1967

A History of Compulsory School Attendance and Visiting Teacher Services in Louisiana.

Wallace L. Jones Jr
Louisiana State University and Agricultural & Mechanical College

Follow this and additional works at: https://digitalcommons.lsu.edu/gradschool_disstheses

Recommended Citation
https://digitalcommons.lsu.edu/gradschool_disstheses/1340

This Dissertation is brought to you for free and open access by the Graduate School at LSU Digital Commons. It has been accepted for inclusion in LSU Historical Dissertations and Theses by an authorized administrator of LSU Digital Commons. For more information, please contact gradetd@lsu.edu.
JONES, Jr., Wallace L., 1927-
A HISTORY OF COMPULSORY SCHOOL ATTENDANCE AND VISITING TEACHER SERVICES IN LOUISIANA.

Louisiana State University and Agricultural and Mechanical College, Ed.D., 1967
Education, history

University Microfilms, Inc., Ann Arbor, Michigan
A HISTORY OF COMPULSORY SCHOOL ATTENDANCE
AND
VISITING TEACHER SERVICES IN LOUISIANA

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 Education

in

The Department of Education

by

Wallace L. Jones, Jr.
B.A., Louisiana State University, 1950
M.Ed., Louisiana State University, 1958
August, 1967
ACKNOWLEDGMENT

The writer is indebted to many people for their help in this study. He is particularly indebted to Louis D. Robert, former Director of Attendance in the State Department of Education, for his interest, encouragement, and help.

The author is especially appreciative of the guidance of Professor C. Winston Hilton, Head of the Department of Education of Louisiana State University, who directed the study, and of the help of Dr. Rodney Cline, Dr. J. Berton Gremillion, Dr. William R. Eglin, Dr. Lee M. Harrison, and Dr. Edwin Adams Davis, members of the committee who aided and encouraged the writer in the study.

Last of all, the writer is very much indebted to his wife and family for their patience, support, and inspiration given in the months of work.
**TABLE OF CONTENTS**

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. EARLY DEVELOPMENT OF COMPULSORY SCHOOL</td>
<td></td>
</tr>
<tr>
<td>ATTENDANCE</td>
<td>1</td>
</tr>
<tr>
<td>Early Attendance Laws</td>
<td>1</td>
</tr>
<tr>
<td>The Church and Education</td>
<td>2</td>
</tr>
<tr>
<td>Increased Demand for Popular Education</td>
<td>3</td>
</tr>
<tr>
<td>Beginning of Compulsory School Attendance</td>
<td>5</td>
</tr>
<tr>
<td>Early Opposition to Popular Education</td>
<td>5</td>
</tr>
<tr>
<td>The Influence of the Apprenticeship System in England</td>
<td>6</td>
</tr>
<tr>
<td>Apprenticeship System Formalized</td>
<td>8</td>
</tr>
<tr>
<td>Factory Reforms</td>
<td>10</td>
</tr>
<tr>
<td>Education Made Parental Responsibility</td>
<td>12</td>
</tr>
<tr>
<td>II. DEVELOPMENT OF COMPULSORY EDUCATION IN AMERICA</td>
<td>14</td>
</tr>
<tr>
<td>Religious Origins of Education</td>
<td>14</td>
</tr>
<tr>
<td>Colonial Education in America</td>
<td>15</td>
</tr>
<tr>
<td>Apprenticeship Education</td>
<td>15</td>
</tr>
<tr>
<td>Establishment of Colonial Schools</td>
<td>16</td>
</tr>
<tr>
<td>Beginning of elementary education</td>
<td>17</td>
</tr>
<tr>
<td>State Authority over Education</td>
<td>18</td>
</tr>
<tr>
<td>Education in the Eighteenth Century and Later</td>
<td>20</td>
</tr>
<tr>
<td>Beginnings of Compulsory Education</td>
<td>21</td>
</tr>
</tbody>
</table>

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Some Early Compulsory Legislation</td>
<td>22</td>
</tr>
<tr>
<td>Reasons for Making Education Compulsory</td>
<td>23</td>
</tr>
<tr>
<td>Compulsory Education Laws in Connecticut</td>
<td>24</td>
</tr>
<tr>
<td>Some Early Opposition to Compulsory Education</td>
<td>25</td>
</tr>
<tr>
<td>Universal Development of Compulsory School</td>
<td>25</td>
</tr>
<tr>
<td>Enforcement Provisions Lacking</td>
<td>26</td>
</tr>
<tr>
<td>Constitutionality of Compulsory Attendance</td>
<td>32</td>
</tr>
<tr>
<td>Laws</td>
<td>33</td>
</tr>
<tr>
<td>Parental Right to Choice of School</td>
<td>34</td>
</tr>
<tr>
<td>Contradiction and Exemptions in Attendance</td>
<td>35</td>
</tr>
<tr>
<td>Laws</td>
<td>38</td>
</tr>
<tr>
<td>Variations in Interpretations</td>
<td>38</td>
</tr>
<tr>
<td>School Attendance and Child Labor</td>
<td>40</td>
</tr>
<tr>
<td>Problems Resulting from Increased Attendance</td>
<td>41</td>
</tr>
<tr>
<td>Need for Curriculum Changes</td>
<td>42</td>
</tr>
<tr>
<td>Impact of Social and Economic Conditions</td>
<td>44</td>
</tr>
<tr>
<td>on Education</td>
<td>46</td>
</tr>
</tbody>
</table>

III. BEGINNING OF VISITING TEACHER SERVICES

<p>| Early Efforts in New York and Boston        | 44   |
| Change in Approach                          | 45   |
| Philosophy of the Movement                  | 46   |</p>
<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>IV. COMPULSORY ATTENDANCE IN LOUISIANA PRIOR TO 1944</td>
<td>60</td>
</tr>
<tr>
<td>Development of Free Schools and Compulsory Attendance</td>
<td>60</td>
</tr>
<tr>
<td>Increase of Financial Support for Education</td>
<td>62</td>
</tr>
<tr>
<td>Alarm over Problem of Illiteracy and Poor School Attendance</td>
<td>63</td>
</tr>
<tr>
<td>Problem severe in New Orleans</td>
<td>64</td>
</tr>
<tr>
<td>Varying Lengths of School Term</td>
<td>65</td>
</tr>
<tr>
<td>Recommendations of State Superintendent for Improvement</td>
<td>67</td>
</tr>
<tr>
<td>Revision in method of apportioning school funds</td>
<td>68</td>
</tr>
<tr>
<td>Conditions in New Orleans</td>
<td>69</td>
</tr>
<tr>
<td>Compulsory Attendance Law Proposal</td>
<td>70</td>
</tr>
<tr>
<td>Opposition to Compulsory Attendance Law</td>
<td>72</td>
</tr>
<tr>
<td>Newspaper opposition</td>
<td>72</td>
</tr>
<tr>
<td>Defeat of Act Proposed in 1906</td>
<td>74</td>
</tr>
<tr>
<td>Forces for Compulsory Education Continue</td>
<td>75</td>
</tr>
<tr>
<td>Efforts</td>
<td>75</td>
</tr>
<tr>
<td>Continued Newspaper Opposition</td>
<td>77</td>
</tr>
<tr>
<td>Reasons for opposition</td>
<td>78</td>
</tr>
<tr>
<td>Compulsory Attendance Law Enacted in 1910</td>
<td>80</td>
</tr>
<tr>
<td>Provisions of Act 222 of 1910</td>
<td>81</td>
</tr>
</tbody>
</table>

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
<table>
<thead>
<tr>
<th>CHAPTER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attempts in New Orleans to Profit from Failures Elsewhere ............... 82</td>
</tr>
<tr>
<td>Enforcement personnel .............................................. 83</td>
</tr>
<tr>
<td>Effects of enforcement on school enrollments ................................ 85</td>
</tr>
<tr>
<td>Improvements in child labor situation ................................... 90</td>
</tr>
<tr>
<td>Enactment of Stronger Attendance Law in 1912 ................................ 91</td>
</tr>
<tr>
<td>Philosophies of Enforcement of Attendance Laws ................................ 93</td>
</tr>
<tr>
<td>Punitive Approach to Enforcement ......................................... 93</td>
</tr>
<tr>
<td>Impact on Schools of Attendance Law ..................................... 94</td>
</tr>
<tr>
<td>Better Physical Facilities Needed ........................................ 95</td>
</tr>
<tr>
<td>Poverty as Deterrent to Good School Attendance ............................ 96</td>
</tr>
<tr>
<td>Need for Transportation ................................................... 96</td>
</tr>
<tr>
<td>Later Attendance Laws .................................................. 97</td>
</tr>
<tr>
<td>Act 91 of 1914 .......................................................... 97</td>
</tr>
<tr>
<td>Act 131 of 1914 .......................................................... 98</td>
</tr>
<tr>
<td>Act 27 of 1916 ............................................................ 98</td>
</tr>
<tr>
<td>Act 111 of 1922 ........................................................... 100</td>
</tr>
<tr>
<td>Act 49 of 1932 ............................................................ 101</td>
</tr>
<tr>
<td>Early Development of Visiting Teacher Services in Louisiana .............. 102</td>
</tr>
<tr>
<td>CHAPTER</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>Appointment of Visiting Teacher in</td>
</tr>
<tr>
<td>New Orleans                                                         102</td>
</tr>
<tr>
<td>Commonwealth Fund Assistance to City                                 103</td>
</tr>
<tr>
<td>Attendance Services Antedated Visiting Teacher Services              104</td>
</tr>
<tr>
<td>Separation of Attendance and Visiting Teacher Services               105</td>
</tr>
<tr>
<td>Merger of the Two Services                                           106</td>
</tr>
<tr>
<td>Visiting Teacher Service in the City of                             107</td>
</tr>
<tr>
<td>Monroe                                                              107</td>
</tr>
<tr>
<td>Appointment of Visiting Teacher in 1929                             107</td>
</tr>
<tr>
<td>Training of the visiting teacher                                    108</td>
</tr>
<tr>
<td>Methods employed in casework                                        109</td>
</tr>
<tr>
<td>V. COMPULSORY SCHOOL ATTENDANCE AND THE VISITING TEACHER PROGRAM 1944-1966 111</td>
</tr>
<tr>
<td>Need for Enforceable School Attendance Law                          111</td>
</tr>
<tr>
<td>New Approach to Compulsory Education for Louisiana                  112</td>
</tr>
<tr>
<td>Public Reaction to New Act                                           112</td>
</tr>
<tr>
<td>State Supervisor of Attendance Named                                114</td>
</tr>
<tr>
<td>Provisions of Act 239                                                114</td>
</tr>
<tr>
<td>Attendance Required                                                 115</td>
</tr>
<tr>
<td>Exemptions from school attendance                                   115</td>
</tr>
<tr>
<td>Temporary absences                                                  116</td>
</tr>
<tr>
<td>Provision for visiting teachers                                     117</td>
</tr>
</tbody>
</table>

