1963

The Orleans Parish Public Schools Under the Superintendency of Nicholas Bauer.

Malcolm Francis Rosenberg Jr
Louisiana State University and Agricultural & Mechanical College

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ROSENBERG, Jr., Malcolm Francis, 1918–
THE ORLEANS PARISH PUBLIC SCHOOLS
UNDER THE SUPERINTENDENCY OF NICHOLAS
BAUER.

Louisiana State University, Ph.D., 1963
Education, history

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THE ORLEANS PARISH PUBLIC SCHOOLS
UNDER THE SUPERINTENDENCY
OF NICHOLAS BAUER

A Dissertation
Submitted to the Graduate Faculty of the
Louisiana State University and
Agricultural and Mechanical College
in partial fulfillment of the
requirements for the degree of
Doctor of Philosophy

in
The Department of Education

by
Malcolm F. Rosenberg, Jr.
B.A., Tulane University, 1940
M.A., Tulane University, 1948
June, 1963
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ABSTRACT

The public school system in Orleans Parish was eighty-two years old when Nicholas Bauer was elected its superintendent in 1923. At the time Bauer began his eighteen-and-one-half-year tenure as superintendent, the school system was firmly established and flourishing, having survived initial community apathy, the Civil War, the era of Reconstruction, and a constant shortage of financial resources.

Bauer began his tenure in the post-World War I years, which were characterized by a tremendous growth in pupil population particularly at the high-school level, guided the school system through the difficult years of the Great Depression, and retired shortly after America's entry into World War II.

Because a school system responds to new needs arising from changing social conditions and new demands made by the community on its schools as well as to new trends in the educative process, it is to be expected that, during a period as long as that of Bauer's tenure, a school system will experience changes affecting every facet of its total operation. To delineate the changes and developments which occurred in the Orleans Parish public school system and the factors which gave impetus to these changes and developments...
during the years of Bauer's superintendency was the purpose of this study.

In tracing the history of the public school system of Orleans Parish during this period, various primary sources were examined. These sources included: the minutes of the meetings of the Orleans Parish School Board, circulars written by Bauer and members of his staff, courses of study, annual reports, statistical reports, letters and memoranda written by Bauer and members of his staff, reports of the Citizens' Committee for Public Education in New Orleans, books of rules and regulations of the Board, bulletins of the State Department of Education of Louisiana, and New Orleans newspapers. Moreover, interviews were held with persons who were associated professionally with Bauer.

A study of these sources indicates clearly that every aspect of the school system—the pupil population, school plant, administrative staff, professional personnel, fiscal structure, curriculum, school organization, and modus operandi of the Board itself—was, to a greater or lesser extent, affected by the problems, influences, and pressures of the period.

While Bauer as the administrative head of the system was personally responsible for the introduction and implementation of many innovations made in the system
during his tenure, there were also other causative factors which were operative in affecting and promoting changes in the school system during these years. These factors included:

The burgeoning high-school enrollment

The growth in Negro enrollment

The Great Depression

The survey of the school system made by the Citizens' Committee for Public Education

Acts passed by the Louisiana Legislature

New trends in the educative process

The closer liaison between the Orleans Parish school system and the Louisiana State Department of Education

The vision of members of Bauer's administrative staff

Nevertheless, it was to Bauer that the Board, the professional corps, and the community looked for leadership in meeting the manifold challenges which presented themselves to the school system throughout his tenure. That Bauer provided that leadership is a matter of record.
CHAPTER I

THE STATUS OF THE ORLEANS PARISH PUBLIC SCHOOLS IN 1923

The Orleans Parish public school system was eighty-two years old when Nicholas Bauer was elected its superintendent in 1923. The system whose chief administrative officer he then became was by that time well established and flourishing, the result of the efforts of educators and laymen whose vision had founded the public school system in New Orleans (the geographic boundaries of which are coterminous with those of Orleans Parish) and whose stubborn determination had maintained and strengthened it despite early community apathy, the Civil War, the Reconstruction Period, continued inadequate financial support, and other obstacles.

I. HIGHLIGHTS IN THE DEVELOPMENT OF PUBLIC EDUCATION IN NEW ORLEANS PRIOR TO 1923

Founded in 1717 by Jean Baptiste LeMoyne, Sieur de Bienville, the city of New Orleans was laid out on the site of the old Indian portage leading from the Mississippi.
River to Lake Pontchartrain. It is unlikely that the first inhabitants of the new seat of government of the French colony of Louisiana were concerned about the establishment of schools, for these original settlers were comprised of "eight illicit saltmakers, convicted and banished to the New World for evading the French tax on salt . . . carpenters and other workmen . . . ."\(^2\)

However, after New Orleans became the permanent capital of the colony in 1722, settlers came to the city in large numbers.\(^3\) Thus, in 1726, the population was 880, in addition to sixty-five servants and 129 slaves. This census included only those who lived in the city proper, for the richer inhabitants lived on plantations outside the city, and many of them individually owned as many slaves as the total number of slaves in the city proper.\(^4\) With the increase in population, the matter of providing facilities for the education of the young became one of some importance.\(^5\)


\(^2\)Ibid., p. 8.


\(^5\)Rightor, loc. cit.
Education in the Period Before 1841

During this period, the development of the public schools in New Orleans paralleled the development of public education in other parts of the nation. There was the gradual transition from church-operated schools to a public school system free from church control and beneficiaryism. Hence, it is not surprising that the first schools in New Orleans were conducted under church auspices.

Father Cecil's school. The first school in the new settlement was opened in 1724 by a Father Cecil, a member of the Capuchin Order, which had ecclesiastical control of the part of Louisiana in which New Orleans was situated. A school for boys, it was located in the vicinity of the present St. Louis Cathedral. Little more is known about this school, for as Rightor states, "the fate of this first school is not recorded."^6

The Ursulines' school. Because schools for boys and girls were usually conducted on a segregated basis, Governor Bienville suggested that a contract be signed with the Ursuline nuns to come over from France to take charge of a charity hospital and at the same time to accept the responsibility for the education of the female youth of the

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^6Ibid.
colony. Six Ursulines arrived in 1727. Into their school the nuns accepted pensionnaires as well as day students. Moreover, for two hours in the afternoon they gave spiritual and academic instruction to Negro and Indian girls. They also took charge of the female orphans whose parents had been victims of the Indian massacre in Natchez. The school founded by these nuns in 1727 continues in operation today.

The efforts of the Spanish. Thus it was that when Louisiana was ceded by Napoleon to Spain in 1762 the only school in New Orleans was the one conducted by the Ursuline nuns for girls. The Spaniards recognized the desirability of expanding the educational facilities in the colony and set out to establish the first public school in New Orleans. Governor Miro reported that:

In 1772, under Governor Unzaga, there came from Spain Don Andreas Lopez de Armesto, as director of the school which was ordered to be established in New Orleans. With him came Don Pedro Aragon as teacher of grammar, and Don Manuel Diaz de Lara, as professor of Latin, and Don Francisco de la Calena as teacher of reading and writing. In spite of the weight that such names must have carried with them, the governor expressed himself as greatly embarrassed, as he knew

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7 Ibid.
9 Rightor, op. cit., p. 227.
that the parents would not send their children to a Spanish school unless under fear of some penalty. Not wishing to resort to violence he confined himself to making the public acquainted with the benefits they would derive from the education which the magnanimous heart of his majesty thus put within their reach. Nevertheless, no pupil ever presented himself for the Latin class; a few came to be taught reading and writing; these never exceeded thirty, and frequently dwindled down to six.10

Governor Miro also reported to his government that the people preferred their children to be taught in French and that parents "who have no fortune to leave their sons, aspire to give them no other career than a mercantile one, for which they think reading and writing to be sufficient." At the time of this report, 1788, there were in the city, according to Miro, eight schools teaching reading and writing and attended by four hundred children of both sexes.11

The children of the wealthy continued to be sent to Canada and France for secondary and higher education. For the children of most of the people, however, no similar opportunities were available.12

American concern for education. Consequently, when New Orleans came under the American flag as a result of the Louisiana Purchase in 1803, educational facilities in the city were quite meager. Since some Americans were already

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10 Ibid., p. 229.  
11 Ibid.  
12 Ibid., p. 230.
in the city and more were expected to come, it was to be anticipated that the new American governor would seek ways of improving the situation. Indeed, just one year later, in his address to the Legislative Council, Governor William C. C. Claiborne said, "In adverting to your primary duties, I have yet to suggest one than which none can be more important and interesting. I mean some general provision for the education of youth . . . . Permit me to hope that, under your patronage, seminaries of learning will prosper, and means of acquiring information be placed within reach of each growing family."¹³

The University of New Orleans. Governor Claiborne's recommendation resulted in the establishment of the University of New Orleans by the Legislature. According to the plan of the Legislature, the university was to have been composed of the College of New Orleans, one or more academies in each parish, and a number of separate academies for the education of young girls. Actually, the only part of the total plan which matured was the College of New Orleans. The College, depending for financial support on a lottery, the proceeds from the sale of licenses to gambling houses, and occasional small appropriations from the Legislature, had a precarious existence; and in 1826, ¹³Ibid., p. 231.
it ceased to exist. In its place were established a central school and two primary schools.

In these schools gratuitous instruction was given to pupils between the ages of seven and fourteen. Poorly attended, the central and primary schools, nevertheless, managed to survive until they were absorbed into the new school system in 1841.

Public Education from 1841 to the Civil War

Although some historians date the beginning of the public school system in New Orleans from the founding of the College of New Orleans, most authorities agree that the public school system was established in 1841 as the result of the following Act of the General Assembly of Louisiana:

AN ACT

To authorize the Municipalities of the City of New Orleans to establish Public Schools therein.

SECTION 1. Be it enacted by the Senate and House of Representatives of the State of Louisiana in General Assembly convened, That the Councils of the several Municipalities of the City of New Orleans, be, and they are hereby authorized and required to establish within their respective limits, and enact such ordinances for the organization,

14Nicholas Bauer, "Public School System Started in New Orleans in 1840," The Times-Picayune [New Orleans], January 25, 1937, p. 9, Section N.

15Rightor, op. cit., p. 234.
government and discipline of same, and are authorized to levy taxes, as, to the said Councils, may appear meet and proper, one or more public schools in each municipality for the gratuitous education of the children residing therein; to which public schools all resident white children shall be admitted for the purpose of education.

SECTION 2. Be it further enacted, etc., That the Treasurer of the State shall pay annually towards the support of said schools, on the warrant of the Mayor, to each municipality, the sum of two hundred dollars, and the five-eighths of a dollar for each taxable inhabitant contained in said municipality, as is now paid by law to other Parishes; said number of taxable inhabitants to be ascertained by the tax roll, or by the official return of the assessors, made previous to said annual payment, which payment shall be in lieu of any other appropriation now made by law for the support of schools in the Parish of Orleans; provided the aggregate amount paid yearly to the three municipalities shall not exceed ten thousand dollars.

SECTION 3. Be it further enacted, etc., That the council of each municipality of the City of New Orleans shall make a report annually to the Secretary of State, as superintendent of public education, of the disposition of the school fund, and communicate all other information respecting public education as contemplated by this act, which they may possess, and may be called for by him.

The Act was signed by Governor A. B. Roman on February 16, 1841.16

Implementation of the Act. Within a year from the date of the signing of the Act by Governor Roman, public

schools were in operation in each of the three municipalities. The Third Municipality was the first to open a school. Under the leadership of Principal G. W. Harby, instruction began on November 15, 1841.\textsuperscript{17} Several weeks later, on December 23, 1841, a school for girls began operation in the Second Municipality under the direction of John A. Shaw, a protege of Horace Mann.\textsuperscript{18} The same municipality opened a school for boys on January 3, 1842.\textsuperscript{19} Exactly one week later, on January 10, 1842, a school was started in the First Municipality.\textsuperscript{20}

**Early growth.** These initial efforts at public education met with some opposition. However, within two years pupils were enrolling in ever-increasing numbers. High schools were established, and the first public night school was opened in the First Municipality in 1845. The number of pupils in the public schools in the three

\textsuperscript{17}"Journal of Deliberations of the Council of the Third Municipality of the City of New Orleans, April 30, 1836-December 6, 1841," pp. 543-4, 548.

\textsuperscript{18}"Proceedings of the Board of Directors of Public Schools of Municipality Number Two of the City of New Orleans, May 15, 1841-August 7, 1851," p. 15.

\textsuperscript{19}Ibid., p. 16.

municipalities grew from 950 in 1842 to 6,385 in 1850, while the white population of New Orleans increased only thirty-one thousand.\(^{21}\)

Although the three municipalities of the city were consolidated in 1852, the three school districts continued to operate as separate entities. In 1852, in fact, a fourth school district was added when the city of Lafayette became a part of New Orleans. This arrangement remained in effect until the second year of the Civil War.\(^{22}\)

The John McDonogh legacy. While the public schools were prospering with regard to enrollment, they became the beneficiaries of a legacy which was to aid them in providing school houses for many years to come, when John McDonogh, eccentric, wealthy bachelor, died in 1850. When McDonogh's will was probated, it was learned that the fortune he had accumulated from numerous business enterprises had been bequeathed to the cause of public education. The will stated:

The Plan which my mind formed (influenced, I trust, by the Divine Spirit) and has pursued, for nearly Forty Years, to accumulate and get together a large Estate, in lands, lots of ground, in and near the City, Houses, etc., for the Education of the Poor, will in time, I doubt not, yield a revenue sufficient to educate all the Poor of the two States of Louisiana and Maryland, and perhaps the poor of many other States in our Happy

\(^{21}\)Rightor, op. cit., p. 237. \(^{22}\)Ibid., p. 238.
Union. To effect and secure that, I have laid its foundations deep and broad, in and all around the City of New Orleans in every direction, so that for centuries to come (if managed with wisdom) its revenue must and will go on increasing . . . until its rents shall amount to some millions of dollars annually.\textsuperscript{23}

The real estate owned by McDonogh at the time of his death was located in the three municipalities of New Orleans in addition to thirteen Louisiana parishes. The total value of the property was $1,408,880.00, which was divided equally between New Orleans and Baltimore.\textsuperscript{24} Within the next forty-six years, thirty schools containing 366 classrooms were constructed in New Orleans through the McDonogh Fund.\textsuperscript{25}

\textbf{Opening of the normal school.} For some time the establishment of a normal school had been advocated. In 1858, a normal school was opened in New Orleans principally through the efforts of William O. Rogers, superintendent of the First District schools. The school continued to operate and to play an important role in the educational development of the public schools until the Civil War ended its influence.\textsuperscript{26}

\begin{itemize}
\item \textsuperscript{24}Ibid.
\item \textsuperscript{25}Ibid., p. 66.
\item \textsuperscript{26}Rightor, \textit{op. cit.}, p. 238.
\end{itemize}
Education During the Civil War and Reconstruction

On February 4, 1861, representatives from Louisiana joined representatives from Alabama, Florida, Georgia, Mississippi, and South Carolina in a convention at Montgomery, Alabama, and founded a new government—the Confederate States of America. A little more than a year later, on April 24, 1862, New Orleans fell into the hands of the Federal troops.

The schools under General Butler. When General Butler took command of the city, he merged the four school districts into one school district under Superintendent J. B. Carter, a Union man who served until 1865. Another innovation of this period was the establishment in 1863 of the first public school for Negroes in New Orleans.

Rogers as superintendent. In 1865, Rogers succeeded Carter as superintendent. Immediately, the people urged the breaking up of the consolidated school district into the four districts which had existed prior to 1862. Rogers, however, insisted the people consider objectively the advantages of the consolidated school system, which he

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28 Rightor, op. cit., p. 240.

29 Ibid.
deemed a superior arrangement, despite the fact that it was the creature of the Federals; and the consolidation was not disturbed.  

Reorganization of the schools. Rogers remained in office until 1870, when the "carpet-baggers" came to power in New Orleans and severe Reconstruction measures were effected. Three years earlier, Rogers had begun a major reorganization of the schools with the opening of a separate primary school which introduced kindergarten methods, including music, drawing, and calisthenics. Two years later, there were five primary schools, and the other schools had been reorganized into four departments—first and second primary and first and second grammar. All departments except the first primary were subdivided into A and B divisions, making a total of seven grades of one year each in the schools.

Reconstruction days. When the Board of Education on April 8, 1870, passed Rule No. 39 admitting Negro pupils to the white schools in accordance with the dictates of the "carpet-bag" Legislature, Rogers, who like most New


31Rightor, loc. cit.

32Klein, op. cit., p. 23.
Orleanians, was bitterly opposed to integrated schools, left the superintendency to found a new system of Presbyterian schools for white children.\footnote{Rightor, loc. cit.}

Superintendents Carter and Boothby. Rogers was succeeded by J. B. Carter, who served from 1870 to 1873, when he was in turn succeeded by Captain C. W. Boothby. Boothby, personally opposed to mixed schools, "tried in every way to tide over the troubles that arose under the law permitting this unfortunate condition of affairs." In his efforts, Boothby was aided by J. V. Calhoun, whom he appointed assistant superintendent, and Warren Easton, whom he named principal of one of the city's largest schools. When Boothby left office in 1877, there were in the schools twenty-six thousand pupils, of whom seven thousand were Negroes, and four hundred fifty teachers.\footnote{Ibid., p. 241.}

The end of "carpet-bag" rule. When the Democratic administration replaced the "carpet-bag" government in 1877, one of the first acts of the General Assembly of Louisiana was the following:

The education of all classes of the people being essential to the preservation of free institutions, we do declare our solemn purpose to maintain a system of public schools by an equal and uniform taxation upon property, as provided in the Constitution of the
With the passage of this Act, the schools of the State and of New Orleans were once again racially segregated.

Developments from the End of the Reconstruction to 1888

The reestablishment of a system of segregated schools did not, however, mean the end of the system's problems. New Orleans, which had been one of the richest cities in America before the Civil War, was now one of the poorest. The basis of the city's economic prosperity had been shattered. The slave system was gone, and the commercial value of the river had been negated by the railroads. Inevitably the financial plight of the city was reflected in the degree of support the school received. To lead the impoverished school system in these difficult times the Board recalled Rogers to the superintendency. How well Rogers discharged his task was attested to by his successor, Ullric Bettison, who wrote: "Always wise, steadfast and true, he was a constant central force controlling our

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35 Ibid. 36 Saxon, op. cit., p. 255.
37 Rightor, op. cit., p. 242.
Grading of the schools. A major contribution of Rogers during his second tenure as superintendent of the consolidated school system was the strict classification of pupils. In January, 1878, Rogers reported that the undertaking had been completed. The primary and grammar departments were now divided into four grades each. Thus there were eight grades in the elementary schools instead of seven as heretofore. Moreover, each department used the same textbooks and had the same program of studies as corresponding departments in the other schools. Each department, too, had a definite amount of work to accomplish as a prerequisite for promotion to the next higher department. In this way, Rogers completed the job he had begun twelve years earlier.

The resignation of Rogers. Having guided the New Orleans public schools through two of the most trying periods in their history, Rogers resigned in 1884 "to serve the noble cause of popular education in the Tulane University,—a nursery of the liberal arts which is at

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once the pride and hope of New Orleans." He was succeeded by Ullric Bettison, instructor in mathematics and natural science in the Peabody Normal Seminary in New Orleans.

**Bettison's tenure.** During Bettison's tenure the schools were no more affluent than they had been during Rogers's tenure. Bettison described the financial condition of the school system in his report of 1888 in this way:

> It is well known that our schools receive inadequate support; that our school buildings are insufficient in number and size; that many of them are even unsafe. It is well known also that our able and faithful teachers are poorly and irregularly paid. . . . Whatever plan of economy may be adopted to bring our city's expenses within her income, it should bear as lightly as possible upon our educational interests, but the opposite plan has thus far prevailed.

Two developments of some import, however, came during Bettison's superintendency. On December 12, 1885, the New Orleans Normal School, which was to be the principal source of the system's elementary-school teachers for the next fifty-five years, was organized in accordance with the following resolution adopted by the State Board

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40 Report of the Chief Superintendent, loc. cit.

of Education on May 30, 1885:

Resolved. That the accumulated rents and revenues derived from the rental of the State Normal School property, situated in New Orleans, be turned over to the Board of Directors of the Public Schools of New Orleans for the use of a Normal School, to be established in the city of New Orleans by the said Board; provided such Normal School be established on or before the 1st day of January, 1886, and provided, further, that the plan of organization of such school should be submitted to the Board of Education for its approval.42

It was during Bettison's tenure, too, that a change was made in the status of the local Board. As a result of an Act of the Legislature in 1888, "... the public schools of the parish of Orleans and the property and appurtenances thereof, [were put] under the direction and control of a board of directors." The new Board consisted of twenty members, eight of whom were appointed by the Governor and twelve elected by the city council of New Orleans.43 From among the twenty members, the directors elected a president and a vice-president. The city treasurer was ex-officio treasurer of the Board. There were seven standing committees—committees on elementary schools, secondary schools, school houses, furniture and supplies,


finances, rules and regulations, and accounts. Moreover, the schools in each of the seven municipal districts were in charge of a committee of one, two, or three directors. 44

Bettison's resignation. After three years in the superintendent's office, Bettison, "who labored zealously for the advancement of public schools," resigned his position to accept a post as professor of mathematics at Newcomb College. 45

The Superintendency of Warren Easton

To replace Bettison, the Board selected Warren Easton, who had but recently completed a term of office as State Superintendent of Education. Easton had previously served as a teacher and principal in the public schools of New Orleans. In 1871, he had been appointed a teacher in the Fillmore School, and in 1878 he had been promoted to the principalship of the St. Philip School for Boys, one of the largest and most important schools in the system. 46

Summarizing Easton's long tenure as superintendent,
Devron writes:

The work of Warren Easton as superintendent of the New Orleans public schools naturally divides itself into two periods: 1888-1901, the period of expansion; and 1901-1910, the period of adjustments. Improving the physical conditions of the schools, enriching the curriculum, unifying the system and establishing wholesome popular sentiment toward public education occupied the last years of the nineteenth century. It remained for the first decade of the new century to make adjustments to meet the needs created by this physical and educational growth of the New Orleans public schools.47

In his annual report for the session 1901-1902, Easton justified Devron's labeling the period 1888-1901 a period of expansion, for Easton noted that compared with the fifty schools, 417 teachers, and 23,035 pupils in 1890 there were seventy-two schools, 790 teachers, and 31,205 pupils in 1901-1902.48

The free textbook program. The first period of Easton's tenure was marked by the introduction of the free textbook program. Under the provisions of Article No. 261 of the Constitution of 1898, the Board appropriated two thousand dollars annually to purchase textbooks for pupils in the primary grades whose parents or guardians were unable to supply them.49

47Ibid., p. 44.
49Ibid., pp. 19-20.
Change to an elective board. During the session 1907-1908, the Board of Directors was changed from an appointive to an elective board of seventeen members, one from each of the city's wards. In summarizing the history of developments under the old Board, Easton at the same time, in effect, catalogued the accomplishments of the first twenty years of his own tenure, which coincided with that of the outgoing Board, as follows:

Since the organization of the present Board of Directors twenty years ago . . . the following [progressive developments] may be mentioned as most important: The establishing of the city Normal School [sic] and a Civil Service System of appointing teachers and the adoption of a plan for the promotion of teachers to vice-principalships and principalships, the creation of the offices of assistant superintendents, supervisors of special subjects and supervising principals, the organization of departments of school hygiene and physical training through the appointment of medical inspectors and a physical director, the inauguration and extension of the kindergarten, the introduction of drawing, music and constructive manual work, the organization of Evening Schools and a Vacation School, the change from a continuous session to two sessions daily, the adoption and success of an elective course of study in the High Schools, the introduction of a more flexible plan of promotion of pupils, the changes in the elementary course of study and methods of instruction, the installation of filters and modern sanitary appliances, and last, but not least, the use of the school plant at night for illustrated lectures and educational gatherings.50

Special education. While the school system had long had a class for the deaf, Easton expanded the special

services offered by the system. During the session 1903-1904, primary classes were organized in the Waifs' Home for white children, and two years later similar classes were started in the Waifs' Home for Negro children. Of this program Easton wrote: "This movement to assist in the education of the wayward youth of the community is highly commendable and has received the unqualified approval of all who are interested in public education."51

Easton's interest in special education was further evidenced during the session 1908-1909. By action of the Board of Directors, the daily session of Grade 1A was changed to end at noon instead of at three o'clock. This arrangement made it possible to assign teachers of the 1B and 1A grades to special work in the afternoon hours with children from other grades who needed individual help with their classwork in order to do the work of the regular classroom.52 Reporting on the success of this experiment the following year, Easton noted, however, that the program did not provide for the care of the "physically or mentally weak, not defective enough to be placed in institutions, but who can never keep pace with normal children in the


school and whose presence in the class is a hindrance to the progress of other children . .  . ." He recommended the organization of special classes with specially trained teachers.  

**Passage of the Compulsory School Attendance Bill.** Easton's final session in office saw the passage of the Compulsory School Attendance Bill of the New Orleans Education Association by the General Assembly of Louisiana. This Bill, which had long been advocated by the school people in New Orleans, provided for the compulsory attendance in school of all children between the ages of eight and fourteen for at least ninety consecutive school days each year. Louisiana's first compulsory school attendance law also provided for the appointment of attendance officers and for textbooks and supplies for children "who are forced to enter Public Schools through the operation of this law." The law was effective with the beginning of the 1910-1911 session.

**Growth of the system under Easton.** The extent of the growth experienced by the public school system of New Orleans during the twenty-two-year tenure of Warren Easton

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as superintendent is indicated by the statistics included in his 1909-1910 report, his last. In the session 1909-1910, there were 42,733 pupils enrolled compared with approximately twenty-three thousand when he took office in 1888. These pupils were housed in a normal school, three high schools, eighty-seven elementary schools, eight evening schools, and two vacation schools, and were taught by a staff of 1,122 teachers.55

The Schools Under Joseph Marr Gwinn

To succeed Easton, who died October 17, 1910, the Board selected Joseph Marr Gwinn, a native of Missouri who had come to New Orleans four years earlier to head the Department of Education at Tulane University. Within a few months as superintendent he had shown himself to be "a man worthy and qualified to fill the great position of trust to which he had been elected."56

Staff expansion. Almost immediately Gwinn began to expand the administrative and supervisory staff by creating new positions. During his first session in office, the system's first attendance officer was appointed to implement the provisions of Act No. 222 of the General Assembly

of Louisiana of 1910, and the post of First Assistant Superintendent came into being. 57

Other additions to the staff came rapidly. During the session 1912-1913, the Department of Supplies was established to "have full charge of all supplies of every nature and kind used by the school system." This new department was directed by the Manager of Supplies. 58 The same session saw the creation of the Department of Educational Research, "to furnish the School Board with information through scientific studies, which will be of service in the administration of the schools to the end that they may be made to service the needs of New Orleans in the most efficient and economic way." 59 The life of the latter department was short, however, for budgetary considerations forced its elimination in 1916-1917, and


58 Rules and By-Laws of the Board of Directors and Rules and Regulations of the Public Schools of the City of New Orleans, July, 1913, p. 48.

its functions were assumed by the Department of Superintendence. 60

During the following session, 1913-1914, the following personnel was added to the central office staff: a Supervisor of Evening Schools, a Supervisor of Music, a Supervisor of Drawing, a Supervisor of Domestic Art, a Supervisor of Domestic Science, and a Supervisor of Manual Training. 61

In the 1914-1915 session, the staff of the Division of Hygiene was augmented by the employment of the first school nurse, "whose principal effort [was] to assist parents to secure for their children the surgical and medical treatment needed." 62 Five more nurses and an oculist were appointed during the 1920-1921 session. 63

Observing that new teachers were usually assigned to the primary grades and that the pupil-teacher ratio at that level was quite high, Gwinn recommended and the Board approved in 1919-1920 the appointment of a Supervisor of

61 Annual Report, 1913-1914, op. cit,., p. vi.
62 Ibid., p. 7.
Primary Grades and a Supervisor of Kindergartens "to give the children in these classes a better chance and the new teachers assigned additional help." Two sessions later a second Supervisor of Primary Grades was added, and the title of the two ladies was changed to District Superintendent.

The foundation for the present guidance program was laid with the establishment of the Vocational Guidance Bureau and the appointment in 1920-1921 of a High School Visiting Teacher and Placement Secretary. All high-school pupils who dropped out of school were to be visited, the parents interviewed, and all efforts exerted to retain in high school all enrollees. Moreover, this staff member was expected to "supply the needs of the business firms for bookkeepers, stenographers, dressmakers, milliners, and for other positions that could be filled by high-school graduates or specially trained students." It was also planned to make a followup study of graduates in order to improve the high-school course of study by relating it more closely to the community.

64 Ibid.


To give special supervision to school gardening and agriculture, Gwinn announced in his annual report of 1920-1921 that a trained man was to be appointed. [A supervisor was appointed the following session.] The program to be developed was to emphasize the relationship of agriculture to the city of New Orleans and to teach all pupils something of the "science and of the art of gardening." 67

The first supervisor in the area of special services was also appointed during Gwinn's tenure. In 1919-1920, a supervisor of classes for the correction of speech defects was named in anticipation of an expansion of this program. 68

Gwinn completed his expansion of the staff with the appointment of a psychologist and a neuropsychiatrist in May, 1922, and the employment of a Supervising Architect in March, 1923. 69

Reorganization of the Board. The Board was reorganized in 1912 under the provisions of Act No. 214 of the Legislature, passed in July of 1912. This Act abolished the ward system of election of the directors and provided instead for five members elected from the city at large. The Act, known as the Burke Bill, gave the Board the right

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67 Ibid., p. 15.
69 Ibid., pp. 5, 254.
to adopt its own textbooks, to furnish them free to pupils, to locate and name new school buildings, and to open evening schools to adults. The Act also gave to the superintendent the right to nominate teachers.  

Act No. 120 of the General Assembly of 1916 made further changes in the Board's organization. The official title of the body was changed from the Board of Directors of the Public Schools of the Parish of Orleans to the Orleans Parish School Board. Moreover, the terms of the members were increased from four to six years. The same Act gave the Board the authority to organize various kinds of special schools and classes and to conduct other activities as well as the authority to make an annual appropriation not to exceed ten thousand dollars to the Teachers' Retirement Fund.  

Another change came as a result of the passage of Act No. 100 of 1922. Under the provisions of this Act, the schools of Orleans Parish were placed under the control and direction of the State Board of Education. This change, State Superintendent T. H. Harris reported, was made


"without the least friction." 72

Changes in the Compulsory Attendance Law. The 1912 session of the Legislature also made changes in the Compulsory Attendance Law, extending the required period of attendance from ninety days to the full term and requiring youth between the ages of fourteen and sixteen who were not regularly employed to attend school. 73

Elementary-school organization. "In order to test the relative efficiency of departmental teaching in the grammar grades in comparison with the usual plan of classroom instruction, the departmental plan was operated in the Crossman, McDonogh No. 16, and T. J. Semmes Schools" during the 1911-1912 session. 74 This plan was introduced into all grammar schools with grades six, seven, and eight two years later. 75

First graders in the elementary schools again had an afternoon as well as a morning session in the 1921-1922 school year. It was Gwinn's thinking that the full-day

73 Ibid., p. 44.
74 Ibid., p. 37.
75 Annual Report, 1913-1914, op. cit., p. 4.
session and the additional supplemental reading books which had been supplied would be an aid in increasing the number of promotions of first-grade pupils and in better preparing them for the work of the subsequent grades.\textsuperscript{76}

\textbf{Curriculum developments.} The principal changes in the elementary-school curriculum during Gwinn's tenure were the introduction of cooking and sewing for girls and of manual training for boys. Initially, these programs were taught weekly for one period of ninety minutes to seventh- and eighth-grade pupils in selected schools.\textsuperscript{77}

At the secondary level, Spanish was added to the curriculum so that the high schools now taught German, French, and Spanish as well as the classical languages. English history was introduced as an elective, and physical culture became a required course.\textsuperscript{78} In 1912-1913, sewing was made a part of the curriculum in the two high schools for girls.\textsuperscript{79}

During the session 1919-1920, arrangements were made to issue high-school credit for work done in English,


\textsuperscript{77}\textit{Annual Report, 1911-1912, op. cit.}, p. 28.

\textsuperscript{78}\textit{Ibid.}, pp. 49, 54.

\textsuperscript{79}\textit{Annual Report, 1912-1913, op. cit.}, p. 11.
history, and commercial geography in the eighth grade. In this way, graduates of the New Orleans high schools, which were three-year schools, were admitted to college on the same basis as graduates of four-year high schools. Other changes made in the high school program during the same session included:

1. One hundred fifty-one points, including two per year for physical education, were required instead of 145 for graduation. [A point was awarded on the basis of one class period per week. Thus, in English, which was attended five periods per week, the student received five points for a semester's work. However, two periods of unprepared recitation or laboratory work per week were equated as one period per week and were awarded one point.]

2. The minimum and maximum points allowed per term were increased to sixteen and twenty-six points, respectively.

3. Of the 151 points required for graduation, thirty had to be in English, five in civics, two in expression, and six in physical education.

4. A course designated home economics was inaugurated.

5. Community singing was required.

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6. Courses in penmanship, accounting, and commercial law were added to the Commercial Course.

7. Courses in general science and general mathematics were introduced. 81

Growth in special services. Another area of the school system's total program that experienced considerable expansion during Gwinn's term of office was special services. In his report for the session 1911-1912, Gwinn described a cooperative arrangement with the Department of Psychology of Newcomb College to develop a program "to deal more effectively with defective children." Gwinn indicated the program was to be inaugurated the following session with the establishment of four classes "for the instruction and training of such defective children." 82

During the second term of the 1919-1920 session, special classes were organized in the Flower and Lee Schools for the instruction of children with speech defects. Gwinn proposed at that time to enlarge the program the following session by establishing twelve to sixteen centers in various sections of the city to provide special instruction for children having speech defects. 83

81 Ibid., p. 68.
Classes offering a sight-saving program were the next phase of the special-education program to be initiated. Two special teachers began this work about December 1, 1921. According to the plan for these classes, children whose vision was too poor to permit them to use ordinary textbooks were taken from the regular classes to receive special instruction through the use of books with large type faces. In this way, these children were to be helped not only to keep pace with their classmates, but also "to save if not improve their power of vision." 84 During the same session, the first class for the instruction of the blind was also established. 85

The number of institutions served by public school personnel was increased during Gwinn's last year in office when a teacher was supplied by the Board to instruct the mentally retarded girls in the Gumbel Home. 86

Negro education. At the conclusion of the 1916-1917 session, there were 9,401 Negroes enrolled in the public schools of New Orleans. 87 They were, however, all

86 Ibid., p. 102.
enrolled in elementary schools; there was no high school for Negroes. It was, therefore, an innovation when the McDonogh No. 13 School for white boys was converted to the McDonogh No. 35 High School for Negroes. During its first year of operation, 1917-1918, 143 Negroes enrolled.  

The following session, the first evening school for Negroes in New Orleans was conducted in the McDonogh No. 35 High School building. Three hundred ninety-eight Negroes enrolled in the schools during its first year.  

Although New Orleans had for many years had a normal school for the training of white teachers, there was no similar facility for the Negroes. In an effort to upgrade the professional competency of the Negro teachers, the Board appropriated $250.00 to the New Orleans Summer Normal School for Colored Teachers. This school was conducted at Straight University in New Orleans for six weeks. In the summer of 1917, there were thirteen instructors and eighty-one students in the school.  

Industrial school for girls. The industrial school  

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for girls which Easton had advocated became a reality under Gwinn. The Francis T. Nicholls Trade School for Girls opened September 24, 1913, offering courses in dressmaking, home economics, garment making, millinery, fine laundering, art needle work, design making, commercial arithmetic, and English. Girls who had completed sixth grade and were fourteen or older were eligible to attend as well as those who were older than seventeen, for whom completion of the sixth grade was not a requirement. The course of study was strictly vocational. The complete course was two years in length, but certificates were given in the same courses for a one-year program.

Financial structure of the schools. Until 1921, the money for the support of the schools of Orleans Parish was derived from the following sources:

1. A city appropriation
2. The Board of Liquidation
3. A State appropriation
4. Poll taxes
5. Other sources, such as rents

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91 Annual Report, 1912-1913, op. cit., p. 27.
In 1920, the city school tax levy was increased from three and one-half mills to five mills, and the basis for the collection of taxes was raised from 75 per cent of the assessed value of property to 90 per cent of the assessed value. 94

The following year, the State Constitution of 1921 provided an additional source of revenue by giving the Orleans Parish School Board the power to levy annually a tax not to exceed seven mills on the dollar on the assessed valuation of the property in the city of New Orleans. The Constitution also provided that no more than five and one-fourth mills be used for the purchasing, construction, repairing, and maintaining of public school buildings. Furthermore, the Law authorized the Board "to incur indebtedness and to issue negotiable promissory notes, bonds or other evidence of debt . . . for the purpose of purchasing grounds, constructing and repairing buildings for public school uses . . . ."95

The school lunch program. Until the session 1921-1922, the lunch program in the schools had been operated by a group known as the Public School Lunch Guild. The preceding session Gwinn had announced that the program would

be under the management of the Board the succeeding school year, with the overhead expenses being borne by the Board so that the cost of lunches to the pupils would be minimal. The Board also proposed at the same time to increase lunchroom facilities as well as the number of schools serving lunches. 96

**Free textbooks.** Easton had cherished the idea that all textbooks and school materials should be furnished to all pupils "from the public school purse." 97 Although the Board had been authorized by Article No. 261 of the Constitution of 1898 to furnish textbooks to children in the primary grades whose parents or guardians were unable to do so, it was not until the session 1919-1920 that Easton's idea really began to come to fruition.

The session 1919-1920 saw the beginning of the free textbooks to the children of the elementary schools. The beneficial effects of this policy on the part of the Board is [sic] seen in the increased and more regular attendance of pupils and in the large increased numbers of children promoted. In past years, many days of absence, many cases of delayed entrance and much waste of the children's time in school have been due to lack of text books. All new text books adopted for the elementary schools were supplied by the Board and included the texts in English, arithmetic, physiology and hygiene, and music. All these changes proved most satisfactory and resulted in greatly increased interest


on the part of both pupils and teachers in these studies, [sic] the improvement in the work in arithmetic and hygiene was most marked.98

Superintendent Gwinn's resignation. Having wrought many changes aimed at modernizing the school system and increasing its services, Gwinn, after twelve years as superintendent of the New Orleans public schools, resigned in May, 1923, to accept a similar position in San Francisco. To succeed him, the Orleans Parish School Board elected the Board's secretary, Nicholas Bauer.99

II. THE ORLEANS PARISH PUBLIC SCHOOLS IN 1923

Thus, in 1923, Nicholas Bauer took over the office that had been occupied over the years by dedicated men like Rogers, Bettison, Easton, and Gwinn. Each of his predecessors had made his contributions to and had left his mark on the public school system of New Orleans. In a sense, he was the heir to their efforts.

The School Board

Organized under the provisions of Act No. 214 of 1912, the Orleans Parish School Board was composed of five members elected from the city at large. From among their number, the Board elected a president and a vice-president

The city treasurer was ex-officio the treasurer of the Board. A secretary was employed by the Board.

The Board was further organized into four standing committees: the Committee on Teachers and Instruction, the Committee on Finance and Accounts, the Committee on Buildings and Grounds, and the Committee on Supplies and Furniture. 100

At the time of Bauer's election, James J. A. Fortier was president of the Board, Fred Zengel, Jr., vice-president, and Mrs. Adolph Baumgartner, Percy H. Moise, and Daniel J. Murphy, members of the Board. 101

The Central Office Staff

The superintendent was aided in the discharge of his responsibilities by four assistant superintendents (Amos C. Harris, Edward Hynes, Auguste J. Tete, and Paul Habans, who also served as the Board's secretary). Two district superintendents (Louella Egan and Caroline S. Pfaff) supervised the work of the kindergarten and primary teachers. The clerical staff serving the superintendent's office was composed of an office assistant, two clerks, a telephone operator, and a messenger:

Within the Department of Superintendence, there were

100Directory of the Public Schools of New Orleans, La., Session 1923-1924, p. 3.

101Ibid.
twelve divisions as follows:

1. Division of Attendance—eight attendance officers
2. Division of Household Arts—one supervisor (Adele Stewart) and seventeen itinerant teachers who taught cooking and sewing in the elementary schools
3. Division of Drawing—one supervisor (Ida Barrow) and four assistant supervisors
4. Division of Hygiene and Child Welfare—one medical director (Dr. Edmund Moss), one assistant medical director, two medical inspectors, a school oculist, a consulting orthopedist, a psychiatrist, a head nurse, seven school nurses, a social worker, and a clerk
5. Division of Manual Training—one supervisor (John S. Pearce) and sixteen itinerant teachers who taught manual training in the elementary schools
6. Division of Music—one supervisor (Mary M. Conway) and five assistant supervisors
7. Division of Physical Training—one physical director (Frank J. Beier) and five supervisors
8. Division of Public School Lunch—one supervisor (Cora D. Buck), one assistant supervisor, one general manager, one accountant and buyer, five center managers, and a clerk
9. Division of Vocational Guidance—one high-school visiting teacher and placement secretary (Emma P. Cooley), an assistant, and a stenographer
10. Division of Evening Schools—one director (August V. Dalche)
11. Division of Nature Study and School Gardening—one director (James M. McArthur)
12. Division of Defective Speech—one supervisor (Sue B. Power) and three teachers

Three stenographers comprised the stenographic pool.

The Secretary's Department included the secretary to the Board (Bauer until his election to the superintendency), an accountant, a chief clerk, four clerks, and a commissioner of supplies.

The Supervising Architect's Department was composed of the Supervising Architect (Edgar A. Christy) and two
Finally, there was the Maintenance Department. This department was headed by a Superintendent of Maintenance (Jacob Schlosser), whose title had formerly been Inspector of Public Schools and whose staff comprised two Assistant Superintendents of Maintenance, a head plumber, and a clerk.\(^{102}\)

**School Facilities**

The school population, which had been growing steadily over the years, was straining the facilities. At almost every meeting of the Board, there were one or more delegations present, calling the Board's attention to overcrowded schools and asking for additional classrooms. Other delegations requested new buildings to replace old structures which were frequently described as "fire traps."\(^{103}\)

In 1923, there were one normal school, three white high schools (one for boys and two for girls), the Francis T. Nicholls Industrial School for white girls, and one Negro high school, which was coeducational.\(^{104}\)

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\(^{102}\) *Ibid.*, pp. 3-5.

\(^{103}\) "Minutes," Vol. XXV, *op. cit.*, passim.

At the elementary level, there were sixty-seven white schools and seventeen Negro schools. The sizes of the schools based on average daily attendance varied considerably as is indicated in Table I. In the white division, the sizes ranged from seventy-seven in the Lawton School in Algiers to 1,005 in the Gayarre School. In the Negro division, the sizes ranged from fifty-one in the Lee Station School to 2,031 in the Thomy Lafon School, the largest school attendance-wise in the system.\textsuperscript{105}

Just as the elementary schools differed as to size, there was likewise variety in the organizational patterns of these schools. While the majority of the white schools were K-8A schools, there were, nevertheless, five other patterns of organization in effect as may be seen in Table II. Also according to information presented in Table II, among the seventeen Negro elementary schools thirteen were classified as 1B-8A schools, while the remaining four schools each had a different plan of organization.\textsuperscript{106}

While all Negro elementary schools were coeducational, only forty-eight of the sixty-seven white elementary schools were coeducational. Ten white elementary schools were all-boy schools; nine white elementary schools

\textsuperscript{105}Ibid. \hspace{1cm} \textsuperscript{106}Ibid.
TABLE I*

SIZES OF ELEMENTARY SCHOOLS, 1922-1923
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>Average Daily Attendance</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-300</td>
<td>16</td>
<td>6</td>
<td>22</td>
</tr>
<tr>
<td>301-600</td>
<td>40</td>
<td>3</td>
<td>43</td>
</tr>
<tr>
<td>601-900</td>
<td>10</td>
<td>3</td>
<td>13</td>
</tr>
<tr>
<td>901-1200</td>
<td>1</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>1201-1500</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1501-1800</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1801-2100</td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>67</td>
<td>17</td>
<td>84</td>
</tr>
</tbody>
</table>

# TABLE II*

CLASSIFICATION OF ELEMENTARY SCHOOLS, 1922-1923

<table>
<thead>
<tr>
<th>Grades</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>K-8A</td>
<td>40</td>
<td>1</td>
<td>41</td>
</tr>
<tr>
<td>K-7B</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>K-5A</td>
<td>7</td>
<td></td>
<td>7</td>
</tr>
<tr>
<td>1B-8A</td>
<td>14</td>
<td>13</td>
<td>27</td>
</tr>
<tr>
<td>1B-6A</td>
<td>4</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>1B-5A</td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>1B-4A</td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>7B-8A</td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>67</strong></td>
<td><strong>17</strong></td>
<td><strong>84</strong></td>
</tr>
</tbody>
</table>

were all-girl schools.\textsuperscript{107}

There were special classes in five white elementary schools. However, there were no special classes in the Negro elementary schools.\textsuperscript{108}

Pupil Population

At the close of the 1922-1923 school session, the average daily attendance in all public schools in Orleans Parish totaled 47,215. Of this number, 34,555, or 73.19 per cent, were white, while 12,660, or 26.81 per cent were Negro. A breakdown of the total attendance follows:\textsuperscript{109}

\begin{center}
\textbf{White Schools}
\end{center}

\begin{center}
\begin{array}{lcl}
\text{High Schools (3)} & & 2,960 \\
\text{Normal School} & & 153 \\
\text{Nicholls Industrial School} & & 327 \\
\text{Elementary Schools (67)} & & 28,928 \\
\text{Waifs' Home} & & 32 \\
\text{Evening Schools} & & \\
\text{Foreigners Downtown} & & 12 \\
\text{Evening Schools (10)} & & 1,656 \\
\text{Nicholls} & & 387 \quad 2,155 \\
\text{Total White} & & 34,555 \\
\end{array}
\end{center}

\textsuperscript{107}Ibid. \quad \textsuperscript{108}Ibid. \quad \textsuperscript{109}Ibid.
## Negro Schools

<table>
<thead>
<tr>
<th>Type</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>High School</td>
<td>595</td>
</tr>
<tr>
<td>Elementary Schools (17)</td>
<td>10,553</td>
</tr>
<tr>
<td>Waifs' Home</td>
<td>39</td>
</tr>
<tr>
<td>Evening Schools (4)</td>
<td>1,473</td>
</tr>
</tbody>
</table>

**Total Negro** 12,660  
**Total All Schools** 47,215

### Principals and Teachers

To educate these 47,215 pupils, the Orleans Parish School Board during the session 1922-1923 employed 1,551 persons to implement the instructional program. Of this number 1,287 were white, and 264 were Negro.

- **Professional training of personnel.** Of the 1,287 white professional personnel, 207, or 16 per cent, were college graduates. The large majority, 911, were normal school graduates. One hundred sixty-two held first-grade certificates by examination, four held second-grade certificates, one held a third-grade certificate, and two held emergency certificates. Thirty-eight, or 14.4 per cent, of the Negro corps were college graduates. Like the white group, the majority of the Negroes, 123, were normal

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school graduates. One hundred three held first-grade certificates by examination; two held second-grade certificates. There were no third-grade or emergency certificate holders among the Negroes.\textsuperscript{111}

\textbf{Ratio of male and female teachers and principals.}

As indicated in Table III, the Orleans Parish public school system was a matriarchy in 1923. Among the white group, only 5 per cent were men. On the other hand, there was a higher percentage of men employed in the Negro division, 20 per cent of the Negroes being male.\textsuperscript{112}

Most of the men employed in the white division were assigned to the Warren Easton Boys' High School. In fact, an examination of the 1923-1924 directory shows there were only seven men, including one teaching principal, working at the elementary level in addition to the two men teaching in the Waifs' Home. On the other hand, there were thirty-four men teaching in the Negro elementary schools.\textsuperscript{113}

During the same session, there were but two men principals, the principal of the Easton High School and the teaching principal of the Lawton Elementary School. The remaining seventy white principals were women. However, in the Negro division the principal of the high school was a

\textsuperscript{111}\textit{Ibid.} \textsuperscript{112}\textit{Ibid.} \textsuperscript{113}\textit{Directory, 1923-1924, op. cit., passim.}
### TABLE III*

**CERTIFICATED PERSONNEL, NEW ORLEANS PUBLIC SCHOOLS, 1922-1923**

<table>
<thead>
<tr>
<th>Race</th>
<th>Number of College Graduates</th>
<th>Number of Normal Departments</th>
<th>Number Holding First Grade by Examination</th>
<th>Number Holding Second Grade Certificates</th>
<th>Number Holding Third Grade Certificates</th>
<th>Number Holding Emergency Certificates</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>White</td>
<td>55</td>
<td>152</td>
<td>3</td>
<td>908</td>
<td>15</td>
<td>147</td>
<td>4</td>
</tr>
<tr>
<td>Negro</td>
<td>25</td>
<td>13</td>
<td>20</td>
<td>101</td>
<td>8</td>
<td>95</td>
<td>2</td>
</tr>
<tr>
<td>Totals</td>
<td>80</td>
<td>165</td>
<td>23</td>
<td>1,009</td>
<td>23</td>
<td>242</td>
<td>6</td>
</tr>
</tbody>
</table>

man, and eleven of the seventeen elementary-school principals were men. 114

**Supervising and teaching principals.** By 1923, fifteen years had elapsed since Easton had relieved principals in thirty-two schools of the responsibility of teaching the highest grade in the schools so that "they might devote their time and energy to the general supervision of their schools." 115 The number of supervising principals had grown, but the teaching principal was not unknown in 1923. In the white schools, eight of the sixty-seven principals also had teaching duties, while five of the seventeen Negro elementary-school principals had teaching duties. 116

While teaching principals were assigned to schools with small enrollments, a review of the directory for 1923-1924 indicates the lack of a clear-cut policy or an inconsistency in the application of a policy with regard to the assignment of teaching principals. In some instances, schools with larger enrollments and more teachers than some schools with supervising principals nevertheless had teaching principals. 117

114 Ibid.
117 Ibid.
Sources of professional personnel. For many years, the New Orleans schools had had a ready supply of elementary teachers in the graduates of the New Orleans Normal School. However, in 1920-1921, Gwinn reported that the number of Normal School graduates was inadequate to meet the system's needs and that a number of graduates of Newcomb College, Louisiana State Normal, and other colleges and normal schools had qualified and would receive appointments. 118

Accordingly, at its regular meeting on August 11, 1922, the Board adopted the following as a guide in the selection of teachers eligible for appointments:

(a) Graduation from Normal School

(b) Graduation from a standard grade college or university with (1) the completion of pedagogical courses equal to not less than ten (10) college hours (2) two (2) years' successful experience in teaching in a regularly organized school of standard grade

(c) Graduation from a standard Normal School or Training School Course of not less than two (2) years after the graduation from an approved High School together with not less than two (2) years' successful experience in teaching in a regularly organized school of standard grade

(d) Holders of first grade Louisiana certificates who are college graduates or who have not less than three (3) years' successful experience in teaching. All applicants for eligibility are subject to the recommendation of the Superintendent and approval by the Board. 119

To clarify its policy, the Board subsequently stated that graduates of standard-grade normal schools or of two-year colleges for the training of teachers were to be considered eligible for appointment in the elementary schools only.\textsuperscript{120} However, non-degree teachers were eligible to teach in the high schools if they had had five years of successful experience in the New Orleans schools and if they could qualify on the basis of examinations.\textsuperscript{121}

**Salaries of teachers and principals.** The salary scale presented here was the one adopted for teachers and principals for the session 1920-1921. Inasmuch as research failed to reveal a different salary scale adopted between that time and 1923, it is assumed that this same salary schedule was in effect when Bauer became superintendent.

