitants as well as in a city of 237,000 inhabitants. The latter, of course, is one of the few exceptional cases, but it is fact nevertheless. It should be noted also, that no city in size-group I employed more than two attendance officers; that more than half of all cities in size-group II employed only one attendance officer, only 30 out of 105

TABLE NO. 9

DISTRIBUTION OF CITIES ACCORDING TO THE NUMBER OF ATTENDANCE OFFICERS EMPLOYED
(Distributed by size-groups and geographical divisions)

| NUMBER OF ATTENDANCE OFFICERS EMPLOYED | All Cities | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 0 Attendance officers | 1 | | | | | | | | | | | | | | 1 | | | | |
| 1 " | 269 | 79 | 13 | 51 | 30 | 18 | 191 | 27 | 8 | 23 | 13 | 4 | 75 | 1 | 2 | | | | 3 |
| 2 " | 34 | 6 | 0 | 2 | 2 | 1 | 11 | 6 | 3 | 5 | 2 | 1 | 17 | 2 | 2 | | 1 | 1 | 6 |
| 3 " | 17 | | | | | | | 4 | 2 | 2 | | 1 | 9 | 2 | 2 | 1 | 2 | 1 | 8 |
| 4 " | 6 | | | | | | | 1 | | 1 | | | 2 | 1 | | 1 | 1 | 1 | 4 |
| 5 " | 3 | | | | | | | 1 | | | | | 1 | 2 | | | | | 2 |
| 6 " | 2 | | | | | | | 1 | | | | | 1 | | | 1 | | | 1 |
| 7 " | 4 | | | | | | | | | | | | | 2 | | 1 | | 1 | 4 |
| 8 " | | | | | | | | | | | | | | | | | | | |
| 9 " | 1 | | | | | | | | | | | | | | 1 | | | | 1 |
| 10 " | 2 | | | | | | | | | | | | | 1 | | 1 | | | 2 |
| 20 " | 1 | | | | | | | | | | | | | | | | | 1 | 1 |
| 30 " | 1 | | | | | | | | | | | | | | | 1 | | | 1 |
| Total Reporting | 341 | 85 | 13 | 53 | 32 | 19 | 202 | 40 | 13 | 31 | 15 | 6 | 105 | 11 | 8 | 6 | 4 | 5 | 34 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

having more than one; and that the average number of attendance officers for the 34 cities reporting in size-group III is a little less than three.

From the above figures, however, we should not make definite conclusions as to the adequacy or inadequacy of the attendance personnel in the cities that reported. Table No. 10 will help us better in this. This table distributes cities according to the number of pupils in annual enrollment per attendance officer employed. This number per attendance officer was arrived at by the following simple formula:

$$\frac{\text{Annual Enrollment}}{\text{Number of A. O.'s}} = \text{Number of pupils per A. O.}$$

Column 2 of this table shows that the median number of pupils in annual enrollment per attendance officer is 3,758 for all cities reporting. The medians by size-groups are: Size-group I, 2,840; Size-group II, 4,818; and for size-group III, 7,616. From the standpoing of adequacy in number alone, these figures meet satisfactorily the standard pointed out by Engelhardt and Evenden, who say: "It is a fairly well accepted standard that one attendance officer and one clerk should be provided for each 9,000 to 11,000 pupils but that the department will be increased in efficiency and the constructive phases of the services rendered will be increased as this number approaches 6,000."[36] The only part where our findings here do not meet the foregoing standard is the provision of a clerk, which we find lacking almost everywhere. It is also fair to assume that in suggesting the standard just referred to, Engelhardt and Evenden had in mind a fairly competent attendance officer. In general, then, we could say that, with the exception of clerical assistance, the personnel of the attendance service in cities we studied, is adequate at least in as far as quantity is concerned. As to the adequacy in other ways, we will find out more presently.

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36. Survey of the Public Schools of Atlanta, Ga., 1922, page 50, Vol. II Compare this with the provisions of the Indiana Law, 1917, Sec. 613, p.266 which prescribes the number of attendance officers on the basis of school enumeration.

TABLE NO. 10

DISTRIBUTION OF CITIES ACCORDING TO THE NUMBER OF PUPILS IN ANNUAL ENROLLMENT PER ATTENDANCE OFFICER EMPLOYED.
(Distributed by size-groups and geographical divisions)

| NUMBER OF PUPILS IN ANNUAL ENROLLMENT PER ATTENDANCE OFFICER | All Cities | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 1,000- 1,999 | 36 | 18 | | 12 | 2 | 3 | 35 | | | | | | | 1 | | | | | 1 |
| 2,000- 2,999 | 77 | 32 | 3 | 18 | 13 | 7 | 73 | 1 | 1 | | | | 2 | 2 | | | | | 2 |
| 3,000- 3,999 | 62 | 18 | 3 | 15 | 8 | 3 | 47 | 4 | 4 | 4 | 2 | | 14 | | | 1 | | | 1 |
| 4,000- 4,999 | 43 | 12 | 6 | 4 | 6 | 3 | 31 | 5 | | 4 | | 2 | 11 | 2 | | 1 | | | 3 |
| 5,000- 5,999 | 24 | 2 | | 1 | 1 | 2 | 6 | 7 | 1 | 6 | 1 | 1 | 16 | 1 | | 1 | | | 2 |
| 6,000- 6,999 | 20 | | | | | | | 8 | 2 | 4 | 1 | 2 | 17 | 1 | | 2 | | | 3 |
| 7,000- 7,999 | 14 | | | | | | | 2 | | 6 | 3 | | 11 | | 2 | | | | 3 |
| 8,000- 8,999 | 13 | | | | | | | 5 | 1 | 2 | 2 | | 10 | | | | 1 | 1 | 2 |
| 9,000- 9,999 | 10 | | | | | | | 2 | 2 | 2 | 2 | | 8 | | | | | 2 | 2 |
| 10,000-10,999 | 5 | | | | | | | | 2 | | 1 | | 3 | | 1 | | | 1 | 2 |
| 11,000-11,999 | 2 | | | | | | | 1 | | 1 | | | 2 | | | | | | 0 |
| 12,000-12,999 | 4 | | | | | | | | | 1 | | 1 | 2 | 1 | | | | 1 | 2 |
| 13,000-13,999 | 1 | | | | | | | | | | 1 | | 1 | | | | | | |
| 14,000-14,999 | | | | | | | | | | | | | 0 | | | | | | |
| 15,000-15,999 | 1 | | | | | | | 1 | | | | | 1 | | | | | | |
| 16,000-16,999 | 1 | | | | | | | | | | | | | 1 | | | | | 1 |
| 17,000-17,999 | 1 | | | | | | | | | | | | | | | | 1 | | 1 |
| 18,000-18,999 | 1 | | | | | | | | | | | | | | | | 1 | | 1 |
| 19,000-19,999 | 2 | | | | | | | | | | 1 | | 1 | | 1 | | | | 1 |
| 20,000-20,999 | | | | | | | | | | | | | | | | | | | |
| 40,000-40,999 | 1 | | | | | | | | | | | | | | 1 | | | | 1 |
| 70,000-70,999 | 1 | | | | | | | | | | | | | 1 | | | | | 1 |
| Total Reporting | 380 | 82 | 12 | 50 | 30 | 18 | 192 | 36 | 13 | 30 | 14 | 6 | 99 | 10 | 5 | 6 | 3 | 5 | 29 |
| Medians | 3,758 | | | | | | 2,840 | | | | | | 4,818 | | | | | | 7,616 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern Cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

Table No. 11 distributed 538 attendance officers according to sex and family status. Column 2 shows that 367 attendance officers are men and 171, women. This means that nearly 70 per cent of the 538 attendance officers who reported are men. Hanson[37], who found the same predominance of men in the attendance service in the state of New York, explains it as a natural result of the people's attitude toward the attendance service. "In the smaller communities especially," Hanson says, "the attendance service is regarded as police work, merely arrestors of violators of law." From all indications this statement would not be far from explaining the true situation in many of the cities concerned. Another explanation for the predominance of men in the attendance service might be the traditional practice in some of the states of restricting certain offices to men. This may be inferred from the fact that recent laws specifically have provisions making women eligible for appointment as attendance officers and other positions in the state.[38] Table No. 11 also shows that most of the men employed as attendance officers were married, while most of the women were single, although there are quite a large number of married women in service. Fig. VII shows the facts of Table No. 11 graphically. The writer ventures to say that in a small city with one attendance officer, other things being equal, a married woman, preferrably one who is or has been a mother, and who can devote full time to the work, would do the work very much better than a man.

Table No. 12 shows a distribution of 533 attendance officers according to whether they were serving on full or part-time basis. Column 2 shows that 107, or 20 per cent of the 533 attendance officers reporting were on part-time basis. The percentages of part-time to the total number of attendance officers

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37. Hanson, op. cit.
38. For example, see Comp. Ed. Laws for South Carolina and Oregon.

TABLE NO. 11

DISTRIBUTION OF 538 ATTENDANCE OFFICERS ACCORDING TO THEIR SEX AND FAMILY STATUS.
(Distributed by size-groups and geographical divisions)

| SEX AND FAMILY STATUS | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| MALES: | | | | | | | | | | | | | | | | | | | |
| Married | 310 | 71 | 7 | 31 | 21 | 12 | 142 | 58 | 7 | 23 | 12 | 5 | 105 | 31 | 5 | 7 | 6 | 14 | 63 |
| Single | 40 | 5 | 2 | 1 | 1 | 3 | 12 | 7 | 1 | 3 | 1 | 1 | 13 | 7 | | 4 | | 4 | 15 |
| Widower | 9 | 2 | | 1 | | 1 | 4 | 1 | | | 1 | 1 | 3 | 1 | 1 | | | | 2 |
| Not reporting family status | 8 | | 2 | | | | | 2 | 4 | | | | 6 | | | | | | |
| Total Males | 369 | 78 | 11 | 33 | 22 | 16 | 160 | 68 | 12 | 26 | 14 | 7 | 127 | 39 | 6 | 11 | 6 | 18 | 80 |
| FEMALES: | | | | | | | | | | | | | | | | | | | |
| Married | 49 | 3 | 4 | 7 | 6 | 4 | 24 | 4 | 2 | 3 | 1 | | 10 | 1 | 2 | 3 | 1 | 8 | 15 |
| Single | 89 | 8 | 1 | 17 | 3 | | 29 | 2 | 6 | 11 | 2 | 5 | 26 | | 8 | 9 | 6 | 11 | 34 |
| Widow | 31 | 1 | 1 | 6 | 2 | 1 | 11 | | 1 | 5 | 1 | | 7 | | 4 | | | 9 | 13 |
| Not reporting family status | 2 | | 1 | | | | 1 | | 1 | | | | 1 | | | | | | |
| Total Females | 171 | 12 | 7 | 30 | 11 | 5 | 65 | 6 | 10 | 19 | 4 | 5 | 44 | 1 | 14 | 12 | 7 | 28 | 62 |
| GRAND TOTAL | 538 | 90 | 18 | 63 | 33 | 21 | 225 | 74 | 22 | 45 | 18 | 12 | 171 | 40 | 20 | 23 | 13 | 46 | 142 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

FIG. VII. DISTRIBUTION OF ATTENDANCE OFFICERS ACCORDING TO SEX AND FAMILY STATUS

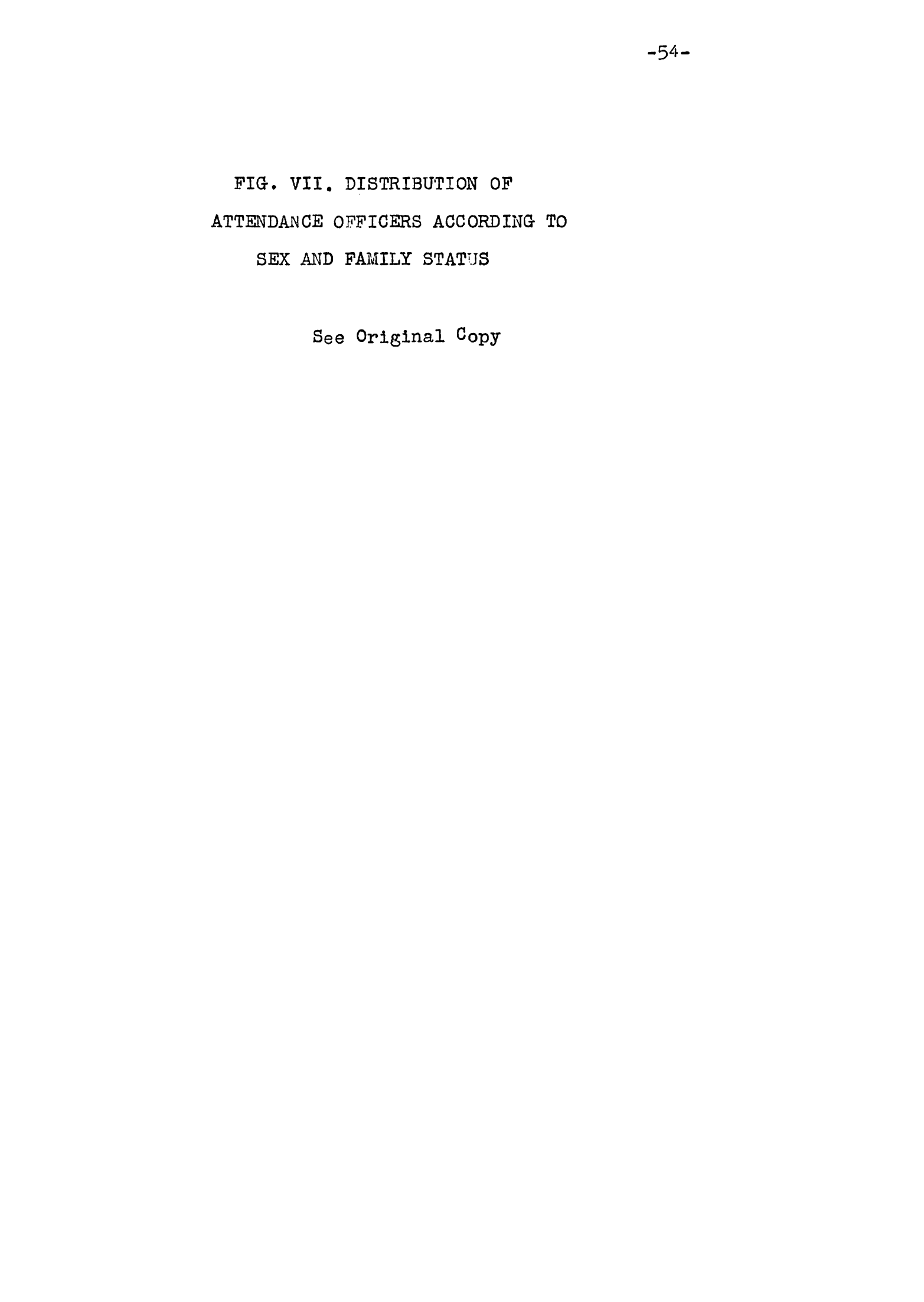


TABLE NO. 12

NUMBER OF FULL-TIME AND PART-TIME ATTENDANCE OFFICERS REPORTED
(Cities distributed by size-groups and geographical divisions)

| SERVICE STATUS | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 15 | 17 | 16 | 19 | 20 |
| Full-Time A.O's | 426 | 54 | 9 | 50 | 13 | 11 | 137 | 68 | 13 | 41 | 14 | 12 | 148 | 39 | 20 | 26 | 13 | 43 | 141 |
| Part-Time A.O's | 107 | 36 | 6 | 17 | 16 | 10 | 86 | 5 | 4 | 5 | 3 | 0 | 17 | 1 | 0 | 0 | 0 | 4 | 5 |
| Total | 533 | 90 | 15 | 67 | 29 | 21 | 222 | 73 | 17 | 46 | 17 | 12 | 165 | 40 | 20 | 26 | 13 | 47 | 146 |
| % Part-Time of Total | 20 | 40 | 40 | 25 | 55 | 47 | 39 | 6.8 | 23 | 10.8 | 17.6 | 0 | 10 | 2.5 | 0 | 0 | 0 | 8.5 | 3 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

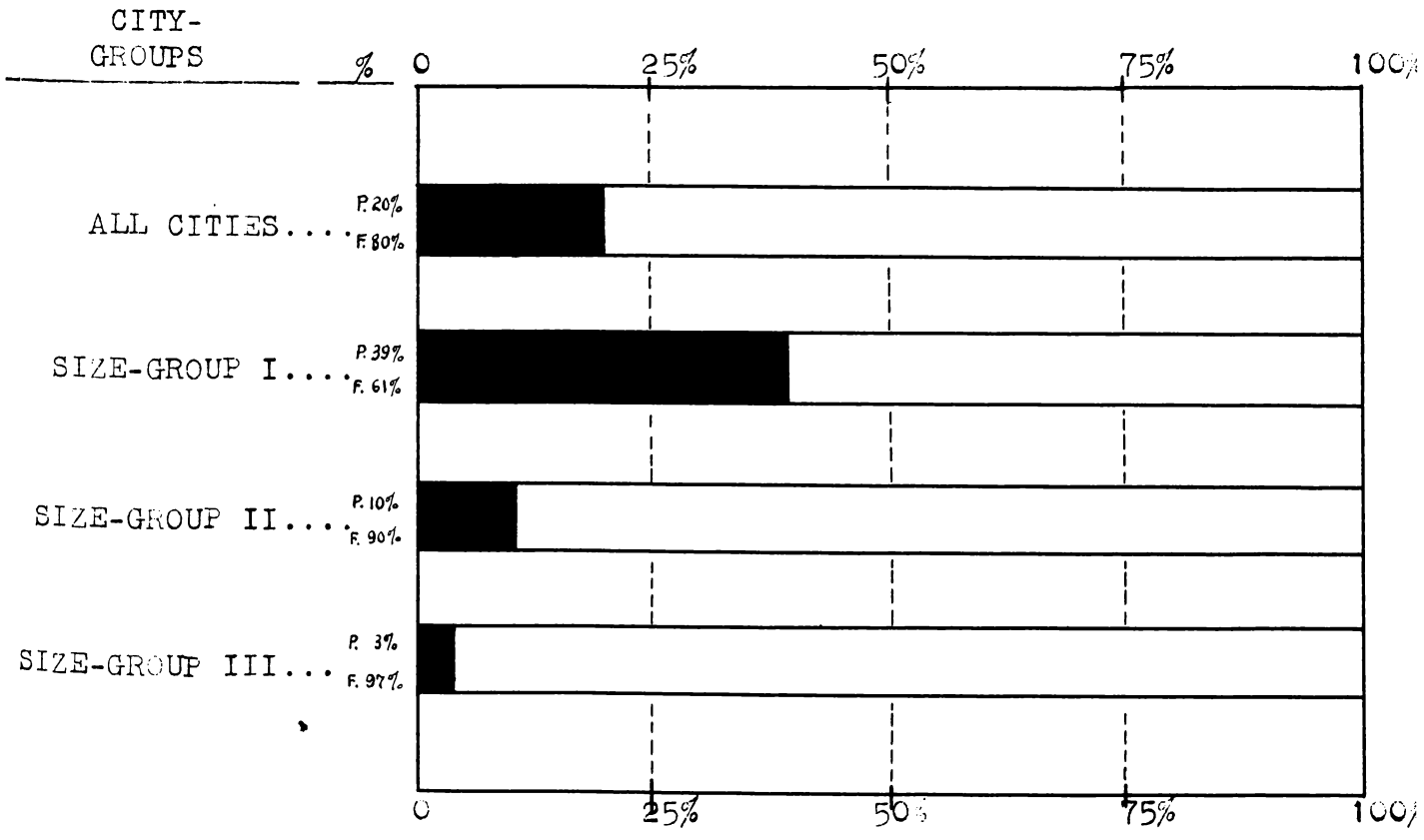
are, for the various size-groups: 39 per cent for size-group I; 10 per cent for size-group II; and 5 per cent for size-group III. In other words, the number of part-time attendance officers dwindles fast as we go to cities of larger cities. Fig. VIII illustrates the percentages based on Table No. 12.

Table No. 13 is a distribution of 104 part-time attendance officers according to the other occupations they, at the same time, engaged in. Note the predominance of school janitors and policemen. The ordinary school janitor is usually not qualified to discharge the duties of an attendance officer; if he happens to be the janitor that he should be in a modern school system, he usually needs all his time and energy to devote to the efficient performance of such duties. A janitor-attendance officer can not do justice to either phase of the work without encroaching upon the other. This fact holds true in the case of the policeman-attendance officer. Note should be made of the relatively large number of part-time attendance officers who reported for their other work, "none in particular". It is probable that a large number of efficient part-time attendance officers are found in this group. On Fig. IX we have the facts of table No. 13 charted.

## Age, Qualifications, Salaries

Table No. 14 shows the distribution of 429 attendance officers according to the age-groups to which they belonged during 1922. In column 2 of this table, we find 64 underlined. This indicates the point opposite the age-group in which the median age for all cities falls. The median age is seen to be 46.8 years, or in round numbers, 47. Q1 and Q3 for all cities, are respectively, 37.2 and 55.3 years. The lines drawn opposite the respective age-groups in each of the size-group distributions point where the median ages for the size-group fall. The median age of attendance officers in cities of size-group I is seen to be 50.4 years, or four years higher than median of all cities.

FIG. VIII- PER CENT OF PART-TIME AND FULL-TIME ATTENDANCE OFFICERS REPORTED ON DUTY IN CITY SCHOOL SYSTEMS DURING 1922-1923
Based on a total of 533 attendance officers reported. See Table No.




Black portion of bars shows per cent part-time; white part remaining represents per cent full-time. P means part-time; F, full-time.

TABLE NO. 13

OTHER OCCUPATIONS OF PART-TIME ATTENDANCE OFFICERS
(Distributed by Size-Groups and Geographical Divisions)

| OTHER OCCUPATIONS IN ORDER OF TOTAL FREQUENCIES | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 1. School Janitor | 20 | 10 | | 5 | 3 | 1 | 19 | 1 | 0 | 0 | 0 | 0 | 1 | | | | | | |
| 2. Police | 20 | 12 | 1 | 2 | 2 | | 17 | 0 | 0 | 3 | 0 | 0 | 3 | | | | | | |
| 3. None-Various-Home | 17 | 2 | 1 | 5 | 3 | 3 | 14 | 0 | 0 | 1 | 1 | 0 | 2 | 1 | 0 | 0 | 0 | 0 | 1 |
| 4. Probation Officer | 10 | 2 | 1 | 1 | 1 | 1 | 6 | 0 | 3 | 0 | 1 | 0 | 4 | | | | | | |
| 5. Teacher | 6 | 1 | 0 | 0 | 0 | 1 | 2 | 1 | 1 | 1 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 1 | 1 |
| 6. School Nurse | 5 | 1 | 1 | 1 | 2 | 0 | 5 | | | | | | | | | | | | |
| 7. Charity Worker | 4 | 1 | 0 | 1 | 2 | 0 | 4 | | | | | | | | | | | | |
| 8. Clerk | 4 | 0 | 1 | 1 | 0 | 1 | 3 | | | | | | | 0 | 0 | 0 | 0 | 1 | 1 |
| 9. Deputy Sheriff | 3 | 1 | 0 | 0 | 0 | 1 | 2 | 1 | 0 | 0 | 0 | 0 | 1 | | | | | | |
| 10. Insurance Agent | 3 | 2 | 0 | 0 | 1 | 0 | 3 | | | | | | | | | | | | |
| 11. Detective | 3 | 1 | 0 | 0 | 0 | 0 | 1 | 2 | 0 | 0 | 0 | 0 | 2 | | | | | | |
| 12. Y. M. C. A. worker | 2 | 0 | 0 | 0 | 1 | 1 | 2 | | | | | | | | | | | | |
| 13. Student | 2 | | | | | | | | | | | | | 0 | 0 | 0 | 0 | 2 | 2 |
| 14. One of each (see below) | 5 | @1 | #1 | &1 | 0 | x1 | 4 | 0 | 0 | 0 | ##1 | 0 | 1 | | | | | | |
| Total Reporting | 104 | 34 | 6 | 17 | 15 | 10 | 82 | 5 | 4 | 5 | 3 | 0 | 17 | 1 | 0 | 0 | 0 | 4 | 5 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.
@ Sexton; # Chamber of Commerce Sec'y.; & Judge; x Bus Driver; ## Permit Officer.