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Duties of visiting teachers</td>
<td>118</td>
</tr>
<tr>
<td>Duties of Principals and Teachers in Connecticut with School Attendance</td>
<td>118</td>
</tr>
<tr>
<td>School Census</td>
<td>119</td>
</tr>
<tr>
<td>Basis for Fund Distribution</td>
<td>120</td>
</tr>
<tr>
<td>Increase in Number of Visiting Teachers</td>
<td>121</td>
</tr>
<tr>
<td>Early Work of Visiting Teachers</td>
<td>121</td>
</tr>
<tr>
<td>Certification Standards for Visiting Teachers</td>
<td>122</td>
</tr>
<tr>
<td>Appointment of New State Supervisor of Attendance</td>
<td>123</td>
</tr>
<tr>
<td>Growth of Program Since 1944</td>
<td>124</td>
</tr>
<tr>
<td>Improvement of Census</td>
<td>125</td>
</tr>
<tr>
<td>Installation of master filing system</td>
<td>126</td>
</tr>
<tr>
<td>Improved Certification Requirements</td>
<td>127</td>
</tr>
<tr>
<td>Early in-service training</td>
<td>128</td>
</tr>
<tr>
<td>Survey of Educables</td>
<td>129</td>
</tr>
<tr>
<td>Invalid comparisons made</td>
<td>130</td>
</tr>
<tr>
<td>Legitimate comparisons instituted</td>
<td>130</td>
</tr>
<tr>
<td>Louisiana School Dropout Project</td>
<td>131</td>
</tr>
<tr>
<td>Recognition of problem</td>
<td>132</td>
</tr>
<tr>
<td>Dissemination of information</td>
<td>132</td>
</tr>
<tr>
<td>Cooperation with other agencies</td>
<td>133</td>
</tr>
<tr>
<td>Exact recording of dropouts</td>
<td>134</td>
</tr>
<tr>
<td>Recognition of the program</td>
<td>134</td>
</tr>
<tr>
<td>CHAPTER</td>
<td>PAGE</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Use of Law in Enforcing School Attendance</td>
<td>136</td>
</tr>
<tr>
<td>Legal Basis for Use of Courts in School Attendance Cases</td>
<td>137</td>
</tr>
<tr>
<td>Dual Capacity of Visiting Teachers</td>
<td>138</td>
</tr>
<tr>
<td>Legal Authority of Visiting Teacher</td>
<td>139</td>
</tr>
<tr>
<td>Social Work Attitude toward Use of Authority</td>
<td>140</td>
</tr>
<tr>
<td>Judicial View of Role of Visiting Teacher</td>
<td>141</td>
</tr>
<tr>
<td>Constructive Use of Authority</td>
<td>142</td>
</tr>
<tr>
<td>Legislative Repeal of Compulsory Attendance Law</td>
<td>143</td>
</tr>
<tr>
<td>Re-enactment: Act 109 of 1964</td>
<td>146</td>
</tr>
<tr>
<td>Development of Proposed New Act and Passage</td>
<td>147</td>
</tr>
<tr>
<td>Alternate title provided for visiting teachers</td>
<td>148</td>
</tr>
<tr>
<td>Provisions for handicapped children</td>
<td>148</td>
</tr>
<tr>
<td>VI. VISITING TEACHERS ASSOCIATION OF LOUISIANA</td>
<td>150</td>
</tr>
<tr>
<td>Organization of Association</td>
<td>150</td>
</tr>
<tr>
<td>Election of Association Officers</td>
<td>151</td>
</tr>
<tr>
<td>Adoption of Constitution</td>
<td>152</td>
</tr>
<tr>
<td>Provisions of Constitution</td>
<td>152</td>
</tr>
<tr>
<td>Work of the Association</td>
<td>153</td>
</tr>
<tr>
<td>CHAPTER</td>
<td>PAGE</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>In-service Programs and Highlights</td>
<td>154</td>
</tr>
<tr>
<td>Bulletins and Conference Programs</td>
<td>154</td>
</tr>
<tr>
<td>Louisiana Visiting Teachers and the National School Social Work Scene</td>
<td>158</td>
</tr>
<tr>
<td>Early Years of National Participation</td>
<td>158</td>
</tr>
<tr>
<td>Louisiana Visiting Teachers as National Leaders</td>
<td>160</td>
</tr>
<tr>
<td>Later Years of National Participation</td>
<td>161</td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>163</td>
</tr>
<tr>
<td>VITA</td>
<td>171</td>
</tr>
</tbody>
</table>
## LIST OF TABLES

<table>
<thead>
<tr>
<th>TABLE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Compulsory School Attendance Age Limits by State, at Five Different Periods</td>
<td>29</td>
</tr>
<tr>
<td>II. Enactment of Compulsory School Attendance Legislation by States, District of Columbia, and Puerto Rico</td>
<td>31</td>
</tr>
<tr>
<td>III. Exemptions from Compulsory Attendance Requirements, 1930</td>
<td>36</td>
</tr>
<tr>
<td>IV. Specified Length of Terms of Compulsory School Attendance, 1930</td>
<td>37</td>
</tr>
<tr>
<td>V. Attendance in the New Orleans Public Schools, 1870-1884</td>
<td>61</td>
</tr>
<tr>
<td>VI. Parishes Operating Schools Less Than Six Months - 1902</td>
<td>66</td>
</tr>
<tr>
<td>VII. School Census, Enrollment, and Attendance in Orleans Parish, 1903-1904</td>
<td>73</td>
</tr>
<tr>
<td>VIII. Population 10-15 Years of Age Employed as Breadwinners in Louisiana in 1900</td>
<td>73</td>
</tr>
<tr>
<td>IX. Enrollment in Primary Grades of Public Schools, 1908-1911</td>
<td>86</td>
</tr>
<tr>
<td>X. First Report of the Attendance Department in New Orleans, 1910-1911</td>
<td>87</td>
</tr>
</tbody>
</table>
XI. Grade Distribution in White Elementary Schools in Orleans Parish, 1910-1911 . . . . 89
While it is impossible to state the exact origin and development of school attendance, laws and codes requiring school attendance existed in some countries as early as 2000 B.C.

Beginning in the fourth century, the Catholic Church expanded its interest in educational opportunities by requiring free instruction of children. For more than a thousand years, education was in the hands of the clergy and only the upper classes benefited from it.

As cities grew, conflict arose over the control of schools, and severe struggles developed between church and town officials over jurisdiction. The first modern reformer to advocate compulsory education was Martin Luther. The policy of compulsory attendance by the state was first developed in Germany.

There developed a good deal of opposition to the idea of compulsory education both in Europe and later in the colonies of America. The apprentice system which developed in England under Queen Elizabeth was a forerunner of the state systems of free education. Legislation, designed to control the evils of the factory system and apprenticed children, was passed in Parliament in 1802.
For the most part, the American principle of compulsory school attendance originated in England. While at first, the religious control of the school was dominant, the middle of the nineteenth century found state support and state control becoming a reality in America. The development of legislation dealing with compulsory school attendance was slow and difficult. Even after legislation had been enacted in most states, provisions for enforcement were lacking. As public opinion favoring compulsory education improved, it was apparent that some changes would have to be made to care for the multiplicity of problems which arose when children were compelled to attend school. These changes brought about a new philosophy concerning the role of the school. New services and positions were created to meet these new responsibilities. One of these positions was the visiting teacher, which developed through private interest in settlement houses in New York and Boston. The philosophy of the visiting teacher movement was reflected in terms of an attitude of understanding toward the unmet needs of children with problems. The method of the visiting teacher was educational, not authoritative or punitive.

Compulsory school attendance and visiting teacher service in Louisiana had their beginnings in New Orleans. Concern for children growing up in ignorance and juvenile delinquency led to early legislation in 1910 requiring compulsory school attendance. While the first attendance
laws passed applied only to New Orleans, later legislation included the rest of the State when public opinion became more favorable.

Early visiting teacher service began in New Orleans under Carmelite Janvier. A few years later, the city of Monroe provided visiting teacher services.

The State of Louisiana did not play an important role in compulsory school attendance and the visiting teacher movement until Act 239 was passed in 1944. At that time, Gordon A. Webb was appointed supervisor of attendance to direct the state-wide program. He was replaced in 1946 by Louis D. Robert.

Since 1944, the program has grown to include visiting teachers in every parish in Louisiana. While compulsory attendance was repealed by the Legislature in 1960 because of a Federal school desegregation court order, newer and more effective legislation was developed by the Louisiana Visiting Teachers Association and passed by the Louisiana Legislature in 1964.
CHAPTER I

EARLY DEVELOPMENT OF COMPULSORY SCHOOL ATTENDANCE

In a study of compulsory education in America, just
as in the study of other social, economic, and political
movements, it is necessary to review the past for an under­
standing of its origin, development, and present status.

I. EARLY ATTENDANCE LAWS

Laws or codes requiring school attendance have exist­
ed in many countries. It is impossible to state where and
when the first school was established. When man began to
control his environment for his own uses rather than merely
submitting to it, human culture began to take form and
shape. Our society today is indebted to the earlier genera­
tions who over many centuries gradually learned to control
their environment and to pass on their heritage to later
generations.

In Egypt, schools developed in connection with the
temples. The Babylonian Code of Hammurabi, dating from 2000
B.C., is said to have required that if an adopted son were
not taught a handicraft, he could leave his guardian and
return to his father.¹ After the Babylonian captivity, the

¹Jack Culbertson, "Attendance," in Encyclopedia of
Jews went back to Palestine and later set up schools such as they had known in Babylonia. By the beginning of the Christian era, schools were established in every Jewish community, and compulsory education for boys was accepted.

II. THE CHURCH AND EDUCATION

The church became interested in expanding educational opportunities as early as the fourth century, A.D. This fact can be verified by the decree issued by the General Church Council in Constantinople in 381 A.D. which required the free instruction of children.²

However, for more than a thousand years of so-called "Dark Ages," from the decline of the Roman Empire and the accompanying rise of the Catholic church to political and economic power, education was in the hands of the clergy, and only the upper classes benefited from it.³

The medieval pattern of school control by the church was carried over into the Renaissance; for the church continued to maintain its parish, monastic, and cathedral schools, and to play an important role in the universities

---


of Europe. As cities grew, conflict arose over the control of schools, and severe struggles developed between church officials and town authorities concerning jurisdiction.

Martin Luther must be recognized as the first modern reformer to advocate compulsory education. His action in giving the civil authorities the control of the schools was one of the most outstanding steps toward modern society. In the Sermon (1530), he was unequivocally in support of compulsory education:

I maintain that the civil authorities are under obligation to compel the people to send their children to school, especially such as are promising.... If the government can compel such citizens as are fit for military service to bear spear and rifle, to mount ramparts, and perform other martial duties in time of war, how much more has it a right to compel the people to send their children to school, because in this case we are warring with the Devil.

Luther's demand for compulsory education was based upon the public welfare. He believed that educated people made better and more obedient subjects. His insistence on compulsory education laid the foundation of national control of education in Germany.

III. INCREASED DEMAND FOR POPULAR EDUCATION

The 16th century found educational opportunity viewed from two positions: (1) cultural education for the elite

\footnote{4}{Frederick Eby, The Development of Modern Education (New Jersey: Prentice-Hall, Inc., 1952), p. 72.}

\footnote{5}{F. V. N. Painter, Luther on Education (St. Louis, Missouri: Concordia Publishing House, 1928), pp. 269-270.}
class; and (2) religious and apprenticeship training for the masses.

While Luther was adamant in his demands for religious training for the masses, he also advocated classical training for the more able students which would qualify them to be civil servants of the state, pastors, doctors, teachers, and judges. This view was equally shared by the Englishman Richard Mulcaster.6

The 17th century saw the struggle become more intensified between the narrow, or aristocratic, and the broader, or democratic, views of education. While the aristocracy had no interest in improving the conditions for the masses, the movements for democracy and the education of the masses increased.

The Calvinistic attitude which asserted the sovereign rights of the people demanded elementary education for the masses. In 1619, the Duchy of Weimar insisted that all children should be compelled to attend school from the sixth to the twelfth year. About the same time, Andrea described the ideal state:7

All the children of citizens in general, children of both sexes, are taken into training. When they have completed their sixth year, the parents give them over to the state.

---


Comenius emphasized democracy in education as early as 1630 when he wrote:

Not the children of the rich or of the powerful only, but of all alike, boys and girls, both noble and ignoble, rich and poor, in all cities and towns, villages and hamlets, should be sent to school.  

IV. BEGINNING OF COMPULSORY SCHOOL ATTENDANCE

Compulsory education developed primarily from three steps. First, the church demanded compulsory instruction of all children in religion; second, it became compulsory to establish schools; and third, the state required compulsory attendance at school. The policy of compulsory attendance, or Schulpflichtigkeit as it was called by the Germans, developed considerably in the latter half of the 17th century. As stated earlier, the first principality to make school attendance compulsory was the Duchy of Weimar in 1619. The first compulsory law with penalty attached was passed in Wurttemberg in 1649.

V. EARLY OPPOSITION TO POPULAR EDUCATION

Sentiment against popular education by the British and French can be noted from the viewpoints expressed by Governor William Berkeley of Virginia and Cardinal Richelieu of France.