<table>
<thead>
<tr>
<th></th>
<th>Minimum</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary teachers</td>
<td>$120.00 a month</td>
<td>$175.00 a month</td>
</tr>
<tr>
<td>Departmental teachers</td>
<td>130.00 a month</td>
<td>185.00 a month</td>
</tr>
<tr>
<td>Elementary principals</td>
<td>200.00 a month</td>
<td>265.00 a month</td>
</tr>
</tbody>
</table>

Elementary teachers and principals with college degrees were paid fifteen dollars additional monthly. The vice-principal in each school was paid ten dollars per month.

\textsuperscript{120}Ibid., p. 78.

\textsuperscript{121}Rules and By-Laws of the Orleans Parish School Board and Rules and Regulations of the Public Schools of the Parish of Orleans, July, 1917, p. 63.
above his or her regular teacher's pay. Special-class
teachers in the elementary schools received ten dollars a
month more than the regular grade teachers, while assistant
supervisors working at the elementary level were paid on
the high-school teachers' salary schedule which is included
in the following:

<table>
<thead>
<tr>
<th></th>
<th>Minimum</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nicholls teachers</td>
<td>$145.00 a month</td>
<td>$200.00 a month</td>
</tr>
<tr>
<td>High-school teachers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>170.00 a month</td>
<td>330.00 a month</td>
</tr>
<tr>
<td>Female</td>
<td>140.00 a month</td>
<td>240.00 a month</td>
</tr>
<tr>
<td>Normal-school teachers</td>
<td>150.00 a month</td>
<td>260.00 a month</td>
</tr>
</tbody>
</table>

The salaries of the Nicholls, Normal, and high-school
principals were set by the Board on an individual basis.122

Obviously, it was not a single-salary scale that was
in effect when Bauer assumed office. High-school teachers
were paid more than elementary teachers, high-school male
teachers were paid higher salaries than high-school female
teachers, and white teachers and principals at all levels
received higher salaries than Negro teachers and principals
on corresponding levels.

The Curriculum of the New Orleans Public Schools

The curriculum of the schools had evolved over a

long period of time, with changes coming more rapidly during Easton's and Gwinn's tenures. By the time Bauer became the administrative head of the schools, the curriculum, as a result of revision and expansion particularly during the preceding twenty years, had a degree of breadth not present before 1900.

The secondary-school curriculum. The high schools offered the following courses leading to a diploma: General Elective, College Preparatory, Normal School Preparatory, Household Arts, and Commercial. There were also shorter and special courses leading to a certificate in commercial studies.\textsuperscript{123}

Although the high schools were three-year schools, there were provisions made for students to earn the equivalent of four years of credit by including eighth-grade English, commercial geography, and history.

A minimum of 166 points was required for graduation. Since the elective system introduced by Easton was still in effect, the number of required subjects was few. These included thirty points (six courses) in English, five points in civics, two points in expression, and six points (six courses) in physical education.\textsuperscript{124}

\textsuperscript{123}Annual Report, 1916-1917, \textit{op. cit.}, p. 11.
The elective course offerings in the high schools were as follows: physics, chemistry, botany (in the girls' high schools), physiology, physical geography, general science, bookkeeping, phonography, typewriting, commercial law, penmanship, French, Spanish, Latin, history, economics, mathematics, commercial arithmetic, freehand drawing, mechanical drawing, domestic art, and domestic science.\textsuperscript{125}

\textbf{Nicholls Trade School.} In addition to the required English, arithmetic, and physical education, Nicholls offered these courses: dressmaking, art and design, millinery, chemistry, biology, commercial cookery, salesmanship, art needle work, commercial design, and domestic science.\textsuperscript{126}

The program was entirely vocational in nature. While the complete courses were two years in length, certificates were given in some courses for a one-year program.

\textbf{New Orleans Normal School.} The New Orleans Normal School in 1923 offered two courses, each two years long, designed to prepare teachers for assignment in the elementary schools. The two courses were the Kindergarten

\textsuperscript{125}Directory, Session 1923-1924, \textit{op. cit.}, pp. 6-9.
\textsuperscript{126}Ibid., p. 9.
Course and the Regular Course. The curriculum of each course was as follows:

### Kindergarten Course

<table>
<thead>
<tr>
<th>Subjects</th>
<th>Weeks</th>
<th>Hours per Week</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Art</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drawing</td>
<td>36</td>
<td>2</td>
</tr>
<tr>
<td>Manual Work</td>
<td>72</td>
<td>1</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>History of Education</td>
<td>18</td>
<td>4</td>
</tr>
<tr>
<td>Psychology and Thesis</td>
<td>36</td>
<td>3</td>
</tr>
<tr>
<td>Educational Measurements</td>
<td>36</td>
<td>2</td>
</tr>
<tr>
<td>Kindergarten Program</td>
<td>18</td>
<td>2</td>
</tr>
<tr>
<td>Kindergarten Theory</td>
<td>54</td>
<td>2</td>
</tr>
<tr>
<td>Plays, Rhythm, Games</td>
<td>27</td>
<td>2</td>
</tr>
<tr>
<td>Teaching</td>
<td>12</td>
<td>4 per day</td>
</tr>
<tr>
<td>Plans and Observation</td>
<td>54</td>
<td>2</td>
</tr>
<tr>
<td><strong>English</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Composition</td>
<td>36</td>
<td>2</td>
</tr>
<tr>
<td>Grammar</td>
<td>36</td>
<td>3</td>
</tr>
<tr>
<td>Reading</td>
<td>36</td>
<td>2</td>
</tr>
<tr>
<td>Stories (Theory and Practice)</td>
<td>54</td>
<td>1</td>
</tr>
<tr>
<td><strong>Nature Study</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drawing</td>
<td>36</td>
<td>3</td>
</tr>
<tr>
<td><strong>Gifts and Occupations</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kindergarten Music</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Instrumental Music Theory</td>
<td>36</td>
<td>2</td>
</tr>
</tbody>
</table>

### Regular Course

<table>
<thead>
<tr>
<th>Subjects</th>
<th>Weeks</th>
<th>Hours per Week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drawing</td>
<td>66</td>
<td>2</td>
</tr>
<tr>
<td>Arithmetic</td>
<td>38</td>
<td>3</td>
</tr>
<tr>
<td>Arithmetic Methods</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>History of Education</td>
<td>38</td>
<td>3</td>
</tr>
<tr>
<td>Education Project</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Early Elementary Education</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>School and Class Management</td>
<td>32</td>
<td>2</td>
</tr>
<tr>
<td>Subjects</td>
<td>Weeks</td>
<td>Hours per Week</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------</td>
<td>----------------</td>
</tr>
<tr>
<td>Educational Measurements</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td>Psychology</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>Teaching</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Plans and Critique</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td><strong>English</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grammar</td>
<td>38</td>
<td>3</td>
</tr>
<tr>
<td>Literature, Rhetoric, Composition</td>
<td>28</td>
<td>3</td>
</tr>
<tr>
<td>Story Telling</td>
<td>19</td>
<td>1</td>
</tr>
<tr>
<td>Spelling</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td>Reading</td>
<td>38</td>
<td>2</td>
</tr>
<tr>
<td>Language</td>
<td>19</td>
<td>1</td>
</tr>
<tr>
<td><strong>Physical and Political</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Geography</td>
<td>38</td>
<td>5</td>
</tr>
<tr>
<td>U. S. History</td>
<td>38</td>
<td>4</td>
</tr>
<tr>
<td>Music</td>
<td>66</td>
<td>2</td>
</tr>
<tr>
<td>Penmanship</td>
<td>38</td>
<td>1</td>
</tr>
<tr>
<td>Physical Education</td>
<td>66</td>
<td>2</td>
</tr>
<tr>
<td>Physiology</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td>Nature Study</td>
<td>38</td>
<td>3</td>
</tr>
</tbody>
</table>

**Elementary-school curriculum.** While the writer has been unable to find a course of study dated either 1922 or 1923, it is possible to deduce the elementary-school program by comparing a time allotment per week per subject chart for the session 1916-1917 with a similar chart dated September, 1930, and by knowing as a result of research the subjects which were added to the elementary program after 1923. There is reason to believe, then, that these subjects were taught in the elementary schools in 1922-1923: arithmetic, English, spelling, reading and literature,

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127Based on New Orleans Normal School transcripts now in the office of the Division of Instruction of the Orleans Parish public schools.
penmanship, hygiene and physiology, history and civics, geography, nature study, physical education, drawing, music, manual training, and cooking and sewing.  

Financial Status of the Board

While the nation at large was enjoying an era of great prosperity in 1923, the New Orleans public school system in 1922-1923 was faced with grave financial problems. The severity of the budgetary difficulties is indicated by the Board's decision not to publish a school directory for the 1922-1923 session. This decision was made "in conformity with the policy of retrenchment which must be followed by the Board."  

The total amount of money available to the Board for disbursement during the 1922-1923 session was $3,985,000.00. This sum represented the aggregate amount of money derived by the Board from the sources which follow:

1. From 7 mill tax on 85% of Personal Property Assessment of the City of New Orleans for the year 1922, less 1 1/2% estimated as uncollectable; which assessment has been fixed at $171,000,000 $1,006,000.00


2. From 7 mill tax on 85% of Real Estate Assessment of the City of New Orleans for the year 1923, less 1 1/2# estimated uncollectable which assessment has been fixed at $327,000,000

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>From State Appropriation</td>
<td>660,000.00</td>
</tr>
<tr>
<td>From Poll Taxes</td>
<td>85,000.00</td>
</tr>
<tr>
<td>From Smith-Hughes Fund</td>
<td>10,000.00</td>
</tr>
<tr>
<td>From unexpended and unappropriated resources of Budget of 1921-1922</td>
<td>272,000.00</td>
</tr>
<tr>
<td>From excess collection of 1921 Real Estate Taxes</td>
<td>1,500.00</td>
</tr>
<tr>
<td>From excess collection of 1921 Personal Property Taxes</td>
<td>13,500.00</td>
</tr>
<tr>
<td>From miscellaneous sources</td>
<td>1,000.00</td>
</tr>
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</table>

**Total** $3,935,000.00

The two largest budget disbursement items for the session were $2,660,000.00 for teachers' salaries and $817,400.00 "for purchasing, constructing, repairing, and maintaining buildings for public school purposes."  

\[130\textit{Ibid.}, pp. 146-7.\]  
\[131\textit{Ibid.}\]
CHAPTER II

NICHOLAS BAUER--THE MAN AND THE EDUCATOR

The man elected by the Orleans Parish School Board in May, 1923, to fill Joseph Marr Gwinn's unexpired term as superintendent of schools was no newcomer to the school system or to the city of New Orleans. Indeed, Nicholas Bauer was a native New Orleanian and a product of the city's public schools.

I. EARLY LIFE AND SCHOOLING

Nicholas Bauer was born in New Orleans, Louisiana, on July 21, 1877, several months after the death of his father. Hence, to Nicholas's mother fell the responsibility for rearing and educating him and his sister Clara.¹

To provide for her children after her husband's death, Mrs. Bauer continued to operate the grocery on Chartres Street between Bienville and Conti Streets in the New Orleans Vieux Carré. It was in this same grocery-residence, where Nicholas Bauer had been born, that the future superintendent of schools worked until late at

¹News item in The Times-Picayune [New Orleans], February 23, 1938.
night helping his mother. During the summers, he also worked in the box factory next door to the grocery.\textsuperscript{2}

However, Nicholas's home duties did not interfere with his pursuing an education, which he received in the public schools of New Orleans. Bauer obtained his elementary education in the McDonogh No. 17 School [now McDonogh No. 37 School for Negroes]. Subsequently, he attended the old Boys' High School, graduating as class valedictorian in 1893 and winning a scholarship to Tulane University.\textsuperscript{3}

At Tulane, Bauer, aspiring to become a sugar chemist, earned a Bachelor of Science degree with honors in 1897. Two years later, he was awarded the degree of Master of Arts.\textsuperscript{4} The title of his Master's thesis was "A Compilation of Facts and Theories Concerning Hydrogen Peroxide."\textsuperscript{5}

II. PROFESSIONAL EXPERIENCE PRIOR TO ELECTION TO THE SUPERINTENDENCY

Several months after receiving his M. A. degree, Bauer was appointed, in October, 1899, assistant professor of chemistry at Tulane in the absence of Professor B. P.

\textsuperscript{2}Ibid. \hspace{1cm} \textsuperscript{3}Ibid.


\textsuperscript{5}Card catalogue, Howard-Tilton Memorial Library, Tulane University, New Orleans.
In January, 1900, Bauer resigned his position at Tulane to accept a post as senior instructor in science at the Boys' High School in New Orleans.

**Bauer as Assistant Superintendent**

Bauer's tenure as a teacher was a brief one, for the following year he was one of "two of our most progressive young instructors" promoted to the newly created positions of assistant superintendents.

The need for assistant superintendents. Superintendent Warren Easton explained the necessity for the establishment of the new administrative posts in this way:

The rapid growth of the schools in the last few years had naturally increased the office duties of the Superintendent, thereby his opportunities for visiting schools and coming in contact with teachers and pupils were proportionately reduced, thus the very important and necessary work of personal supervision was interrupted with disastrous results.

By the election in June, 1901, of two of our most progressive young instructors to the office of Assistant Superintendent, by the Board, upon the recommendation of the Superintendent, this condition was changed and an era of general prosperity in the schools began.

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6 Weir, loc. cit.  
7 Ibid.  
9 Ibid.
Duties of the assistant superintendents. With the assignment of the two additional school administrators, a written statement of their duties became requisite. These manifold duties were catalogued as follows in Article III of the "Rules and Regulations of the Public Schools of the City of New Orleans":

Section 1. Visits and Examinations of Classes. Assistant Superintendents shall visit and examine classes as often as practicable and as directed by the Superintendent, giving attention to their organization, the relation of the several grades, and the relative labor of teachers thereof. They shall also observe the working of the curriculum. They shall carefully notice the modes of government and instruction pursued by each teacher, the qualification and adaptation of teachers for the positions to which they are assigned and shall keep a record of their observation which shall be for private inspection of the Board and Superintendent. Wherever they doubt the qualification, efficiency, or fitness of a teacher they shall report the same, in writing, with their reasons, to the Superintendent, who shall transmit same to appropriate committee at once. They shall perform such other duties appertaining to the Superintendent's office as the Superintendent may direct, including lecturing to teachers on educational topics, etc., and shall be under his direction and supervision. They shall be subject to call before any Committee of the Board at any time.

Section 2. Observation of Rules and Regulations. They shall see that the Rules and Regulations are uniformly and faithfully observed, and that all records are kept in ink with neatness, care, and uniformity. They shall in no wise act directly with either teacher or pupils, except when instructed so to do by the Superintendent.

Section 3. Keep Themselves Informed. They shall keep themselves informed on school systems of other countries, states and cities, their organization and modes of government, and best method of moral and intellectual training adopted in them.

Section 4. Sale of Books, etc. They shall not be directly or indirectly interested in the sale of
books, or anything used in the public schools, or in any contract for work, or improvements to which the School Board is party.

Section 5. Office Hours. Their regular office hours, on school days, shall be from 3 to 4 o'clock P.M., and on Saturdays from 10 o'clock A.M. to 12 o'clock M. 10

The salary of Assistant Superintendent Bauer was fixed at $125.00 a month for twelve months. 11

Evening-school activities. This salary Bauer augmented by teaching in the elementary department of the night school, which had been organized during the session 1903-1904. 12 When Evening School No. 2 began operation in the old Franklin School on St. Charles Street between Julia Street and Girod Street in 1906-1907, Bauer served as the school's first principal. 13 The following session, Evening School No. 2, with Bauer again as principal, was moved to the new McDonogh No. 18 School on St. Ann Street. 14 After this session, Bauer's name did not appear

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10 "Rules and Regulations of the Public Schools of the City of New Orleans" included in Annual Report, 1901-1902, op. cit., pp. 182-3.

11 Ibid., p. 15.


again on the night-school faculty rosters, and it may be assumed that he discontinued his evening-school responsibilities after the 1907-1908 session.

**Interest in athletics.** In addition to the numerous stated duties which were his, Bauer interested himself in providing athletic competition for elementary-school pupils. Superintendent Easton reported that prior to the organization of the Public School Athletic League in 1907-1908, "a base ball league had been conducted successfully for two sessions by Assistant Superintendent Bauer and the pupils of the schools, and the games aroused widespread interest throughout the city."\(^{15}\)

When the Public School Athletic League was organized "to promote athletics, gymnastics, games and healthful exercises among the pupils of the public schools . . . ," Bauer was one of the "public spirited and progressive citizens" who comprised the charter members of the League.\(^{16}\)

**Bauer's participation in illustrated lectures.** Besides his activities in the promotion of athletics, Bauer took part in a number of movements whose objective was to make the school the center of community interest.\(^{17}\) One of these programs was the series of illustrated lectures.

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\(^{15}\)Ibid., p. 23.  
\(^{16}\)Ibid., pp. 22-3.  
\(^{17}\)Weir, loc. cit.
lectures begun by Easton in 1905-1906. Easton explained the purpose of this program as follows:

In response to the desire to make the school the center of community interest 10 schools in different positions of the city were wired, so that meetings of co-operative clubs could be held in the evening and illustrated lectures could be given for the instruction and entertainment of the school community.¹⁸

Bauer was one of the speakers giving the illustrated lectures. During the 1907-1908 session, for example, Bauer's subject was "Nature's Wonder Worker." This lecture he delivered in the McDonogh No. 18, LaSalle, McDonogh No. 17, Chestnut, Jackson, McDonogh No. 9, McDonogh No. 4, J. P. Benjamin, Jefferson Davis, McDonogh No. 31, F. T. Howard No. 2, Henry W. Allen, Gayarre, and Robert E. Lee Schools.¹⁹

Two years later, the illustrated lecture program was extended and made available to the school children in various school centers after school hours. "The subjects and the treatment of these picture talks were designed to correlate with the history, geography, hygiene and nature study work of the class-room." Bauer also participated in this program, his subject being "How the World Is Fed."²⁰

Roles in professional organizations. Assistant Superintendent Bauer also found time to play major roles in educational organizations at both the local and State levels. In New Orleans, he belonged to the New Orleans Educational Association. As Legislative Chairman of the Association, he was responsible for drafting a bill in 1908 to provide for a fund for the retirement of teachers in New Orleans. The bill, which was passed by both Houses of the General Assembly, failed to be enacted in 1908 "because of some error in engrossing the bill at a time too late in the session to permit its return to the Legislature for correction and re-enactment." However, the next year, the bill, slightly modified, was enacted without opposition. 21

Several years later, as president of the New Orleans Educational Association, Bauer "worked strenuously" for the passage of amendments to the compulsory attendance laws which became Act No. 232 of 1912. The principal modifications in the attendance laws were these:

1. The length of required school attendance [was changed] from 90 days to a full session for children between eight and 14 years of age.

2. A child between eight and 14 years of age [was required] to complete eighth grade instead of fourth grade as formerly.

3. A child between 14 and 16 years of age [was required] to attend school if not regularly

21 Ibid., pp. 24-5.
employed. At the State level, Bauer was similarly well-known. He served as secretary of the Louisiana Teachers' Association from 1903-1914. His long service as the Association's secretary culminated at the annual meeting of the Association in Shreveport in 1914 when he was elected president of the Louisiana Teachers' Association.

Co-director of State Summer Normal School. Bauer had a prominent part, too, in what Easton referred to as the "crowning conclusion of the successful scholastic session of 1907-1908"—the State Summer Normal School conducted at Tulane University and sponsored jointly by the State Board of Institute Managers, the Tulane Administrators, and the Board of Directors of the New Orleans Public Schools. For several years, Bauer served as coordinator of the State Summer Normal School along with Dr. E. B. Craighead, president of Tulane University.

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Promotion to First Assistant Superintendent

When Superintendent Easton died in October, 1910, the Board was faced with the problem of electing a superintendent to fill Easton's unexpired term. Hence, at the Board's meeting of November 11, 1910, the president announced that nominations for the position were in order. Board Member William Frantz nominated Dr. John M. Gwinn. Board Member Charles Colton nominated Bauer, stating that Bauer was a product of the New Orleans Public Schools, "through all its grades, a graduate of Tulane and had served for nearly ten years as Assistant Superintendent, giving entire satisfaction to the Board and to the public."26

Board Member Zach Spearing then placed in nomination the name of Assistant Superintendent John R. Conniff and "depricated [sic] influences which he claimed have been exercised upon members of the Board which caused them to choose a man not of their own selection."27

In the balloting which followed the nominations, Gwinn received eight votes, Conniff six votes, and Bauer one vote.28

Gwinn took office November 16, 1910. Conniff,

27Ibid. 28Ibid.
apparently a disappointed candidate for the post, resigned the same day. 29 Referring to Conniff's resignation, Spear­ing said that "he endorsed the course Mr. Conniff had taken, believing no self-respecting man could have done otherwise." 30 Whether it was felt necessary to appease the other unsuccessful candidate is not stated in the minutes of the Board's meeting. However, in January, 1911, Bauer, again nominated by Colton, was promoted to the newly created position of First Assistant Superintendent at a salary of $3,000.00 per annum. 31

If Bauer was resentful of Gwinn's appointment, he, nevertheless, earned the respect of Superintendent Gwinn, who reported that:

To First Assistant Superintendent Bauer, I am especially indebted. Through his long service in the office, he has a mastery of the details and affairs of the administration, which has made him of the greatest help to me during the past year. He has given me the most hearty support, and I have always found him an able adviser and willing worker. 32

Additional duties. Bauer continued to serve in this capacity, supervising the grammar grades and high schools. 33

29 Ibid., p. 214. 30 Ibid., p. 231.
31 Ibid., pp. 245-6.
33 Ibid., p. 10.
until January 11, 1918. On that day, he was named acting secretary to the Board because of the illness of E. A. Williams, secretary to the Board for almost twenty years.\textsuperscript{34} Williams's illness proved to be terminal, and at a special meeting of the Board on February 1, 1918, Bauer was named his permanent replacement by unanimous vote of the Board. However, Spearing moved that, since Bauer would also supervise the high schools, his title be Secretary-Assistant Superintendent and his salary fixed at $350.00 a month. Moreover, he was required to perform the duties of secretary-treasurer of the Teachers' Retirement Fund without additional compensation.\textsuperscript{35}

The duties of the secretary to the Board. As secretary to the Board, Bauer was required to perform the following duties:

Sec. 3. The Secretary shall notify members of the day and hour of meetings, and shall attend all meetings of the Board, and of all committees when requested, at the hour appointed; shall keep an accurate journal of all proceedings of such meetings, and shall read, classify, and file all documents connected therewith. He shall have the minutes written in the books kept for the purpose, within five days after the meeting of the Board or committees. He shall notify in writing each of the members of a committee of his appointment, the names of his colleagues, and the matters referred to them.

\textsuperscript{34} "Minutes of the Orleans Parish School Board, New Orleans," Vol. XXIII, p. 263.

\textsuperscript{35} Ibid., p. 269.
Sec. 4. He shall have charge of the clerical and bookkeeping force employed in the office in keeping the accounts of the Board, and shall see that all books and accounts are neatly and accurately kept and periodically balanced. He shall prepare the pay-rolls of salaries, rents, supplies, etc., and shall check, or cause to be checked, the accuracy of the calculations of all bills. He shall submit all such rolls for payment for examination and approval to the Committee on Finance, and the Chairman of the committee having charge of the disbursements of the particular amounts, and to the President, and, after approval, shall deliver them to the Treasurer for payment.

Sec. 5. He shall render to this Board at each first monthly meeting a statement of the expenditures of said Board for each current month. He shall keep such books as may be necessary to show the monthly expenditures of the Board, said books to contain an itemized account of the expenditures of each committee; also a register of all bills or claims against the Board, showing the nature of such bills, the date of their presentation, and the final disposition of the same. He shall have his office open daily (Sundays and holidays excepted) from 9 A.M. to 4 P.M., and shall perform such other duties as may be required of him by the Board or the President.

Sec. 6. He shall make to the State Superintendent of Education such reports as are required by law.36

Service as acting superintendent. From February to September, 1919, when Superintendent Gwinn was on leave to serve at the Government's request with the Overseas Educational Commission, Bauer was named acting superintendent at the Superintendent's salary of $450.00 a month.37 Upon


Gwinn's return, Bauer resumed his duties as Secretary-Assistant Superintendent. 38

**Death of Bauer's wife.** It was in 1919, too, that Bauer suffered a personal loss in the death of his wife, nee Ethel Chamberlain, whom he had married in 1905. A former teacher in the Sophie B. Wright Girls' High School, Mrs. Bauer succumbed to influenza during the epidemic of 1919. Besides her husband, Mrs. Bauer was survived by her daughter Ethel, now Mrs. Charles Ramond, a teacher in the Louise McGehee School. 39

**Release from assistant superintendent's duties.** During the 1920-1921 session, Bauer was relieved of his duties as assistant superintendent, and retained only the duties of secretary to the Board; 40 consequently, Bauer was serving in this position when Gwinn submitted his resignation as superintendent.

**Superintendent Gwinn's resignation.** At a special

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39 Interview with Josephine Thomas, retired principal of the John McDonogh Senior High School in New Orleans, August 22, 1961; and *The Times-Picayune* [New Orleans], February 23, 1938.

meeting of the Board on May 8, 1923, Gwinn read the following letter of resignation:

Having been elected Superintendent of the Public Schools of San Francisco for a term of years and at a salary and with other conditions entirely satisfactory to me, I desire to accept the position at San Francisco beginning next July 1 and am, therefore, tendering my resignation as Superintendent of the Orleans Parish Schools, which resignation I ask that you please accept, effective July 1, 1923.41

III. BAUER THE SUPERINTENDENT

Having accepted Gwinn's resignation, Board President James J. A. Fortier stated it was now the Board's duty to fill the vacancy created by Gwinn's departure. When Board Member Percy Moise voiced opposition to the suggestion that immediate action be taken to elect Gwinn's successor, Board Member Daniel Murphy moved that the Board proceed with the nomination of a superintendent. Mr. Moise then offered the following substitute motion:

Whereas, J. M. Gwinn has resigned the Superintendency of the Public Schools of New Orleans, it will be necessary for the Board to select a successor in a careful manner; that we secure all the advice possible from educators of note in this city, state and throughout the country; that we invite all educators qualified for this position to file their applications with the Board so that New Orleans may be in a position to choose a school head of established position, whose qualifications and records bespeak his capability of building the system up from its present condition to an

efficiency second to none in the country.\textsuperscript{42}

Before the vote was taken on the substitute motion, President Fortier asked Vice-President Fred Zengel to take the chair, stating he wished to talk to the substitute motion. He declared he concurred in the sentiments expressed in Moise's motion except that he wanted the selection made at this meeting. The substitute motion was defeated by a four to one vote.\textsuperscript{43}

**Bauer's Election to the Superintendency**

Mr. Zengel then nominated Nicholas Bauer for the superintendency, "stating that he had been connected with the Public School system in an efficient capacity for twenty-two years; he had been educated in the Public Schools, taught in them, and had worked faithfully and conscientiously in their behalf." When the roll was called, there were four "ayes"; Mr. Moise did not vote.\textsuperscript{44}

**Bauer's acceptance speech.** Invited to do so by President Fortier, Bauer addressed the Board in these words:

Mr. President, and members of the Board, I should be palpably untrue to myself if I did not tell you that I am supremely happy and withal supremely humble in spirit. As I face the great responsibilities that

\textsuperscript{42}Ibid., pp. 272-3.  \hspace{1cm} \textsuperscript{43}Ibid., p. 273.  \hspace{1cm} \textsuperscript{44}Ibid.
are to be mine I pray that to me will be given that
divine consecration to the work that will render me
fit in every particular, without any reservation,
and that will wipe away any of my past human frail­
ties, human shortcomings, and make me honestly and in
every way worthy of this honorable task. I know,
Mr. President, and members of the Board, that I shall
have your hearty support. I sincerely trust that in
all my efforts and in my work I shall merit the co­
operation of the entire Board. I hope to receive
from the principals, teachers and parents the loyal
and undivided support that I shall need in my work.
Mr. President, I am duly mindful of my shortcomings
and I repeat that I can only pray for divine guidance
and consecration.  

Thus, on May 8, 1923, Nicholas Bauer became superin­tendent-elect of the Orleans Parish public schools.

Dissident voices in the community. While Bauer's
election was received with general approbation by the
principals, teachers, parent groups, the mayor, and former
mayor among others, there were elements in the community
which expressed their disapproval, if not of Bauer, cer­
tainly of the haste with which his election was accom­
plished.

The Times-Picayune editorially deplored the Board's
action, which it termed "regrettable and unfortunate." The
editorial, entitled "Cut and Dried," also censured four of
the five Board members who, "after holding a private caucus,
forced the immediate selection of a superintendent." The

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45 Ibid.  
46 News item in The Times-Picayune [New Orleans],
May 10, 1923.
logical inference, the editorial contended, was that objections were anticipated and that the Board employed the method it did in order to forestall criticism. Nor was the newspaper happy with the Board's choice, whom it described as "a product of the local system, drilled and broken in its ways, skilled to its peculiar tactics, with no experience outside it." Summing up, the editorial said:

The election's message as we read it is that our public school system must go along in the old rut, perpetuating its faults, plagued by the evil inheritances so frequently denounced, blind to defects apparent to all competent and disinterested observers—and deaf to the protests and criticisms . . . .

Broader powers for Bauer. Unmoved by the critics of the Board's action, President Fortier on the day following Bauer's election announced that Bauer was to have broader powers than any of his predecessors. He explained that Bauer would be the executive administrative officer of all the Board's secretarial affairs and that the new superintendent would also be in control of the financial and business phases of school administration as well as the educational phase. Whereas "a separate and distinct line had been drawn between these duties, . . . this custom was abandoned because of Mr. Bauer's familiarity with the details of the business affairs of the Board gathered

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47 Editorial in The Times-Picayune (New Orleans), May 10, 1923.
during his service as secretary."\textsuperscript{48}

Actually, Bauer assumed the duties of the superintendent before July 1, 1923, for he was appointed acting superintendent on June 21, 1923. The minutes of the Board meeting of that date give no reason for this action.\textsuperscript{49}

Bauer had been superintendent almost a month before his salary was determined by the Board. At the Board meeting of July 23, 1923, his salary was fixed at $666.66 a month.\textsuperscript{50}

**Reelection to superintendency.** Five times the Orleans Parish School Board reelected Bauer its chief administrative officer. Once again, in 1925, it was Fortier who placed Bauer's name in nomination--this time for reelection to his first full term. Making the nomination, President Fortier observed:

\begin{quote}
... that neither the Board members nor the community expected any adverse action against Mr. Bauer; his work was known to the community and to the Board and is extremely satisfactory; that both from a pedagogical and personal standpoint the relationship has been of a splendid nature ... that the Board members have confidence in Mr. Bauer's integrity and loftiness of purpose and appreciate the magnificent intellect he brings to his office; that he was proud of having cast his vote to make Mr. Bauer Superintendent and was glad to be able to vote to continue him as the head of the system, ... ...
\end{quote}

\textsuperscript{48}News item, loc. cit.

\textsuperscript{49}"Minutes," Vol. XXV, op. cit., p. 306.

\textsuperscript{50}Ibid., p. 319.
This time the vote for Bauer was unanimous.\textsuperscript{51}

Again Bauer was reelected at the Board's annual meeting in December, 1928.\textsuperscript{52} (His salary had been raised to ten thousand dollars in August, 1928.)\textsuperscript{53} This action was repeated by the Board at the annual meetings of December, 1932,\textsuperscript{54} December, 1936,\textsuperscript{55} and December, 1940.\textsuperscript{56}

\textbf{A second marriage for Bauer.} In 1925, Bauer remarried. The second Mrs. Nicholas Bauer, \textit{nee} Miss Edna Kane, at the time of her marriage was secretary to the superintendent. No children were born of this union.\textsuperscript{57}

\textbf{Bauer's Philosophy of Education}

The goal to be sought in education, according to Bauer, was that boys and girls "may grow and develop through the joys and duties of childhood into the glorious

\textsuperscript{51}\textit{Ibid.}, pp. 567-8.
\textsuperscript{53}\textit{Ibid.}, p. 407.
\textsuperscript{57}\textit{News item in The Times-Picayune [New Orleans], February 23, 1938; and Statement by Josephine Thomas, personal interview.}
responsibilities of manhood and womanhood . . . ."58

This goal was to be achieved through subject matter and method that would accomplish the following:

1. Strengthen good habits of child and adult citizenship
2. Inculcate proper social ideals and attitudes
3. Give practice in the acquisition of fundamental skills of home, industrial and recreational life
4. Aid in fostering the growing of healthy boys and girls
5. Tend to develop high moral character59

Advocacy of the project method. Like his predecessor, Bauer, too, believed in "progressive education." Unlike Gwinn, however, he believed in "progressive education" with a small "p." Accordingly, he advocated and promoted the project method of instruction, particularly in the primary grades. Initially, this method was introduced into the Howard No. 1 School, of which Josephine Thomas was principal. From Howard No. 1, it spread to other schools.60

It is not surprising, therefore, to find the following statement over Bauer's name in the foreword to Living and Learning in the New Orleans Public Schools:


59 Ibid.

60 Statement by Josephine Thomas, personal interview.
In this photographic survey of modern trends in education in the New Orleans Public Schools, we present our children, living happily together in a sound, democratic atmosphere, solving real life problems that meet their needs and appeal to their interests, and working effectively with groups that are concerned with a common purpose. Through this participation in cooperative community living in which opportunities are provided for each child to acquire initiative and independent thinking, to develop his own ideas and talents through creative self-expression, to share responsibility, and to contribute to the group according to his ability, we hope to attain the goal for every child—his greatest possible happiness through service to his community, to his state, to his country. 61

Special interest in spelling. Yet Bauer held firmly to the fundamentals. A special interest of his was spelling, an interest that dated back to his days in the assistant superintendency. 62 Gwinn had reported in 1913-1914 that Bauer had under way a study in spelling, "looking forward toward a solution of the problem of what words a child should learn to spell." 63

To accomplish his purpose, Bauer had required several compositions to be written by the pupils in the various grades. A count was made of the frequency of use of words at various grade levels. This study formed the


62 Statement by Josephine Thomas, personal interview.

basis of The New Orleans Spelling List, which for many years was the official spelling textbook in grades two through eight. In this list, the words Bauer found children using in one grade were included in the assignment of the preceding grade so that pupils would be skilled in the spelling of the words when they had need to use them.  

Consonant with his philosophy, however, Bauer believed in the functional purpose of learning to spell. Consequently, he considered the old "blue-back" speller of the early 1900's an atrocity. "It contained 11,000 words," he said, "whereas the pupil of the age using the book needed only 4,000 words . . . . It contained such words as 'syzygy' . . . . The pupils probably would spell these words and miss a word like 'because.'"  

Primary concern for the health of pupils. As will be shown in the succeeding chapters of this study, a primary concern of Bauer throughout his tenure was the health of the boys and girls in the public schools. Indeed, it was his desire to make a health teacher of every teacher in the system so that "the blessing of increased good health [would be] guaranteed the little ones of our community." Actually, health was considered a prime objective

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64 Statement by Josephine Thomas, personal interview.  
65 News item in New Orleans States, December 2, 1941.
of the Orleans Parish public school system.  

**Belief in supervision.** Bauer believed firmly in supervision. He himself visited schools often. As a result, he was well-known to the pupils, whom he questioned in his visits to the classrooms. So that he might be free of his office duties to supervise the activities of the school units, he arranged for the assistant superintendents to be in charge of the office on specified days. For example, in 1928, he addressed the following administrative circular to the principals:

> On Mondays of each week Assistant Superintendent Dalche will be in charge of the office; on Tuesdays, Assistant Superintendent Hynes, and on Thursdays, Assistant Superintendent Tete.

**Solicitude for children.** Deeply interested in children, Bauer recognized the necessity of caring for the "whole child." As a result, he added staff personnel, including visiting teachers, dentists, and psychologists, to make available the services required to provide for the various aspects of the development of the "whole child."  

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67 Statement by Josephine Thomas, personal interview.


69 Statement by Josephine Thomas, personal interview.
A specific example of Bauer's concern for the welfare of children was related by Thomas. According to Thomas, during a visit to the Waifs' Home, Bauer noted the presence in the group of a boy with superior intelligence. Recognizing the boy's ability, Bauer arranged to have the youngster transported each day to the Howard No. 1 School so that he might receive a complete elementary-school education and thus be eligible to enter the high school.70

Further evidence of Bauer's interest in the welfare of children may be gleaned from the following newspaper account of his meeting with the principals just before the opening of the 1931-1932 session:

The new objective [of the public school system] will be The Children's Charter, the children's bill of rights enunciated by the White House conference in July, 1930. Mr. Bauer said he thinks it 'as far-reaching in its presentation of the rights of children as the Magna Carta was in presenting the rights of the peasants in King John's time.'71

Inculcation of patriotism. While the child was Bauer's first interest,72 he saw the inculcation of a deep-seated patriotism in the child as a principal responsibility

70 Ibid.
71 News item in The Times-Picayune [New Orleans], September 13, 1931.
72 Statement by Josephine Thomas, personal interview.
of the school. Consequently, he seized every opportunity to advance this objective. For instance, in 1929, he sent the following communication to the principals:

I trust that suitable exercises will be held commemorating the anniversary of the birthday of the great 'Father of Our Country.' The time is assuredly at hand when we should bend our every effort to inculcate proper ideals and love for one's country. I know that through suitable patriotic exercises much good may be accomplished.73

Educational value of travel. Recognizing, too, the value of travel to pupils as well as professional personnel, Bauer consistently urged the acceptance of opportunities which presented themselves to travel. Circular No. 990 provides an example of his attitude toward educational tours:

An excellent opportunity will be afforded teachers and pupils of the New Orleans Public School System to study in delightful fashion some of the resources of our great State of Louisiana by participating in the educational trip which is being organized by Mrs. Ellen W. Gardner to take place November 3th through November 11th. The Superintendent's Department heartily endorses the purposes of the trip and trusts that many teachers and pupils will avail themselves of the opportunity.

The trip offers splendid educational possibilities and I am sincerely hoping that we shall have a large delegation to make the tour.74


Again, in Circular No. 858, Bauer advised the principals that:

An educational trip of great value and little expense will be afforded the pupils and teachers of our school system . . . to visit Baton Rouge, Vicksburg, Natchez, and Jackson. The trip has the endorsement of the Department of Superintendence . . . .

For a number of years, pupils in the public schools were afforded an opportunity to make a trip with the money realized from a baseball game. Each spring a baseball game was played by the New Orleans professional baseball team and a visiting squad. The number of pupils who made the trip each year was determined by the proceeds from the sale of tickets by the pupils. "For instance, suppose 5,000 tickets were sold. This would net $750, and pay for the expenses of five pupils on the basis of $150 per trip to Washington." The schools selling the largest number of tickets on a percentage-of-enrollment basis each selected one pupil to make the trip.

Bauer also believed strongly in the desirability of principals attending national conventions. Hence, he convinced the Board of the feasibility of paying the expenses of the principals to go to the national meetings.

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The principals upon their return reported on their trips to their colleagues at Bauer's monthly meetings with the principals.

**Bauer's concept of teaching.** Guiding Bauer in the discharge of his responsibilities was his concept of teaching as a selfless service to humanity and more particularly to children. This concept was a kind of refrain repeated again and again. He expressed it, for example, in the following Christmas message to the corps:

> The greetings of the Department of Superintendence are heartily expressed to you in the abiding faith that you share our conviction that there is no nobler service to society and to God than service to childhood.

In another Christmas message he urged the corps "to prove by our service that we of the teaching profession believe that 'We owe ourselves to humanity.'"

**Bauer's Activities in Civic and Professional Organizations**

Long prominent in the educational organizations at the local and State levels, Bauer broadened his sphere of activities after his elevation to the superintendency,

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77Statement by Josephine Thomas, personal interview.
78Letter from Bauer to "our Co-Workers," December 21, 1928.
particularly in national educational groups and local civic groups.

Membership in the Department of Superintendence. While at no time did he hold a major office in the N.E.A. Department of Superintendence (after 1937, the American Association of School Administrators), Bauer often participated in panels and discussion groups at the annual meetings.

At the 1927 meeting in Dallas, Bauer was a member of the panel which at the sixth general session discussed "Educational Ideals and Their Achievement." In Discussion Group XII, he presented his ideas on "Radio as a Means of Publicity for Public Schools." In another small group meeting, Administrative Section II, the New Orleans Superintendent spoke on "How to Secure and Retain Desirable Teachers for the Rural Schools." 80

In Boston the next year, Bauer presided over the deliberations of Discussion Group VIII, whose topic was "The School and Social Agencies." In Administrative Section VI, he discussed "The Improvement of Teachers in

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80 Department of Superintendence, Official Report (Washington, D. C., Department of Superintendence of the National Education Association, 1927), pp. 72-5, 332, 336.
Service Through Rating Systems.\textsuperscript{81}

Bauer's convention responsibility at the Atlantic City meeting in 1930 was that of presiding over Discussion Group VII, which considered "The School Plant: Operation and Maintenance."\textsuperscript{82}

The following year at the meeting held in Detroit, Bauer participated in Discussion Group I, his topic being "How a Guidance Department Aids the Superintendent in Performing the Functions of School Administration." In addition, at the meeting of Articulation Group VIII, Bauer discussed "How Administration Can Help to Put Pupil Promotion on a Better Articulated Basis."\textsuperscript{83}

Although he did not hold elective office in the Department of Superintendence, Bauer was named to membership in several committees. He was a member of the Committee on Lay Relations for the sessions 1931-1932\textsuperscript{84}

\textsuperscript{81}Department of Superintendence, \textit{Official Report} (Washington, D. C., Department of Superintendence of the National Education Association, 1928), pp. 278, 284.

\textsuperscript{82}Department of Superintendence, \textit{Official Report} (Washington, D. C., Department of Superintendence of the National Education Association, 1930), p. 264.

\textsuperscript{83}Department of Superintendence, \textit{Official Report} (Washington, D. C., Department of Superintendence of the National Education Association, 1931), pp. 292, 300.

\textsuperscript{84}Department of Superintendence, \textit{Official Report} (Washington, D. C., Department of Superintendence of the National Education Association, 1932), p. 4.
and 1932-1933. The next three sessions, 1933-1934, 1934-1935, and 1936-1937, he was chairman of this committee. Moreover, he served as a member of the Committee on Resolutions in 1933 and was chairman of this committee in 1938. He also was appointed to the Advisory Council for 1938, 1939, 1940, and 1942.

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85 Department of Superintendence, Official Report, (Washington, D. C., Department of Superintendence of the National Education Association, 1933), p. 289.


88 Department of Superintendence, Official Report, (Washington, D. C., Department of Superintendence of the National Education Association, 1936), p. 279.

89 Department of Superintendence, Official Report, 1933, op. cit., p. 287.


The climax of Bauer's activities in the Department of Superintendence came in 1937 when he was host superintendent to the annual meeting. It was this event which gained for Bauer a national reputation, for "few educators knew much about 'Nick' Bauer, superintendent of the New Orleans schools before the meeting, but now his praises were on ten thousand lips."95

Work with the Louisiana Teachers' Association. Bauer also continued to work with the Louisiana Teachers' Association with which his association extended back to 1901. Besides acting as host superintendent several times to the L.T.A. Convention, he served as a member-at-large of the organization's Legislative Committee in 1932-1933 and was reappointed to the post by L.T.A. President Ruby V. Perry for the 1933-1934 session.96

In 1938, Bauer was a member of the L.T.A. committee appointed to promote the candidacy of Amy Hinrichs, principal of the John J. Audubon School in New Orleans, for the presidency of the National Education Association. With a group of New Orleans and Louisiana people, he attended the

95"The Department of Superintendence," The School Executive, 56:244, March, 1937.

A.A.S.A. meeting in Atlantic City in February, 1938, to campaign in Hinrichs's behalf. The group's efforts were successful, for Hinrichs was elected N.E.A. president in San Francisco in 1939.

Continued interest in the Teachers' Retirement Fund. Bauer also maintained his interest in the work of the local Teachers' Retirement Fund, the formation of which he had spearheaded years earlier, continuing to guide its operation as a member of its board of trustees.

Participation in civic activities. However, it was in the field of local civic endeavor that Bauer broadened his activities considerably. In fact, it has been said that Bauer belonged to just about every civic organization in the city. A partial list of his civic activities included the following:

97 "Report of the Committee on the Candidacy of Miss Amy Hinrichs for the Presidency of the National Education Association," Louisiana Schools, 16:58, November, 1938.

98 "Between Editor and Reader," The Journal of the National Education Association of the United States, 28: A-125, September, 1939.

99 News item in The New Orleans Item, December 2, 1941.

100 Interview with Adele Kansas Gordon, secretary to Bauer, at New Orleans, July 18, 1961.
Trustee of Delgado Trades School

President of the Central Council of Social Agencies, 1929 and 1930

Member of the Louisiana Emergency Relief Administration

President of the Rotary Club, 1930-1931

Chairman, Members' Council of the Association of Commerce, 1928

Campaign Chairman, Community Chest, 1932

President, Community Chest, 1934

Member of the Board of Directors of the Boy Scouts; made a Beaver Scout in 1937

Member of carnival organizations

Co-chairman, City-Wide March of Dimes Campaign, 1940

Chairman, March of Dimes Campaign, 1941

Tulane Alumni Association. Included, too, among


102 News item in The Times-Picayune [New Orleans], January 25, 1937.

103 Ibid.

104 Ibid.

105 News item in The New Orleans Item, December 2, 1941.

106 Ibid.


Bauer's activities was the Tulane University Alumni Association. He served this organization as class agent for the Class of 1897 besides being a life member of the Association and at one time a member of its board of directors.109

Recognition and Honors

Bauer's contributions to education and civic causes brought him a number of honors. The Times-Picayune, commenting editorially on the fact that recognition of his efforts came while he was alive, observed that:

Few public officials enjoyed such wide popularity and respect as did the late Nicholas Bauer . . . . He was not left in the dark during his lifetime as to the admiration held for him by his associates and the public, but received numerous honors—honors which he always sought to share, in his modest way, with the people who had worked with and helped him.110

Tenth anniversary testimonial banquet. On May 14, 1933, Bauer was honored at a testimonial banquet marking his tenth anniversary as superintendent. At the banquet, he was hailed as the "creator of the present public school system" and the "guide of the schools through some of the

109Letter from Bauer to Loyal Tulanians of the Class of 1897, October 19, 1939; and News item in The Times-Picayune [New Orleans], February 23, 1938.

110Editorial in The Times-Picayune [New Orleans], March 5, 1946.
most trying years in their history."  

**Rotary Club trophy award.** Three years later, in December, 1936, another honor came to Bauer. This time he was the recipient of a trophy from the Rotary Club as the Rotarian "who [had] performed signal service in the year past."  

**Recipient of "The Times-Picayune" loving cup.** In 1938, Bauer was the unanimous choice of the Loving Cup Committee to receive the 1936 loving cup of The Times-Picayune, "not because of [his] service in the line of duty, but because of his extraordinary civic service over most of the years of his active life."  

In outlining their reasons for selecting Bauer, the Committee stated that:

He has served the cause of education in New Orleans for most of his life. He will in May of this year complete his 15th year as superintendent of the Orleans Parish School Board. In his service in this capacity, his activity in the development of our public school system has not been confined simply to the routine duties of administration. He has kept in close and intimate touch with every development in the field of  

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111 News item in the New Orleans States, February 23, 1938.  
112 News item in The Times-Picayune [New Orleans], December 31, 1936.  
113 News item in The Times-Picayune [New Orleans], February 23, 1938.
public school education and has worked tirelessly in the creation, development and adoption of changes and improvements which would bring the greatest value and result to the taxpayers and citizens from their investment in our school system.

In addition to his service to New Orleans in public school education, Mr. Bauer has given of his time, his sound judgment and high qualities of leadership in many civic activities.

We are unanimous in the opinion that the combination of his record of unselfish participation in every worthwhile civic endeavor, his devotion and accomplishments in the field of public education over a long period of years, mark him as the citizen who should receive the honor that goes with the presentation of The Times-Picayune 1936 loving cup.114

The loving cup was formally presented to Bauer at a testimonial dinner at the Roosevelt Hotel on May 18, 1938, with educational, civic, and social leaders of New Orleans paying tribute to him. The principal address was given by George H. Terriberry, attorney and a student at Tulane with Bauer. In his remarks, Terriberry said:

I don't know of any man who has a better trained mind, or any man who has more compulsive energy, enthusiasm, good will, sympathy or tact than Nicholas Bauer. It is only natural that he should be recognized as a leader in the community.115

William J. Guste, toastmaster at the dinner, introduced Bauer as "a man whom we all admire, esteem and love

114Ibid.
115News item in The Times-Picayune [New Orleans], May 19, 1938.
as a friend, a citizen and a civic leader." Responding, Bauer, quoting St. Paul, said, "I owe myself to mankind," and expressed the belief that because of friendship "I have been able to discharge part of my debt to mankind."  

Recognition as a speaker. Bauer was recognized as an accomplished public speaker, as well as an educational and civic leader of stature. The November, 1934, edition of Louisiana Schools, for example, made mention of "his extraordinary qualities as a speaker . . ." Consequently, he was frequently invited to address educational and civic groups. In 1936, for example, Bauer received the following letter from C. A. Ives, Director, Summer School, Louisiana State University:

President Smith and your other friends here would be pleased to have you address our graduates, Thursday, August 6, 8 p.m., when about two hundred degrees will be granted.  

IV. BAUER'S RETIREMENT AND DEATH

Explaining that the strain of administering such a large school system was taking its toll and that he felt

116 Ibid.


118 Letter from Ives to Bauer, July 13, 1936.
he owed it to himself to conserve his energy, Bauer submitted his application for retirement to the Orleans Parish School Board on December 1, 1941, asking that his retirement be effective January 1, 1942.