FIG. IX. DISTRIBUTION OF 104 PART TIME ATTENDANCE OFFICERS ACCORDING TO THEIR OTHER OCCUPATIONS

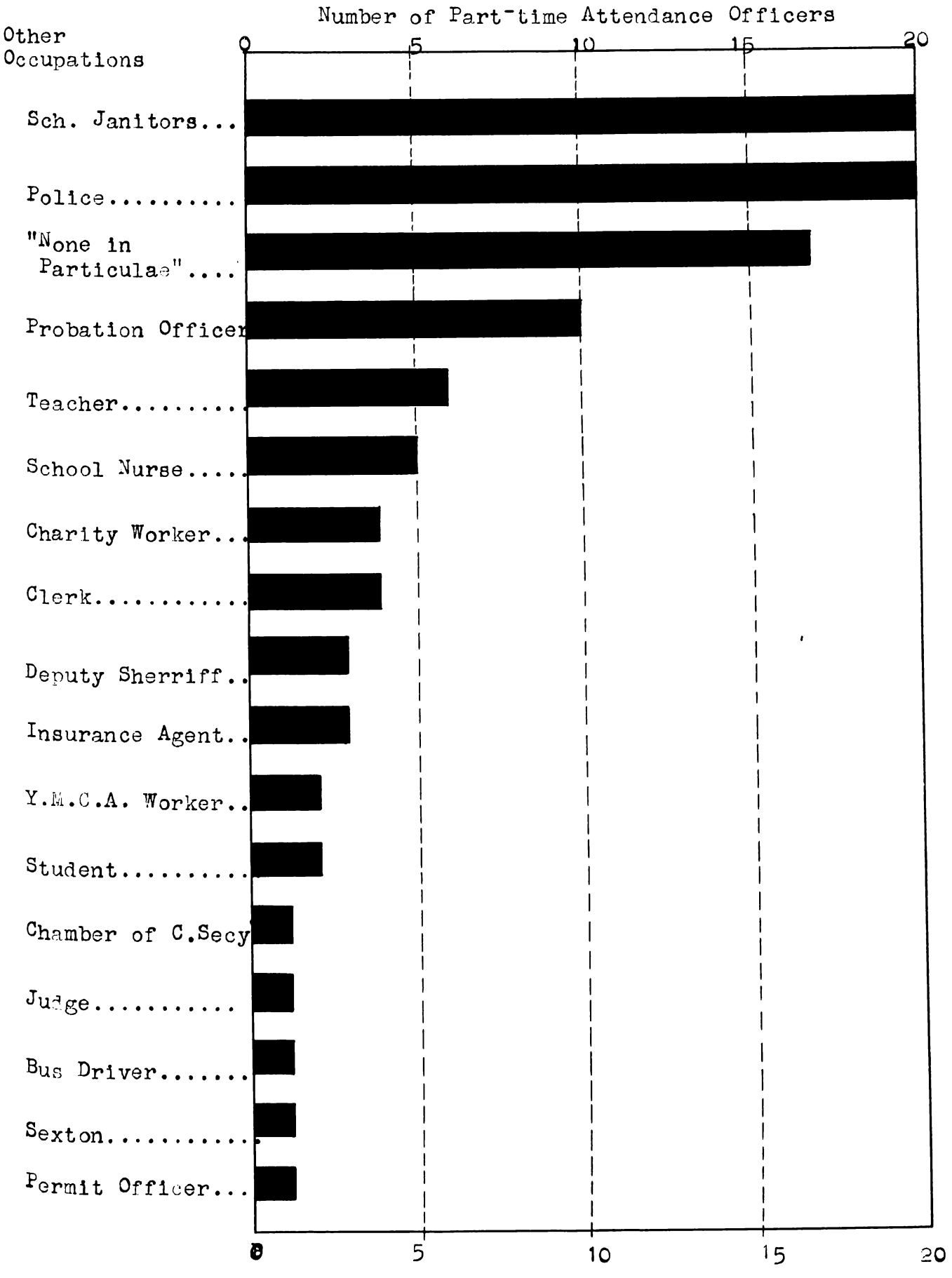


TABLE NO. 14

AGE DISTRIBUTION OF 429 ATTENDANCE OFFICERS
(Distributed by Size-Groups and Geographical Divisions)

| AGE-GROUPS | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | CP* | W* | T* | E* | S* | GL* | CP* | W* | T* | E* | S* | GL* | CP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 20-24 inclusive | 17 | 0 | 0 | 2 | 0 | 0 | 2 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | #8 | 0 | 0 | 6 | 14 |
| 25-29 " | 36 | 3 | 1 | 2 | 2 | 3 | 11 | 1 | 0 | 4 | 1 | 1 | 7 | 1 | 0 | 6 | 2 | 9 | 18 |
| 30-34 " | 34 | 2 | 1 | 3 | 1 | 1 | 9 | 2 | 5 | 3 | 1 | 2 | 13 | 3 | 0 | 4 | 3 | 2 | 12 |
| 35-39 " | 45 | 5 | 1 | 5 | 4 | 2 | 17 | 6 | 2 | 6 | 1 | 1 | 16 | 5 | 0 | 2 | 0 | 5 | 12 |
| 40-44 " | 59 | 7 | 2 | 3 | 2 | 2 | 16 | 8 | 0 | 6 | 2 | 0 | 16 | 9 | 2 | 1 | 3 | 12 | 27 |
| 45-49 " | 64 | 14 | 1 | 14 | 2 | 1 | 32 | 9 | 2 | 7 | 1 | 1 | 20 | 6 | 2 | 2 | 0 | 2 | 12 |
| 50-54 " | 63 | 14 | 3 | 5 | 8 | 5 | 35 | 8 | 1 | 6 | 2 | 2 | 19 | 3 | 1 | 1 | 0 | 4 | 9 |
| 55-59 " | 49 | 16 | 1 | 7 | 3 | 2 | 29 | 7 | 1 | 6 | 2 | 0 | 16 | 3 | 0 | 0 | 1 | 0 | 4 |
| 60-64 " | 33 | 8 | 1 | 4 | 1 | 0 | 14 | 9 | 1 | 3 | 0 | 0 | 13 | 0 | 1 | 2 | 1 | 2 | 6 |
| 65-69 " | 11 | 4 | 0 | 0 | 1 | 0 | 5 | 4 | 0 | 0 | 0 | 0 | 4 | 1 | 0 | 1 | 0 | 0 | 2 |
| 70-74 " | 13 | 2 | 2 | 3 | 0 | 0 | 7 | 1 | 0 | 0 | 2 | 1 | 4 | 1 | 0 | 1 | 0 | 0 | 2 |
| 75-79 " | 4 | 1 | 0 | 0 | 1 | 0 | 2 | 0 | 0 | 1 | 1 | 0 | 2 | : | : | : | : | : | |
| 80 and over | 1 | 0 | 0 | 0 | 1 | 0 | 1 | : | : | : | : | : | | : | : | : | : | : | |
| Totals | 429 | 77 | 13 | 46 | 26 | 16 | 180 | 55 | 12 | 42 | 14 | 8 | 131 | 32 | 14 | 20 | 10 | 42 | 118 |
| ## Medians | 46.8 | | | | | | 50.4 | | | | | | 48. | | | | | | 40.5 |
| Q1 | 37.2 | | | | | | 41.8 | | | | | | 38.4 | | | | | | 28.1 |
| Q3 | 55.3 | | | | | | 57.2 | | | | | | 56.8 | | | | | | 47. |

* E, S, GL, CP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

# Inadvisedly reported under this age group. In each of these cases, the age was reported as "Over 21".

## The age ranges from 20 to 86 years. Lines are drawn opposite the age-groups in which the medians for the age-groups, and for all cities, are found.

Q1 and Q3 for this size-group are, respectively, 41.8 years and 57.2 years, both about three years higher than the corresponding figures for all cities. Note that although the medians and quartiles are getting smaller as we go to larger cities, we still have a median age for size-group III cities of 40.5 years, with Q1 and Q3 at 28.8 years and 48.5 years, respectively. The writer has not the prejudice on age for age's sake to the extent of completely believing that the saying "youth is for action and the aged for meditation only", but considering other factors, he believes 47 years[39] is too high to be the median age for attendance officers in the cities studied. The total range is from 20 to 86 years. Fig. X shows the facts of table No. 14 graphically.

The educational and professional qualifications of 468 attendance attendance officers are shown in Table No. 15. Note that although the mode for the attendance officers of all cities here represented is found opposite "Elementary School Graduates", the median really falls in "Finished 1st Yr. High School". Modes and medians for officers in cities of sizes I and II, however, all fall on "Elementary School Graduates," while the median for those of size-group III falls on "High School graduates". It is discouraging to see 32 of these officers opposite "Not Elem. School Graduates", but the goodly number of high school and college[40] graduates is encouraging, indeed. The tendency to employ attendance officers with high qualifications is greater in larger than in smaller cities, especially for cities having populations of 100,000 or more. The distribution of these attendance officers by educational attainments is shown also in Fig. XI.

It would be surprising if any competent superintendent of schools would admit that the completion of the first year of high school nearly approaches his preference of the educational qualifications he desires for

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39. Compare this with the median age of elementary school teachers three years ago. See Everden, Teachers Salaries and Salary Schedules.

40. The majority of the attendance officers having bachelor's degrees were chiefs or directors of attendance departments.

FIG. X. AGE DISTRIBUTION OF

419 ATTENDANCE OFFICERS

Graph

See Original Copy

TABLE NO. 15

EDUCATIONAL QUALIFICATIONS OF 468 ATTENDANCE OFFICERS
(Distributed by Size-Groups and Geographical Divisions)

| QUALIFICATIONS | All Cities | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Not Elem. School Graduates | 32 | 8 | 0 | 3 | 2 | 2 | 15 | 9 | 0 | 2 | 0 | 1 | 12 | 3 | 0 | 0 | 0 | 2 | 5 |
| Elem.Sch. Grad. | 193 | 56 | 5 | 30 | 8 | 6 | 104 | 36 | 6 | 17 | 6 | 0 | 65 | 13 | 3 | 7 | 1 | 0 | 24 |
| Fin. 1st yr. H.S. | 10 | 3 | 0 | 2 | 0 | 0 | 5 | 5 | 0 | 1 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 1 | 1 |
| Fin. 2nd yr. H.S. | 11 | 0 | 1 | 1 | 2 | 0 | 4 | 3 | 0 | 2 | 0 | 0 | 5 | 1 | 1 | 0 | 0 | 0 | 2 |
| Fin. 3rd yr. H.S. | 9 | 1 | 1 | 1 | 0 | 0 | 3 | 1 | 0 | 2 | 0 | 1 | 4 | 2 | 0 | 0 | 0 | 0 | 2 |
| H. S. Grad. | 88 | 11 | 2 | 10 | 6 | 4 | 33 | 9 | 5 | 9 | 4 | 5 | 32 | 4 | 5 | 3 | 3 | 6 | 23 |
| Graduate Nurse | 10 | 3 | 0 | 3 | 3 | 1 | 10 | : | : | : | : | : | | : | : | : | : | : | |
| Fin. 1 yr.College | 21 | 0 | 1 | 2 | 3 | 2 | 8 | 1 | 1 | 2 | 1 | 0 | 5 | 0 | 1 | 2 | 0 | 5 | 8 |
| Fin. 2 yr. College | 27 | 2 | 0 | 2 | 0 | 1 | 5 | 0 | 0 | 2 | 1 | 2 | 5 | 1 | 1 | 6 | 2 | 7 | 17 |
| Fin. 3 yr.College | 15 | 0 | 1 | 1 | 0 | 0 | 2 | 0 | 0 | 2 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 9 | 9 |
| Bachelor's Degree | 42 | 2 | 1 | 5 | 1 | 0 | 9 | 0 | 1 | 2 | 2 | 2 | 7 | 0 | 5 | 6 | 6 | 9 | 26 |
| Fin. 1 yr. Post Graduate | 9 | 0 | 1 | 0 | 2 | 0 | 3 | 0 | 0 | 3 | 0 | 1 | 4 | 0 | 1 | 0 | 0 | 1 | 2 |
| Master's Degrees | 3 | : | : | : | : | : | | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 2 | 2 |
| Above Master's Degree | 0 | : | : | : | : | : | | : | : | : | : | : | | : | : | : | : | : | |
| Total | 468 | 84 | 13 | 58 | 27 | 19 | 201 | 62 | 14 | 44 | 14 | 12 | 146 | 24 | 17 | 24 | 12 | 44 | 121 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

FIG. XI. EDUCATIONAL STATUS OF ATTENDANCE OFFICERS. See Original

an attendance officer of his school system. Two questions immediately suggest themselves when we begin to ask, why this generally low attainment of attendance officers. Is it due to lack of, or low, standards of qualifications set by nominating and appointing officials?[41] Or, is it due to low salaries available for these positions, the schools merely getting what they were willing to pay for? We have definite data on the latter question, so we will consider it at this point.

Table No. 16 gives a distribution of 416 attendance officers according to the salary-groups to which they belonged during 1922. Column 2 shows that the median for all attendance officers in all cities is $136 per month, Q1 and Q3, being $108 and $170 respectively. This median, $ 136 per month, compares quite favorably with the median salary of elementary school teachers for 1921-22, which was $143.30 per month.[42] The median salary of attendance officers in cities of size-group I is $111 per month. Q 1 and Q 3 being $90 and $140, respectively. For attendance officers in cities of size-group II, the salaries are better, the median being $146 per month, and Q1 being $119 and Q3, $178; while for those in size-group III, the median rises to $150 per month, with Q1 and Q3 at $122 and $180 respectively. The salaries range from $15.50 per month to $350 per month. Only full-time attendance officers are reported in this table. Fig. XII shows graphically the salary situation given in Table No. 16.

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41. A tabulation of the item "How appointed" of the questionnaire showed that of 477 attendance officers, 351 were appointed by the Board of Education on Superintendent's recommendation only, 89 by the Board of Education without Superintendent's recommendation, 23 by civil-service. Others are: By town council, 8; by Police Com., 2; Popular election, 2; County Court, 2.

42. The median given (N.E.A. Bull. Research Dept. June, 1922, p.17) is $1433 per year. This was arbitrarily divided by 10 to get the median monthly salary because where salaries of attendance officers were expressed in terms of yearly amounts, they were reduced to monthly salaries by this method — dividing by 10. To make them comparable, the same method was used for teachers' salaries.

TABLE NO. 16

DISTRIBUTION OF 416 ATTENDANCE OFFICERS ACCORDING TO THE SALARY GROUPS TO WHICH THEY BELONGED DURING 1922. (ONLY FULL-TIME ATTENDANCE OFFICERS INCLUDED HERE)

(Arranged by Size-Groups and Geographical Divisions)

| SALARY GROUPS (Monthly Salaries) | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Below $20. | 1 | 1 | | | | | 1 | | | | | | | | | | | | |
| $20. - $39.99 | 1 | | | | | 1 | 1 | | | | | | | | | | | | |
| $40. - $59.99 | 4 | 1 | | 1 | 1 | 1 | 4 | | | | | | | | | | | | |
| $60. - $79.99 | 28 | 10 | 1 | 8 | 2 | | 21 | 2 | 1 | | 1 | | 4 | | 2 | 1 | | | 3 |
| $80. - $99.99 | 38 | 10 | 3 | 9 | 1 | | 23 | | 2 | 3 | 1 | 1 | 7 | | 1 | | | 7 | 8 |
| $100. - $119.99 | 78 | 10 | 4 | 15 | 3 | | 32 | 9 | 1 | 10 | 4 | 2 | 26 | 4 | 4 | 4 | | 8 | 20 |
| $120. - $139.99 | 72 | 7 | | 7 | 2 | 4 | 20 | 12 | 5 | 7 | 2 | 1 | 27 | 9 | 11 | 3 | 2 | | 25 |
| $140. - $159.99 | 62 | 9 | 1 | 7 | | | 17 | 13 | 3 | 4 | 2 | 2 | 24 | 7 | 1 | 7 | 4 | 2 | 21 |
| $160. - $179.99 | 54 | 2 | | 2 | 1 | 3 | 8 | 10 | 1 | 8 | 1 | 2 | 22 | 3 | | 7 | 1 | 13 | 24 |
| $180. - $199.99 | 43 | 1 | | | 1 | 1 | 3 | 12 | | 4 | 1 | 1 | 18 | 10 | 1 | 1 | 3 | 7 | 22 |
| $200. - and over | 55 | 2 | | 1 | 2 | 1 | 6 | 10 | | 4 | | 3 | 17 | 4 | | 2 | 3 | 3 | 12 |
| TOTALS | 416 | 53 | 9 | 50 | 13 | 11 | 136 | 68 | 13 | 40 | 12 | 12 | 145 | 37 | 20 | 25 | 13 | 40 | 135 |
| # Medians | $136 | | | | | $111 | | | | | | $146 | | | | | | $150 | |
| Q1 | $108 | | | | | 87 | | | | | | 119 | | | | | | 122 | |
| Q2 | $170 | | | | | 140 | | | | | | 178 | | | | | | 180 | |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

# The salaries range from $15.50 to $350 per month. Lines are drawn opposite the salary-groups in which the medians for the size-groups, and for all cities, are found.

FIG. XII. SALARY GROUP

DISTRIBUTION OF ATTENDANCE

OFFICERS

Graph.

See Original Copy

Viewing the salary situation of attendance officers as a whole from the facts given in table No. 16, one would be inclined to say that attendance officers are not so poorly paid as some people suppose them to be. Nevertheless, it is to be remembered that higher salaries, coupled with corresponding higher standards in qualifications and care in selection, would attract men and women with a greater vision of the opportunity for service that is in store for the capable worker. Until more funds for higher salaries are available, however, it would seem that those responsible for the selection of attendance officers could start raising the standard of general qualifications, at least as nearly proportionate to the prevailing median salaries as possible. Could not a good person, who has at least completed the high school, be found to take the position of attendance officer at $136 a month?

Other Facts about Attendance Officers

Table No. 17 shows the number of years the 484 attendance officers have been in the attendance service. Column 2 shows the mode for all of them at 1-3 years inclusive. The median is found to be 5.3 years. The range of service was from 3 months to 47 years. About 25 per cent of all attendance officers have been in attendance work ten years or more. Note that the median is higher in size-group II (5.4 years) than in size-group I (4.9 years), and is higher in size-group III (5.7 years) than in size-group II (5.4 years). One question suggests itself here: Might not the high median salary be simply due to the fact that it represents both the original salary and subsequent increases for a period of five or six years? Unfortunately, this cannot be definitely answered here, but the question is, undoubtedly, a pertinent one.

A count of the answers as to the number of years of previous teaching service by attendance officers employed, showed that 301 out of 398 reporting on this item have no previous teaching experience; 38 have from 1 to 3 years

TABLE NO. 17

NUMBER OF YEARS IN ATTENDANCE SERVICE OF 484 ATTENDANCE OFFICERS
(Distributed by Size-Groups and Geographical Divisions)

| NUMBER OF YEARS (Year Groups) | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP II | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Less than 1 year | 16 | 1 | 1 | 3 | | | 5 | | | | 1 | 2 | 3 | 1 | 1 | 2 | | 4 | 8 |
| 1 - 3 years inc. | 181 | 21 | 8 | 26 | 16 | 10 | 83 | 16 | 10 | 23 | 7 | 5 | 61 | 6 | 7 | 9 | 5 | 10 | 37 |
| 4 - 6 " " | 104 | 19 | 5 | 11 | 9 | 5 | 49 | 16 | 1 | 6 | 2 | 2 | 27 | 5 | 3 | 5 | 5 | 10 | 28 |
| 7 - 9 " " | 58 | 8 | 4 | 7 | 2 | 1 | 18 | 10 | 2 | 5 | 2 | | 19 | 6 | 3 | 9 | 1 | 2 | 21 |
| 10-12 " " | 62 | 22 | | 8 | 1 | 2 | 33 | 9 | 1 | 5 | 1 | 1 | 17 | 8 | | 1 | 2 | 1 | 12 |
| 13-15 " " | 28 | 6 | | 1 | 2 | | 9 | 9 | 1 | 1 | | 1 | 12 | 6 | | | | 1 | 7 |
| 16-18 " " | 11 | 3 | | 1 | | | 4 | 3 | | | | | 3 | 2 | | | | 2 | 4 |
| 19-21 " " | 11 | 1 | | 1 | | | 2 | 3 | | 2 | 1 | 1 | 7 | 2 | | | | | 2 |
| 22-24 " " | 4 | | | | | | | 3 | | | | | 3 | | | 1 | | | 1 |
| 25-27 " " | 5 | 2 | | | | | 2 | 2 | | | | | 2 | 1 | | | | | 1 |
| 28-30 " " | 1 | | | | | | | | | | | | | | | 1 | | | 1 |
| Over 30: 31 Yrs. | 1 | | | | | | | | | | | | | 1 | | | | | 1 |
| 34 Years | 1 | | | | | | | 1 | | | | | 1 | | | | | | |
| 47 Years | 1 | 1 | | | | | 1 | | | | | | | | | | | | |
| TOTALS | 484 | 84 | 14 | 60 | 30 | 18 | 206 | 72 | 15 | 43 | 15 | 10 | 155 | 36 | 14 | 28 | 13 | 30 | 123 |
| Medians | 5.3 | | | | | 4.9 | | | | | | 5.4 | | | | | | 5.7 | |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes Cities, Western cities, and Total.

inclusive; 20, from 4 to 6 years inclusive; and the rest are scattered along the remaining ascending intervals. The range is from 9 to 41 years. Table No. 18 shows these facts.

Conclusions

1. Seventy-eight per cent of 341 cities reporting, employed only one attendance officer during 1922. The population range in these cities is from 10,000 to 237,000.

2. On the basis of annual enrollment, the median number of pupils per attendance officer employed was 3,758 for all cities; 2,840 for cities of size-group I; 4,818 for size-group II; 7,616 for size-group III. These medians are adequate according to accepted standards.

3. Most of the attendance officers employed are men, married; of the women attendance officers, most of them are single.

4. Approximately one-fifth of all attendance officers studied were on part-time basis, doing at the same time, work as policemen or as school janitors, and other jobs.

5. The medium age of attendance officers is 46.8 years for all cities. For those in cities of various size-groups: I, 50.4 years, II, 48 years, III, 40.5 years.

6. The median educational attainments of all attendance officers studied is the completion of the first year of high school; the mode being the completion of the elementary school course. This is also the median for those in cities of size-groups I and II, while the median for those in cities of size-group III is high school graduation.

7. The median salary for all attendance officers is $136 per month. The median salaries by size-groups is: I, $111 per month; II, $146 per month; III, $150, per month.

8. The median number of years that attendance officers have been in the attendance service is 5.3 years.

TABLE NO. 18

PREVIOUS TEACHING EXPERIENCE OF 398 ATTENDANCE OFFICERS
(Distributed by Size-Groups and Geographical Divisions)

| NUMBER OF YEARS PREVIOUS TEACHING EXPERIENCE | ALL CITIES | SIZE GROUP I | | | | | | SIZE GROUP II | | | | | | SIZE GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 0 years | 301 | 70 | 4 | 45 | 18 | 11 | 148 | 45 | 10 | 26 | 8 | 5 | 94 | 22 | 4 | 5 | 5 | 23 | 59 |
| 1 - 3 years, inc. | 38 | 3 | | 7 | 1 | 2 | 13 | 3 | 1 | 2 | 4 | 1 | 11 | | 2 | 4 | 2 | 6 | 14 |
| 4 - 6 " , " | 20 | | 2 | 1 | 2 | | 5 | | 1 | 1 | | | 2 | | | 3 | 3 | 7 | 13 |
| 7-9 " , " | 7 | | 1 | 1 | | 1 | 3 | | 1 | 1 | | | 2 | | | 1 | | 1 | 2 |
| 10-12 " , " | 9 | | 2 | 1 | | 1 | 4 | | 1 | 2 | | | 3 | | 1 | | | 1 | 2 |
| 13-15 " , " | 7 | 1 | | 1 | 2 | | 4 | | | 1 | | | 1 | | | | | 2 | 2 |
| 16-18 " , " | 4 | | | | | | | | | 1 | 2 | | 3 | | | 1 | | | 1 |
| 19-21 " , " | 3 | | | | 1 | | 1 | | | | | 1 | 1 | | | | 1 | | 1 |
| 22-24 " , " | 5 | 1 | 1 | | | | 2 | | | 2 | | | 2 | | | 1 | | | 1 |
| 25-27 " , " | 0 | | | | | | | | | | | | | | | | | | |
| 28-30 " , " | 1 | | 1 | | | | 1 | | | | | | | | | | | | |
| Over 30: 31 years | 1 | 1 | | | | | 1 | | | | | | | | | | | | |
| 32 YEARS | 1 | | | | | | | | | | | 1 | 1 | | | | | | |
| 41 years | 1 | | | | | | | | | | | | | | | 1 | | | |
| TOTAL | 398 | 76 | 11 | 56 | 24 | 15 | 182 | 48 | 14 | 36 | 14 | 8 | 120 | 22 | 7 | 16 | 11 | 40 | 97 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

9. Most of the attendance officers have no teaching experience.

10. The typical attendance officer in the American city school system, then, is a man, married, forty-seven years of age, having an education equivalent to a high school freshman, receives $136 per month, has been in the attendance service for five years and has no teaching experience.

## Proposed General Qualifications for an Attendance Officer

Along with a reasonably minimum educational standard, desirable personality traits are of paramount importance in the selection of an attendance officer. The following proposed qualifications are submitted for the consideration of nominating and appointing officials, in the absence of any specific offerings along this line. No considerations of salary -- though this is very important -- were taken into account. Sufficient salary should be forthcoming to meet a desired standard of service. In some places, these qualifications will seem a little ideal; in others they are, or have been, exceeded. They are not unreasonable, it is believed, for any twentieth century American school system, size of city not excepted.

The prospective attendance officer:

1. Must be a citizen of the United States between 20 and 60 years of age, and must engage for full-time service.

2. Must have completed the high school course, or its equivalent, and at least two years of college or professional training including, among other things, courses in fundamentals of education, child psychology and sociology. Other things being equal, the higher the educational qualifications, the better.

3. Must be of unquestioned moral character.

4. Other things being equal, previous teaching experience is desirable.

5. Must possess a sympathetic understanding of the nature, needs, and desires of children.

6. Must possess an insight into social factors and forces; and must have a good sense of relative values as well as a reasonable grasp of details. Familiarity with case work technique is desirable.

7. Must know how to "handle" people as individuals and as groups — that is, he must be a sort of a human engineer. Interest and participation in civic activities is important in this connection.

8. Must be tactful yet aggressive, patient yet commanding when demanded, obliging yet firm when he must. Professional and intellectual honesty should characterize all his dealings.

The reader who has been used to thinking about qualifications in terms of rating sheets and score cards, would immediately ask: How can we measure these qualifications, especially those numbered 5 to 7? To be sure, one could probably reduce most of these proposed qualifications to terms of weighted items, and that would be a profitable study, but on account of the limitations of the present work, we will leave that task to another. However, until that is devised, any good superintendent of schools ought to have enough insight into human character to be able to distinguish in a fairly satisfactory manner, the qualifications above proposed, numbered 5 to 7.