With regard to instruction in the colonies, Berkeley

had this to say:

The same course that is taken in England out of towns; every man according to his ability instructing his children....But, I thank God, there were no free schools nor printing, and I hope we shall not have these hundred years, for learning has brought disobedience, and heresy, and sects into the world, and printing has divulged them, and libels against the best government. God keep us from both. 9

Berkeley had in mind the free education of the common people in the country, and was expressing the typical attitude of aristocratic Englishmen.

The French aristocratic view can be seen in the writings of Cardinal Richelieu:

Although the knowledge of letters is eminently necessary for a country, it is certain that they need not be taught to everybody....It would fill France with quacks more apt to ruin private families and disturb public peace than fit to secure any advantage to the country....If letters were profaned for all types of minds, one would see more people ready to raise doubts than to solve them, and many would be more ready to oppose truth than to defend it. It is for this reason that policy requires in a well regulated state more masters of mechanical arts than masters of liberal arts to teach letters. 10

VI. THE INFLUENCE OF THE APPRENTICESHIP SYSTEM IN ENGLAND

As it has been indicated, the origins of compulsory education are to be found in religious and political reforms. Political reformers were interested in education of


the individual and the masses for various reasons, all adding up to the advantage of the state; religious reformers were interested so that the Bible could be read and souls would be saved.

During the feudal days in England, education was limited to the lord's descendants. It is worthy of mentioning the tenacity of peasants to assure that their sons had equal educational opportunities, even though a fine might be involved.11

During the Middle Ages, the apprenticeship system was the only method of training and regulating employment of children.12 It was primarily economic in character; however, having grown up with the universal handicraft system of industry, its social, moral, and educational views were quite as real and equally as important.

It was quite customary for the apprentice to be a member of the master's family, serving him without financial remuneration for seven or more years. The master in return provided for his maintenance and his industrial and vocational education. A similar system applied to farming. All persons not engaged in any other art or craft and not

11Duchy of Lancaster, Miscellaneous books, 5f. 103...."And he the peasant shall make fine for marrying his daughters and for his sons attending school." Cited by Bland, Brown, and Towney. English Economic History. Select Documents (London: G. Bell and Sons, 1925), p. 84.

financially independent were compelled to serve in agriculture. The educational significance of this custom of apprenticeship is noted by the fact that some youth of the wealthier classes, particularly from the merchant classes, quite often chose to be educated under the apprenticeship system so that they might become familiar with a trade or craft.13

Apprenticeship System Formalized

The apprenticeship system was formulated by the Statute of Artificers under Queen Elizabeth in 1562.14 This statute made the system of apprenticeship compulsory, so that what at first had been a system of private training became a national system under detailed regulation. The effectiveness of the system was dependent upon the strength of the guilds. For two centuries, the apprenticeship system, when no other form of education or training was being provided for the children of the working-man, prevented a good deal of exploitation of children and gave them employment in a skilled trade at a later time in life. It should be pointed out, however, that such advantages were restricted to children apprenticed under the guild system and that many children employed in unskilled work were entirely unprotected and untrained.15 The system was primarily economic and

13 Ibid., p. 9.
14 Ibid., p. 7.
was designed to provide vocational training, not academic education.

When the Statute of Artificers made apprenticeship compulsory, a problem developed in that many poor people were unable to pay the five-pound fee which was customarily charged by the master. To overcome this problem, the payment of the fee by parents unable to pay was met by the English Poor Law which provided poor relief funds. Consequently, the English Poor Law served as a form of taxation to provide vocational education for the poor.\textsuperscript{16}

At a later date, factory inspectors used relief funds to construct schools when they were needed. The earlier forms of free education were for indigent children and were paid for from the funds raised for the relief of the poor. In this way, free tuition of those who could not afford to pay was a forerunner of the state systems of free education. This practice indicates why some provisions of the English Poor Law procedure might be considered educational precedent. However, it should be pointed out that what educational features there were existed by accident or were secondary results.

The rise of the Industrial Revolution in England put large numbers of children from the poorer classes to work in the factories. Working long hours, living in over-crowded rooms, ill-fed, and often shamefully punished, theirs were lives of unending misery.

\textsuperscript{16}Monroe, \textit{loc. cit.}
VII. FACTORY REFORMS

By 1800, Robert Owen, the proprietor of large cotton mills at New Lanark in Scotland, was a leader in bringing about factory reforms. Owen showed that better conditions of employment, shortened hours of labor, and provisions for the education and welfare of his employees were not only compatible with prosperity, but promoted it.17

Sir Robert Peel, another large cotton mill owner and a member of Parliament, motivated by his friend, Robert Owen, was influential in securing in 1802 the passage of the first Act of Parliament to better factory conditions.18 This Act, which was the first attempt to control the evils of apprenticing pauper children, is important in the history of the case of dependent children and of child labor legislation.19 It may also be called the forerunner of compulsory education, for it provided that pauper and apprenticed children in the factories had to be given instruction. It even had definite provisions for school subject matter, school buildings, and teacher qualifications.20

Later legislation included the Factory Act of 1833, an Act "to regulate the labours of children and young persons in the mills and factories of the United Kingdom with

18Ibid., p. 109.
19Ibid., p. 83.
20Ibid., p. 110.
due regard being had to their health and means of education."²¹ This law not only provided for regulation of the kind of work, hours, and health conditions, but also made certain provisions which may be considered the first compulsory attendance law, although not yet on a universal basis in England. The law provided for penalties, together with the right of appeal, and called for the appointment of inspectors to carry out the provisions of the law in enforcing the school attendance of children employed in the factories.²² There were certain exemptions for sickness, holidays, or other causes which could be accepted by the inspectors, who were looked upon as officers of the law. The power invested in them may be the source from which later attendance officers derived their positions of authority and status in the school.

One communication written in 1833 by an inspector gives some indication of the opposition of the manufacturers to the idea of compulsory education. These comments indicate clearly that the mere passage of a law does not necessarily bring about the desired expectations of such legislation:

I have found an almost universal admission of the necessity of something being done for the better education of the children employed in the factories, but

²²Ibid., p. 156.
I have found also a universal feeling that the education clause of the act, as it now stands, is utterly impracticable; and I am persuaded that if it is attempted to be put in force, the manufacturers, however reluctantly, will certainly dismiss every child liable to the restrictions.23

VIII. EDUCATION MADE PARENTAL RESPONSIBILITY

In 1844, a new Act accomplished two important things: it definitely placed the responsibility for the general education of working children upon their parents or guardians instead of upon the employers, and it inaugurated the half-time schools for factory workers which until 1870 were in a large measure England's substitute for an adequate compulsory education law.24

The historical background of compulsory education in England points out that the "earliest experiments in state control of the evils of child labor" were made in Great Britain,25 and also that the first experiments in compulsory education in England were begun at the same time for the children working in factories.26

Compulsory education did not reach other groups until 1876, when an Act was passed which imposed on parents the

---

23 Ibid., pp. 35-36.
25 Abbott, op. cit., p. 79.
duty of securing an efficient education for their children, abolishing child labor under ten, and restricting child employment between ten and fourteen under certain scholastic conditions. Various changes were made until 1918 when an Act extending compulsory education to all children up to fourteen years of age was enacted in that year.\textsuperscript{27}

In reviewing the history of the development of compulsory education in England, the main forces at work were social reform and the resulting factory legislation which provided for the welfare of the children of the masses. A minimum educational requirement for working in the factories was a part of this welfare program.

\textsuperscript{27}\textit{Ibid.}
CHAPTER II

DEVELOPMENT OF COMPULSORY EDUCATION IN AMERICA

The question as to whether American compulsory education had its source in England or on the European continent is debatable. The chief difficulty in conceding an English origin lies in the fact that England had no system of state-supported schools and had enacted no laws whatever on the subject of literary education for the masses. However, it has been equally argued that the institutional germs from which developed the American school system, including the American principle of compulsory school attendance, were, for the most part, originated in England.¹

The ideal of universal education belongs to no particular nation. It belongs to a religious group or sect, and was rooted in fundamental religious, moral, and political principles.²

I. RELIGIOUS ORIGINS OF EDUCATION

It was religious influence and enterprise which motivated the development of free universal schooling; the leading spirit was Calvinism. It was through the work of the


²Ibid., p. 7.
Calvinists in Scotland, Holland, and New England that these ideas were later developed in America.

The desire for religious instruction was one of the motivating forces behind the development of the schools in the seventeenth century in Europe as well as in America. Probably without this incentive, educational development would have lagged.

II. COLONIAL EDUCATION IN AMERICA

If one is to understand the educational ideas and customs of later times as well as in the colonial period, it might be significant to view the educational institutions which the colonists brought to the new world with them. Among these were the apprenticeship system, the English Poor Law, the English Church, the English government, education, the attitude of the ruling class toward education, and other precedents.

Apprenticeship Education

The apprentice system in America operated just as it had in England, serving as the means of education for the apprenticed children. Since formal education did not exist at first, it naturally involved more work than actual training.

Benjamin Franklin's experience in Philadelphia is a good example of apprenticeship during colonial times. Franklin's brothers had been apprenticed to various trades,
but his father had hoped that Benjamin would become a member of the clergy. However, Benjamin did not look favorably upon this choice, and so it was decided to apprentice Benjamin to the industry of candle-making. Candle-making proved to be too dull for the industrious Franklin, so at the age of twelve, he was apprenticed to a printer. This apprenticeship lasted until he was twenty-one.³

**Establishment of Colonial Schools**

The school system was probably better developed in New England than anywhere else during the colonial period. At first, the initiative in establishing schools was taken by the towns, and then the colonial legislatures added their influence and authority. Before the end of the seventeenth century, some thirty New England towns had made provisions for the establishment of schools. The principle was soon established that the towns should not only take the initiative in establishing schools, but also in the responsibility for supporting them.

The first educational laws were apprentice laws and not school laws. Civil control of schools appeared when the colonial legislature of Massachusetts stepped in to give impetus to those towns which had failed to establish schools on their own initiative. The Massachusetts Bay Colony passed a law in 1642 requiring all apprenticed children to be taught reading and writing. This first general law assumed

³Ibid., p. 50.
the authority by telling town officials that they had the
power over the family in regard to education, even though it
made no provision for schools, nor did it require the towns
to establish schools. It is, however, considered to be the
cornerstone upon which the educational system of this coun-
try is founded because it called for compulsory instruction
of children by parents or masters; it set up minimum sub-
jects to be taught; and it gave the town officials authority
to enforce the ruling by fines and compulsory apprentice-
ship. In cases where masters were not capable of teaching
their apprentices to read and write, the New England colo-
nies required them to send these children to school.