Petitioned by educational and civic groups to reconsider his decision, Bauer remained adamant, explaining that:

I am now taking advantage of the privilege and right which is mine by law to retire from the position of school superintendent. I have reached beyond the age of 60 and have taught more than the required 40 years. Therefore I have decided that it would be best to retire.

Tributes and accolades. The announcement of his retirement brought Bauer tributes and accolades for his accomplishments. At its meeting on December 12, 1941, the following tribute with recommendation in regard to application for retirement by Superintendent Bauer was read by Board Member [George] Treadwell:

To Nicholas Bauer, who, as Superintendent of the New Orleans Public Schools, has served with a profound consecration of effort and splendid resourcefulness of ability, we express our pride in having been associated with him in his wise leadership. His retirement from the Superintendency fills us with a sense of our great loss and we echo the spontaneous and sincere regret that arose from the entire community upon the

119 News item in The Times-Picayune [New Orleans], December 3, 1941.
121 The Times-Picayune, loc. cit.
announcement of his decision to retire. Time and again, it has been said, 'There will never be another Nic Bauer.' Countless men and women, former pupils of the New Orleans Public Schools, now leaders in our civic life, have voiced their appreciation of the high services that Nicholas Bauer had offered in his administration of the public schools and his unselfish participation in every worthwhile endeavor in our city.

In the eighteen years that he has been our Superintendent, Mr. Bauer, steadfast to his ideals and strong in his purpose, has charted the system's steady progress. His leadership has been a source of unending inspiration to a loyal corps. His deep-felt influence is apparent in the lives of thousands of boys and girls who, we know, are better American citizens because of having received their school training in a system administered by Nicholas Bauer. His achievements will live in the future, for we are assured that the noble cause to which he has given his heart and his hand will continue to prosper and to progress because he has placed the New Orleans Public School System on a solid foundation.

Faith in mankind and human understanding have always guided Mr. Bauer through life. Frequently he has quoted Edwin Markham, the great humanitarian poet, who said:

We all are blind unless we see
That in this human plan
Nothing is worth the making
Unless it makes the man.
Why build our cities glorious
If man unbuilided goes?
In vain we build our cities
Unless the builder also grows.

Mr. Bauer's faith in his country will ever inspire him to greater service. Foregoing the rest and leisure which he so richly deserves, he has accepted the State Chairmanship for the sale of Defense Stamps and Bonds for the protection of his country in her hour of peril. In this devotion to duty we see again the exemplary action of our Superintendent.

It is, therefore, with mingled emotions of regret, pride, and joy that the members of the Orleans Parish School Board give expression to their heartfelt gratitude to Nicholas Bauer and to the assurance of their
The Orleans Parish School Board recommends that the application of Nicholas Bauer, Superintendent of the New Orleans Public Schools, for retirement effective January 1, 1942, be transmitted with the approval of this Board to the Board of Trustees of the Teachers' Retirement Fund.122

The teachers, too, were saddened by Bauer's announcement of retirement. In the December, 1941, edition of Nopsta News, the official publication of the New Orleans Public School Teachers' Association, the corps expressed the teachers' feelings in this way:

Words fail to express all we feel at the retirement of our beloved leader, Mr. Nicholas Bauer. . . . His inspiration built in our hearts a temple to him of untold affection to his followers: a deep and sincere gratitude for his service to us and to humanity; and a feeling of tremendous loss with the absence of his inspired leadership.123

The teachers also joined with the administrative staff and the principals in honoring Bauer at a testimonial dinner in the Grand Ball Room of the Roosevelt Hotel on December 22, 1941.124

Reaction of the press to Bauer's retirement.

Particularly noteworthy was the editorial comment of The

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123"To Our Mr. Bauer," Nopsta News, 2:1, December, 1941.
124Letter from Frank J. Beier, Anna Koch, Irene Wolf Owens, Rose Poretto, Violet M. Sullivan, Harry Thomas, and Mary Williams to members of the Orleans Parish School System, December 9, 1941.
The Times-Picayune, which in 1923 had been somewhat caustic in its disapproval of Bauer's election to the superintendency. However, on December 3, 1941, in an editorial entitled "Mr. Bauer's Retirement," The Times-Picayune said:

The planned retirement of Nicholas Bauer from the superintendency of the New Orleans public schools evokes widespread expressions of regret. Mr. Bauer's service to the schools and the community has been as creditable as it has been long . . . . The demands of the position on the patience, resourcefulness and ability of the superintendent are well understood, and the steady progress of the school system here is the proof of the qualifications which Mr. Bauer has brought to the office.

'Nick' Bauer . . . has earned the respect and gratitude of the community and also the rest which he seeks through retirement from office.125

The New Orleans States said editorially on the same day that " . . . he has always measured up." It stated further that:

His ideals have always been fine; his achievements have been notable. The mission of education did not end with him, in the work of the public schools. It embraced the entire community.126

Bauer's assessment of his tenure. While he was receiving the accolades and good wishes of his friends and colleagues, Bauer reminisced about the accomplishments of his long tenure as superintendent. Asked in an interview

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125 Editorial in The Times-Picayune [New Orleans], December 3, 1941.
126 Editorial in the New Orleans States, December 3, 1941.
with Harnett T. Kane, the most important achievement of his regime, Bauer replied that:

We dropped the lock-step in education. We teach the children individually now; we strive to develop the individual child. It used to be a matter of mass teaching. Those who could stayed abreast; the others—sometimes equally gifted, but handicapped in some respects—simply stayed behind, and failed, and became problems.

Today we work to develop the child according to the best of his individual abilities.

And we've enriched the curriculum, more things than 'Horatio ever dreamed of'. [What] we seek to do is to enable the pupil to meet more fully the responsibilities of life, with greater initiative and greater resourcefulness. And I think we are succeeding. The child today is far better equipped than he was in my day, for instance. He has to be, to get along in a life that's so much more complex.  

Moreover, as he prepared to leave the office he had occupied for more than eighteen years, Bauer was especially pleased with the public school image in the community. "My greatest joy as I quit the schools," he said, "is the existence of a virile sentiment for them."  

Thus, after forty-two years of service to the public schools of Orleans Parish, Nicholas Bauer retired. In retirement, he received about $390.00 a month as a member of the Teachers' Retirement Fund, which he had led the

127 News item in The New Orleans Item, December 2, 1941.
128 Editorial in The New Orleans Item, December 3, 1941.
battle to found.129

The death of Bauer. Nicholas Bauer died at 1 o'clock A.M. on March 4, 1946, in the Baptist Hospital in New Orleans after a seven-month illness. Funeral rites were held the following day, which was Mardi Gras Day, at the Jacob Schoen and Son Mortuary, with the Reverend Martin Holls, Pastor of St. John's Lutheran Church, conducting the religious service. Interment was in Metairie Cemetery.130

A posthumous tribute to Bauer. Although many honors had come to Bauer during his lifetime, one final honor came posthumously when the Orleans Parish School Board at its regular monthly meeting on June 17, 1949, unanimously adopted the following resolution:

WHEREAS, Nicholas Bauer, prior to his untimely death on March 4, 1946, had devoted more than forty years to the advancement of the educational welfare of the children of New Orleans, and

WHEREAS, during the greater portion of his life he was a faithful employee of the Orleans Parish School Board as teacher, assistant superintendent, and superintendent, and

WHEREAS, because of his fine leadership and devotion to the cause of education many notable improvements were made to the public schools of our city, and

129 News item in The Times-Picayune [New Orleans], December 3, 1941.

130 News item in The Times-Picayune [New Orleans], March 5, 1946.
WHEREAS, his leadership and public service included participation in all worthy civic and charitable enterprises, and

WHEREAS, the Orleans Parish School Board, in keeping with tradition, desires to honor the memory of Nicholas Bauer along with that of Warren Easton and other benefactors of the public school system, now, therefore,

BE IT RESOLVED That the public school administration building located at 703 Carondelet Street be and is hereby designated as a memorial to Nicholas Bauer, and

BE IT FURTHER RESOLVED That the Superintendent take immediate steps to have a suitable plaque placed over the main entrance of the administration building bearing the inscription:

The Nicholas Bauer Building

A Memorial to an Outstanding Servant\(^{131}\)

CHAPTER III

DEVELOPMENTS DURING THE PERIOD 1923-1933

The first ten years of Nicholas Bauer's tenure as superintendent began with the nation enjoying an era of unprecedented prosperity and ended with the nation seeking desperately to extricate itself from the tentacles of the Great Depression. The public schools in New Orleans, like schools throughout America, during this period wrestled with problems resulting from the swollen enrollment following World War I. Financial troubles continued to plague the Orleans Parish public schools as they had almost continuously throughout their history. Nevertheless, the multiple problems of these years were not permitted to stymie efforts at curriculum improvement and general school betterment.

I. PUPIL POPULATION

In the 1923-1924 session, Bauer's first as superintendent, the total average daily attendance of all New Orleans schools was 47,784 pupils. Ten years later in 1932-1933, the average daily attendance in all New Orleans
public schools was 62,720, an increase of 31.2 per cent.\(^1\)

**Elementary Schools**

While the over-all increase in average daily attendance in the schools during this ten-year period was 31.2 per cent, the increase in average daily attendance in the elementary schools was only 16.2 per cent.\(^2\)

**White elementary schools.** The pupil population in the white elementary schools during the period under discussion increased by only 1,790 pupils. In 1923-1924, the average daily attendance in the white elementary schools was 29,704; in 1932-1933, the average daily attendance was 31,494, an increase of 6 per cent. The relatively small increase was due in part to the transfer of the eighth grade to the high school in the 1929-1930 session. Actually during that session, according to the data presented in Table IV, there was a decline in the white elementary school pupil population over that of the previous session.\(^3\)

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\(^2\)Ibid.

Negro elementary schools. Unlike the white elementary schools, which experienced a comparatively slight growth in average daily attendance, average daily attendance in the Negro elementary schools climbed sharply. Whereas in 1923-1924 these schools had an average daily attendance of 10,572 pupils, ten years later, in 1932-1933, there was an average of 15,312.5 pupils in daily attendance, a 44.8 per cent increase within the ten-year period. Moreover, even during the 1929-1930 session, when the eighth grade was transferred to the high schools, there was no falling off, but an increase in average daily attendance as is indicated in Table IV.4

Class size in the elementary schools. The increase in pupil population resulted in certain classes in some schools having "extremely large numbers," while the general average per teacher was comparatively small. However, principals were advised by Assistant Superintendent Tete that it was not possible to provide additional teachers to reduce class size. Consequently, the Department of Superintendence adopted a policy which stated that "no class either primary or departmental grades shall have more than forty-five pupils even though it be necessary to put more

4Ibid.
TABLE IV*

PUPIL POPULATION IN THE ORLEANS PARISH
PUBLIC ELEMENTARY SCHOOLS, 1923 - 1933
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923 - 1924</td>
<td>29,704</td>
<td>10,572</td>
<td>40,276</td>
</tr>
<tr>
<td>1924 - 1925</td>
<td>29,473</td>
<td>10,882</td>
<td>40,360</td>
</tr>
<tr>
<td>1925 - 1926</td>
<td>29,391.5</td>
<td>10,647.5</td>
<td>40,039.5</td>
</tr>
<tr>
<td>1926 - 1927</td>
<td>30,396</td>
<td>11,535.5</td>
<td>41,931.5</td>
</tr>
<tr>
<td>1927 - 1928</td>
<td>31,011</td>
<td>12,578.5</td>
<td>43,589.5</td>
</tr>
<tr>
<td>1928 - 1929</td>
<td>30,998</td>
<td>12,887</td>
<td>43,885</td>
</tr>
<tr>
<td>1929 - 1930</td>
<td>29,813</td>
<td>13,062.5</td>
<td>42,875.5</td>
</tr>
<tr>
<td>1930 - 1931</td>
<td>31,497</td>
<td>14,035.5</td>
<td>45,532.5</td>
</tr>
<tr>
<td>1931 - 1932</td>
<td>31,629.5</td>
<td>14,107.5</td>
<td>45,737</td>
</tr>
<tr>
<td>1932 - 1933</td>
<td>31,494</td>
<td>15,312.5</td>
<td>46,806.5</td>
</tr>
</tbody>
</table>

than one grade in each room."\(^5\)

**Secondary Schools**

It was at the secondary-school level that the pupil population mushroomed throughout the nation. Indeed, according to Spears, "the phenomenal growth of the American public high school in the past fifty years has been recorded already in the school annals as the educational miracle of all time."\(^6\) Douglass documented this "phenomenal growth" when he observed that the total high-school enrollment had increased 1,900 per cent, while in the period 1890-1930 the population increased a little less than 100 per cent.\(^7\)

The public schools of New Orleans, too, shared in "the educational miracle of all time." At the Board meeting of July 10, 1925, Superintendent Bauer reported to the Board that the high-school enrollment had doubled during the preceding ten years. This fact he considered a cause for congratulations, "since it indicated the schools were meeting the educational needs of the community." At the


same time, he advised the Board that despite the recent organization of two high schools of commerce, there were signs that new buildings would be required to meet future growth in high-school enrollment.  

Several months later, on November 13, 1925, Board President Fortier noted that the population of the city of New Orleans had increased only 15 per cent during the preceding ten years while the high-school enrollment in the New Orleans public schools had risen 105 per cent.  

Reasons for the increased enrollment. Various reasons have been advanced for the enrollment increase in the secondary schools of America. Billett explained the increase in the following manner:

Belief that a high school education would provide 'a white collar job' for their children accounts for the desire of many parents to keep children in school. During the two decades 1910-1929 'a dollar and cent evaluation' of a secondary-school education was stressed by administrators, supervisors and teachers alike, so that in general 'gaining a better living had been given precedence over living better.'

In New Orleans, an added impetus was given high-school enrollment by an amendment to the Compulsory School

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9 Ibid., p. 58.
Attendance Act in the early 1930's. This amendment eliminated the provision of the Act which permitted children to leave school if they had completed the elementary school. Children were now required to remain in school until they were fourteen years old regardless of the grade completed, and children between fourteen and sixteen not regularly and legally employed for a minimum of six hours a day were compelled to attend school. Furthermore, the Louisiana Child Labor Act now required evidence that a child had completed sixth grade or had had six years of schooling before issuing him a work permit.¹¹

White secondary-school attendance. When Bauer assumed the superintendency in 1923-1924, the average daily attendance in the white high schools was 3,272. Ten school sessions later, the average number of white high-school pupils in daily attendance had grown to 8,648.5—an increase of 5,376.5, or 167 per cent. As indicated in Table V, the increase was greatest during the sessions 1929-1930 and 1930-1931 when the school system was changing from an 8-3 to a 7-4 organization.¹²

Negro secondary-school attendance. An examination

¹²Statistical Reports, loc. cit.
### TABLE V*

PUPIL POPULATION IN THE ORLEANS PARISH  
PUBLIC HIGH SCHOOLS, 1923 - 1933  
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923 - 1924</td>
<td>3,272</td>
<td>405</td>
<td>3,677</td>
</tr>
<tr>
<td>1924 - 1925</td>
<td>3,588.5</td>
<td>469.5</td>
<td>4,058</td>
</tr>
<tr>
<td>1925 - 1926</td>
<td>3,493</td>
<td>450</td>
<td>3,943</td>
</tr>
<tr>
<td>1926 - 1927</td>
<td>3,655.5</td>
<td>509.5</td>
<td>4,165</td>
</tr>
<tr>
<td>1927 - 1928</td>
<td>4,022</td>
<td>503.5</td>
<td>4,525.5</td>
</tr>
<tr>
<td>1928 - 1929</td>
<td>4,475.5</td>
<td>617.5</td>
<td>5,093</td>
</tr>
<tr>
<td>1929 - 1930</td>
<td>6,399.5</td>
<td>1,417</td>
<td>7,816.5</td>
</tr>
<tr>
<td>1930 - 1931</td>
<td>8,564.5</td>
<td>1,997</td>
<td>10,561.5</td>
</tr>
<tr>
<td>1931 - 1932</td>
<td>8,530.5</td>
<td>2,017</td>
<td>10,547.5</td>
</tr>
<tr>
<td>1932 - 1933</td>
<td>8,648.5</td>
<td>2,216.5</td>
<td>10,865</td>
</tr>
</tbody>
</table>

of Table V shows a sharp rise in average daily attendance in the Negro high schools. In fact, percentage-wise it was here that the Orleans Parish public school system experienced the greatest increase in population. Whereas in 1923-1924 there were 405 Negroes in average daily attendance at the high-school level, in 1932-1933, the average daily attendance in the Negro high schools was 2,216.5, an increase of 448 per cent. As in the white high schools, the greatest increase came during the transition-in-organization period of 1929-1930 and 1930-1931.13

Over-all, the average daily attendance in the New Orleans high schools, white and Negro, increased from 3,677 in 1923-1924 to 10,865 in 1932-1933, a gain of 195 per cent.14

Nicholls Industrial School. The average number of girls in attendance at the Nicholls Industrial School increased 35.7 per cent in the course of the ten school session with which this chapter is concerned. As is indicated by the data below, the average daily attendance in this school rose from 288 in 1923-1924 to 391 in 1932-1933:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>288</td>
<td>235.5</td>
<td>220</td>
<td>226.5</td>
<td></td>
</tr>
</tbody>
</table>

13 Ibid. 14 Ibid.
1927-1928 286.5 1930-1931 348.5
1928-1929 266 1931-1932 391
1929-1930 254 1932-1933 391

Evening schools. The evening schools continued to serve the needs of a segment of the population of the city of New Orleans. Average daily attendance in the white evening schools was 2,069 in 1923-1924. According to the data in Table VI, the average daily attendance in these schools increased each session, with one exception, until 1930-1931, when there were 3,224.5 pupils in average daily attendance. Thereafter, attendance in the white evening schools began to decline and by 1932-1933 had dropped to 2,507.16

In the 1923-1924 session, average daily attendance in the Negro evening schools was 1,300. In 1931-1932, this figure had slightly more than doubled, the average daily attendance for the session being 2,604.5. The following session there was a decrease, as an average of 1,922 Negroes was in daily attendance. However, as is indicated by Table VI, the pattern of average daily attendance by sessions had not been one of constant increase prior to 1931-1932.17

Normal schools. Attendance in the New Orleans Normal

15Ibid. 16Ibid. 17Ibid.
TABLE VI*

PUPIL POPULATION IN THE ORLEANS PARISH
PUBLIC EVENING SCHOOLS, 1923 - 1933
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923 - 1924</td>
<td>2,069</td>
<td>1,300</td>
<td>3,369</td>
</tr>
<tr>
<td>1924 - 1925</td>
<td>2,218.5</td>
<td>1,133</td>
<td>3,351.5</td>
</tr>
<tr>
<td>1925 - 1926</td>
<td>2,321.5</td>
<td>926</td>
<td>3,247.5</td>
</tr>
<tr>
<td>1926 - 1927</td>
<td>2,427.5</td>
<td>1,828.5</td>
<td>4,256</td>
</tr>
<tr>
<td>1927 - 1928</td>
<td>2,741.5</td>
<td>2,150</td>
<td>4,891.5</td>
</tr>
<tr>
<td>1928 - 1929</td>
<td>3,175.5</td>
<td>2,223.5</td>
<td>5,399</td>
</tr>
<tr>
<td>1929 - 1930</td>
<td>3,028.5</td>
<td>2,398</td>
<td>5,426.5</td>
</tr>
<tr>
<td>1930 - 1931</td>
<td>3,224.5</td>
<td>2,341.5</td>
<td>5,566</td>
</tr>
<tr>
<td>1931 - 1932</td>
<td>2,765</td>
<td>2,604.5</td>
<td>5,369.5</td>
</tr>
<tr>
<td>1932 - 1933</td>
<td>2,507</td>
<td>1,922</td>
<td>4,429</td>
</tr>
</tbody>
</table>

School remained relatively small throughout the ten-year period under consideration. Actually, the average daily attendance in this teacher-training institution was less in 1932-1933 than it had been in 1923-1924. Year-by-year average daily attendance figures for the New Orleans Normal School for this period follow:

<table>
<thead>
<tr>
<th>Year</th>
<th>Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-1924</td>
<td>174</td>
</tr>
<tr>
<td>1924-1925</td>
<td>233</td>
</tr>
<tr>
<td>1925-1926</td>
<td>259</td>
</tr>
<tr>
<td>1926-1927</td>
<td>220.5</td>
</tr>
<tr>
<td>1927-1928</td>
<td>221</td>
</tr>
<tr>
<td>1928-1929</td>
<td>210</td>
</tr>
<tr>
<td>1929-1930</td>
<td>183.5</td>
</tr>
<tr>
<td>1930-1931</td>
<td>156.5</td>
</tr>
<tr>
<td>1931-1932</td>
<td>169</td>
</tr>
<tr>
<td>1932-1933</td>
<td>145.5</td>
</tr>
</tbody>
</table>

In the Negro normal school, which began operation in September, 1923, the pupil population remained under one hundred throughout the period. Data in the statistical reports contain original enrollment figures for the schools for the sessions 1923-1924 through 1929-1930 and average daily attendance figures for the sessions 1931-1932 and 1932-1933. These reports provide no information relative to pupil population in the Negro normal school for the session 1930-1931. Session-by-session pupil population data for this school for this ten-year period follow:

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-1924</td>
<td>66</td>
</tr>
<tr>
<td>1924-1925</td>
<td>90</td>
</tr>
<tr>
<td>1925-1926</td>
<td>55</td>
</tr>
<tr>
<td>1926-1927</td>
<td>57</td>
</tr>
</tbody>
</table>

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18Ibid.
II. HOUSING FACILITIES

Accompanying the soaring enrollment was the problem of providing facilities to house the additional pupils. The appearance of delegations of parents at Board meetings to request relief from overcrowded conditions was almost routine. For example, at the meeting of February 3, 1924, groups of patrons of the McDonogh No. 23, LaSalle, and Gentilly Terrace Schools petitioned the Board to erect more classrooms to accommodate the expanding enrollments.\textsuperscript{21}

On February 16, 1927, the Board assembled to receive a report from Bauer on accommodations needed to relieve overcrowded schools, a tabulation of expected revenues that could be used for the construction of buildings, and a plan for financing such construction.\textsuperscript{22}

The report, which, according to Bauer, represented the combined judgment of members of the Department of

\textsuperscript{20}Statistical Reports, \textit{loc. cit.}

\textsuperscript{21}``Minutes,'' \textit{Vol. XXV, op. cit.}, pp. 400-1 \textit{et passim}.

\textsuperscript{22}``Minutes of the Orleans Parish School Board, New Orleans,'' \textit{Vol. XXVI}, p. 208.
Superintendence, the Supervising Architect, and the Superintendent of Maintenance, made specific recommendations pertinent to the needs for new buildings, annexes, additions, and sites, the modernization of heating systems to replace stoves used for heating some schools, and miscellaneous physical improvements. A summary of the recommendations, which were to serve as a blue print for the Board's future construction program, follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>For white schools, buildings and grounds</td>
<td>$4,441,000.00</td>
</tr>
<tr>
<td>For modern heating systems to replace stoves</td>
<td>160,000.00</td>
</tr>
<tr>
<td>For colored schools, buildings and grounds</td>
<td>640,000.00</td>
</tr>
<tr>
<td>For miscellaneous physical improvements</td>
<td>40,000.00</td>
</tr>
<tr>
<td>For new sites</td>
<td>250,000.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$5,531,000.00</strong></td>
</tr>
</tbody>
</table>

High-School Facilities

Of particular concern was the swelling high-school enrollment. At the beginning of Bauer's tenure as superintendent, the number of white high schools had not increased beyond the three which had been in operation for many years. Moreover, a new high-school building had not been constructed subsequent to the opening of the new boys' high-school

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\[23\] Ibid., p. 209.
building [Warren Easton] on September 24, 1913. The two new girls' high-school buildings [Sophie Wright and Esplanade Avenue] had been opened earlier, in March, 1912, and September, 1912, respectively. Furthermore, in 1913-1914, the total enrollment in the three schools was 1,909 compared with an average daily attendance in the white high schools of 3,272 ten years later in 1923-1924.

Establishment of high schools of commerce. In an effort to cope with the problem of overcrowding in the white high schools, Bauer made the following recommendation to the Board at its meeting on July 25, 1924:

The Sophie B. Wright High School is overcrowded. McDonogh No. 6, a Negro school, located four blocks distant, at Camp and General Pershing Streets, in a strictly white neighborhood, draws its pupils largely from the homes surrounding McDonogh Memorial School, a fifth grade white school at Lyon and Chestnut Streets. A Girls' High School of Commerce for the Uptown Section of the City is needed. Therefore, I recommend that the commercial students of the Wright High School be transferred to the McDonogh 6 building, which is to be renovated and given a new name; that the Memorial School be changed to a negro school and be given the name of

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McDonogh No. 6 and that a new school on the building plan of the Willow School be erected.

I recommend further that the primary grade pupils of the S. J. Peters School be distributed among the four adjacent elementary schools, three of which—McDonogh 30, McDonogh 11, and McDonogh 17—are not well filled and that the first year commercial students of the Warren Easton High be accommodated in the Peters School with a view to ultimately developing there a high school of commerce for boys.27

The Board approved Bauer's recommendation,28 and the uptown girls' commercial school, the Joseph S. Kohn Girls' High School of Commerce, opened February 2, 1925.29 The Peters School received first-year male commercial students at the opening of the 1924-1925 session.30

Within a period of four years, the Kohn High School enrollment increased to the point where the advisability of establishing a second commercial high school for girls was recognized. Hence, at the meeting of July 27, 1929, the Board approved a recommendation that a high school of commerce be organized in the Allen School building under the direction of Ruby V. Perry, effective with the opening of the 1929-1930 session.31

During the 1926-1927 session, the elementary

28 Ibid., p. 483. 29 Ibid., p. 560.
department of the Peters School was discontinued. The following school year, the Peters building underwent a renovation, and the Peters pupils were housed temporarily in the building at Bayou Road and Derbigny Street.

When the Peters High School pupils returned to the newly renovated building on Broad Street in the fall of 1928, the building at Bayou Road and Derbigny Street was named the Warren Easton Annex and was used to house first-year Easton students. This arrangement was considered a temporary one. Renamed the Edward Douglass White High School in February, 1930, the school continued to operate, however, as a first-year high school but as a separate unit, not as an annex to Warren Easton, until mid-session of 1939-1940.

High-school work was first offered to pupils in Algiers, the Fifteenth Ward of New Orleans, located on the West Bank of the Mississippi in 1929. At that time, the ninth grade was added to the Belleville Elementary School.

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34 Ibid.
35 Ibid., p. 590.
Problem of accommodating the eighth graders. The problem of accommodating high-school students was further aggravated in the 1929-1930 session by the transfer of the eighth grade from the elementary to the high school. To resolve the problem, it was decided to house the eighth-grade pupils in elementary-school buildings until they could be accommodated in high-school buildings.\(^{38}\)

This arrangement continued in effect for one semester only, for, at mid-session, centers were established in five elementary schools to house the eighth-grade pupils as a result of the Board's approval of the following recommendation on January 8, 1930:

That the incoming high school pupils made up of graduates of the seventh grade and their eighth grade classmates be housed temporarily for the present session in the Magnolia, McDonogh 15, Merrick, and Colton Schools, the Magnolia being considered a part of McDonogh No. 10; no additional principals to be appointed for these combined high and elementary schools.\(^{39}\)

Magnolia and McDonogh No. 15 were designated girls' schools, while Merrick and White were designated boys' schools. Colton was made a coeducational school, the first white coeducational high school in the New Orleans

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\(^{38}\)Ibid., p. 484. \(^{39}\)Ibid., p. 575.
public school system.\textsuperscript{40}

To care for the additional Negro high-school pupils, the Hoffman Elementary School was changed to a high school housing eighth- and ninth-grade pupils, while the eighth-grade pupils living in the downtown area were housed in the Craig Elementary School.\textsuperscript{41} In January, 1931, Hoffman and Wicker Schools were reclassified as junior high schools.\textsuperscript{42}

**New high-school buildings.** Partial relief for the high-school housing situation came in January, 1931, when the Martin Behrman and Alcee Fortier High Schools were accepted by the Board for occupancy.\textsuperscript{43} One result was the discontinuance of the use of Magnolia, Colton, and McDonogh No. 15 Schools for first-year high-school pupils, white freshman high-school pupils being assigned to schools as follows:

- Academic Boys living above Howard Avenue, to Fortier
- Academic Boys living below Howard Avenue, to Easton
- Academic Girls living above Canal Street, to Merrick
- Academic Girls living below Canal Street, to White

\textsuperscript{40}Ibid.


\textsuperscript{43}Ibid., pp. 111, 123.
Commercial Boys living above Canal Street, to Merrick
Commercial Boys living below Canal Street, to White
Commercial Girls living above Canal Street, to Kohn
and Allen according to their district
Commercial Girls living below Canal Street, to White

A further easing of the pressure of the mounting
high-school enrollment came with the opening of the newly
constructed Eleanor McMain High School for girls on
February 1, 1932.  

Negro normal school. While the New Orleans Normal
School had been supplying white teachers for the elementary
schools since 1885, there had never been a parallel insti­
tution for Negroes. Consequently, it was an innovation
for the Orleans Parish public school system when the Board
on September 14, 1923, approved the recommendation:

That the work of the colored High School be re­
assigned and Normal school subjects introduced in order
to prepare colored applicants for teaching positions in
the New Orleans Public Schools and that the A. P. Wil­
liams School, located within easy walking distance of
McDonogh No. 35, be used for practice teaching and
observation.

The work of the Negro normal school was reorganized
and the school relocated in 1931 in the new Valena C. Jones
Elementary School, which was used as the practice school

44Circular No. 1264 (New Orleans: Orleans Parish


for the normal-school pupils.47

Elementary-School Facilities

Although the growth in enrollment at the elementary level was less dramatic than at the high-school level, it, nevertheless, posed the problem of additional housing facilities for Negro as well as for white pupils. The problem was further complicated by geographical shifts in the population. As a consequence, newer sections of the city had to be provided with schools, while in other sections of the city dwindling white enrollment made necessary the abandonment of schools or the conversion of formerly white schools to Negro occupancy.

Construction of annexes and additions. The Board met the problem of overcrowded conditions in some elementary schools by the erection of annexes. In the summer of 1926, for example, three rooms were constructed in the basement of the Lakeview School and two rooms in the basement of the Danneel (Colored) School. During the same vacation period, a six-room permanent annex was built at the Wilson School and a seventeen-room annex at the Thomy Lafon School, while a small annex to the B. M. Palmer

School was readied for occupancy.\textsuperscript{48}

Within this period of ten years, annexes were also built at the Robert M. Lusher, Howard No. 1, Beauregard, Macarty, Robert E. Lee, James Lewis Elementary Schools, Henry W. Allen High School, and a second annex at the Wilson School.\textsuperscript{49}

Replacement of old buildings with new structures. This period of Bauer’s tenure was marked, too, by the replacement of some of the older schoolhouses with new, more modern buildings. The following schools were built and occupied within the 1923-1933 span of time: Jackson, Washington, McDonogh No. 28, Capdau, Lafayette, McDonogh No. 9, Henry W. Allen, Live Oak, Kruttschnitt, McDonogh No. 19, Charles J. Colton, Edwin T. Merrick, B. M. Palmer for white pupils, and Joseph A. Craig and Valena C. Jones for Negroes.\textsuperscript{50}


Additional schools. Population growth in new sections of the city made necessary the provision of school facilities in those areas. Consequently, in February, 1926, the Louis Schwarz School was opened in Algiers. In the 1928-1929 session, the Irmadale School began operation, and the succeeding session, the William T. Frantz School admitted pupils for the first time.51

Additional facilities were required, too, for the increasing elementary Negro pupil population. Two new schools, Seabrook and Law Street, were established in 1925-1926.52 Another Negro elementary school was opened in the 1926-1927 session by the leasing of the Morning Star Baptist Church on Cohn Street for twenty dollars a month and the A.M.E. Church at Cohn and Leonidas Streets for twenty-five dollars a month. This school [now the James Weldon Johnson School] was known as the Leonidas Street School.53 The rented facilities were replaced by an eight-room frame building constructed by the Maintenance Department in 1931.54


54News item in The Times-Picayune [New Orleans], September 13, 1931.
A fourth Negro elementary school, the Paul L. Dunbar School, was also constructed in 1931. This unit, a twelve-room frame structure, was erected of salvage materials in the Holly Grove district by the Maintenance Department.\footnote{Ibid.; and "Minutes," Vol. XXVII, \textit{op. cit.}, p. 191.}

\textbf{Conversion of white schools to Negro usage.} Further relief for overcrowding in Negro elementary schools was affected by the conversion of several white schools to Negro occupancy. In each instance, the white enrollment had decreased appreciably, and the community had changed from a predominantly white one to a predominantly Negro one. The McDonogh Memorial School was converted to Negro use in 1924-1925 under conditions already described. On June 14, 1929, the Board voted to transfer the eighty-nine pupils in the McDonogh No. 20 School to the Judah P. Benjamin and neighboring schools and to house Negroes in the building, which was renamed the McDonogh No. 36 School.\footnote{"Minutes," Vol. XXVI, \textit{op. cit.}, p. 500.}

Effective with the beginning of the 1930-1931 session, another white elementary school, McDonogh No. 17 School, Bauer's old school, which now stood "in the midst of a Negro community," was converted to a school for Negro pupils, and its name was changed to McDonogh No. 37.\footnote{"Minutes," Vol. XXVII, \textit{op. cit.}, p. 17.}
Abandonment of school buildings. In some instances, greatly reduced enrollments made the continued operation of schools economically unsound. At the same time, conversion to Negro occupancy was impractical, as the schools were not in predominantly Negro communities. In other instances, the construction of large new buildings made it possible to combine the enrollments of two or more neighboring schools into one. As a consequence, ten buildings were abandoned as schoolhouses during the ten years 1923-1933.

Two schools, the Lawton School for white children in Algiers and the Paulding School, were closed in 1926-1927. The Lawton School pupils were transferred by van to the Adolph Meyer School, while the Paulding School pupils were accommodated in the Jackson School building five blocks away.58

The next session, the Magnolia School ceased to operate, and the 204 girls from the school were housed with the 272 boys enrolled in McDonogh No. 10 School in the McDonogh No. 10 facility. The same session saw the closing of the McDonogh No. 8 School and the accommodation of the pupils from this school in the Live Oak School across the street. The McDonogh No. 8 building was not abandoned, however, for it was turned over to the Public School Lunch

Department for use as the central kitchen and offices of the administrative forces of the Department.\textsuperscript{59}

St. Philip and McDonogh No. 15 Schools in the Vieux Carré were consolidated in the fall of 1929 and housed in the St. Philip building. When the new McDonogh No. 15 building was completed, the combined school was moved into the new structure, and St. Philip was closed.\textsuperscript{60}

The opening of the Behrman School in Algiers at mid-year of the 1930-1931 session resulted in the discontinuance of the Belleville, McDonogh No. 4, and McDonogh No. 5 Schools, and pupils from these schools were housed in the Behrman building along with the high-school students. At the same time, "the constantly decreased enrollment of boys" in the Zachary Taylor School resulted in the abandonment of that school and the transfer of its pupils to the nearby Robert C. Davey School.\textsuperscript{61}

The same reason, "continued decrease of pupils," caused the discontinuance of the Parham School at the beginning of the second term of the 1931-1932 session.\textsuperscript{62}

\textsuperscript{59}Ibid., pp. 218, 249, 264.  
\textsuperscript{61}"Minutes," Vol. XXVII, op. cit., pp. 54, 105.  
\textsuperscript{62}Ibid., p. 204.
Reduction of number of all-boy and all-girl schools.

One consequence of the consolidation of schools was the reduction of the number of all-boy schools and all-girl schools and the increase in the number of coeducational elementary schools. The closing of the McDonogh 8 School for girls changed the formerly all-boy Live Oak School into a coeducational school. A similar result came with the combining of the Magnolia and McDonogh No. 10 Schools.

The opening of the Colton School in 1929 as a coeducational institution further reduced the number of all-boy and all-girl schools. Built on the site of the McDonogh No. 2 School, a girls' school, and McDonogh No. 3, a boys' school, Colton combined the pupil population of both schools in one new building.63

Consolidating McDonogh No. 15, a girls' school, and St. Philip School, a boys' school, in the same session created another coeducational school.

With the opening of the coeducational Behrman School, two sex-segregated schools were closed. The McDonogh No. 4, an all-boy school, and Belleville, an all-girl school, were discontinued along with McDonogh No. 5 School, a coeducational school. In the same school year

1931-1932, the Robert C. Davey School, an all-girl school, became coeducational when the neighboring Zachary Taylor School for boys was abandoned and its pupils sent to Davey.

Also in 1931-1932, the Laurel School for boys and the McDonogh No. 1 School for girls were consolidated with one principal in charge of both buildings.⁶⁴

Thus, at the end of the 1932-1933 session, there were only four elementary schools which were not completely coeducational. McDonogh No. 12, a 4-7 school, enrolled boys only, while the William O. Rogers School, a 1-7 school, had an all-girl attendance. The Benjamin Franklin School admitted both boys and girls to the kindergarten, but in grades one through seven the pupil population was an all-male one. Boys and girls attended classes together in the Washington School in the kindergarten and in the first, second, and third grades. However, in the fourth through seventh grades, the enrollment was comprised entirely of girls.⁶⁵

**Evening-School Facilities**

White evening-school pupils continued to receive their education in ten evening schools and the Nicholls.

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School. The two special evening schools for foreigners, however, which were in operation at the beginning of Bauer's tenure were discontinued.66

Western Union School. In an effort to provide instruction for a particular group of boys, the Board in January, 1929, authorized Bauer "to organize an evening class for the instruction in the fundamental branches of messenger boys, in a room to be provided by the Western Union Telegraph Company in their building." The formation of the class was contingent upon the attendance of a sufficient number of pupils to justify it.67

The class was organized in the same session, 1928-1929, with an average attendance of 17.5.68 Average attendance rose to thirty in 1929-1930 and to thirty-five in 1930-1931. However, average attendance dropped sharply to eighteen in 1931-1932, and the class was discontinued.69

Negro evening schools. The burgeoning enrollment in the Negro evening classes resulted in the number of evening

schools accommodating Negroes being increased from four in 1923-1924 to eight in 1932-1933. 70

**New Administration Building**

For many years the administrative offices of the Orleans Parish School Board had been housed on the third floor of the Municipal Building. However, in 1929, Mayor Arthur J. O'Keefe informed the Board that the Commission Council had adopted a motion requesting the Mayor "to look into the advisability of having the quarters . . . occupied by the School Board and the Public Belt Railroad vacated to take care of the growing needs of Municipal activities." The Board, in turn, asked Bauer to draft a letter to the Council deploring the fact that "after having spent a great amount of money for improvements on the quarters from time to time, with the approval of the Council, [it] should be asked to vacate" and requesting permission to retain its quarters in the Municipal Building. 71

**Purchase of new quarters.** Nevertheless, in September, 1930, the Board authorized the purchase of the Presbyterian Hospital properties on Carondelet and Girod

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Streets for $350,000.72 The transfer of the administrative offices to the five-story former doctors' office building at 703 Carondelet Street began on December 23, 1930. The moving of desks and materials needed daily was accomplished during the Christmas holidays.73

**Pride in new quarters.** Bauer was obviously proud of the new administration building. On January 3, 1931, he addressed the following message to the principals:

> A cordial invitation is extended to you and your faculty to visit the new office building at your convenience. We shall be pleased to show you through the various departments and feel confident that you will agree with us New Orleans now possesses an administration building commensurate with the dignity of our public school work.74

**III. BOARD AND ADMINISTRATIVE ORGANIZATION**

Since 1888, the Board had organized itself into standing committees. At the time Bauer became superintendent, there were four standing committees: the Committee on Teachers and Instruction, the Committee on Finance and Accounts, the Committee on Building and Grounds, and the Committee on Supplies and Furniture.

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At the annual meeting of the Board in December, 1922, President Fortier announced that he proposed to submit to the Board a plan of management which would abolish the standing committees and give the Board's executive officers the power to act between meetings. Moreover, he stated that he intended the Board to be a directive one, not an executive one. Nevertheless, Fortier at that meeting appointed temporary standing committees to serve until a fuller study of his proposed plan could be made.\textsuperscript{75}

Board minutes contain no further mention of Fortier's plan, but the minutes of the February 23, 1923, meeting contain for the first time a report of the Committee of the Whole.\textsuperscript{76} The minutes of the subsequent meetings contain similar reports although reports of the standing committees continue to appear albeit without regularity.\textsuperscript{77}

\textbf{Abolition of standing committees.} The minutes of the Board do not make clear the exact date the decision was made to discontinue the long-standing practice of assigning Board members to standing committees. The minutes of the meeting of January 25, 1924, contain the first indication

\textsuperscript{75}"Minutes," Vol. XXV, \textit{op. cit.}, pp. 170-1.
\textsuperscript{76}Ibid., p. 241.
\textsuperscript{77}Ibid., p. 241 \textit{et passim}. 
the writer could locate of formal action to terminate the practice. The Board at that meeting voted to abolish the Standing Committee on Supplies and Furniture and to refer all matters pertaining to supplies and furniture to the Committee of the Whole.78

Whatever the precise date of the Board's decision to revamp its organization, Section 9 of the 1925 revision of its rules and regulations, under the heading "Committees," reads this way:

There shall be a Committee of the Whole, consisting of the five members of the Board with the President as Chairman, which Committee shall meet on the Tuesday preceding the regular meetings of the Board at 7:30 o'clock, p.m. If, at the regular meetings of the Committee of the Whole, matters should develop that require special investigation or consideration before final action, the President shall be empowered to refer such matters to a particular member of the Board for recommendation and report.79

No mention was made in the 1925 rules and regulations of any standing committees. Nor did the directory for 1924-1925 list any standing committees as previous directories had done.80

While the publication of the rules and regulations was dated 1925, an entry in the minutes of the Board's

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78 Ibid., p. 396.


80 Directory of the Public Schools of New Orleans, La., Session 1924-1925, p. 3.
meeting of May 14, 1926, stated that the new rules were adopted, that all standing committees were abolished, and that all matters were henceforth to be handled through the Committee of the Whole. 81

Thus, there is obvious difficulty in establishing the effective date of the Board's action in implementing its reorganization plan.

Election of Schaumburg to the presidency. In September, 1926, President Fortier resigned as president and member of the Orleans Parish School Board. Fortier, in submitting his resignation, explained that he had accepted an appointment from the Governor as a member of the newly created Insurance Commission. He noted that, while there was nothing in the dual office-holding law which legally prevented his service on the Board and on the Insurance Commission, he "deemed it best to establish the precedent that members of the School Board, who are elected at a non-partisan election, should not be part of the political administration either of the State or of the City." 82

Having accepted Fortier's resignation, the Board then unanimously elected Henry C. Schaumburg to fill Fortier's

82 Ibid., p. 151.
unexpired term as president. Schaumburg was succeeded by Fred Zengel at the annual meeting in December, 1926. However, in December, 1928, the Board elected Schaumburg to a full term as president, an action it was to repeat annually for the next thirteen years. Thus, for the next thirteen years the head of the school system's policymaking body and the head of the administrative staff continued to exercise their leadership roles uninterrupted.  

Administrative organization plan. On July 13, 1923, just about two weeks after he had assumed the superintendency, Bauer submitted to the Board and obtained its approval of a plan of organization and assignment of work in the superintendent's office.

According to Bauer's plan, Assistant Superintendent Hynes was given administrative supervision of the high schools and general supervision of the fifth, sixth, seventh, and eighth grades. Assistant Superintendent Tete was assigned general supervision of the first, second, third, and fourth grades. To Assistant Superintendent Harris was delegated administrative and general supervision

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83 Ibid., pp. 151, 186, 445; and "Minutes," Vol. XXIX, op. cit., p. 578.
of Negro schools, special classes, the Waifs' Homes, and opportunity classes. Harris was also named chairman of the Course of Study Committee. 85

The new plan also changed the duty assignment of District Superintendent Pfaff, who was now charged with the classroom supervision of the fifth, sixth, seventh, and eighth grades. District Superintendent Egan's assignment, however, remained unchanged, and she continued to supervise the classroom work in the primary grades. The kindergartens were to be supervised by Frances Randolph of the Normal School faculty, who resigned in 1924 and was not replaced, while the Nicholls School was placed under the supervision of A. J. Sarre. Bauer proposed to assume the special supervision of the Normal School himself. 86

Employment of a Negro supervisor. Bauer's plan of organization included a precedent-shattering recommendation—the appointment of a Negro supervisor. The reason given for the recommendation and the duties of the Negro supervisor were stated thusly:

In order to relieve Assistant Superintendent Harris of the details of supervising the work of the negro schools [so] that he may devote his time to administering to the educational needs of the retarded,

85 Ibid.
backward, and special children, it will be necessary to designate a supervisor for the negro schools. I, therefore, recommend that Samuel Shinkle Taylor, presently Principal of the Willow School, be appointed supervisor of the negro schools. The Supervisor of negro schools will be required to visit the negro schools during the daily session and to maintain an office at McDonogh 35 High School from 3 to 5 P.M. on school days and from 9 to 1 on Saturdays. I recommend his salary be fixed at two hundred dollars per month for ten months, effective with the opening of schools in September.87

Further administrative reorganization. The resignation of Assistant Superintendent-Secretary Paul Habans, effective March 1, 1924, came at a time when the Board was following a policy of retrenchment. Consequently, the vacancy created by Habans's resignation was not filled, and further staff reorganization was effected to handle Habans's duties.88

The purely secretarial work, such as the recording of the minutes of the meetings of the Committees and of the Board and the attending to the correspondence of the Board, was assigned to Tete. All other duties of the secretary's office of a secretarial character were assigned to Jennie Roch, who was designated Chief Clerk and required to be present at all meetings to take stenographic notes.89

At the same time, the Division of Accounting and

88Ibid., p. 396. 89Ibid.
Supplies was created. To this division was assigned the recordation of financial matters, the writing and recording of approved requisitions, the checking of bills, and the making of payrolls. 90

Assignments of supervisory control. The areas of responsibility of the assistant superintendents were further delineated in a communication sent to the principals by Bauer at the beginning of the 1928-1929 session. In this communication, the following assignments were noted:

Assistant Superintendent Hynes will have supervisory direction of the following departments: Attendance, Drawing, Music, Vocational Education, Nicholls, High School, and Normal.

Assistant Superintendent Tete: Kindergarten, Elementary, Departmental, Home Economics, Manual Training, Lunch Department, and School Gardening Department.

Assistant Superintendent Dalche: Colored schools, Special classes, Speech Department, Hygiene Department, Physical Education Department and Evening Schools. 91

Changes in staff personnel. During the period 1923-1933, death caused two changes among the assistant superintendents. In 1924, Assistant Superintendent Amos Harris died. To succeed him, the Board named August V. Dalche, instructor in English at Warren Easton Boys' High School

90 Ibid.

and Director of Evening Schools. Eight years later, Dalche died. His successor was Edwin W. Eley, principal of the Thomas Jefferson Elementary School.92

The promotion of Dalche to the assistant superintendent had created a vacancy in the position of Director of Evening Schools. Named to the post was F. Gordon Eberle, instructor in mathematics at Easton.93

A change was made, too, in the position of Supervisor of Negro Schools. The appointment of Samuel Taylor proved to be an unfortunate one, and he left the school system to reside in Ohio. The experience had been such a disappointing one that Bauer resolved never to appoint another Negro to a supervisory position. However, Assistant Superintendent Dalche urged Bauer to reconsider his stand.94

Dalche was successful in his efforts, and at its meeting on January 13, 1928, the Board approved Bauer's recommendation that:

The Negro Summer Normal School be abolished and that Miss Pearl Tasker, presently on leave for advanced study, be named supervisor of primary grades in the

94Interview with Pearl C. Tasker, Supervisor of Primary Grades, Orleans Parish Public Schools, May 10, 1962.
colored public schools at a salary of $175 a month, effective with the beginning of the September 1928 session, as it is the belief that a well trained, effective teacher, such as is Pearl Tasker, will give greater help to the colored teaching corps than the few weeks of summer training assured by a small number of our teachers who attend the summer school.

Finally, title changes affected two staff members. Emma Pritchard Cooley, who had been High School Visiting Teacher and Placement Secretary, was named Director of Vocational Guidance in 1923. Carmelite Janvier, doing special visiting teacher work in the Attendance Department, was designated Visiting Teacher in 1930.

Reduction of Superintendent's powers. When Bauer was named superintendent in 1923, he had been given powers unprecedented in their breadth. Before he had completed ten years in office, however, these powers were reduced by Board action. Because some members of the Board were eager to control the patronage in certain departments of the school system, the Board on January 13, 1933, voted to amend the rules as follows:

Section 13. The Superintendent shall have general supervision of all schools embraced in the public school system of the Parish of Orleans under the direction of the Board.

97 Statement by Adele K. Gordon, personal interview.
Section 31. The Secretary of the Board shall be directly responsible to the Board.

Section 36. The Chief Accountant shall be directly responsible to the Board.

Section 43. The Superintendent of Maintenance shall be directly responsible to the Board.

Section 54. The Supervising Architect shall be responsible to the Board for the drawing of plans and specifications and for the altering of old ones and for the supervision of the construction and altering of buildings in accordance with said plans. He shall confer with the Superintendent from time to time during the course of drawing plans and shall have plans approved by the Superintendent before submitting them to the Board.

Thus Bauer saw four departments removed from his control and his power considerably diminished.

IV. THE PROFESSIONAL CORPS

The growth in pupil population during the 1923-1933 period required the expansion of the professional corps. Whereas the Orleans Parish school system had 1,551 certificated persons on its payroll when Bauer became superintendent, at the end of the 1932-1933 session, there were 1,794 certificated persons in the Orleans Parish public school system.

Areas of greatest increase in personnel. Greatest


99 Unpublished statistical data compiled by Jennie Roch, secretary to the Orleans Parish School Board, October 14, 1942.
increases in personnel were experienced in the white high schools, the Negro elementary schools, and the Negro high schools. While the three white high schools had a total of 153 principals and teachers during the 1923-1924 session, there were 340 certified persons on the staffs of the white high schools in 1932-1933, an increase of 122 per cent. Similarly, there was a marked increase in the number of teachers and principals assigned to the Negro high schools. Compared with seventeen Negro secondary-school professional staff members in 1923-1924, there were sixty-two Negro principals and teachers staffing the Negro high schools in 1932-1933, a 265 per cent increase. During the same period, the number of Negro elementary-school principals and teachers employed steadily increased, too, if less impressively, from 266 in 1923-1924 to 326 in 1932-1933, an increase of 23 per cent.\(^\text{100}\)

The professional staff in the white elementary schools, on the other hand, was reduced during this period. In 1923-1924, there were 1,037 principals and teachers in the white elementary schools. While this number rose to 1,060 in 1928, there was a decrease thereafter until 1932-1933, when there were 970 certified persons on the combined faculties of the white elementary schools, a decrease of

\(^{100}\)Ibid.; and Directory of the Public Schools of New Orleans, La., Session 1923-1924, pp. 6-9 and 44-51.
8 per cent.  