CHAPTER V

## THE SCHOOL CENSUS

Of the various functions of an attendance department or office, the taking and maintaining of an accurate, permanent, continuing school census is of fundamental importance. Without such a census, we are deprived of one valuable instrument in the determination of whether a community is meeting its obligations or universal education for its children. To say that all children 5 to 7 years of age may go to school, or that all children 7 to 18 years of age must go to school, or that children 16 to 18 years might, if necessary, go to work provided that they fulfill certain requirements, would not be of much consequence as far as enforcement is concerned, unless we know accurately and definitely how many there are of such children in each age-group, who they are and who are responsible for them, where they live, and certain other facts about them. These, among other things, the school census should provide.

Until comparatively recently, however, the school census in the cities where one was taken, was far from furnishing even the elementary facts. The old fashioned school census was usually taken by the police "ex-officio", or by some other "faithful citizen" who needed the money that went with the job. It was mostly a counting of heads. Ordinarily, large cumbersome books or sheets were used on which to record names and ages. Reports showed mostly totals because these were what the "enumerator" and the school board were greatly interested in. The "enumerator" was interested in the total because usually that determined how much money he would get out of the job. The Board was interested in the total because each "head" making up that total meant so much school money from the state. After the state apportionment was determined, the books or sheets containing the census data were put way in some cozy-corn-

or, thereafter to commune with the dust and spider webs, perhaps for life.

Such a system is obviously vicious and even uneconomical. No serious effort at getting all children of school-going age enumerated was put forth, and the ages recorded, when recorded at all, were many times not accurate. The difficult cases, the ones really most essential from the standpoint of law enforcement, were neglected. The vital aids which good census data render in the solution of certain administrative school problems had not yet been discovered. For attendance purposes, the census data were little or never utilized in some places. But even the avowed purpose for which the enumeration was taken, namely, a basis for state apportionment of funds, was more or less defeated because the failure of a complete enumeration always meant some loss of state funds. For example, it was found that in 1919, St. Louis would have received actually $56,000 less of the state money if she had not improved her school census methods that year. Des Moines, in 1921, would have suffered a loss of $15,000 of state allotment but for better census procedure.

At present, a school census of some sort is taken in practically every city in the United States. The practice varies from one approaching the old-fashioned type above described, to the modern permanent, continuing census which accounts carefully for each child of school going age, and keeps data regarding him, complete and up-to-date. Let us consider some of our findings on this topic.

Table No. 19 shows a distribution of the cities according to the frequency of taking the school census. It is seen in column 2 that 298 cities, or about 83 per cent of the 356 cities reporting, take their school census annually, 22 cities report continuous census; 18 cities, every two years; 8 every three years; 8 every five years; one, semi-annually; and one, at a time designated

TABLE NO. 19.

DISTRIBUTION OF CITIES SHOWING HOW OFTEN SCHOOL CENSUS IS TAKEN
(Distributed by Size-Groups and Geographical Divisions)

| HOW OFTEN CENSUS IS TAKEN | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Annually | 298 | 71 | 13 | 54 | 34 | 20 | 192 | 24 | 10 | 30 | 14 | 6 | 84 | 7 | 1 | 7 | 3 | 4 | 22 |
| Continuous | 22 | 9 | | 1 | | | 10 | 7 | | | | | 7 | 1 | | 1 | 1 | 1 | 4 |
| Every two years | 18 | | 6 | 4 | | | 10 | 1 | 1 | 3 | 1 | | 6 | | 3 | | | | 3 |
| Every Three Years | 8 | 1 | 1 | 1 | | | 3 | 1 | 2 | | | | 3 | 1 | 1 | | | | 2 |
| Every Five Years | 8 | | 2 | | | | 2 | 1 | 2 | | | | 3 | | 3 | | | | 3 |
| Semi-Annually | 1 | | | 1 | | | 1 | | | | | | | | | | | | |
| Bd. of Education designates time | 1 | | | | | | | 1 | | | | | 1 | | | | | | |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

by the Board of Education.[43] Although there are only 22 cities who actually reported a continuous census, it is probable that a number of the 196 cities reporting annual census-taking also had features of the continuous census plan. This assumption is strengthened by the fact that in answer to our question, "Are school census records corrected when necessary during the year between dates of taking census?" 190 cities answered yes. As to the cities which take their census every two, three, or five, years, one wonders how the children moving within, into or out of the district between dates of taking the census, are accounted for at all.

Table No. 20 shows a distribution of cities according to the months in which the school census is taken. We note in column 2 the predominance of the vacation or near-vacation months, June leading with 70 cities, May next with 60 cities, April following with 58 cities; then July and September with 48 and 33 cities respectively. Only one city reported November, a contradiction of the claim of Morgan[44] that "the majority of school administrators have found November 1st to be the best time for taking the annual school census", adding that the people moved least at that season of the year, "hence, more exact data can be secured". Commenting on this, and discussing the question of the time of taking the census, the writer elsewhere said: "In small communities with a mobile population, a general verification period might be had during November, but it would seem that if the census data are to serve their maximum usefulness, June and July would be a better time for the annual enumeration. In view of the considerable summer exodus in many cities during the latter part of June, much of the work would need be done possibly just before schools close, and thorough follow-up and completion

43. See also Miss Hobb's findings in City School Leaflet No. 3, U.S. Bureau of Education, 1922.

44. In American school Board Journal, March, 1922, p. 87.

TABLE NO. 20.

SHOWING MONTHS IN WHICH SCHOOL CENSUS IS TAKEN IN AMERICAN CITIES
(Distributed by Size-Groups and Geographical Divisions)

| MONTH CENSUS IS TAKEN | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| June | 70 | 11 | 3 | 23 | 13 | 0 | 50 | 2 | 1 | 6 | 8 | | 17 | | 1 | 1 | 1 | | 3 |
| May | 66 | | 1 | 24 | 10 | 3 | 38 | 2 | 1 | 14 | 3 | 1 | 21 | | | 5 | | 2 | 7 |
| April | 58 | 15 | 6 | 7 | 1 | 2 | 31 | 9 | 3 | 7 | 1 | | 20 | 4 | 2 | 1 | | | 7 |
| July | 48 | 13 | 3 | 5 | 5 | | 26 | 5 | 5 | 6 | 2 | | 18 | 1 | 2 | | 1 | | 4 |
| September | 33 | 18 | | 1 | | 5 | 24 | 7 | | | | | 7 | 2 | | | | | 2 |
| August | 15 | 11 | 2 | | 1 | | 14 | 1 | | | | | 1 | | | | | | |
| October | 14 | 2 | | | | 6 | 8 | | | | | 4 | 4 | | | | | 2 | 2 |
| March | 14 | 1 | 5 | | | 1 | 7 | 1 | | 5 | | | 6 | | 1 | | | | 1 |
| January | 6 | 1 | | | 3 | | 4 | | | | 1 | | 1 | 1 | | | | | 1 |
| February | 4 | | | | 1 | 2 | 3 | | | | | 1 | 1 | | | | | | |
| November | 1 | | | | | 1 | 1 | | | | | | | | | | | | |
| December | | | | | | | | | | | | | | | | | | | |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

work continuing throughout July. The census work may not be fully completed until September because of visitations and investigations demanded by such follow-up work. Under an ordinary situation, however, an adequate staff could easily complete the census returns in shape to be useful to principals when schools open in the fall. Such returns are not only valuable to principals, but thus used, insure greater reliability of the related records."[45] These statements, written long before our questionnaires were sent out, seem to be borne out, in so far as time of census taking is concerned, by actual practice in the cities reporting in Table No. 20, the facts of which are shown graphically in Fig. XIII.

How and By Whom School Census is Taken

We have no data from cities of all size-groups as to the method used in taking the census. However, at about the same time our questionnaires were mailed out, the City School Division of the U. S. Bureau of Education sent questionnaires[46] to chief attendance officers in cities of size-group III. Thirty-four cities responded, and of these, 24 cities had an annual census taking and 24 used the house-to-house canvass method. This house-to-house method is probably the most popular plan, and as now used in many cities, it is an improvement over former practice. The improvement is principally in the method of securing information. It provides checks and counter-checks not only for children in a particular house but for those in the house just preceding and the house immediately following. In the house-to-house canvassing, either the street-and-number plan, or the block plan is used. Except in very small cities, it seems that the block plan is the better, all circumstances considered.

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45. Bermejo, "The Permanent, Continuing School Census", in American School Board Journal, Dec. 1922, page 44. On this same point, compare Abott and Breckinridge's opinion in "Truancy and Non-Attendance in Chicago", p.221. These authors claim September and October to be the best months for taking the school census. Judging from their discussions in defense of this claim, it seems, however, that they are not familiar with the nature and methods of a real, continuous school census.

46. Already referred to on page 14. The replies to these questionnaires conform, in general tendencies, to the replies of our own questionnaires.

FIG. XIII. MONTHS IN WHICH SCHOOL CENSUS IS TAKEN

. See Original

The block is the smallest, distinct, unit area of a city, and the census card files could then be arranged according to blocks and within each block according to street and number. At the completion of the census, the block files would contain a card for each child of school age in the city. The cards could also be filed according to the Children's residence and would show the name of the school attended, or if not enrolled the lawful reason therefor.

Table No. 21 shows a distribution of 369 cities according to who takes their school census. In 289 cities, or about 82 per cent of those reporting, the school census is taken by the attendance department through the hiring of regular enumerators working with the attendance officers. Next to the enumerators and attendance officers, come the teachers in 68 of the cities reporting. Then follow a scattering of: Board of Education, 3 cities; Janitor, 2; Secretary of the School Board, 2; taken in school, 2; students, 2; Police, 1. Under good management, the predominating practice, that of hiring enumerators working with the attendance officers, will produce the best results. The attendance department directs the census taking under this plan, and all the resources of its central office are thrown behind the census machinery. The enumerators are, in a well administered attendance system, selected with care, and given preliminary training and detailed instructions as to their work. Where, however, the size and finances of the school system will not permit the hiring of regular enumerators, the plan of using teachers to work with the attendance officer would be the next best alternative.

In response to the question on the ways in which census data are recorded, there were almost as many cities which reported "on rules sheets", 122, as there were reporting "on cards", 163. Bound ledgers, loose-leaf note-books, census slips, and typewriter-paper, and in a few cases, combinations of some of these, were mentioned. The practice in progressive cities consists in providing an

TABLE NO. 21

SHOWING BY WHOM SCHOOL CENSUS IS TAKEN IN AMERICAN CITIES
(Distributed by Size-Groups and Geographical Divisions)

| BY WHOM CENSUS IS TAKEN. | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Hired Enumerators and Attend. Officers under the Attend. Office or Department | 289 | 71 | 16 | 49 | 32 | 11 | 179 | 23 | 11 | 33 | 12 | 3 | 82 | 7 | 5 | 8 | 4 | 4 | 28 |
| Teachers | 68 | 11 | 3 | 10 | 3 | 6 | 33 | 12 | 5 | 5 | 3 | 5 | 30 | 3 | 1 | | | 1 | 5 |
| Board of Ed. | 3 | | 1 | | 1 | 1 | 3 | | | | | | | | | | | | |
| Janitor | 2 | | | 2 | | | 2 | | | | | | | | | | | | |
| Sec. or clk. of School Board | 2 | | | | | 2 | 2 | | | | | | | | | | | | |
| Taken in School | 2 | | | | | | | 2 | | | | | 2 | | | | | | |
| Students | 2 | | | | | 1 | 1 | | | | | | | | 1 | | | | 1 |
| Police | 1 | 1 | | | | | 1 | | | | | | | | | | | | |
| Totals | 369 | | | | | | 221 | | | | | | 114 | | | | | | 34 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

enumerating sheet on which to record school census data at the time of enumeration, while in the office of the superintendent of schools or the attendance department are permanent census cards on which are transcribed the data gathered on the enumeration sheets. The permanent census card is made so as to provide for several years' cumulative record of all census data and of employment after leaving school. One card is kept for every child within the school census age-period; in some cities, one for each child up to 18 or 21 living in the city. There are many different kinds of forms used in the taking of the census, but we are presenting herewith two sets which in our judgment are fairly representative of the better types. One set is presented in Figures XIV and XV, with sample entires showing how the forms are filled. These forms were devised by Professors Strayer and Engelhardt[47] of the department of educational administration, Teachers College, Columbia University. Fig. XIV, the "Enumerating Sheet for Recording School Census Data", gives a complete code system which will aid the enumerators in getting and recording quickly the data desired. It also provides for each child, space for its full name, sex, date of birth, birthplace of child and father, names of father and mother, their residence, school attended and facts on employment. The child's defects, physical, mental or otherwise, are noted in the last column. Fig. XV, the "Permanent School Census Card", is the permanent record, and contains all the information recorded in the enumeration sheet, revised when necessary. When filled for a child, it gives a bird's eye view of his status. It has enough space for 15 years' data, the total time the ordinary child is in school. The use of these forms by more school systems[48] would help materially in bringing about a more uniform and complete census system.

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47. Published by C. F. Williams & Son, Inc. Albany, N. Y.

48. Of about 250 sample census forms received, only 5 were actual Strayer-Engelhardt forms, although many of the others were similar, some nearly identical with these forms.

FIGS. XIV AND XV. SAMPLES OF SCHOOL CENSUS ENUMERATING SHEET AND PERMANENT SCHOOL CENSUS RECORD CARD. See Original

such as that which has been the anxious desires of many chief attendance officers.

The other set of sample census cards is shown in Fig. XVI.[49] (A) shows the enumeration slips used by enumerators in gathering the data while canvassing, and (B) the permanent registration card on which the data from the slips (A) are transcribed. (C) shows merely the reverse side of (B). These census forms may be improved, as for example, addition of space for race or color and space for verification check of date of birth.

These two sets of census forms were selected from among some two hundred and fifty samples because they provide for the most essential information to be gathered in the census, and because of their desirable mechanical make-up that insures completeness while retaining simplicity. A number of the samples received were very similar to these two sets, especially to the Strayer-Engelhardt set. The writer believes that the more universal use of the Strayer-Engelhardt census forms will aid materially in obtaining and maintaining the kind of census data that are vitally useful.

## Verification of Dates of Birth

One of the questions asked in the Bureau of Education questionnaires to chief attendance officers[50] was: "Is the birth record required at the time of the child's first registration at school?" Of the 34 cities replying, 24 answered yes and 10 no; a few of the ten negative answers noted that when teachers were in doubt as to the date of the child's birth, efforts to verify from birth records were made voluntarily. We regret that no similar information is available for cities of size-groups II and I, but from an examination

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49. Published by the Massachusetts Department of Education.
50. Referred to on pages 14 and 79.

FIG. XVI. CENSUS REGISTRATION SLIP AND RECORD CARD SAMPLES. SEE ORIGINAL

of their registration and census card forms, the inference that this verification is not generally made at the time of the child's first registration in school, is warranted.[51] Where this is the case, the next best thing is to require such proofs at the time of the taking of the census.

Table No. 22 shows a distribution of the number of times various proofs were reported as accepted of the child's age or date of birth at the time census is taken. The six proofs ranking the highest in frequency are, as seen from Column 2:

1. Birth certificate.
2. Parent's affidavit.
3. Baptismal certificate.
4. Passport.
5. Bible Record.
6. Citizenship record.

The others include such evidence as school record, doctor's certificate, insurance policy, church record and immigration papers. The total number of answers was 316, although in answer to another question, "IS proof of child's age required", in another part of the questionnaires, 201 of the 301 cities answered no. The apparent discrepancy is explained, however, by the fact that in Table No. 22 the frequencies indicate number of times, not number of cities, one city generally giving two, sometimes, three proofs.

"The school system which requires that proper documentary evidence of the date of birth of a child be presented when the parent first sends to school the Registration Card of any child will offset many difficulties involving the age of children which will otherwise occur later. The teacher in this way is enabled to secure the correct age of the child for any age-grade or age-progress records that must be made in any later schoolyear."[52] Where this documentary

51. Because there are, generally, no places in such forms to indicate the verification check, nor the kind of documentary evidence accepted.

52. Strayer-Engelhardt, The Classroom Teacher, p.290.

TABLE NO. 22

DISTRIBUTION OF CITIES ACCORDING TO PROOFS ACCEPTED OF CHILDREN'S DATE OF BIRTH.
(Distributed by Size-Groups and Geographical Divisions)

| PROOFS ACCEPTED | ALL CITIES | SIZE-GROUPS I | | | | | | SIZE-GROUPS II | | | | | | SIZE-GROUPS III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Birth Certificate | 93 | 32 | 2 | 17 | 3 | 3 | 57 | 10 | 3 | 8 | 4 | | 25 | 4 | 1 | 3 | 1 | 2 | 11 |
| Parent's Affidavit | 89 | 19 | 10 | 13 | 12 | 8 | 62 | 5 | 8 | 4 | 4 | 2 | 23 | 1 | 2 | | | 1 | 4 |
| Baptismal Certif. | 57 | 27 | | 9 | 2 | 1 | 39 | 6 | 1 | 4 | 1 | 1 | 13 | 1 | | 3 | | 1 | 5 |
| Passport | 28 | 16 | | 2 | | 1 | 19 | 4 | | 3 | | | 7 | | | 1 | | 1 | 2 |
| Bible | 15 | | 2 | 4 | 1 | | 7 | 1 | 3 | 1 | 1 | | 6 | | | 1 | | 1 | 2 |
| Citizenship Record | 9 | 6 | 1 | | | | 7 | | 1 | | | | 1 | | | 1 | | | 1 |
| School Record | 9 | 3 | | | 2 | 1 | 6 | 1 | | 1 | | | 2 | 1 | | | | | 1 |
| Dr.'s Certificate | 7 | 5 | | | | | 5 | 1 | | 1 | | | 2 | | | | | | |
| Insurance Policy | 6 | | | 1 | | | 1 | 1 | | 3 | | | 4 | | | 1 | | | |
| Church Record | 2 | | | | 1 | | 1 | | 1 | | | | 1 | | | | | | |
| Immigration Papers | 1 | | | | | | | 1 | | | | | 1 | | | | | | |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

evidence, however, was not required at the time of first entrance, the next best thing is to require it at the first school census canvass. Once a satisfactory documentary evidence has been secured, notation to that effect showing the kind of evidence presented is made on the permanent census record, and should hold good for any further verification purpose. The documentary evidence presented is then returned to parents. As we will see later, this precaution will also help greatly when the child reaches the employment period and applies for a labor permit.

Outside of the importance of authentic ages in connection with pupil-studies in the school system itself, there are many other important uses of such authentic age records in the life time of an individual. Strayer and Engelhardt[53] summarize such uses by saying that "only through such official records does it frequently become possible to prove:

(a) age and citizenship

(b) the right to go to school

(c) the right to work

(d) the right to bear arms in the nation's defense

(e) the right to an inheritance

(f) the right to marry

(g) the right to hold office, and

(h) the right to secure passports for foreign travel."

One common difficulty in this connection may be pointed out and that is that in many communities there are numerous ways of computing ages, even if accurate dates of birth are known. In cities having good attendance systems,

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53. Op. cit., page 128.

a standard method of age computation[54] is used obviating this difficulty and making resulting ages comparable.

Uses Made of School Census Data

Our questionnaire asked for not more than three uses made of the school census data. Many of the cities gave two uses, some three and a few one. Table No. 23 shows the number of times each of the reported uses were mentioned. "Attendance purposes", which may include almost any conceivable thing in school practice, lead with 194; "basis of state apportionment" comes next with 187, and "data for employment certificate" is third with 77. The other items are an interesting miscellany. They are not, it should be noted, mutually exclusive items. Although not mentioned a large number of times, the appearance of the following important, rather recently-discovered uses, is significant

| | |
|---|---|
| Help in planning school buildings | 9 |
| Indicate school population trend | 8 |
| Age-grade-progress studies | 2 |
| Americanization | 1 |
| Discovery of physical defects | 1 |

The writer has summarized the educational uses of the school census data as follows:[55]

(1) Provides a complete enumeration of all children of compulsory scho l-age -- as a basis for enforcing the provisions of compulsory education and child labor laws.

(2) Provides a reliable means of identification of children within the

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54. This method adapts the insurance companies' system. It also provides for two pivotal reckoning dates (where semi-annual promotions prevail), Sept. 1st for the first semester, and March 1st for the second. Under this plan, "6 years of age" will include all children whose ages are included between 5 yrs. 9 months and 6 years 3 months. Such a standard age computation table is published as one of the Strayer-Engelhardt school record series.

55. In American School Board Journal, Dec. 1922, p. 44.

TABLE NO. 23

DISTRIBUTION OF CITIES ACCORDING TO USES MADE OF SCHOOL CENSUS DATA.
(Distributed by Size-Groups and Geographical Divisions)

| USES REPORTED | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| "Attendance Purposes" | 194 | 43 | 10 | 31 | 21 | 11 | 116 | 18 | 8 | 17 | 11 | 4 | 58 | 3 | 6 | 6 | 3 | 2 | 20 |
| Basis State Apportionment | 87 | 9 | 7 | 17 | 8 | 9 | 50 | 6 | 8 | 11 | 3 | | 28 | 2 | 4 | 2 | | 1 | 9 |
| Data for Employment Certificate | 77 | 18 | 4 | 16 | 8 | 1 | 47 | 4 | 4 | 8 | 4 | 3 | 23 | 2 | | 3 | 2 | | 7 |
| Data for Required reports | 60 | 15 | 2 | 7 | 7 | 3 | 34 | 9 | 2 | 4 | 5 | | 20 | 2 | | 2 | | 2 | 6 |
| Corroborate Age | 51 | 7 | 2 | 17 | 4 | 5 | 35 | 3 | 1 | 7 | | | 11 | | | 2 | | 3 | 5 |
| Residence Location | 40 | 9 | 2 | 5 | 4 | 3 | 23 | 5 | 2 | 4 | 3 | 1 | 15 | | 2 | | | | 2 |
| Who are eligible to School | 22 | 3 | 2 | 7 | 3 | 2 | 17 | 0 | 1 | 3 | 0 | 0 | 4 | | 1 | | | | 1 |
| Aid in Preparing School Program | 14 | 5 | | 1 | 2 | | 8 | 4 | 1 | | 1 | | 6 | | | | | | |
| Help in Planning School Buildings | 9 | | 1 | 1 | | | 2 | | 2 | 1 | 1 | 1 | 5 | | | 1 | 1 | | 2 |
| Indicate School Population Trend | 8 | 1 | 1 | 1 | | | 3 | 1 | 1 | | | | 2 | | | 1 | 1 | 1 | 3 |
| Check those legally out of school: | 7 | 2 | | | | 1 | 3 | 1 | | 1 | 1 | | 3 | | | | 1 | | 1 |
| "For Reference" | 6 | | | | 1 | 1 | 2 | 2 | | 1 | | | 3 | 1 | | | | | 1 |
| Determine Boundaries | 5 | | | 1 | | | 1 | 1 | 1 | 1 | | | 3 | | | | 1 | | 1 |
| Distribution County Funds | 4 | | | 1 | 2 | 1 | 4 | | | | | | | | | | | | |
| Tax Levy | 4 | | | | 1 | 1 | 2 | | 1 | | | | 1 | | | | | 1 | 1 |
| Determine no. pupils by age-groups | 2 | | | | 1 | | 1 | 1 | | | | | 1 | | | | | | |
| Tuition | 2 | | | | | | | | | 2 | | | 2 | | | | | | |
| Age-Grade-Progress Studies | 2 | | | 2 | | | | | | | | | | | | | | | |
| Anticipate Future Equipment | 2 | | | | | | | | 1 | | 1 | | 2 | | | | | | |
| Americanization | 1 | | | 1 | | | 1 | | | | | | | | | | | | |
| Discovery of Physical Defects | 1 | | | | | | | 1 | | | | | 1 | | | | | | |
| Miscellaneous | 11 | 1 | | 1 | 3 | 3 | 8 | | | 3 | | | 3 | | | | | | |

*E, S, GL, GP, W, and T, stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

the compulsory age-period.[56]

(3) Aids in child-accounting studies (acceleration, retardation, elimination) by showing facts about children for each age-year, for various race-groups, for different geographical and district divisions.

(4) Aids in discovering possible low ratio between (a) school population and total population; (b) school population and school enrollment; and (c) school population and average daily attendance.

(5) Aids, by authentic age-records, in safeguarding the children from capricious and selfish parents who have their children prematurely help "earn a living".

(6) Promotes expeditious and effective treatment of attendance irregularities. Child and parents easily located.

(7) Aids in planning a school building program.

(8) Provides complete returns as a basis of state apportionment where this is so based.[57]

(9) In general, is 'a useful index of the educational needs of a city arising from the growth, movement and character of the population.'

Other Facts on the School Census

A recent report by Miss Webb[58] of the U. S. Bureau of Education gives other interesting facts about the school census. Her data are from cities of size-group III, and her number of cases is rather few to indicate any general tendencies. Some of the significant facts gleaned from her report and table are summarized as follows:

"With regard to the expense of taking the school census, for 31 cities

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56. Better changed to read "within the census age limits".

57. For the desirability of undesirability of using school population as a basis of state apportionment, consult Cubberly's "School Funds and Their Apportionment". T.C. Contributions to Education No. 2, passim.

58. City School Leaflet, No. 3, October 1922.

reporting she found the general average to be 6 cents per child. The range from 2 cents in 3 cities to 20 cents in 3 cities.