Beginning of elementary education. Elementary
schools appeared very early in Massachusetts. In the law of
1647, the legislature required each town of fifty families
to provide an elementary school teacher and required the es-
tablishment of a Latin Grammar School in every town of one
hundred families. When this law is considered in conjunc-
tion with the law of 1642, it can be seen that the principle
of compulsory establishment of schools had been added to
that of compulsory instruction of children; but as yet the
principle of "compulsory attendance" at schools was not
stressed.

\[4\] Ibid., p. 46.
\[5\] Edwin A. Lee, Objectives and Problems of Vocational
In 1650, the Massachusetts Law of 1647 was copied on the Connecticut legal books. As the population spread out along the frontier, it became increasingly difficult to enforce the laws compelling the establishment of schools. In New Hampshire, which was under the jurisdiction of Massachusetts until 1680, and in Maine, which continued as a part of Massachusetts until 1820, the mandatory legislation of 1647 failed to have effect, even with coercion. Both territories were practically without grammar schools during the seventeenth century.6

State Authority over Education

An important thing to remember is that the state did establish its authority over education. When the established churches were separated from the state in the late eighteenth and nineteenth centuries, the state reasserted and was able to maintain its earlier legal right to control schools. In the light of later developments, it seems that the steps taken by the New England colonies in the colonial period were exceedingly important for American education as a whole, even though many towns did not live up to the spirit or the letter of the law.7

The social and political uncertainty which followed the American Revolution and led to the Constitutional

7 Ibid.
Convention was one of the main factors which created on the part of the "founding fathers" a deep interest in education. ¹

The "founding fathers" realized that something had to be done to give the people satisfaction and to improve their conditions. Fear of rebellion, like that which occurred in western Massachusetts, was another reason to improve conditions, and education was considered the surest means of meeting needs. ²

George Washington expressed the attitude that education was important when he stated:

Knowledge is in every country the surest basis of public happiness....Promote, then, as an object of primary importance, institutions for the general diffusion of knowledge....The time is therefore come, when a plan of universal education ought to be adopted in the United States....the exigencies of public and private life demand it. ³

John Adams also expressed a similar attitude by saying:

Education is more indispensable, and must be more general, under free government than any other....In a monarchy, the few who are likely to govern must have some education, but the common people must be kept in ignorance; in an aristocracy, the nobles should be educated but there it is even more necessary that the common people should be ignorant, but in a free government knowledge must be general, and

---

² Ibid., p. 10.
ought to be universal.\textsuperscript{11}

While those ideas were entertained by Washington, Adams, and others, the educational programs proposed met no great response. The interest of the people was in land and new frontiers and settlements rather than in schools, even though Congress had given the sixteenth section of the public domain for the schools of each new state.\textsuperscript{12}

III. EDUCATION IN THE EIGHTEENTH CENTURY AND LATER

The over-all picture of control over education in the eighteenth century is complicated and confusing. For the most part, religious control of schools was still predominant. Some leaders felt that the new government of the United States should support and control education for democratic reasons. While the religious control of the schools was dominant, in time it served to stand in the way of the idea that education should be under public control for all children, regardless of denomination. State control began to make more headway with proposals of a state system of free universal education as expressed by Thomas Jefferson. But the time was not ready for state support and state control, and it was nearly the middle of the nineteenth century before state responsibility for education could be fully realized.


\textsuperscript{12}\textit{Ibid.}, p. 10.
When the development of the factory system began in America in the early part of the nineteenth century, the leading industry changed somewhat from farming to manufacturing in a relatively short period of time. This change resulted in a concentration of population in villages and cities. Families immediately adopted the practice of putting their young to work in the factories; much of the work could be done by children, and many were removed from school for this purpose.

IV. BEGINNINGS OF COMPULSORY EDUCATION

The development of legislation dealing with compulsory school attendance was slow and difficult; the people did not see the need for such legislation and tended to be hostile to compulsion in matters involving their children. Politicians used this attitude as a weapon with which to attack political opponents who approved of compulsory attendance laws. Therefore, in most states it took many years of education and great effort to secure laws which were effective.

In 1842, a "factory law" was passed to remedy the problem of children leaving school to work in the factories in Massachusetts; however, this measure was ineffective, at least in its relation to school attendance.13

Prior to the law of 1842, Massachusetts had in 1836 attempted to make attendance compulsory by requiring children employed in factories to attend school twelve weeks each year. Horace Mann, the first Secretary of the State Board of Education, became convinced that compulsory school attendance was the final solution to the problem of non-attendance and gave special attention to the problem in his reports. He continued to recommend that all children be required by law either to attend school regularly or suffer complete exclusion. By 1850, the evils of non-attendance and truancy became so odious that the Massachusetts legislature finally agreed to pass its first general compulsory school attendance law in 1852, the first of its kind in America. It required all children from eight to fourteen to attend school twelve weeks each year.

Some Early Compulsory Legislation

The first part-time compulsory attendance law was passed in Massachusetts and was enacted without wise consideration to existing social conditions and other legislation, because it was strongly opposed by many different groups for various reasons.

One school superintendent is reported to have considered it poorly adapted to its purpose and urged a careful consideration of "all existing laws relating to school

attendance, truancy, absenteeism, and the employment of children in manufacturing establishments, and inquiry into what alterations and amendments are needed to combine said enactments into a uniform, consistent and efficient code adapted to the present views and wants of the republic."

Although Massachusetts passed legislation dealing with compulsory attendance in 1852, it was not until after the Civil War that the great debates on the subject took place and major decisions were reached.  

**Reasons for Making Education Compulsory**

It is easy to see how the school way looked upon as the ideal agency for perpetuating a republican society. This viewpoint embraced compulsory education for all children. If education could provide intelligent citizens and leadership necessary for republican government, if education could prevent crime, if it could secure the rights and privileges of persons and provide for their general happiness, then the state had the right to compel education for the general welfare. Further, if the government had asserted its power to tax for education, the state had the right to enforce attendance in the schools. Finally, it was argued that the child had a right to education and parents must see that these rights were not abused in discharging their

---


\(^{16}\)Ibid., p. 9.
responsibilities to the child. If governments are established among men to attain the enjoyment of certain rights, then what could be wrong with the government compelling parents and guardians to place their children in school?17

While this argument was a persuasive one, it was not without its opponents. Most of the opposition took the position that compulsory attendance was an unwarranted, unjustified trespass of the rights of parents.

Compulsory Education Laws in Connecticut

Connecticut first tried to improve the educational status of factory children in 1813. From then until 1872, when its first compulsory school attendance law was passed, there were numerous efforts to compel children to attend school. The laws of 1842 and 1869 were both attempts which failed. The law in 1872 required attendance from eight to fourteen years of age for three months each year.18

In 1872, when Connecticut was considering the enactment of compulsory school attendance legislation, some of the arguments against its enactment were (1) a new crime is created; (2) it interferes with the liberty of parents; (3) new powers are abrogated by the government; (4) it is un-American and not adapted to our free institutions; (5) compulsory education is monarchial in its origin and history; and (6) attendance is just as good without the law.19 Each

17 Ibid.
18 O'Mara, op. cit., p. 11.
19 Deffenbaugh, op. cit., p. 9.
state had to overcome similar opposition and criticism. In 1891 and 1893, the governor of Pennsylvania vetoed compulsory school legislation on those grounds.\textsuperscript{20}

Some Early Opposition to Compulsory Education

An article written by a Roman Catholic priest illustrated the viewpoint adhered to by many opponents of state compulsion. Father Messmer wrote that one must distinguish between free cooperation of the citizens in the cause of education and state compulsion. "What right has society," he asked, "to force me to learn reading, if I do not want to?" The great majority of those who would compel education, he continued, rest their arguments on exaggerated claims and false suppositions. One of these is that "a man cannot be honest and industrious without having passed through a primary school." Another is that many parents, especially foreign born, would neglect the education of their children unless education was made compulsory.\textsuperscript{21}

V. UNIVERSAL DEVELOPMENT OF COMPULSORY SCHOOL ATTENDANCE

Public opinion in the early decades of the nineteenth century brought about the establishment of free public schools. The idea that education was to be made compulsory came later. At first, public authorities had enough

\textsuperscript{20}Ibid.

problems with providing for children who wanted to go to school without being concerned about those who did not go. An interesting illustration of this point was a legal provision in Louisiana in 1823. Instead of taking a census of children of school age as a basis for determining school facilities, Louisiana enacted a law requiring parents and guardians "to make known" to the commissioners of their respective townships "the number of pupils which such parents wish to enter in school."²²

Later, the predominant feeling in America was that in a democracy all the citizens should be educated in order to participate intelligently in public affairs. Many states, as interest in the education of their citizens increased, distributed money to the schools to assist in providing educational opportunities. Legislatures, supporting the local schools, found themselves faced with the question as to how the funds were to be distributed and how the state could realize its aim for an educated citizenry by placing all children in school. This problem was resolved not only by the enactment of laws which compelled children of certain ages to attend school, but also through legislation which prohibited employment of children of certain specified ages.

Enforcement Provisions Lacking

Legal provisions for establishing adequate machinery

for the enforcement of school attendance were missing in the early laws enacted. As examples, the appointment of attendance officers was usually permissive rather than mandatory; provisions dealing with exemptions from attendance were too general, rather than being specific, and left too much to the discretion of local officials; and, penalties for violations of the law and the machinery for imposing them were insufficient or inadequate. It should be remembered, too, that public opinion supporting the principle of compulsory attendance was quite often lacking. As a result, the effectiveness of a statutory provision for compulsory school attendance varied considerably among the different enforcement units of a state. Within less than forty years after Massachusetts passed the first compulsory attendance law in 1852, twenty-seven states and territories had compulsory attendance laws.  

By 1900, thirty-two states and the District of Columbia had enacted compulsory school attendance laws.  

From 1900 to 1910, ten more states, including Louisiana, did likewise.  

Georgia in 1916 and Mississippi in 1918 were the last two states to enact legislation on the subject. Alaska was a territory when it passed a compulsory school attendance law in 1929.  

---

25 Ibid.
The historical progress of compulsory attendance laws in the United States since 1887 is indicated in Table I. The state and the year in which compulsory school attendance legislation was enacted are indicated in Table II.
<table>
<thead>
<tr>
<th>State</th>
<th>1887</th>
<th>1915</th>
<th>1935</th>
<th>1959</th>
<th>1964</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>-</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Alaska</td>
<td>-</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Arizona</td>
<td>-</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
</tr>
<tr>
<td>Arkansas</td>
<td>-</td>
<td>8-20</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>California</td>
<td>8-14</td>
<td>7-15</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
</tr>
<tr>
<td>Colorado</td>
<td>-</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
</tr>
<tr>
<td>Connecticut</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Delaware</td>
<td>-</td>
<td>7-14</td>
<td>7-17</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>District of Columbia</td>
<td>8-14</td>
<td>8-14</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
</tr>
<tr>
<td>Florida</td>
<td>-</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Georgia</td>
<td>-</td>
<td>-</td>
<td>8-14</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Hawaii</td>
<td>-</td>
<td>6-15</td>
<td>6-14</td>
<td>6-16</td>
<td>6-16</td>
</tr>
<tr>
<td>Idaho</td>
<td>8-14</td>
<td>8-18</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Illinois</td>
<td>7-14</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Indiana</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Iowa</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Kansas</td>
<td>8-14</td>
<td>8-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Kentucky</td>
<td>-</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Louisiana</td>
<td>-</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Maine</td>
<td>8-15</td>
<td>7-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Maryland</td>
<td>-</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>8-14</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Michigan</td>
<td>8-14</td>
<td>7-16</td>
<td>7-16</td>
<td>6-16</td>
<td>6-16</td>
</tr>
<tr>
<td>Minnesota</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Mississippi</td>
<td>-</td>
<td>-</td>
<td>7-17</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Missouri</td>
<td>-</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Montana</td>
<td>8-14</td>
<td>8-16</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Nebraska</td>
<td>8-14</td>
<td>7-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Nevada</td>
<td>8-14</td>
<td>8-16</td>
<td>7-16</td>
<td>7-17</td>
<td>7-17</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>6-16</td>
<td>8-16</td>
<td>8-16</td>
<td>6-16</td>
<td>6-16</td>
</tr>
<tr>
<td>New Jersey</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>New Mexico</td>
<td>-</td>
<td>7-14</td>
<td>6-17</td>
<td>6-17</td>
<td>6-17</td>
</tr>
<tr>
<td>New York</td>
<td>8-14</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>North Carolina</td>
<td>-</td>
<td>8-12</td>
<td>7-14</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>North Dakota</td>
<td>10-14</td>
<td>8-15</td>
<td>7-17</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Ohio</td>
<td>8-16</td>
<td>8-16</td>
<td>6-18</td>
<td>6-18</td>
<td>6-18</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>-</td>
<td>8-16</td>
<td>8-16</td>
<td>7-18</td>
<td>7-18</td>
</tr>
<tr>
<td>Oregon</td>
<td>-</td>
<td>9-15</td>
<td>8-16</td>
<td>7-18</td>
<td>7-18</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>-</td>
<td>8-16</td>
<td>8-16</td>
<td>8-17</td>
<td>8-17</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>7-15</td>
<td>7-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>South Carolina</td>
<td>-</td>
<td>-</td>
<td>8-14</td>
<td>7-16</td>
<td>-</td>
</tr>
<tr>
<td>South Dakota</td>
<td>10-14</td>
<td>8-16</td>
<td>8-17</td>
<td>7-16</td>
<td>7-16</td>
</tr>
</tbody>
</table>
TABLE I (continued)

<table>
<thead>
<tr>
<th>State</th>
<th>1887</th>
<th>1915</th>
<th>1935</th>
<th>1959</th>
<th>1964</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tennessee</td>
<td>-</td>
<td>8-16</td>
<td>9-16</td>
<td>7-17</td>
<td>7-17</td>
</tr>
<tr>
<td>Texas</td>
<td>-</td>
<td>8-14</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Utah</td>
<td>-</td>
<td>8-14</td>
<td>7-16</td>
<td>6-18</td>
<td>6-18</td>
</tr>
<tr>
<td>Vermont</td>
<td>8-14</td>
<td>8-16</td>
<td>8-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Virginia</td>
<td>-</td>
<td>8-12</td>
<td>7-15</td>
<td>7-16</td>
<td>7-16++</td>
</tr>
<tr>
<td>Washington</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
<td>8-16</td>
</tr>
<tr>
<td>West Virginia</td>
<td>-</td>
<td>8-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>7-15</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
<td>7-16</td>
</tr>
<tr>
<td>Wyoming</td>
<td>7-16</td>
<td>7-14</td>
<td>7-17</td>
<td>7-16</td>
<td>7-17</td>
</tr>
</tbody>
</table>


+This table shows the ages between which children are required by law to attend school. No entry is made for some states in certain years and this indicates that at that particular time there was no compulsory law in effect.