Several reasons may be assigned to the failure of white elementary personnel to keep pace numerically with increases in personnel in the white high schools and in the Negro elementary and secondary schools: (1) the comparatively small increase in pupil population in the white elementary schools during this ten-year period; (2) the transfer of the eighth grade from the elementary to the high school; and (3) the closure, conversion, and consolidation of a number of white elementary schools.

Sources of teacher supply. The New Orleans Normal School continued to be the principal source of supply for white elementary-school teachers. In fact, Board regulations required the superintendent to give preference to Normal School graduates when recommending teachers to fill vacancies in the white elementary schools. Only in the event the list of Normal School graduates was exhausted could non-graduates of the school be given consideration, and then preference was given to candidates possessing bachelor's or master's degrees from approved colleges.  

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Similarly, by action of the Board in 1924, prefer­
ment for appointment of domestic science and domestic art
teachers was given to graduates of the Nicholls-Normal
training program, which combined domestic science and domes­
tic art courses taken in the Nicholls School and profes­
sional courses taken in the New Orleans Normal School.103

While the published rules and regulations of the
Board made no reference to the eligibility of Negro ele­
mentary teachers, it is reasonable to suppose that prefer­
ment was given to graduates of the Negro normal school
under conditions similar to those which obtained in the
appointment of white elementary teachers.

For appointment to a teaching position at the high­
school level, according to the Board’s regulations of 1930,
an applicant was required to possess a valid Louisiana
State Class I, Class II, or Class III teacher’s certifi­
cate, with specialization of six or more college hours in
the subject to be taught, and he had to have had at least
two years’ successful teaching experience. For appointment
to an accredited high school, the candidate had to present
six or more college hours in professional subjects.104

Most of the men appointed to high-school positions

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were assigned on the basis of having met the conditions listed above. A few of the male, and a majority of the female high-school teachers, however, were transferred to the high schools from the elementary schools after they had received their academic degrees, usually earned through extension work in the local and State universities.  

It was in this way, by the transfer of teachers with college degrees from elementary to high-school assignments, that the additional teachers needed for high-school work were obtained when the eighth grade was made part of the high school. During the 1929-1930 session, when the eighth-grade classes were still housed in the elementary schools, these teachers traveled from school to school to instruct the eighth graders in high-school subjects. For example, Cora McBryde was transferred from the Benjamin School to teach four classes of English in the Wilson School and two classes of English in the Allen School. Some teachers, like Alicia Meyers, visited three elementary schools each day to instruct eighth graders in high-school subjects. In Meyers's case, she was transferred from the McDonogh School No. 23 to teach two periods of French in the LaSalle School, one period of French in the Allen School, and two periods of English and one of

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105Statement by Adele K. Gordon, personal interview.
New State certification requirements. The eligibility of teachers for employment in the public schools of Orleans Parish was affected by the revised certification requirements developed under the leadership of State Superintendent T. H. Harris.

On February 18, 1924, Harris announced that he had devised a plan of certification which he would present to the State Board of Education at its meeting on March 11, 1924. According to Harris, the plan was designed to serve the following purposes:

To minimize to the greatest possible extent the number of applicants for certificates by examination, to reward scholarship and successful teaching experience, to utilize for high school work college students whether or not they pursued professional educational courses while in college, to make it easy for a teacher to secure certificates of higher classes by proper study and application, to guarantee that school officials in administrative and supervisory capacities shall be well equipped.

After 1930, however, college graduation without courses in professional subjects no longer entitled the college graduate to a high-school teaching certificate. In that year, requirements for a high-school teaching

107 News item in The Times-Picayune [New Orleans], February 18, 1924.
certificate became more rigid, and Harris advised that:

After September 1, 1930, college graduates applying for high school certificates will be required to present evidence showing that they have earned a minimum of six college session hours in professional subjects, at least two of which must be in practice teaching in one or more of the applicant's specialized subjects. The purpose of this regulation is to make sure that beginning high-school teachers shall have had at least some introduction to their teaching duties.108

A further tightening of certification requirements for high-school teaching came several months later when Harris notified Bauer as follows:

I beg to notify you that the State Board of Education at a meeting held today, March 10, 1931, adopted a resolution requiring commercial teachers in State-approved high schools to meet the same educational standards as are required of other high school teachers, the rule to be effective next session.

Commercial teachers now employed in various high schools who do not meet these standards will not be disturbed, but all new commercial teachers will be required to secure certification based upon college training in the commercial field.109

Prior to March, 1931, teachers were certified to teach commercial courses on the basis of two years of work in commercial courses in State-approved colleges. On the basis of this preparation, teachers had been eligible for


a Class VII certificate, which was valid for five years. Teachers with college degrees. The revised State certification requirements probably contributed to the increase in the percentage of teachers in the public schools of Orleans Parish holding academic degrees. Compared with the 1922-1923 session when 16 per cent of the white certificated personnel and 14.4 per cent of the Negro certificated personnel held college degrees, in 1932-1933, 41.1 per cent of the white certificated personnel and 13.6 per cent of the Negro certificated personnel possessed college degrees.

Decrease in Opportunities for Advancement

While the percentage of professional personnel holding college degrees was increasing in the Orleans Parish school system, opportunities for advancement within the system were decreasing. The consolidation and abandonment of elementary schools during the 1923-1933 period had reduced the number of principalships in the white division


111Unpublished statistical data prepared by Jennie Roch, loc. cit.

\underline{Discontinuance of the position of assistant supervisor.} Early in Bauer's tenure as superintendent, one avenue of professional advancement was eliminated completely when in June, 1924, the Board, "in conformity with the policy of economy," concurred in the recommendation of Superintendent Bauer that the positions of Assistant Supervisors of Music, Drawing, and Physical Education be abolished and the incumbents be assigned to teaching posts in the elementary schools.\footnote{"Minutes," Vol. XXV, op. cit., p. 464.}

The assistant supervisors were consequently transferred to the departmental grades. They were paid one-half the differential between the salary schedule of an assistant supervisor and a departmental teacher in the 1924-1925 session. The following session, these persons received the salaries of regular departmental teachers.\footnote{Ibid., p. 506.}

One year after the elimination of the assistant supervisors, a delegation representing a local music society appeared before the Board and protested that music...
was receiving less attention than heretofore. Bauer explained to the group that music was an integral part of the curriculum. The only difference was that now music, like English, geography, and the other subjects, was being taught by the grade teacher. He explained he considered a supervisor of music no more a necessity than a special supervisor for the other subjects. Moreover, he pointed out that the Board continued to employ a Director of Music.\footnote{Ibid., p. 583.}

Abolition of the vice-principalship. Yet another opportunity for promotion within the public school system of Orleans Parish was removed with the abolition of the vice-principalship.

The initial step in the plan to discontinue the appointment of vice-principals in the schools was taken as part of the reorganization of the system on a 7-4 basis when the Board on July 12, 1929, approved the following recommendation:

That vice-principals transferred to teach high school subjects be no longer denoted as vice-principals, but carried entirely as high school teachers and that the office of vice-principals in the schools from which these vice-principals have been taken be abolished, with the understanding that a teacher be named ranking teacher and receive extra compensation at the rate of the principal's salary only when the principal is absent. In the other
elementary schools where Vice-Principals have not been changed to high school teachers, it is recommended that these positions be continued for the present with the idea that they be gradually eliminated as conditions warrant so that, ultimately, the office of Vice-Principal in the elementary school will be abolished, and Ranking Teachers be named to serve when principals are absent.\(^{116}\)

In May, 1930, the Board announced its intention to abolish the vice-principalship in the high schools, Nicholls, and the New Orleans Normal School. This action of the Board was effective at the beginning of the 1930-1931 session.\(^{117}\)

While the minutes of the Board assign no reason for the abolition of the vice-principalship, according to Adele K. Gordon, Bauer's secretary, the action was taken as an economy measure.\(^{118}\)

The Battle for a Single-Salary Scale

Traditionally, male teachers in the public high schools of New Orleans had received higher salaries than female high-school teachers, and the high-school teachers received higher salaries than elementary-school teachers. For example, in 1886, male associate teachers in the high schools were paid one hundred dollars a month, while the


\(^{117}\)"Minutes," Vol. XXVII, \textit{op. cit.}, p. 16.

\(^{118}\)Statement by Adele K. Gordon, personal interview.
women associate teachers in the girls' high school were paid seventy-five dollars. In the same year, teachers in the grammar and primary schools were paid fifty-five, forty-five, or forty dollars a month, depending on their assignments.  

However, in time, the women high-school teachers became dissatisfied with the salary inequalities, and in 1914 the long battle for equal salaries began in earnest. It continued throughout the 1920's and early 1930's as delegations of women teachers and of groups speaking in their behalf appeared frequently before the Board at its meetings to urge equal pay for equal work.

First step toward a single-salary schedule. In August, 1924, the Board took the initial step to put into practice a policy of "equal pay for equal work, regardless of sex." To effect its policy, the Board announced the adoption of a salary schedule effective at the opening of the 1924-1925 session, by which one-fifth of the differential existing between men and women teachers would be


121 "Minutes," Vols. XXV and XXVI, op. cit., passim.
deducted from the men's salaries each year for five years. 122

One month later, however, after a delegation of men from the Warren Easton faculty asked the Board to reconsider the salary plan adopted at its August meeting, the Board voted to suspend "the operation of this scheme" until after a definite budget was adopted, since it would work too great a hardship on the men teachers, who, like the rest of the teaching corps, faced a one-month loss of pay in 1924-1925. 123 Actually, no further action was taken that session to implement the policy the Board had adopted in August, 1924.

However, the implementation of the salary schedule adopted in 1924 designed to equalize the salaries of the male and female teachers in the high schools created a special hardship for male instructors appointed subsequent to its adoption. These new appointees faced a reduction instead of an increment in salary from year to year. The Board, therefore, voted to disregard the salary schedule for new male appointees and to pay them on the same basis as female high-school teachers, beginning September, 1926. Moreover, the Board voted at the same meeting to pay all

123 Ibid., p. 503.
male instructors appointed between 1924 and 1926 on a scale by which they received an increment of one hundred dollars annually until the maximum of $240.00 a month was attained.\textsuperscript{124}

The passage of Act No. 110 of 1928. The advocates of the single-salary schedule moved closer to total victory when the Louisiana State Legislature passed Act No. 110 in 1928. This Act stated:

The board shall have authority . . . to fix the salaries of teachers; provided that there shall be no discrimination as to sex in the fixing of salaries, provided, however, that the putting into effect of the removal of sex discrimination in the matter of fixing teachers’ salaries, may, at the option of the respective school boards, be extended over a period of four (4) years on the basis of 25 per centum per annum ending October 1, 1932. Provided, further, that it is not the purpose of the Act to require or direct the reduction of any salary, or salary schedule in force.\textsuperscript{125}

In New Orleans, the Board responded to the passage of Act No. 110 by unanimously passing a resolution pledging itself to adopt a salary scale for teachers to be effective in September, 1929, which would provide for the elimination of sex discrimination by October 1, 1932.\textsuperscript{126}


\textsuperscript{125}Acts Passed by the General Assembly of the State of Louisiana at the Regular Session (New Orleans, Louisiana: F. P. Hansell and Bro., Ltd., 1925), pp. 134-5.

\textsuperscript{126}"Minutes," Vol. XXVI, \textit{op. cit.}, p. 469.
The schedule actually adopted by the Board in September, 1929, however, was in reality a dual salary schedule. For men appointed prior to September 1, 1924, the salary scale ranged from $170.00 a month in the first year to a maximum of $330.00 a month in the tenth year. For men appointed after September 1, 1924, and for all women the scale ranged from a beginning salary of $140.00 a month to a maximum of $240.00 in the tenth year.\(^1\)

In adopting this salary schedule, the Board reasoned that the provisions of Act No. 110 were being complied with in that no sex discrimination was being made in the payment of salaries to all new appointees and that this procedure of making no sex discrimination in salary schedule had been in effect for two years prior to the passage of Act No. 110 and was still in effect. Furthermore, according to the Board, the Act did not make mandatory the reduction of the salaries paid male teachers who began their service prior to 1924. The Board stated, moreover, that it was unwilling to reduce these salaries and would have preferred to raise the salaries of the female teachers to the level of the male teachers. To do so, however, was not financially possible at the time.\(^2\)

\(^1\)Ibid., pp. 514-15. \(^2\)Ibid., p. 515.

Position of the elementary teachers. Despite the
Board's frequent reiteration of its commitment to a policy of "equal pay for equal work" and its tinkering with the salary schedule, a single-salary schedule was not yet a reality at the high-school level and certainly not on a system-wise basis.

The elementary teachers were not silent in their advocacy of a single-salary schedule. The attitude of the elementary teachers, who were paid less than the women teachers in the high schools, was expressed in the following editorial which appeared in the official publication of the New Orleans Public School Teachers Association:

There are so many high schools teaching [sic] subjects in which they are not qualified that the question naturally comes: What right have they to the higher salary since higher salary presupposes subject specialization? The whole thing is unfair. Salaries should be equalized. The only fair equalization is a Single Salary Schedule.129

Consequently, when the session 1932-1933 came to a close, the single-salary schedule was still an elusive, phantom goal notwithstanding statements of policy by the Board, the passage of Act No. 110 of 1928, and militant efforts on the part of the women teachers.

Attempt to Amend Dismissal Procedure

While the single-salary battle was still being

fought, another issue claimed the attention of the professional corps. The rules and regulations of the Board had set forth the procedure to be followed when a permanent employee was to be dismissed. Section 202 of the Board's rules and regulations stated:

The Board reserves the right to terminate the services of any teacher, supervisor or principal at any time, upon satisfactory evidence of serious infraction of these rules, of insubordination, of immoral conduct, of disrespect to the Superintendent or to Members or Officials of the Board, of inability to instruct or to maintain discipline, for general inefficiency, or for other cause which it has been proven to the satisfaction of the Board is likely to reflect discredit upon the school system or impair its efficiency.

Charges against any teacher, supervisor, or principal, for any of the foregoing offenses or deficiencies, by whomever preferred, must be specific and in writing to the Board, which may suspend the accused person, pending an investigation. Upon receipt of such charges, a copy thereof shall be furnished to the accused person, and the Board shall decide upon the course of investigation and action to be taken thereon.

Any Principal, Supervisor, teacher, janitor, or any other employees of the Board, or a pupil, failing to respond to a summons in any trial being held by the Board or by any of its Committees . . . shall be liable to such penalty and punishment as the Board may see fit to inflict.\(^{130}\)

As this section of the rules and regulations was written, the Board did not guarantee a public trial to an employee against whom charges had been brought. However, the furore caused by an attempt on the part of the Board

to change the rule suggests that such employees had in the past been accorded the privilege of requesting a public trial.

The cause of the corps' concern was the Board's amendment of Section 202 of the rules and regulations in September, 1931. At that time, the Board substituted the following in lieu of Section 202:

The Board reserves the right to terminate the services of any teacher, supervisor or principal at any time in accordance with the provisions of Section 66 of Act 100 of 1922 . . . .

Section 66 of Act No. 100 of 1922 to which the amended rule referred stated that:

All teachers holding proper certificates now employed in said public schools of Orleans Parish shall be regarded as permanent employees of said Board; and said teachers shall not be removed from office except on written charges of immorality, neglect of duty, incompetency, malfeasance or nonfeasance of which he had been found guilty by the board after investigation and report, and further provided that all teachers herein after appointed in said schools shall be appointed annually for the first three years after which time the appointment may be made permanent by the Board if the teacher is found satisfactory.

President Schaumburg explained that it was the Board's conclusion after consideration of an opinion rendered by the City Attorney that the law governing the

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dismissal of teachers for cause required investigation and report. This the Board interpreted to mean such investigation and report as a particular case merited and not necessarily a public trial.133

Teacher reaction to the amended policy. Teachers, sensing a threat to their tenure, reacted quickly to the revised policy regarding dismissal of permanent employees. At the next Board meeting, delegations representing the New Orleans Public School Teachers Association, the New Orleans High School Teachers Association, and the Central Trades and Labor Council protested the Board's action and requested the Board to grant teachers the right to ask for a public trial when charges had been brought against them.134

Board Member Isaac Heller advised the delegations that the change had been made to bring the rules into accord with Act No. 100 of 1922. Heller told the delegations that the Board was not discussing whether or not teachers should be given a public trial as a right. He stated further that the Board had not changed its policy but had simply informed the school system of the interpretation of the law.135

134Ibid., pp. 199-201.
135Ibid.
Board's response to teachers' protest. The Board's response to the teachers' protest was not long delayed. A month later, the Board voted to hold the amended regulation in abeyance for the next session. Furthermore, the Board went on record as favoring a change in the law governing dismissal of teachers so that all teachers would be guaranteed a public trial.\textsuperscript{136}

The beginning of a new crusade. While agitation for a real single-salary scale continued, there were indications that an additional issue was beginning to claim the attention of at least a segment of the teaching corps. The new focus of attack was the long-standing regulation of the Board, according to which the marriage of a female teacher, \textit{ipso facto}, caused her to vacate her position and was considered equivalent to a resignation.\textsuperscript{137}

In the early 1930's, there were indications that pressure would be brought to cause the Board to change this policy. Evidence of the teachers' discontent with the policy may be gleaned from the following item which appeared in the publication of the New Orleans Public School Teachers Association:


What New Orleans needs is a test case . . . . Someone of heroic mold and a well-off husband should make the demonstration. Let her fail to resign, attempt to continue and fight her dismissal—with the Association behind her. Obviously, it should be a woman who has no intention of going on as a teacher, who does not need the extra income. Otherwise, the results might be tragic. There is muttering that the Board's recent arbitrary ruling in the matter of marriage contravenes our legal rights. We need a test case to clear the air. 138

Hence, as the ten-year period under consideration came to a close, there were two unresolved personnel issues—the single-salary schedule and the employment of married women teachers—which were to continue to engage the attention of the corps in the succeeding years.

V. FINANCIAL PROBLEMS

Financial problems were not new to the Orleans Parish public school system. In fact, throughout the history of the public schools financial crisis succeeded financial crisis. Certainly, Bauer's tenure as superintendent was not free of financial problems, and the first ten years of his tenure were marked by three grave financial crises.

The monetary shortage of 1923-1924. The last year of Gwinn's regime had been marked by a financial crisis so

severe that even the printing of the school directory was suspended for the session. The situation did not improve but carried over into the 1923-1924 session and became worse. As a result, the Board found it necessary to curtail expenditures to the extent that teachers and administrators suffered the loss of one-half month's pay, the deduction being made on the June payroll. 139

A worsening of fiscal conditions. An already bad financial condition worsened in the 1924-1925 session as a result of the Louisiana Supreme Court's decision concerning the charging of janitors' salaries against the building fund.

The Constitution of 1921 gave the Orleans Parish School Board the right to levy for school purposes a tax of seven mills, provided that everything in excess of five and one-quarter mills should be used for the purchase of school sites, the erection of buildings, and the maintenance of buildings. Employing a broad interpretation of this Constitutional provision, the Board in confecting its budget for the 1922-1923 session charged one hundred twenty thousand dollars for janitors' salaries against the one and three-quarter mill tax, and in 1923-1924 again charged janitors' salaries, amounting to one hundred twenty-six

thousand dollars, against the same tax. 140

In 1923-1924, there was a difference of opinion concerning the legality of paying the janitors' salaries out of the building fund. The case was finally brought to the Louisiana Supreme Court. By unanimous judgment, the court decided that the janitors could not legally be paid out of the building fund. The Board then had to decide whether to give back to the building fund the money that had been appropriated "in good faith through an error in law. The Board did the logical thing--charged it off . . . " 141

Nevertheless, the decision meant that in the future years the janitors had to be paid out of the operating fund, which already was inadequate to meet the ten-month teachers' payroll. Therefore, a further reduction in salaries was almost inevitable. At its meeting on August 22, 1924, the Board announced that, as a result of the Supreme Court's decision, the Board found it impossible to provide for more than nine months' pay for personnel employed on a ten-month basis and for eleven months' pay for those employed on a twelve-month basis. 142

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141 Ibid.
To extricate itself from its financial predicament, the Board sought the passage in November, 1924, of a Constitutional amendment authorizing it to levy a seven-mill tax on 100 per cent of the assessment of personal and real property. The Board was unsuccessful in its efforts, however, for the proposed amendment was defeated.\textsuperscript{143}

\textbf{Relief from the Tobacco Tax.} The passage of the Tobacco Tax in the summer of 1926 by the Louisiana Legislature made available the funds needed to pay the corps for ten months. Hence, in confecting the budget for 1926-1927, the Board provided for the payment of ten months' salary to the teachers in the wake of State Superintendent Harris's announcement that the Tobacco Tax would increase Board revenues by about one hundred sixty thousand dollars.\textsuperscript{144}

Actually, the additional revenues received by the Board from the Tobacco Tax during the 1926-1927 session amounted to $182,504.14. Of this amount, the Board distributed $120,573.00 to the teachers and other personnel in the form of back pay.\textsuperscript{145}

\textsuperscript{143}Ibid., pp. 517, 554.

\textsuperscript{144}"Minutes," Vol. XXVI, \textit{op. cit.}, p. 37.

In May, 1927, the Board unanimously adopted a resolution pledging itself to put 35 per cent of any surplus at the end of a fiscal year into the building fund and 65 per cent into a salary fund until the building fund had been entirely reimbursed and the employees paid in full for the loss of salary sustained during previous sessions. 🔴

Issuance of school bonds. With the salary problem solved for the time being, the Board turned its attention to securing funds for school construction. Consequently, on October 14, 1927, the Board adopted a resolution authorizing an issue of ten million dollars of school bonds to be sold as needed. The resolution was adopted under the provisions of an ordinance of 1921 entitled: "An ordinance authorizing the levy of taxes for the purchase of grounds and the construction and repairs of school buildings and the issuance of bonds of the Orleans Parish School Board secured by said tax." 🔴

At the same time, the Board voted to offer for immediate sale two million dollars of bonds. Two years later, an additional three million dollars of bonds were sold. 🔴

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146 "Minutes," Vol. XXVI, op. cit., p. 244.  
147 Ibid., pp. 307-14.  
148 Ibid.  
149 Ibid., p. 552.
The Great Depression

Thus, at the time the Great Depression set in in October, 1929, the Board was experiencing an easing in its financial problems. This condition was short-lived, however. Although the effects of the Great Depression were not felt immediately in the Orleans Parish public school system, by the beginning of the 1931-1932 session it became evident that the public schools would not escape unscathed from the rigors of the depression.

Efforts to preserve salary levels. Although its revenue had been reduced in 1931-1932, the Board sought to avoid reducing salaries by practicing strict economy in other budgetary items. How the Board proposed to accomplish this is detailed in the following statement of policy announced in July, 1931:

In confecting the budget for the 1931-1932 public school session, the Orleans Parish School Board faced a decrease of One Hundred Thousand Dollars in its estimated revenues, due to decreased city and state assessments on real and personal property. In addition to this loss, there was the necessity of securing Forty-five Thousand Dollars over and above last year's expenditures to pay for the monthly increments due to teachers who advanced yearly in the salary schedule if there was to be no cut. The Board determined that there would be no salary reduction this year. It, therefore, adopted a policy of the strictest retrenchment by curtailing drastically its building operations, by decreasing the personnel of its Architects' Division, by eliminating the usual budgeted appropriation for its Lunch Department, by making no appropriation for the Tulane and for the Loyola Slimmer Schools, or for the State High School Rally, or for expenses of officials in attending conventions, and by paring to the bone the appropriation for Supplies, Furniture,
and Equipment. By reason of this retrenchment it will be possible to operate the schools for the coming year without any salary reductions if the strictest economy continues to be practiced, and if there be no great increase in teaching force brought about by an excessively large increase in pupils, or if there is no very great absence of teachers entailing the employment of numerous substitutes. The Board has been extremely generous in the past in granting sick leave with pay, but because of the financial stringency the policy in this respect will have to be modified. Consolidation of small classes and slight increases in the size of classes will have to be resorted to if the present salary schedules are to be maintained. The Board has kept in the foreground its obligation to do nothing that would impair the efficiency of the schools, or affect disadvantageously the rights and interests of the children. At the same time, the Board has been keenly mindful of the interests of the members of the teaching force and has kept uppermost the desire to maintain the present salary schedules. Without being unduly pessimistic, but in order that all may be forewarned, the Board announces that unless a material improvement in its financial condition occurs when the budget is written for the 1932-1933 session, it appears inevitable that a salary reduction to all employees will result. This Board pledges itself that such action will be taken only as a last resort.  

The gravity of the situation was underscored in September, 1931, when Bauer advised the administrative staff that:

The coming session will tax our resourcefulness. Strict economy will have to be practiced in the administration of every department. In confecting the budget for the present school year, the Orleans Parish School Board has been compelled to pare many budget items to the bone.

Requisitions that have been filled for the present term will, in all probability, have to be made to supply the needs for the entire year as we shall not be able to honor any requisitions for additional supplies

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at the beginning of the second term. It is reported that surplus quantities of supplies may be found in certain schools. If so, it behooves you to be on the lookout for this material as you will have to call upon it to supplement your present quota.\textsuperscript{151}

Several days later, in a communication to the principals, Bauer explained the Board’s financial plight and cited the urgent need for practicing economy. Bauer, in Circular No. 1428, told the principals that:

The Orleans Parish School Board, despite the fact that it is confronted by a shortage of approximately $130,000 in the probable revenues this year as compared with last year, plus the necessity of finding $45,000 to take care of the regular increases in teachers' salaries, decided that it would confect a balanced budget without reducing the salaries of its employees . . . . In order to carry out this budget it becomes incumbent on you and me to be rigorously economical in the administration of the system.\textsuperscript{152}

The financial situation deteriorated further, and at the October 9, 1931, meeting of the Board, Bauer reported that the budget adopted on July 28, 1931, was overwritten fifty-three thousand dollars because: (1) the personal property assessment of the city of New Orleans had been decreased approximately ten million dollars, resulting in a thirty-eight-thousand-dollar loss to the schools; and (2) the probable amount to be received from the State


School Fund would be seven dollars fifty cents per educable child instead of seven dollars seventy-five cents as estimated in the budget, reducing Board revenues an additional fifteen thousand dollars.\textsuperscript{153}

**Notice of forthcoming salary reductions.** The Board's warning in July, 1931, that employees faced salary reductions in 1932-1933 if an improvement in the financial condition of the Board did not occur, proved to be prophetic. In March, 1932, the Board announced that all employees receiving salaries in excess of one hundred dollars a month would sustain a reduction in salary in the 1932-1933 session, the exact amount to be determined as soon as it was possible to estimate the revenues for the 1932-1933 session.\textsuperscript{154}

Even before the extent of salary reductions to be made for professional personnel was announced, engineers, janitors, and sub-janitors were notified in June, 1932, that they would be placed on half-pay for July and August. Moreover, the salaries of head janitors in schools where sub-janitors were paid by the Board were reduced to $125.00 a month, effective July 1, 1932. At the same time, these employees were advised that there was no guarantee that


\textsuperscript{154}Ibid., p. 253.
further reductions were not in the offing.\footnote{155}

Similarly, the plumbers that were paid on a monthly basis were informed that they would be required to work a five-and-one-half-day week and that their salaries would be reduced twenty dollars a month, effective July 1, 1932.\footnote{156}

More drastic economy measures. Other employees were not long delayed in learning how their salaries were to be affected. On August 12, 1932, the following recommendations concerning the reduction of salaries and the curtailment of other activities were made by the Committee of the Whole:

1. That the salaries of all employees of the Orleans Parish School Board in the administration, attendance, and vocational guidance departments and in the teaching corps, with the exception of instructors now being paid on the $170 to $330 salary schedule, and of Principals, be reduced in accordance with the provisions of the following general scale of graduated percentage reductions:

<table>
<thead>
<tr>
<th>Group</th>
<th>Salary Reductions</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Less than $50 per month, no deduction</td>
</tr>
<tr>
<td>II</td>
<td>$50 and less than $100 per month, 14%</td>
</tr>
<tr>
<td>III</td>
<td>$100 and less than $150 per month, 16%</td>
</tr>
<tr>
<td></td>
<td>$150 and less than $200 per month, 18%</td>
</tr>
</tbody>
</table>

\footnote{155}{Circular No. 1633 (New Orleans: Orleans Parish Public Schools, June 28, 1932), p. 1.}  
\footnote{156}{Circular No. 1634 (New Orleans: Orleans Parish Public Schools, June 28, 1932), p. 1.}
Group IV  $200 and less than $250 per month, 20%
Group V  $250 and less than $300 per month, 22%
Group VI  $300 and less than $350 per month, 24%
Group VII $350 and up, 26%

2. That principals of elementary, high, Nichols, and Normal Schools have their salaries reduced in accordance with the general scale just recommended but that the percentage rate of reductions for each group be decreased by five; that is, the rate for Group I shall be 9%; for Group II, 11%; for Group III, 13%, etc.

3. That the schedule for instructors in the Warren Easton High School and in the Peters High School who were appointed prior to September, 1924, be fixed as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>9th</td>
<td>$280.00</td>
</tr>
<tr>
<td>10th</td>
<td>$310.00</td>
</tr>
</tbody>
</table>

and that the provisions of the general scale of percentage reductions be then applied.

4. That the Superintendent's salary be reduced by 31%.

5. That provision be made in the tentative budget of proposed disbursements for the payment of salaries for nine and one-half months to employees on the ten months' basis and for eleven and one-half months for those on a twelve months' basis, and that the employees of the Board be informed that it is the sense of the individuals of the Board that the remaining one-half month's salary will be paid as soon as it is possible to borrow and disburse the necessary amount. The Board is compelled to fix this condition because it is able to use only 95% of its budgetable revenues according to its bank contract. The remaining 5%, or approximately $200,000, which represents about a half month's pay roll for all employees, and which has been set up as a reserve, cannot be borrowed against during the fiscal year but, after the close of the fiscal year, if and when the amount becomes available or the fiscal agents will accept the uncollected taxes as collateral for a loan of $200,000, the one half month's salary will be paid.

6. That substitute teachers be paid at the rate of $4.75 per day for high school substitute work and $3.50 for elementary school work, the amount paid the substitute teacher to be deducted from the salary of the
absent teacher. Upon application to the Board, teachers who have been ill beyond fifteen days may receive salaries for lost time, but in no case will the absent teacher receive more than one-half pay for time lost.

7. That the bonus for Bachelor and Master Degrees be reduced from fifteen dollars ($15) per month to seven and one-half dollars ($7.50) per month. No deduction shall be made from the salary of any teacher where the possession of the Bachelor Degree was a requirement for appointment to the position held.

8. That the bonus for forty-five college year-hour credits be decreased from five dollars ($5.00) per month to two and one-half ($2.50) per month.

9. That the salary of the principal of Warren Easton High School be reduced from $4,000 to $3,750 per year, and the salary of the secretary of the Warren Easton high [sic] School be reduced from $3,400 to $1,750 per year, subject to the provisions of the general scale of graduated salary reductions.

10. That automobile and carfare allowances be discontinued to all but the Superintendent of Maintenance and to the Assistant Superintendent of Maintenance.

11. That the salary schedules of all evening school employees be reduced by twenty-five per cent (25%), and that these schedules be revised so that there shall be no distinction because of sex.

12. That the Hygiene and Child Welfare Department be curtailed from $43,000.00, the amount expended last session, to $27,000.00, and the salaries of the psychiatrist, the dentist, the oral hygienist, the orthopedist, and the oculist, and one colored nurse be discontinued as of July 1, 1932.

13. That the following salary schedule for the members of the Department of Hygiene and Child Welfare as recommended by Medical Director Fenno be adopted:

<table>
<thead>
<tr>
<th>Position</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Medical Director</td>
<td>$140.00</td>
</tr>
<tr>
<td>1 Asst. Medical Director</td>
<td>$120.00</td>
</tr>
<tr>
<td>1 Medical Inspector</td>
<td>$ 95.00</td>
</tr>
<tr>
<td>5 Medical Inspectors</td>
<td>$ 85.00</td>
</tr>
<tr>
<td>1 Head Nurse</td>
<td>$152.00</td>
</tr>
<tr>
<td>3 Nurses</td>
<td>$132.00</td>
</tr>
</tbody>
</table>
14. That all new building activities be discontinued except the necessary construction of the Law Street Colored Public School, now being built with salvaged material from the demolition of the Merrick Annex and the Parham School.

15. That maintenance activities on school equipment in fairly good condition be suspended, and that floor and wall treatment and finish, where structural safety is not involved, be suspended.

16. That all departments of the school system be continued as presently organized, except the Medical Department, as already indicated, and that the vacancy in the Drawing Department caused by the director having retired be temporarily filled by the appointment of Mrs. Annabel J. Nathans without additional salary and without a change of assignment from her present teaching position in the Normal School.

17. That the appropriation to the Child Guidance Clinic be discontinued.

18. That no appropriation be made for the operation of the Lunch Department and that all expenses incident to the conduct of this department be paid out of the sales of the department.

19. That the salaries for teacher beginners in white elementary schools be fixed at ninety dollars ($90) per school month and for teacher beginners in the colored elementary schools, seventy-five dollars ($75) per school month.

20. That the present contracts for transportation of pupils be reduced by seven and one half per cent (7½%).

21. That all janitors and sub-janitors receiving more than twenty-five dollars a month be placed on half pay for the months of July and August.

22. That the salaries of all janitors in schools in which there are sub-janitors paid by the Board be
reduced to one hundred twenty-five dollars ($125) per month and in addition, that five per cent (5%) be deducted from the salaries of all janitors receiving more than fifty dollars ($50) per month.

23. That the budget allowance for Supplies be reduced from $63,000, the amount expended last year, to $38,000; and for Furniture from $84,000, the amount expended last year, to $13,000.

24. That the Board notify all of its employees that the fixing of salaries for this session is not to be considered final as there is great uncertainty about the Board's revenues. Because of that fact, the Board may find it necessary to make additional changes and will not hesitate to do so as the Board intends to live strictly within the revenues of the year.

The Board deplores the necessity which compels it to curtail activities and to reduce salaries of its employees. It is convinced that the New Orleans Public School System is efficiently and economically maintained and compares favorably with the best public school systems in the land, but it realizes that further retrenchment and further reduction in salaries will impair the work of the schools. It, therefore, expresses the very urgent hope that means will be found either by the City or the State, or both, to increase the funds available for public school work in order that the children may not suffer and that the employees in the school system will receive adequate remuneration commensurate with the high quality of public services rendered. No school budget should be balanced with the ignorance of children. 157

Ten days later, the Board adopted these recommendations of the Committee of the Whole with one exception. A modification was made with regard to the salary reduction of the Easton and Peters instructors appointed prior to September, 1924. The new recommendations reduced the salaries of these men 27.5 per cent at the ninth year and

28.5 per cent in the tenth year instead of in accordance with the original recommendations. 158

Demands to economize affected even the type of telephone service provided the elementary schools. As of October 1, 1932, the type of telephone service furnished these schools was changed from "unlimited flat rate service" to "message rate service," which limited each school to seventy-six outgoing calls monthly. Moreover, all extension telephones were removed from the elementary schools. 159

Despite all these measures, by April, 1933, the Board was able to pay only 39 per cent of the employees' salaries due. In May, an additional 40 per cent of the April salaries were paid, leaving 21 per cent of the April salaries unpaid. 160

Bauer's optimism. As the end of the session 1932-1933 approached, Bauer addressed a circular to the administrative force and the teaching corps expressing his optimism concerning the future. In Circular No. 1868, he wrote:

158Ibid., p. 300.
As we face the approaching vacation period, with all its uncertainties, I should like to convey to you the message of cheer that is in my heart—cheer because of the belief that the worst is behind us, cheer because of our appreciation of the fine loyalty and splendid cooperation exhibited by all throughout the period of dread and anxiety, cheer because of our conviction that in some way relief will be afforded us before the opening of the next session, cheer because of our faith that come what may, our schools will carry on for the sake of the little ones in our community. With that spirit of cheer, I trust you will experience an invigorating summer.\(^\text{161}\)

VI. CURRICULUM AND SCHOOL ORGANIZATION

Although grave problems of housing, personnel, and finance continued almost without respite throughout the 1923-1933 period, efforts to resolve them did not consume the total energies of the Board and the administrative staff. Concurrently, attention was also being focused on improvement of the instructional program through projects which had curriculum modernization as their goal and by the revision of the basic organization of the schools.

Secondary-School Organization

Traditionally, the public high schools of Orleans Parish had offered a three-year program. Their curriculum was primarily academic in content although courses usually considered non-academic, including business education

courses, were also offered. However, a year after Bauer's election to the superintendency, the first break with this tradition came.

The establishment of high schools of commerce. The suggestion to house commercial high-school students in a separate building had been first advanced in New Orleans by Bauer's predecessor, Joseph M. Gwinn. In 1914-1915, Gwinn wrote:

The commercial departments of the high schools have grown to such proportions that the equipment and space in the several buildings are inadequate and they seriously interfere with the maintenance of standard general-educational and college-preparatory courses in the high schools. A separate commercial high school should be established where all high school students who wish to specialize in commercial work could go. This school could be better equipped than it is possible to equip any one of the present departments and could receive both sexes as is now done in the classes in the Evening High School. The Commercial High School should be centrally located and near the commercial section of the city.162

Gwinn's suggestion was not acted upon for the next ten years until Bauer made a similar recommendation in July, 1924. However, Bauer recommended the establishment of a high school of commerce for boys and a separate one for girls to relieve crowded conditions in the high schools, instead of a single coeducational school as Gwinn had

suggested. In justifying his recommendation, Bauer stated that:

... development of modern school systems has proven the advisability of creating a distinct high school of commerce as distinguished from the academic high school, and, in my judgment, the opportunity here presents itself for the inauguration of this progressive step in our school system.163

Unlike Gwinn's suggestion ten years earlier, Bauer's recommendation received Board approval, and the Samuel J. Peters Boys' High School of Commerce and the Joseph S. Kohn Girls' High School of Commerce came into being.

The changeover from an 8-3 to a 7-4 pattern of organization. While the public schools of Orleans Parish had long followed an 8-3 plan of organization, this plan was at variance with the school systems of the other parishes of Louisiana. C. A. Ives, who at the time was State Supervisor of High Schools, writing in 1923, noted that:

The public schools of Louisiana have been on the 7-4 plan of organization for fifteen or twenty years. There were 7-4 schools before that time, but just when this plan was begun it is not easy to say.164

When the Orleans Parish School Board changed the organizational pattern of the schools under its control, it


164 C. A. Ives, A Comparison of the 7-4 and 8-4 Plans of School Organization in Certain Schools of Arkansas, Mississippi and Louisiana (Baton Rouge, Louisiana: 1923), p. 5.
did so to meet the requirements for entrance to Tulane University, not to bring the local school system into conformity with those of the remainder of the State, for Bauer told the Board that some changes in the system's plan of organization had to be made to meet Tulane's entrance requirements.165

The reorganization of the system was effected on May 10, 1929, when the Board adopted the following resolution:

That the recommendation of the Department of Superintendence that the work of the eighth grade be reorganized so as to permit the pupils of that grade an opportunity for instruction in first year High School English, in beginners' algebra, in Spanish, in French, or in some other high school subject [sic], and that these eighth grades be continued to be housed in the elementary school buildings until such time as the pupils of these grades may be accommodated in Senior High School structures, be adopted. It is the understanding of the committee that this reorganization brings the New Orleans Public School system into conformity with the plan now followed through the Parishes of Louisiana, and that further, the plan has the endorsement of the State Superintendent of Education and of the local college authorities.166

Thus, with the opening of the 1929-1930 school session, the public schools in Orleans Parish began operating on a 7-4 pattern of organization rather than on an


8-3 plan as they had since the days of the superintendency of Rogers.

Revised high-school admissions policy. The new plan of school organization required that changes be made in the policy of admitting students to the high schools. According to the revised admissions policy, a student transferring from an eight-year elementary school system who had completed the eighth grade was eligible to enter the first year of a New Orleans high school. However, a pupil transferring from an eight-year elementary school system who had completed the seventh grade but not the eighth grade in that system had to begin the seventh grade in the New Orleans system and was not permitted to enroll in a high school. On the other hand, a student transferring from a seven-year elementary school system who had completed the seventh grade in that system was allowed to enter a high school in New Orleans as a first-year pupil. In short, a student had to have completed all the elementary work in the system from which he transferred before he could enter a New Orleans high school without taking an entrance examination.167

Secondary-School Curriculum Developments

Early in his tenure as superintendent, Bauer sought and obtained the approval of the Board to appoint an advisory council to formulate a modern course of study for the high schools. The council was divided into subcommittees, which made a thorough study of the curriculum and reported their findings and recommendations to Bauer.168

Work of the advisory council. The first major recommendation to come from the advisory council, that general science be introduced into the high-school curriculum, was approved by the Board on August 14, 1925.169 This recommendation was followed quickly by a recommendation from the subcommittee on science that biology be offered in the high schools and that New Biology by Smallwood, Reveley, and Bailey, be adopted as the textbook for the course. The Board approved this recommendation on December 11, 1925.170

The completed work of the high-school advisory council, a course of study for the high schools, was published in printed form in 1928. The following courses,

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168"Minutes," Vol. XXV, op. cit., p. 64.
170Ibid., p. 64.
which comprised the high-school curriculum in Orleans Parish, were outlined in the 293-page book:

- Accountancy
- Biology
- Bookkeeping
- Chemistry
- Civics
- Clothing and textiles
- Commercial arithmetic
- Commercial law
- Economics
- English
- Expression
- Foods and nutrition
- Freehand drawing
- French
- General science
- Gregg shorthand
- History
  - World history
  - English history
  - United States history
- Latin
- Mathematics
- Algebra
- Plane geometry
- Solid geometry
- Trigonometry
- Mechanical drawing
- Music
- Music appreciation
- Office practice
- Penmanship
- Physical education
- Physics
- Physiography
- Pitman shorthand
- Salesmanship
- Salesmanship and advertising
- Spanish
- Typewriting

Besides the outline of the content of the various courses, the 1928 course of study included for each course all or some of the following information:

- An introductory statement
- A statement of aims
- Suggested methods of instruction
- Standards of achievement
- A bibliography
- The title(s) of the text(s) used for the course
- Suggested tests

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Reintroduction of German. At the request of the parents of some of the students attending the Warren Easton Boys' High School, German, which had been dropped from the curriculum during World War I, was reintroduced into the curriculum in 1926. The request of the parents was granted with the understanding that a minimum of twenty pupils elect German I and German II and that there would be a minimum of fifteen pupils electing the higher courses.\footnote{Ibid.}

Freshman curricula. Pupils entering the eighth grade, the first year of high school, in the fall of 1930 were offered the following curricula:

\begin{center}
\textbf{Eighth B Grade}
\end{center}

\textbf{Academic Curriculum}

\begin{center}
\begin{tabular}{ll}
\textbf{Required} & \textbf{Electives} \\

English & General history \\
Expression & Spanish \\
Physical training & Latin \\

\end{tabular}
\end{center}

\begin{center}
\textit{(two out of five)}
\end{center}

\begin{center}

\begin{tabular}{ll}

Spanish & French \\

Algebra & \\

\end{tabular}
\end{center}

\footnote{"Minutes," Vol. XXV, \textit{op. cit.}, p. 115.}
Commercial Curriculum

**Required**

English
Expression
Physical training
Junior business training

**Electives**
(two out of three)

General history
Spanish
Business arithmetic

**Eighth A Grade**

Academic Curriculum

**Required**

English
Expression
Physical training
Louisiana history

**Electives**
(two out of five)

General history
Spanish
Latin
French
Algebra

Commercial Curriculum

**Required**

English
Expression
Physical training
Louisiana history

**Electives**
(two out of three)

General history
Spanish
Business arithmetic

Louisiana history and junior business training were new curricular offerings. Neither subject was included in the course of study for the public high schools of New

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Orleans published in 1928. They were, however, included in the State course of study published in 1933. It is reasonable to assume, therefore, that these courses were State approved when they were introduced into the high schools of Orleans Parish in 1930.176

Introduction of vocational information. Another new addition to the high-school curriculum was vocational information. The exact date of its introduction is difficult to determine. It was not included in the course of study published in 1928. Moreover, the minutes of the Board contain no entry authorizing its inclusion in the curriculum. In fact, the first reference to this subject which the writer found was in the form of a circular issued on October 13, 1932. In that circular, Assistant Superintendent Hynes advised the high-school principals that pupils who satisfactorily completed the classwork in vocational information that term would be given a credit of one point and that pupils would, therefore, be required to complete assignments outside of class.177


Special authorization to add vocational information to the curriculum of the high schools of Orleans Parish was probably obtained from the Louisiana State Board of Education, inasmuch as the subject was not included among the approved high-school offerings listed in the State Department's bulletin of 1933, which catalogued State-approved high-school curricula. 178

Introduction of journalism. Yet another new addition to the high-school curriculum came with the introduction of journalism as an elective. As in the case of vocational information, Board minutes fail to reveal when formal action was taken to approve the teaching of a course in journalism in the high schools. Like vocational information, it was not included in the high-school course of study published in 1928. However, according to Amy H. Hinrichs, retired New Orleans school principal, an elective course in journalism was offered for the first time in the public high schools of New Orleans in the fall of 1929 at the Henry W. Allen High School of Commerce for Girls. 179

178 Courses of Study for Louisiana High Schools, loc. cit.

As in the case of vocational information, journalism also fails to appear in the approved list of course offerings delineated in the State Department of Education of Louisiana's Bulletin No. 259, issued in 1933.  

Lessons in library science. Part of the freshman high-school program, too, was a series of twelve lessons in the use of the library. In October, 1932, Hynes reminded the high-school principals that these lessons were required in high schools accredited by the Association of Colleges and Secondary Schools of the Southern States. The lessons were to be given by the librarian.

Discussions of values of subjects. In the early 1930's, each high-school instructor was required to devote one or more periods at the beginning of each term to discussing with his pupils the value of his subject, its aims, its past contributions, its present status, its importance to the individual and the nation, and the extent to which it contributed to the realization of the "Cardinal Principles of Secondary Education."  

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180 Courses of Study for Louisiana High Schools, loc. cit.
Moreover, teachers were requested to instruct their classes at the beginning of each term in the proper method of studying the subjects they taught. This was believed necessary because it was felt that so few pupils knew how to study effectively.\textsuperscript{183}

**Course of study coverage.** High-school teachers were expected to complete with their classes the material outlined in the course of study. Any teacher who failed to cover entirely the course assignment was required to explain in writing to Hynes the reason for his failure to do so.\textsuperscript{184}

**Changes in grading system.** By action of the Board in July, 1926, the rules were amended so that numerical grades were recorded on report cards sent to the parents of high-school and Normal-school pupils. Prior to this time, the letters E, G, S, U, and F had been used. The practice of using numerical grades on pupils' report cards has continued until the present time.\textsuperscript{185}

**The vocational guidance movement.** When it was

\begin{itemize}
\item \textsuperscript{183}Ibid.
\item \textsuperscript{184}Circular No. 1298 (New Orleans: Orleans Parish Public Schools, February 14, 1931), p. 1.
\item \textsuperscript{185}"Minutes," Vol. XXV, op. cit., p. 119.
\end{itemize}
created by Gwinn in 1921, the primary function of the Vocational Guidance Department was "an inquiry into eliminations from our High Schools, and an endeavor to attract into these schools a large number of pupils eliminated from the eighth grade."\(^{186}\)

In 1924, a committee appointed by Bauer to formulate a "practical, workable plan" for vocational guidance recommended broadening the scope of the Department's work. The committee urged the formulation of a plan which would result in a better understanding of the problems of the individual child, "do something to retrieve the tremendous losses from[the]schools," and provide academic and vocational guidance for the pupils.\(^{187}\)

**Assignment of counselors.** In time, counselors were assigned to the academic high schools. Easton was the first high school in Orleans Parish to have a full-time counselor. In the girls' high schools, two teachers were assigned part-time counselling duties. In September, 1928, Bauer advised Cooley that the Board had approved her recommendation to assign a counselor to full-time duty between the Wright and McDonogh High Schools in lieu of

\(^{186}\)Letter from Cooley to Rosa Hardy, principal, Blytheville High School, Blytheville, Arkansas, June 27, 1923.

\(^{187}\)Memorandum from Cooley to Bauer, June 27, 1924.
using teachers on a part-time basis.188

Two years later, in 1930, Bauer notified Cooley that an additional counselor was to be named so that each of the three academic high schools would have a full-time counselor. Moreover, two more counselors were to be assigned to work with the first-year high-school pupils and pupils in the high schools of commerce.189

Preparation of vocational guidance monographs. To assist in the program of vocational guidance, Cooley petitioned the Board for a sum of money to defray the cost of the printing of a series of studies on the trades and occupations of the New Orleans area. The Board was favorably disposed to Cooley's petition, and in December, 1927, voted to appropriate an annual sum of five hundred dollars for the printing of The New Orleans Vocational Information Series. The series, extending from 1926 to 1932, contained sixteen booklets prepared by teachers and by civic workers interested in guidance.190

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188 Letter from Bauer to Cooley, September 11, 1928.
189 Letter from Bauer to Cooley, August 13, 1930.
The Elementary-School Program

While innovations were being made in the secondary-school program during the 1923-1933 period, the elementary schools, too, were experiencing curriculum revision and expansion. Indeed, this ten-year period was fraught with activity curriculum-wise at the elementary-school level.