In answer to her question, "Is the census checked with the public school enrollment", 27 of the 40 cities reporting on this item answered yes, one answered "will be", 11 answered no, and one said "no, hope to". Asked if the census was checked with private school enrollment, 25 of 41 cities answered yes, one said "will be", and 15 cities answered no. The predominant practice in these cities seems to be to utilize the school census data and the school enrollment both in public and non-public schools as checks against each other. This is precisely one of the ways in which a school census could be very useful.

That the attendance law could not be well enforced without the annual school census of educatable children was the opinion of 23 of the 40 chief attendance officers. Thirteen said that attendance laws might be enforced without such enumeration; the others were doubtful.

Of most interest, perhaps, were the replies to the inquiry "How many children of school age, but not enrolled, were put to school last year owing to the school census?" Specific information upon this point was available only from 15 cities. These reported that a goodly number of children, approximately 10,000 had been put to school owing to the school census. One may ask, even if the putting to school of these 10,000 children was the only thing done by the school census in these 15 cities, was that not worth the time and expense of taking the census?

Conclusions

1. The school census is taken annually in about 63 per cent of the cities studied. There are, however, quite a number of cities taking their school census every two, three of five years.

2. An increasing number of cities has the continuous census plan.

3. The school census is taken generally in June, May or April, i.e. during the vacation or near-vacation months.

4. In cities of size-group III, for which data on method of taking the census are available, the house-to-house canvass is found to be the prevalent method.

5. Regularly-hired enumerators working with the attendance officers take the school census in about 82 per cent of all cities in all size-groups and geographical divisions reporting to this item. The use of teachers working with attendance officers is the next prevalent practice in those cities.

6. The card system of recording permanently the school census data is predominant, although recording on large, ruled sheets follows closely.

7. In cities of size-group III, there is a strong tendency to require authentication of the date of birth at the time of the child's first registration in school. No data on this same point are available for cities of size-groups I and II, but indications shown from an examination of census and registration forms, are that this practice is not generally followed in most of those cities.

8. Where verification of age or date of birth is required at the time of taking the school census, the following six evidences are reported as accepted, the evidences being arranged in the order of their frequency: (1) Birth certificate, (2) Parent's affidavit[59], (3) Baptismal certificate, (4) Passport, (5) Bible record and (6) Citizenship record.

9. The most common uses reported of school census data were for "Attendance purposes", "Basis for state apportionment", "data for employment certificates".

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59. From the standpoint of desirability I would place this last, to be accepted only after it is fairly conclusive that none of the other evidences could be secured.

Such important uses as help in planning the school building program, indicate school population trends, age-grade-progress studies were mentioned by a few cities.

10. The average cost of census taking in 31 cities of size-group II, as reported by Hobb was 6 cents per child, the range being from 2 cents to 20 cents per child.

The Permanent, Continuing Census

Here and there in this chapter, references to a permanent continuing school census have been made with only an indirect indication of the nature and method of such a system.

By a permanent, continuing school census we mean a complete enumeration of all children of school age,[60] kept accurately up-to-date through constant corrections, revisions and verifications made in the records as needed from time to time on account of the changes in addresses, residence, schools, etc., of children already enumerated, and by additional entries for school children reaching the minimum census age limit or for those newly moved into the district or city. Under this method, the permanent census data are entered on a cumulative census card such as is shown in Fig. XV, one card being made for each child. At states periods, annually, the census work consists merely in a thorough-going verification of the data already on the cards, and the making out of new cards for children enumerated for the first time. Changes in addresses, additions of cards, record of removals, etc. are usually entered as they occured from day to day during the school year. In some places these revisions are made regularly every month. Under this plan, suppose that the census age-period covers 0 to 18 years, it should be possible at any time during the year to know exactly where a certain child below 16 is, where he can be located, how old he is at the

60. The census age-periods are, in almost all cases, more extensive than the compulsory age-periods, the lower limits ranging from date of birth to 6, and the upper, from 16 to 21.

time, and other pertinent facts about him. It is true that the installation of this system for the first time will require much more complicated work and perhaps greater expense, but this is more than compensated by the fact that thereafter the work reduced itself for the most part to keeping the data on the cards up-to-date and complete, except only at certain special occassions when a "fresh" re-enumeration is deemed necessary. The extra initial expense produces a result that pays its cost many times over, and whose value is always out of proportion to the increased cost.

Summary of Census Data to be Secured

The census data to be secured during the canvass are suggested more or less by the forms in Figs. XIV and XV. They are summarized below:

1. Full name of child -- Sex -- Race or color

2. Date of birth of child
   (a) Month, day, year
   (b) Age, as of Sept. 1
   (c) Documentary evidence for date of birth

3. First name of Father, and first name of Mother
   or full name of guardian

4. Residence - actual -- previous if different

5. Place of birth
   (a) of child
   (b) of father

6. Grade reached in school to-date
   (a) by child
   (b) by father

7. School attending

8. Defects - Obvious and Inferrable
   (a) Physical
   (b) Mental
   (c) Others

9. Employed, if so
   (a) Kind of certificate
   (b) Kind of work
   (c) Name and address of employer
   (d) Salary -- Start -- How

10. Remarks

As has been indicated before, the use of the codes printed on the forms; or, if other forms are used, locally devised, will greatly reduce the work of collecting the above data.

## CHAPTER VI

## ABSENCES, TRANSFERS AND DISMISSALS

Knowing how many and who are the children of school going age is, as we have tried to show in the preceding chapter, of fundamental importance. Getting them to school is the next important step, but keeping them in school regularly is a far greater problem. No other single test of the efficiency of an attendance service excels that of finding out how many children who should be in school, attend school regularly. For 1920, the figures, massed in terms of states, showed that this test was rather poorly met.[61] For the next biennium, a better showing might be made by a more effective attendance and health service, along with improvements in curriculum adjustments, increased finances, and adequate supervision. In this chapter we will discuss and inquire into some of the practices in regard to the handling of absences, transfers and dismissals, around which a great part of the activities of an attendance department, centers.

### Absences

The person immediately responsible for noting and recording absences is the classroom teacher. Upon the faithfulness with which she does her part of this work, and upon the cooperation which she gives the principal and attendance department, will depend, to no small degree, the proper and effective handling of absences. The classroom teachers' part consists in (1) carefully "keeping" her register or roll of the class, every school session; and (2) in submitting promptly and accurately the necessary reports based on the record made in such register or roll book, to the principal or the attendance department, in accordance with instructions from either or both of these two offices.

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61. See column 6 of Table No. 1.

Checking Enrollment. - One of the most important acts of the classroom teacher at the beginning of the school year is her share in the work of checking upon those enrolled in her class with the census lists, which, as we said in the preceding chapter, should be ready for that purpose early in the fall. The results of this check from all schools will give the attendance o officers data as to how many who should have enrolled but did not, and early follow-ups could then be made, especially for those coming within the compulsory attendance law.

The "Register". - The ways of "keeping" the register vary greatly in different states or counties. Not only do register or class-roll forms vary, but the manner of recording absences, transfers and dismissals are different, and then the care and faithfulness with which the teachers keep these records are not always what is desired. For this study, no data are available that would give us a general idea of the register or roll system, except through a few samples from the cities. That there is a great diversity in methods of keeping such registers by teachers is, however, substantiated by other studies,[62] by reports of superintendents and by the board of education regulations of many cities.

A system which is quite generally used in cities of size-group III and which is being rapidly adopted in smaller cities is the loose-leaf attendance book. The first sheet of this attendance book is for the complete class roll, where the names of all children of the class are entered, alphabetically and by sex. From this sheet the teacher can tell at a glance just how many children she has in the class, how many are boys and how many are girls. Following this sheet are individual attendance sheets, one sheet being made for each pupil.

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62. See, for example, Abbott and Breckinridge, op. cit., Chas. VI-IX, especially footnotes on pages 96, 102-103.

the sheets being arranged in the same order that the names have been arranged in the class roll sheet. Each individual attendance sheet provides for the name of the child, his date of birth, the name of his parent or guardian and the residence, and spaces for attendance record for each day of each month of the school term. Absences, tardiness, etc. are entered daily as they occur, no marks being entered for "present". There is provided, too, on this individual attendance sheet, a monthly summary which is filled out at the close of each month, giving the total number of sessions the pupils were present, absent and tardy, and including a general rating of conduct, effort and general scholarship. This summary is a great convenience in making the monthly report, besides giving a good monthly attendance status of each pupil. A sufficient space for remarks or memoranda is also provided for. If this individual attendance sheet is kept carefully up-to-date, at the close of each month, or at the end of the year, one has a good cross-section view of the child's attendance during the period. Each sheet is good for an entire school year, but for one year only. At the end of the school year, the completed sheet is usually filed (hence, one reason for the loose-leaf system), and new sheets made out for ensuing year.

The class-roll sheet and individual attendance sheet used in the Philadelphia public schools are excellent samples of the foregoing and are shown in Fig. XVII. The writer would suggest the addition of a <u>class summary sheet</u> after the class-roll sheet, and just preceding the first of the individual sheets. Such a class summary sheet may contain a distribution of the class by ages, by nationality, etc. It is also suggested that the individual sheets be so ruled as to provide separately for attendance records for morning and afternoon sessions. For illustration, the writer did this on the sample sheet, Fig. XVII, for the month of June, the suggestion being to do this for all the other months. The upper space may be used for the morning session,

FIG. XVII. CLASS ROLL AND INDIVIDUAL ATTENDANCE SHEETS FROM PHILADELPHIA SCHOOLS

Samples. See Original.

and the lowerfor the afternoon. If those sheets are kept regularly with care, the teacher's work on them would not be as burdensome as it is generally supposed to be. The reason for this general supposition is the fact that many teachers do not keep their attendance records carefully every day, and when reports are asked of them at the end of the week, or month, they frequently have to "cram" from a stack of papers in an effort to produce something out of chaos.

Reporting Absences. - Table No. 24 shows a distribution of 321 cities according to their answers to the question, "How frequently are pupil-absences reported by the school to the attendance department or officer?" Column 2 shows that 203 cities, or 64 per cent of those answering, report absences daily; 41 cities reports "as needed", 30 cities reports twice daily, or once for every school session, and 20 cities report weekly. The range is from two reports a day to a report once a month. In 10 cities, no reports of absences is made at all until a pupil is absent 3 or 4 times; in one city, there is no report until he is absent 5 times. If absences are to be carefully followed-up, it would seem that no less than one daily report be made to the attendance officer. A good attendance service should require reports after each school session. Those who have never been in the service would imagine this an unnecessary burden to the "already-heavily-loaded teacher", forgetting that the oftener this report is made, and the sooner the absentees are followed up, the lesser there would be to report, while the attendance service would function opportunely, usually effectively by its "striking the iron while it is hot".

Lawful and Unlawful Causes of Absences. - Our questionnaire asked for the most frequent causes of absences, three each under what were considered "Lawful Causes" and "Unlawful Causes". Table No. 25 shows a distribution of the number of times each of the various causes of absences considered lawful were reported by the cities who replied. In columns 1 and 2 we see that "illness

TABLE NO. 24.

DISTRIBUTION OF CITIES ACCORDING TO THE FREQUENCY WITH WHICH THEY REPORT ABSENCES TO ATTENDANCE DEPARTMENT.

| HOW OFTEN | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Daily | 203 | 54 | 4 | 35 | 14 | 14 | 121 | 32 | 7 | 18 | 7 | 6 | 70 | 6 | 1 | 2 | 1 | 2 | 12 |
| As Needed | 41 | 9 | 4 | 7 | 5 | 2 | 27 | 3 | | 4 | 4 | | 11 | 2 | | 1 | | | 3 |
| Twice Daily | 31 | 4 | | 14 | 2 | 2 | 22 | 3 | | 2 | 3 | | 8 | | | | 1 | | 1 |
| Weekly | 20 | 3 | 6 | 1 | 3 | | 13 | | 3 | 1 | | | 4 | 2 | 1 | | | | 3 |
| After 3 or 4 abs. | 10 | | | | 1 | | 1 | 1 | | 2 | | | 3 | | 2 | 1 | 1 | 2 | 6 |
| Three times a wk. | 8 | 5 | | 1 | 1 | | 7 | 1 | | | | | 1 | | | | | | |
| Monthly | 4 | 1 | 2 | | | | 3 | | | 1 | | | 1 | | | | | | |
| Twice a week | 3 | | | 1 | 1 | | 2 | | | | | | | 1 | | | | | |
| After 5 days abs. | 1 | | | | | | | | 1 | | | | 1 | | | | | | |
| Total | 321 | 76 | 16 | 59 | 27 | 18 | 196 | 40 | 11 | 28 | 14 | 6 | 99 | 11 | 4 | 4 | 3 | 4 | 26 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

TABLE NO. 25

DISTRIBUTION SHOWING THE NUMBER OF TIMES THAT VARIOUS CAUSES CONSIDERED LAWFUL WERE REPORTED.
(Distributed by Size-Groups and Geographical Divisions)

| CAUSES CONSIDERED LAWFUL | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Illness of Child | 340 | 80 | 21 | 55 | 29 | 18 | 203 | 43 | 12 | 31 | 15 | 5 | 106 | 10 | 7 | 6 | 3 | 5 | 31 |
| Illness in Family | 109 | 33 | 10 | 6 | 8 | 7 | 64 | 14 | 2 | 11 | 5 | 3 | 35 | 2 | 2 | 3 | 1 | 2 | 10 |
| Lack of Clothing (Poverty) | 77 | 15 | 4 | 10 | 6 | 2 | 37 | 8 | 4 | 9 | 6 | 3 | 30 | 4 | 4 | 1 | | 1 | 10 |
| Death in Family | 54 | 21 | 4 | 7 | 1 | 1 | 34 | 10 | 1 | 2 | | 1 | 14 | 3 | 2 | 1 | | | 6 |
| Work (at Home) | 46 | 10 | 3 | 12 | 7 | 2 | 34 | 4 | 1 | 3 | 3 | 1 | 12 | | | | | | |
| Quorentine | 35 | 13 | 2 | 5 | 5 | | 25 | 6 | 1 | | 1 | | 8 | 2 | | | | | 2 |
| Inclement Weather | 35 | 12 | 3 | 2 | 4 | 2 | 23 | 6 | 1 | | 1 | | 8 | 1 | 2 | | 1 | | 4 |
| Work (legal emp.) | 26 | 3 | 1 | 6 | 4 | 2 | 16 | | 1 | 4 | 2 | 2 | 9 | | 1 | | | | 1 |
| Out of Town (Visit) | 25 | 5 | 1 | 8 | 2 | 2 | 18 | 3 | 1 | 2 | | | 6 | | | | | 1 | 1 |
| Religion | 17 | 5 | 1 | 3 | 1 | 2 | 12 | 3 | | | 1 | | 4 | 1 | | | | | 1 |
| Mental Disability | 10 | 5 | | | 2 | | 7 | | | 1 | | | 1 | 1 | 1 | | | | 2 |
| Move away | 8 | 1 | | 1 | 1 | | 3 | 2 | | 3 | | | 5 | | | | | | |
| Poor Home Conditions | 5 | | | | | | | 3 | | 1 | | | 4 | | | 1 | | | 1 |
| Private Sch.& lessons | 4 | 3 | | | | | 3 | | | | | | | | | | | 1 | 1 |
| Domestic Affliction | 3 | | | | | | | 3 | | | | | 3 | | | | | | |
| Funerals | 1 | | | 1 | | | 1 | | | | | | | | | | | | |
| Suspension | 1 | | | | | | | | 1 | | | | 1 | | | | | | |
| "No Good in School" | 1 | | | | | 1 | 1 | | | | | | | | | | | | |
| Miscellaneous | 11 | 2 | | 3 | 2 | 1 | 8 | 1 | | | 1 | | 2 | | | | 1 | | 1 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

of child" leads with 340 mentions; "illness in family" next with 109; "lack of clothing" third with 77; "death in family" next with 54; and "work at home" following with 46. Out of these five leading causes reported three are in the illness-death series, and the other two are apparently due to poverty. It would be interesting to know, if we could, what proportion of the cases under these heads was preventable or curable by just an effort of either the home, the school or both, but our data do not show this for our cities reporting. A study of Table No. 25 impresses one with several things: (1) either that some of the causes considered lawful were really not lawful, or (2) if some of those causes were indeed lawful, they should not have been so, and (3) with such a list of "lawful" causes, little or no safeguards are really left to protect the child from being deprived of attendance at school. For example, "lack of clothing", "work at home", "visits out of town", and even "poor home conditions" need not, certainly not permanently, be considered lawful causes of absence. "Lack of clothing" and "poor home conditions" when they exist are not the child's fault, and there is no reason why a neglectful parent, or an indifferent community should punish him -- for deprivation of school attendance is indeed a punishment to a normal child. Certainly "work at home" should not be a lawful excuse for children under 14, in places where the concern for child welfare is alive.

Table No. 26 shows a similar distribution for frequent causes of absences considered unlawful. The five leading causes are: truancy, 243 reporting; parental neglect, 126; work at home, 118; illegal employment, 83; and out-of-town visits, 47. A comparison of Tables Nos. 25 and 26 shows the following items appearing in both:

TABLE NO. 26.

DISTRIBUTION SHOWING THE NUMBER OF TIMES THAT VARIOUS CAUSES, CONSIDERED UNLAWFUL, WERE REPORTED.
(Distributed by Size-Groups and Geographical Divisions.)

| CAUSES CONSIDERED UNLAWFUL. | ALL CITIES | SIZE-GROUPS I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 2 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Truancy | 243 | 53 | 14 | 35 | 22 | 13 | 137 | 30 | 9 | 25 | 9 | 5 | 78 | 9 | 6 | 5 | 3 | 5 | 28 |
| Parental Neglect | 126 | 27 | 5 | 16 | 9 | 6 | 63 | 16 | 5 | 15 | 6 | 3 | 45 | 4 | 4 | 4 | 2 | 4 | 18 |
| Work (at home) | 118 | 32 | 4 | 21 | 11 | 7 | 75 | 16 | 4 | 11 | 2 | 3 | 36 | 6 | 1 | | | | 7 |
| Work (illeg. emp) | 83 | 21 | 6 | 17 | 6 | 7 | 57 | 10 | 2 | 4 | 2 | 1 | 19 | | 2 | 3 | | 2 | 7 |
| Out of Town(visit) | 47 | 19 | 5 | 4 | 3 | 3 | 34 | 6 | | 2 | 3 | 1 | 12 | | | | | 1 | 1 |
| Lack of Clothing(Pow) | 26 | 8 | 1 | 2 | 5 | | 16 | 6 | | 2 | | | 8 | | | 1 | 1 | | 2 |
| Attend Entertainments | 11 | 5 | 1 | 1 | | 1 | 8 | 2 | | | 1 | | 3 | | | | | | |
| Because of tardiness | 8 | 7 | | | | | 7 | | | 1 | | | 1 | | | | | | |
| Pretended Sickness | 5 | 2 | 1 | 2 | | | 5 | | | | | | | | | | | | |
| Illness in Family | 4 | 1 | | | | | 1 | | | 1 | | | 1 | 1 | 1 | | | | 2 |
| Inclement Weather | 2 | 1 | | | | | 1 | | | | 1 | | 1 | | | | | | |
| Take Lesson | 2 | 1 | 1 | | | | 2 | | | | | | | | | | | | |
| Religion | 2 | 1 | | | | | 1 | 1 | | | | | 1 | | | | | | |
| Poor Home Conditions | 2 | | | | | | | | | | | | | | | | | 2 | 2 |
| Frequent Moving | 1 | | | | 1 | | 1 | | | | | | | | | | | | |
| Funeral | 1 | | | | | | | | | | | | | | 1 | | | | 1 |
| Miscellaneous | 3 | 1 | | | 1 | | 2 | | | 1 | | | 1 | | | | | | |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

| Causes | Number of times mentioned as— LAWFUL (Table No. 25) | UNLAWFUL (Table No.26) |
|---|---|---|
| Illness in Family | 109 | 4 |
| Lack of clothing | 77 | 26 |
| Work at home | 46 | 118 |
| Inclement Weather | 35 | 2 |
| Out of town visit | 25 | 47 |
| Religion | 17 | 2 |
| Poor home conditions | 5 | 2 |
| Funeral | 1 | 1 |

Since cities of the same state reported several of the above causes both as lawful and as unlawful, it is evident that there is a disagreement as to whether this or that cause should be considered lawful, and also that local discretion has been added to whatever law provisions there were about lawful and unlawful causes of absences.

The laws of the different states regard the following five causes as generally lawful:

1. Illness of child
2. Illness and death in Family
3. Quarantine
4. Inclement weather
5. Poverty

Adequate attendance legislation by providing for indigent children, and cooperation of the social agencies of the city ought to eliminate poverty as a lawful cause of absence from schools soon.

The laws regard the following three causes as generally unlawful:

1. Parental neglect or indifference
2. Illegal employment
3. Truancy

It is fortunate that we have no data as to the number of children who actually were absent for a specific period, say a school year, on account of each of the causes reported in Tables Nos. 25 and 26. The scope of our study did not permit including that base. If we had such data, we could see,

in general, which of the causes given, actually caused the greater number of absences, and what per cent each cause contributed to the entire number for the period studied. A study which gives such data was on 1,129 boys and girls in a Chicago School, by Abbott and Breckinridge.[63] Although this was made several years ago, their percentages might indicate general tendencies even today, especially in large industrial centers. Their table, therefore, is reproduced herewith as table No. 27.

A study of the percentages in this table shows the predominance of "sickness of child", 48 per cent, and the relatively small number of truancy, 5 per cent. This fact of the small number of truancy in comparison with all the other causes is confirmed by other studies,[64] a fact contrary to popular impression. Commenting on the cases due to "sickness of child", the authors just referred to said: "In many cases, the child was ill because his physical needs had not been properly looked after, because the mother was overworked or ignorant or perhaps very poor, and the child had therefore not been taken to a dentist or had his tonsils looked after or been given some other preventive treatment. Sometimes the child's undernourished condition or lack of warm clothing and of shoes that would keep the feet dry had made him susceptible to colds and other illnesses." [65]

The procedure for following up the absent pupils whatever be the cause of the absence, could be studied only for individual cities. A study of this procedure for a number of the school systems surveyed, show the typical recommended procedure in somewhat the following manner: An absent pupil is reported to the attendance department usually only after an absence of say

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63. Op. cit., p.129.

64. For example, Hanson, op. cit., Also see Irwin, Truance, Pub. Ed. Assn., N.Y.C.; and Hiatt, The Truant Problem and the Parental School, U.S.B.E., No. 39, 1915. The small number of truancy, however, does not decrease the importance of the problem.

65. Abbott and Breckinridge, op.cit., p. 129.

TABLE NO. 27.

NUMBER AND PER CENT OF CHILDREN ABSENT FOR SPECIFIC CAUSES (1,129 CHICAGO BOYS AND GIRLS)*

| REASONS GIVEN FOR ABSENCE | BOYS | | GIRLS | | BOTH | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Sickness and Family Emergencies: | | | | | | |
| Sickness of child | 280 | 46 | 268 | 51 | 548 | 48 |
| Sickness of others | 34 | 6 | 47 | 9 | 81 | 7 |
| Birth, death, wedding, etc. | 17 | 3 | 16 | 3 | 33 | 3 |
| Church Attendance | 13 | 2 | 8 | 2 | 21 | 2 |
| Other Excuses: | | | | | | |
| Work at home | 56 | 9 | 76 | 14 | 131 | 12 |
| Lack of shoes or clothes | 46 | 8 | 34 | 7 | 80 | 7 |
| Errands and interpreting | 31 | 5 | 11 | 2 | 42 | 4 |
| Having company or visiting | 13 | 2 | 10 | 2 | 23 | 2 |
| Working or looking for work | 11 | 2 | 1 | # | 12 | 1 |
| "Tardy, so stayed home" | 23 | 4 | 21 | 4 | 44 | 4 |
| Excused by teachers | 4 | # | 2 | # | 6 | # |
| Inclement weather | 6 | 1 | 5 | 1 | 11 | 1 |
| Various trivial excuses | 29 | 5 | 16 | 3 | 45 | 4 |
| Truancy: | | | | | | |
| Mother thought child at school | 44 | 7 | 8 | 2 | 52 | 5 |
| TOTAL | 607 | 100 | 522 | 100 | 1129 | 100 |

#Less than one per cent.

* From Table XI, p. 129 of Abbott and Breckinridge's "Truancy and Non-attendance in Chicago."

three days (six sessions) without lawful excuse, and for every additional absence thereafter. This means that strictly lawful absences are recorded but not immediately reported to the attendance department. Proper excuses must be given and must meet the approval of the teacher or principal in all such cases. When a child, however, reaches the point where his absences are reported to the attendance department for investigation and follow-up, a transcript of his absence record, showing the date and cause of absence and other pertinent data is sent to the attendance department. The case is recorded here and then referred to the appropriate attendance officer for the follow-up. The record of this case is held in what is called the "active" files both in the office of the principal and the attendance officer. This case remains "active" until it is closed either when the child returns to school, or will return to school soon, or is dismissed lawfully from school by authority of the attendance department. If the investigation report of the attendance officer is to the effect that the pupil will return soon, a record of the "date of probable return" is entered on his case card. If the pupil returns on or before that date, the actual date of return is again recorded, and thereupon the case is closed; if he does not return within a reasonable time the case is again taken up and continued as an active case.

In the case of non-attendance or frequent absences, apparently acquiesced in by the parents, an effort is made to get the children to school by interviews with such parents. If the child concerned is within the compulsory age-period due warning is usually sent in formal form to the parent or guardian. This warning calls attention to the fact of the non-attendance if the child, and quotes that part of the law defining parental responsibility for school attendance. Ordinarily this warning ends the case, as the parents usually look after the school attendance of the child after that, but if after due

warning and a reasonably opportunity to do his duty has been given, and the child is still a non-attendant or an irregular attendant, prosecutions are instituted against the parent, who, if found guilty, may be fined or imprisoned. The boy may be ordered back to school, or sent to a parental school if such is deemed expedient.