++Virginia allows counties, cities, and certain towns in certain cases and under certain circumstances to provide for compulsory attendance.
TABLE II

ENACTMENT OF COMPULSORY SCHOOL ATTENDANCE LEGISLATION
CHRONOLOGICALLY LISTED BY STATES, DISTRICT OF COLUMBIA, AND PUERTO RICO

<table>
<thead>
<tr>
<th>State</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Massachusetts</td>
<td>1852</td>
</tr>
<tr>
<td>District of Columbia</td>
<td>1864</td>
</tr>
<tr>
<td>Vermont</td>
<td>1867</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>1871</td>
</tr>
<tr>
<td>Michigan</td>
<td>1871</td>
</tr>
<tr>
<td>Washington</td>
<td>1871</td>
</tr>
<tr>
<td>Connecticut</td>
<td>1872</td>
</tr>
<tr>
<td>Nevada</td>
<td>1873</td>
</tr>
<tr>
<td>Texas</td>
<td>1873</td>
</tr>
<tr>
<td>New York</td>
<td>1874</td>
</tr>
<tr>
<td>Kansas</td>
<td>1874</td>
</tr>
<tr>
<td>California</td>
<td>1874</td>
</tr>
<tr>
<td>Maine</td>
<td>1875</td>
</tr>
<tr>
<td>New Jersey</td>
<td>1875</td>
</tr>
<tr>
<td>Wyoming</td>
<td>1876</td>
</tr>
<tr>
<td>Ohio</td>
<td>1877</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>1879</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>1883</td>
</tr>
<tr>
<td>Illinois</td>
<td>1883</td>
</tr>
<tr>
<td>North Dakota</td>
<td>1883</td>
</tr>
<tr>
<td>South Dakota</td>
<td>1883</td>
</tr>
<tr>
<td>Montana</td>
<td>1883</td>
</tr>
<tr>
<td>Minnesota</td>
<td>1885</td>
</tr>
<tr>
<td>Nebraska</td>
<td>1887</td>
</tr>
<tr>
<td>Idaho</td>
<td>1887</td>
</tr>
<tr>
<td>Colorado</td>
<td>1889</td>
</tr>
<tr>
<td>Oregon</td>
<td>1889</td>
</tr>
<tr>
<td>Utah</td>
<td>1890</td>
</tr>
<tr>
<td>New Mexico</td>
<td>1891</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>1895</td>
</tr>
<tr>
<td>Kentucky</td>
<td>1896</td>
</tr>
<tr>
<td>Hawaii</td>
<td>1896</td>
</tr>
<tr>
<td>West Virginia</td>
<td>1897</td>
</tr>
<tr>
<td>Indiana</td>
<td>1897</td>
</tr>
<tr>
<td>Arizona</td>
<td>1899</td>
</tr>
<tr>
<td>Iowa</td>
<td>1902</td>
</tr>
<tr>
<td>Maryland</td>
<td>1902</td>
</tr>
<tr>
<td>Puerto Rico</td>
<td>1903</td>
</tr>
<tr>
<td>Missouri</td>
<td>1905</td>
</tr>
<tr>
<td>Tennessee</td>
<td>1905</td>
</tr>
<tr>
<td>Delaware</td>
<td>1907</td>
</tr>
<tr>
<td>North Carolina</td>
<td>1907</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>1907</td>
</tr>
<tr>
<td>Virginia</td>
<td>1908</td>
</tr>
<tr>
<td>Arkansas</td>
<td>1909</td>
</tr>
<tr>
<td>Louisiana</td>
<td>1910</td>
</tr>
<tr>
<td>Alabama</td>
<td>1915</td>
</tr>
<tr>
<td>Florida</td>
<td>1915</td>
</tr>
<tr>
<td>South Carolina</td>
<td>1916</td>
</tr>
<tr>
<td>Georgia</td>
<td>1916</td>
</tr>
<tr>
<td>Mississippi</td>
<td>1918</td>
</tr>
<tr>
<td>Alaska</td>
<td>1929</td>
</tr>
</tbody>
</table>

The fact that the Southern states were among the last to pass legislation dealing with compulsory school attendance is partly accounted for by the necessity of providing separate schools for Negroes and also because of the demand for the employment of children in agriculture.26

VI. CONSTITUTIONALITY OF COMPULSORY ATTENDANCE LAWS

As might be expected, the constitutionality of compulsory attendance laws was a question that found its way into the courts. Decisions on the constitutionality of such legislation have been handed down in a number of states—Ohio, Indiana, New Hampshire and Pennsylvania, to mention a few.

In State vs. Bailey 157 Ind. 324, 61 N.E. 730 (1901), the Indiana Supreme Court ruled that the power of the state was sufficient to justify compulsory school attendance and that an attendance law was not "an unauthorized invasion of the natural rights of a parent to the custody and control of his child." The court added, "One of the most important natural duties of the parent is his obligation to educate his child, and this duty he owes not to the child only, but to the commonwealth." The court recognized a right of the child to the free education provided by the state, as against the parent's right to control the child, saying, "No

parent can be said to have the right to deprive his child of the advantages...of the enlightened and comprehensive system of education enjoined by the constitution of this state." \(^27\)

This ruling by the Indiana court clearly expressed the position the state took in regard to assuring an educated citizenry by means of compulsory school attendance. In each instance where compulsory attendance was questioned, the law was upheld; and in various court decisions rendered on numerous aspects of the attendance laws, the principle that the state may require children to attend some school seems to have been firmly established. One exception may be noted, however, in the case of the *State ex rel Henry v. MacDonald* in 1901 in which the Supreme Court of Washington ruled that the Washington law lacked authority for penalizing persons who violated the compulsory attendance law by refusing to keep their children in school.

**Parental Right to Choice of School**

That parents have a right to send their children to schools other than the public schools is a well-established principle and one that has been upheld in the highest court. For example, there arose in the State of Oregon a case from a law passed in November, 1922, by the voters of Oregon. This law required that all children between eight and

sixteen years of age should attend public schools. This Act, therefore, in effect prohibited parents from sending their children to private schools if their children were within the stated ages. This law was to become effective September 1, 1926; however, on March 31, 1924, the federal district court of the District of Oregon issued an injunction on the grounds that the Act was unconstitutional. The United States Supreme Court upheld this injunction on June 1, 1925, preventing the Oregon State law from operating and plainly establishing the principle that children of compulsory school age may attend private schools.\(^\text{28}\)

**Contradictions and Exemptions in Attendance Laws**

At first, of course, compulsory education included elementary education. In certain states, compulsory education was seriously limited because of exemptions and time and age limits established. There was wide variation among states regarding exemptions from school attendance in 1930. School-attendance laws and the child-labor laws which accompanied them had so many exceptions or qualifications that a simple description of them is difficult, if not impossible. For instance, although the compulsory-education law of a certain state called for school attendance until sixteen years of age, a fourteen-year-old child who was needed to support his family could be released from the provisions if he had completed the eighth grade, and a fifteen-year-old

\(^{28}\)Deffenbaugh, *op. cit.*, p. 17.
could be exempted for employment if he had finished the seventh grade. Too, certain cities such as New Orleans and Wilmington, Delaware had specific provisions different from those of the rest of their respective states with regard to compulsory attendance and child labor.  

Variations in Interpretations

There were also difficulties in interpretation of the intent of these laws. California, for example, made provision for certain employment outside of school hours for twelve year olds in its child labor law, although the compulsory attendance law specified that no permits to work be issued to children under fourteen years of age. In many states, there was evidence of failure to coordinate laws which had been passed at different times although they dealt with the same subject of compulsory attendance. In some cases the attitude of the community in the matter of enforcement carried more weight than the statutes themselves. The states were practically unanimous in specifying that the child unable to learn or profit from education because of mental handicap and the child unable to attend because of physical handicap were exempt from the attendance requirement. In Table III are indicated some of the most prevalent exemptions from compulsory attendance.


30 Ibid.
### TABLE III
EXEMPTIONS FROM COMPULSORY-ATTENDANCE REQUIREMENTS, 1930

<table>
<thead>
<tr>
<th>Basis for Exemption</th>
<th>Number of States</th>
<th>Percentage of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mental or physical incapacity of child</td>
<td>48</td>
<td>100.0</td>
</tr>
<tr>
<td>Completion of elementary school program</td>
<td>35</td>
<td>63.1</td>
</tr>
<tr>
<td>For employment, if fourteen years of age</td>
<td>29</td>
<td>68.2</td>
</tr>
<tr>
<td>Remoteness from school</td>
<td>21</td>
<td>42.6</td>
</tr>
<tr>
<td>Guardian unable to provide books or clothing, poverty</td>
<td>15</td>
<td>20.7</td>
</tr>
<tr>
<td>Religious exercises or confirmation classes</td>
<td>7</td>
<td>17.0</td>
</tr>
<tr>
<td>Completion of high school course or equivalent</td>
<td>3</td>
<td>11.0</td>
</tr>
</tbody>
</table>

In many states, either the school term was not sufficiently well-defined by statute or minimum stipulations were so low that in actual practice the school term was determined by the local school board. Keesecker states that up to 1928, one state required thirty-eight weeks of school, eight states required nine months, six states required six months, one state five months, two states four months, and two states either three months or no minimal term.31

A summary appears in Table IV.

TABLE IV

SPECIFIED LENGTH OF TERMS OF COMPULSORY
SCHOOL ATTENDANCE, 1930

<table>
<thead>
<tr>
<th>Length of Term</th>
<th>Number of States</th>
<th>Percentage of U.S. Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entire school term</td>
<td>31</td>
<td>55.9</td>
</tr>
<tr>
<td>3 months</td>
<td>1</td>
<td>1.9</td>
</tr>
<tr>
<td>4 months</td>
<td>3</td>
<td>3.4</td>
</tr>
<tr>
<td>5 months</td>
<td>2</td>
<td>6.1</td>
</tr>
<tr>
<td>6 months</td>
<td>3</td>
<td>5.5</td>
</tr>
<tr>
<td>7 months</td>
<td>3</td>
<td>8.3</td>
</tr>
<tr>
<td>8 months</td>
<td>4</td>
<td>8.2</td>
</tr>
<tr>
<td>9 months</td>
<td>2</td>
<td>10.7</td>
</tr>
</tbody>
</table>


The majority of states which specified the shorter terms (three to six months) was in the South. It is significant to note that one state required the entire term, but made it unnecessary for a child over fourteen years of age to attend more than 70 per cent of the time. In several other states, children in the upper grades could attend eight of the nine months of the school term; older children were required to attend only one hundred days in place of the prescribed one hundred sixty days; and children of farmers had to attend only between November 1 and April 1 if their services on the farm were needed.\textsuperscript{32}

VII. SCHOOL ATTENDANCE AND CHILD LABOR

In actual practice, there were a number of loopholes in laws permitting many children to work before fourteen. As indicated in Table III, there were twenty-nine states in which children were exempt from attendance in school for reasons of employment at the age of fourteen, yet in regard to child-labor laws, some forty states required a minimum age of fourteen before full-time working permits could be given.