The new course of study. One of Bauer's first major undertakings was the writing of a new course of study for the elementary schools. On January 11, 1924, Bauer advised the Board that the Department of Superintendence was "busily engaged in constructive planning for the writing of a course of study, modern in every respect . . . ."\(^{191}\)

On February 8, 1924, Bauer presented to the Board his plan for the writing of the proposed course of study. The Board approved Bauer's recommendation which follows:

That an advisory council of principals, teachers, and heads of departments be appointed to collaborate with the Assistant and District Superintendents and the Superintendent in the formulation of a modern course of study; that the members of this Advisory Council serve without pay; that an appropriation not to exceed four hundred dollars ($400) be made for purchase of approved courses of study and such other reference materials as may be needed by the Advisory Council . . . .\(^{192}\)

The advisory council was composed of the following fifteen committees: reading, English, literature, hygiene,


\(^{192}\)Ibid., p. 404.
spelling, mathematics, geography, history, civics, drawing, music, physical education, penmanship, nature study, and tests and measurements. Each committee was chaired by a principal except the committees for drawing, music, and physical education, which were headed by the directors in charge of these particular subjects. On each committee except the one for tests and measurements there was a teacher representative for each grade level from kindergarten through eighth. Membership on these committees also included teachers from the Normal School, supervisors, and high-school teachers. The Committee on Tests and Measurements was comprised of the forty-nine elementary principals who were not serving on the other committees and a member of the Normal School faculty. 193

Published in 1927, the course of study merited the plaudits of Teachers College, Columbia University. At the March 8, 1929, meeting of the Board, Bauer read to the Board a communication from Teachers College stating that in an evaluation of thirty thousand courses of study on file in the Bureau of Curriculum Research, the New Orleans course of study was judged to be outstanding. Bauer stated he believed this "reflected such a splendid tribute on the teachers of the Public School System of New Orleans who

193Ibid., pp. 405-9.
formulated the course of study. 194

Health project. Concerned for the health of the pupils in the New Orleans public schools, Bauer, early in his superintendency, sought to coordinate the work of the Department of Physical Education, the Department of Hygiene and Child Welfare, and the classroom teacher of hygiene to the end that "particular attention [would] be given to the health of our pupils in order to bring about the upbuilding of strong, vigorous, healthy individuals." 195

To achieve his objective, Bauer received Board approval in September, 1926, to experiment with a program whereby, in a number of elementary schools, teachers were named whose duty was to work with the principal, the Director of Physical Education, and the Director of Hygiene and Child Welfare "to conserve the health of the pupils." These teachers were required to single out the weak, the puny, the undernourished, and the anemic, and to attempt "by giving proper attention to diet, to exercise, to sleep and to observance of rules of health to build up strong and vigorous bodies as well as to preserve the good health of the normal children." 196

196 Ibid., p. 141.
To give further impetus to his emphasis on the promotion of good health, Bauer prevailed upon the Board to make additional health services available. In the summer of 1926, for example, a nurse was retained on duty during the vacation months because, Bauer said, much remedial work of a physical nature could be done for certain pupils in Algiers. Moreover, a dental clinic was organized with one dentist on duty three hours each day.\footnote{197}

**Health and safety course of study.** The next step in Bauer's crusade for the improvement and/or conservation of pupils' health was the preparation of a course of study for health and safety. This project was launched in November, 1929, when all elementary principals and teachers were notified that they were required to attend a meeting "for the purpose of formulating a program of health teaching in which every teacher in the elementary schools is a health teacher."\footnote{198}

At the next meeting of the elementary principals and teachers, each school was required to present a detailed written report of the health problems of the school and the methods employed in their solution. The

\footnote{197}{"Minutes," Vol. XXV, \textit{op. cit.}, pp. 118, 287.}

\footnote{198}{Circular No. 1017 (New Orleans: Orleans Parish Public Schools, November 18, 1929), p. 1.}
report was to detail the health activities of each school in these areas: cooperation with the Division of Medical Inspection, cooperation with the Division of Physical Education, formulation of health habits, provision for correct environment, current topics in health education, and checking results.  

Published in 1930, the course of study was the work of six principals, Josephine Thomas, Gertrude Ellis, Josephine Hildebrandt, Loretta Doerr, Henrietta Keitz, and Edwin W. Eley. Each of these persons received $250.00 for his or her efforts in providing the schools with a "first-class course in Hygiene and Safety . . . ."  

When the new course of study in hygiene and safety was distributed to the schools, principals were instructed as follows:

1. Place a copy of this Course of Study in the hands of each classroom teacher with instructions to study the parts referring to her grade, and stress the application of the health course as a major activity for this year.

2. Arrange for group meetings of your teachers, preferably by grades, to discuss ways and means of adjusting the Course of Study in Health to the problems of your school.

3. In your supervision of classroom instruction, emphasize that the health work is a definite part

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of our curriculum and ascertain if each teacher is doing her part in applying this Course of Study.

4. Have each departmental instructor teach her own class in health, (formerly called hygiene). Do not departmentalize this subject giving it all to one or two teachers. To do this would destroy our plan of every teacher being a health teacher.201

Safety activities. Along with classroom instruction in safety, opportunities were provided for pupils to participate actively in the promotion of safety. As early as 1924, traffic squads were organized among the older pupils of some of the schools. "With the rapid increase of danger to school children due to growth of vehicular traffic [and the] increase of paved streets," the Junior Traffic Patrol was organized during the 1926-1927 session. The purpose of the Junior Traffic Patrol was to assist the police department in reducing the number of automobile accidents involving the school children.202

Each school also had a fire squad, composed of from six to twenty members. Among the fire squad's duties were the inspection of the attic and other parts of the school building twice a day, ascertaining that no child failed to leave the building during fire drills, and manning the

202 Letter from Pfaff to Bauer, April 29, 1929.
The changeover from 8-3 to 7-4 pattern of organization. When the eighth grade was removed from the elementary school in 1929, certain changes were necessitated in the elementary-school program. Prior to the transfer of the eighth grade to the high school, the sixth, seventh, and eighth grades had been departmentalized. Subsequent to the removal of the eighth grade, the fifth grade was departmentalized so that the elementary schools continued to have three grades—the fifth, the sixth, and the seventh—departmentalized.204

Although the eighth grade was no longer included in the elementary school, the Department of Superintendence considered it the responsibility of the elementary school to continue to teach the material formerly assigned to the eighth grade. In effect, therefore, the elementary schools were doing what was heretofore the work of eight grades in seven grades. To do this, there was a reallocation of the work of the grades. In arithmetic, for example, the fifth-grade textbook was to be completed in Grade 5B, the sixth-grade textbook in Grade 5A, the seventh-grade textbook in

203 Ibid.
204 Rules and Regulations, 1930, op. cit., p. 17.
Grades 6B and 6A, and the eighth-grade textbook in Grades 7B and 7A.\(^{205}\)

During the first year of the changeover from the 8-3 to the 7-4 plan of organization, manual training and household arts were introduced into the fifth grade. At that time, however, but thirty minutes a week were allotted to these subjects. The remaining sixty minutes of the ninety minutes usually given to these subjects were devoted to nature study and gardening.\(^{206}\) The following session, the fifth graders, like the sixth and seventh graders, were allowed ninety minutes per week for manual training and household arts, while nature study was combined with geography.\(^{207}\)

By September, 1930, when the eighth grade was no longer part of the elementary school and the eighth graders were no longer housed in the elementary schools, adjustments had been made in the elementary-school program to make it conform to the demands of a seven-year elementary school. The subjects taught in each grade and the
class time


\(^{207}\)Time Allotment Minutes per Week (New Orleans: Orleans Parish Public Schools, September, 1930).
allotment per week per subject at that time are indicated by the following chart:

<table>
<thead>
<tr>
<th>New Orleans Public Schools</th>
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<tr>
<td><strong>Time Allotment Minutes Per Week</strong></td>
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<td>260</td>
<td>200</td>
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<td>200</td>
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<td>220</td>
<td>200</td>
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<td>200</td>
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<tr>
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<td>260</td>
<td>160</td>
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<td>160</td>
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<td>100</td>
<td>135</td>
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<td>160</td>
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<td>300</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>300</td>
</tr>
</tbody>
</table>

Total: 1825 1825 1825 1825 1825 1825 1825

Curriculum expansion. While new courses of study were written and adjustments were effected in the curriculum as a result of the change in organization pattern, only one new subject, vocational guidance, was added to the elementary-school curriculum during the period 1923-1933.

The introduction of vocational guidance into the elementary-school curriculum was the fruit of the efforts of Cooley. When the elementary-school course of study was

208 Ibid.
being written, she tried to obtain the cooperation of the chairmen of the geography, reading, civics, history, and English committees in her plan and recommended that one period a week in the departmental grades be allotted to vocational guidance. As the textbook for use in the program, she suggested Isaac Doughton's *Preparing for the World's Work*.\(^\text{209}\)

When this approach proved futile, Cooley attempted to interest elementary-school principals in her program by personal conversation with them. As a consequence of these discussions, four schools—Belleville, Benjamin, Gayarre, and Howard No. 1—undertook a guidance program in September, 1924. In these schools, departmental pupils were instructed in the principles of vocational guidance for twenty minutes each Friday.\(^\text{210}\) In September, 1928, classes in vocational guidance were part of the program in all elementary schools.\(^\text{211}\)

**Primary program.** Although the list of subjects taught at the primary level remained unchanged during this ten-year period, there were changes made in the methods of

\(^{209}\) Memorandum from Cooley to Bauer, June 27, 1924.


\(^{211}\) Romeo, *op. cit.*, p. 49.
teaching them.

This was the era of the popularity of the project method. According to Freeland, the project held a definite place in what was then modern school practice. Indeed, as Freeland writes, projects were "as common . . . as airplanes in coast cities." \(^{212}\)

The primary grades in the Orleans Parish public schools were attuned to the up-to-date elementary-school practices. Espoused by Bauer, the project method was introduced, with Howard No. 1 School being used as a kind of pilot school. From that school, the project method found its way into the other elementary schools. \(^{213}\) The work of the New Orleans schools with the project method attracted the attention of New York University, and some of the original charts, plans, and working materials were used during the University's 1924 summer session. \(^{214}\)

Recognizing the need for "a current events paper which would provide . . . new factual material" every week, District Superintendent Egan in 1929 urged principals


\(^{213}\)Interview with Josephine Thomas, retired principal of the John McDonogh Senior High School in New Orleans, August 22, 1961.

to make available to third- and fourth-grade pupils copies of *My Weekly Reader*, which had begun publication the previous September.215

Egan also advocated the use of the excursion "as a factor in enriching experiences through first hand contact and as an aid in interpreting new experiences." She noted, in 1931, that the practice of taking field trips was growing in the kindergarten and primary grades and that teachers who used this procedure recognized the value of taking the class to the source of information when possible instead of bringing detached facts into the classroom.216

Modern trends in reading objectives also found their way into the primary grades during this period. In 1931, Egan reported that a commonly accepted philosophy in the teaching of reading was being given expression in the classroom activities and would do much to replace the traditional aims of reading with the modern objectives, which she listed as:

Rich and varied experiences through reading

Strong motives for and permanent interests in reading


Desirable attitudes and economical and effective habits and skills in reading.\textsuperscript{217}

Thus, there is evidence that, under the leadership of Egan, the program at the primary level was in accord with the prevailing educational philosophy of that era and incorporated the recommended practices.

Kindergartens. From August, 1909, until February, 1924, the hours for the kindergarten classes were from 8:55 A.M. to 12:00 M. In the afternoon, the kindergarten teachers were subject to assignment to special duties by the principals. These duties included preparing their work for the next day, assisting the principal with clerical work, helping with music instruction in other classes, and coaching children from the grades.\textsuperscript{218}

Then, in November, 1923, the Board, in an effort to economize, required kindergarten teachers to teach in two schools, effective February 1, 1924. Under this new plan, the kindergarten teacher taught a group of children in one school from 8:55 A.M. until 12:00 M. and then traveled to another school, where she taught a second group of children from 1:00 P.M. until 3:00 P.M. However, in those schools where the enrollment was sufficiently large, the


\textsuperscript{218}Zibilsky, \textit{op. cit.}, pp. 72-3, 100-1.
two sessions, morning and afternoon, were conducted in the
one school. A child was not permitted to attend both
sessions.

This arrangement continued until the Board at its
August 13, 1930, meeting abolished the half-day kinder-
garten session and instituted in its place a full-day
kindergarten program. Parents were, however, given the
privilege of withdrawing their children from the afternoon
session if they desired to do so.\(^{219}\)

Until the session 1929-1930, report cards had not
been issued to kindergarten pupils in the public schools
of Orleans Parish. The Kindergarten-Primary Study Group
of the New Orleans Public School Teachers Association in
their study submitted to the Board in 1928 had recommended
that parents or guardians of kindergarten children receive
reports. The group's recommendation was approved by the
Board, and the first kindergarten reports were issued the
following session, 1929-1930.\(^{220}\)

Music in the elementary schools. Music apprecia-
tion had a prominent role in the music program of the ele-
mental schools during this period. The importance placed
on this phase of music instruction was underscored by the
annual Music Memory Contest, which was held for the first

\(^{219}\)Ibid., p. 74. \(^{220}\)Ibid., p. 87.
time in 1918. In preparation for this contest, a list of records for each grade was prepared by Mary Conway, Director of Music. For example, in 1929, a list of fifteen records was given for the sixth grade. From this list of fifteen, ten were chosen for the contest given during National Music Week. The test was essentially a matter of identifying a work as it was played and writing the name of the composition and its composer.

Instrumental music instruction in the elementary schools was expanded with the employment of Leonard Denena in 1926 "to teach orchestral instruments and to direct the bands that are now in existence in these schools . . . ." Two years later, Conway announced to the principals that the Division of Music was now prepared to extend the visits of Denena to eight additional elementary schools.

Emphasis on spelling. Bauer's interest in spelling, which dated back to his part in the compilation of The

\[\text{References:}\]
New Orleans Public School Spelling List when he was an assistant superintendent, continued to manifest itself while he was superintendent, and he seized every opportunity to highlight the importance of spelling.

Beginning in 1926, the annual New Orleans Public School Radio Spelling Contest was presented on Radio Station WSMB. The school attended by the winner of the contest received the Herbert Homes Cup.\textsuperscript{225}

According to the rules of the 1928 contest, each school was permitted to select one representative, an 8B or 8A pupil. For the preliminary tests, each school was assigned to one of six groups comprising nine or ten schools. Words used in the preliminary tests were taken from The New Orleans Public School Spelling List. For the semi-final tests, the words were taken from The New Orleans Public School Spelling List and the first four chapters of the eighth-grade history textbook. The finals, held in the WSMB studios, were written and oral tests. A written mistake eliminated the contestant at once.\textsuperscript{226}

In 1930, the Department of Superintendence authorized the schools to enter another spelling contest, the


First Annual Competition of The Times-Picayune Spelling Bee. Each school was permitted to select its own champion. In April of 1930 representatives of the sixty public schools came together in written competition for the right to compete with the Jefferson Parish and St. Bernard Parish entrants.  

The Orleans Parish public schools also took part each year in the annual spelling test sponsored by the Louisiana State Department of Education. Students receiving perfect scores on this test were awarded certificates by the State Department of Education. To earn a certificate, pupils in Grades 2B through 3A were required to spell fifty words correctly, while pupils in Grades 4B through 8A were required to spell one hundred words correctly. All words were taken from The New Orleans Public School Spelling List.  

The New Orleans Public School Spelling List, first compiled in 1916, continued to serve as the official spelling textbook for pupils in the public elementary schools of Orleans Parish. It was revised in 1925 and again in 1930. The last revision included assigned lists of words to be

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taught in Grades 2B through 7A, the 8B and 8A grade lists having been eliminated as a result of the transfer of these grades to the high school. 229

Testing programs. The first mention of a formal testing program in the public elementary schools is found in the minutes of the July 9, 1926, meeting of the Board. At that time the Board appropriated $250.00 for the purchase of intelligence tests and achievement tests in arithmetic, English, spelling, geography, history, and reading. The testing was to be done to assist the Department of Superintendence in making a "comprehensive test of the capabilities of students that enter the High Schools as to their preparation to undertake High School work." 230

In the fall of 1928, the Director of Vocational Guidance recommended the establishment of a new section, the Department of Testing, to be added to her department for the purpose of conducting a testing program in the elementary schools so that the elementary schools might better assist pupils in planning their high-school programs. The recommendation was approved, and Evelyn Ford was put in charge of the new department. During the session 1928-

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1929, she administered the Otis Self-Administering Test of Mental Ability to sixth-, seventh-, and eighth-grade pupils in twenty-six elementary schools.\footnote{Romeo, \textit{op. cit.}, p. 56.}

Beginning in 1929, pupils in the departmental grades were given each year tests prepared by the central office. Commenting on the value of such tests, District Superintendent Pfaff reported that the "general belief among teachers is that tests coming from the Office act as stimuli to better preparation, and likewise give teachers an opportunity of studying their pupils from another point of view."\footnote{Circular No. 946 (New Orleans: Orleans Parish Public Schools, May 22, 1929), p. 3; and Circular No. 961 (New Orleans: Orleans Parish Public Schools, June 5, 1929), p. 1.}

**Program of State approval of elementary schools.**

As a result of a resolution passed at the annual State conference of supervisors, the State Board of Education adopted on September 13, 1928, a program for State approval of elementary schools. To merit approval, an elementary school was required to meet certain standards with regard to the course of study, the length of the term, qualifications of teachers, teaching load, buildings and grounds,
and equipment.\textsuperscript{233}

The public elementary schools of Orleans Parish participated in this program of State approval, and each school was required to complete the requisite forms and to submit them to the Department of Superintendence for transmittal to the State Department of Education.\textsuperscript{234}

Special education. The program of special-education classes, begun by Bauer's predecessors, continued to flourish under his administration, and services for atypical youth were expanded.

Indeed, Bauer's first recommendation upon assuming the superintendency was that the Board act favorably on the request of the Medical Committee of the Board of Administrators of Charity Hospital that provision be made for the instruction of children in the Milliken Memorial Hospital, a part of the Charity Hospital complex. The Board approved Bauer's recommendation, and a kindergarten teacher was assigned daily to Milliken Hospital between the hours of one o'clock and three o'clock "to offer instruction to those deprived of the advantages of school."\textsuperscript{235}

\begin{footnotesize}
\begin{enumerate}
\item Circular No. 1318 \textit{(New Orleans: Orleans Parish Public Schools, March 10, 1931)}, pp. 1-3.
\item "Minutes," Vol. XXV, \textit{op. cit.}, p. 310.
\end{enumerate}
\end{footnotesize}
Also within the first month of Bauer's tenure, the formation of a class for blind children was authorized. The class was for teachable blind children, and non-teachable blind children were not considered eligible for admission to the class.\textsuperscript{236}

In 1924, the work of the Waifs' Homes for white and Negro boys was reorganized. The "grade work" was discontinued. In its place, emphasis was put on agricultural and vocational work with correlation in English, arithmetic, spelling, reading, writing, and drawing.\textsuperscript{237}

In the same year, a class was organized to afford opportunity for instruction in reading, writing, and arithmetic to boys employed in occupations. The class was located in the heart of the business section of the city and was operated during the usual school hours by one teacher. Part of the operational cost of the class was obtained from the Smith-Hughes Fund.\textsuperscript{238}

The sight-saving program was expanded with the opening of a class in Algiers in 1926. The same session saw the establishment in the Gayarre School of the first class for crippled children.\textsuperscript{239}

\begin{itemize}
\item \textsuperscript{236}Ibid., pp. 320-1.
\item \textsuperscript{237}Ibid., p. 485.
\item \textsuperscript{238}Ibid., p. 529.
\item \textsuperscript{239}"Minutes," Vol. XXVI, op. cit., p. 141.
\end{itemize}
The problem of retardation in the schools, which had been a source of concern to Easton and to Gwinn, was likewise a matter of concern to Bauer. In an effort to "decrease the wasteful repetition of classroom work by backward children," Bauer received Board approval in 1927 to put into effect in five schools a plan by which "particularly well-equipped teachers" were assigned "to give remedial instruction to groups of children who have difficulty in doing the regular daily work . . . ." Almost immediately these classes were organized in the Semmes, Crossman, McDonogh No. 9, McDonogh No. 31, and Wilson Schools.  

The number of these "ungraded classes" was increased in 1930 when additional classes were organized in the Kruttschnitt, McDonogh No. 31, St. Philip, Behrman, and Wilson Schools. In the same year, a new sight-saving class was opened in the Lafayette School.

Since Board minutes fail to reveal any expansion of special-education services between 1930 and 1933, it may be assumed that the onset of financial problems resulting from the Great Depression forced the suspension of further elaboration of the program.

240 Ibid., pp. 286, 303-5.

The New Orleans Normal School

From 1923 to 1926, the New Orleans Normal School offered two curricula. The Kindergarten-Primary Course offered training to prepare students to teach in the kindergarten, first, and second grades. Graduates of the Elementary Course were trained to teach in the third, fourth, and fifth grades. While the dual curricula offered some advantages, difficulty was experienced in assigning graduates to positions in accordance with their training. Hence, after 1926, there was a consolidation of courses, and all graduates of the school were prepared to teach in the kindergarten and in the first, second, third, and fourth grades.\(^{242}\)

Course of study. The course of study, which was followed by all students of the New Orleans Normal School, after the unification of programs in 1926, was as follows:

# NEW ORLEANS NORMAL SCHOOL (1929)

## Course of Study

### FIRST YEAR

#### First Trimester

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<td>Introduction to Teaching</td>
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<tr>
<td>Art</td>
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#### Second Trimester

<table>
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<tr>
<th>Subject</th>
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<tr>
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<tr>
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<td>Story</td>
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<td>Nature Study</td>
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#### Third Trimester

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<th>Subject</th>
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<tr>
<td>Education</td>
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## SECOND YEAR

### First Trimester

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<td>(Spelling)</td>
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<td>(Games)</td>
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**Total:** 23

### Second Trimester

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<td>(Ed. Meas'ts)</td>
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<td>K'g'n Curr'l'm.</td>
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<td>Play Materials</td>
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<td>(Phys. Ed.)</td>
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<td>Plays and Games</td>
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<td>Sociology</td>
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<td>Arithmetic</td>
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<td>Geography</td>
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**Total:** 23

### Third Trimester

<table>
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<tr>
<td>Practice Teaching</td>
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<tr>
<td>Criticism and Observation</td>
<td>6</td>
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</tbody>
</table>

**Total:** 23

Teach six weeks in Primary Grades and six weeks in Intermediate Grades.

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In-service program for high-school teachers.

Although it was necessary to have a college degree to teach in the high schools, many of the new high-school appointees, while possessing a college degree, had had no normal-school training and were "failing to meet the requirements for successful teaching." The Normal School faculty, at the request of the Department of Superintendence, began about 1923 to give lectures and courses in the principles of teaching to these newly appointed teachers.

However, by 1928, there was a number of elementary teachers who were attending the universities and earning degrees to qualify themselves for high-school positions. There were, therefore, few openings in the schools for college graduates who were not also Normal School graduates, as preference in assignments was given to Normal School graduates. 244

Advanced standing plan. To obtain a place on the list of eligibles for teaching positions in the elementary schools one had to be a Normal School graduate. Consequently, college graduates began to apply for entrance to the Normal School. Applicants who had a degree from a recognized college were admitted to advanced standing and required to attend the Normal School for one year instead

244 Lacarse, op. cit., pp. 62-3.
of two. These students were further required to earn an average of 80 per cent in the subjects pursued in the Normal School before being permitted to do practice teaching.\textsuperscript{245}

The plan of admitting students to advanced standing in the Normal School also applied to the following categories of personnel seeking a place on the eligible list:

1. Graduates of the Normal School who had resigned from teaching before completing their probationary period. Such persons had to return to the Normal School for one year and take such subjects as the principal designated. In computing the final average, the new grades earned in the subjects reviewed were used along with the old averages of the subjects not reviewed.

2. Any applicant holding not only a diploma from a two-year normal school but also a record of three years' successful teaching experience. Such persons were given credit for one year's work in the Normal School. In these cases, the final averages were determined on the basis of the year's work done in the Normal School.\textsuperscript{246}

\textsuperscript{245}Ibid., p. 64.

\textsuperscript{246}"Minutes," Vol. XXVII, \textit{op. cit.}, pp. 94-5.
In brief, a minimum of one year's attendance in the Normal School was required of anyone desiring a place on the eligible list.

**Addition of course in vocational guidance.** During the 1933-1934 session, a course in vocational guidance was added to the Normal School curriculum upon the recommendation of the Director of Vocational Guidance. The course was not intended to be a technical one aimed at the preparation of prospective counselors. Instead, its purpose was to give to the future teachers some of the "essential information which should be a part of the training of all teachers."247

**Nicholls Trade School.** Several changes were made during this ten-year period in the curriculum of the Nicholls Trade School. In 1926, the following courses were added: nurses' preparatory course, cosmetic therapy, and a bookbinding course for library work. In 1928, the length of the commercial art course was set at two years for high-school graduates and three years for those pupils who were not graduates of a high school.248

The class in the Nicholls School for the training

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of home economics teachers was discontinued in 1931, and this phase of the program was transferred to the Wright High School.  

**Adult education.** Concerned about Louisiana's percentage of illiterates in the adult population as revealed by the 1920 census, the State Board of Education in February, 1929, undertook to organize classes for "all adult illiterates who were willing to enroll for instruction." The purposes of these classes were two-fold: (1) to help the individuals to become more useful citizens, and (2) to enable Louisiana to make a more favorable showing in the 1930 census.

The Orleans Parish School Board endorsed the campaign to wipe out illiteracy in the State and authorized Bauer to cooperate to the fullest with the State Department and to place the facilities of the local public school system at the disposal of State Superintendent Harris. Classes for illiterates accordingly were organized in Orleans Parish almost immediately.

In the fall of 1929, the Board appropriated six

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hundred dollars for the inauguration of homemaking classes for adults in the evening schools. This amount represented one half the cost of these courses as planned by the State Department of Education. The other one half of the cost was paid from the Smith-Hughes Fund.

Textbooks

The Orleans Parish Schools for some years had had a program of providing textbooks for elementary-school pupils. It was not until 1925, however, that any provisions were made for furnishing textbooks to high-school pupils. In that year, the Board approved a policy of supplying textbooks for high-school pupils financially unable to purchase them.

The Free Textbook Law. The matter of supplying textbooks for all pupils was resolved with the passage by the Legislature in July, 1928, of the Free Textbook Law. Under the provisions of this Law, the Severance Tax Fund of the State, as levied by Act No. 140 of 1922, was amended to provide for the purchase of "school books for school children free of cost to such children out of said tax fund," the remaining sums out of the Fund to be applied to the

252Ibid., p. 541.  
253Ibid., p. 53.
State public school funds. 254

On August 30, 1928, Bauer notified the principals that he had received authorization from State Superintendent Harris to place orders for free textbooks with the publishers. Accordingly, he reported that he had sent telegraphic orders to the publishers and that these had been confirmed by letters. Bauer also advised the principals that as soon as the books were received and ready for distribution he would advise them when to call for their books at the warehouse. 255

Settlement of claim. At the time the Free Textbook Law went into effect, the Orleans Parish School Board turned over to the State Department of Education for use in the schools of New Orleans textbooks originally purchased by the Orleans Parish School Board. The local Board sought to be reimbursed for these textbooks in the amount of fifty-six thousand dollars, an amount subsequently reduced to fifty-four thousand dollars. The State Department of Education paid twelve thousand dollars on account and later offered to pay twenty-five thousand dollars to close out the original claim. This offer the local Board accepted in


Audio-Visual Aids

This period of Bauer's tenure also witnessed the beginnings of a centralized audio-visual aids department to serve the public schools of New Orleans. As late as 1927, however, there was no central depository for such materials. In fact, there was but limited equipment for audio-visual education in the individual schools. In 1927, District Superintendent Pfaff reported that nineteen of the sixty-four white elementary schools had motion picture projectors, and these had been bought by the schools. Thirty schools had "still-picture machines" of different kinds, stereopticons, Balopticons, and keystones, also purchased by the schools. Forty-eight of the schools owned from one to thirty-six stereoscopes and from thirty to twelve hundred views. Eight white schools had no visual aids equipment of any kind whatsoever.

Traveling art exhibit. The initial step in setting up a centralized audio-visual aids department may be considered to have been taken in September, 1928, when Bauer requested from the Board and was given one hundred dollars

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257Letter from Pfaff to Mr. Harrison, Harcol Film Company, New Orleans, Louisiana, September 8, 1927.
for the purchase of necessary equipment for a "traveling art appreciation course for the advancement of art education in the public schools . . . ." The equipment was housed in the office of the Director of Art. 258

**Purchase of audio-visual equipment.** More definite steps in the establishment of a department of audio-visual education came in August, 1929, when the Board authorized Bauer to purchase equipment for such a department. 259 In 1931, the Board appropriated five thousand dollars for the purchase of "silent and talking picture equipment and the rental of reels for use in the schools." A month later, the Board appropriated ten thousand dollars of the twenty-five thousand dollars received from the State in settlement of the textbook claim to equip the schools with radios. 260

**In-Service Education**

Although there was no elaborate, structured program of in-service education set up during the period under consideration, efforts were made to arrange opportunities for the professional growth of the corps.

**Lecture programs.** Made available from time to time

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to the principals and teachers were lectures of various types. For example, in 1923, the Board appropriated $125.00 for a series of lectures to be given by Dr. Stuart Grayson Noble of Tulane University. These lectures, given at the Normal School, were in the form of an extension course in the principles of secondary education.\textsuperscript{261}

In the 1929-1930 session, a series of eight lectures was given after school hours on Fridays, and all principals and teachers were urged to attend. The speakers in this series of lectures and their subjects were as follows:

<table>
<thead>
<tr>
<th>Speaker</th>
<th>Subject</th>
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<tbody>
<tr>
<td>Edgar B. Stern</td>
<td>Civic Obligations</td>
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<tr>
<td>Dr. John H. Musser</td>
<td>Health</td>
</tr>
<tr>
<td>Dr. Frank O. Kreager L. S. U.</td>
<td>Vocational Effectiveness</td>
</tr>
<tr>
<td>Dr. Louis Binstock Rabbi, Temple Sinai</td>
<td>Worthy Home Membership</td>
</tr>
<tr>
<td>Father William Ruggeri Loyola University</td>
<td>Education in Relation to Professional Life</td>
</tr>
<tr>
<td>Dr. John M. Fletcher Tulane University</td>
<td>Tools and Techniques of Learning</td>
</tr>
<tr>
<td>Father Joseph Butt Loyola University</td>
<td>Orientation Towards Commercial Subjects</td>
</tr>
</tbody>
</table>

Occasionally, special groups within the corps were invited to hear a speaker on a subject of more limited interest. For instance, in December, 1929, principals and teachers of the commercial and academic high schools were invited to hear an address by Clay Slinker, Director of Business Education in the Des Moines Public Schools.\footnote{Circular No. 1018 (New Orleans: Orleans Parish Public Schools, November 26, 1929), p. 1.}

**Teachers' institute.** The opening of the 1930-1931 school session was preceded by another form of in-service education. In this instance, all members of the teaching corps were expected to attend a teachers' institute during the week prior to the beginning of the new school year.\footnote{Ibid., p. 2.}

**Supervisors' meetings.** From time to time individual members of the central office staff planned single meetings as well as series of meetings to assist teachers in improving their teaching skills. For example, the Director of Physical Education for several years conducted classes for teachers at night in the Behrman Gymnasium. The program

\footnote{Circular No. 1163 (New Orleans: Orleans Parish Public Schools, June 10, 1930), p. 1.}
included the "teaching of games, exercises, swimming, and reducing exercises." 265

Similarly, the Director of Art announced, in 1929, a series of meetings for the purpose of assisting teachers with various phases of the art program. During that session, she proposed working with teachers on color, modeling, developing appreciation, gesso, and tie dyeing. 266

Another type of in-service meeting sponsored by central office personnel was the exhibit. For instance, in 1929, District Superintendent Egan notified kindergarten and primary teachers that:

... the exhibit of geography material will be held during the latter part of April. There have been nine schools chosen as centers in which the exhibits will be placed.

All meetings will begin about 3:30 P.M. and there will be demonstration work in geography conducted by pupils at all exhibit centers. Each school is invited to have one class of pupils conduct an activity in geography at the center in which the school exhibit is placed.

The purpose of the exhibit is to exchange ideas that will be helpful in improving geography instruction in the primary grades. 267

Meetings of particular groups of teachers were

sometimes called to discuss problems. Accordingly, District Superintendent Pfaff announced a meeting of sixth-, seventh-, and eighth-grade teachers of arithmetic to be held on March 15, 1929. Matters to be discussed at that meeting included homework, seatwork, "what shall we do with papers?," and arithmetic tests.268

VII. OTHER ACTIVITIES IN THE PERIOD 1923-1933

The period 1923-1933 also witnessed a number of activities of a diverse nature carried on within the school system. Several of the activities were designed to highlight the work of the public schools of Orleans Parish and thus create a favorable image of the schools. Opportunities to accent the role of the schools as a contributing and cooperating agency in the total life of the community were not overlooked. Other activities included the inauguration of a program of awards to encourage regularity of attendance and the revision of the rules and regulations of the Board.

Public Relations

Bauer sought constantly to gain public support for the schools by using a variety of media to advertise the

schools, their program, and their achievements.\footnote{269}{Statement by Josephine Thomas, personal interview.}

The use of radio. Radio broadcasting was still in its infancy when Bauer recognized its potential as a public relations medium for the schools. In cooperation with Radio Station WSMB in New Orleans, the New Orleans Public School of the Air was inaugurated February 1, 1926. It was thought that "if short, instructive addresses, dealing with the routine of school work, were broadcasted, interest might be aroused in some who otherwise would be indifferent."\footnote{270}{The New Orleans Public School of the Air (New Orleans: Orleans Parish School Board, 1926), p. 2.}

The series of broadcasts consisted of six-minute addresses by the president of the Board, members of the administrative staff, and teachers. Representative topics presented on the Public School of the Air included:

"A Peep into the Past"
"Table Ills and How to Cure Them"
"The Meat of Arithmetic"
"The Demons in Spelling"
"The American Constitution"\footnote{271}{Ibid., p. 2 et passim.}

The Public School of the Air was in session each...
Monday, Wednesday, Thursday, and Saturday evenings at 8:30 P.M. from February 1 to May 19, 1926. Bauer reported that the favorable response from hundreds of listeners justified a continuance of the series the following school session.  

In 1928, Bauer planned to make further use of radio in the form of broadcasting lessons presented by "expert teachers." He was forced to abandon these plans inasmuch as "only little more than fifty per cent of the schools [found] it possible . . . to secure radio receiving sets."  

Observance of American Education Week. Bauer also recognized the value of proper observance of American Education Week as an opportunity to focus the attention of the public on the work of the schools. For example, in directing the principals to plan appropriate exercises during American Education Week in 1930, Bauer stated that the purpose of the exercises was "to attract patrons to the schools." In the same communication, he urged principals to plan night programs which in the past had been "fruitful of excellent results" and which had elicited favorable 

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272Ibid., p. 2.  
Contests and exhibits. Bauer saw participation in contests as another vehicle for bringing the schools to the attention of the community. Numerous circulars issued over Bauer's signature are extant in which Bauer indicated his desire that schools enter various contests. For instance, in announcing the National Safety Contest in 1936, Bauer wrote: "I trust that all schools that have not already entered the contest will make plans immediately for submitting entries." 275

That schools were expected to enter contests may be gleaned from a circular issued by Bauer in which he expressed his disappointment at a reported lack of interest on the part of the schools in a contest [the National Flower Appreciation Contest] and suggested strongly that schools consider participating in the contest. 276

Exhibits of pupils' work in certain areas of the curriculum were annual events. Usually the exhibits, which were scheduled in May, were designed to acquaint the

public with pupil achievement in music, manual training, gardening, art, and domestic art. 277

Shortly after the administration offices were moved to new quarters on Carondelet Street, a committee was formed to set up an exhibit room on the ground floor of the building. It was the committee's purpose to make the exhibit "attractive, representative, serviceable, and inspiring." The committee hoped "to solicit and to increase the interest of the public in the display by making a complete change of exhibit work at frequent but at irregular intervals." The committee's hopes were realized, for the committee reported that in April, 1931, 167 men, 114 women, 136 boys, and ninety-six girls visited the exhibit during the month. 278

Journalistic activities. Aware of the value of the school paper as a public relations medium, Bauer urged the publication of school papers and their maintenance of high standards. In April, 1931, he wrote to the principals of schools which published school papers as follows:

The New Orleans Public School System is splendidly represented by many first-class school papers and I am


anxious to have all of them secure high ratings by the Columbia Scholastic Press Association. I suggest that the matter of a diagnosis of your school paper furnish the topic for discussion at a meeting of your editorial staff.279

Having as one of its objectives the encouraging of schools to publish papers, the New Orleans School Press Association was formed in April, 1931. By December of the same year, the Association was able to report that four school publications—The Spotlight of McDonogh No. 9, The Lafayette News, The McDonogh 10 Post, and the Howard Hits of Howard No. 1—had made their debut within the first three months of the 1931-1932 school session.280

Participation in Community Projects

As was noted in Chapter II, Bauer was civic-minded and took part personally in the activities of numerous service clubs and lent his support to various community undertakings. Moreover, he sought by the participation of the schools in community projects to involve the schools in the total life of the community.

Innumerable examples of the participation of the public schools of New Orleans in community projects might


be cited. However, only three such examples will be presented in this study.

Community Chest campaigns. Annually, under the direction of Bauer, the schools wholeheartedly supported the Community Chest drive for funds. Bauer exhorted public school personnel to contribute generously to the campaign. School children were asked to make contributions "from their own earnings." Secondary-school pupils marched in the Community Chest Parade. Pupils prepared posters to be displayed in the windows of business establishments. In the schools, various types of contests were conducted to stimulate interest in the work of the Community Chest. The schools were expected to "be willing to outdo [themselves] in energy, zeal, and devotion to the cause." 281

Activities concerned with the Great Depression. The Great Depression provided opportunities for the schools to play a role in projects designed to alleviate the distress which attended this period. Early in 1931, Bauer requested teachers and principals to volunteer for service in the

registration of the unemployed who wanted work. The registration was held in the schools, and principals were asked to have one or more members of their faculties on duty during the hours of registration to render this "bit of service . . . to help suffering humanity . . . ."282

A short time later, Bauer appealed to the schools for their cooperation with the Citizens' Welfare Committee, which was collecting old clothing and shoes to relieve the suffering of the needy. Consequently, pupils were asked to bring any old clothing or shoes to school, where it would be collected by representatives of the Committee.283

**Awards for Perfect Attendance**

Prior to the opening of the 1926-1929 school session, the Board established a program intended to reward pupils who during a school year were neither absent nor tardy. The award was in the form of a certificate designated the Lindbergh Certificate. In setting up the award, the Board stated that the certificate would have a picture of Colonel Lindbergh and would bear an inscription to the effect that, just as Lindbergh set for himself a worthy task and accomplished it, so the Orleans Parish School


Board wished to encourage pupils to set for themselves the goal of perfect attendance and intended to reward those who achieved this goal with the presentation of the certificate.284

Contest for certificate design. To design the Lindbergh Certificate, a contest was conducted among pupils in the sixth through eleventh grades. The announcement of the contest stated that the "design should be in keeping with the simplicity of Lindbergh's character and the greatness of his achievement." For reasons not explained, the text of the certificate did not include the inscription which the Board had directed when it approved the awarding of the certificate. Two hundred pupils representing thirty schools participated in the contest.285

Changes in bases for awarding the certificate. Although the original basis for the awarding of the Lindbergh Certificate was to be perfect attendance for a school year, a change was made in the criterion for earning the certificate. Before the program was put into effect, it was announced that the certificate would be awarded on

the basis of perfect attendance for a term instead of for a session. 286

Another change was made in the matter of eligibility for the Lindbergh Certificate. After the program had been in effect for one session, by Board action teachers and other employees of the Board who had a perfect record of attendance were made eligible to receive the Lindbergh Certificate. 287

Changes in Rules and Regulations

Several noteworthy changes in the rules and regulations governing the schools were proposed and adopted during the latter part of the period with which this chapter deals.

**Longer school year.** In June, 1929, the rules and regulations were amended to require the schools to be in operation for thirty-nine consecutive weeks instead of thirty-eight weeks as theretofore. 288

**Longer school day.** In August, 1930, Bauer recommended that the school day be lengthened. Bauer recommended this be done by changing the time of assembly for

288 Ibid., p. 503.
kindergarten and elementary pupils from 8:55 to 8:45, by reducing the noon recess from sixty to forty-five minutes, and by extending the afternoon session from 3:00 to 3:30.

The Board approved Bauer's recommendation. However, the action was protested by the New Orleans Council of Parent-Teacher Associations and other groups. Heeding these protests, the Board voted at its September, 1930, meeting to defer putting into effect the longer school day and to operate the schools in the 1930-1931 session on the same schedule which had been followed in previous years.

Disciplinary measures. One major change that was proposed, adopted, and included in the revised rules and regulations of the Board printed in 1930 prohibited the assignment of "written work of any kind to be done in school or at home as a disciplinary measure." The 1930 edition of the Board's rules and regulations also directed that children were not to be sent from the classroom or to the principal's office as a disciplinary measure except at the request of the principal.

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290 Ibid., pp. 50-1, 53.
291 Ibid., p. 46.
For ten years, from 1923 to 1933, the public school system in New Orleans had moved almost unremittingly from crisis to crisis, and had been taunted by a steady procession of problems of various kinds while striving to improve the program in the schools. Moreover, the end of this decade found the school system struggling to find ways to continue operating with drastically curtailed financial resources. But with the nation entrenched in the mire of the greatest depression in its history, the immediate future offered little hope for easier times for the Board and the public schools of Orleans Parish.
CHAPTER IV

DEVELOPMENTS DURING THE PERIOD 1933-1941

The last eight and one-half years of Bauer's tenure as superintendent of the Orleans Parish public schools began in the depths of the Great Depression and culminated in the early days of America's participation in World War II. It was inevitable that, while some of the old problems, principally financial ones, continued to plague the school system, new problems should present themselves. This period was not, however, without its brighter spots, notably in the areas of administrative reorganization and curriculum development. This period was highlighted by the meeting of the Department of Superintendence of the National Education Association in New Orleans in 1937, and was climaxed by the observance of the centennial of the public school system in New Orleans.

I. PUPIL POPULATION

One problem of the first decade of Bauer's superintendency that did not carry over into the concluding years of his tenure was that posed by a rapid growth in pupil population. Actually, there was a decrease in over-all average daily attendance during the period 1933-1941.
This condition was in accord with nation-wide population trends during the period. In fact, as Edwards and Richey point out, by the beginning of World War II "a declining birth rate had come to characterize all the great industrial nations of the world." In the United States, Edwards and Richey report, the number of births per one thousand white women of child-bearing age dropped from 278 in 1800 to seventy-eight by 1940. According to the Census of 1940, the net reproduction rate for the total population of the United States fell during the preceding decade from 1.11 to .96. In the cities of America, fertility had dropped in 1940 "to the point where only about three fourths enough children were being born to maintain the population at the existing level." \(^1\)

At the end of the 1932-1933 session, the average daily attendance in all public schools in Orleans Parish was 62,720. The following session, 1933-1934, the total average daily attendance was 65,469. In 1934-1935, the total average daily attendance was 67,120, the largest number of pupils in average daily attendance in the history of the public schools of Orleans Parish up to that time. Starting in 1934-1935, with the exception of 1940-1941, there was a

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continuing decline in total average daily attendance until 1941-1942 when the total average daily attendance was 59,964.5, the lowest since 1930-1931. Thus between the sessions 1933-1934 and 1941-1942, the public schools of Orleans Parish sustained a loss of 8.4 per cent in over-all average daily attendance.²

Elementary Schools

Throughout America the decline in the number of children of elementary-school age during the 1930's inevitably resulted in a declining elementary-school enrollment.³ This trend was reflected in the average daily attendance in the public elementary schools of New Orleans. In 1933-1934, average daily attendance in the elementary schools was 48,357.5. In 1941-1942, the number of pupils in average daily attendance in the elementary schools had dropped to 37,013, a loss of 23.4 per cent.

White elementary schools. It was in the white


³Edwards and Richey, op. cit., p. 653.
elementary schools that the greatest loss in average daily attendance was recorded during the period under discussion. The session 1933-1934 found 31,922.5 pupils in average daily attendance in the white public elementary schools of Orleans Parish. This was the largest number of white elementary school pupils in average daily attendance in the public elementary schools in New Orleans during Bauer's regime. After the 1933-1934 session, the average daily attendance in the white public elementary schools dropped each year, as is indicated by Table VII. Hence, in the last session of Bauer's tenure, the average daily attendance in the white elementary schools was 20,965. This decline in average daily attendance in the white public elementary schools between sessions 1933-1934 and 1941-1942 represented a decrease of 34.3 per cent.  

Negro elementary schools. The loss of pupil population in the Negro public elementary schools in Orleans Parish during this period was considerably less than that in the white elementary schools as the comparative figures for the white and Negro elementary schools in Table VII show. The average daily attendance in the Negro elementary schools in 1933-1934 was 16,435. In the following session,  

4 Statistical Reports and Annual Statistical Reports, loc. cit.
TABLE VII*

PUPIL POPULATION IN THE ORLEANS PARISH
PUBLIC ELEMENTARY SCHOOLS, 1933-1942
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933 - 1934</td>
<td>31,922.5</td>
<td>16,435</td>
<td>48,357.5</td>
</tr>
<tr>
<td>1934 - 1935</td>
<td>31,131.5</td>
<td>17,684.5</td>
<td>48,816</td>
</tr>
<tr>
<td>1935 - 1936</td>
<td>29,943</td>
<td>16,649.5</td>
<td>46,592.5</td>
</tr>
<tr>
<td>1936 - 1937</td>
<td>29,046</td>
<td>16,764</td>
<td>45,810</td>
</tr>
<tr>
<td>1937 - 1938</td>
<td>27,325</td>
<td>16,327</td>
<td>43,652</td>
</tr>
<tr>
<td>1938 - 1939</td>
<td>25,917.5</td>
<td>16,757.5</td>
<td>42,675</td>
</tr>
<tr>
<td>1939 - 1940</td>
<td>24,876.5</td>
<td>16,489</td>
<td>41,365.5</td>
</tr>
<tr>
<td>1940 - 1941</td>
<td>22,878.5</td>
<td>16,349.5</td>
<td>39,228</td>
</tr>
<tr>
<td>1941 - 1942</td>
<td>20,965</td>
<td>16,048</td>
<td>37,013</td>
</tr>
</tbody>
</table>

1934-1935, the average daily attendance in these schools was 17,684.5, the greatest number of Negro elementary pupils in average daily attendance in the history of the public school system of Orleans Parish to that time. Thereafter except for two sessions the average daily attendance in the Negro elementary schools decreased slightly each session until 1941-1942, when an average of 16,048 Negro pupils were in daily attendance in the elementary schools—a decrease of 2.4 per cent over the 1933-1934 figure.5

Secondary Schools

Unlike the elementary schools, the secondary schools of Orleans Parish continued to grow in average daily attendance but not at a rate comparable to that of the preceding ten-year period. While in 1933-1934 there were 11,606.5 high-school pupils in average daily attendance, there were 13,476 high-school pupils in average daily attendance in 1941-1942—an increase of 16.1 per cent. The peak total average daily attendance in the public high schools of New Orleans for this period was recorded in 1939-1940, when 14,686.5 pupils were in average daily attendance.6

5Ibid.  6Ibid.
White secondary schools. Although the average daily attendance in the white high schools had increased 167 per cent during the first ten years of Bauer's tenure as superintendent, the increase in average daily attendance in these schools during the last eight and one-half years of his tenure was a relatively slight 8.5 per cent. As an examination of Table VIII will show, the average daily attendance in the white high schools rose from 9,278 in 1933-1934 to 11,452.5 in 1939-1940. The following two sessions saw a decrease each year, and in 1941-1942, there were 10,068.5 white high-school pupils in average daily attendance. It should be noted further that the figures reported for the sessions 1940-1941 and 1941-1942 include post-graduate pupils enrolled in the commercial courses offered in the Allen, Behrman, and White High Schools.  

Maybin School. Average daily attendance figures for the Joseph A. Maybin School for Post-Graduates, which was organized in January, 1936, were not included in the white high-school reports although post-graduate attendance in three of the high schools was. The average daily attendance in the Maybin School from January, 1936, through the

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### TABLE VIII*

**PUPIL POPULATION IN THE ORLEANS PARISH PUBLIC HIGH SCHOOLS, 1933-1942**  
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933 - 1934</td>
<td>9,278</td>
<td>2,328.5</td>
<td>11,606.5</td>
</tr>
<tr>
<td>1934 - 1935</td>
<td>9,496</td>
<td>2,649</td>
<td>12,145</td>
</tr>
<tr>
<td>1935 - 1936</td>
<td>9,769</td>
<td>2,789</td>
<td>12,558</td>
</tr>
<tr>
<td>1936 - 1937</td>
<td>9,810</td>
<td>2,878</td>
<td>12,688</td>
</tr>
<tr>
<td>1937 - 1938</td>
<td>10,047.5</td>
<td>2,995.5</td>
<td>13,043</td>
</tr>
<tr>
<td>1938 - 1939</td>
<td>10,465.5</td>
<td>3,188.5</td>
<td>13,654</td>
</tr>
<tr>
<td>1939 - 1940</td>
<td>11,452.5</td>
<td>3,234</td>
<td>14,686.5</td>
</tr>
<tr>
<td>1940 - 1941</td>
<td>10,770.5</td>
<td>3,411</td>
<td>14,181.5</td>
</tr>
<tr>
<td>1941 - 1942</td>
<td>10,068.5</td>
<td>3,407.5</td>
<td>13,476</td>
</tr>
</tbody>
</table>

session 1941-1942 follows:

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Average Daily Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1935-1936</td>
<td>242</td>
</tr>
<tr>
<td>1936-1937</td>
<td>339</td>
</tr>
<tr>
<td>1937-1938</td>
<td>486</td>
</tr>
<tr>
<td>1938-1939</td>
<td>545</td>
</tr>
<tr>
<td>1939-1940</td>
<td>549</td>
</tr>
<tr>
<td>1940-1941</td>
<td>444</td>
</tr>
<tr>
<td>1941-1942</td>
<td>453</td>
</tr>
</tbody>
</table>

Girls' vocational school. Average daily attendance in the girls' vocational school rose during this period from 430.5 in 1933-1934 to 551.5 in 1941-1942—an increase of 28.1 per cent. As may be gleaned from the following average daily attendance figures, the increase was most significant after the 1936-1937 session when the school moved to a new building and its name changed from Nicholls Industrial School to the L. E. Rabouin Memorial School.

<table>
<thead>
<tr>
<th>Year Range</th>
<th>Average Daily Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933-1934</td>
<td>430.5</td>
</tr>
<tr>
<td>1934-1935</td>
<td>467</td>
</tr>
<tr>
<td>1935-1936</td>
<td>470</td>
</tr>
<tr>
<td>1936-1937</td>
<td>475</td>
</tr>
<tr>
<td>1937-1938</td>
<td>591</td>
</tr>
<tr>
<td>1938-1939</td>
<td>545</td>
</tr>
<tr>
<td>1939-1940</td>
<td>560</td>
</tr>
<tr>
<td>1940-1941</td>
<td>521.5</td>
</tr>
<tr>
<td>1941-1942</td>
<td>551.5</td>
</tr>
</tbody>
</table>

---


Negro high schools. The average daily attendance in the Negro public high schools continued the growth begun during the 1923-1933 period but at a reduced rate. According to Table VIII, the average daily attendance in these schools rose from 2,328.5 in 1933-1934 to 3,407.5 in 1941-1942—an increase of 46.3 per cent.\(^\text{10}\)

Evening schools. The sharpest rise in average daily attendance in any division of the school system during this period took place in the white evening schools. A study of Table IX reveals a decrease almost annually from 1933-1934, when 2,819 pupils were in average daily attendance in the white evening schools, until the 1940-1941 session. In that session, there was considerable increase in average daily attendance. Average daily attendance in the white evening schools rose again the following session so that in 1941-1942 there were 6,620 pupils in average daily attendance—an increase during this period of 134 per cent.