Truancy. - A careful inquiry into the causations of truancy, its relation to delinquency and dependency, its effect educationally and socially, and into the various methods of preventive and corrective treatment, would, in itself, be a study worth the painstaking labors of the best of research students for a comparatively long period.[66] We propose to go into this problem in a general way only to indicate its bearing on our own study as a whole.

A truant is usually defined as a pupil who willfully absents himself from school without his parent's or guardian's knowledge, much less, his consent. The laws of many states usually include in the same category the class room incorrigible, a disciplinary case, but one which not only disturbs the smooth progress of the rest of the class but easily leads to truancy. We may classify truants into two groups: (1) the occasional truant, or the mild case, the one usually resulting from spurious gang enthusiasm or from temporary adventure spell, and (2) the habitual, or rather chronic case. Those belonging to the first group are generally "cured", at least bettered, or returned for good, after first apprehension, and after their parents or guardians have been made aware of the truancy. Those belonging to the second class are the pathological group, and although relatively small in number, furnish the great trouble and constitute the majority of those committed to par-

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66. See, as good beginnings, Abbott and Breckinridge, "The Habitual Truant and the Schoolroom Incorrigible"; Irwin, "Truancy"; Hiatt, "The Truant Problem and the Parental School". An excellent individual case study and discussion of a truant is found in the Judge Baker Foundation, Case Studies, Series I, Case 11, Feb. '23, see especially pages 5a ff.

ental schools.[67]

"Careful inquiry", say Abbott and Breckinridge, "seems to indicate that truancy. . . . . is a relatively unimportant factor in non-attendance."[68] If we say "relatively small" instead of "relatively unimportant" factor, we approach more nearly the consensus of opinion of those who have studied this problem for a limited field. Although relatively small in number, the truants nevertheless constitute a really important and serious problem.[69] Their proper treatment consists not merely in returning them to school or having them committed to parental schools, but at best, in removing such of the causes that produced the truancy as can be removed, or in modifying, as far as available resources permit, such causes as cannot be removed entirely.[70]

We are summarizing here certain important facts regarding truants and truancy as suggestive of some problems that might be intensively studied for individual school systems or groups of school systems. These facts have been gathered from representative studies in this field.

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67. Institutions supported by a district, county or city, for minors who, because of willfull truancy or incorrigibility, are "out of place" in the regular public schools. Committment to these schools are usually made by Juvenile Court Judges for specific periods or until a parole is earned.

68. Op. cit. p. 148. The italics are ours.

69. "Its seriousness as a form of delinquency is not to be gainsaid -- the truant not only loses the benefits of schooling by his absences, which alone is a fact important enough . . . but he is in his truancy cultivating tendencies in a most harmful way towards misrepresentation and towards law breaking. And even more, the substitutive activities for school attendance are nowadays in city life of themselves distinctly pernicious." ---From page 5a, Baker Case Studies, Op. cit.

70. In this connection, we quote from Irwin: "Truancy is like sickness in that every case cannot be cured by a dose from the same bottle. More than half the value of the treatment must consist in a careful and correct diagnosis of the cause in each case." --- Elizabeth A. Irwin, Truancy, Public School Association, New York City, 1915.

1. Of 1,129 non-attending pupils studied in Chicago, only 5 per cent were truants.[71]

2. A study of one hundred typical cases of truants in Philadelphia showed that their fathers were: Americans for 30 per cent of the cases, Irish for 26 per cent of the cases; Negroes for 14 per cent of the cases; Italians for 9 per cent of the cases; Germans for 4 per cent; English for 2 per cent, and Miscellaneous for 13 per cent of the cases.[72]

3. Truancy is almost exclusively a boy problem.[73]

4. A great number of truancy occurs between the ages 11 and 14, the greatest number occuring at ages 12 or 13. Of the 100 typical cases studied by Hiatt,[74] the following are the percentages by ages:

| | |
|---|---|
| 8 years | 2 per cent |
| 9 years | 2 per cent |
| 10 years | 7 per cent |
| 11 years | 14 per cent |
| 12 years | 20 per cent |
| 13 years | 33 per cent |
| 14 years | 17 per cent |
| 15 years | 5 per cent |

Abbott and Breckinridge's highest percentage in 5,650 cases of truants from 1902-05, was at 12 years, which was 27 per cent. Their complete percentages by ages were:

| | |
|---|---|
| 7 years | 1 per cent |
| 8 years | 3 per cent |
| 9 years | 8 per cent |
| 10 years | 15 per cent |
| 11 years | 21 per cent |
| 12 years | 27 per cent |
| 13 years | 25 per cent |

In both studies, 12 and 13 are the susceptibility ages for truancy.

5. The majority of truants have normal mentality, according to Hiatt's study.[75] However, quite a few are backward and mentally deficient.

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71. See Table No. 28.
72. Hiatt, op. cit. pp.8-9.
73. Ibid, p. 8.
74. Ibid, p. 10.
75. Hiatt, op. cit. p. 13. See also Irwin, Op. cit, pp. 15-17.

The percentages for the 100 typical cases were:

| | |
|---|---|
| Normal..... | 68 per cent |
| Backward..... | 26 per cent |
| Mentally Deficient.... | 6 per cent |

6. Truancy is caused by a complex of factors, but a study of contributing factors may be of value. The following comparative judments of the investigator[76] and the teacher as to the initial causes of truancy are of interest. The writer would, of course, take the investigator's judgment as useful pointers:

| Causes | Teacher | Investigator |
|---|---|---|
| Bad companions | 26% | 20% |
| Fault of home | 17% | 29% |
| Dislike of school | 14% | 26% |
| Desire to work | 3% | 10% |
| Illness | 3% | 4% |
| Fault of boy | 1% | 11% |
| Not stated | 36% | --- |

It must be noted that "Fault of home" is made the leading initial cause of truancy by the investigator, with "dislike of school" and "bad companions" following. Hiatt also found that for his 100 typical cases, 30 per cent lived in poor neighborhood, 25 per cent had no fathers, 11 per cent no mothers and in 40 per cent of the cases the mother was "working out". In this connection, a study of the economic status of the homes of truants would be of interest. Abbott and Breckinridge reported that of 368 boys in the Parental School at Chicago, 80 per cent came from very poor and poor homes.[77] Thus, although indirectly, poverty is a factor.[78]

In the cities of our own study, the prevalent method of handling the occassional truant varies from the thousand and one practices that go under

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76. Hiatt, op. cit.
77. Op. cit. p. 158.
78. See also, Olive M. Jones, in School and Society, Sept. 23, 1922, p.364. Miss Jones says the trouble is either in school, the street life, or the home, due to general social conditions, childhood nature and physical environment.

the blanket term "moral suasion", to prosecution in the juvenile court. Often a joint conference of child, parent and attendance officer in which explanations are "thrashed out" is effective. For this class of truants, prosecutions, much less commitments, are relatively rare. For the habitual truant, however, prosecutions are much more the rule, and commitments to the parental school or truant rooms, or parole when earned, are more common. A great number of our informants voluntarily state, however, that court action was always used only " as a last resort".

Transfers and Dismissals

Transfers. - A considerable number of pupils transfer (1) from or to the school system, (2) within the system between schools, or (3) within the school between classes. Those who belong to the first and second classes constitute a group demanding careful follow-up by the attendance officer or department. Many cases of light truancy develop during their period of transfer. This period should not take over a day in a school system where the attendance service is good, but where such service is lax, as in some places, it takes for some children days, weeks and even months because such children take advantage of the moving by delaying their enrollment in the schools to which they are transferring or by "escaping school" altogether unless and until found out. This is not only true of transfers between the public schools but also, and at time worse, in transfers between the public and non-public schools.

About 85 per cent of all our cities studied, in all sizes and geographical groups, reported that their attendance departments were notified of all transfers, but only 70 per cent reported that such attendance departments or the attendance officers were responsible for tracing such reported transfers. Our questionnaire did not ask an important question in this connection, i.e.

When are transfers reported to the attendance officer or department -- at once, at the end of week, or monthly? An examination of many transfer slips and cards sent shows, however, that in a great majority of cases, transfers are reported to the Attendance office weekly.[79]

The writer has made an examination of about two hundred sets of transfer slips and forms sent from all over the country. The manner and comprehensiveness of accounting for transferring pupils could be reasonably inferred from a study of these blank forms and the instructions included in them. These transfer forms range from a mere slip reading something like this:

BOARD OF EDUCATION[80]

_____ 19____

_____ has been a member

of the _____ class in _____

Street School and wishes to transfer to _____

_____ Teacher.

to a comprehensive plan which supplies important records of the transferring pupil and which provides for a receipting system between the schools concerned. As more or less representative of the latter type, two sample sets are herewith presented: sample set "A" as Fig. XVIII, and sample set "B" as Fig. XIX.

Fig. XVIII is a duplicate system. Two cards, one buff and the other blue, are used. The buff card is called "Transfer Card" and is filled out and given to the pupil. The face of this card gives the name of the pupil transferring, name of parent or guardian, occupation of parent or guardian, date of discharge by transfer, residence before discharge, new residence, age at time of discharge, grade, room, days present, health, conduct, scholarship, date of last

79. Indicated in the "Instructions" on the duplicate card.
80. An actual transfer slip. Name of city omitted.

attendance, school, days absent, times tardy, date of birth, teacher's signature, principal's signature; and on the reverse side of this card is a summary of the pupil's attendance and punctuality record for every month he was in school that year. The blue card is the "Transfer Report" and is for the superintendent's office or the attendance department. The face of the blue card provides for exactly the same information as the buff card, but the attendance and punctuality summary is not given on the back, as obviously, that information is already available in the attendance office or in the school from which the child transfers.

The set just described, Fig. XVIII, sample "A" is in many respects identical to two series put out by some publishers. It is very much like the "Strayer-Engelhardt tranfer forms"[81] with some of the features of the "National Record System" [82] One objection to the system represented by set "A" is that there is no advice at all to the school to which the pupil is to transfer. This objection is partly met by SET "B", Fig. XIX. In this case, only one card is filled -- the yellow card, which provides for almost the same information provided for on the face of the cards in Set "A". This yellow card of Fig. XIX, when filled is sent through the attendance department to the school to which the pupil transfers. When this transfer card is made, the "Transfer Permit" slips (Fig. XIX) are also made out in duplicate, the original being given to the pupil as a sort of a certificate of transfer, and the duplicate given to the attendance officer to check upon. If the transfer is made within the city in which the attendance officers have jurisdiction, this plan is sufficient, but if it is between school systems in different cities, the plan may be improved by some method of receipting or advice whereby the receiving school would notify the sending school as to the date of admission

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81. Published by C. F. Williams Son. Inc. Albany, N.Y.
82. Published by Shaw-Walker Co., Muskegon.

FIGS. XVIII & XIX. TRANSFER FORMS SAMPLES

Davenport and Kenosha Sets

See Original

of the transferred child. In a good attendance service, the case of the transferring pupil remains active in the old school district until such advice is received from the new school to which the pupil transfers. Where this advice or receipting method is used, a blank form for that purpose, usually a stamped, self-addressed postcard, is enclosed with the transfer card that is sent to the new school. On the reverse side of this advice card would be some such form to be filled out as the following:

NOTICE OF ENROLLMENT OF TRANSFERRED PUPIL

Name of Pupil_____ M-F; Age_____
Transferred from_____ School,_____
Enrolled in_____ School of this city on_____
of_____ 19_____ AM-PM. Present address:_____
_____.

_____ 19__.

_____
Principal or Teacher.

Such a plan would tend to minimize delays in enrollment on the part of the pupil. The knowledge by him that his new principal or teacher has been advised of his transfer, and that an advice is expected at his former school of the date of his admission to the new school would, under ordinary conditions, spur him to prompt enrollment on arrival at the new place. If the transferring pupil does not report at his new school within say two or three days after the notice of his transfer has been received there, the advice card is sent just the same with notation of that fact, and the pupil's name is reported to the attendance department, where his case is then followed up in the same manner as an absent pupil. The case is considered closed only when the child is back to school, is enrolled at the new school, or otherwise legal dismissal notice is served with reason therefor.

In presenting the above methods of issuing transfers, the writer has no purpose of advocating any particular system nor any particular transfer forms, but rather of illustrating, through the foregoing discussion and through the samples selected, some fundamental features and principles underlying a good

transfer system. These will be summarized at the close of the chapter.

Dismissals. - By dismissal from a certain school is meant the dropping out or discharge from that school that is more or less permanent in character. Thus, a closed case of transfer would be one form of dismissal in the school transferred from.

The practice in many cities of "dropping" pupils' names from the roll for no specified, and in many cases arbitrary, causes is tantamount to dismissal, but as it is practiced now, it not infrequently impairs the efficiency of the attendance service. Thus, where the enforcement of the compulsory attendance law is rather lax, it used to be, and to some extent it is, the common practice to "drop" a pupil's name from the roll after say three or five consecutive absences; and after being dropped, his absences were no longer recorded nor counted until he was back to school. The underlying motive for this procedure was principally to keep the school's percentage of attendance high[83] and thereby enjoy the self-congratulatory pride from such a high percentage. Many superintendents have long condemned this as a pernicious habit.

Table No. 28 gives a distribution of the number of times certain stated conditions for "dropping" from the roll were given as practiced in the cities of our study. "Moves from the district" heads the list with 158 frequencies, "Absent more than 3 days" next with 83, "Employment papers secured" following

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83. "The percentage of attendance is the item in the school's report.... which furnishes an index of the relative amount of daily absence from each school. The schools watch such percentages closely and strive, by every legitimate means, to keep them as high as possible because a high percentage of attendance is regarded as evidence of a successful and a well managed school. **** But every principal knows that * * it is not entirely trustworthy as a test of effort or attainment on the part of the school in securing the maximum attendance of pupils who could attend." —Report of Bureau of Compulsory Education, Philadelphia, 1920; p. 15. In this report, the chief suggested that the percentage of unlawful absences is a better index.

TABLE NO. 28.

CONDITIONS UNDER WHICH PUPILS ARE "DROPPED FROM THE ROLL".
(Distributed by Size-Groups and Geographical Divisions.)

| CONDITIONS FOR"DROPPING": | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Moves from District | 158 | 43 | 9 | 27 | 14 | 5 | 98 | 24 | 6 | 14 | 3 | 1 | 48 | 5 | 2 | 1 | 2 | 2 | 12 |
| Abs.more than 3 consec. days | 83 | 1 | 1 | 21 | 16 | 9 | 48 | 2 | 4 | 12 | 9 | 1 | 28 | | 4 | | | 3 | 7 |
| Emp. Papers secured | 51 | 21 | 1 | 8 | | | 30 | 11 | | 2 | 2 | | 15 | 1 | 1 | 2 | 2 | | 6 |
| Death | 49 | 17 | 1 | 4 | 5 | | 27 | 7 | | 5 | 2 | | 14 | 3 | 1 | 1 | 3 | | 8 |
| Passed Legal Compulsory age | 47 | 18 | 1 | 3 | 2 | | 24 | 10 | 3 | 5 | 1 | 1 | 20 | 1 | 1 | | 1 | | 3 |
| Dr's. Certificate | 41 | 15 | 1 | 6 | 1 | | 23 | 7 | 1 | 5 | 1 | | 14 | 1 | 1 | 2 | | | 4 |
| Abs.more than five days | 33 | 7 | 4 | 5 | 2 | 5 | 23 | 2 | | | | 2 | 4 | 2 | 1 | | 1 | 2 | 6 |
| Long Illness | 30 | 8 | 2 | 8 | 2 | | 20 | 3 | 1 | 2 | | | 6 | 1 | | 1 | | 2 | 4 |
| Abs. more than ten days | 25 | 18 | | 1 | | | 19 | 4 | 1 | | | | 5 | 1 | | | | | 1 |
| Enrolled in Private School | 15 | 4 | | | | | 4 | 4 | 1 | 2 | 1 | | 8 | | 1 | 1 | 1 | | 3 |
| Expelled or Suspended | 15 | 2 | 2 | 2 | 1 | 2 | 9 | 3 | 1 | 1 | | | 5 | 1 | | | | | 1 |
| Not likely to return | 8 | | | 2 | 2 | | 4 | 2 | | | 1 | | 3 | | | | 1 | | 1 |
| Mentally unfit | 6 | 1 | | 1 | | | 2 | | 2 | 1 | 1 | | 4 | | | | | | |
| Abs. more than twenty days | 5 | | | | | | | 2 | 2 | | | | 4 | | | 1 | | | 1 |
| Incorrigibility | 5 | 2 | | 1 | | | 3 | 2 | | | | | 2 | | | | | | |
| Excused by Superintend nt | 5 | | | | 1 | 2 | 3 | 1 | | | | | 1 | | | 1 | | | 1 |
| Abs. more than four days | 4 | | 1 | 1 | 1 | | 3 | | 1 | | | | 1 | | | | | | |
| Quarentine | 4 | | | | | | | | | | 2 | | 2 | 1 | 1 | | | | 2 |
| Abs. more than two days | 3 | | | 2 | 1 | | 3 | | | | | | | | | | | | |
| Withdrawal | 2 | | | 1 | | | 1 | 1 | | | | | 1 | | | | | | |
| Never | 2 | | | | | | | | | | 1 | | 1 | | 1 | | | | 1 |
| Habitual Truant | 2 | 1 | | | | 1 | 2 | | | | | | | | | | | | |
| Abs. 4½ days in any month | 1 | | | 1 | | | 1 | | | | | | | | | | | | |
| Can't be located | 1 | | | | | | | | 1 | | | | 1 | | | | | | |
| Marriage | 1 | | | 1 | | | 1 | | | | | | | | | | | | |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

with 51. It is interesting to note the items that all come under the absence series:

| | Frequencies |
|---|---|
| Absent more than 3 consecutive days | 83 |
| Absent more than 5 days | 33 |
| Absent more than 10 days | 25 |
| Absent more than 20 days | 5 |
| Absent more than 4 days | 4 |
| Absent more than 4-1/2 days, any month | 1 |

These absence conditions could, it seems, be dispensed with in a school system with a good attendance service. "Dropping" a pupil from the roll just because of 3 or 5 days' absences is almost acquiescing to, or even an encouragement of, an open violation of the compulsory education law, to say nothing of the false impression given by the figures affected by such practice.

In some states, regulations have been issued by the state departments bearing on this matter as to when pupils should be dropped from the roll. In Pennsylvania, for example, it is ruled that "no child's name shall be removed from the roll as belonging to the school unless, upon investigation by the local attendance bureau, it shall be found that the child

1. Is deceased
2. Has moved from the district
3. Is legally employed under a general employment certificate
4. Is enrolled in another school
5. Is 16 years of age or over and has withdrawn from school
6. Has been certified by the medical inspector as permanently incapacitated and not a fit subject for training."[84]

## Conclusions

1. The classroom teacher has a very definite and important share in the work of the attendance service. This is especially so in the checking of class enrollment with the census list, and in "keeping" the class register carefully, as well as submitting timely and accurate reports.

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84. Regulations, Pennsylvania State Superintendent of Public Instruction, December 1, 1920.

2. A study of blank forms sent showed a strong tendency for the use of the loose-leaf class roll and attendance record book. This consists of a class roll and individual attendance record sheets, one for each pupil.

3. About 64 per cent of the cities studied, report absences to the attendance department. The range is from two rpports a day (one for each session) to a report once a month.

4. The following five causes of absences were reported as occuring most frequently under "lawful causes":

(1) Illness of child
(2) Illness of family
(3) Lack of clothing
(4) Death in the family
(5) Work at home

5. The following five causes of absences were reported as occuring most frequently under "unlawful absences;"

(1) Truancy
(2) Parental Neglect
(3) Work at home
(4) Illegal employment
(5) Out-of-town visits

6. The following causes of absences were reported under both "unlawful" and "lawful" causes of absences, even in cities within the same state:

(1) Illness in Family
(2) Lack of clothing
(3) Work at home
(4) Inclement Weather
(5) Out-of-town visit
(6) Religion
(7) Poor home conditions
(8) Funeral

7. The study of Abbott and Breckinridge showed that "illness of child" constituted a large percentage of the causes of absences, and that truancy constituted a relatively small percentage, 5 per cent.

8. Studies on truancy reveal the susceptibility ages for this irregularity at 12 or 13, that it is almost exlusively a boy problem, that a great majority of truants have normal mentality, and that the underlying causes are principally

fault of home, school dissatisfactions and bad companions.

9. A good transfer system should embody the following essentials:

(1) Transfer forms that will provide important identifying information about the transferring pupil. Copy of this form, filled out, is to be provided for the school to which the transfer is to be made; for the child; for the attendance department.

(2) The exact date of discharge from the old school must appear on the transfer form.

(3) A transfer case is kept in the "active" list until notice of enrollment is received from the new school. Such notice should be evidence on the transfer record by entry of date of enrollment, and new address.

(4) Effort must be made to minimize, and if possible, entirely eliminate, loss of time during period of transfer.

(5) The teacher or principal of the school to which the child is transferring must have direct advice of the transfer, with such identifying data as necessary.

(6) Where the transfer is between school systems, some sort of a receipting system or advice should be devised. This advice should be prepared and sent to the old school by the principal or teacher of the new school when the transferring child enrolls in the new school; or if he does not report for enrollment within a reasonable time after notice of this transfer has been received.

10. Absences for different number of times are considered causes for dismissal or "dropping" from the roll in a large majority of the cities of our study.

11. Some states regulate the matter of when a pupil's name may be dropped drom the roll. In most of these cases, no child's name is to be so dropped without investigation by, and authority from the local attendance offices.

## CHAPTER VII.

## THE EMPLOYMENT OF MINORS

In chapter II, we found that practically all state laws provide, within the compulsory attendance period, for an age-period during which, under certain conditions, children may go to work. We called this the optional employment age-period. We also found that this age-period generall included the ages from 14 to 16.[85] For children of those ages who must go to work employment certificates are issued upon fulfillment of certain requirements. The issuance of such employment certificates, whether immediately administered by the school system, or through it, independently by state labor commissions, constitutes an important problem for the attendance department. The problem involved in this is present in every city in some form and degree, its magnitude and complexity increasing in proportion to the industrial character of the community.

A comprehensive treatment of the child employment problem would come properly in a systematic study of the administration of child labor laws. Such a study was started early in 1915 by the United States Children's Bureau, and is still in progress at the present writing. The object of that study was, through comparative reports, to bring out standards in the administration of such laws with special reference to the employment-certificating system. Those who desire a detailed and complete presentation of this problem are referred to the

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85. See Table No. 3, column 4.

reports of the Children's Bureau study.[86] In this chapter, we are concerned principally with the general administrative phases of the problem as a part of the attendance service, our thesis being that a good administration of the lawful employment of children of school going age is in itself a safeguard in behalf of longer and better school attendance.

## The Three Important Requisites for an Employment Certificate.

The attainment of a minimum age and the attainment of a minimum education are two primary requisites that must be satisfied by a child desiring to apply for an employment certificate. The minimum age requirement is fixed by state law, in most states, this being 14, as seen in table no. 3. Many of the state laws also prescribe the minimum educational qualifications. Bonner has shown this for each state in an article referred to earlier, from which the chart on page 31 was made. For data from the 351 cities which reported on this item, minimum educational qualifications for issuance of employment certificates--we have table No. 29. Note the first three items: 13 cities reported no minimum educational qualifications prescribed at all; 10 cities only "read and write", and 8 cities "below fifth grade." The mode for all cities falls at "completed sixth grade,"[87] this being the quali-

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86. At the time of this writing (April 1923) only four reports have been issued. These are: Connecticut (Bureau Publication No. 12, 1915); New York (Bureau Publication No. 17, 1917); Maryland (Bureau Publication No. 41, 1919); and Wisconsin (Bureau Publication No. 85, 1921.)

87. Compare this with the chart on page 29. It seems clear that the cities try to exceed the minimum educational qualifications provided by law. Compare especially the modes.

FIG. XX. NUMBER OF CITIES PRESCRIBING CERTAIN MINIMUM EDUCATIONAL QUALIFICATIONS FOR OBTAINING EMPLOYMENT CERTIFICATES

SEE ORIGINAL

TABLE NO. 29.

DISTRIBUTION OF CITIES ACCORDING TO THE MINIMUM EDUCATIONAL QUALIFICATIONS REQUIRED FOR LABOR PERMITS.
(Distributed by Size-Groups and Geographical Divisions.)

| EDUCATIONAL QUALIFICATIONS REQUIRED | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| None | 19 | | | | 2 | 3 | 5 | | 5 | | 2 | 3 | 10 | | 2 | | | 2 | 4 |
| Read and Write | 10 | | | | 3 | 3 | 6 | | | 1 | 3 | | 4 | | | | | | |
| Below 5th grade | 8 | | | | | | 4 | | 3 | | | | 3 | | 1 | | | | 1 |
| Completed 5th grade | 31 | 9 | 3 | 4 | | | 16 | 8 | 1 | 1 | | 11 | 10 | 2 | 2 | | 1 | | 5 |
| " " 6th " | 178 | 74 | 3 | 25 | 6 | 1 | 109 | 34 | 2 | 16 | 6 | | 58 | 7 | 1 | 1 | 1 | 1 | 11 |
| " " 7th " | 36 | 1 | 2 | 16 | | 5 | 24 | | | 3 | | 2 | 5 | 9 | | 4 | | 1 | 7 |
| " " 8th " | 63 | 3 | 2 | 13 | 14 | 6 | 38 | 1 | | 13 | 3 | 1 | 18 | | 1 | 2 | 2 | 2 | 7 |
| Miscellaneous (slight variations of above) | 6 | 1 | | 2 | | | 3 | | 1 | 1 | | | 2 | | 1 | | | | 1 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

fication required by 178 cities, a little over 50 per cent of the 351 cities reporting. The completion of the 8th grade, which should be the attainment of a normal fourteen-year-old, is required in only 63 cities, or just about 17 per cent. The figures for each of the size-groups and geographical divisions are also shown in the table. Fig. XX charts the total facts of this table.