Much variation existed in the specifications of the different states in matters which concerned school attendance and the employment of children. Although the typical state law required that the child should enter the regular

\textsuperscript{32}Allen, op. cit., p. 29.
school at seven years of age and remain until he was sixteen, many exceptions were made—exceptions for employment, for completing lower-grade requirements, and for economic reasons, to mention a few. In reality, compulsory attendance, in many cases, ended with the child's completion of the elementary school or when he reached the age of sixteen, as is much the case today. Even this much of compulsory attendance was nullified by the fact that the typical law permitted the child to withdraw from school and enter employment at fourteen if he could meet the low minimum requirement of sixth grade or less. Even the child who remained in school within the true compulsory attendance limits found the average guarantee of length of school term so low or poorly undefined that a satisfactory educational offering was materially jeopardized.\(^{33}\)

While much progress has been made from the earlier days of child exploitation in employment and allowing children to grow up in ignorance, there is considerable evidence that better coordination was needed between school attendance and child labor laws. That school attendance and child labor regulation go hand in hand has been evidenced in many ways. The Children's Bureau Bulletin in December, 1932 presented this statement:

Public opinion no longer tolerates the idea of children 8 and 9 toiling in factories for a 12-hour day or dragging coal cars along narrow underground passages of mines, as they did in England in the

\(^{33}\)Ibid., p. 34.
years immediately following the Industrial Revolution. It does not countenance children of 12 and even younger working in our mills day and night, as in the early days of the factory system in New England or thirty years ago when the industrial South was new. But thousands of children as young as these work in industrialized forms of agriculture in which the working day is as long as that of the nineteenth century factory.\textsuperscript{34}

A 1932 labor survey in Pennsylvania disclosed that one-half of the clothing manufacturing establishments investigated employed fourteen and fifteen year old children. In some plants, more than twenty-five per cent of the workers was under sixteen. Of the fifteen states that had between 12,000 and 68,000 workers in 1930 ten to fifteen years of age, thirteen were among the more recent to enact compulsory attendance laws--states in which the laws were weak and relatively unenforced.\textsuperscript{35}

VIII. PROBLEMS RESULTING FROM INCREASED ATTENDANCE

The enforcement of compulsory school attendance laws conceived on humanitarian grounds created new problems as well as contradictory views.

Into a school which had been established primarily for those children who wished to attend, who had an interest in and the ability for the existing program of education, there came a mass of children who did not wish to go to school because of a lack of interest in and ability for what

\textsuperscript{34}\textit{Ibid.}, p. 55.
\textsuperscript{35}\textit{Ibid.}
the school offered. The school had little to offer these children. For many, it was obviously an unhappy place and the dropout rate was very high. So-called equality of opportunity merely became uniformity of availability.\textsuperscript{36}

Need for Curriculum Changes

It was apparent that some changes would have to be provided to care for the multiplicity of problems which arose because by law children were forced to remain in school. Consequently, the law had many unexpected effects on the development of the public schools.

With the use of psychological tests, certain ideas regarding the education of the slow student became widespread; for example, the viewpoint was expressed that dull children, usually came from the lower class and should spend most of their time in vocational or manual arts subjects instead of in the pursuit of academic study.\textsuperscript{37}

More attention was being given in the literature regarding education in a democracy and geared to the "masses." The effort to adjust the school to the needs of a vast number of slow or below average children inevitably affected standards of achievement.\textsuperscript{38}

\textsuperscript{36}Julius J. Oppenheimer, The Visiting Teacher Movement (New York: Public Education Association, 1924), p. 20.
\textsuperscript{37}Ibid., p. 21.
\textsuperscript{38}Ibid.
Impact of Social and Economic Conditions on Education

Another disturbing influence to the stability of the American educational system came from the social and economic changes which occurred and affected family life. These changes brought about a new philosophy concerning the role of the school, and the school assumed many of the responsibilities once considered belonging to the family and other outside agencies. Educational leadership began providing special services to meet these new responsibilities, such as the personality adjustment of the child. The school had now become concerned about the "whole" child and not just his behavior in school but out of school as well. Care was given to his health, recreation, vocational guidance, and the like. To administer these services new positions have joined the professional team; school nurses, counselors, visiting teachers, psychologists, and many other specialists joined the ranks, each contributing in some way to help the child.39

It has been difficult at times to convince the lay public and educators as well that to help each child achieve as much as his ability will allow often requires the school to look beyond providing just for the basic fundamentals. It often requires taking care of his many other needs. Such matters as transportation, school lunch, recreation and athletics, medical and dental care, and other special services

39Ibid., p. 22.
should not be considered simply educational problems but social as well. Justification of these services was based upon the assumption that the instructional program would be improved by remedying the problems, other than educational, that children experience.
CHAPTER III

BEGINNING OF VISITING TEACHER SERVICES

Visiting teacher service had its origin in the interest of private citizens and organizations. The services of the visiting teacher were at first designed for the needy children of the slum sections in the city. Later, services were extended to help children from all classes of society and from all types of schools.

I. EARLY EFFORTS IN NEW YORK AND BOSTON

Social settlements in New York and Boston were established in 1906, when Hartley House and Greenwich House in New York City assigned two visitors to three school districts. One of the leaders in this new movement was Miss Mary Marot, a teacher who became interested in the social aspects of education. While a resident of Hartley House, she began studying the educational needs of settlement children and desired to bring about a better cooperation between the home and the school. The work attracted the interest of the Public Education Association, a private organization interested in the advancement of public education, and the Association agreed to employ a visiting teacher in 1907. By 1911, the staff was increased to seven and the work was
expanded to other sections of New York City. Throughout this period, the Association was active in giving publicity to the movement and in attempting to get the Board of Education to introduce the work in the public schools, a step which was finally accomplished in 1913. Prior to this time punitive measures in regard to truants had been emphasized.

In 1863, the State of New York passed a stringent truancy law authorizing arrest and examination before a magistrate. This was the first real enforcement measure affecting school attendance to be passed by the New York Legislature. The penalties were drastic and the public was indignant because it took the position that the parent of a truant child was not a criminal; he might not have sufficient means to provide adequate clothing, housing, and places of recreation for his children. At one time, even sanitary police were used as truant officers in an effort to achieve better attendance. Some causes of truancy were the attraction of the "penny arcade" and the illiteracy of thousands of immigrant parents who did not appreciate the value of an education.

II. CHANGE IN APPROACH

A change from punitive measures by the court to that

---


of a helping agency was reflected in the mental hygiene approach when one court held that the truant child should be studied and cared for and won over to a life of regular attendance.\(^3\)

The evolution of the school social work approach continued and became reflected in an attitude of understanding toward the unmet needs of children with problems.\(^4\)

**Philosophy of the Movement**

The visiting teacher movement was concerned with (1) helping the school to give each individual child the fullest possible growth as a personality, (2) integrating the social organizations and groups that were interested in the education and welfare of the child, and (3) helping the school make such adjustments as will meet the needs of individual children and groups of children.\(^5\)

Since compulsory education laws were getting children into the schools, it became necessary for the schools to prepare for the many needs of these children--the mentally and physically defective, the under-fed, the incorrigible. It became the task of the visiting teacher to extend the services of the school by helping to make adjustments for children who were handicapped by their social environment. These adjustments pertained not only to the unfavorable

\(^3\)Ibid.  
\(^4\)Ibid.  
home, school, or neighborhood influences; they included also, unfavorable social attitudes, ideals, and habits. Perhaps this is what Dewey meant when he said:

Learning in school should be continuous with that out of school. There should be a free interplay between the two. This is only possible when there are numerous points of contact between social interests of the one and the other.6

Interpretation by Visiting Teacher of Home and Community Background

The visiting teacher brought back to the school a vivid picture of what life was outside the school. At the same time, the visiting teacher was trying to bring the home and school closer together by interpreting the purposes and methods of the school. The method of the visiting teacher was educational, not authoritative or punitive. One of the cardinal principles of the visiting teacher movement has been the respect for the personality of each child. Schools faced the problem, succumbed to by many social agencies, of becoming institutionalized7 and losing sight of the real purpose for existing, according to Kilpatrick. It has been the responsibility of the visiting teacher to promote the education of the whole child in a positive way and not just that of preventing and remedying social maladjustments.

---


Developments in Boston. Visiting teacher work in Boston had a different type of development than in New York City. In 1907, the Woman's Education Association employed a home and school visitor in the Winthrop School because it was felt that a lack of understanding between the home and school too often resulted in serious injustice to the child. By 1923, seven elementary and two high schools were provided with school visiting teachers. The visiting teacher service in Boston was carried on by social settlements and neighborhood associations with emphasis mainly in the elementary schools and with little effort made with regard to having the public school system adopt the program as had been done in New York City.8

In Philadelphia, nothing intensive was done until the work was undertaken by the White-Williams Foundation in 1916.9

The Director of the Psychological Clinic in Hartford, Connecticut, started the visiting teacher work in connection with the Henry Barnard school in 1907. Efforts were made in Connecticut and elsewhere to convince Boards of Education of the value of the service.10

---


9 Ibid.

10 Oppenheimer, op. cit., p. 4.
III. PERIOD OF ADOPTION 1914-1921

During the years from 1914 to 1921, boards of education in various parts of the country began to adopt visiting teacher programs. Adoptions were by no means numerous, and the work of the visiting teacher was not always placed under public control. The influence of the visiting teacher work can be traced to the efforts of the Public Education Association of New York.

Visiting Teachers in Rochester

Rochester began visiting teacher work in September, 1913. The following statement is typical of the nature of the work assigned the visiting teacher:

The appointment of Miss Emma G. Case as visiting teacher is the first step in an attempt to meet a need of which the school system has been conscious for some time. It is an undisputed fact that in the environment of the child outside of school are to be found forces which will oftentimes thwart the school in its endeavors. While this has long been recognized, yet the effort to remedy such counteracting conditions, as far as possible, has not come to be regarded as an established function of the public school. There are few of the children in our schools who are suffering through the willful neglect and abuse of parents. Whatever suffering comes for which the home is responsible, comes largely through ignorance and necessity. It will be the function of the visiting teacher to enlighten and aid in relieving.\(^{11}\)

Visiting Teachers in New York City

As was mentioned earlier, visiting teacher service was made a part of the New York City school system in 1913.

After a careful survey of the visiting teacher and child welfare work going on in New York, Boston, and Chicago, the White-Williams Foundation, with the approval of the superintendent of Philadelphia's schools, decided to take up the study of delinquency in the public schools. The White-Williams Foundation was formerly the Magdalen Society, which was organized in 1800 for the purpose of caring for delinquent girls. The Foundation acted as a laboratory for the public schools to determine which children needed educational, social and vocational guidance; how and when it should be given; and how the work with these children could be fitted into the public schools so that ultimately it could be taken over by the Board of Education.\\footnote{12}

Expansion to Other Cities

The activities of women's clubs, neighborhood associations, and private citizens were effective in establishing visiting teacher service in a number of cities. The Chicago Woman's Club, for example, influenced by the developments in New York City, established the visiting teacher work in Chicago in 1916.\\footnote{13} By the fall of 1919, the Chicago Board of Education had appointed three visiting teachers, doing work very similar to that done in New York and Rochester except that in Chicago the visiting teachers did vocational

\\footnote{12}White-Williams Foundation: 120th Annual Report, December 31, 1921.
\\footnote{13}Oppenheimer, op. cit., p. 7.
counseling.\textsuperscript{14}

In 1921, when the Public Education Association was about to discontinue the visiting teacher program in the City of New York because the public school visiting teacher program was now well established, the Commonwealth Fund requested that the service continue as a part of its program for the prevention of juvenile delinquency.\textsuperscript{15} The Commonwealth Fund was established in 1918 for the promotion of mental health.