In the Negro evening schools, on the other hand, average daily attendance dropped from 2,055 in 1933-1934 to 1,851 in 1941-1942—a loss of 9.9 per cent during this period.

\(^{10}\)Statistical Reports, loc. cit.; Annual Statistical Report, July 1, 1940—June 30, 1941, op. cit., p. 9; and Annual Statistical Report, July 1, 1941—June 30, 1942, op. cit., p. 9.
### TABLE IX*

PUPIL POPULATION IN THE ORLEANS PARISH
PUBLIC EVENING SCHOOLS, 1933-1942
(Based on Average Daily Attendance)

<table>
<thead>
<tr>
<th>SESSION</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933 - 1934</td>
<td>2,819</td>
<td>2,055</td>
<td>4,874</td>
</tr>
<tr>
<td>1934 - 1935</td>
<td>2,807</td>
<td>2,696</td>
<td>5,503</td>
</tr>
<tr>
<td>1935 - 1936</td>
<td>2,600</td>
<td>2,541</td>
<td>5,141</td>
</tr>
<tr>
<td>1936 - 1937</td>
<td>2,107</td>
<td>1,681</td>
<td>3,788</td>
</tr>
<tr>
<td>1937 - 1938</td>
<td>2,245</td>
<td>1,257</td>
<td>3,502</td>
</tr>
<tr>
<td>1938 - 1939</td>
<td>2,003</td>
<td>1,386</td>
<td>3,389</td>
</tr>
<tr>
<td>1939 - 1940</td>
<td>1,765</td>
<td>1,228</td>
<td>2,993</td>
</tr>
<tr>
<td>1940 - 1941</td>
<td>5,978.6</td>
<td>1,891</td>
<td>7,869.6</td>
</tr>
<tr>
<td>1941 - 1942</td>
<td>6,620</td>
<td>1,851</td>
<td>8,471</td>
</tr>
</tbody>
</table>

Normal schools. In the normal schools, the average daily attendance dwindled to less than sixty students by the time the operation of these schools was discontinued.

The white normal school, which was closed in 1940, reported the following daily attendance by sessions between 1933-1934 and 1939-1940:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1933 - 1934</td>
<td>137.5</td>
<td>101.5</td>
<td>134</td>
<td>88</td>
<td>150</td>
<td>55</td>
<td>124</td>
</tr>
<tr>
<td>1935 - 1936</td>
<td>150</td>
<td>55</td>
<td>73.5</td>
<td>55^12</td>
<td>1937 - 1938</td>
<td>1938 - 1939</td>
<td>1939 - 1940</td>
</tr>
<tr>
<td>1936 - 1937</td>
<td>124</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

For the Valena C. Jones Normal School, which ceased to function at the end of the 1938-1939 session, records reveal the following average daily attendance between 1933-1934 and 1938-1939:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1933 - 1934</td>
<td>63</td>
<td>81</td>
<td>55</td>
<td>73.5</td>
<td>65.5</td>
<td>55^12</td>
</tr>
<tr>
<td>1934 - 1935</td>
<td>55</td>
<td>1937 - 1938</td>
<td>73.5</td>
<td>1938 - 1939</td>
<td>1939 - 1940</td>
<td>1939 - 1940</td>
</tr>
<tr>
<td>1935 - 1936</td>
<td>65.5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1936 - 1937</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

II. HOUSING FACILITIES

The slackened growth in pupil population in the

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12Ibid.
public school system of Orleans Parish in the period 1933-1942 made unnecessary a continuation of the feverish rate of school construction which was one of the characteristics of the first ten years of Bauer's superintendency. What new construction there was was on a much reduced scale. There were, however, additional instances of abandonment of school buildings, conversion of schools from white to Negro usage, and old buildings put to new uses.

**Secondary-School Facilities**

The mild upsurge in the number of secondary-school pupils during this period presented few housing problems. Consequently, few new buildings were added.

White high schools. Only one new white high school was constructed between 1934 and 1941. This was the Francis T. Nicholls High School in the downtown section of the city, which was opened on January 29, 1940. With the opening of Nicholls, a coeducational school, the continued operation of the White and Colton High Schools, both one-year high schools, was no longer required.\(^\text{13}\)

The enrollment at Nicholls quickly mushroomed. As a result, at the opening of the second term of the 1940-1941 session, the 8B students were housed in the Washington

\(^{13}\text{"Minutes of the Orleans Parish School Board, New Orleans," Vol. XXIX, p. 73.}\)
Elementary School across the street from Nicholls. This unit was designated the Washington High School.\textsuperscript{14}

Schools for post-graduates. In January, 1936, a new type of secondary-school facility came into being in New Orleans with the opening of the Joseph A. Maybin School for Post-Graduates. The establishment of the school was the result of the following recommendation which Bauer made to the Board at its meeting on January 10, 1936:

That educational opportunities for academic high school graduates who desire additional training and preparation to enter business and industrial fields be provided by establishing a school for such graduates in the building presently used by the Margaret C. Hanson Normal School. The establishment of this school is in line with the present trend of providing instruction for those who are unable to follow up their academic training by attending a college and for those graduates who are awaiting employment in the business world. The school is to be co-educational and will enroll students presently attending the one-year secretarial courses of the Kohn, the Behrman, the Allen and John McDonogh High Schools and male academic high graduates who because of lack of room have been unable to attend secretarial courses at the S. J. Peters High School.\textsuperscript{15}

At the end of the first week of operation, the enrollment at Maybin reached 330, and registration was closed because of limited equipment and a small faculty. It was also decided to continue the post-graduate secretarial

\textsuperscript{14}\textit{Ibid.}, p. 275.

course in the Allen High School.\textsuperscript{16}

To further alleviate the crowded conditions in the Maybin building and to accommodate the increasing number of students seeking admission to the school, the Board in July, 1938, reopened the old Zachary Taylor School and designated it the Maybin Annex.\textsuperscript{17}

The popularity of the Maybin School program caused the Board to establish a similar school for students in the downtown section of New Orleans. In January, 1940, the Edward Douglass White High School, formerly a one-year high school, was changed to a school for post-graduates with a program which paralleled that of Maybin.\textsuperscript{18}

\textbf{Girls' vocational school.} From the earliest years of the operation of the Nicholls Trade School, its principal, Rita Johnson, had deplored the location of the school. It was the contention of the principal that the school should have been erected nearer the center of the city.\textsuperscript{19}

Twenty years after the opening of the school, a bequest of Louis Ernest Rabouin made the move possible. In

\textsuperscript{16}Ibid., p. 127. \textsuperscript{17}Ibid., p. 449.
\textsuperscript{18}"Minutes," Vol. XXIX, op. cit., p. 73.
1933, Rabouin left approximately three hundred thousand dollars for the erection of a school to be known as the L. E. Rabouin Memorial School "for the education of white youth on the East bank of the River."^0

The school was erected on the site of the old Presbyterian Hospital, which adjoined the public school administration building on Carondelet Street. The new building was completed and accepted in January, 1937. Shortly thereafter, the school opened as a vocational school for girls, and the old Nicholls School ceased to operate.21

**Negro high schools.** In the Negro division, one additional high-school facility was added during this period. The L. B. Landry School in Algiers was completed in 1938. The building housed the first- and second-year high-school pupils as well as elementary pupils in Grades 4B through 7A.22

To accommodate the growing enrollment in the Wicker High School, arrangements were made in 1936 to occupy rooms in the abandoned Straight University building. The building on Bienville Street formerly used for the Wicker High

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21"Minutes," Vol. XXVIII, op. cit., p. 239.

School became an elementary school, relieving congestion in the McDonogh No. 37 and Craig Schools.\(^{23}\)

Hence, at the end of Bauer's tenure as superintendent there were four Negro high schools. McDonogh No. 35 offered work at the third- and fourth-year levels. Landry, Wicker, and Hoffman were first- and second-year high schools, whose pupils transferred to McDonogh No. 35 to complete their high-school programs.\(^{24}\)

Before the end of Bauer's tenure, plans had been made for the construction of a large Negro high school. In May, 1940, the Board approved architectural drawings and authorized the secretary to advertise for bids for the construction of the Booker T. Washington High School. Bauer had retired, however, when work on this project was completed.\(^{25}\)

**Elementary-School Facilities**

The downward trend in elementary-school enrollment during this period eased the problem of providing adequate elementary-school facilities, which had been a major source of concern to the Board during the earlier period. In

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\(^{24}\) *Directory of the Public Schools of New Orleans, La., Session 1941-1942*, pp. 113-14.

fact, there was relatively little new construction, and that principally in the Negro division.

**Additional school buildings.** Three new buildings to house Negro children were constructed during the period 1933-1941. These included the Sylvanis F. Williams School, which opened at mid-session of 1934-1935, and the Medard Nelson School, in what was then known as Pailetville, which opened in April, 1931. The Landry School, which began operation in 1938-1939, included an elementary department consisting of Grades 4B through 7A.26

Two additional facilities for white elementary-school pupils opened their doors during this period. The John A. Shaw School, which opened January 29, 1940, was built to serve children in a growing area in the downtown section of the city.27 The other building placed in use for white elementary-school pupils was not a new one but an old one which was reopened. This was the Belleville School, which had been abandoned when the Behrman School opened in 1931. It was reactivated with the opening of the 1933-1934 session to house pupils in the kindergarten, first, second, third, and fourth grades. The departmental

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pupils continued to attend Behrman.  

Replacement of old school buildings. Four new elementary-school buildings were constructed during this period to replace inadequate, ramshackle structures. The new buildings included replacements for the Irmadale School, which was renamed the Judah P. Benjamin School, the Walter C. Flower School, and the William T. Frantz School—all opened in 1938. The fourth new school, a Negro school, was the Marie C. Couvent School, which replaced the old Marigny School and was opened in 1940.  

Conversion of white school to Negro use. Added accommodations for Negro elementary pupils were provided by the conversion of the Judah P. Benjamin School to Negro use. In July, 1934, the Board voted to effect the conversion, noting that while the capacity of the school was six hundred pupils, there had been only 177 pupils enrolled the previous session and that the school was located in a neighborhood largely Negro.  

The announcement of the Board's intention to convert the Benjamin School to Negro usage elicited a storm of

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protests from the white residents in the school's district. Hence, it was not until the opening of the 1936-1937 session that the conversion actually took place and the school was renamed the Booker T. Washington School. The capacity of the school was increased a year later by the building of a six-room frame annex. In 1940, the name of the school was changed again to the Fortunatus P. Ricard School.31

Abandonment of school buildings. Severely curtailed white elementary-school enrollments resulted in the discontinuance of two white schools during this period. In 1933, the McDonogh No. 30 School was closed and its pupils distributed among neighboring schools. The Pontchartrain School, never a large school, was closed at the end of the 1934-1935 session, when its enrollment had dropped to fifty-seven pupils.32

In 1939, the Alexander Dimitry School was sold to the Housing Authority of New Orleans, which required the school's site for inclusion in a low-cost housing project.33

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One Negro elementary school, the A. P. Williams School, discontinued operating at the end of the 1938-1939 session. Bauer had reported to the Board that the condition of the building was such that it could not be repaired, and he did not believe it should any longer be used for school purposes.34

End of all-boy and all-girl schools. The latter years of the period saw the end of all-boy and all-girl elementary schools in Orleans Parish. The McDonogh No. 12 School, an all-boy school, was demolished in 1938 to permit the construction of the Nicholls High School on the same site. The boys were transferred to the Washington School, an all-girl school in grades four through seven. The last of the sex-segregated schools, the William O. Rogers and the Benjamin Franklin Schools, were combined into a single unit known as the Franklin-Rogers School in 1939, marking the end of a practice which had been traditional in the public elementary schools of Orleans Parish from the earliest days of the system's history.35

Opening of Hynes Pre-Vocational School. A year


after the opening of the Maybin School for Post-Graduates, a second new type of school was created in the Orleans Parish public school system. This was the Edward Hynes Pre-Vocational School. The purpose of the school was explained in the following recommendation:

That the Nicholls Vocational School building when vacated be used for the housing of a school to be known as the Edward Hynes Pre-Vocational School. The purpose of this institution will be to furnish pre-vocational instruction for overage boys and girls, those who are 14, 15, or 16 years old and who find it impossible to complete the work of the fifth, sixth, and seventh grades . . . . This organization of the Edward Hynes pre-vocational school will mark a progressive step in public education in New Orleans for the underprivileged child.36

Bauer explained further that Hynes was not intended to be a school for problem children. Instead, children attending the school were to be "normal children who did not like academic subjects, mainly because through absence, illness, home environment, etc., they had fallen below their regular grades . . . ."37

The school was opened February 1, 1937, under the principalship of Selma Abrams, who had urged the organization of such a school as Hynes.38

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36Ibid., p. 218. 37Ibid., p. 247.
Normal Schools

From time to time through the years, rumors, some founded in fact, had been circulated that the Board was considering closing the normal schools. On September 23, 1932, for example, the following statement, lending substance to rumor, appeared in The Times-Picayune:

With the completion of registration at the New Orleans Normal School this fall, no more pupils will be granted admittance. This is due to the fact, Superintendent Bauer explained, that a large number of teachers are already on the waiting list and very few appointments can be made.39

Subsequent to the announcement, there was initiated an intensive campaign to have the Board reverse its decision. The New Orleans Public School Teachers Association appointed a committee to confer with the Board. The New Orleans Principals Association offered resolutions urging the continuation of the school. Petitions from the Gayarre School Parents Cooperative Club and the Normal School Alumnae Association were presented to the Board. The faculty of the school met with the Board in executive session to argue for continued operation of the school.40

Speaking for the Board, Board Member Isaac Heller

gave the following reasons for the Board's taking the action it had:

1. Three hundred ninety graduates of the school were already on the waiting list.

2. Some members of the Board objected to inbreeding in the system.

3. Thirty-nine thousand dollars could be saved annually if the school were closed.

4. Tulane and Newcomb could train teachers with a four-year college program.

5. The Board should not take money from other items in the budget to train teachers not needed in the system.41

Bauer was not in sympathy with the Board's thinking. His position was that any school system the size of New Orleans should have a teachers college. He observed further that, while it was unlikely a teachers college comparable to Columbia could be developed in New Orleans, it had been hoped for some time to convert the Normal School into a junior college.42

Bauer and the protesting groups prevailed in the controversy. In the spring of 1933, the Board reversed its stand, and the faculty of the school was advised that plans to close the school had been set aside.43

42 Ibid.
43 Ibid., p. 378.
A new name and a new location. In December, 1934, the New Orleans Normal School was renamed the Margaret C. Hanson Normal School in memory of the long-time principal of the school who had retired several years earlier.44

A little more than a year later, in January, 1936, additional changes came to the Normal School. At its meeting on January 10, 1936, the Board announced the resignation of the principal, Georgine L. McCay, and the reorganization of the work of the Hanson Normal School, effective with the opening of the second term of the 1936-1937 session. This was to be accomplished by transferring the school from its location on Calliope Street to the unoccupied annexes of the Andrew W. Wilson School. The principal of the Wilson School, Josie B. Soares, "by temperament and training splendidly fitted for the new position," was named principal of the Hanson Normal School.45

The new location of the school had been selected with a view to providing opportunities for observation and practice teaching without the "necessity of teacher training members of the faculty of the Normal School and student teachers of that institution being compelled to move from school to school." The adjoining Wilson School was

44Ibid., p. 575.
considered to be "well adapted to serve as the practice school for the Normal, having an enrollment of a little more than one thousand pupils ... and possessing a faculty that ranks among the highest in the system."46

Closing of registration. The end of the normal schools was foreshadowed by action taken by the Board at its May 13, 1938, meeting directing that no registration be accepted for the formation of new classes in the Margaret C. Hanson and Valena C. Jones Normal Schools.47

Extension of the program. Earlier, in May, 1936, the Board decided to organize the work of the Hanson Normal School on a college basis, adding one year of work beginning in September, 1936. In taking this action, the Board approved the following recommendation:

That an additional year be added to the work of the Margaret C. Hanson Normal School in order to comply with the standards adopted by the State Board of Education governing the issuance of certification to teach in the elementary grades. A new regulation of the State Department requires that on and after September 1, 1937, forty-five college session hours, of which nine college session hours shall be in professional courses, with four of the nine in practice teaching, be presented by candidates for certificates to teach in the elementary grades . . . . The introduction of this additional year, and later, the addition of another year will put the Margaret C. Hanson Normal School on a real college basis and will fix the

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46 Ibid. 47 Ibid., p. 422.
standard for teaching at no lower than the college degree level, a muchly desired condition.\textsuperscript{48}

No attempt was made to extend the Jones Normal School program, and this school closed at the end of the 1938-1939 session.\textsuperscript{49}

The closing of the Hanson Normal School. Actually, the fourth year was never added to the Hanson Normal School curriculum, and only two classes completed the three-year program. At a special meeting on April 30, 1940, the Board voted to discontinue the operation of the Hanson Normal School at the end of that session. The Board noted that no class had been admitted for the last two years and that with the graduation of the students enrolled the school would be "automatically discontinued."\textsuperscript{50}

Again, Bauer spoke in favor of continuing the operation of the school and asked to be recorded as favoring the organization of a normal college. Bauer's protests were in vain, however, and he was instructed to make plans to transfer members of the Hanson faculty to other departments in the school system in September, 1940.\textsuperscript{51}

\textsuperscript{48}"Minutes," Vol. XXVIII, \textit{op. cit.}, p. 151.
\textsuperscript{50}"Minutes," Vol. XXIX, \textit{op. cit.}, p. 122.
\textsuperscript{51}\textit{Ibid.}, p. 123.
Hence, after serving as the principal source of supply for teachers in the public elementary schools of New Orleans for fifty-five years, the Hanson Normal School ceased to function in June, 1940.

III. BOARD AND ADMINISTRATIVE ORGANIZATION

Except for changes in membership, there were no modifications made in the organization of the Orleans Parish School Board during the years with which this chapter is concerned. The Board continued to consist of five members elected on a city-wide basis, functioning as a Committee of the Whole.

While there were no changes in the organization of the Board, the Board did participate in a project which was to affect the administration of the schools as well as the program of the schools. This project was a comprehensive survey of the numerous facets of the school system.

The Survey of the Orleans Parish Public School System

The need for a survey of the school system was sensed by various groups. Plans were announced in 1933, for instance, for a "thorough survey of the high school problem in New Orleans." In announcing the intention to make this survey, Bauer requested members of the administrative staff and principals to submit names of instructors who might serve as chairmen or members of the various committees.
Comments or observations pertinent to the "high school problem" were also solicited. The writer was unable to find any evidence that this proposed survey ever came to fruition.

The teachers, too, recognized the desirability of a survey of the system. The New Orleans Public School Teachers Association in 1933 listed as one of its objectives the "employment of an efficiency expert to examine and report the conditions, services, and needs of the educational system for the purpose of acquainting the public with the school situation."

PTA petition for a survey. The first step toward making the survey a reality came in the form of a petition from the New Orleans Council of Parents and Teachers. The petition, requesting the Board to cooperate with the Council in arranging for a complete survey of the school system, was presented to the Board at its June 14, 1935, meeting. The petition follows:

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52. Letter from Bauer to Assistant and District Superintendents, Department Heads, and High School Principals, December 15, 1933.

RESOLUTION OF THE NEW ORLEANS COUNCIL
OF PARENTS AND TEACHERS FOR A STUDY OF
THE NEW ORLEANS SCHOOL SYSTEM

WHEREAS, the New Orleans Council of Parents and Teachers has taken cognizance of what is common knowledge that statistics on public education show Louisiana is in forty-fourth place in general education rank, forty-seventh in literacy and forty-seventh in average attendance, and New Orleans way down as far as the amount devoted to public education is concerned, the teacher load in New Orleans being higher for white students than in twelve other cities of comparable size. The expenditures per student being similarly low, and other standards far below what they ought to be; and

WHEREAS, the New Orleans Council of Parents and Teachers believes that the time is opportune for a campaign to be participated in by all the forward-thinking citizens of New Orleans for the devotion of larger sums to education; and

WHEREAS, such a campaign is necessary, and if properly conducted must have accurate information, not only as to the future needs of our public school system, but as to the present condition of the public schools in New Orleans, and that in order to carry on such a campaign, a survey should be undertaken which should, on the one hand inventory carefully the present system of public education in New Orleans, and, on the other hand, make recommendations for change and improvement:

NOW, THEREFORE, BE IT RESOLVED, that the New Orleans Council of Parents and Teachers does now petition the Orleans Parish School Board to cooperate with it in arranging for a complete study of the school system, this study to be undertaken by the cooperative efforts of the Orleans Parish School Board, the New Orleans Council of Parents and Teachers, the Bureau of Education of the United States Government and whatever other agencies would be helpful or desirable in making the comprehensive survey of our educational system.

BE IT FURTHER RESOLVED that the New Orleans Council of Parents and Teachers do respectfully request of the Orleans Parish School Board an immediate statement as to its position with respect to this survey, to the end that if favorable, immediate steps can be taken towards securing the necessary funds and working out of a plan
which will be helpful to the cause of education in New Orleans. 54

Receiving the petition, the Board conceded that a survey would be helpful if it were made "by people who would be fair and impartial and of such importance that their suggestions would be of advantage to the Board by being of a constructive nature . . . ." The Board appointed Board Member Heller to work with the New Orleans Council of Parents and Teachers in devising a plan satisfactory to the Board. 55

Presentation of survey plan. In November, 1935, Mrs. Louis Simon Davis, president of the New Orleans Council of Parents and Teachers, presented to the Board a plan for the survey. According to the plan, the survey was to be initiated not later than February 1, 1936. It was further proposed that the scope of the survey include general organization and administration, finances, school buildings, teaching personnel, instruction, educational opportunities, curriculum, vocational, trade, and part-time classes, and library services. Further, it was recommended that the survey be made by an outside professional agency working with the New Orleans Bureau of Governmental Research. 56

55 Ibid., p. 23. 56 Ibid., p. 65.
The proposal submitted by Mrs. Davis called for the Board to contribute ten thousand dollars as its share of the cost of the survey. This sum was expected to be matched by a like amount from educational foundations. An additional two thousand dollars was anticipated from other groups interested in the project.\(^{57}\)

Some members of the Board felt that any monies available should be used for teachers' salaries. However, representatives of the various teacher organizations who were present at the meeting unhesitatingly backed the recommendation that the Board appropriate the funds for the survey. The Board then passed a resolution amending its 1935-1936 budget to provide the ten thousand dollars requested as the Board's share of the cost of the survey.\(^{58}\)

**The survey in progress.** After the Board's approval of the survey proposal, the personnel of the original survey committee was changed, and the committee became known as the Citizens' Planning Committee for Public Education in New Orleans. For membership on the new committee the Board, teacher representatives on the original committee, the Association of Commerce, and the Bureau of Governmental Research each nominated two persons, while the New Orleans Council of Parents and Teachers and the

\(^{57}\)Ibid.\(^{58}\)Ibid., pp. 68-71.
Presidents' Cooperative Club nominated one person each. This committee with Board approval named Dr. Alonzo G. Grace, Connecticut Commissioner of Education, Director of Studies for the survey. 59

Dr. Grace assembled his staff in January, 1938, and the following month the study began with school officials, teachers, citizens, and organizations being invited to submit suggestions for the study. Two years later, the complete report on the study, seven monographs and a summary report, was presented to the Board by Mrs. Davis, who had served as chairman of the Citizens' Planning Committee. 60

Administrative Personnel and Organization

While the recommendations embodied in the final report of the Citizens' Planning Committee were to influence the administrative organization of the school system, the report was not submitted until 1940. Hence, there was a period of seven years preceding receipt of the report during which changes were effected at the administrative level. For the sake of completeness, these changes must


60Ibid., p. vii; and "Minutes," Vol. XXIX, op. cit., p. 96.
be detailed before discussing the modifications made in the administrative setup subsequent to and as a result of the survey report.

**Changes in personnel, 1933-1939.** A reshuffling of top administrative positions in the school system occurred in 1936. The death of Assistant Superintendent Hynes created a vacancy. Tete was named to fill Hynes's post, Eley moved up to Tete's former position, and Albert Voss, instructor in English in the Easton High School, was nominated to be assistant superintendent in charge of Negro schools and special classes. Voss, however, declined the appointment, expressing a desire to remain in the classroom. In his stead, the Board named Alexander S. Sonntag, instructor in mathematics at Easton. 61

Death created still another vacancy on the central office staff. In this instance, it was in the position of Supervisor of Corrective Speech, which had been held by Susan B. Power, who died in 1937. To succeed Power, the Board appointed Ruth C. Proctor. 62

**Additions to the staff.** While there had been for a number of years two staff members responsible for the

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62 Ibid., p. 316.
general supervision of classroom work in the elementary schools, no one on the staff had a comparable supervisory assignment at the high-school level. To accomplish this task, a new position was created in 1937, and Lionel J. Bourgeois, principal of the Edward Douglass White High School, was named a District Superintendent, responsible for supervising the work of the high-school teachers.63

Another addition was made to the staff with the employment of F. Gordon Eberle to supervise the summer schools. The creation of this position was necessitated by the Board's recognition in 1935 of the summer schools, which had theretofore been operated by members of the corps as private enterprises. In extending recognition to these schools and authorizing the public schools of New Orleans to accept credit earned in these schools, the Board stipulated certain conditions to be met and in effect assumed control of the summer schools by requiring that the schools be subject to the inspection and supervision of a member of the Department of Superintendence. To inspect and supervise the summer schools, Eberle's position was established.64

The initial steps taken in the early 1930's to organize a visual aids center for the system led to the creation of the Department of Visual Aids in 1938.

63 Ibid., p. 315. 64 Ibid., pp. 13, 267.
Camilla Best, who was appointed supervisor of the department, had been employed in 1936 as an information clerk with the "additional responsibility of organizing, preparing and conducting a traveling educational exhibit."65

Established in 1930, the Visiting Teacher Department expanded slowly. In 1933, Carmelite Janvier was still the only visiting teacher on the staff. She was assisted by a group of students from the Tulane School of Social Work. By 1936, however, three additional visiting teachers had been named to the department.66

The Board also added to its payroll the salary of Ruth Fulham, who, prior to June, 1938, had been employed as a counselor by the High School Scholarship Association. Miss Fulham continued to serve in this position but as an employee of the Board.67

The last change in administrative assignments prior to the Board's receiving the final report of the Citizens' Planning Committee affected James McArthur, Supervisor of


Nature Study and Gardening. Because his services were no longer needed as a part-time member of the Hanson Normal School faculty after 1938, McArthur was required to supervise the nature study program in the elementary schools.

Assumption of control of lunch department. In October, 1939, the Board assumed full control of the Public School Lunch Department, which theretofore had been operated as a "separate, self-sustaining department" of the public school system. As a result, the employees of the Lunch Department were transferred to the payroll of the Orleans Parish School Board.69

It is possible that this action by the Board was suggested in the tentative report submitted to the Board in July, 1939, by the Citizens' Planning Committee, for the final survey report contained the following recommendation:

Cafeteria operation is in reality a concession under private auspices. The Board should give its attention at least to a provision for hot lunches for children who are unable to pay for a regular lunch in the school, and change should be considered to establish closer control or management by school officials, of this special service.70

Adoption of a new chart of organization. Included

68Ibid., p. 491.
70Citizens' Planning Committee, op. cit., pp. vii, 15.
in the final report of the survey committee were a number of recommendations pertinent to the reorganization of the central administrative staff. The principal recommendations of the committee included:

1. The placing of all divisions and departments of the school system under the superintendent as they had been from 1923 until 1933.

2. The addition to the staff of an Assistant Superintendent in Charge of Instruction, who would be responsible for the functioning of four major divisions: Supervision and Curriculum, Special Services, Research, and Personnel.

3. The designation of the three assistant superintendents already on the staff as Assistant Superintendent in Charge of Business Administration, Assistant Superintendent in Charge of White Schools, and Assistant Superintendent in Charge of Colored Schools.

Although the organization chart proposed by the survey committee, Figure 1, made no provision for a First Assistant Superintendent or a Deputy Superintendent, the committee did, however, recommend that one of the assistant superintendents be designated to act for the superintendent in his absence. 71

The "first change of great importance" made by the Board as a result of the survey was the reorganization of the administrative staff. In June, 1940, the Board adopted a new chart of organization, which is reproduced

71 Ibid., pp. 9, 11-12.
A PROPOSED ORGANIZATION OF THE MAJOR DIVISIONS OF THE CENTRAL ADMINISTRATIVE STAFF

in Figure 2. ⁷²

An examination of Figure 2 shows that, while the Board accepted the survey committee's recommendations in general, several modifications were made in the plan of organization adopted by the Board. The adopted plan of organization provided for a First Assistant Superintendent, made Special Services a separate division, placed the Lunch Department under the Assistant Superintendent in Charge of Business Administration, and eliminated the proposed Director of Personnel.

**Personnel assignments.** A month after the adoption of the new organization chart, upon Bauer's recommendation, the Board approved the following staff assignments:

- Tete - First Assistant Superintendent and Assistant Superintendent in Charge of Business Administration
- Eley - Assistant Superintendent in Charge of White Schools
- Sonntag - Assistant Superintendent in Charge of Negro Schools
- Bourgeois - Assistant Superintendent in Charge of Instruction
- Janvier - Director of Special Services ⁷³

**Staff expansion.** Two new staff positions below the

⁷³Ibid., p. 161.
FIGURE 2

ORGANIZATION CHART ADOPTED BY THE ORLEANS PARISH SCHOOL BOARD, 1940

*Organization Chart for the New Orleans Public Schools, adopted June 14, 1940, and on file in the office of the secretary to the Orleans Parish School Board.
level of assistant superintendent or director were established in accordance with recommendations contained in the survey report. This report had noted that a supervisor of reading was especially needed. Consequently, Ruby V. Perry, last principal of the Hanson Normal School, was appointed Supervisor of Remedial Reading in June, 1940, and charged with the organization of a remedial reading clinic.74

The final report of the survey committee also commented unfavorably on the status of school libraries, particularly on the lack of librarians in the elementary schools.75 Hence, Evelyn Peters, former librarian in the Hanson Normal School, was appointed in September, 1940, to work toward the improvement of the elementary-school libraries. After 3:00 P.M. each day, she was expected to serve as librarian for the Professional Library, which had been started by Bourgeois in 1937.76

Retirements and replacements. Not long after the reorganization of the staff, three veteran members of the

74 Ibid., p. 153; and Citizens' Planning Committee, op. cit., p. 12.
75 Citizens' Planning Committee, op. cit., pp. 46, 62.
staff retired. In January, 1941, District Superintendent Pfaff, whose title had been changed in accordance with a survey committee recommendation to Director of Supervision and Curriculum, submitted her resignation. To replace her, the Board named Ruth A. Markey, principal of the Howard No. 1 School. Markey was given the title Supervisor of Upper Grades and was also responsible for the supervision of the high-school mathematics program.  

In September of the same year, District Superintendent Egan announced her retirement. Her replacement was Rose M. Ferran, principal of the Charles J. Colton School. Ferran was given the title Supervisor of Kindergarten-Primary Grades.  

After forty-three years of service to the public schools of New Orleans, Mary M. Conway retired as Supervisor of Music in October, 1941. Upon Conway's retirement the work of her department was divided into the vocal and choral phase and the band and instrumental phase. Accordingly, the Board appointed Alma H. Peterson Specialist in Vocal and Choral Music and Rene A. Louapre, Jr., Specialist

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IV. THE PROFESSIONAL CORPS

Despite an over-all drop in average daily attendance of 8.4 per cent in the public schools of Orleans Parish between session 1932-1933 and session 1941-1942, the school system experienced an increase in the number of certified personnel employed during this period. Whereas in session 1932-1933 there were 1,794 certified persons on the Board's payroll, there were 2,005 certified persons on the Board's payroll in session 1941-1942, an increase of 11.8 per cent.80

Areas of greatest increase in personnel. As in the 1923-1933 period, the white high schools and the Negro elementary and high schools continued to require expanded professional staffs during the latter years of Bauer's tenure as superintendent. Compared with 340 principals and teachers in 1932-1933, the white high schools employed 532 principals and teachers in 1941-1942, an increase of 56 per cent. During the same period, the number of Negro principals and teachers employed in the Negro high schools

80Unpublished statistical data compiled by Jennie Roch, secretary to the Orleans Parish School Board, October 14, 1942, n.p.n.
of Orleans Parish rose from sixty-two to eighty-one, an increase of 31 per cent. The number of certified personnel assigned to Negro elementary schools climbed during this time interval from 326 in 1932-1933 to 409 in 1941-1942, an increase of 25 per cent. 81

Sources of teacher supply. The same sources provided teachers for the public schools of Orleans Parish during this period as during the first ten years of Bauer's tenure. While the Negro normal school closed in 1939 and the white normal school in 1940, there remained large numbers of persons on the eligibility lists for both races. These lists continued to provide the teachers needed to staff the elementary schools through the remaining time of Bauer's tenure as superintendent.

New State certification requirements. In April, 1936, the State Board of Education passed a regulation which approved a three-year teacher-training course as the requirement for a professional elementary certificate, effective September 1, 1937. At the same meeting, the State Board set the requirement for the professional elementary certificate at a baccalaureate degree from an

81Ibid.
approved college, effective September 1, 1940.  

Number of college degrees. The number of teachers in the Orleans Parish public school system possessing college degrees continued to rise. In 1941-1942, 65 per cent of the white teachers had bachelor's degrees while 17.96 per cent had master's degrees. In the Negro division, 57.57 per cent of the teachers had earned bachelor's degrees, and 5.58 per cent had received master's degrees.

One explanation for the increase in the number of teachers possessing degrees may be found in the restoration of increments for degrees in 1936-1937. No increments had been granted to any teachers in the system during the sessions 1933-1934, 1934-1935, 1935-1936. Hence, during these sessions there was little encouragement for elementary teachers particularly to undertake work toward a college degree.

The Board in September, 1939, voted to pay $150.00 a year beyond the master's salary to teachers earning a doctorate from a recognized university.

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83 Unpublished statistical data compiled by Jennie Roch, loc. cit.

84 Memorandum from Roch to Bauer, November 6, 1940.

85 "Minutes," Vol. XXIX, op. cit., p. 27.
In its final report, the survey committee commented that the "number of Bachelor's and Master's degrees held by the elementary-school group will compare favorably with the status of the other large cities of the United States."\footnote{\textit{Citizens' Planning Committee, op. cit.}, p. 110.}

\textbf{Inauguration of the single-salary schedule.} The battle concerning the inauguration of a single-salary scale which had been waged almost unceasingly during the first ten years of Bauer's tenure was brought to a close in 1934. The first step in the establishment of such a scale came in September, 1933, when the Board voted to equalize the salaries of all male and female high-school teachers by abolishing the scale for men appointed prior to 1924 and placing all high-school teachers on the schedule for female teachers. The following month all Negro male and female high-school teachers were placed on the schedule for female teachers.\footnote{\"Minutes,\" \textit{Vol. XXVII, op. cit.}, pp. 404, 423.}

Finally, in August, 1934, the Board announced the adoption of a single-salary scale which included all teachers, elementary and secondary. The Board's action was effected by the passage of the following resolution:
That the Orleans Parish School Board adopt the policy of paying teachers according to a plan generally known as a 'Single Salary Plan' which involves the principle that teachers be paid according to years of experience and scholastic preparation rather than according to years of experience and grade taught; also teachers transferred to different grades and to different subjects, or from the elementary to the high schools, receive no change in salary. 88

Adjustment in librarians' salaries. Another salary adjustment was made two years later, this time in favor of the school librarians. In 1936, the Board decided to pay all fully qualified librarians according to the teachers' salary schedule, effective with the opening of the 1936-1937 session. 89

Employment of Married Women as Teachers

The campaign which had begun several years earlier to permit women teachers who married to continue to teach after their marriage came to a successful conclusion in the summer of 1936 with the passage of Act No. 79 by the Louisiana Legislature.

Act No. 79 of 1936 stated in part that after a three-year probationary period a teacher in Orleans Parish could be discharged only if found guilty of immorality, willful neglect of duty, or incompetence. Thus, according

88 Ibid., p. 517.
to Act No. 79, marriage by a woman teacher who had successfully completed her probationary period did not constitute grounds for her dismissal. 90

Modification of the Board's rules and regulations.

At its meeting on September 11, 1936, the Board took cognizance of an August 12, 1936, ruling by the Attorney General of Louisiana that Section 172 of the Board's rules and regulations, which required a woman teacher to vacate her position when she married, could no longer be applied in view of the passage of Act No. 79, which went into effect July 28, 1936. Consequently, the Board passed the following resolution:

That teachers in service after having been quieted may continue teaching, subject to Rules and Regulations of the Orleans Parish School Board if they marry subsequent to noon on July 28th, 1936, the date upon which the law became effective. 91

Opposition to Board's ruling. Immediately upon the passage of the Board's resolution of September 11, 1936, it was attacked by those teachers who had acquired tenure and married prior to the passage of Act No. 79. Again a ruling by the Attorney General's office was requested. At


a meeting on October 9, 1936, the Board took note of a ruling by Second Assistant Attorney General Lessley P. Gardiner and took the following action:

Under Act 164 of 1934 teachers who had been quieted in their positions could not be removed, except for certain reasons. However, the School Board had in effect a rule that marriage of a teacher, ipso facto, vacated her position, and was equivalent to a resignation. Mr. Gardner . . . has given an opinion to the effect that those teachers who resigned in accordance with the rule acquiesced in the rule and were, therefore, deprived of their positions—this is, any teacher who resigned prior to the new act of 79 [sic] of 1936, acquiesced in the rule of the Board. However, there were certain individuals who married during the summer of 1936, although married prior to the enactment of Act 79 of 1936, who refused to acquiesce in the existing rule of the School Board; they did not resign, and offered themselves for service at the opening of the term in September 1936. Mr. Gardiner's rule with respect to these individuals is that the Board had no right to declare their positions vacant and they are protected by the tenure law of 1934. Since the Board is bound by the ruling of the Attorney General's Office, this ruling fixes the status of all teachers who are married. If anyone disagrees with the position taken by the Board, it will be her privilege to take whatever steps she may think proper.92

At this same meeting, the Board also adopted rules governing leaves of absence for maternity reasons.93

Policies Governing Absence and Leaves

Before 1932, the Board's rules and regulations permitted a teacher to be absent for personal illness for fifteen days a session without loss of pay and for from one to three days for specified emergencies, such as the marriage

92Ibid., pp. 201-2. 93Ibid., pp. 203-4.
or death of a relative, without loss of pay. In 1932, as an economy measure, the rule regarding pay for absence was changed to require that the substitute's pay be deducted from the salary of an absent teacher. Moreover, a teacher absent more than fifteen days was required to apply to the Board for pay for the time lost by absence beyond fifteen days. Each such case was considered individually on its merits. However, in no instance could a teacher absent more than fifteen days receive more than one-half of her salary.

A more liberal sick-leave plan. Its financial picture having brightened a little, the Board in 1937 adopted a more generous sick-leave policy than that adopted in 1932. Under the terms of the 1937 plan, a teacher could be absent up to five full days for personal illness in any one session without suffering the loss of the substitute's pay from her salary and without the necessity of obtaining a doctor's certificate. For absence for illness beyond five days, the teacher was required to apply to the Board for pay. The Board then considered the case.

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94 Rules and Regulations of the Orleans Parish School Board and the New Orleans Public Schools, 1930, p. 79.
Act No. 215 of 1940. In 1940, the Louisiana Legislature passed Act No. 215, commonly known as the "sick-leave law," which had the effect of further liberalizing the policies of the Orleans Parish School Board. The Act provided that teachers were to receive full pay up to ten days' absence for illness or recognized emergency, regardless of whether or not substitute teachers were employed during their absences and that for absences beyond ten days teachers were to receive the difference between their salaries and the substitute teachers' pay. The Board met on January 10, 1941, and revised its rules and regulations to bring them into conformity with the provisions of Act No. 215.97

Sabbatical leave law. The 1940 session of the Louisiana Legislature also passed Act No. 319, which provided for sabbatical leave for professional personnel for purposes of rest and recuperation and of professional and cultural improvement. At a special meeting on September 6,


1940, the Board took official notice of the provisions of the Act and approved with modifications a form to be used in applying for sabbatical leave.  

**Teachers' Organizations**

At the start of the period under consideration in this chapter, there were three major teacher organizations in New Orleans. These included the High School Teachers Association, the Schoolmasters Club, and the New Orleans Public School Teachers Association, the largest group. In the 1930's, the number of teacher groups grew as new organizations came into existence.

**Federation organized.** Contention resulting from an election in the New Orleans Public School Teachers Association caused a group of the membership to break with that organization in 1935 and to start a new organization affiliated with the American Federation of Teachers, the New Orleans unit being designated Local 353.  

The objectives of the American Federation of Teachers as stated in its constitution are:

1. To bring associations of teachers into relations of mutual assistance and co-operation.

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99 Interview with Sarah Towles Reed, first president of Local 353, American Federation of Teachers, February 13, 1962.
2. To obtain for them all the rights to which they are entitled.

3. To raise the standard of the teaching profession by securing the conditions essential to the best professional service.

4. To promote such a democratization of the schools as will enable them better to equip their pupils to take their place in the industrial, social and political life of the community.

5. To promote the welfare of the childhood of the Nation by providing progressively better educational opportunity for all. 100

Two additional organizations. The organization of the New Orleans unit of the American Federation of Teachers was followed shortly by the formation of two more professional groups. One of these was the Public School Council on Education of New Orleans. According to its constitution, the purposes of the Public School Council on Education were:

... to establish unity; to promote professional growth; to translate ever-changing social and economic needs into scholastic action; and to develop closer relations between the school and the community. 101

The Public School Council on Education continued to function until October, 1945, when it was liquidated because of "great difficulty evidenced ... in maintaining a quorum

100 American Federation of Teachers, Questions and Answers About the American Federation of Teachers (Chicago: American Federation of Teachers, n. d.), p. 6.

At the Board's meeting of March 11, 1938, Joseph S. Schwertz, an instructor in the Warren Easton Boys' High School, announced the formation of another teachers' organization, the Orleans Public School Teachers' Association. Schwertz stated that the purposes of the Orleans Public School Teachers' Association were the promotion of a spirit of friendliness and cooperation between the administration and the teaching corps, the creation of teacher interest in civic activities, and the sponsoring of civic interest in teacher problems.103

V. FINANCIAL PROBLEMS

At the close of the 1932-1933 session, Bauer had addressed his message of cheer to the corps, expressing his confidence that the system's financial problems would be resolved before the next session. However, his confidence was ill-founded. Indeed, the next session, 1933-1934, posed even more serious financial problems, and it was several years before the school system's financial outlook improved.

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102 Letter from V. F. Bourgeois, president, to members of the Public School Council on Education, October 6, 1945.

The Session 1933-1934

As the Great Depression deepened nationwide, its effects were reflected in the financial resources available for the operation of the public schools of Orleans Parish. Whereas the Board's budget for 1932-1933 had been $4,534,000.00, the budget for 1933-1934 was $3,961,700.00. Actually the receipts for the 1933-1934 session amounted to $3,900,662.58.104

To cope with the loss of revenues, certain economies were effected:

Salaries of male and female teachers in the white high schools were equalized by abolishing the scale for men appointed prior to 1924 and placing all high-school teachers on the schedule for female teachers.

Employees normally paid on a twelve-month basis were paid for eleven and one-half months.

Janitors continued to be paid half salary for July and August.

Automatic increases in teachers' salaries and monetary allowances for degrees and college hours were suspended.

Teachers and other employees usually paid on a ten-month basis were paid on a nine-month basis.105

Trouble with the banks. A new obstacle had to be faced by the Board in November, 1933. At a special meeting on November 3, 1933, the Board announced its inability to

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105 Ibid., p. 404.
meet the teachers' payroll due the following Saturday. By
way of explanation, the Board stated that although it had
thought all arrangements had been made with the banks to
secure the funds to meet the payroll, unforeseen obstacles,
on which the minutes of the meeting do not elaborate,
affecting the details of the contract had developed late
that date, necessitating a postponement in the Board's
meeting its November payroll. 106

A week later, however, the Board announced that the
"obstacles which were in the way of signing the fiscal
agency contracts" had been removed, and the contracts were
in the course of preparation and would be signed when the
"delays provided by law" had elapsed. The Board, at the
same time, assured the corps that the money thus obtained
in addition to receipts from other sources would provide
all the financing needed for the session. 107

Distribution of surplus. As a result of the prac-
tice of rigorous economies, the end of the 1933-1934
session found the Board with a surplus of $88,300.00 in
unexpended and uncommitted funds. "In the spirit of the
resolution of May 13, 1927," the Board voted to apply
$80,351.23 "to pay the item carried on the books of the
Orleans Parish School Board as 'back pay' to teachers and

employees on the books entitled to same."

New salary schedule for 1934-1935. In September, 1934, the Board adopted a new salary schedule. The new schedule set salaries at the lowest level since World War I. A beginning white elementary-school teacher without a degree, for example, was paid eighty-two dollars and sixty-two cents a month. A non-degree white elementary-school teacher teaching fifteen or more years received $131.73. White high-school teachers with a degree were offered ninety-six dollars and thirty-nine cents a month as a beginning salary, while a white high-school teacher with similar qualifications who had taught ten or more years earned $176.26 a month.

Negro high-school teachers possessing a degree received seventy-six dollars and nineteen cents in the first year of teaching. Those who had taught fifteen or more years received $154.22 a month. Negro elementary-school teachers without a degree began at sixty-eight dollars and eighty-five cents a month, while non-degree Negro elementary-school teachers with fifteen years or more experience received $116.68.

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108 Ibid., p. 551.

109 Collection of salary schedules on file in office of the secretary of Orleans Parish School Board.

110 Ibid.
Salaries of white principals ranged from $156.06 a month for a first-year principal in a school of less than one hundred pupils to $201.91 for a principal in her tenth year in a school of five hundred or more pupils. Negro principals' salaries ranged from $135.77 for a first-year principal in a school of less than one hundred pupils to $179.47 for a principal in her tenth year in a school of five hundred or more pupils.111

Even with the reduced salary scale, the Board experienced difficulty in meeting the payroll for June, 1935. At its meeting of June 7, 1935, the Board decided to pay not less than 50 per cent of the salaries due that month. The Board had been unable to negotiate a loan which would have permitted a 100 per cent salary payment, as the Clearing House had refused to approve the loan. However, several days later, the State Department of Education announced the disbursement of an additional fifty cents per educable. Consequently, the Board stated that if this additional sum was received prior to June 12, teachers would be paid 75 per cent of their salaries on June 12, 1935.112

Improvement in the Board's financial situation.

111Ibid.
The succeeding session, 1935-1936, saw the Board's operating budget further reduced to $3,887,180.27. However, by the beginning of the following session the "national income had greatly increased," a condition which was reflected in the operating budget adopted by the Board. That session the budget for the Orleans Parish schools was set at $4,336,907.52, the largest budget since 1932-1933. The amount budgeted for the operation of the schools continued to increase each year until in 1941-1942, Bauer's last session as superintendent, the budget was $5,814,641.03.

**Implementation of the single-salary scale.** By September, 1937, the Board's fiscal position had improved sufficiently to permit the Board to raise the salaries of principals and teachers while implementing for the first time a salary schedule for teachers that was in reality a single-salary scale.

For white non-degree teachers, the new salary scale provided a beginning salary of $980.00 a year with annual 

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113 Ibid., p. 42.


increments until the eleventh year when the maximum annual salary was $1,650.00. White teachers holding bachelor's degrees began at one thousand dollars a year and earned a maximum salary of twenty-two hundred dollars in their eleventh year of teaching. The scale for white teachers possessing master's degrees ranged from one thousand dollars to $2,320.00.\footnote{117}

Negro non-degree teachers received a first-year salary of $820.00 and an eleventh-year salary of thirteen hundred dollars. Negro teachers who had earned a bachelor's degree were paid $909.00 in their first year of teaching and $1,440.00 in their eleventh year. Negro teachers with master's degrees received $915.00 in their initial year in the system and $1,560.00 in their eleventh year.\footnote{118}

Salaries of principals, too, were adjusted. The scale for white principals ranged from $1,480.00 for a non-degree principal in his first year as a principal of a school of one hundred or fewer pupils to $3,160.00 for a principal with a master's degree, five or more years in the principalship, and a school of eleven hundred or more pupils. The scale for Negro principals ranged from

\footnote{117}{Collection of salary schedules on file in the office of the secretary of the Orleans Parish School Board.}
\footnote{118}{Ibid.}
$1,160.00 for a non-degree principal in his first year as a principal of a school of one hundred or fewer pupils to $2,120.00 for a principal with a master's degree, five years of experience as a principal, and a school of eleven hundred or more pupils. 119

This salary schedule, adopted in September, 1937, continued in effect throughout the remaining years of Bauer's superintendency.

**Financing of new school construction.** The ordinance which the Board had adopted in 1927 authorizing an issuance of ten million dollars of school bonds to be sold as needed was the principal source of financing what new school building construction was undertaken during the years under consideration in this chapter. Of the ten million dollars of school bonds authorized, two million had been sold in 1927 and three million in 1929. 120

When the Board's financial situation began to improve in 1936, the Board sold another one and one-half million dollars of the school bonds authorized in 1927. 121

In 1938, an offer of aid in the financing of the construction of new school buildings was made by the Federal

119*ibid.*


121*ibid.*
Emergency Administration of Public Works. The Board voted in September, 1933, to sell one million dollars of bonds to be supplemented by a grant of $818,000.00 from the governmental agency. The Board stated that the combined funds would make possible the construction of three elementary schools, one high school, and an auditorium for the Fortier High School.122

Additional revenues and a court battle. When the Board developed its budget for the 1940-1941 session, it confected the budget based on seven mills of 100 per cent of local assessments. This action was taken as the consequence of an opinion rendered on August 17, 1940, by the Attorney General of Louisiana, who ruled that Article 12, Section 16 of the Constitution of Louisiana required that the seven-mill tax be based and collected on 100 per cent of assessments and not upon the percentage of assessments upon which the city collected its taxes, which at the time was 85 per cent.123

The Board soon found itself the defendant in a suit filed to enjoin and prohibit it from "levying or attempting to levy a tax on a basis of percentage of valuation other than that fixed by the Commission Council of the City of New Orleans for purposes of its own taxation." To

122Ibid., p. 480.  
123Ibid., p. 177.
defend it in this suit the Board employed Isaac Heller, a former Board member.124

The Civil District Court handed down a decision that the Board did not have the right for the calendar year 1941 to levy the seven-mill tax on a basis other than 85 per cent of the assessed value of property. Because the Civil District Court's decision would have resulted in a loss of one hundred fifty thousand dollars in anticipated receipts by the Board, the decision was appealed to the Supreme Court of Louisiana, which sustained the Board's right to levy the seven-mill tax on 100 per cent of assessments.125

VI. CURRICULUM DEVELOPMENTS

The last years of Bauer's tenure witnessed a number of innovations in the program of both the elementary and secondary schools. Impetus for some of the changes came from the State Department of Education. Some alterations in the curriculum resulted from recommendations made by the Citizens' Planning Committee. Still other modifications were inaugurated by members of the administrative staff in an effort to update the curriculum of the public schools of Orleans Parish.