Since the great majority of those who apply for employment certificates are normal children, the eighth grade minimum requirement seems greatly to be desired. In the case of the 246 cities (items 1-5 inclusive table no. 29) which require the completion of the sixth grade or lower, the ordinary child who later desires to work will, usually have fulfilled the educational requisite long before he attains the minimum age-limit, and for some of these, the remaining time is usually one of anxiety and restlessness with the result that often the work he takes up in school beyond the specific requirement is not pursued as seriously and as enthusiastically as it might be. The case is different for the prospective child employee in the 63 cities which require the completion of the eighth grade. The child knows, in this case, that he must "make" a grade every year in order to fulfill the educational requirement when he attains the minimum age limit, otherwise he might have to stay for some more schooling even after he reaches the age minimum. Provisions ought, of course, to be made for exceptional cases and for the subnormal pupils, where these are also made eligible for the employment certificate. Under ordinary conditions, however, the requirement of the completion of the eighth grade as an educational minimum is none too high and is desirable if for no other reason than it keeps the prospective

child employee at "full pressure" during his school days. But the effect of such a requirement upon the quality of work the child will do as an employee, as well as the general social value of the higher educational attainment thus made possible, are not to be ignored.

A third important requisite is physical fitness for the work desired, and general good health. Table No. 30 shows a distribution of the cities in our study according to whether they do or do not require a health certificate as a requisite to securing an employment certificate. Of the 344 cities reporting, 259, or 78 per cent, do require such a health certificate; while this is not required in 85 cities, or about 12 per cent of the cities reporting. The great number of cities requiring such a certificate is encouraging. That the setting up and enforcement of a physical or health standard prerequisite to certification is imperatively necessary is recognized both by labor officials and school authorities.[88] Among other things, the enforcement of such requirement is a means of preventing "the employment of substandard children at unsuitable work,"[89] or as a means of preventing the employment at all of children whose health does not warrant employment. The scope and nature of such physical health requisites will be discussed briefly when we take up in detail the procedure followed in securing an employment certificate.

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88. See for example the report of the conference on employment-certificate issuance, held under the auspicies of the Children's Bureau in cooperation with the N. E. A. at Boston, 1922. In the Proceedings of the N. E. A., 1922, esp. p. 337.

89. Ibid, p 337

TABLE NO. 30.

DISTRIBUTION OF CITIES SHOWING WHETHER THEY DO OR DO NOT REQUIRE A HEALTH CERTIFICATE IN CONNECTION WITH ISSUING AN EMPLOYMENT CERTIFICATE.
(Distributed by Size-Groups and Geographical Divisions)

| IS HEALTH CERTIFICATE REQUIRED? | ALL CITIES | SIZE-GROUP I | | | | | SIZE-GROUP II | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Yes | 259 | 82 | 10 | 46 | 11 | 5 | 154 | 41 | 6 | 20 | 8 | 3 | 78 | 11 | 5 | 6 | 3 | 2 | 27 |
| No | 85 | 6 | 7 | 12 | 16 | 12 | 53 | 3 | 6 | 10 | 6 | 2 | 27 | | 1 | | | 4 | 5 |
| Totals | 344 | 88 | 17 | 58 | 27 | 17 | 207 | 44 | 12 | 30 | 14 | 5 | 105 | 11 | 6 | 6 | 3 | 6 | 32 |
| % Yes of Total | 78 | | | | | | 74 | | | | | | 74 | | | | | | 84 |

*E, S, GL, GP, W, and T, stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

There are other requisites for certification and these will be touched upon later in this chapter. Let us first see about the issuing officer, who, by virtue of the work really becomes the local administrator of child labor laws. There are several mooted problems in this connection on which authoritative opinions greatly differ. These we shall not discuss here, but we might just mention some of them. One is whether the administration of child labor should be by the labor department or by the department of education. The other is whether , in any case, the issuance of employment certificates should be centralized for a state, or localized. As a third may be mentioned the possibilities of harmonizing of child labor legislation with the compulsory attendance laws, and vice-versa. Many of the possibilities of every alternative suggested by the foregoing problems are found in different forms in different cities.[90]

The Issues the Employment Certificate.

It is generally true, however, that regardless of how the problems just indicated have been solved in the various cities or states, there is usually a local office for the issuring of employment certificates to children. Regardless, too, of whether the central administrative agency is the educational department or not, the greater number of these local issuing offices is in charge of school officials. For example, in Wisconsin, where the issuing of child labor permits is in charge of the State Industrial Commission, Frye[91] reported that of 209 permit officers appointed by the Commission, 108 were school officials.

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90. Consult Sumner and Merrit's "Child Labor Legislation in the United States."

91. N. E. A. Proceedings, 19 2, p. 336.

More specific information on who issues the employment certificates is shown in table No. 31. For practical purposes, items 1 and 2 (column 1) could have been combined into one item making their total frequencies in column 2 equal to 282, or about 77.5 per cent of the total. When to that we add the total for items 5, 7 and 11, we get a sum of 302 cities in which the employment certificates are issued by some educational official. This number would be 83 per cent of all cities reporting, and does not yet include items 3 and 6. It is thus seen that school officials exercise a tremendous influence in the proper enforcement of child labor laws even where the responsibility for such enforcement is not placed in them by statutory provisions. And they should, indeed. The predominance of school authorities as issuers of permits, even where the child labor administration is an entirely separate machinery, is a recognition of the schools' responsibility and a result of the schools' interest in the transition period of the child's life from the school room to the gainful employment, a phase which neither the school nor labor can afford to ignore.

Kinds of Employment Certificates.

All employment certificates and allied forms are furnished in practically all states by the state department of labor or by the state department of education. An examination of the sample forms sent from the cities of our study shows that there are many variations of employment certificates issued. Two kinds-- The "General" and the "Vacation" Employment Certificates are very common and in very many cities these are the only kinds issued. In Massachusetts, a markedly

TABLE NO. 31.

DISTRIBUTION OF CITIES SHOWING WHO ISSUES CHILD EMPLOYMENT CERTIFICATES
(Distributed by Size-Groups and Geographical Divisions.)

| ISSUING OFFICIAL OR INSTITUTION. | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Superintendent of Schools | 169 | 42 | 11 | 43 | 24 | 14 | 134 | 15 | 4 | 10 | 5 | 1 | 35 | | | | | | |
| Attendance Dep't or Officer | 113 | 19 | 4 | 11 | 8 | 4 | 46 | 20 | 5 | 12 | 5 | 3 | 45 | 5 | 5 | 5 | 2 | 5 | 22 |
| Vocation Director or Off. | 19 | | | 6 | 1 | | 7 | | | 8 | | | 8 | | | 1 | 3 | | 4 |
| St.Labor Agt.or Commission | 18 | 9 | 1 | 1 | | 2 | 13 | 2 | 1 | | | | 3 | | 1 | | | 1 | 2 |
| Sec'y School Board | 13 | 10 | | | | | 10 | 1 | | | | | 1 | 2 | | | | | 2 |
| Continuation School Director | 6 | | 4 | | | | 4 | 1 | | 1 | | | 2 | | | | | | |
| St. Board of Education | 5 | 2 | | | | | 2 | 2 | | 1 | | | 3 | | | | | | |
| Special"Certificating Officer" | 9 | | | | | | | 2 | | 1 | 3 | | 6 | 3 | | | | | 3 |
| Co.Juvenile Court Judge | 5 | | | | | | | | 3 | | | 1 | 4 | | 1 | | | | 1 |
| Bd. of Public Welfare | 3 | | 1 | | | | 1 | | | | 1 | 1 | 2 | | | | | | |
| County Sup't Schools | 2 | | | | | | | | | 1 | | | 1 | | 1 | | | | 1 |
| Cooperative Agent | 1 | | 1 | | | | 1 | | | | | | | | | | | | |
| Total | 363 | 82 | 22 | 61 | 33 | 20 | 218 | 43 | 13 | 34 | 14 | 6 | 110 | 10 | 8 | 6 | 5 | 6 | 35 |

* E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

industrial state, there are nine different kinds of certificates, the blank forms for which are made and furnished by the State Department of Labor. Perhaps not as much differentiation is needed in some of the other states, but certainly for the sake of better administration many states having several manufacturing and industrial centers need to get suggestions to a more or less degree from Massachusetts. Since some of these employment certificates might be suggestive to other states, we are listing them below with a brief description of each:

1. FORM C. - EMPLOYMENT CERTIFICATE (REGULAR)
   Issued for regular work to children 14 to 16 years who have attained the educational requisite, as well as all other requirements.

2. FORM CS - SPECIAL EMPLOYMENT CERTIFICATE
   Issued to children 14 to 16 years of age permitting their employment in private domestic service and on farms.

3. FORM D - EMPLOYMENT CERTIFICATE : NON-RESIDENT.
   In triplicate. Used only when a pupil is employed in a town other than that of residence. For children 14 to 16 years.

4. FORM E - EMPLOYMENT CERTIFICATE (SPECIAL)
   Used for children 14 to 16 years who possess the educational qualification for an employment certificate, but are employed only when schools are not in session.

5. FORM F - EMPLOYMENT CERTIFICATE (LIMITED)
   Issued to children who are otherwise qualified for employment but do not possess the educational qualification, permitting employment during summer vacation and upon days when school is not in session.

6. FORM G.- HOME EMPLOYMENT PERMIT
   Issued to children 14 to 16 years of age permitting them to engage in profitable employment at home.

7. FORM H.- COOPERATIVE EMPLOYMENT CERTIFICATE
   Issued only to a pupil who is a regular

attendant at a public day school.

8. FORM I.- EDUCATIONAL CERTIFICATE (REGULAR)
For minors 16 to 21 who are not required to attend school because they have fulfilled the educational qualification.

9. FORM J.- EDUCATIONAL CERTIFICATE (SPECIAL)
For minors 16 to 21 who are required to attend evening school because the educational qualifications have not been fulfilled.

NOTES: The minimum educational qualifications in all cases above is the completion of the sixth grade. All children 14 to 16 years of age are required to attend continuation school for at least 4 hours a week, the time to be counted as "time actually worked " by the employer. All of the above forms are in duplicate, except Form D. Different colors are used.

In Ohio, the "Age and Schooling Certificate" is the employment certificate itself, but of course, in order to secure this, all the requisites similar to those for the regular employment certificates elsewhere, are prescribed and must be met. Ohio issues several kinds of certificates, but they are more or less similar to the one of the Massachusetts set, except one which deserves mention. This is the "Age and Schooling Certificate--Retarded". Before it is granted a "Statement of Retardation" is filled out, in which appears the following: "Said pupil has completed only _____ grade, but has an i. q. of _____ and cannot, by continuing diligently in school, pass a test for the completion of the seventh grade."

In most states[92] each kind of employment certificate is

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92. See especially Wisconsin and Maryland.

again classified into original and subsequent, or designations equivalent to these terms. The former means the first certificate ever issued to a child; the latter means the certificate issued after the original one, because such original certificate had been previously cancelled, due to termination of the employment for which it was specifically issued.

Procedure in Obtaining an Employment Certificate.

On account of the predominance of a more or less general state oversight in the administration of child labor, the general procedure followed in the issuance of an employment certificate could be fairly well studied, and while such procedure naturally varies among the several states in the number and nature of steps to be followed, the essential requisites are so common and the soundness of the principles back of these essentials so obvious, that we have little hesitation in presenting herewith a sort of a "norm" procedure based on our study of the practices followed in different cities. In the following discussion, the usual 14 to 16 optional employment period is assumed, compulsory continuation school attendance is understood, and the certificate sought is an original, regular, employment certificate.

Preliminary Step: Decision to go to Work. Application. On, or better before, the child reaches the age of 14, he must decide whether or not he should and must go to work. Consultation with his parents, and in a city school system having a junior counsellor, conference with him; a tentative choice of things possible for him to do are important in this step. This need not be any formal, required step, of which record is to be entered, but simply one which should be urged by teachers, for all children contemplating employment

at 14. The reason for this is obvious. The face that at 14 the child is vested by law with the right of going to work upon fulfillment of certain conditions does not mean that all eligible children should do so, and certainly not all of them do. The intent of the law is or should be, that such right to work should be used only when there is economic necessity, otherwise the child is expected to remain in school at least until the close of the total compulsory age-period. Dr. Arthur F. Lederle, supervisor of Attendance at Detroit, at present president of the National League of Compulsory Education Officials, is of the opinion[93] that proper handling of certificate issuance should reduce child labor and increase the length of school life for many children. According to the Michigan child labor law, a child of 14 may secure a permit to work only if his services are necessary to the support of himself or his parents. According to Dr. Lederle, except for this "economic necessity" clause, practically all of the 25,000 fourteen-and-fifteen-year-olds would be eligible to leave school, but only 262 of this number were out of school and employed in June 1922.

There is no way of telling at present how many cities give attention to this preliminary step suggested above, but it seems evident that the idea, if not new, is newly made use of, and might be more widely extended.

After the child has decided to go to work and has had the consent of his parent or guardian in this, he fills an application blank for an employment certificate. This application, bearing the signature of himself and his parent, is given to the principal

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93. N. E. A. Proceedings, 1922, p. 535.

who in turn transmits it to the issuing office.

Step No. 1- Promise of Employment. The first step is to secure the blank usually known by the title, "Promise of Employment", or, "Pledge of Employer". If the principal does not keep this form, the child goes to the issuing office and obtains it there. Having this form, the minor sees his prospective employer and has him fill the form, which tells of his intention to employ the said minor after the necessary certificate is secured and specifying the nature of the employment. Three samples representative of the better type of the employer's pledge forms are given in Fig. XXI. The red-pencil marks on each form are the writer's intended to show the distinctive points in it. An excellent form could be devised on the basis of the three samples here given. The Ohio form (upper part) has most of the essential characteristics, and in addition has the following in the body of the pledge: "to permit this child to attend part-time school not over 8 hours per week when such is available." On this same point the Massachusetts form (center part) says: "Time spent in continuation school must be counted as time actually worked." The Massachusetts forms also has the space for the number of hours per day that the child is to be regularly employed, and the maximum limit provided by law is given conspicuously, 48 hours. The fact that the employee must return the employment certificate to the issuing officer on the termination of the particular employment, is also noted in heavy type on the Massachusetts form. The principal merit of the California form (lower part) is the provision for a more specific description of the nature of the work which the child is to do.

FIG. XXI. SAMPLES OF PLEDGE OF EMPLOYERS

SEE ORIGINAL

Step No. 2. -School Record Certificate.- Having now secured his "Promise of Employment", our minor returns with it to the principal and applies for a school record certificate. The principal object of this certificate is to furnish evidence of the child's having satisfied the legal educational requisite. The New York form is selected as a good sample of the better type of school record certificates and is given as Fig. XXII. Note that this form gives information about age and schooling, and attendance during the 12 months preceding the time of application.

Step No. 3. Documentary Proof of Age. Of course, all this time, the applicant knew that he was already 14 or more, and all other persons concerned assume this, but now a satisfactory documentary evidence of this fact must be furnished. The evidence of age considered most satisfactory in all states is the birth record transcript, but sometimes such a record is not available. In progressive states where a department of vital statistics is functioning effectively, our applicant will not have much trouble as a transcript of his birth record is easily procured at the local vital statistics office. Where the birth record is not obtainable, the baptismal certificate is usually accepted, although it is commonly the case that where a birth record is not available, the baptismal record is equally hard to get. In this latter case, other documentary evidences[94] are accepted. Only as a last resort, and after conclusive proof that none of the evidences which are more desirable could be obtained, will an affidavit of the parent or guardian and supplemented by a physician's certificate of

94. See Chapter V., exp. p. 88 f

FIG. XXII. SAMPLE FORM OF

SCHOOL RECORD CERTIFICATE N. Y.

See Original

examination to decide child's age, be accepted.

After the child has presented his evidence of age, and after such evidence has been accepted, a slip called an "Age Certificate" is, in some places, given him to be presented by him to the employer or inspector on demand.

Two sample forms for the Physician's certificate of age required with parent's affidavit are given in Fig. XXIII. Attention is called to the instructions on the face of the Massachusetts Card (lower buff card) which says: To be used only as a last resort for proof of age.

Step No. 4. Physical Fitness and Health Certificate. The next step is to undergo a thorough physical-medical examination and obtain a certificate showing the results of such examination. This examination is usually performed by the school physician. On the basis of this examination and consulting the "Promise of Employment" to see the character of the work, the physician makes recommendations as to the applicant's fitness for the work he intends to do, and as to his general good health. Sometimes, although some defects are found, the nature of these defects are such that immediate care and treatment will cure them. In such cases, the examining physician recommends merely witholding the issue of the certificate until the correction of the defects noted, a statement being again made by the physician when such defects have been corrected.

There are many forms used for the physical examination for the foregoing purpose, but what is generally lacking is a set of standards for the guidance of issuing officials. The following "Standards of Physical Fitness" established by the Pennsylvania Department of Labor and Industry and prescribed through the local issuing officers

FIG. XXIII. SAMPLES OF PHYSICIAN'S CERTIFICATE OF AGE. SEE ORIGINAL

for their guidance, are quoted in full as they are very suggestive:

STANDARDS OF PHYSICAL FITNESS
(Established by the Department of Labor and Industry)

I. CERTIFICATES REFUSED UNDER the following conditions:

(a) Tuberculosis -- including all types.
(b) Organic Heart Disease -- including endocarditis, myocarditis, pericarditis and circulatory disturbance causing persistent rapid pulse. (120 and over)
(c) Graves's Disease.
(d) Kidney Disease.
(e) Defective Vision -- less than 15/45 (allowing the use of both eyes and eye glasses), except with certificate (See Article III)
(f) Any physical defect disqualifying the applicant in the opinion of the medical examiner.

II. CERTIFICATE REFUSED UNTIL CORRECTION OF DEFECTS as follows:

(a) Three or more decayed teeth.
(b) Defective Vision -- 15/20 or less, using both eyes, or 15/30 or less in either eye, provided proper eye glasses will improve the vision.

(When the vision is 15/45 or better, using both eyes, and a medical certificate is furnished stating that eye glasses will not improve the vision, the regular certificate may be used.)

When the vision is less than 15.45 the regular certificates cannot be granted. (See Article III.
(c) Chronic nasal obstruction.
(d) Defective hearing (unless accompanied by trustworthy medical certificate that treatment has been given without success.) See Article III.
(e) Malnutrition.
(f) Marked nervous weakness, chorea, or hysteria.
(g) Marked stoop shoulders, flat chest, or lateral spinal curvature.
(h) Hernia without truss.
(i) Contagious skin diseases.
(j) Any defect or disease disqualifying the applicant in the opinion of the medical examiner.

III. CERTIFICATE ISSUED ONLY FOR EMPLOYMENT NOT ABOUT POWER-DRIVEN MACHINERY.

(a) Epilepsy.
(b) Loss of one eye, arm or leg.
(c) Defective Vision -- less than15/45, allowing use of either

eye and eye glasses. When a medical certificate is furnished by a reputable physician stating that eye glasses will not improve the vision, that no degenerative or inflamatory process exists in the eye, and that employment not dangerous to the child, a certificate may be issued for such employment.

(d) Defective Hearing -- whispered voice not heard at two feet distance. A medical certificate by a reputable physician, stateing that treatment has been given without success, must be furnished.

Step No. 5. Granting of Employment Certificate. Registration in Continuation School. Let us assume that our applicant has passed a satisfactory medical examination and has been given a certificate to that effect with recommendation that the employment certificate be issued. He brings this health certificate to the issuing officer where, in the meantime, all the other records and certificates have been assembled. When this health certificate is received, the regular employment certificate is then made out. The best practice is not to give the employment certificate to the child, but to mail or send it direct to the employer. The employer is, usually, required to acknowledge receipt of the employment certificate. In some of the blank forms, this is provided for by an acknowledgment stub detachable from the certificate. In the meantime, our minor is given a statement of issuance, giving, among other things, the number of the employment certificate issued, the name and address of the employer and the nature of the work for which the employment certificate was issued. Where a continuation school is available in the city and required, his registration card

for the continuation school is made. The child is now ready to report for work, which he is expected to do without loss of time, and to attend continuation school as per his registration schedule. Fig. XXIV summarizes in chart form the procedure in obtaining the original employment certificate. The numbers in parentheses in this chart show, in the order, the "route" of the child and have no correspondence with the "step" numbers in our discussion. These route numbers are explained at the bottom of the chart.

Return of the Employment certificate by Employer.

An employment certificate is, in the best practice, valid only for the specific work and employer for which it was issued. A change of work, even with the same employer, invalidates the employment certificate and similarly, for a change of employer even for the same kind of work. In either case, the employment certificate issued is supposed to be returned to the issuing office direct, within a reasonable time.

Some laws hold employers responsible for returning the employment certificate[95] on change or termination of the particular employment. Where the law does not require this, usually the local attendance department has established the practice, the employers cooperating as a matter of "good business." The great importance of this practice from the angle of school attendance cannot be over-

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95. For example, on the back of the Massachusetts employment certificate appears the following (the underlined words appear in red print):

"This certificate must be returned by the employer to the office of the Superintendent of Schools, from which it is issued, within two days after employment by him of the child named terminates. Penalty for non compliance not less than ten nor more than one hundred dollars." Chap. 779, Sects. 15 and 22, Acts of 1913."

FIG. XXIV. THE CHILD'S ROUTE IN OBTAINING AN EMPLOYMENT CERTIFICATE

SEE ORIGINAL

estimated. Children holding employment certificates are still within the compulsory age-period and the law intends that during the optional employment age-period these children must either be regularly in school or lawfully employed.

Table No. 32 shows a distribution of the cities studied, according to their answers to the following two questions on the action at termination of the child's employment:

A. Do employers report termination of the employment of minors?

B. Do employers return employment certificates to issuing officer at termination of employment?

The table shows an affirmative answer for a great majority of the cities answering these questions. To question A, 273 cities, or 81 per cent, answered yes, and to question B, 259 cities or 87 per cent of those answering this question, answered yes "to issuing officer," in 7 cities the certificate is returned to the child, and in 30 cities, the certificates are not returned at all. The return of the certificate to the child might not be an objectionable practice if the employer at once reports the fact to the issuing officer and the latter sees that the child returns the certificate and goes back to school.

Attendance at Evening and Continuation Schools.

Evening and continuation school attendance as a state requirement for employed minors seems to be getting headway, and is found in many states in various forms. In New York, for example, in first and second class cities only, evening school attendance is required by law of boys who have not completed a grammar school course, for not less than 5 hours a week and for not less than 15

TABLE NO. 32.

DISTRIBUTION OF CITIES ACCORDING TO ACTION BY EMPLOYERS AT TERMINATION OF CHILDREN'S EMPLOYMENT
(Distributed by Size-Groups and Geographical Divisions.)

| ACTION | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| A<br>Do Employers Report Termination of Employment of Minors? | | | | | | | | | | | | | | | | | | | |
| Yes | 276 | 74 | 8 | 53 | 13 | 12 | 160 | 38 | 5 | 31 | 10 | 4 | 88 | 9 | 5 | 7 | 4 | 3 | 28 |
| No | 63 | 11 | 8 | 1 | 13 | 51 | 38 | 5 | 7 | 2 | 4 | 2 | 20 | 1 | 2 | | | 2 | 5 |
| Totals | 339 | 85 | 16 | 54 | 26 | 17 | 198 | 43 | 12 | 33 | 14 | 6 | 108 | 10 | 7 | 7 | 4 | 5 | 33 |
| B<br>Do Employers Return Emp. Certificate to Issuing Officer? | | | | | | | | | | | | | | | | | | | |
| Yes, to Issuing Officer. | 239 | 68 | 7 | 47 | 10 | 5 | 137 | 32 | 4 | 29 | 11 | 1 | 77 | 8 | 5 | 5 | 4 | 3 | 25 |
| Yes, to Child | 7 | 3 | | | | | 3 | 2 | | 1 | 11 | | 4 | | | | | | |
| Not Returned at All. | 30 | 6 | 3 | 3 | 3 | 2 | 17 | 1 | | 4 | 1 | 4 | 10 | | | 2 | | 1 | 3 |
| Total | 276 | 77 | 10 | 50 | 13 | 7 | 157 | 35 | 4 | 34 | 13 | 5 | 91 | 8 | 5 | 7 | 4 | 4 | 28 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

weeks within a school year.[96] In this same state, the establishment of continuation schools is permissive to local boards of education, which may then require attendance of any child who has not completed the grammar school. In Connecticut, there is at present no compulsory evening school attendance, although "evening schools are maintained * * * in several towns and are largely attended by foreign born children as well as by adults."[97] In Massachusetts, the establishment of continuation schools throught the state was made compulsory in 1919 in all communities which employed 200 or more fourteen-year-to-sixteen year-olds, provided those communities accepted the law by adoption of a referendum on the November election of that year. The referendum was adopted in Boston and in most of the cities of the state.[98] Whether provided for by state law or not, part-time or continuation schools for employed minors has been established in most of the industrial or manufacturing centers[99] and while they naturally vary in scope of course offered and in the work done, in general most of them minister more or less to the needs of employed children. A

A continuation school usually serves two groups of pupils: (1) those employed who have not yet completed the elementary school course, and (2) those employed who have completed the elementary school. The

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96. Education Law, 622-1
97. Children's Bureau Publication No. 12, p. 25
98. Vocational Education Bulletin, Mass., No. 111, p. 6
99. Of. 341 cities answering the question "Are employed children required to attend continuation schools?" 198 or 58 per cent, answered yes ; 143 or about 42 per cent answered no. Many of the negative answers came from cities of the non-industrial groups. The minimum average attendance required is for four hours a week.

task of the continuation school is expressed in the "Report of the Boston Compulsory Continuation School" rather extravagantly thus: "The gap between the idealistic school life and the practical life of employment must be bridged. The means of intellectual and mental advancement which were lost with the passing of the apprenticeship system must be replaced * * * The deadening influence of automatic work must be offset and a more perfect democracy must be established by affording each young worker his opportunity to make the most of himself. The young employee must be trained for useful, satisfying work as a reaction against the influences which tend toward parasitic existence; he must learn to occupy his time with wholesome self-improving activities; he must be helped in making his educational experience count; he must be aided in determining his most promising aptitudes; he must be assisted in forming habits of economy and thrift; he must be guided to make the best and most of himself and of life. * * * The Continuation School, by emphasizing the interdependence of employer, employee and community and by analyzing normal steps in promotion that operate in industry, must ever deal with the individual child rather than with subjects of instruction; must show to each child his door to opportunity; must train him to keep that door open; must foster in him interest in his general self betterment; must make clear the progressive steps leading to economic independence and must keep him on the 'road to somewhere.' "[100]

A detailed study of continuation schools in the United States is a pressing need. The problem in itself is a huge one and awaits the patient study by some researcher. The financial and social

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100. Page 9 ff.

aspects of the problem need to be carefully studied, peculiar educational needs and curriculum adjustments, administrative relationships and the qualifications of the teaching staff are matters needing definition and consideration. Here, we have been concerned with these schools primarily as they bear on the school attendance problem.