General Trends of Period 1914-1921

The general characteristics noted during this period of adoption were (1) expansion of the movement into the Middle Western states; (2) more general adoption of the work by the Boards of Education; (3) experiments carried on by the Public Education Association; (4) beginnings of a national professional association; and (5) introduction of visiting teacher service in junior and senior high schools.\textsuperscript{16}

IV. SOCIAL AND ECONOMIC CONDITIONS AFFECTING SCHOOL ATTENDANCE

Many of the basic causes of the maladjustment of school children can be attributed to the instability of the family, which in turn has been brought about by social and

\textsuperscript{14} Ibid., p. 7.
\textsuperscript{15} Ibid., p. 9.
\textsuperscript{16} Ibid.
economic conditions. During the first quarter of the Twentieth Century, there had been an increase in immigration of foreigners, an increased mobility of population from country to city, a migration of Negroes from the South, and a migration to newer parts of the country. All of these conditions required social adaptation and adjustments.17

In the case of foreign parents, there was the problem of variation of social standards and the attitude of parent and child toward each other. There was also the problem of adjustment to social institutions such as the school. Foreign parents as well as native-born parents quite often did not understand the purposes of compulsory attendance. When the school, through its social contacts, created conflicts in values for parents and their children, family bonds sometimes were weakened.18

Urban Problems

The complex social life found in modern cities created greater problems of social adjustment for those who were accustomed to the more simple ways of living. The congested housing, the absence of social control of relatives and neighbors, the weakening of religious values—all led to social anxiety, degeneration, and recklessness.19

17 Ibid.
18 Ibid., p. 21.
19 Ibid.
The visiting teacher saw and dealt with many results of these conditions—broken homes, desertion, divorce, infidelity, and failure of the home to give supervision and guidance.

Economic conditions were found to be closely related to family life in the home. The visiting teacher discovered that school maladjustments of the child could quite often be traced to the economic instability of the family. Insecurity of employment, unemployment, employment of women (especially mothers), increased costs of living and effects of increased standards of living, dependence on women and children to supplement family income, industrial accidents, employment of children, and the effects of working conditions have been identified as some of the underlying conditions which affect the lives of school children.20

V. CHANGES IN SCHOOL CONDITIONS

Changes which occurred in the organization of the school gave rise to a need for specially trained personnel to promote the welfare of the child within and without the school. School population had grown much faster than had the general population. Most educators did not deny that the growth was primarily due to the almost universal adoption of compulsory education laws and to the fact that

education was becoming popular.\textsuperscript{21}

\textbf{Increased School Population}

With the increase of school population, large classes in large schools developed in practically all urban communities. Many changes took place in the school which parents were unaware of or indifferent to, such as, the size of the school plant, expansion of courses of study, newer methods of teaching, and the introduction of such innovations as vocational education, special classes, and special schools. The schools made little effort to publicize programs, and many parents had widely different educational backgrounds which resulted in a lack of understanding of the goals and purposes of the school. Often enough, there was a conflict between school rights and rights of the parents. The personal contact the visiting teacher had with the child, the home, and the school helped to make the school more popular.\textsuperscript{22}

\textbf{Increase in Class Size}

Because of the increase in the size of classes, the increase in the amount of work with greater attention being given to extra-curricular activities and the change in social conditions, the teacher was not able to maintain the personal contact with children and families that was at one time possible. Semi-annual promotions coupled with the

\begin{itemize}
\item \textsuperscript{21}\textit{Oppenheimer, op. cit.}, p. 22.
\item \textsuperscript{22}\textit{Ibid.}
\end{itemize}
rapid turnover in the teaching profession further lessened the opportunity for the teacher to know her students and the community better. Opportunities to meet parents and to know the home life of students and the needs of the community were limited. Teachers, with the exception of those in the kindergartens and special classes, did very little visiting in the home.  

The visiting teacher, however, specialized in this function of the teacher. His special training and experience enabled him to make home visits and coordinate all of the resources of the community.

VI. CONCERN FOR JUVENILE DELINQUENCY

In the early days of this Nation, the American family was a self-sufficient group. All worked together and were closely bound together because the family was the center of activity. The family protected its own members and made decisions for its welfare. Learning was predicated on life activities that were indispensable. Only later was education formalized in the form of the one-room school.

After the industrial and technological revolutions occurred in the nineteenth and beginning of the twentieth centuries, social changes followed which greatly affected family life. Conditions of living became very difficult with migration to the cities. Millions of people came to

23National Education Association, Facts on the Cost of Public Education and What They Mean, Bulletin No. 1, 1922, p. 54.
live in crowded numbers in apartment houses.\textsuperscript{24} Women began working in increasing numbers, changing the economic status of the family either through necessity or choice. As a result, competition arose between husbands and wives that had not existed before and a consequent confusion of roles. Older patterns of thought and behavior, based on older assumptions as to what women and men should do, came into conflict with new roles imposed by new functions in life.\textsuperscript{25} Home and family life were adversely affected. The change in the American family life coupled with the growth of leisure time created serious problems, problems which led to divorce, lack of supervision in the home, and juvenile delinquency.

VII. PERIOD OF VISITING TEACHER PROGRAM EXPANSION

After 1921, the visiting teacher program expanded rapidly. The expansion can be attributed to a number of events but mainly to the interest and support of the Commonwealth Fund, the increase in staffs, and the extension of visiting teacher service into new localities.

The Commonwealth Fund

The Commonwealth Fund, in New York City, adopted a program for the prevention of juvenile delinquency on November 9, 1921. One of the main purposes was to establish

\textsuperscript{24}Oppenheimer, op. cit., p. 71.

\textsuperscript{25}Rugg, op. cit., p. 258.
psychiatric clinics for the study of predelinquent and delinquent children in the schools and in juvenile courts, and to develop methods of treatment. Another aim was to develop, through the Public Education Association of the City of New York, the work of the visiting teacher, whereby the invaluable information gained through contacts which the school system had with children could be used for understanding them.

The purpose of subsidizing the work of the visiting teacher can be noted from the following statement: "Only very recently has there come to be some conception that early study of the individual who is out of adjustment, and scientific diagnosis of his social difficulty, may make possible a considerable degree of prevention; that carefully differentiated treatment--physical, mental, and social--based on such a diagnosis ... may even direct many a young offender on the pathway toward good citizenship instead of toward the life of the repeater."\(^2\)

**Identification of Pre-delinquent Children.** The Commonwealth Fund indicated that the child who was prone to become delinquent, who did not get along well in the environment of home and school, who was troublesome and maladjusted, and who eventually found himself before the juvenile court should be thoroughly understood so that he could be

helped and cases of recidivism be held to a minimum. The
visiting teacher was to work in a preventive way with the
maladjustment of children.27

The Commonwealth Fund provided grants of money to
place visiting teachers in thirty different communities as
well as increasing the staff in New York City schools. The
New York City staff worked in the Bureau of Children's Guid­
ance, a psychiatric clinic for school children under the
direction of a noted authority on juvenile delinquency, Dr.
Bernard Glueck.28

Growth of National Visiting Teachers Association

The National Association of Visiting Teachers grew
out of the National Conference of Visiting Teachers and Home
and School Visitors, which had been organized in 1916. The
first national meeting was held in connection with the
National Education Association, which met in New York City
that same year. At the first meeting, three areas of work
were discussed; namely, the place of the visiting teacher in
the school, the origin and status of the work, and the pre­
vention of delinquency and retardation through the services
of visiting teachers.29 This meeting served as a means of
comparing the various types of work being carried on in dif­
ferent parts of the country.

27 Ibid.
28 Oppenheimer, op. cit., p. 11.
29 Ibid., p. 12.
The second national meeting was held in conjunction with the National Conference of Social Work at Atlantic City in 1919. The emphasis of this conference was on the relationship of visiting teacher service to community welfare. The discussion centered on prevention of delinquency, retardation, Americanization, and community resources. It was at this meeting that the National Association of Visiting Teachers was organized.30

In-service training through National Association. The Association's meeting in Milwaukee the following year helped to combine the work going on in the Midwest with that being conducted in the East. In 1922, the Association met jointly with the National Education Association once again, this time in Boston. The conference dealt with diagnosis and treatment of behavior problems among school youngsters; the program of the Commonwealth Fund was concerned with the promotion of the visiting teacher program. The National Association contributed much to unify methods, standardize functions, and give publicity to the movement.31

30 Ibid.
31 Ibid., p. 13.
CHAPTER IV

COMPULSORY ATTENDANCE IN LOUISIANA PRIOR TO 1944

I. DEVELOPMENT OF FREE SCHOOLS AND COMPULSORY ATTENDANCE

Free schools in Orleans Parish began in 1826 under four separate municipalities. In 1841, John A. Shaw was appointed the first superintendent of schools, his appointment being influenced by the recommendation of Horace Mann. A year later, the first high school course was offered. The offerings soon grew to eight, but shortly thereafter were consolidated to three, because early opposition to the public schools was based on the opinion that the State should not be asked to educate the relatively few who attended high school.

In the following table are shown the number of educables, number enrolled, and percentage of educables enrolled in Orleans Parish from 1870-1884 as compared with that of the Nation.

---


TABLE V
ATTENDANCE IN THE NEW ORLEANS PUBLIC SCHOOLS, 1870-1884

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Educables 6-18 Years of Age</th>
<th>Number Enrolled in School</th>
<th>Per Cent of Educables Enrolled Orleans</th>
<th>U. S.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1870-71</td>
<td>56,000</td>
<td>25,000</td>
<td>44.65</td>
<td>61.45</td>
</tr>
<tr>
<td>1871-72</td>
<td>25,387</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1872-73</td>
<td>25,874</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1873-74</td>
<td>26,318</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1874-75</td>
<td>58,527</td>
<td>27,102</td>
<td>46.65</td>
<td>62.88</td>
</tr>
<tr>
<td>1875-76</td>
<td>28,944</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1876-77</td>
<td>29,507</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1877-78</td>
<td>34,150</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1878-79</td>
<td>38,156</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1879-80</td>
<td>61,456</td>
<td>35,896</td>
<td>58.20</td>
<td>65.50</td>
</tr>
<tr>
<td>1880-81</td>
<td>34,401</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1881-82</td>
<td>34,796</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1882-83</td>
<td>31,641</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1883-84</td>
<td>63,478</td>
<td>27,000</td>
<td>42.60</td>
<td>66.96</td>
</tr>
</tbody>
</table>

The increase in enrollment in the schools from 1870 to 1880 was mostly due to a large increase in the Negro enrollment following the Civil War. While there was an increase in the total enrollment in the early seventies, many white parents during that period chose to keep their children out of school because they did not wish them to attend the same schools with the Negro children. In 1870, one principal reported a decrease of forty per cent in his school enrollment in a single year. He stated that parents of these children chose to send their children to the parochial schools rather than have them in integrated classrooms.  

Increase of Financial Support for Education

Financial conditions in the State were such that at this time, when education in the East and Middle West was receiving increased funds to take care of the growing number of children brought into the schools by compulsory attendance laws, educators in New Orleans and elsewhere in Louisiana were struggling to maintain the system that they had established.

There was a marked decrease in the number of Negro children enrolled in public schools after 1881 because private and parochial schools were established by Negroes or by the aid of Northern societies. At this time, whites and

Negroes were no longer housed in the same schools. There were fewer schools provided for Negroes, and those that were provided were great distances apart. Apparently, there was no deep concern on the part of the whites for Negro education. In 1883, appropriations for the public schools were reduced to about one-half the amount in 1881. Schools were not opened until December; a great decrease in both enrollment and attendance was reported.\(^4\)

The census of 1880 showed the school population of Orleans Parish six to eighteen years of age to be 61,156. It was estimated that about ten thousand children attended private or parochial schools. About forty-three per cent of the total number of educables attended school—twenty-three per cent less than the average in the United States. Approximately thirty-six thousand were out of school, either at work, or idle.\(^5\)

**Alarm over Problem of Illiteracy and Poor School Attendance**

Thousands of children were growing up in ignorance. This problem and an increase in lawlessness caused deep concern in New Orleans. An attempt was made to follow the example of Northern states to eliminate these problems by adopting compulsory school attendance laws. However, Superintendent William O. Rogers said, "In the present financial

\(^4\)Report of the Superintendent of New Orleans Public Schools, 1884, p. 43.