124Ibid., p. 248. 125Ibid., pp. 301, 342.
Possibly curriculum activity was more pronounced at the secondary-school level. This activity stemmed in large measure from the leadership of Lionel J. Bourgeois, who was appointed District Superintendent for High Schools in 1937.

Bourgeois' leadership. Immediately upon his appointment Bourgeois sought to encourage teachers in the high schools to evaluate their philosophies of education and to grow professionally. He also urged teachers to experiment with more modern techniques and practices.

Consequently, the objectives outlined by Bourgeois for 1937-1938 included having each teacher subscribe to a journal dealing with educational method and content in his field and having each teacher read the adopted book of methods in his field and attend a series of nine review lectures dealing with the subject.

Bourgeois, at the same time, established seven standing committees to "provide continuity of study of certain objectives." The seven standing committees were: the Committee on Visual Education, the Committee on Field Trips, the Committee on Professional Growth, the Committee

on Research and Bibliography, the Committee on High School-
Normal College Cooperation, the Committee on Curriculum
Improvement, and the Library Committee.\textsuperscript{127}

Furthermore, discussion groups in "methodology and
method" were organized to "stimulate among ourselves an
evaluation of our present educational position and to
compare it with progressive trends and the modern litera-
ture in our specific fields of work." Bourgeois reported
in November, 1937, that 316 out of 419 high-school teachers
had registered to join one of the twenty-three groups which
had been organized.\textsuperscript{128}

\textbf{Formation of a central planning council.} Early in
the following session, Bourgeois announced the expansion
of the number of standing committees from seven to nine-
teen committees now to be known as councils. A representa-
tive from each of the nineteen councils and "such other
individuals who because of their special preparation"
could be of assistance comprised the Central Policy-Making
Council. The Central Policy-Making Council met from time
to time, dividing itself into committees or groups for the
purpose of conducting special studies and research. These

\textsuperscript{127}Ibid., p. 2.

\textsuperscript{128}Circular No. 3025 (New Orleans: Orleans Parish
studies, which were determined by the Council, were transmitted when completed to subject-matter councils for study and appraisal, "thus assuring a constant flow of worthwhile materials into our classrooms." 129

**Bourgeois' philosophy of education.** The formation of the Central Policy-Making Council with its nineteen sub-councils was consonant with Bourgeois' thinking that curriculum improvement was "postulated on a broad democratic basis with . . . teacher participation and determination of aims, objectives, and procedures," for he believed classroom problems could best be solved by classroom teachers. 130

Bourgeois envisioned the schools' being depended upon to build a better social order. This he believed could be accomplished only to the extent that teachers ceased being "subject-matter specialists of the old order" and became "wise directors, charged with the task of integrating the personalities of youth with the problems and currents of every day life." To achieve this goal, he believed, teachers and administrators should be concerned with the development of a "more functional secondary

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129*Circular No. 3333 (New Orleans: Orleans Parish Public Schools, October 6, 1938), pp. 1-2.*

130*Ibid., p. 1.*
school curriculum, democratic in aspect and philosophy, replete with practical devices providing for correlating the things learned."\textsuperscript{131}

To clarify his position, Bourgeois, in 1939, wrote:

[Teachers] may have some doubts as to the direction or educational way of the present program to improve instruction in the high school division. Are we preparing ourselves for a pure activity or so-called PROGRESSIVE EDUCATION program, or, are we eventually to revert to the old traditional philosophy of education? My answer to either alternative, in so far as I may be permitted to shape the policy, is an emphatic no! We should keep a middle-of-the-road attitude keeping the best of the old and taking the best of the new. If we adhere to that policy we shall never be concerned with the swing of the pendulum.\textsuperscript{132}

The program of curriculum revision and instruction improvement was aimed at the fulfillment of the major goal of the secondary schools as Bourgeois conceived it—the "development of socially competent citizens."\textsuperscript{133}

**High-school graduation requirements.** Even before the addition of Bourgeois to the administrative staff, however, modifications had been made in the requirements for high-school graduation.

On April 1, 1936, State Supervisor of High Schools


\textsuperscript{132}Circular No. 3503 (New Orleans: Orleans Parish Public Schools, March 9, 1939), p. 2.

\textsuperscript{133}Circular No. 3633 (New Orleans: Orleans Parish Public Schools, September 7, 1939), p. 1.
John E. Coxe announced a new set of requirements. According to Coxe's announcement, all students, regardless of the curricula pursued, were required to earn sixteen units exclusive of physical education. The sixteen units were to include three majors (a major being three or more units in a subject or in closely related subjects in the same field) or two majors and two minors (a minor being two units in a subject or in closely related subjects in the same field). Three units in English, two in social studies, one in mathematics, and one in science were required. The remaining nine units were to be elected by the students.\textsuperscript{134}

The following year, in September, 1937, Tete announced new requirements for graduation from the public high schools of Orleans Parish. The new regulations in Orleans Parish adhered closely to those put into effect by the State a year earlier. According to Tete's announcement, 166 points were required for graduation from the public high schools in Orleans Parish. These points were to include:

\begin{tabular}{l}  
Prescribed: & English & Thirty points \\
 & Social studies & Twenty points \\
 & Arithmetic, general mathematics, or algebra & Ten points 
\end{tabular}

\textsuperscript{134}Circular No. 2683 (New Orleans: Orleans Parish Public Schools, September 4, 1936), p. 2.
Science
Health,
physical education,
and safety

Ten points
Ten points

Electives: Electives from the
program of studies

Eighty-six points

The announcement by Tete also stipulated that:

Physical education be taken by all pupils not physically incapacitated for eight terms.

Expression be elected by all freshman pupils.

English be taken by all pupils every term.

Vocational guidance be taken by all first-term pupils.

The number of periods per week not exceed twenty-nine and the number of points not exceed twenty-six, including physical education.

Pupils not be permitted to elect two courses in one subject, such as Spanish III and IV, simultaneously.

No more than twenty points in music be accepted for graduation.

The following subjects not be considered in awarding honor scholarships: physical education, expression, debating, dramatics, public speaking, music, mechanical and freehand drawing, cooking and sewing.\(^{135}\)

While the State prescribed American history as one of the units in social studies, in Orleans Parish, civics was the one prescribed unit in social studies. The requirement was the result of Board action in December, 1935, which decreed that beginning in September, 1936, in lieu of the

separate half-year courses in civics and economics a year's course in civics, using Hughes' *Problems of Democracy* as a textbook, be inaugurated and that credit in this course be required for graduation.\textsuperscript{136} Moreover, the requirements in expression and vocational guidance were peculiar to Orleans Parish.

**Physical education program.** The ten points in health, physical education, and safety required for graduation according to the 1937 announcement were to be earned in accordance with this following arrangement of assignments:

<table>
<thead>
<tr>
<th></th>
<th>Physical education and health</th>
<th>Two points</th>
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<tbody>
<tr>
<td>First year</td>
<td>Physical education and health</td>
<td>Two points</td>
</tr>
<tr>
<td>Second year</td>
<td>Physical education and safety</td>
<td>Two points</td>
</tr>
<tr>
<td>Third year</td>
<td>Physical education and first aid</td>
<td>Three points</td>
</tr>
<tr>
<td>Fourth year</td>
<td>Physical education and health</td>
<td>Three points\textsuperscript{137}</td>
</tr>
</tbody>
</table>

Under the provisions of Circular No. 1127 issued by the State Department of Education, boys who belonged to the National Guard and performed "successfully the duties required by that organization" were awarded credit for


physical education and excused from participation in physical education classes in the high schools. Credit for National Guard membership was awarded on the basis of one-quarter unit per session.138

**Modifications in credit value and arrangement of subjects.** The opening of the 1939-1940 session was accompanied by a flurry of modifications in the arrangement of subjects, particularly elective subjects, and in their credit value.

Effective with the beginning of the 1939-1940 school session, music courses and their credit were:

- **General music, glee club, mixed chorus and vocal ensemble**—one point for two fifty-minute periods per week or three points for five fifty-minute periods per week.

- **Band**—one point for two fifty-minute periods per week.

- **Orchestra**—two points for three fifty-minute periods or three points for five fifty-minute periods per week.

- **Applied music**—three points for three fifty-minute periods per week.

- **Music appreciation**—two and one-half points for two fifty-minute periods per week.

- **Elementary theory and music reading**—five points for two fifty-minute periods per week plus 300 minutes of instruction and practice either at home or in school.

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Advanced theory and harmony—five points for two fifty-minute periods per week plus 300 minutes of instruction and practice either at home or in school.\textsuperscript{139}

To bring the speech program of the New Orleans high schools in line with the State's program, principals, counselors, and speech teachers were advised that henceforth speech courses would be elected according to the State program, as outlined in State Department of Education Bulletin No. 357, \textit{Course of Study in Speech in Louisiana High Schools}, which was:

- Speech I - Fundamentals
- Speech II - Fundamentals
- Speech III - Interpretation
- Speech IV - Drama
- Speech V - Public speaking
- Speech VI - Debate and group discussion

After the completion of Speech I, which was required in Orleans Parish, students were permitted to take the other courses in any order they desired. Moreover, students who had completed English VI were allowed to substitute speech for English VII and/or English VIII.\textsuperscript{140}

Also beginning in 1939-1940, classes in foods and


clothing met five single periods per week, the double laboratory periods being eliminated. Each course in foods and clothing carried four points credit, the maximum credit permitted in these subjects being three and two-tenths points. 141 A minimum of eight-tenths of a unit, which could be satisfied by one course in foods and one in clothing, was recognized.

At the start of the 1934-1935 session the art program in the girls' high schools had been altered to offer four courses of art, each for five periods a week. Credit for each course continued to be two and one-half units. Beginning with the session 1939-1940, the credit for each course in art was increased from two and one-half points to four points. As with foods and clothing, the maximum credit recognized in art was three and two-tenths units for eight courses, and the minimum credit was eight-tenths of a unit for two courses. 142

**English requirements.** The long-standing practice of requiring written book reports in English classes was discontinued in 1938. According to a circular issued by


Bourgeois on March 17, 1938, instructors in English were permitted to substitute oral reports for the written reports formerly required although the same number of reports continued to be required and no student who had not met the requirement was to be given credit for a course in English. In discontinuing the requirement concerning written book reports, Bourgeois stated that it was hoped that the abandonment of written reports would "stimulate students to read more and to diversify their choice of books." The next session, the requirement that high-school students read and report on six books each year as part of their English course assignments was removed entirely by the State Department of Education.

Beginning in 1934, every pupil in English had to write once a term a composition suitable for submission in the Biggest News of the Week Contest sponsored by The Times-Picayune. Although it was not necessary that the compositions be actually entered in the contest, the compositions could be substituted for one of the English themes required in the course of study. Students in the journalism classes, on the other hand, were required to write a


Biggest News of the Week composition each week.\textsuperscript{145}

English classes were also expected to participate in the dictionary test sponsored by the State Department of Education in lieu of the annual spelling test, starting in 1939-1940. Although only two New Orleans high schools had taken part in the spelling tests, all high schools were requested to take part in the dictionary test, and in every English class at least twenty minutes each week were to be devoted to dictionary study. In preparation for the test, special attention was to be given to the following:

1. Finding correct spelling
2. Classifying words as to part of speech
3. Finding pronunciation
4. Forming the singular and plural
5. Finding derivation of words
6. Finding definitions of words
7. Finding or identifying abbreviations\textsuperscript{146}

Introduction of remedial reading. The Citizens' Planning Committee in its final report commented that the reading ability of many high-school students was quite low at the time of graduation and recommended that a remedial reading program be established in each high school.\textsuperscript{147}

However, even before the Citizens' Planning

\textsuperscript{145}Circular No. 2171, \textit{op. cit.}, p. 1.
\textsuperscript{146}Circular No. 3451 (New Orleans: Orleans Parish Public Schools, January 20, 1939), p. 1.
\textsuperscript{147}Citizens' Planning Committee, \textit{op. cit.}, p. 79.
Committee submitted its tentative report in July, 1939, Bourgeois had taken cognizance of the reading problem in the high schools. On March 9, 1939, he wrote as follows to high-school teachers and principals:

The problem of poor readers in the high school has been with us for a long time just as it has troubled other systems throughout the country . . . . It should be encouraging for you to know that we have attacked this problem this year with much hope of developing a plan whereby most of our poor readers may be improved to the extent that it will be possible for them to proceed normally with their work. The problem has been attacked in the following manner:

All freshmen A's in the McMain and Peters high schools were given the Iowa Silent Reading Test. In each school a group of thirty poor readers were chosen for definite remedial reading instruction. The I. Q. of each pupil together with his score on the test have been carefully noted and matched by control groups of similar ability. The control groups will carry on the regular work elected without receiving particular attention to their reading deficiencies. The experimental groups are receiving individual attention according to formulae prepared for the purpose. Both the control and experimental groups will be retested some time in the month of May at which time we shall be able to predict the success or failure of the experiment. 148

Nevertheless, it is not unlikely that the report of the Citizens' Planning Committee gave further impetus to the development of the remedial reading program. As was reported earlier in this chapter, the appointment of Ruby Perry as Supervisor of Remedial Reading followed a recommendation of the Committee urging the appointment of a reading supervisor.

148 Circular No. 3503, op. cit., p. 4.
Early in the session 1940-1941, shortly after her appointment, Perry set up in the Allen High School an experimental class in English-Reading for a selected group of freshmen whose reading ages were one year or more below their mental ages. This group of freshmen was administered Form I of the Gates Reading Survey, Gray's Oral Reading Check Tests, and a full battery of the Betts Visual Tests for use with the Keystone Ophthalmic Telebinocular and met daily under the tutelage of an "instructor highly experienced in handling high school freshmen."149

In February, 1941, Perry reported that:

In a surprisingly short time, the program was in successful operation. By the end of the term more than encouraging results attained on Form II of the Gates Reading Survey, as well as the McCall-Crabbs Standard Test Exercises . . . so assured Assistant Superintendent Lionel J. Bourgeois . . . of the value of the course, that he permitted the Special Department of Remedial Reading to make a complete survey of the reading abilities of all 7A pupils in the system for the dual purpose of getting a closer insight into the nature and extent of the reading disabilities of the children finishing the elementary schools and of seeing whether or not the reading deficiencies of the pupils about to be transferred to high school warranted the setting up of 'English-Reading' courses in all general high schools in the system to care for seriously retarded readers in the freshman group.150

The tests administered to 7A pupils late in 1940


150 Ibid.
revealed that 73.4 per cent of those taking the tests were reading below the eighth-grade level, while 26.6 per cent of those taking the test were reading at or above the eighth-grade level.\textsuperscript{151} Those pupils reading two or more years below the eighth-grade level were required to elect English "R" instead of the regular English I course. In the English "R" program, pupils accomplished the usual grammar phase of the English I course but substituted instruction in remedial reading for the literature part of the course.\textsuperscript{152} The following September, all incoming high-school freshmen were assigned to the English "R" course; literature textbooks were not used until English II, the second half of the freshman English program.\textsuperscript{153}

Moreover, in 1941-1942, a work-type reading program was introduced into all six required English courses. To implement the program, the workbook series \textit{Getting the Meaning} by Guiler and Coleman was used. The material in the three-book series was assigned as follows:

<table>
<thead>
<tr>
<th>English</th>
<th>Book</th>
<th>Exercises</th>
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<tr>
<td>English I</td>
<td>Book I</td>
<td>1 through 18</td>
</tr>
<tr>
<td>English II</td>
<td>Book I</td>
<td>19 through 36</td>
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<tr>
<td>English III</td>
<td>Book II</td>
<td>1 through 18</td>
</tr>
<tr>
<td>English IV</td>
<td>Book II</td>
<td>19 through 36</td>
</tr>
</tbody>
</table>

\textsuperscript{151}Ibid., p. 8.
\textsuperscript{152}Circular No. 8022 (New Orleans: Orleans Parish Public Schools, December 12, 1940), p. 1.
\textsuperscript{153}Circular No. 8369 (New Orleans: Orleans Parish Public Schools, September 25, 1941), p. 2.
Pupils were to work with the Getting the Meaning books twice a week. On one day, pupils were to complete an exercise in the workbook. On another day, there was to be a discussion of the exercise accomplished earlier in the week. Completion of all eighteen units each term was mandatory.\textsuperscript{154}

Curriculum expansion. Two new subjects were added to the high-school curriculum during the 1933-1941 period. To the foreign language offerings, Italian was added. The first mention of the addition of Italian to the curriculum is found in the minutes of the Board's meeting of September 13, 1934. On that date, the Board approved the appointment of Vita G. Borrello as a part-time teacher of Italian at Easton High School.\textsuperscript{155}

At a date difficult to determine, Italian was introduced into the McMain High School. On September 20, 1935, the Board approved the request of the Committee on Education of the Italian Society to be permitted "to continue one class a day in Italian" taught by a teacher to be paid by the Society. The phrase "to continue" suggests

\begin{footnotes}
\item[154]Circular No. 8361 (New Orleans: Orleans Parish Public Schools, September 18, 1941), p. 1.
\item[155]"Minutes," Vol. XXVII, \textit{op. cit.}, p. 541.
\end{footnotes}
that a similar arrangement had been in effect previously. However, no prior mention of approval for such an arrangement could be found by the writer in the Board's minutes.156

Classes in Italian were also organized in the Fortier High School. Again, the date these classes were initially organized is not clear. There is no entry in the Board's minutes to indicate when approval was given to organize classes in Italian at Fortier. Moreover, because of financial difficulties, no public school directories were published between 1931 and 1936. However, the directory for 1936-1937 shows that Lawrence Zarilli was teaching Italian at the Fortier High School during that session.157

The other addition to the high-school curriculum was distributive education. In July, 1941, the Board appropriated six hundred dollars to inaugurate the distributive education program in the 1941-1942 session. The Board's appropriation represented one-third of the cost of the program. The remaining two-thirds of the cost of the program were to be paid by the State through the George-Dean Fund. The Board's action was taken with the understanding that the classes not be continued beyond the 1941-

1942 session without special action by the Board, that classes, teachers, salaries, and length of service of teachers be approved by the Board, and that all classes be held in public-school buildings. 158

Movement toward the comprehensive high school. With the opening of the Francis T. Nicholls High School in January, 1940, a new type of high school made its appearance in New Orleans. The philosophy of the school was set forth by Bourgeois in the following statement:

The school is intended to offer a broad general education to all boys and girls whether they plan to prepare for occupations immediately after leaving high school or have in mind the type of preparation which is required for college entrance. The school definitely is not a vocational school where skilled artisans will be developed. The entire general curriculum has been organized for the purpose of developing socially competent citizens. The program will not neglect the general academic backgrounds which are so essential to effective thinking and living, but it will lay particular stress upon educational activities which will accustom the student to functionalizing knowledge in life situations . . . . The objectives of the first two years in the Industrial Laboratories for boys are prevocational and exploratory. Activities in this area of the curriculum will no doubt produce manipulative skills but only as an incident of the more important objectives just set out. In the Homemaking area of the curriculum the same philosophy obtains of effective preparation for home management.

Since we live in a great industrial society, it is desirable that all boys, whether or not bent for college become acquainted, through orientation courses in Industrial Arts, with industrial processes, basic manipulative skills, and applied science. These same

experiences will provide pupils with the ability to correctly orient themselves in vocational choices and will be of inestimable value to those who ultimately attend college.\textsuperscript{159}

Nicholls High School curriculum. Basic to the formulation of the curriculum for the Nicholls High School was the concept of correlation and functionalization of all subject-matter areas. In the art program, for example, provision was made for the art teachers to make their services available to correlate art with homemaking and industrial arts.\textsuperscript{160}

The entire curriculum of the school was divided into the three courses outlined below:

\textsuperscript{159}Circular No. 4013 (New Orleans: Orleans Parish Public Schools, October 26, 1939), p. 1.

\textsuperscript{160}\textit{Ibid.}, p. 4.
## COLLEGE PREPARATORY COURSE—ARTS AND SCIENCE

<table>
<thead>
<tr>
<th>1st Year</th>
<th>2nd Year</th>
<th>3rd Year</th>
<th>4th Year</th>
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<tbody>
<tr>
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<td>(4)</td>
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<td>(4)</td>
</tr>
<tr>
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<td>(1)</td>
<td>Library</td>
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<td>Foreign</td>
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</tr>
<tr>
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<td>Studies</td>
<td>Language</td>
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</tr>
<tr>
<td>(4)</td>
<td>(5)</td>
<td>(5)</td>
<td>(5)</td>
</tr>
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<td>Voc. Inf.</td>
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</tr>
<tr>
<td>Algebra</td>
<td>(5)</td>
<td>Plane</td>
<td>Physics</td>
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<tr>
<td></td>
<td></td>
<td>Geometry</td>
<td>or</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(5)</td>
<td>Chemistry</td>
</tr>
<tr>
<td>Home Ec.</td>
<td>(5)</td>
<td>Home Ec.</td>
<td>Elective</td>
</tr>
<tr>
<td>or</td>
<td></td>
<td>(5)</td>
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<td>Ind. Lab.</td>
<td>(5)</td>
<td>or</td>
<td>Elective</td>
</tr>
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<td>Ind. Lab.</td>
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<td>(2)</td>
</tr>
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<td>Activity</td>
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Total Prescribed Units......14
Elective Units...........3
TOTAL..............17
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<thead>
<tr>
<th></th>
<th>1st Year</th>
<th>2nd Year</th>
<th>3rd Year</th>
<th>4th Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>(4)</td>
<td>English</td>
<td>(4)</td>
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</tr>
<tr>
<td>Library</td>
<td>(1)</td>
<td>Library</td>
<td>(1)</td>
<td>Speech</td>
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<td></td>
<td>or</td>
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<tr>
<td></td>
<td></td>
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<td>Journalism</td>
</tr>
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<td>Social Studies</td>
<td>(4)</td>
<td>Social</td>
<td>(5)</td>
<td>Foreign</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Studies</td>
<td></td>
<td>Language</td>
</tr>
<tr>
<td>Voc. Inf.</td>
<td>(1)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Home Ec.</td>
<td>(5)</td>
<td>Home Ec.</td>
<td>(5)</td>
<td>Physics</td>
</tr>
<tr>
<td></td>
<td>or</td>
<td>or</td>
<td>or</td>
<td>or</td>
</tr>
<tr>
<td></td>
<td>Ind. Lab.</td>
<td>Ind. Lab.</td>
<td>Chemistry</td>
<td>Elective</td>
</tr>
<tr>
<td>Ind. Lab.</td>
<td>(2)</td>
<td>Ind. Lab.</td>
<td>(2)</td>
<td></td>
</tr>
<tr>
<td>Activity</td>
<td>(1)</td>
<td>Activity</td>
<td>(1)</td>
<td>Activity</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Geometry</td>
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<td>Elective Units</td>
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<td>TOTAL</td>
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## GENERAL COURSE

<table>
<thead>
<tr>
<th>1st Year</th>
<th>2nd Year</th>
<th>3rd Year</th>
<th>4th Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>English (4)</td>
<td>English (4)</td>
<td>English (4)</td>
<td>English (5)</td>
</tr>
<tr>
<td>Library (1)</td>
<td>Library (1)</td>
<td>Library (1)</td>
<td>Speech or</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Journalism (5)</td>
</tr>
<tr>
<td>Social Studies (4)</td>
<td>Social Studies (5)</td>
<td>Elective (5)</td>
<td>Elective (5)</td>
</tr>
<tr>
<td>Voc. Inf. (1)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Arith. or (5)</td>
<td>Biology (5)</td>
<td>Elective (5)</td>
<td>Elective (5)</td>
</tr>
<tr>
<td>Algebra (5)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>or Ind. Lab. (5)</td>
<td>or Ind. Lab. (5)</td>
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<td></td>
</tr>
<tr>
<td>Ind. Lab. (2)</td>
<td>Ind. Lab. (2)</td>
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</tr>
<tr>
<td>Activity (1)</td>
<td>Activity (1)</td>
<td>Activity (1)</td>
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Total Prescribed Units......11

Elective Units...........6

TOTAL............17
### ELECTIVE SUBJECTS

#### First Year

<table>
<thead>
<tr>
<th>Speech</th>
<th>Arithmetic</th>
<th>German</th>
</tr>
</thead>
<tbody>
<tr>
<td>Music</td>
<td>Algebra</td>
<td>Italian</td>
</tr>
<tr>
<td>World history</td>
<td>Latin</td>
<td>General science</td>
</tr>
<tr>
<td>General history</td>
<td>French</td>
<td>Typewriting</td>
</tr>
<tr>
<td>General mathematics</td>
<td>Spanish</td>
<td>Art</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mechanical drawing</td>
</tr>
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</table>

#### Second Year

<table>
<thead>
<tr>
<th>Speech</th>
<th>Algebra</th>
<th>Italian</th>
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</thead>
<tbody>
<tr>
<td>Music</td>
<td>Plane geometry</td>
<td>General science</td>
</tr>
<tr>
<td>General history</td>
<td>Latin</td>
<td>Biology</td>
</tr>
<tr>
<td>Geography</td>
<td>French</td>
<td>Typewriting</td>
</tr>
<tr>
<td>General mathematics</td>
<td>Spanish</td>
<td>Art</td>
</tr>
<tr>
<td>Arithmetic</td>
<td>German</td>
<td>Mechanical drawing</td>
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</tbody>
</table>

#### Third Year

<table>
<thead>
<tr>
<th>Speech</th>
<th>Latin</th>
<th>Typewriting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Music</td>
<td>French</td>
<td>Art</td>
</tr>
<tr>
<td>Civics</td>
<td>Spanish</td>
<td>Mechanical drawing</td>
</tr>
<tr>
<td>U. S. history</td>
<td>German</td>
<td>Advanced home economics</td>
</tr>
<tr>
<td>Industrial problems</td>
<td>Italian</td>
<td>Advanced industrial arts</td>
</tr>
<tr>
<td>Advanced algebra</td>
<td>Biology</td>
<td>Graphic arts</td>
</tr>
<tr>
<td>Plane geometry</td>
<td>Chemistry</td>
<td></td>
</tr>
<tr>
<td>Solid geometry</td>
<td>Physics</td>
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#### Fourth Year

<table>
<thead>
<tr>
<th>Speech</th>
<th>French</th>
<th>Shorthand (exploratory)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Music</td>
<td>Spanish</td>
<td>Art</td>
</tr>
<tr>
<td>Civics</td>
<td>German</td>
<td>Mechanical drawing</td>
</tr>
<tr>
<td>English history</td>
<td>Italian</td>
<td>Advanced home economics</td>
</tr>
<tr>
<td>Industrial problems</td>
<td>Chemistry</td>
<td>Advanced industrial arts</td>
</tr>
<tr>
<td>Advanced algebra</td>
<td>Physics</td>
<td>Graphic arts</td>
</tr>
<tr>
<td>Solid geometry</td>
<td>Typewriting</td>
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</tr>
<tr>
<td>Trigonometry</td>
<td>Bookkeeping</td>
<td></td>
</tr>
<tr>
<td>Latin</td>
<td>(exploratory)</td>
<td></td>
</tr>
</tbody>
</table>

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161 Ibid., pp. 6-8.
Even before Nicholls opened its doors to admit students for the first time, Bourgeois let it be known that the Nicholls program, which he said made it "quite practical to fit the curriculum to the child instead of the child to the curriculum," would be basically the program of all high schools in the near future.162

Special education at the high-school level. Over a period of years, various types of special-education classes had been established in the public elementary schools of Orleans Parish. It was not until June, 1934, however, that special education was begun at the high-school level. At that time, the Board approved a recommendation that a sight-saving class be located in one of the high schools and a teacher be appointed from the eligible list to assist the pupils in the sight-saving class to prepare their class assignments by reading to them. The Board stated it was taking this action so that pupils who had been in sight-saving classes in the elementary schools might continue to receive the benefits of the services provided by these classes.163

The class was established in the McMain High School. Mildred Masson was assigned from the list of eligibles "to

162Circular No. 3633, op. cit., p. 4.
read daily to a class for Sight Saving Pupils" at a salary of thirty dollars a month. The class was made a regular sight-saving class the next session, and pupils received "full-time instruction" under the guidance of the same teacher, who had received special training in the work at Columbia University.\textsuperscript{164}

\textbf{Maybin School curriculum.} The curriculum of the Maybin School for Post-Graduates, which the Citizens' Planning Committee characterized as an "excellent institution,"\textsuperscript{165} may be reconstructed from the directories of the public schools of Orleans Parish. According to the directory for the session 1941-1942, the Maybin School curriculum consisted of:

\begin{center}
\begin{tabular}{ll}
Arithmetic & English \\
Bookkeeping & Office Practice \\
Business behavior & Salesmanship \\
Commercial law & Shorthand \\
Typewriting & \\
\end{tabular}
\end{center}

Three subjects—economics, civil service, and secretarial practice—which had been part of the Maybin curriculum several years earlier had been deleted from the course.

\textsuperscript{164}Ibid., p. 537; and "Minutes," Vol. XXVIII, \textit{op. cit.}, p. 45.

\textsuperscript{165}Citizens' Planning Committee, \textit{op. cit.}, p. 59.

\textsuperscript{166}Directory, Session 1941-1942, \textit{op. cit.}, p. 15.
Hanson Normal School curriculum. When the Hanson Normal School was changed from a two-year program to a three-year program to comply with the State Department of Education's new teacher-certification requirements, it was necessary to modify the curriculum of the school to meet the revised standards. The curriculum required of Hanson Normal School students who pursued the three-year teacher-training program was as follows:

### FIRST YEAR

<table>
<thead>
<tr>
<th>Subject</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>Composition and Rhetoric</td>
</tr>
<tr>
<td>Science</td>
<td>Nature Study and Biology</td>
</tr>
<tr>
<td>Health and Physical Education</td>
<td></td>
</tr>
<tr>
<td>Psychology</td>
<td></td>
</tr>
<tr>
<td>Mathematics</td>
<td>Algebra and Trigonometry</td>
</tr>
<tr>
<td>Speech</td>
<td>Corrective Speech</td>
</tr>
<tr>
<td>Music</td>
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</table>

### SECOND YEAR

<table>
<thead>
<tr>
<th>Subject</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Art</td>
<td>Freehand Drawing and Design</td>
</tr>
<tr>
<td>Education</td>
<td>Educational Psychology</td>
</tr>
<tr>
<td>Education</td>
<td>Educational Foundations</td>
</tr>
<tr>
<td>Education</td>
<td>School Management</td>
</tr>
<tr>
<td>English</td>
<td>Children's Literature and Story Telling</td>
</tr>
</tbody>
</table>

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167 Directory of the Public Schools of New Orleans, La., Session 1937-1938, p. 15.
### SECOND YEAR (Continued)

<table>
<thead>
<tr>
<th>Subject</th>
<th>Description</th>
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<tbody>
<tr>
<td>English</td>
<td>English Literature</td>
</tr>
<tr>
<td>English</td>
<td>Professionalized English</td>
</tr>
<tr>
<td>Geography</td>
<td>Professionalized Geography</td>
</tr>
<tr>
<td>Health and Physical Education</td>
<td>Health I</td>
</tr>
<tr>
<td>History</td>
<td>Gym 2</td>
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<tr>
<td>Kindergarten Curriculum</td>
<td>United States</td>
</tr>
<tr>
<td>Mathematics</td>
<td>Professionalized Arithmetic</td>
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<tr>
<td>Music</td>
<td>Appreciation</td>
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<tr>
<td>Reading</td>
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<tr>
<td>Speech</td>
<td>I - Voice Control &amp; Diction</td>
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<tr>
<td></td>
<td>II - Introduction to Public</td>
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<tr>
<td></td>
<td>Speaking</td>
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<tr>
<td>Vocational Guidance</td>
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### THIRD YEAR

<table>
<thead>
<tr>
<th>Subject</th>
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<tbody>
<tr>
<td>Library Science</td>
<td>Current Educational Problems -</td>
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<tr>
<td>Education</td>
<td>History of Education</td>
</tr>
<tr>
<td>Education</td>
<td>Educational Measurements</td>
</tr>
<tr>
<td>Practice Teaching</td>
<td>12 weeks of directed observation, participation, plan</td>
</tr>
<tr>
<td></td>
<td>writing and practice teaching</td>
</tr>
<tr>
<td></td>
<td>Current Literature</td>
</tr>
<tr>
<td></td>
<td>Journalism</td>
</tr>
<tr>
<td></td>
<td>Professionalized</td>
</tr>
<tr>
<td>English</td>
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<td>English</td>
<td></td>
</tr>
<tr>
<td>Art</td>
<td></td>
</tr>
<tr>
<td>Music</td>
<td></td>
</tr>
<tr>
<td>History of the U. S.</td>
<td></td>
</tr>
<tr>
<td>Sociology</td>
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</tr>
<tr>
<td>Health and Physical Education</td>
<td></td>
</tr>
<tr>
<td>First Aid</td>
<td></td>
</tr>
<tr>
<td>Mental Hygiene</td>
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<tr>
<td>School Management</td>
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<tr>
<td>Personal Hygiene</td>
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</tr>
<tr>
<td></td>
<td>Based on transcript form used for the Hanson Normal School and now on file</td>
</tr>
<tr>
<td></td>
<td>in the Division of Instruction, Orleans Parish Public Schools.</td>
</tr>
</tbody>
</table>
Rabouin curriculum. Late in the period of Bauer's tenure under consideration, two new courses were added to the Rabouin School program. The first was a course in food demonstration, an extension of the foods course. A half-day course extending over a full session, the food demonstration course was intended "to prepare girls and women as demonstrators for organizations requiring such services."

The course, which included work in the theory of and laboratory work in food preparation, food demonstration, and public speaking, was open to high-school graduates eighteen years of age or older. Applicants who had had home economics in high school received preference in enrollment. 169

The second new program introduced into Rabouin was sewing for interior decorating, an extension of the clothing course. This course, which required students' attendance for a full day over the period of one session, included work in sewing, cutting, fitting, art, English, arithmetic, and civics. Applicants for enrollment in the course had to be seventeen years of age or older; high-school graduation was not a requirement. 170

170 Ibid.
The Elementary-School Program

Changes were effected, too, in the elementary-school program during the 1933-1941 period. This span of eight and one-half years was particularly noteworthy for the extent to which modifications were made in the upper-elementary program, which had long adhered more closely to traditional practices than had the program of the primary grades. As was the case with the high schools, the principal causative factors influencing changes in the elementary-school program were the State Department of Education, the report of the Citizens' Planning Committee, and the initiative of local public-school administrators.

The educational philosophy of Louella Egan, the District Superintendent for Kindergarten-Primary Grades, had long been somewhat more progressive than that of her counterpart in charge of grades four, five, six, and seven. Egan's attitude was reflected in the following excerpt from a circular addressed to principals and kindergarten-primary teachers:

If we are to become 'true professionals' we must examine the present day educational tendencies both from the standpoint of theory and of practice and thus become familiar with leading educational authorities who are making valuable contributions to early elementary education. For some of us who are averse to change it will be necessary to gradually develop a new viewpoint and to put into practice more of the modern progressive ideas recommended by kindergarten-primary experts. For some of us who are inclined to go to extremes it will be necessary to remember that not all of the newer programs suggested by authorities are
adaptable, as recommended, to typical public school situations. For all of us it is important that we keep a balance between the old and the new theories in education—that we hold fast to the best of the old and link with it the tested-and-proven theory of the new.171

On the other hand, there is no indication in the circulars issued by Caroline Pfaff, District Superintendent for the Upper Elementary Grades, that newer trends in education were embraced by her. If Egan leaned toward the progressive viewpoint, Pfaff inclined toward the essentialist viewpoint, setting exacting standards for pupils and teachers. For example, at the opening of the 1934-1935 session, Pfaff made the following suggestions to teachers:

In all written work consider proper spacing.

In the English lesson see that there is some written work daily. Supervise this work while it is being written for the purpose of giving individual attention to the children's needs.

Accept no slovenly work.

During the English period, the use of the board by the teacher is an absolute necessity for fixing facts, for illustrative material, for emphasizing points for teaching correct forms.

Give definite instructions both orally and in writing.

When written instructions are correctly and clearly given, let the children interpret them without help or interference from the teacher.

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Telling the child once or twice does not insure his knowing. Drill, drill, drill on things that must be learned; but study to make the drill interesting and worthwhile.

Do not permit the use of the character '&' and 'and' in the child's written work.172

Units of activity. The difference in educational philosophies of the two elementary district superintendents may be illustrated by their attitudes toward the place of the unit of activity in the educational process.

Reference was made in Chapter II of this study to the introduction of the project method into the primary grades of the public schools of Orleans Parish during the early years of Bauer's tenure. Egan continued to promote the project method and later the unit of activity. In 1936, she reported evidence of improved instruction in social studies, in integrating subjects, and in planning units of activity in the social studies. The evidence she cited included:

Provision for more desirable learning situations.

A better understanding of the relation of the subjects of the curriculum to the activity, therefore, using subjects when they fit in naturally and are needed to attain the purpose for which the activity is planned.

Developing in separate periods the subject matter and skills not related to activities.

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Better provision for use by pupils of knowledge gained through the activity.

Practice in evaluating units of activity in the social studies in terms of educational objectives, thus avoiding the dangers of over-emphasis on activity rather than on the educational purposes and possibilities of activity.\textsuperscript{173}

Kindergarten-primary teachers were invited to contribute outlines of units of activity to a "unit library," from which principals and teachers could borrow copies of various units. To build up the "unit library" each school was requested to contribute at least four outlines of units of activity, one for each grade, kindergarten through third.\textsuperscript{174}

Egan, while committed to the unit method of teaching, was, nevertheless, alert to the need to observe caution in selecting units to be developed. She advocated, for instance, that in selecting units teachers should seek:

To eliminate the excessive amount of duplication of the same units in all grades

To plan a varied program of work in each grade so that all phases of the social studies will be developed

To give greatest emphasis to those activities which serve to attain the most important objectives of


While the unit of activity had been an accepted and integral part of the kindergarten-primary program for a number of years, there is no evidence that this type of teaching was undertaken prior to the session 1937-1938 in the upper-elementary grades, where the program had continued to be subject-matter centered. It is not until 1937-1938 that samples of units developed in the upper-elementary grades may be found. The writer knows as a result of personal experience that it was during that session that units of activity were attempted in the departmental grades.

In one of the sample units developed by a teacher in the departmental grades and distributed among the schools, there is found the suggestion that the impetus for the introduction of the unit of activity in the upper-elementary grades came from State Department of Education Bulletin No. 351. Moreover, the report of the Citizens' Planning Committee had recommended a "regrouping of subjects in terms of related content and of common objectives."\textsuperscript{176}

\textsuperscript{175}Circular No. 3253 (New Orleans: Orleans Parish Public Schools, September 1, 1938), p. 1.

\textsuperscript{176}Circular No. 3281 (New Orleans: Orleans Parish Public Schools, June 3, 1938), p. 1; and Citizens' Planning Committee, \textit{op. cit.}, pp. 46-8.
Whatever the stimulus for introducing the unit of activity into the upper-elementary grades, there is reason to believe that Pfaff was somewhat unenthusiastic about it. Addressing herself to seventh-grade teachers, Pfaff wrote:

The need and value of effective study habits are apparent to all teachers working intelligently with students. These must not be lost sight of in the handling of a new type of work with a new type of material. The skillful teacher works much closer to the child in the kind of guidance which is made necessary in the unit study, and she must use every effort to prevent work from degenerating into shiftlessness.

For better or for worse the trend to organize the school curriculum around units of work seems to be gaining ground and we are now assaying to lead our children in the development of power to success in which we shall strive to make a sound educational program.  

Introduction of science. The addition of science to the elementary-school curriculum in 1938-1939 as a result of State Department of Education action was also greeted with different degrees of enthusiasm by the two District Superintendents for the elementary schools.

Egan noted that:

Since for years the teachers of the Kindergarten-Primary Department have emphasized social and natural sciences I am confident that they are prepared to make

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valuable contributions to this science program.\footnote{Ibid.}

Pfaff, on the other hand, with obviously less ardor, wrote:

The new work in science with which we must now concern ourselves is a challenge to us. . . . That we shall successfully meet the call there is no shadow of a doubt, though the road will be both rough and steep through which first travel is made. Again the teacher's task adds a responsibility.

\ldots . . .

The necessity for introducing science into the elementary schools is obvious. The method of doing it is not quite so clear. Few of our elementary teachers are specialists in science but we can rely upon them all as able classroom teachers.\footnote{Circular No. 3274 (New Orleans: Orleans Parish Public Schools, September 14, 1938), p. 1.}

The inclusion of science in the upper-elementary curriculum necessitated certain modifications in the program. In the seventh grade, geography was deleted from the program, and the daily forty-minute period previously allotted to geography was devoted to science. In the fifth and sixth grades, the time formerly assigned to geography was divided between geography and science. Fourth-grade teachers were directed to use the time formerly designated for history, nature study, and geography for a "Social Study" period.\footnote{Circular No. 3380, loc. cit.}
Modifications in the primary program. Several modifications were made during this period in the program of the primary grades. The first change affected the arithmetic program. Based on the "combined opinions" of the chairman of the 1927 arithmetic course of study, the mathematics teacher in the New Orleans Normal School, and a "large number" of second-grade teachers, a revision in the primary arithmetic program was made whereby multiplication and division were eliminated from the 2A grade program, thus "providing more time for drill on the basic addition and subtraction facts in 1A, 2B, 2A Grades."\(^2\)

Another change was the result of action at the State Department of Education level. In 1936, the State Department of Education departed from past practice and adopted multiple reading textbooks for each primary grade. Whereas in former years there had been one adopted reading textbook for each grade, there were now three for each grade. Since the public schools of Orleans Parish were operating on the semi-annual promotion basis, this meant that each grade was expected to complete one and a half textbooks. For example, in 1B grade the assignment was At the Farm and the first half of Little Friends and Little Friends at School. In the 2B grade, pupils were expected

to complete the last half of Little Friends and Little Friends at School and all of In City and Country. 183

The third change also marked a departure from precedent. This change had to do with the area of penmanship. Before September, 1941, LB pupils had been taught cursive writing. In 1941, however, in keeping with newer trends, manuscript writing began to replace cursive writing in the first grade. Initially, manuscript writing was introduced into schools "at the desire and request of the principals and teachers of the respective schools." 184

Revised social studies course of study. In its final report, the Citizens' Planning Committee noted that:

A trend toward offering a unified, social studies course in place of geography, history, civics, and citizenship in all grades is evident in the country. In New Orleans, in the departmental grades each subject is taught independently with a minimum of integration or correlation. 185

It may be that this observation by the Citizens' Planning Committee spurred the confection and publication of the Tentative Course of Study in Social Studies, Elementary Grades in June, 1941. This course of study

185 Citizens' Planning Committee, op. cit., p. 41.
organized the program on the unit basis and provided for the correlation or integration of history, geography, and civics while suggesting means of relating other areas of the curriculum to the social studies. 186

Assignment of adjustment teachers. The Citizens' Planning Committee also stated that a study of the achievement tests administered as part of the survey of the school system revealed the "urgency for remedial teachers of reading and related subjects in practically every school of the city." 187 In 1940-1941, many of the schools were making an effort to provide special attention for pupils needing remedial work. In a memorandum to Bauer, Bourgeois reported that:

... many of our schools, faced as they are with retardation problems, attempt to arrange their schedules so that a member of the faculty may be assigned part of the time to adjustment and remedial work with retarded pupils or with pupils who present specific problems not susceptible to remediation in the regular classroom. Such a procedure entails no additional expense to the Board as the pupil load is distributed according to the total number of teachers in a given building. 188

The following session, 1941-1942, Bourgeois, after

186 Orleans Parish Public Schools, Tentative Course of Study in Social Studies, Elementary Grades (New Orleans: June, 1941), p. 1 et seqq.
187 Citizens' Planning Committee, op. cit., p. 46.
188 Memorandum from Bourgeois to Bauer, May 5, 1941.
reviewing the classification sheets submitted by the elementary schools, noted that a majority of the schools could, by consolidation of classes, make it possible in each instance for a teacher to devote her full time to service as an adjustment teacher. Many of the schools were able to act upon Bourgeois' suggestion. To give guidance to the teachers doing the adjustment teaching a workshop for adjustment teachers was held and a "complete outline of the program . . . communicated to them." 189

Movement away from departmentalization. Since the session 1913-1914, the three highest grades in the elementary schools, with few exceptions, had been departmentalized. The Citizens' Planning Committee, however, was highly critical of this type of program organization. In its final report, the Citizens' Planning Committee wrote:

In the departmental grades the very nature of the organization tends toward specialization and non-coordination of subject matter. The representative individual programs for the various schools indicate that the instructional organization tends to be inflexible; and it is not in accord with the current trend of effectual elementary school instruction. Throughout the country, increasing effort toward attaining unity of purpose and effort in all educational treatment of the child is evident. 190


190 Citizens' Planning Committee, op. cit., p. 4.
Moreover, the Citizens' Planning Committee recommended the selection of several schools for experimentation in the field of elementary education. Among the suggested experiments was the abandonment of the departmental pattern of organization in the upper-elementary grades.\textsuperscript{191} While no schools were designated for experimentation in the field of elementary education, a start was made in session 1941-1942 to implement the Committee's recommendation regarding the discontinuance of departmentalization in the upper-elementary grades. A study of the directory for the 1941-1942 session reveals that in that session twelve white and seven Negro elementary schools had completely abandoned departmentalization. Thirteen white and three Negro elementary schools were operating on a semi-departmental plan, departmentalizing for subjects such as music, health, art, and science.\textsuperscript{192}

\textbf{Continued emphasis on health.} In the latter years of his tenure as superintendent, Bauer continued to emphasize the importance of pupils' health and to exert leadership in promoting it. In 1935, he appointed a committee of principals to organize a campaign to have children

\textsuperscript{191}\textit{Ibid.}, p. 45.

\textsuperscript{192}\textit{Directory, Session 1941-1942, op. cit.}, pp. 24-50, 115-27.
immunized against diphtheria. The committee, under the chairmanship of Josephine Thomas, principal of Howard No. 1 School, met with Bauer and made the following suggestions to principals:

1. That definite lesson periods be devoted to acquainting children with the danger of diphtheria and with the value of immunization. It is suggested that some of the following periods be so devoted: health and hygiene; English (letter and paragraph writing); morning exercises; drawing (poster making); arithmetic (adding the number of immune children in rows and classes, calculating the per cent of immunity).

2. That parents also be acquainted with the danger of diphtheria and the value of immunization as follows: through circular letters, called meetings of parents' clubs, children's letters and posters addressed to parents, and through posters displayed on school walls. Parents should be encouraged to request the family physician to immunize their children.\(^\text{193}\)

The committee obtained from the Metropolitan Life Insurance Company pamphlets dealing with the danger and control of diphtheria. The committee suggested the pamphlets be discussed in the schools with the children and then be taken home by the children to be discussed with their parents. The committee also arranged for a group of doctors to be available to address meetings of parents on the subject of diphtheria immunization.\(^\text{194}\)

By the time the second campaign for immunization


against diphtheria got under way in January, 1936, it had been made possible for children to be immunized in the schools free of charge by Board of Health physicians.\textsuperscript{195}

The campaign to have children immunized against diphtheria was climaxed on September 11, 1936, when the Board adopted the following regulation, which was effective with the beginning of the second term of the 1936-1937 session:

All pupils under ten years of age applying for admission to the New Orleans Public School System shall present as a prerequisite for admission a certificate of immunization from diphtheria.\textsuperscript{196}

\textbf{New art materials.} In the late 1930's, opportunities for art experiences with additional art media were made possible through the Board's provision of several new types of art material. In 1937-1938, the new materials were rough drawing paper and colored chalks for use in grades one through seven. The succeeding session finger-painting materials were introduced into the kindergarten and first grades, and block-printing materials were made available


\textsuperscript{196}"Minutes," Vol. XXVIII, \textit{op. cit.}, pp. 182-3.
for use by seventh graders.\(^{197}\)

The new materials were intended to assist in the implementation of one of the aims of the art program of the elementary schools, which, according to the Supervisor of Art, was the "encouragement of creative expression which results in the joy of accomplishment by affording the pupil opportunity to express his individual ideas and experiences through art."\(^{198}\)

**Dictionary tests.** As at the high-school level, the State Department of Education in 1939-1940 substituted a dictionary test for the annual spelling test in the elementary grades. However, whereas the spelling test had been administered in grades two through seven, the dictionary tests were taken only by pupils in the fifth, sixth, and seventh grades. In preparation for the test, the teachers of English at the fifth-, sixth-, and seventh-grade levels were authorized to devote half of the English period three times a week to special dictionary work.\(^{199}\)

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\(^{198}\)Circular No. 3255, *loc. cit.*

Although the State Department of Education discontinued the annual spelling test, the public schools of Orleans Parish continued to stage the annual radio spelling contest. In Bauer's last year as superintendent, 1941, the sixteenth annual radio spelling contest was held.

**Reading certificates.** Another program sponsored by the State Department of Education in which the public elementary schools of Orleans Parish participated was the awarding of a reading certificate to each child who read ten books in addition to the basal and supplementary readers. For each ten books read beyond the first ten books required to earn a certificate, a gold star was affixed to the certificate. According to a report prepared by Pfaff, 10,159 pupils merited certificates in 1933, and 10,089 pupils received certificates in 1934.

**Revision of report cards.** After having studied pertinent literature and examined report cards from other school systems, the committee appointed to investigate the desirability of revising elementary pupils' report cards

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submitted its report on July 10, 1936. The committee recorded itself as being in favor of a formal report card. It recommended that reports be issued six times a year instead of eight as had been the practice in the elementary schools. The committee further recommended that a two-level rating, Satisfactory and Unsatisfactory, be used. The format of the report card suggested by the committee was that of a four-page folder. The cover contained the usual identifying information and a letter from the superintendent. The back cover contained a list of desirable health habits and space for the signature of parents. The two inner pages provided space for attendance, scholarship, and citizenship records as well as a space for the comments of teachers.\(^{202}\)

The committee's recommendations were approved with the exception of the grading system. Instead of the two grades recommended by the committee, a four-grade scale was adopted. Thus, when the revised report cards were introduced in the second term of the 1936-1937 session, the grading system used was E (Excellent), S (Satisfactory), U (Unsatisfactory), and UI (Unsatisfactory but

Improving).\textsuperscript{203}

When the revised report cards were introduced, Bauer explained that he hoped to "secure the benefit of the experience of our teachers after using the card for two or three trimesters in order to straighten out any difficulties. . . ." At the same time, he expressed his confidence that "with a sympathetic use of the new form much valuable information will be recorded for the benefit of parent, teacher, and pupil."\textsuperscript{204}

At the time the new report cards were adopted for use in the elementary schools, the Board announced the discontinuance of the awarding of the Lindbergh Certificate for perfect attendance concurrent with the introduction of the new report cards. The reason for the Board's decision was not stated, although, according to the minutes of the meeting of November 13, 1936, the decision had been reached "after serious consideration by the Board."\textsuperscript{205}

Revised promotion policy. Several years before the report cards for elementary-school pupils were revised, the rules governing the promotion of elementary-school


\textsuperscript{204}\textit{Ibid}.