Attitude of Employers. Table No. 33 gives us a distribution of cities according to the estimates of their superintendents of schools or attendance officers regarding the attitude of employers towards continuation school attendance by their employed minors. The table shows the mode to be at "Favorable", 95 cities reporting. The combined frequencies for "Very Favorable" and "Favorable" are 142, or 60 per cent of the total 236 cities answering. The combined frequencies for "Antagonistic and "Very Antagonistic" are 23 cities, or just about 9.7 per cent of all cities. Seventy-one cities are reported passive. Fig. XXV charts these facts for all cities.

The table gives great encouragement. It shows that the employers realize the importance of continuation school attendance at least as a business proposition to them, if not also as an opportunity to further child's growth educationally. And this, in spite of the annoyance of arranging shifts and of allowing the continuation school hours on full pay. However, an intelligent business man realizes more than any one else the desirability of providing for future employees who will be intelligent, efficient, and contented, and hence, cooperates fully in the establishment and operation of continuation schools.

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~~100. Page 1 ff~~

FIG. XXV. ATTITUDE OF EMPLOYERS TOWARD CONTINUATION SCHOOL ATTENDANCE BY THEIR EMPLOYED CHILDREN

SEE ORIGINAL

TABLE NO. 33.

DISTRIBUTION OF CITIES ACCORDING TO SCHOOL OFFICIALS' ESTIMATES AS TO THE ATTITUDE OF EMPLOYERS TOWARD CONTINUATION SCHOOL ATTENDANCE BY CHILDREN EMPLOYEES.

(Distributed by Size-Groups and Geographical Divisions.)

| ATTITUDE | ALL CITIES | SIZE-GROUP I | | | | | | SIZE-GROUP II | | | | | | SIZE-GROUP III | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* | E* | S* | GL* | GP* | W* | T* |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| Very Favorable | 47 | 4 | 4 | 7 | 4 | 2 | 21 | 8 | 2 | 6 | 4 | 2 | 22 | 2 | 1 | | | 1 | 4 |
| Favorable | 95 | 28 | 6 | 10 | 7 | 6 | 57 | 18 | | 8 | 4 | 2 | 32 | 1 | | 3 | 1 | 1 | 6 |
| Passive | 71 | 22 | 2 | 11 | 1 | 3 | 39 | 8 | 3 | 10 | 3 | | 24 | 5 | 1 | | | 2 | 8 |
| Antagonistic | 18 | 3 | 1 | 5 | | 1 | 10 | | | 3 | | 1 | 4 | 1 | 1 | | 1 | | 3 |
| Very Antagonistic | 5 | 2 | | | | | 2 | 1 | | 1 | | 1 | 3 | | | 1 | | | 1 |
| Total | 256 | 59 | 13 | 33 | 12 | 12 | 129 | 35 | 5 | 28 | 11 | 6 | 85 | 9 | 3 | 4 | 2 | 4 | 22 |

*E, S, GL, GP, W, and T stand, respectively, for Eastern cities, Southern cities, Great Lakes cities, Great Plains cities, Western cities, and Total.

It is almost unnecessary to indicate that if the continuation school is to fulfill its function properly and meet the needs of the children for whom it is established, attendance must be compulsory, and the children's working hours adjusted so that they may be able to attend as registered.

Conclusions

1. The optional employment age-period is commonly 14-16 in the United States.

2. The completion of the sixth grade is the minimum educational qualification for obtaining an employment certificate in about 50 per cent of the cities reporting; only about 17 per cent require the completion of the eighth grade.

3. Seventy-eight per cent of the cities reporting require a health certificate as a requisite for securing an employment certificate.

4. Regardless of whether the administration of child labor laws is in the education department or not, a very great number of those who are charged with the issuance of employment certificates (83 per cent) are school officials, usually the Superintendent of Schools or the Chief Attendance Officer.

5. The two most common types of employment certificates are the "General" or regular, and the "Vacation" or special. In Massachusetts, there are as many as nine different types of employment certificates, nearly all of which, however, could be classified as either General or Vacation employment certificates.

6. Based on a study of procedures for obtaining employment certificates, the following steps are suggested for a "norm" of procedure:

Step A. - Preliminaries. Application.
Step No. 1- Secure "Promise of Employment"
Step No. 2- Secure "School Record Certificate"
Step No. 3-Procure documentary evidence of age.
Step No. 4-Secure certificate of physical fitness and sound general health, based on medical examination of physician.
Step No. 5-Employment Certificate issued. Statement of issue to child. Registration at Continuation School.

7. In eighty-one per cent of all cities studied, the employers report the termination of a child's employment with him, and in 87 per cent of the cities, the employers return the employment certificates to the issuing officer direct.

8. Fifty-eight per cent of the 341 cities reporting require employed children to attend continuation schools. The minimum average attendance required is 4 hours a week.

9. Employers are generally favorably inclined to continuation school attendance by their employed minors, although this involves shifts and full pay for school attendance hours.

# CHAPTER VIII.

## SOME SOCIOLOGICAL ASPECTS

In the course of our discussion of the various phases of the school attendance service, we have occasionally touched more or less upon the sociological bearing of some of these phases. We propose in this chapter to consider a little more fully some of the sociological aspects of some of the attendance activities.

The average attendance department in a city school system prides itself, and in many cases justly so, in producing a favorable set of figures showing, among other things, the number or percentage of pupils in attendance, the number of prosecutions of both children and parents, and especially the number of convictions of the latter, and commitments of the former to a correctional institution. Although such figures are, in most cases, the only available objective measure of the attendance department's work, they are nevertheless inadequate and as published in the reports, frequently give no idea at all of the character of the service rendered. A considerable exploration into things beyond these figures must be made by one who would administer efficiently an attendance service or who would justly evalute the efficiency of one.

### The New Point of View.

In a recently published report of the chief of a "Bureau of Compulsory Education," a strong plea was made for a change in the official title of that Bureau on the ground that the present title does not represent the really vital work of the organization. We quote from him:

"The title of the Bureau has been found to be not entirely satisfactory because 'compulsory education' is descriptive of only part of the service rendered and also because the outstanding work 'compulsory' when used in connection with the attendance service emphasize unnecessarily the police

power of the Bureau, without any suggestion as to the social service which the Bureau renders. The word 'compulsory' has an unpleasant connotation, implying enforced performance of a duty which all good citizens regard as sacred. While force is necessary in dealing with wilful and habitual offenders against the law, it should not be featured in the title of an agency of the Board of Public Education which is called upon daily to meet parents, who, having no thought of violation of the law, are unable to meet its requirements on account of illness, poverty or for other causes which they cannot control. In the second place, the title does not include the activities[101] of the Junior Employment Service. In fact, the stationery bearing the title 'Bureau of Compulsory Education' when used in the placement office leads to confusion in the employers' minds as to the scope and character of this work. When the service was first introduced, the employers hesitated to deal with the placement secretary and counsellors because they inferred from the official stationery that the office was engaged in finding place for delinquent children." [102]

The above is quoted at length because it seems to the writer to be partly indicative of the new point of view that constitutes the working basis of the modern school attendance service. The undue emphasis on compulsion, or the police power, was quite general until recently.

The modern conception of the work of the attendance department recognizes the necessity of compulsion, but places service for the child's welfare above it. It realizes the value of, and resorts to,

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101. In this Bureau such activities include not only the certificating of children but also placement and vocational guidance.

102. Gideon, H. J.: Annual Report, Philadelphia, 1920, p. 7 f

corrective and curative measures, but it puts a greater premium on prevention, and the elimination of the causes that later would necessitate corrective measures. Its supreme aim is to serve the child and the community, through protecting the child from any interferences whatsoever in his rights to an education. The attendance department is a service station rather than a "specific", in the school system.

How is this new point of view translated in terms of the major activities of the attendance service? We will attempt to answer this question briefly.

The Significance of Non-Attendance and Irregularity

A fundamental need is for an effective realization of the significance of non-attendance and irregularity by three parties: the child , the parents and the public. It is one of the important tasks of the school system through the attendance department to promote this understanding by deliberate instruction in the schools and by systematic educational publicity and careful educational-social work. But before we can do any of these, we ourselves must realize fully the effects and significance of non-attendance and irregularity.

Let us take an illustrative case. Here is John, who is very irregular in his school attendance.[103] He is 12 years old, a seventh grader, one of a class of 26, in a public school in an industrial city. What are the effects of his irregular attendance? They are immediate upon John, and upon the seventh grade class and teacher. Every absence

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103. It is assumed that John's are unlawful absences, and also that John is of normal mentality.

John makes means two lessons lost in every one of his courses, the lesson for the day he was absent and the lesson for the day of his return. When these losses accumulate and are not caught up by special help, John becomes "out of gear" with his class, becomes a little discouraged, and is susceptible to more and longer absences from school. On the other hand, the conscientious teacher will endeavor to give John the needed individual attention in order that he may "catch up" with the rest of the class. Such individual attention is usually in more or less degree at the expense of the more faithful members of the class. When it is remembered that this thing is done for each of his courses he is taking, and every time he is absent, the cumulative effect upon the class and the teacher may be surmised.

But those are only the immediate effects. Every time John is absent, he is going one step downward to truancy and strengthening the tendency in that direction.[104] Every time he is absent from school, he is somewhere else doing substitutive activities. He is either at home or out at large. In our particular case, John is probably out at large, in alleys or out-of-the-way places where he is not liable to get caught, or he is possibly at cheap, sometimes really pernicious, movie shows and with undesirable companions. The latter alone--association with undesirable companions-- is such a fertile field for acquiring unfortunate information and establishing bad habits, that it may be

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104. The New York Bureau of Attendance emphasizes that in many cases, small irregularities in attendance frequently leads to truancy. This is confirmed by authorities connected with the Judge Baker Foundation in Boston.

appropriately called one of the cradles of juvenile delinquency. Even worse than this is the effect on John's moral attitudes. More or less, he knows that he is not supposed to be absent, yet he does it; when he is apprehended or when he returns to school he tells his teachers fake reasons for his absences. Repititions of this defense ingrains it into his mode of thought and finally he is persuaded, even convinced, that such misrepresentations and breaking of rules are nothing. Yet some day, this same John, when free, will somehow be a participant in the government of his city, county and state and nation, and regardless of how he fared in school, he will be, by virtue of his United States citizenship, vested with the right of suffrage in all its forms of expression.

What does the community get by these irregularities of John? Waste in all directions. John's and other pupils' school attendance irregularities, even when corrected later, always produce some retardation whose cumulative effects always speak in terms of wasted thousands of dollars of the taxpayers' money. John's substitutive activities are a social menace, for when truancy steps in, other forms of delinquency may follow. John becomes a social problem, and his treatment entails a considerable outlay. The greatest waste of all is the civic righteousness, the service and consecration to community welfare which could have been forthcoming from John instead of what must be spent upon him. Who knows that but for a timely change in his early school irregularities, and a little "lift" by a sympathetic, broad-minded interested some one, this same John would have pursued his studies enthusiastically and later became one of the community's great living assets? And, how much happiness would have been saved for John personally!

Is not even one John worth saving?

We will not follow John through a habitual truancy career because it will just be an enlargement, with greater and more serious complications, of the above illustrative case, which is almost a mild case of truancy itself. The case of Joseph, a truant, which is described in great detail in the Baker Foundation Case Series, is typical and Joseph may just as well as not, be our John. Those who are interested are referred to that most interesting case study of a truant.[105] Without this, however, we believe we have laid down somewhat concretely the important education and social significance of non-attendance and irregularity. A full understanding and realization of this significance by those concerned would help the cause of the attendance service many times better than legal compulsions, prosecutions and punishments. For, children's attendance at school is, as Gideon points out, a duty which all good citizens regard as sacred and which good citizens have no thought of violating. These compulsory safeguards must be reserved only for the wilful violators of the law. Such wilful violators constitute a small minority in the ordinary American city.

## Some Sociological Aspects of the Attendance Officer's Activities

Rightly understood, the work of the attendance officer is mostly of a social nature. This is especially true in connection with the treatment of attendance irregularities, including truancy; with the educational and vocational counselling for which he is called upon in many cities; and with the manifold problems related to child labor and employment certification. In order to meet adequately these

105. Case 11, op. cit.

demands, an up-to-date attendance officer, besides other qualifications, should have general insight into what is known as "case work"[106] technique, which involves, among other things, a careful study of the client[107] as a whole, in his relations with the vital factors and forces that are interwoven in his personality; and a treatment of adjustment based on such study and calculated to prevent a recurrence of the same or of a similar case, on the part of the client or of others. It stresses the fact that human beings are different from each other, that they are interdependent, and that the human being is of infinitely more worth than any other being or thing on earth. Its objective is not only prevention, not only cure, not only relief, but regeneration.

The truant case study already referred to is an excellent illustration of real social case work in its more intensive form. For the benefit of those who may not have access to this excellent study, and in order to give a general idea of its method, an outline of the topics taken up is herewith presented:

I. Introductory Statement

II. Study of Background
- a. Family [Father, Father's Family, Mother, Mother's Family, Children]
- b. Developmental History
- c. Home and Neighborhood conditions and influences.
- d. Companions, Interests and Habits
- e. School History
- f. Delinquencies.

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106. "Social case work consists of those processes which develop personality through adjustments consciously effected, individual by individual, between men and their social environment."--Richmond: What is Social Case Work? p. 98

107. "Client" the social case work term for the subject of the study, the person under social treatment by the case worker.

III. Study of the Individual
  a. Physical
  b. Mental (Psychological examination, mental balance, personality traits.)
  c. Boy's Own story

IV. Summary of Staff Conference
  a. Problem
  b. Physical
  c. Mental
  d. Background
  e. Probable direct causations
  f. Prognosis and recommendations

V. Subsequent History

VI. Final Comment.

NOTE: For each of the foregoing topics, a narrative account of the facts as found or told, is given; and opposite the page, is an interpretation of the facts by a staff member.

In these days of large schools and classes and of limited finances, I can almost see my readers, especially those of them who are attendance officers, rise and shout in condemnatory tone, "Do you mean to say that an attendance officer should do all this for each one of the school attendance irregularities?" To which I reply, "Certainly not, not even for your chronic cases. But, it will do you good to know that such detailed studies could be and have been made, and you ought to be more or less familiar with its general technique." But, some application of a modified and more simplified form of case work technique would certainly be better than most prevalent practice. Even a changed attitude, a little more critical but sympathetic inquiry into the causes of attendance irregularity, and more friendly interest in the child, would be a good beginning. Under present conditions, and probably for a long time, we have no right to expect an attendance officer to be a full-fledged case worker, but certainly he can be a worker with social insight in his work, for his is very much social work.

The work of the attendance officer often involves close relationships

with various social agencies such as the Family Welfare Society, the Society for the Prevention of Cruelty to Children, the Children's Aid Society, the Associated Charities, etc. The attendance officer must know more or less the lines of service rendered by these various agencies so that when necessary he will know which one to appeal to for each of his various cases. He must be on terms of cooperation with them, and to do this he must be in understanding sympathy with their work. This is essential, not only for effective help to the child needing help, but oftentimes to avoid duplication and waste of efforts.

In the attendance officer's investigation of the causes of absences, better light could many times be had, and unnecessary efforts could be saved if the attendance officer knew of, and made use of, the social registration bureau found in nearly all large cities. This bureau is known as the "Confidential Exchange". Here every social case is registered and by the system, it is possible to know, for a certain child, or for a family, what other social workers have previously dealt with such child or family. Knowing this, it is usually wise to find out what these other workers' experiences have been in the case. Such previous experiences are excellent background for further diagnosis and for a program of treatment.

## The Visiting Teacher Movement

Any good attendance officer who has had enough experience knows that many causes of non-attendance are due to certain maladjustments of the child to the school, the home or the community. There probably

were, in his experience, a few cases where consciously or unconsciously, he was able to cope with a maladjusted child's problems and thereby set that child on a brighter path. Cases like this abound in the schools of any city, and they are those to which the application of case work technique is essential if permanent cure and prevention are aimed at, and if the child is to secure the fullest and best use of his school days. Not only in attendance, but in scholarship, in conduct, and through adverse conditions, do child maladjustments manifest themselves. A consistent program of child welfare demands that such cases as these be given the best of attention and treatment possible. While the classroom teacher should be alert in detecting possible maladjustments among her pupils, with conditions as they are today, no one would think of placing on her the responsibility of detailed follow-up of such children. While the attendance officer should be quick to sense any maladjustments in absence and truancy cases, with his various other activities, and with the intensive work required in carefully studying these maladjustment cases, any suggestion that he be expected to do that study and follow-up would be unreasonable at present. To do this work for the school system, a new official has appeared. She is commonly known as the "visiting Teacher." [108]

The visiting teacher movement is comparatively recent. Starting in 1906-07 with three pioneer cities Boston, Hartford and New York, it has gradually grown until it had found way in 28 cities by June, 1921.

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108. This official must not be confused with the Home Teacher who goes about the homes to teach foreign-born mothers. The visiting teacher is essentially a school adjuster and her interest is centered on the child. "School Visitor" would probably be a more appropriate term.

The latest available data we have on the number and geographical distribution of visiting teachers in the United States is the one published in a survey report of the National Association of Visiting Teachers and Home Visitors [109] as of June, 1921. We present it here as Table No. 34. In connection with the relationships of the visiting teacher to the entire school system, we quote the following from the survey report just referred to : "In the majority of cases, the visiting teachers are supervised by the Superintendent of Schools or his associates. * * * Rochester recently organized a department of visiting teachers with a director responsible to the superintendent of schools. Fargo, N. D., has a Home and School Visiting Department. In Minneapolis, however, which has fourteen visiting teachers, the visiting teachers are a part of the Department of Attendance and Guidance. In Chicago, which now has three visiting teachers, the work is a part of the Department of Vocational Guidance and Employment Certificates. In Des Moines the work of the one visiting teacher is part of the attendance department. "

The functions of the visiting teacher are summarized as follows: [110]

1. Study of the individual, unadjusted, and maladjusted child and his problem.

2. Interpretation of
   (a) School and parents to one another.
   (b) Child and parents to one another.
   (c) Child and school to one another.

3. Securing cooperation of parents, school and community in the interests of special children and of increased educational facilities for all children.

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109. Published by the Pub. Ed. Assn. of the City of N. Y. '21.

110. Survey, op. cit. p. 60.

TABLE NO. 34.

GEOGRAPHICAL DISTRIBUTION OF VISITING TEACHERS IN THE UNITED STATES*

| STATE | CITY | NUMBER OF VISITING TCHRS. |
|---|---|---|
| 1. Connecticut | Hartford | 3 |
| 2. Georgia | Atlanta | 1 |
| 3. Illinois | Chicago | 3 |
| 4. Iowa | Des Moines | 1 |
| | Mason City | 1 |
| 5. Kentucky | Louisville | 1 |
| 6. Massachusetts | Boston | 15 |
| | Newton | 1 |
| | Springfield | 1 |
| | Worchester | 1 |
| 7. Minnesota | Minneapolis | 14 |
| 8. Missouri | Kansas City | 1 |
| 9. New Jersey | Glen Ridge | 1 |
| | Monmouth County | 1 |
| | Montclair | 1 |
| | Newark | 4 |
| 10. New York | New York City | 17 |
| | Mount Vernon | 1 |
| | Rochester | 7 |
| | Utica | 1 |
| 11. North Carolina | Raleight | 1 |
| 12. North Dakota | Billings County | 1 |
| | Fargo | 1 |
| 13. Ohio | Cleveland | 2 |
| | Columbus | 3 |
| 14. Pennsylvania | Philadelphia | 6 |
| | Harrisburg | 1 |
| 15. Virginia | Roanoke | 1 |
| 15 states | 28 cities | 91 |

* From Table I, p. 11, Survey of the Visiting Teacher, New York, Pub. Ed. Ass'n. N.Y.C., 1921. The above data are as of June, 1921. In some places "School Visitor" or other title is used instead of "Visiting Teacher".

4. Adjustment of the child's difficulties whether the cause be found in the home, school or neighborhood.

5. Socialization of the school's point of view.

The visiting teacher movement is now being extended to all parts of the United States through the sponsorship of the Public Education Association of New York City, which has a special National Committee of Visiting Teachers. The idea has already passed the experimental stage. The results of the visiting teacher's work in places where she has rendered service, have established her place in the school system. Such results have demonstrated that her province is really distinct from that of the school nurse, or of the attendance officer, or of the classroom teacher; that her work is not an unnecessary overlapping of theirs, nor can they take her place. The movement deserves the cooperation and interest of the school officials in general and of the attendance officers in particular. The many cases of suspicious absences, of absences due to home conditions, of half-day absences, etc., together constitute reasons enough for desiring some one to whom they can be referred for careful study. But even the apparently non-attendance functions of the visiting teacher ultimately results in a betterment of the school attendance service. Adjustments in scholarship, conduct, adverse home conditions, etc. always result in more and better interest and school satisfactions in the activities of the child, and few are the satisfied pupils who would be absent if they can help it [111]. The visiting teacher, by her special educational and social training, by her personality traits which are a product of an understanding and love for childhood, and by her freedom from fixed hours, is especially fitted for these tasks of adjustments.

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111. For more detailed information on the scope and methods of work and of qualifications of the visiting teacher, the reader is referred to the survey report of the National Committee of Visiting Teachers, already cited.

She knows the proper methods of social diagnosis; is familiar with the social forces and factors that enter into maladjustments, and is better able to recommend a saner method of treatment. Being a social worker herself, she understands the point of view of the social agencies and knows which one she needs most for a given case. The peculiar virtue of her work is that she gets at the trouble early, while it is still in the preventive stage, and before it drifts into a correctional or incorrigible problem, or causes serious retardation that is well-nigh hopeless of solution. If there was ever a case where the old saying holds true that "An ounce of prevention is worth a pound of cure," it is certainly in connection with the visiting teacher's work.

Summary.

1. The modern conception of the work of the attendance places service for the child's welfare over compulsion, and prevention over cure.

2. An attendance irregularity is productive of many undesirable effects to the child concerned, to the school and to the community. Aside from loss of scholarship and accumulation of unmade-up-work, the child, through his substitutive activities, slides downward to truancy and delinquency, weakens his moral attitudes and becomes a dangerous influence to those who know him and to those whom he knows. The school's order and smooth running is disturbed by the extra work demanded of the classroom teacher to help the absentee without demoralizing the class. The community suffers in loss of money, and in loss of a possible community builder.

3. Rightly understood, the work of an attendance officer is mostly social.

4. The attendance officer who would adequately meet the demands of proper service should be familiar with the general technique of

"case work."

5. The attendance officer must familiarize himself with the general lines of work of the various social agencies in his city and he must be on good cooperating terms with them.

6. The attendance officer should make full use of the "Confidential Exchange" where one exists in his city.

7. The visiting teacher movement, while a comparatively recent movement, is now steadily gaining ground. In June 1921, there were 91 visiting teachers in 28 cities in 15 states.

8. The principal task of the visiting teacher is as an adjuster of children's difficulties. This she does through careful studies of children's troubles, and by properly interpreting the child, the school and the community to each other.

9. The visiting teacher is a social-worker-teacher. Experience has shown that her work does not overlap that of any existing school official, nor can any of them take her place.

10. In all the ramifications of the visiting teacher's work, whether directly concerned with school attendance irregularities or whether concerned with conduct and scholarship troubles, the results always help the cause of better school attendance.

# CHAPTER IX.

## SUMMARY AND CONCLUSION

In the foregoing chapters, an attempt has been made to present and interpret some significant facts regarding the school attendance service in cities of various size-groups all over the country. At appropriate places, in connection with our discussion we called attention to certain desirable standards with respect to this or that phase of the service, or made suggestions as to feasible lines of procedure. At the close of each chapter, we have summarized our conclusions on the specific topic considered, and discussed related topics or made recommendations pertinent thereto. It is not necessary to repeat all of those chapter conclusions here. We propose in this last chapter to summarize some of the typical characteristics[112] of the attendance service for the cities of each of the size-group, and to review some of our recommendations in general regarding needed modifications and changes in practice.