\textsuperscript{205}\textit{"Minutes," Vol. XXVIII, op. cit.}, p. 218.
pupils were changed on Bauer's recommendation. Bauer informed the Board at its meeting of August 28, 1934, that the rules then in effect allowed so much discretion to principals that there was a lack of uniformity in promotion policy in the system. Consequently, the Board amended Section 91 of the rules and regulations to read as follows:

Pupils in all grades in the elementary schools whose work for the term in each subject has been graded as "Excellent," "Good," or "Satisfactory," shall be promoted.

Pupils having an unsatisfactory grade in one or more of the promotional subjects of his grade shall be entitled to the privilege of an examination covering that portion of the course of study wherein the unsatisfactory record was made and the result of this examination shall determine the grade of work to be followed by him during the ensuing term.

The promotional subjects of the 5, 6 and 7 grades shall be: Arithmetic, Reading and Literature, Geography, History and English, and other subjects shall not be considered for promotion or non-promotion in these grades. The condition examination shall be written and pupils who make in this examination a general average of 70% and whose work in English is satisfactory shall be promoted. No pupil of these grades shall be promoted whose grade in English is unsatisfactory.

The promotional subjects of the 4th grade shall be Arithmetic, Reading and Literature, Geography and English, and other subjects shall not be considered for promotion or non-promotion in this grade. The condition examination shall be written and pupils who make in this examination a general average of 70% shall be promoted.

The promotional subjects of the 3rd grade shall be Reading, English, and Arithmetic. All other subjects shall not be considered in this grade for promotion or non-promotion. If a condition examination is to be taken in reading it shall be oral; if in English or Arithmetic it shall be partly written and partly oral.
Pupils who make a general average of 70% in this examination shall be promoted.

The promotional subject for 1st and 2nd grades shall be reading only. If a condition examination is to be taken it shall be oral and pupils who make a grade of 70% in this examination shall be promoted. Other subjects shall not be considered for promotion or non-promotion in this grade.

The foregoing examination shall take place in the first week of each term in the school in which the non-promotion occurred, except that a 7th A pupil may be given an examination during the last week of the term.

A pupil who has completed the 7th B grade satisfactorily and desires to skip the 7th A grade in order to enter high school shall be required to take the high school entrance examination in the high school he will attend notifying the Department of Superintendence at least two weeks before the opening of the new term of his intention in order that examination questions may be prepared. This entrance examination shall be given in all the promotional subjects of the departmental grades.

No credit in the Elementary Schools shall be allowed for work done in summer schools.206

When science replaced geography in the seventh-grade curriculum in 1938, another change was made in the promotion policy for that grade. Whereas geography had been a promotional subject, science was not so designated. Hence, in the seventh grade, after 1938, the promotional subjects were arithmetic, history, English, and reading.207

Yet another modification was made in 1940 in the

promotion policy in effect in the departmental grades. When the Board amended Section 91 of its rules and regulations in 1934, it required a pupil to earn a satisfactory grade in English to be considered for promotion; a pupil who received an unsatisfactory grade in English, although he may have merited satisfactory grades in all other promotional subjects, could not be promoted. The Citizens' Planning Committee commented that the "unusual stress on English as a promotional subject in the departmental program" resulted in high pupil achievement in that area of the curriculum. However, the Committee stated that the amount of retardation and elimination of pupils caused by the emphasis raised "grave questions" concerning the reasonableness of this requirement for graduation. Consequently, in January, 1940, Eley announced that an unsatisfactory mark in English "need not interfere with promotion." Henceforth, pupils in the departmental grades were promoted if they earned a general average of 70 percent in the promotional subjects.208

Curriculum of the Hynes Pre-Vocational School.

Several years earlier, concern about the incidence of retardation and elimination in the elementary schools had

resulted in the establishment of the Hynes Pre-Vocational School. The objectives of this school have been outlined in this chapter in the section dealing with elementary-school housing facilities.

The school day in the Hynes School was divided into two parts of two hours and forty minutes each. The pupils spent one-half of the day in the shops or laboratories and the other half of the day in the classrooms where an effort was made to relate wherever possible the academic work to the shop work. The academic work included instruction in arithmetic, English, social studies, and reading. Shop or laboratory experiences were provided in electricity, sewing, cooking, decorative art, metals, drafting, carpentry, and cabinet-making.

Program of the evening schools. By the session 1941-1942, the offerings of the evening schools had been expanded, particularly with regard to the inclusion of more college-preparatory subjects, such as chemistry and physics, and industrial arts programs. According to the directory for 1941-1942, the following courses in addition to the elementary-school subjects were taught in the
directory for 1941-1942, the following courses in addition to the elementary-school subjects were taught in the

\[\text{\textsuperscript{209}}\text{Breedlove, op. cit., pp. 7-10.}\]

\[\text{\textsuperscript{210}}\text{Ibid., pp. 23, 35-42; and Directory of the Public Schools of New Orleans, La., Session 1939-1940, p. 34.}\]
evening schools:

- Bookkeeping
- Business arithmetic
- Business English
- Chemistry
- Citizenship for foreigners
- Civics
- Clothing
- Commercial law
- Electricity
- English
- English for foreigners
- Foreign languages
- History
- Mathematics
- Mechanical drawing
- Metals
- Office practice
- Physics
- Printing
- Public speaking
- Retail selling
- Shorthand
- Specialty selling
- Speech
- Typewriting
- Woodworking

The curriculum of the evening school conducted in the Rabouin School was strictly vocational in nature. The course offerings in this evening school included: art novelty, commercial art, commercial cookery, costume design, dressmaking, interior decoration, and millinery.\(^{212}\)

Early in the period with which this chapter is concerned, a class for the hard-of-hearing had been inaugurated as part of the evening school conducted in the Easton building. The course, begun in 1934-1935, was intended for the "hard-of-hearing and for those who [desired] to undertake a study of lip-reading." It was announced that the latest scientific aids were to be used in connection with the work of the class, which was under the direction of

\(^{211}\)Directory, Session 1941-1942, op. cit., pp. 51-4, 128-9.

\(^{212}\)Ibid., p. 54.
Sue B. Power, Supervisor of Corrective Speech. How many sessions the course continued to be offered is difficult to determine. However, the directory for the session 1937-1938 does not list the course among the evening-school offerings, and it is reasonable to assume that it was discontinued prior to that session for reasons not stated in any of the Board's official records.

State-supplied library books and school supplies. Speaking at the annual convention of the Louisiana Teachers' Association in November, 1935, State Superintendent Harris stated:

It is so essential that every high-school department and every grade of the elementary schools should be equipped with a good library that the State should, I think, furnish free library books and periodicals just as it does textbooks. There is not much difference in the importance of the two classes of books. I shall ask the Legislature at its next meeting to place library books on the free list, and the State Board of Education to equip all grade rooms and all high-school departments with libraries meeting good standards.

Accordingly, at its 1936 session, the Louisiana Legislature passed Act No. 153, which provided that a part

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of the Severance Tax Fund be devoted to furnishing school supplies, including library books, paper, pens, ink, and pencils free of cost to the school children of Louisiana. In November, 1936, this Act was made an amendment to the Constitution of Louisiana.  

The public schools of Orleans Parish, like schools throughout the State, were beneficiaries of the provisions of Act No. 153. Each school was permitted to select from approved lists the titles of books desired within the limits of the quota assigned the school. The requisitions were then transmitted to the State Supervisor of School Libraries. The requisitions were checked in her office, and the books were purchased through the State Printing Board.  

In-Service Education

The administrative personnel of the Orleans Parish public schools continued during this period to promote the professional growth of the corps through meetings of common-interest groups and through the occasional invitation of prominent educators to address the corps. For example, in 1937, E. B. Robert of Teachers College, Louisiana State University, was invited to address the New

216 Ibid., pp. 15-16, 69.

Orleans teachers on "Curriculum Development." In 1939, Edward M. Draper, Professor of Education, University of Washington, spoke to the corps on "The Schools of Tomorrow." 218

From time to time, too, workshops were held. In 1937, for instance, a band and orchestra clinic was staged for instrumental music teachers. Under Bourgeois' direction, a series of ten workshop meetings in the social studies, English, and science areas was conducted for elementary-school teachers during the 1941-1942 session. 219

Bourgeois' efforts to stimulate high-school teachers to grow professionally were described earlier in this chapter. When he was named Assistant Superintendent in Charge of Instruction in 1940 and was given the responsibility for curriculum development in and supervision of the elementary schools as well as of the high schools, he required each principal to organize a curriculum-study program in his or her school. Each principal was provided with a suggested bibliography and was furnished with copies


of questions to be used in studying the topics under discussion. Bourgeois suggested that a panel of four or five teachers be selected to discuss each month's topic before the faculty. In the case of small schools, he suggested that neighboring schools hold joint meetings. 220

**State curriculum-study program.** The major in-service education effort in Orleans Parish during this period resulted from the initiation by the State Department of Education of a state-wide curriculum study in 1936. The program, which grew out of the conviction that the curriculum of Louisiana schools could be improved "to make it more functional in the lives of the students . . . ." had its beginning in the summer of 1936 when fifty "selected school people of the State" met in a curriculum-study group at Louisiana State University. 221

The purpose of the first year of the study program was to develop among the teaching force a clearer understanding of:

1. The basic philosophy and guiding principles of education.

2. The aims of education.


221 State Department of Education of Louisiana, Eighty-seventh Annual Report for the Session 1935-36, op. cit., p. 27.
3. Pupil needs, purposes, and interests.
4. The nature and scope of the curriculum.
5. The function of subject matter and teaching procedures in the curriculum.

In the succeeding years, the program included a study of the preparation of new teaching materials, the planning of new teaching techniques, and the preparation of tentative teaching guides.\textsuperscript{222}

In Orleans Parish, Bauer described the program as a "splendid opportunity to improve the curriculum for the public schools of Louisiana." He expressed his confidence that the public schools of Orleans Parish would participate whole-heartedly in the program, which, he said, would mean so much to the advancement of the schools of Louisiana. To serve as co-chairmen of the program in Orleans Parish, Bauer named District Superintendents Egan and Pfaff.\textsuperscript{223}

The State plan of organization was composed of four types of study units: the School Unit, the Parish Unit, the District Unit, and the State Unit. According to the State plan, the Parish Unit was to consist of a minimum of two representatives of each School Unit.\textsuperscript{224} In Orleans

\textsuperscript{222}Ibid.

\textsuperscript{223}Circular No. 2714 (New Orleans: Orleans Parish Public Schools, October 1, 1936), p. 1.

\textsuperscript{224}Circular No. 695 (Baton Rouge: State Department of Education of Louisiana, September 18, 1936), p. 2.
Parish, a different type of organization was employed in lieu of the Parish Unit. The elementary schools were divided into nine groups, designated Group 1, Group 2, et cetera. Each elementary-school group was composed of six schools except Group 1, which consisted of the four Algiers schools, and Group 9, which was comprised of seven schools. 225

The Orleans Parish public high schools were divided into two groups designated Group A and Group B. Group A was composed of the Hanson Normal School and the eight academic high schools. The six commercial high schools made up Group B. The Behrman and McDonogh High Schools were represented in both groups. 226

VII. OTHER ACTIVITIES IN THE PERIOD 1933-1941

Until the end of his tenure as administrative head of the public schools of Orleans Parish, Bauer continued to seize and to create opportunities to highlight the work of the schools and to create a favorable community image of the schools. He continued, too, to foster healthy school-community relationships through the acceptance of

225 Unnumbered circular (New Orleans: Orleans Parish Public Schools, October 1, 1936), pp. 1-2.
226 Ibid.
invitations for the schools to be part of civic enterprises.

Contests and exhibits. Contests and exhibits of pupils' work maintained prominent roles in Bauer's efforts to focus citizen attention on school activities. The Mary F. Reames Garden Contest, for instance, was held annually to highlight the gardening work being done by the schools as well as to stimulate teacher and pupil interest in this phase of the school program. The classifications of the twenty-eighth annual contest, held in the spring of 1941, included decorative gardens, patios, iris planting, garden plans, vegetable gardens, outside window boxes, inside window boxes, cut flowers, roof gardens, and insect mounting. Subsequent to the judging, the winning entries in the various classifications were placed on exhibit in a central location, and the public was invited to attend. 227

In the spring of 1941, too, the annual exhibition of the "course in instrumental music instruction in the elementary schools" was held in the Peters High School auditorium. At the exhibit, each teacher of instrumental music presented a group of his students in two numbers, with all groups joining in the closing number. 228

An annual art exhibit, featuring work done by pupils at all levels of the school system, was staged in the Exhibit Room of the administration building.229

In 1938, a demonstration of the techniques used in the sight-saving classes was given and an exhibit of the materials of these classes presented at the annual meeting of the Louisiana Society for the Prevention of Blindness.230

In addition to an annual exhibition of pupils' projects, the Manual Training Division sponsored several other activities. In 1936, to mark the twenty-fifth anniversary of the introduction of manual training into the public elementary schools of Orleans Parish, the Manual Training Division planned a rowboat regatta on Lake Pontchartrain. The boats used in the regatta were built by the boys in the manual training classes. The challenge trophy for the event was donated by Board President Schaumberg.231

The following year, the Manual Training Division held its first annual archery contest on the Franklin Delano

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Roosevelt Mall in the New Orleans City Park. All bows used by the contestants were required to be made by the contestants and certified to by the boys' manual training instructors.232

In the Negro schools, the first annual Public School Folk Dance Festival was presented in 1939. There was no similar activity planned for the pupils of the white schools.233

A national convention. The public schools of Orleans Parish gained national prominence when the Department of Superintendence held its annual convention in New Orleans in February, 1937.

The Board had formally invited the Department to meet in New Orleans in 1933.234 However, the Department did not choose New Orleans as the site of its meeting for that year. Again in January, 1936, the Board extended an invitation to the Department to hold its annual meeting in New Orleans in 1937. The Board also directed that a campaign be initiated to solicit the cooperation of the superintendants of large city school systems and the state

departments of education in the South "in order to press the acceptance of our invitation." \(^{235}\)

A month later, Bauer reported that the Board's invitation had received the endorsements of twelve state superintendents of education in Southern states and thirty-three superintendents of city school systems. Moreover, the superintendents had granted permission to affix their names to the Board's invitation. \(^{236}\)

The Board's invitation was accepted, and New Orleans was designated the site of the 1937 convention of the Department of Superintendence. A year of intense preparation followed. The Local Citizens' Committee was organized to tend to the numerous details incident to the convention. Among the duties of the Committee were the procuring of eight hundred automobiles to transport the delegates, the supplying of rooms of Department officers with flowers, and the locating of suitable housing accommodations for the delegates. \(^{237}\)

Several activities were planned by the administrative staff of the Orleans Parish public schools which gave


\(^{236}\)Ibid., p. 127.

the convention touches typically New Orleanian and Southern in character. At the second general assembly, the pupils of the public schools presented a pageant, "The Glory of Dixie." The third general session was opened with a camellia shower, the distribution of ten thousand camellias to the delegates by girls of the public, private, and parochial high schools.238

On the morning of the fourth day of the convention, more than four thousand delegates were guests at a Creole breakfast served under the Dueling Oaks in City Park. The breakfast menu included grillades, calla tout chaud, yellow grits, Creole drip coffee, and oranges. While the guests were eating, make-believe duels were fought, Negro spirituals were sung, and organ grinders and other characters typical of the Vieux Carré mingled with the guests.239

Two tastes of the New Orleans Mardi Gras were provided the delegates. The Krewe of Les Savants, organized for the occasion by members of the New Orleans Public School Teachers Association, presented a carnival ball with

238Department of Superintendence, Official Program (New Orleans: Department of Superintendence of the National Education Association, February 20-25, 1937) pp. 5-6.

A. L. Threlkeld, president of the Department, reigning as king of the ball. On the afternoon of the last day of the convention, the children's carnival parade of fifty-eight floats was repeated for the entertainment of the visitors. 240

In its formal report, the Convention Appraisal Committee wrote:

Statistics fail completely to indicate the warmth of hospitality and welcome of the host city of New Orleans.

It is surely only a simple statement of fact to say that no city within recent years has provided the warmth of welcome and genuine hospitality which the city 'on the shimmering crescent' provided. Perhaps no other city could.

As the Appraisal Committee said, Bauer and "his beautiful New Orleans [had] made good." 241

**Children's parades.** The original idea for a carnival parade to be staged by the public and parochial elementary schools of New Orleans was advanced by Howard S. Greene, Director of the Convention and Visitors' Bureau of the Association of Commerce, in 1933. 242

Always anxious to have the schools take part in civic enterprises, Bauer agreed to encourage the schools' participation.

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240Ibid., pp. 18, 193.  
241Ibid., pp. 238-9.  
242Letter from Greene to Pfaff, February 14, 1934.
participation in the project. The teachers, however, did not give the proposed parade their wholehearted endorsement. In fact, the following excerpt from a letter sent to the editors of *Quartee* suggests strong reservations:

Can it be possible that, in spite of their financial need, the public schools of New Orleans are planning a Mardi Gras parade of some fifty floats?

It is said that the decorations alone of each of these floats will cost 25 [sic] — a total of approximately $1250. The Association of Commerce no doubt thinks that this display will be a means of advertising the schools, but, as a matter of fact, will not the public justly feel that this sum might better be devoted to providing clothing and shoes and food for the many cold and hungry school children?

It is said that our teachers, 'already burdened to the breaking point,' have 'volunteered' to do, after school hours, the tremendous work incidental to such an exhibition. Do such 'volunteers' really do this work voluntarily, or does the fear of low ratings as to 'Loyalty' and 'Cooperation' in effect compel them to this sacrifice?

Teacher objections notwithstanding, the first pageant of the Children's Carnival Parade, as it was officially known at the time, took place on February 10, 1934. The floats were built on Ford chassis supplied by the sponsoring agency. Each participating school was responsible for the construction of the superstructure of the float, the cost of which was not to exceed twenty-five dollars. The children in the schools rode the floats, and

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243 "Excerpt from Letter to 'Quartee,'" *Quartee*, 4:12, December, 1933.
each float was pulled by ten boys.  

The program was carried out with all the pomp and panoply associated with the New Orleans Mardi Gras. There were a king, a queen, and a royal court as well as the traditional greeting of the king by the mayor at City Hall and the pause at the queen's receiving stand for the exchange of toasts by the king and queen. Like most carnival krewes, the Children's Carnival Parade also had its official colors—red, white, and green. Only in one detail did the children's parade not imitate the adult krewes: children riding the floats were not permitted to throw trinkets to the crowds viewing the parade. 

The initial efforts of the schools to present a carnival parade were deemed successful, and the Board endorsed the public schools' participation for the following year. By 1935, the official name of the pageant had been changed to the Krewe of NOR [New Orleans Romance], and the activity had established itself as an annual event until it was terminated by the entry of the United States into

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World War II. Hence, the last parade of the Krewe of NOR took place in 1941.\textsuperscript{247}

Late in Bauer's superintendency, pupils of the public elementary schools, at the invitation of Bauer and the mayor of the city of New Orleans, also participated in an annual Christmas parade. The first Christmas parade was held in 1939. The Christmas parade was not a production on the scale of that of the Krewe of NOR. The 1940 parade, for example, included the following nine groups of public elementary-school children: "Mother Goose Float," "Wooden Soldiers," "Diminutive Christmas Trees," "Little Boy Blue," "Humpty Dumpty," "Mary, Mary, Quite Contrary," "Three Blind Mice," "Mary Had a Little Lamb," and "Jack, Be Nimble." The 1941 Christmas parade added a martial touch with groups costumed to represent soldiers, sailors, marines, and Red Cross nurses.\textsuperscript{248}

World War II and the schools. The outbreak of World War II furnished abundant opportunities for the schools to cooperate with local, State, and national groups. The first recorded instance of the schools' participation in

\begin{footnotesize}
\begin{enumerate}
\end{enumerate}
\end{footnotesize}
an activity associated with the war was the drive conducted early in 1940 by the Finnish Relief Fund for the "purpose of relieving distress among the non-combatants of Finland." 249

Later in 1940, when several days prior to Draft Registration Day, a parade was scheduled to be held in connection with the draft registration, the corps was advised that:

Superintendent Nicholas Bauer has pledged the fullest cooperation of the New Orleans Public School System, including teachers and principals, in addition to staff officers, incident to participation in the city-wide Registration Day Parade to be held on Monday, October 14 at 8:00 P.M. 250

When the United Service Organization was formed, Bauer let it be known that he expected principals and teachers to contribute to the drive for its financial support. It was, he wrote, an "opportunity for us to do our bit in helping our country to keep up the morale of those who defend us." 251

Bauer was authorized and directed by the Board, on February 3, 1941, to set up in New Orleans the Educational

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Program for National Defense in accordance with the plans of the United States Government, which provided the funds necessary to conduct the program. In May, 1941, Governor Sam Jones of Louisiana addressed the Board at a special meeting and advised the Board that the Federal Government was anxious to implement Plan No. 1 for National Defense to satisfy the need for iron workers, mechanics, and welders. The Governor also told the Board he had made available ten thousand feet of floor space belonging to the Dock Board for use for instructional purposes and that Federal funds would soon be forthcoming for the purchase of necessary equipment. In August, 1941, the Board named Fred W. Breedlove, Industrial Arts Coordinator in the Nicholls High School, supervisor of the defense projects sponsored by the Board. 252

Acting on the recommendation of the National Defense Advisory Committee, the Board also sponsored other types of programs. For example, at its meeting on April 8, 1941, the Board approved the inauguration of an agricultural project for Negroes, of two clerical projects for white persons, and of seven homemaking projects, three for white persons and four for Negroes. 253

253 Ibid., pp. 292-4.
The nurses in the Board's Division of Hygiene and Child Welfare in 1941 offered classes for parents in hygiene and home nursing in preparation for national defense. 254

In July, 1941, the public schools were opened to receive the aluminum pots and pans collected by the children for contribution to the Federal Government's metal drive. 255

Even before the United States was formally at war, the activities in the schools reflected an increase in patriotic fervor and a sense of the need to prepare for America's growing involvement in the conflict. Hence, in 1940, the Supervisor of Music wrote that the "earnest, sincere singing of the patriotic and national songs" was to receive more emphasis. A Committee on Americanism was formed and, among other activities, supplied a list of names of citizens willing to make addresses to the children during assembly periods. The Supervisor of Visual Aids sent to the schools a list of moving pictures, still films, and slides available for use in teaching Americanism. High-school pupils were urged to participate in the essay

254 Circular No. 8362 (New Orleans: Orleans Parish Public Schools, September 18, 1941), p. 2.


Leif Ericson Day assumed an unprecedented degree of importance in 1941. Schools were asked by Bauer to celebrate the occasion with appropriate ceremonies. In making this request, Bauer noted that Ericson was born in Iceland and lived the greater part of his life in Greenland, and that Iceland and Greenland had significant places in the defense plans of the United States.\footnote{Circular No. 8378 (New Orleans: Orleans Parish Public Schools, October 3, 1941), p. 1.}

Every public elementary school in Orleans Parish had a garden in which children worked and learned the rudiments of gardening, and the war emergency suggested additional objectives for this school activity. Therefore, in September, 1941, the Supervisor of Nature Study and Gardening wrote:

*It is our duty to be prepared to meet this situation. Every boy and girl should become aware of the . . . situation. He should learn how he can expand our food supply by home gardening, and learn all he can from his school garden to that end. He should also learn why he*
should eat fresh vegetables, and encourage his fellow citizens to eat them.\textsuperscript{258}

At the Fortier High School, the principal, John R. Conniff, decided during the summer of 1941, that the situation had become sufficiently grave to warrant the organizing of a military unit to begin preparing the boys "in the ways of national defense." Permission to organize the unit was given, and more than four hundred boys joined the unit, which followed Junior R.O.T.C. regulations. Later in the session, when the program was accredited and accepted for graduation in lieu of the requirement in physical education, enrollment in the unit "jumped considerably."\textsuperscript{259}

Pearl Harbor and America's declaration of war on December 8, 1941, brought the schools immediately face to face with some of the grim realities of war. Quickly, principals were sent copies of emergency instructions prepared by the Office of Civilian Defense, which were to be put into effect at once. Moreover, the necessity for "black-outs" made it mandatory that high-school graduation exercises and class plays be rescheduled for the day-time

\textsuperscript{258}Circular No. 8408 (New Orleans: Orleans Parish Public Schools, September 5, 1941), p. 2.

\textsuperscript{259}"Fortier Military Unit Boasts Enrollment of 900 Students," \textit{Nopsta News}, 1:1, 6, April, 1941.
hours instead of the customary evening hours. 260

**Centennial celebration.** Just before America's entry into World War II, the public schools took part in an observance which had happier overtones. This was the celebration of the centennial of public education in Orleans Parish.

Preparation for the centennial celebration, which was planned to coincide with the 1941 observance of American Education Week, began in September, 1941. Bauer served as general chairman of the event. Twenty committees, each chaired by a member of the staff and composed of principals, were appointed to plan various facets of the celebration. 261

The Publicity Committee arranged for the design of a special rubber stamp symbolic of the centennial, which was to be used on all school correspondence. The Publicity Committee also arranged for appropriate displays in the windows of the various stores. Another activity of this committee was securing the cooperation of the local radio stations in broadcasting during school hours programs on


topics appropriate to the event. Moreover, at the request of the Publicity Committee, large signs advertising the centennial celebration and American Education Week were made by boys in the Nicholls, Washington, Wicker, and Hoffman Schools and erected on the grounds of thirty schools.\textsuperscript{262}

A prominent part of the week's program was the flag hour. The Flag Hour Committee recommended that each school would "do well to make its community a participant in the flag hour both by inviting patrons to the program and by having a representative speaker . . . ." The committee further recommended that because of the national emergency which existed the "atmosphere of the program should be strongly patriotic."\textsuperscript{263}

The Committee for Bands scheduled a parade on the Friday preceding the week of celebration. The parade featured fifteen high-school and elementary-school bands, marching groups from the high schools, and elementary-school Junior Safety Patrol groups.\textsuperscript{264}

\textsuperscript{262}Circular No. 8375 (New Orleans: Orleans Parish Public Schools, October 2, 1941), p. 1; Publicity Committee, "List of Radio Programs" (New Orleans: Orleans Parish Public Schools, n. d.), p. 1; and Memorandum from Pearce to Sonntag, October 9, 1941.

\textsuperscript{263}Letter from Flag Hour Committee to Bauer, October 1, 1941.

\textsuperscript{264}Memorandum from Louapre to Bauer, n. d.
The following program presented in the E. B. Kruttschnitt School during the week's celebration was selected by the writer as typical of the programs presented by the various schools in observance of the centennial of public education in New Orleans.

Monday, November 10
9:00 A.M.
Program by the kindergarten showing varied types of kindergarten work

Wednesday, November 12
9:30 A.M.
Flag Hour followed by classroom visiting
Speaker—Rev. J.D. Grey
Flag-raising ceremony in yard
Play—"The First American Flag"
"History of the Flag"
"Etiquette of the Flag"
"The American Creed"
Music by the school orchestra
Patriotic songs by the school

Thursday, November 13
8:00 P.M.
Invocation
(Prayer of 1841)
"God Bless America" by school orchestra
Play—"Why Go to School"
—intermediate grades
Play—"Then and Now"
Recitation—"When Grandma Went to School"
"History of 100 Years of Public Education in New Orleans"
Song—"Where Else but Here"
Song—Star-Spangled Banner
Program followed by classroom visiting
Bauer pronounced the dual event, American Education Week and the centennial celebration of public education in New Orleans, "fittingly and gloriously observed." He wrote that "high praise and commendation from almost every section of the city" had resulted from the efforts of principals, teachers, and pupils.266

Thus the last major activity in which the public schools of Orleans Parish participated before Bauer's resignation marked the centennial of the school system of which he had been a part for forty-two years.

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265Program for American Education Week and the Centennial of Public Education in New Orleans, submitted by Helen W. Heap, principal, E. B. Kruttschnitt School, October 31, 1941.

CHAPTER V

SUMMARY

A school system is a dynamic organism. It is responsive to the changing social conditions and needs of the community it serves. It also responds to the stimuli of new developments and trends in education. Inevitably, then, during a period of eighteen and one-half years, a school system may be expected to undergo multiple changes in practically every facet of its complex structure. Hence, when Bauer retired as superintendent of the Orleans Parish public schools after his long tenure in that office, almost no phase of the school system he had headed had been untouched by the hand of change.

I. A COMPARISON OF THE STATUS OF THE ORLEANS PARISH PUBLIC SCHOOLS IN 1923 AND IN 1941-1942

By way of a summary of the more important changes effected during Bauer's tenure, the concluding chapter of this study will be devoted in the main to a comparison of the status of the various aspects of the school system in 1923, when Bauer became superintendent, and in the session 1941-1942, when he retired.

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The School Board. The Orleans Parish School Board revised its *modus operandi* during this period. While the Board continued to be composed of five members elected from the city at large under the provisions of Act No. 120 of 1916, the Board discontinued the practice of organizing itself into standing committees and functioned as a committee of the whole.

When Bauer was elected superintendent in 1923, the Board placed under his direct control all divisions and departments of the school system. This arrangement remained in effect until 1933, when the Board removed the chief accountant's department, the architect's department, and the Maintenance Department from the control of the superintendent, and made these departments directly responsible to the Board. However, upon the recommendation of the Citizens' Committee for Public Education in New Orleans, these three departments were returned to the superintendent's control in 1940.

Matters of finance. Although, except for Schumberg, membership on the Board changed throughout the span of years, one problem engaged the Board's attention with but few intervals of respite. Financial troubles were more or less constant. The school system was having financial difficulties when Bauer became superintendent in 1923, and from that time on financial crisis succeeded financial
crisis, climaxed by the Great Depression of the 1930's. By the time Bauer retired, however, the financial position of the Board had improved somewhat. This improvement was due in large measure to the Board's successful court battle to collect the seven-mill tax based on 100 per cent of city assessments instead of on 85 per cent of assessments as theretofore.

**Pupil population.** While wrestling with its financial problems, the Board was faced with the necessity of coping with a burgeoning school population, particularly in the high schools and in the Negro schools. The combined average daily attendance in all schools in the system rose from 47,215 at the end of the 1922-1923 session to 59,964.5 in the 1941-1942 session, an increase of 27 per cent. Percentage-wise the greatest increases were experienced in the high schools, both white and Negro. In the white division, average daily attendance in the high schools climbed from 2,960 in 1922-1923 to 10,068.5 in 1941-1942, an increase of 250 per cent. Average daily attendance during the same period in the Negro high schools rose from 595 to 3,407.5, an increase of 473 per cent.

In the Negro elementary school, the average daily attendance rose from 10,553 in 1922-1923 to 16,048, a 52 per cent increase. The white elementary-school enrollment, on the other hand, while increasing in average daily
attendance from 28,928 in 1922-1923 to 31,922.5 in 1933-1934, dropped to 20,965 in 1941-1942, so that there were fewer white elementary pupils in the public schools of Orleans Parish when Bauer retired than when he was elected superintendent.

Housing facilities. Despite its continuing financial dilemma, the Board managed to satisfy the housing needs of a growing pupil population. This the Board was able to do primarily as a result of the ordinance adopted in 1927 authorizing the sale of ten million dollars in bonds. The sale of the bonds permitted the Board to erect schools in growing sections of the city as well as to replace some of the older buildings which were in a serious state of disrepair.

By 1941-1942, in the white elementary-school division, as a result of the conversion of some schools to Negro usage, the combination in some instances of two schools into one unit, and the abandonment of other buildings, the number of schools had been reduced from sixty-seven in 1922-1923 to fifty-two. Meanwhile, the number of Negro elementary schools increased from seventeen in 1922-1923 to twenty-five in the session 1941-1942. \(^1\) The number

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\(^1\) Directory of the Public Schools of New Orleans, La., 1923-1924, pp. 10-39, 44-51; and Directory of the Public Schools of New Orleans, La., Session 1941-1942, pp. 24-50, 113-27.
of elementary schools in both divisions in 1922-1923 and in 1941-1942 is shown in Table X according to size.

Moreover, by 1941-1942, the organizational pattern of the white elementary schools had been regularized to a greater extent than had prevailed in 1922-1923. With but four exceptions, excluding Hynes, all white elementary schools were operating in 1941-1942 as K-7A schools. The exceptions included the elementary department of the Behrman School, composed of just the sixth and seventh grades, the Gentilly School, which had an average daily attendance of thirty pupils, and the Howard No. 2 and Belleville Schools, which housed kindergarten through 5A grades. Nineteen of the twenty-five Negro elementary schools were complete 1B-7A units, while five Negro elementary schools had varying patterns of organization.2

Table XI presents a comparison of the elementary-school organizational patterns which existed in 1922-1923 and those which were extant in 1941-1942.

It should be noted that, according to Table XI, in 1941-1942, all white elementary schools except Gentilly and Behrman had kindergarten departments, whereas nineteen white elementary schools had had no kindergarten classes in

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### TABLE X*  
A COMPARISON OF THE SIZES OF THE PUBLIC ELEMENTARY SCHOOLS OF ORLEANS PARISH, 1922-1923 AND 1941-1942

<table>
<thead>
<tr>
<th>Average Daily Attendance</th>
<th>WHITE 1922-1923</th>
<th>WHITE 1941-1942</th>
<th>NEGRO 1922-1923</th>
<th>NEGRO 1941-1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - 300</td>
<td>16</td>
<td>18</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>301 - 600</td>
<td>40</td>
<td>25</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>601 - 900</td>
<td>10</td>
<td>8</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>901 - 1200</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>1201 - 1500</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1501 - 1800</td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>1801 - 2100</td>
<td></td>
<td></td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>67</strong></td>
<td><strong>52</strong></td>
<td><strong>17</strong></td>
<td><strong>25</strong></td>
</tr>
</tbody>
</table>

TABLE XI*

A COMPARISON OF THE CLASSIFICATION OF THE PUBLIC ELEMENTARY SCHOOLS OF ORLEANS PARISH
1922-1923 AND 1941-1942

<table>
<thead>
<tr>
<th>GRADES</th>
<th>1922-1923</th>
<th>1941-1942</th>
<th>1922-1923</th>
<th>1941-1942</th>
</tr>
</thead>
<tbody>
<tr>
<td>K - 8A</td>
<td>40</td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>K - 7A</td>
<td></td>
<td>47</td>
<td></td>
<td></td>
</tr>
<tr>
<td>K - 7B</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>K - 5A</td>
<td>7</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1B - 8A</td>
<td>14</td>
<td>13</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1B - 7A</td>
<td></td>
<td>19</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1B - 6A</td>
<td>4</td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>1B - 5A</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1B - 4A</td>
<td></td>
<td>1</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>1B - 3A</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>7B - 7A</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>6B - 7A</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>5B - 7A</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>4B - 7A</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>67</td>
<td>51(^1)</td>
<td>17</td>
<td>25</td>
</tr>
</tbody>
</table>

\(^1\)Hynes not included.

1922-1923. However, none of the Negro elementary schools had kindergarten classes in 1941-1942.

The number of white elementary schools with special-education classes increased from five in 1922-1923 to fifteen in 1941-1942, with some of the schools having two or more special classes, while corrective-speech classes were conducted in thirty-eight white elementary schools in 1941-1942. No services of a similar nature were provided in any of the Negro elementary schools in 1941-1942.3

Whereas in the first years of Bauer's tenure, the Board was supplying the teaching staff for classes conducted in three institutions, the Waifs' Homes and the Gumbel Home, in 1941-1942, the Board was staffing classes in four institutions--the Gumbel Home, the Milne Home for Feebleminded Girls, the School for Convalescents in Charity Hospital, and the Milne Municipal Boys' Home, formerly the Waifs' Homes.4

A development of note regarding the white elementary schools was the total elimination during Bauer's tenure of all-boy and all-girl schools. When Bauer took office in 1923, there were still ten all-boy white elementary schools

3Directory, Session 1923-1924, loc. cit.; and Directory, Session 1941-1942, loc. cit.

and nine all-girl white elementary schools. With the combining of the Rogers and the Franklin Schools in 1939, all white elementary schools were coeducational. The Negro elementary schools had never been segregated according to sex.

At the high-school level, the number of white high schools increased from three in 1923 to eleven in 1941-1942, not including Rabouin and the schools for post-graduates. In the Negro division, the number of high-school facilities increased during the same period from one to four.

The first white coeducational public high schools in Orleans Parish came into being during this period. A community tradition was broken for the first time when the Behrman High School was opened in 1931 and admitted both boys and girls. Tradition died slowly, however, and at the time of Bauer's retirement, Nicholls, Washington, Behrman, and the two schools for post-graduates were the only coeducational public secondary schools in Orleans Parish. The other eight high schools continued to be designated as all-boy and all-girl schools. Like the Negro elementary schools, on the other hand, the Negro high schools had never been segregated according to sex.

Four new types of schools came into existence during Bauer's superintendency. These were the commercial
high schools, the comprehensive high school, the schools for post-graduates, and the pre-vocational school. During the same period, however, the white normal school, which was begun in 1885, and the Negro normal school, which had been started by Bauer in 1923, were closed.

It was also during Bauer's tenure that the administrative offices were moved from the third floor of the Municipal Building to the building on Carondelet Street which still houses the Board's administrative staff and which now bears Bauer's name.

The central office staff. Changes in personnel and in the assignments and titles of members of the superintendent's staff occurred from time to time throughout the years of Bauer's superintendency. Moreover, the staff grew in number as new positions were added and departments and divisions were expanded.

By 1941-1942, the new departments which had been created since 1923 included:

The Accounting Department
The Department of Remedial Reading
The Department of Pupil Accounting
The Department of Summer Schools
The Department of Visual Aids
The Professional Library
The Department of Visiting Teachers

The Department of Psychological Testing

Principally as the outgrowth of recommendations made by the Citizens' Committee for Public Education the organizational structure of the administrative staff was completely revised in 1940. Hence, in the Department of Superintendence in 1941-1942, there were five divisions: the Division of Administration of White Schools, the Division of Administration of Colored Schools, the Division of Instruction, the Division of Business Administration, and the Division of Special Services. Each division was headed by an assistant superintendent except the Division of Special Services, which was administered by a director.

The survey committee's report was also responsible for the Board's taking full control of the Public School Lunch Department, which was placed in the Division of Business Administration.

There was one precedent-shattering appointment made by the Board during this period. Acting on Bauer's recommendation, the Board in the late 1920's appointed the first Negro supervisor in the history of the Orleans Parish school system. By the time Bauer retired, there were on the staff, in addition to the Negro supervisor, a Negro

5Directory, Session 1941-1942, op. cit., pp. 2-5.
itinerant teacher of physical education, a Negro itinerant teacher of vocal music, and three Negro school nurses.

The professional corps. Staffing the public schools of Orleans Parish in 1941-1942 were 1,835 teachers and eighty-eight principals. During the eighteen and one-half years covered by this study, there was an over-all increase of approximately 32 per cent in the number of teachers employed by the system. In the Negro elementary schools, there was a 64 per cent increase in the number of teachers assigned. At the high-school level, the number of white teachers increased 229 per cent, and the number of Negro teachers 413 per cent. In the white elementary schools, there was a decrease of 11 per cent in the number of teachers employed, a condition accounted for by the decrease in pupil population in these schools.

In 1941-1942, there was only one teaching-principal in the white elementary schools, whereas there had been eight in 1923. In the Negro elementary schools, five of the twenty-five principals also had teaching duties in 1941-1942, whereas five of the seventeen Negro elementary principals had been teaching-principals in 1923. Four principals—the principals of the Allen, Behrman, Washington, and Landry Schools—were in charge of combination elementary and high schools at the time of Bauer's
There was little change through the years in the ratio of male to female teachers working in the Orleans Parish public schools. In the white elementary schools, the only men employed in 1941-1942 were the itinerant manual training teachers and the five men assigned to the Hynes Pre-Vocational School. On the other hand, approximately 12 per cent of Negro elementary-school faculties were men, a reduction percentage-wise from 1923, when 20 per cent of the Negro elementary teachers were men. Men, however, continued to dominate the faculties of the all-boy high schools and were also assigned to the staffs of the coeducational high schools.

By 1941-1942, however, men were being promoted to principalships in the white elementary schools in larger numbers. Whereas in 1923, only one, or 1.6 per cent, of the sixty-seven white elementary-school principals was a man, in 1941-1942 nine, or 17.3 per cent, of the fifty-two white elementary principals were men. In the Negro elementary division, thirteen, or 52 per cent, of the twenty-five principals were men. In 1923, thirteen, or 65 per cent, of the seventeen Negro elementary principals had been men. Thus, while the percentage of white male

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6Ibid., passim.  7Ibid.
elementary principals increased during Bauer's superintendency, the percentage of Negro male elementary principals decreased.\(^8\)

Throughout Bauer's tenure, the normal schools operated by the Board continued to be the almost exclusive source of supply for elementary-school personnel. Although in the waning years of Bauer's tenure the normal schools were closed, appointments to elementary-school teaching positions were made for the most part from the eligible lists of normal-school graduates.

In 1941-1942, new male appointees to the secondary schools, with but singular exceptions, came into the system directly from the colleges and without previous teaching experience in the system. New women appointees to the high schools were usually elementary teachers who had earned their degrees subsequent to their graduation from the normal schools and were then transferred to secondary-school teaching positions.

Particularly noteworthy was the progress made in the upgrading of the professional preparation of the corps. In 1923, 16 per cent of the white personnel and 14.4 per cent of the Negro personnel had earned college degrees. By 1941-1942, 65 per cent of the white corps had received

\(^8\)Ibid.
bachelor's degrees, and 17.9 per cent master's degrees. In the Negro division, 57.57 per cent of the teachers had been awarded bachelor's degrees, and 5.58 per cent master's degrees.

Within the last seven years of Bauer's tenure, three major innovations were made in the Board's policies relative to professional personnel. These innovations, each of which was prompted by the enactment of a law by the State Legislature, were: (1) the adoption of a single-salary schedule in 1934; (2) the revision of the rules and regulations in 1936 to permit married women to teach; and (3) the provision in 1940 of sabbatical leave opportunities.

School organization and curriculum. It is likely that the Orleans Parish public school system experienced more modifications in organization and curriculum during the eighteen and one-half years of Bauer's superintendency than during any preceding interval of comparable length between 1841 and 1923.

Curriculum revision and development began in the early years of Bauer's tenure. In 1924, he announced plans for an all-embracing course of study development project at the elementary level. Simultaneously, a similar project was undertaken for the high schools. These projects were followed by the writing of a course of study in health and safety for the elementary schools, which was published in
1930. Modifications in the instructional program were made continuously, and just before Bauer's retirement, a complete revision of the social studies program in the elementary schools had been implemented.

The session 1929-1930 witnessed what was in effect a revolutionary change in the organizational structure of the school system. It was at that time that the system was converted from the 8-3 pattern of organization, which it had traditionally followed, to the 7-4 pattern of organization. Thus, for the first time the public high schools of Orleans Parish then had four-year high schools.

Five years earlier, the commercial program had been removed from the academic high schools, and separate commercial high schools had been established. However, with the opening of the Francis T. Nicholls High School in 1940, the system's first comprehensive high school was placed in operation, and the end of an era had begun. For it was announced that Nicholls would serve as a model and that in time all public high schools in Orleans Parish would offer a comprehensive program, thus eliminating the separate academic and commercial high schools.

Of the numerous developments at the secondary-school level during Bauer's tenure, one of the most important was the initiation of the guidance and counseling program. As a result of the insistent, constant prodding of Cooley,
the guidance program blossomed until it assumed a role of some prominence in the high schools. In 1941-1942, each pupil was required to enroll in a course in vocational information during his first semester in the high school; and by the time of Bauer's retirement, full-time counselors were assigned to each high school. Cooley was also responsible for the inauguration of the psychological testing program to assist the counselors in their guidance work.

Modifications in the requirements for graduation from the high schools were inevitable, particularly in the light of the reorganization of the system in 1929-1930 and of the local school system's efforts in 1937 to align its requirements for graduation more closely with those of the State Department of Education. A comparison of the requirements for graduation from the public high schools of Orleans Parish in 1923 with those of 1941-1942 is presented here.

1923 - 1924

Points required: 151

Courses required:

English - thirty points
Civics - five points
Expression - two points
Physical education - six points

Electives: 108 points
1941 - 1942

Points required: 166

Courses required:

English - thirty points
Social studies - twenty points
(Ten points in civics required)
Mathematics - ten points
Science - ten points
Health, safety, and physical education - ten points

Electives: 86 points

Courses added to the high-school curriculum during the years of Bauer's superintendency included vocational information, biology, journalism, German, and Italian. While the introduction of the remedial reading program was more in the nature of a modification of the English course of study than of curriculum expansion, it represented, nevertheless, a basic change in the concept of the role of the secondary school and of its responsibilities to the students enrolled therein.

This period also marked the opening of the first special-education class at the secondary level when a sight-saving class was organized in the McMain High School in 1934.

Aside from the modifications resulting from the changeover from the 8-3 to the 7-4 pattern of school
organization, the most drastic departure from past practices experienced at the elementary-school level came within the last year of Bauer's tenure as superintendent. It was at that time that, as a result of recommendations made by the Citizens' Planning Committee, the movement away from the departmentalization of the fifth, sixth, and seventh grades began and these grades were being reorganized as self-contained units.

It was also late in Bauer's tenure that the unit of activity made its appearance in the classrooms of the upper-elementary grades. While the project method and later the unit of activity had long since found acceptance in the primary grades, the work of the upper-elementary grades had continued until the late 1930's to be organized according to the more traditional subject-matter-centered approach.

Two subjects were added to the elementary-school curriculum during the period with which this study deals. As at the high-school level, because of Cooley's urging, vocational guidance became part of the program of the departmental grades in 1928. Finally, in 1938-1939, science was added to the course of study of all seven elementary grades by the State Department of Education.

Textbooks, library books, and school supplies.
Textbooks had been provided free of charge to public
elementary-school pupils in Orleans Parish since 1919-1920. In 1925, the Board voted to supply textbooks free to high-school pupils financially unable to purchase them. The Board was relieved entirely of the financial burden of purchasing textbooks from its operating budget when the Legislature passed the Free Textbook Law, Act No. 100 of 1928. This law made it the responsibility of the State to furnish textbooks to all elementary- and high-school pupils in the schools of Louisiana. Eight years later, in 1936, the Legislature passed Act No. 153, which added library books, paper, pencils, and pens to the list of materials supplied to the schools at State expense. These two laws passed by the Louisiana Legislature may well be two of the most important pieces of legislation enacted in the history of education in Louisiana, for their impact in furthering the cause of education in the State is probably imponderable.

II. CONCLUDING STATEMENT

Because a community looks to the superintendent of schools for leadership in advancing the progress of its public school system, the superintendent's position is not only one of great public trust but also one of awesome responsibility. His decisions are frequently far-reaching in their effects. He establishes the standards of the
instructional program. The caliber of his leadership is reflected, too, in the kind of image the community has of its public schools.

When a superintendent's tenure has been a long one, it is to be expected that he will have made many decisions, the effects of which do not end abruptly when he leaves office. For a school system does not erase the past when a new superintendent is elected. Instead, each departing superintendent leaves a kind of heritage to the school system, and the results of his actions tend to become firmly rooted in the form of tradition and precedent.

As the superintendent of the public schools of Orleans Parish, Bauer gave direction to the system's progress and development for eighteen and one-half years. Upon his retirement, he could look back in retrospect on a tenure fraught with change, a period, too, of constant effort on his part to create a favorable community image of the public school system of Orleans Parish.

Yet, an operation as complex as that of a large-city school system cannot be a "one-man show." Nor are changes in the multiple phases of its operation made in a vacuum. For the most part, the principle of cause-and-effect relationships obtains also in the operation of a school system. As this study has delineated, changes in the various facets of the Orleans Parish public school
system during Bauer's tenure were effected to meet the challenges of new needs, new demands, and new problems. The principal factors influencing change included:

- The growth of high-school enrollment
- The growth of Negro enrollment
- The Great Depression and continuing financial difficulties
- The survey made by the Citizens' Committee for Public Education
- Acts passed by the Louisiana Legislature
- New trends in the educative process
- The closer liaison between the Orleans Parish school system and the State Department of Education
- The vision of members of Bauer's administrative staff

The cataloguing of these causative factors is not intended, however, to negate the professional leadership exerted by Bauer himself. He undoubtedly was responsible for the promotion of numerous projects and improvements in the school system. His continuing concern for the health of the pupils, for example, gave rise to the initiation of various programs designed to improve and/or conserve the health of the pupils in the school system.

When he left the Orleans Parish public school system in December, 1941, after serving as its superintendent for eighteen and one-half years, Bauer had added his contributions to the advancement of the school system to those of
his predecessors, and he joined the ranks of those dedi-
cated men, the heir to whose efforts he had been. Thus, to the roster of former superintendents who had left their imprint on the public schools of Orleans Parish, to the names of William O. Rogers, Ullric Bettison, Warren Easton, and Joseph Marr Gwinn, was added the name of Nicholas Bauer.
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VITA

Malcolm F. Rosenberg, Jr., was born in New Orleans on September 21, 1918. Educated in the schools of New Orleans, he was graduated from the Margaret C. Hanson Normal School in 1937, received his Bachelor of Arts degree from Tulane University in 1940, and his Master of Arts degree from the same university in 1948. He has also done post-graduate work at the Bread Loaf School of English, Middlebury College, Middlebury, Vermont. Presently, he is a candidate for the Doctor of Philosophy degree at Louisiana State University.

His first teaching assignment, in 1937, was in the Thomas J. Semmes Elementary School in New Orleans, where he was a departmental teacher of reading, English, and art. In 1940, he was transferred to the Francis T. Nicholls High School in New Orleans as an instructor in English and journalism. In 1950, he was promoted to the principalship of the Edwin T. Merrick Elementary School in New Orleans and in 1952, was named principal of the Eleanor McMain Junior High School in New Orleans. In January, 1954, he was appointed Assistant Superintendent in Charge of Instruction for the Orleans Parish public school system, the position which he now holds.

He is married to the former Mildred Dempsey and is the father of two sons, Donald and Kevin.
Candidate: Malcolm F. Rosenberg, Jr.

Major Field: Education

Title of Thesis: The New Orleans Public Schools Under the Superintendency of Nicholas Bauer

Approved:

C. W. Hilton
Major Professor and Chairman

H. R. Beards
Dean of the Graduate School

EXAMINING COMMITTEE:

L. F. Helmer

J. O. Peters

Thomas R. Sandby

Lewis P. Simpson

Sam Adams

Date of Examination:

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