### Salient Features of the Typical Attendance Service in Cities of Size-Group 1.

Although having only one attendance officer to perform all the attendance activities, an "attendance department" is recognized as existing within the school system of the Size-1 city, the reason being that all attendance activities are performed by and through the attendance officer who is the department himself. His work extends to non-public

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112. The mode for each of the items included in this and other summaries was taken to represent a typical characteristic. There are, of course, many cases better or worse than the types.

schools where there are such. He has full power and responsibility in all attendance matters falling within the authority of the laws and regulations in effect. He is immediately responsible to the Superintendent of Schools, who has delegated to him the responsibility and authority for performing this service. The average number of pupils enrolled in the school system is 3,000.

The attendance officer of the Size-1 city is a married man, about 50 years of age, has an elementary school education, no previous teaching experience and has been three years in the attendance service. If he is a full-time officer, he receives $110 a month for from nine to ten months of service.

The school census is taken annually, usually in June, by the attendance officer, sometimes with the teachers' aid. Where there are doubts as to the child's birth date, it is verified, the parent's affidavit being the most commonly accepted evidence. When the census data are assembled, their only important uses are for "attendance purposes" and "basis of state apportionment." The census data are not corrected during the year as needed.

Absences in a Size-1 city are reported once daily to the attendance officer. The teachers or principals may excuse lawful absences unless the nature and frequency of such absences demand that they be reported to the attendance officer. The five causes of absences considered lawful are: illness of child, illness in the family, lack of clothing, death in the family and work at home. Unlawful causes are all reported to the attendance officer. Causes of absences

considered unlawful are: truancy, work at home, parental neglect, illegal employment and out-of-town visit.

The transfer system is inadequate. It usually consists only of a transfer card given to the transferring pupil. There is no advice to the school transferred to, nor an enrollment notice for the information of the school transferred from. Practically no follow-up by attendance officer is made.

In the Size-I city, pupils are "dropped" from the roll when absent three consecutive days, when moved from the district and when employment certificates have been issued.

Children who have reached the minimum age requirement and who have completed the sixth grade may be given an employment certificate upon application and upon fulfilling other requisites such as physical fitness, etc. Such employment certificates are issued by the attendance officer when he is satisfied that the necessary requisites have been met as shown by produced credentials. Employers are required to report termination of employment of children and to return the employment certificate to the issuing officer.

As a rule, there is little or no evidence of social work carried on in the attendance service of the Size-I city.

## Salient Features of the Typical Attendance Service in Cities of Size-Group II.

With around 6,500 pupils enrolled in the schools and the complexity of city life due to increasing size, attendance service in the Size-II city is more complicated in that still only one attendance officer constitutes the attendance department of the school system.

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As in the Size-1 city, his activities extend to non-public schools. He is the Superintendent's deputy to whom the responsibility and authority for carrying out the attendance service has been delegated. As such, he is clothed with such powers as the state laws and Board rules vest in attendance officers.

The attendance officer of the Size-llcgity is a married man, 48 years old, has an elementary education, no previous teaching experience, and has been three years in the attendance work. He is usually a full-time officer receiving $140. per month for nine or ten months every year.

Like that for the Size-1 city, the school census of our Size-11 city is taken every year in June by hired enumerators working with the attendance officer. When a child's date of birth needs verification, the birth certificate is required as evidence, but if this is not available, the parents' affidavit is accepted. "Attendance Purposes", "Basis for State Apportionment" and "Data for employment certificate" are the three principal uses made of school census data.

The treatment of absences and the procedure in transfers and dismissals are practically the same as for the Size-1 city. In some of the Size-11 cities, however, the duplicate transfer system is used, by which one copy is given to the pupil and the other copy mailed to the school to which the pupil wishes to transfer.

Employment certificates are issued to children who have reached their fourteenth year and not their sixteenth year, and who have completed the sixth grade, provided they are physically fit and have

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113. It must again be emphasized here that we are taking the modal characteristics here to represent the typical. See footnote 112.

general good health. The attendance officer has charge of this issuance of employment certificates and prescribes such other minor requisites as are desirable. Where continuation schools are maintained, attendance in such schools are required until the children reach the age of 16. At the close of the child's employment, his employer notifies the attendance department and returns the employment certificate.

Salient Features of the Typical Attendance Service in Cities of Size-Group III.

The attendance department in the Size-III city has three attendance officers, with some clerical assistance from the superintendent's clerical staff. Larger territory, more problematic sections of the city due to increased size, larger and more varied group of school children with different home background, a more completely organized school system---these are the conditions in which we find our attendance department in the Size-III city. One of the three attendance officers is usually designated as the head or chief of the department and is immediately responsible to the Superintendent of Schools for carrying out the activities of his department. The attendance work extends to all pupils regardless of the school attended.

The attendance officer is a married man, forty years old, either an elementary school graduate or a high school graduate, has been in a attendance service three years, but with no previous teaching experience. He is a full-time officer and receives a monthly salary of $140 for from nine to ten months during the year.

The school census in the Size-III city is taken annually either in April or May by hired enumerators working with the attendance

to officers. The census is taken by the house-to-house canvass. When the date of birth of a child needs to be verified a certificate of birth is required as the acceptable evidence. The same common uses are made of census data as for the cities of Sizes I and II, namely, "Attendance Purposes," "Basis for State Apportionment" and "Date for Employment Certificate." Usually, there is no continuous census.

What has been said regarding the treatment of absences and dismissals, and the transfer system for the Size-I and the Size-II cities, hold true for the size III city.

The issuing of employment certificates is under the direction of the attendance department. The minimum educational qualification required is the completion of the sixth grade, and the child must have reached the age of 14 and not be beyond 15. The child must pass a satisfactory physical-medical examination to show that he is fitted for the work and is in general good health. Employed children are required to attend continuation school at least 4 hours per week, where such a school is available. Employers must return the employment certificate to the issuing officer at the termination of the particular work for which the certificate was issued.

General Suggestions and Recommendations.

These three brief summaries of the outstanding features of the typical attendance service in the cities of each-size group may be misleading in two ways: (1) because there are a considerable number of cities in each size-group where the attendance service is of a better kind than the typical one described and where the attendance officers are of higher educational attainments and personal qualifications for the work;

(2) because there are many cities whose attendance service is inferior to the type described in these summaries and which should therefore be judged outside of these types. It was felt, however, that in a study of this kind, the type-summaries have their place; only, the fact that the types represent modal characteristics should ever be kept in mind.

In the previous chapters, we have made specific suggestions and recommendations in general terms below. The reader is referred to the appropriate chapters for their more detailed counterpart.

1. Quite a number of the states need improvement in their attendance and child labor laws. It is recommended that such improvement be brought about through the legislative commission plan described on pages 32-34.

2. Proper child accounting demands that the activities of the attendance service be extended to include all children, regardless of school attended.

3. The superintendent of Schools is responsible for the character of the attendance service rendered in his school system. Good practice, however, demands that he delegates this responsibility to the attendance officer. That he may do this safely, the Superintendent should see that only competent attendance officers are appointed--persons with broad enough education and experience to understand the child and the many problems of the attendance service.

4. A permanent, continuing school census should supplant all other forms of school census in all cities where it is not in vogue.

5. More utilization of the school census data than a "checking list" and "basis for state apportionment" should be emphasized to supervisory and administrative officials. Age-grade and age-progress studies, permanent school building programming, and discovery of children's defects, are

among these important uses not yet extensively made of census data.

6. There should be a more thoroughgoing investigation of absences than is now common. More and better coordination of the home, school, and community should be promoted.

7. Habitual truancy should be looked upon as a disease rather than as delinquency, and should be treated accordingly.

8. The efficiency of a good transfer system may be measured by the loss of time that is prevented or reduced from the time of discharge from the old school to the time of enrollment in the new school.

9. All transactions connected with the certification of school children for employment should be placed in the hands of the attendance officer, or department.

10. Physical fitness for the work applied for, and general good health should be universal prerequisites for securing an employment certificate.

11. Continuation school attendance should be compulsory for all employed children under 16, and all communities in which 15 or more under-16-children are legally employed, should be required to establish continuation schools.

12. Attendance officers should have general familiarity with the technique of "case work" and, if they can, adapt some of it to their own work. The advent of the visiting teacher should be welcomed by them, as her work will greatly aid the cause of better school attendance.

13. The aim of the attendance service should be to protect the child from any interferences in securing his educational birthright. Compulsion for the few wilful violators is tolerated, and curative and remedial

measures resorted to, but service to the child is its watchword, prevention its motto, and regeneration its goal.

The Outlook.

There are two movements progressing with great strides that can not help but influence the future of the attendance service auspiciously. These are the child welfare movement and the research movement in the field of educational administration. Neither of these two movements can exhibit successful achievements without, directly or indirectly, raising the standards in, and improving the service connected with, school attendance. But even outside of these movements, we discern a bright future for this already long neglected branch of the educational enterprise. A number of zealous attendance officers are making studies and writing articles about certain aspects of their work. Our up-to-date Superintendents of Schools and the Chiefs of Attendance Departments are raising qualification standards and salaries, and are promoting a better professionalization of the office of attendance officer, which sadly needs it. About one-third of the states are now employing visiting teachers in some of their cities, and the results of their work are being heard in other cities in other states. These will follow suit soon. Already there is a "National League of Compulsory Education Officials" which convenes annually to discuss attendance problems in a professional way. These, and the parallel developments in other branches of the educational system, augur a good future for the attendance service. When that future comes, perhaps we can point with genuine pride to a system of complete universal education, the "bread of life" of a democracy like the United

States where every member is a citizen-sovereign.

THE END.

# APPENDIX A.

## RECORDS AND REPORTS OF THE ATTENDANCE SERVICE.

Scattered throughout this monograph are samples and descriptions of various blank forms, mentions of reporting methods and of filing and recording systems in connection with the various activities of the attendance service. It is desired in this addendum to indicate the general features and some principles of a good recording and reporting system, because while admittedly this is a routine matter, upon it depends the expeditious, effective functioning of all the activities of the attendance service. Work is congenial, much time and energy (also temper) is saved, data are accurate and valuable, only when the reporting and recording system is efficiently administered.

### Preparation of Blank Forms.

A good general principle to lay down in preparing blank forms is this: No item should be included which would not be utilized to some worthy use, but all items should be included which are vitally necessary. In other words, blank forms devised should consider (1) maximum usefulness, and (2) economy, from the standpoint of cost, and time of filling and tabulating. An important thing to bear in mind in this connection is the fact that the principals and teachers who must use many of the blank forms devised are already very busy with other work and reports. For this reason, the time-element from the standpoint of the person who is to prepare the report should be an important consideration. As

much as possible, report forms should be so devised that the information required could be indicated more or less mechanically, as by checking one of several possibilities, by the use of codes, or by the mere entry of a figure or cross mark etc. When more than one copy of the same report is desired, a duplicating system either through the insertion of a sheet of good carbon paper, or the use of the carbonized back, should be provided. Unless all these important points are considered in the preparation of the blank forms, the making of reports will result in a drudgery with the consequent tendency to prepare them carelessly and the inevitable result of inaccuracy.

In this connection, a significant trend in the character of a number of record forms should be emphasized. This is the tendency toward cumulativity, by which the form is so made that it serves over a period of years, say five or ten. The advantage of the cumulative record is not only in the amount of labor, space and expense saved, but also in that it provides on a single, handy card or sheet, an array of facts for several unit-periods, and the possibility therefrom of comparative and prognostic studies of the particular data, without having to "dig" up any similar past data.

From the content standpoint, a general examination was made of blank forms from about two hundred fifty cities, and a rather careful study of those in use in New York City, Philadelphia, Chicago, Buffalo, and Butte, but we did not feel justified in arriving at any fundamental principles beyond what we have already indicated. Studies along this line, especially standards, are not many. An excellent attempt is one

by Dr. Engelhardt, who constructed a score card for records and reports with standards accompanying it. But, up to the present writing, that work has not been published.

## Suggested List of Essential Forms for an Attendance Department.

A suggestive list of the most essential blank forms that are needed in the attendance service is here presented. No attempt is made to describe the nature and content of each of these forms for obvious reasons. The same forms will be used by non-public schools.

CENSUS BLANK FORMS

1. Census Enumeration Sheet
2. Pupil's Permanent Census Card (Cumulative)
3. Family Attending Record Card (Optional)
4. Census Summary Daily Time Report
5. Census Verification of Enrollment
6. Cumulative Block Record Card
7. Block Summary Sheet
8. Census Summary - City Tabulation.

ADMISSION AND ATTENDANCE FORMS

1. Application for Admission
2. Admission Slip
3. Notice of Enrollment
4. Teacher's Register or Roll Book. (Loose-leaf Cover)
5. Class Roll Sheet
6. Pupil's Individual Cumulative Attendance Sheet
7. Absence Transcript Slip
8. Physician's Certificate of Illness
9. Certificate of Private Instruction
10. Monthly Attendance Report
11. Letter of Warning to Parents (First Notice)
12. Letter of Warning to Parents (Second Notice)
13. Special Case Sheet (Attendance Officer's Memorandum)
14. Special Case Report
15. Summary Report of Absences, Transfers and Dismissals
16. Transfer Card (Triplicate System)
17. Transfer Notice.
18. Notice of Enrollment of Transferred Pupil

CHILD EMPLOYMENT FORMS

1. Application for Employment Certificate (Signed by child and parent)
2. Promise of Employment
3. School Record Certificate
4. Age Certificate
5. Record of Physical and Medical Examination
6. Certificate of Physical Fitness (Health Certificate)
7. Employment Certificate, General
8. Employment Certificate, Vacation
9. Employment Certificate, Special
10. Memorandum of Issue
11. Registration Card, Continuation School
12. Notice of Beginning Work
13. Revocation Notice
14. Notice of Termination of Work (Usually better attached to certificate)

SCHOOL VISITOR'S FORMS

1. Case Reference Slip
2. Permanent Office Record Card
3. Case History Sheet
4. Visiting Teacher's Report Sheet

GENERAL OFFICE FORMS

1. Service and Time Reports if Attendance Officers
2. Summons to Parents
3. Warrants
4. Commitment Orders
5. Parole Notice
6. Report Slip of Express Companies
7. General Statistical Report

The foregoing list is not complete by any means, nor is it suggested that all of them are needed in attendance systems of <u>any</u> size. Other auxilliary forms will be needed in accordance with the size of the school population and the character of the community and the scope of the school attendance service rendered. For smaller cities, many of the above forms could, perhaps, be dispensed with.

## Reporting and Recording

Accuracy and timeliness are two essential factors in any reporting system. The data must be very accurate if interpretations and conclusions based on them are to be valid and useful. This point can not be too much emphasized. Inaccurate reports may easily result in much waste of money, in confusion and unreliability in prognostication. Reports must also be submitted promptly as needed. An overdue report delays the entire city report and often interferes with the smooth functioning of other departments. A great many reports lose their value after even a little delay.

The manner of recording, tabulating and filing is of considerable consequence. What would you do with reports, accurate though they are, if they are not tabulated in an interpretable manner? What justification is there for all the gathering of data if they are not recorded and filed so that they may easily be accessible in as convenient form as possible, at all times that they could be useful?

The way in which the report forms have been prepared influence, to a great degree, how the completed report should be recorded and filed. In different forms where similar or identical types of information are collected, it would be helpful, as is done in many cities, to arrange the same or similar items in the same order all the time. This facilitates tabulation. Forms should also be prepared to permit as much interlocking as possible. The use of distinguishing colors and sometimes distinguishing sizes is also a common practice.

The filing of reports in the central office of the attendance department should be so systematically done that at any time certain data regarding any child living in the city may be easily and quickly located. Tabulations should be as up-to-date as possible. Accuracy in tabulations goes without saying. Where the financial condition permits, figuring and tabulating machines would greatly aid in the efficiency of this work if added to the equipment of the central office of the attendance department.

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Sent by numerous cities replying to questionnaires.

## APPENDIX C

### LIST OF CITIES ANSWERING QUESTIONNAIRES

(Arranged by Geographical Divisions and Size-Groups)

---

### EASTERN DIVISION

**Connecticut**

Size-Group I:

Ansonia
Danbury
East Hartford
Enfield
Fairfield
Greenwich
Manchester
Middletown
Milford
Stratford
Wallingford
Windham

Size-Group II:

Meriden
Norwich
Stamford

Size-Group III:

Bridgeport
Hartford
New Haven

**Maine**

Size-Group I:

Au
Auburn
Augusta
Biddeford
Sanford
Waterville

**Maine (Cont.)**

Size-Group II:

Bangor
Portland

Size-Group III:

(None)

**Massachusetts**

Size-Group I:

Arlington
Belmont
Beverly
Braintree
Clinton
Easthampton
Gardner
Gloucester
Greenfield
Leominster
Marlboro
Newburyport
Northbridge
Norwood
Plymouth
Southbridge
Weymouth
Winchester

Size-Group II:

Brockton
Brookline
Chelsea

List of Cities Answering to Questionnaires (Continued)

EASTERN DIVISION (Continued)

Massachusetts (cont.)

Size-Group II (cont)

Chicopee
Everett
Fitchburg
Holyoke
Lynn
Newton
Pittsfield
Quincy
Somerville

Size-Group III:

Cambridge
Fall River
New Bedford

New Hampshire

Size-Group I:

Berlin
Concord

Size-Group II:

Manchester
Nashua

Size-Group III:

(None)

New Jersey

Size-Group I:

Bloomfield
Bridgetown
Longbranch
North Bergen
Rahway
Summit

New Jersey (Cont.)

Size-Group I (cont)

Town of Union
Weehawken
West Orange

Size-Group II:

Bayonne
Irvington
Kearny
Orange
Passaic
Plainfield
West Hoboken

Size-Group III:

Patterson
Trenton

New York

Size-Group I:

Batavia
Dunkirk
Fulton
Gloversville
Herkimer
Ilion
Johnstown
North Tonawanda
Ogdensburg
Olean
Oneida
Plattsburg
Port Jervis
Tonawanda
White Plains

List of Cities Answering Questionnaires (Continued)

EASTERN DIVISION (Continued)

New York (Cont.)

Size-Group II: (cont)

Binghamton
Newburgh
Niagara Falls
Rome
Schenectady
Utica
Watertown

Size -Group III:

New York
Syracuse
Yonkers

Pennsylvania

Size-Group I:

Bradford
Butler
Canonsburg
Carbondale
Coatesville
Columbia
Donora
Dubois
Farrell
Greensburg
Homestead
Lebanon
Mahonoy
Monessen
Mt.Carmel
New Kensington
Olyphant
Pottstown
Pottsville
Punxsutawney
Sharon
Sunbury
Swissvale
Tamaqua
West Chester

Pennsylvania (Cont)

Size-Group II:

Allentown
Bethlehem
Chester
Erie
Harrisburg
Hazelton
Lancaster
Wilkes-Barre
Williamsport
York
Wilkesport

Size-Group III:

Philadelphia
Scranton

Rhode Island

Size-Group I:

Central Falls
Warwick

Size-Group II:

(None)

Size-Group III:

Providence

Vermont

Size-Group I:

Rutland

Size-Group II & III

(None)

List of Cities Answering Questionnaires (Continued)

SOUTHERN DIVISION

Alabama

Size-Group I:

Gadsden

Size-Group II:

(None)

Size-Group III:

Birmingham

Arkansas

Size-Group I:

North Little Rock

Size-Group II:

Fort Smith

Size-Group III:

(None)

Georgia

Size-Group I:

Athens
Waycross

Size-Group II:

(None)

Size-Group III:

Atlanta

Kentucky

Size-Group I:

Henderson
Owensboro
Paducah

Size-Goup II:

Covington
Lexington
Newport

Size-Group III:

Louisville

Louisiana

Size-Group I:

Alexandria

Mississippi

Size-Group I:

Greenville

North Carolina

Size-Group I:

Durham
Greensboro
High Point
Rocky Mount

Size-Group II:

Wilmington
Winston-Salem

Size-Group III:

(None)

List of Cities Answering Questionnaires (Continued)

SOUTHERN DIVISION (Continued)

South Carolina

Charleston (Size-Group II)

Tennessee

Size-Group I:

Jackson

Size-Group II:

(None)

Size-Group III:

Nashville

Texas

Size-Group I:

Amarillo
Corpus Christi
Corsicana
Denison
Palestine
Texarkana

Size-Group II:

Beaumont
El Paso
Galveston
Waco
Wichita Falls

Size-Group III:

San Antonio

Virginia

Size-Group I:

Danville

Virginia (Cont.)

Size-Group II:

Portsmouth
Roanoke

Size-Group III:

Norfolk
Richmond

West Virginia

Size-Group I:

Morgantown
Wheeling

Size-Group II:

Charleston

Size-Group III:

(None)

District of Columbia

Washington (Size-Group III)

List of Cities Answering Questionnaires (Continued)

## GREAT LAKES DIVISION.—

### Illinois

Size-Group I:

Alton
Berwyn
Blue Island
Cairo
Canton
Centralia
Champaign
Chicago Heights
Forest Park
Freeport
Galesburg
Granite
Harvin
Kankakee
La Salle
Lincoln
Mattoon
Maywood
Murphysboro
Ottawa
Pekin
Streator
Urbana
Waukegan

Size-Group II:

Aurora
Bloomington
Cicero
Danville
Moline
Quincy
Rockford

Size-Group III:

(None)

### Indiana

Size-Group I:

Clinton

### Indiana (Cont.)

Size-Group I (cont)

Elkhart
Elwood
Frankfort
Mishawaka
Whiting

Size-Group II:

East Chicago
Fort Wayne
Gary
Richmond
South Bend
Terre Haute

Size-Group III:

Indianapolis

### Michigan

Size-Group I:

Alpena
Ann Arbor
Benton Harbor
Escanaba
Ironwood
Marquette
Monroe
Sault St. Marie
Traverse City

Size-Group II:

Battle Creek
Bay City
Flint
Hamtramck
Highland Park
Jackson
Kalamazoo

Lansing
Muskegon
Saginaw

List of Cities Answering Questionnaires (Continued)

Michigan (Cont.)

Size-Group III:

Detroit
Grand Rapids

Ohio

Size-Group I:

Alliance
Barberton
Bellaire
Cleveland Heights
Cuyahoga Falls
Elyria
Fremont
Lancaster
Marietta
Martins Ferry
New Philadelphia
Niles
Piqua
Salem
Tiffin

Size-Group II:

Portsmouth
Steubenville
Warren

Size-Group III:

Cincinnati
Cleveland
Dayton
Youngstown

Wisconsin

Size-Group I:

Appleton

Wisconsin (Cont.)
Six
Size-Group I (cont)
Beloit
Eau Claire
Fond Du Lac
Janesville
Marinette
West Allis

Size-Group II:

Kenosha
La Crosse
Racine
Sheboygan
Superior
Oshkosh

Size-Group III:

Milwaukee.

List of Cities Answering Questionnaires (Continued)

## GREAT PLAINS DIVISION

### Iowa

Size-Group I:

Burlington
Fort Dodge
Iowa City
Keokuk
Mason City
Ottumwa

Size-Group II:

Cedar Rapids
Council Bluffs
Davenport
Dubuque
Sioux City
Waterloo

Size-Group III:

Des Moines

### Kansas

Size-Group I:

Arkansas City
Atchison
Coffeyville
Emporia
Fort Scott
Independence
Lawrence
Leavenworth
Parsons
Pittsburg
Salina

Size-Group II:

Topeka

Size-Group III:

(None)

### Minnesota

Size-Group I

Rochester
Virginia
Winona

Size-Group II

Duluth

Size-Group III

Minneapolis
St. Paul

### Missouri

Size-Group I

Cape Girardeau
Carthage
Columbia
Hannibal
Jefferson City
Moberly
Sedalia

Size-Group II:

Joplin
St. Joseph
Springfield

Size-Group III:

(None)

### Nebraska

Size-Group I:

Grand Island

List of Cities Answering Questionnaires (Continued)

Nebraska (Cont.)

Size-Group II:

Lincoln

Size-Group III:

Omaha

North Dakota

Grand Forks (S-G. I)

Oklahoma

Size-Group I:

Ardmore
Enid
Sapulpa
Shawnee

Size-Group II:

Muskogee

Size-Group III:

(None)

South Dakota

Aberdeen (S-G. I)
SSioux Falls (S-G.II)

PACIFIC DIVISION

Arizona

Tucson (S-G.I)

California

Size-Group I:

Bakersfield
Burbank
Glendale
Santa Ana
Santa Barbara

California (Cont.)

Size Group II:

Pasadena
Sacramento
San Diego
San Jose

Size-Group III:

Los Angeles

List of Cities Answering Questionnaires (Continued)

MOUNTAIN DIVISION (Continued)

Colorado

Size-Group I:

Boulder
Greely
Trinidad
Anaconda

Size-Group II:

Pueblo

Size-Group III:

Denver

Montana

Size-Group I:

Great Falls
Helena
Missoula

Size-Groups II and III

(None)

Utah

Salt Lake City (S-G. III)

Oregon

Size-Group I:

Astoria
Salem

Size-Groups II & III

(None)

Washington

Size-Group I:

Aberdeen
Hoquiam
Vancouver

Size-Group II:

Bellingham

Size-Group III:

Spokane

Wyoming

Casper (S-G. I)
Cheyenne (S-G. I)

UNCLASSIFIED

(Questionnaires received too late to be included in the tabulation data)

Pocatello, Idaho
Roundsville, W. Va.
Shreveport, La.
Hudson, New York
Ashland, Ky.
Laconia, N.H.

APPENDIX D.

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