\(^5\)Ibid.

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
condition of this city, we cannot look for such liberal provisions as would enable the school board to extend its operations beyond the purely voluntary attendance. Compulsory education, for the purpose of overtaking illiteracy, however desirable, is apparently beyond the means of the people, and any efforts to secure such means would only irritate the public sentiment and end in failure." Superintendents Rogers' statement indicated the apathy at this time of the general public toward making education compulsory.

In 1884, state appropriations were increased. The resulting effect on the New Orleans schools was that the enrollments correspondingly increased from seventeen thousand in 1884 to more than twenty-three thousand by 1890. By 1900, there were thirty-one thousand students in the public schools, an increase of 38 per cent from 1890. Curiously, this increase came about without a compulsory school attendance law and no restraint upon child labor, except a law that applied only to boys under twelve years of age and to girls under fourteen years of age who worked in factories.  

Problem severe in New Orleans. The severity of the problem of poor attendance can be noted in the report of Margaret C. Hanson, Principal of the New Orleans Normal School, to Superintendent Warren Easton. In her report in

---

6Ibid.

7Report of the Superintendent of New Orleans Public Schools, 1900, p. 47.
1904, she noted the problem was very perplexing and persistent. Apparently, the school board had not established any regulations regarding absences because the faculty of the Normal School recommended that a minimum and maximum term of attendance be fixed and required except when exceptional circumstances caused an injustice or hardship. Miss Hanson reported that her teachers were visiting the parents of children who were repeatedly absent, even canvassing the neighborhood for children eligible to attend, and collecting clothing for the needy children because adequate clothing was quite often lacking in the school neighborhood. However, in spite of these efforts, Miss Hanson felt that the community continued to reject the school's offerings because the larger boys were placed in jobs in the mills while the smaller ones were "led away by the more immediate profits in selling papers."8

Varying Lengths of School Term

The following report by State Superintendent J. V. Calhoun to the General Assembly, as indicated in Table VI, reflects the number of parishes in 1902 which had less than six months of school:

---

8Report to Superintendent Warren Easton, June 27, 1904, by Margaret C. Hanson, Principal of the New Orleans Normal School.
**TABLE VI**

**PARISHES OPERATING SCHOOLS LESS THAN SIX MONTHS-1902**

<table>
<thead>
<tr>
<th>Parish</th>
<th>Length of Session in Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Sabine</td>
<td>2.5</td>
</tr>
<tr>
<td>2. Union</td>
<td>3.0</td>
</tr>
<tr>
<td>3. Washington</td>
<td>3.0</td>
</tr>
<tr>
<td>4. Caldwell</td>
<td>3.0</td>
</tr>
<tr>
<td>5. Catahoula</td>
<td>3.0</td>
</tr>
<tr>
<td>6. Claiborne</td>
<td>3.0</td>
</tr>
<tr>
<td>7. Jackson</td>
<td>3.0</td>
</tr>
<tr>
<td>8. Livingston</td>
<td>3.0</td>
</tr>
<tr>
<td>9. Bienville</td>
<td>3.5</td>
</tr>
<tr>
<td>10. Winn</td>
<td>4.0</td>
</tr>
<tr>
<td>11. West Carroll</td>
<td>4.0</td>
</tr>
<tr>
<td>12. Tangipahoa</td>
<td>4.0</td>
</tr>
<tr>
<td>13. Saint Helena</td>
<td>4.0</td>
</tr>
<tr>
<td>14. Vernon</td>
<td>4.5</td>
</tr>
<tr>
<td>15. Rapides</td>
<td>4.5</td>
</tr>
<tr>
<td>16. Ouachita</td>
<td>5.0</td>
</tr>
<tr>
<td>17. Natchitoches</td>
<td>5.0</td>
</tr>
<tr>
<td>18. Red River</td>
<td>5.0</td>
</tr>
<tr>
<td>19. Lincoln</td>
<td>5.0</td>
</tr>
<tr>
<td>20. Concordia</td>
<td>5.0</td>
</tr>
<tr>
<td>21. Richland</td>
<td>5.5</td>
</tr>
<tr>
<td>22. Morehouse</td>
<td>5.5</td>
</tr>
</tbody>
</table>

The other parishes were operating schools for six months or longer. The State Superintendent had spoken optimistically with regard to school attendance, stating that seventy-five per cent of the white enrollment was in attendance and seventy-three per cent of the colored children had attended school. "Considering the sacrifice of time and labor and their results which our farmers must make in order to send their children to school and away from work," Superintendent Calhoun went on to say, "We must regard our present attendance as very satisfactory." 9

The State Superintendent reported that he had spent many hours visiting in the rural schools and among the farmers, and was particularly concerned with the crowded conditions which existed in the schools. He further stated that he was "touched" by the sight of seeing young children six years of age walking over the country roads, through the woods, in all kinds of inclement weather, some going as far as three miles to reach a school. He felt that parents should be commended for seeing that their children attended school as punctually and as long as possible. 10

Recommendations of State Superintendent for Improvement

In 1903, State Superintendent of Education, J. V. Calhoun, pointed out that the number of children enrolled

---


10 Ibid.
had not increased correspondingly with the number of children who were of educable age. He had been particularly concerned about the fact that Louisiana was at or near the bottom in rank of literacy among the States of the Union and expressed the desire above all other aims to reduce the percentage of illiteracy.  

Revision of method of apportioning school funds. As a means of securing a larger enrollment of students and consequently a larger attendance in the public schools, the Superintendent advocated passage of a constitutional amendment which would direct that the State School Fund be apportioned among the parishes in proportion to the actual number attending school in the year previous to that in which any apportionment was made. The Superintendent also favored placing the salaries of the parish school superintendents on a scale in accordance with the ratio of school attendance as related to the number of educable children in their respective parishes. It was felt that this step would stimulate them to exert a little more effort to increase attendance as much as possible.

Apparently referring to the integration of the races, Superintendent Calhoun stated:

If it were not for the peculiar difficulties of our situation, I would strenuously urge the passage of a compulsory school law. The education of children is most binding of all a parent's obligation.

11 Ibid., p. 122.
12 Ibid.
It is commanded by the State, by nature, and by religion.13

II. CONDITIONS IN NEW ORLEANS

In the poorer districts of New Orleans, the average attendance at school in 1905 was low. It was there that teachers were aroused to the importance of an agency to assist the school in educating children of apathetic parents.14

At that time, the Normal Training School was located in one of the poorer sections of the city near the river front and the cotton mills. Home conditions of students in this school were such that, until the school was closed in 1926, it continued to have the lowest average attendance of the white schools in the New Orleans system. The following excerpt from a letter from the principal of the Normal School to the Superintendent Easton in 1907 describes vividly the conditions in that locality:

The home conditions of all our children prevent their regular and punctual attendance, and give us an undue proportion of physically defective and mentally and morally deficient children. Vigorous attempts on the part of the teachers to enforce regulations for securing punctual and regular attendance and preparation of lessons would cause the withdrawal of the children from school.15

Vigorous attempts were made to secure the rights of

13 Ibid., p. 123.
15 Ibid.
an education for the unfortunate children. Teachers from the Normal School, helped by students who were training to become teachers, did social welfare work among these people after school hours. This work was done prior to the time that there was any organized social work in New Orleans. Conditions of extreme poverty existed; but vice and degeneracy were as prevalent. Little success could be expected in the solution of the problems without the assistance of a law.  

Compulsory Attendance Law Proposal

The New Orleans Educational Association framed Louisiana's first compulsory school attendance law. This proposal, originally developed by teachers of the slum children, was to be presented eventually to the Legislative Assembly in 1906.  

Since thirty-nine states and the District of Columbia had passed compulsory school attendance laws by this time, there should have been little difficulty in passing a similar law in Louisiana. However, much opposition appeared and great difficulty occurred before eventual passage of legislation became a reality. Even then, passage came after two failures.

The New Orleans Educational Association received the

---

16 Ibid.
support of the Public School Alliance, an organization of public-spirited citizens, teachers, and laymen pledged to work for the improvement of the public schools of New Orleans. The most ardent advocates and untiring workers in the cause of compulsory school attendance were Miss Eleanor Riggs, of the Normal School, and Assistant Superintendents Nicholas O. Bauer and John Conniff.18

The first bill proposed by the New Orleans Educational Association was in reality a mild one. It provided for the attendance of children between the ages of eight and twelve at any public, private, or parochial school, for a period of twelve consecutive weeks annually. The proposed law carried with it penalties and fines for violations.

In 1906, the New Orleans Educational Association solicited the cooperation of the Orleans Parish School Board, and with that assistance passed a resolution in support of the proposed legislation. From the Minutes of the board, apparently educational sentiment for compulsory attendance legislation was strong. The people of Louisiana, too, were able financially to enlarge the educational facilities of the State.19

Opposition to Compulsory Attendance Law

State Superintendent of Education James B. Aswell, however, expressed the sentiment of the rural parishes with

18Ibid.
19Ibid., p. 490.
the exception of Caddo when he opposed passage of the bill on the grounds that parishes were not financially able to support compulsory school attendance laws. Aswell indicated that there was no real need for this legislation in Louisiana at that time.  

Newspaper opposition. The strongest and most outspoken opposition came from the newspapers. One newspaper had this to say:

We have heard much lately about the boom state education is enjoying, and of the duty, now that we are so rich and are able to be so lavish with our educational fund, that we must enact a compulsory school attendance law, and go into the highways and hedges to find somebody on whom we can expend our superabundant wealth, while all the time hundreds of school teachers are suffering for the salaries they earned teaching children who are now men and women.  

In Tables VII and VIII are depicted conditions in New Orleans and Louisiana with regard to enrollment and attendance in 1903-04 and youth employment in 1900:

---

21 Ibid.
### TABLE VII

**SCHOOL CENSUS, ENROLLMENT, AND ATTENDANCE IN ORLEANS PARISH, 1903-1904**

<table>
<thead>
<tr>
<th></th>
<th>Whites</th>
<th>Negroes</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>School Census</td>
<td>67,879</td>
<td>26,464</td>
<td>94,343</td>
</tr>
<tr>
<td>Enrollment</td>
<td>47,125</td>
<td>8,847</td>
<td>55,972</td>
</tr>
<tr>
<td>Per Cent Enrolled</td>
<td>67</td>
<td>31</td>
<td>56</td>
</tr>
<tr>
<td>Average Daily Attendance</td>
<td>34,605</td>
<td>5,733</td>
<td>40,338</td>
</tr>
<tr>
<td>Per Cent of Attendance</td>
<td>73</td>
<td>64</td>
<td>72</td>
</tr>
</tbody>
</table>

*Report of the Superintendent of New Orleans Public Schools, 1905-06, p. 43.*

### TABLE VIII

**POPULATION 10-15 YEARS OF AGE EMPLOYED AS BREADWINNERS IN LOUISIANA IN 1900**

<table>
<thead>
<tr>
<th></th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Children</td>
<td>100,439</td>
<td>99,035</td>
<td>199,474</td>
</tr>
<tr>
<td>Agricultural Occupations</td>
<td>32,097</td>
<td>16,508</td>
<td>48,605</td>
</tr>
<tr>
<td>Percentage</td>
<td>32</td>
<td>16.7</td>
<td>24.3</td>
</tr>
<tr>
<td>Other Occupations</td>
<td>7,423</td>
<td>4,919</td>
<td>12,342</td>
</tr>
<tr>
<td>Percentage</td>
<td>7.5</td>
<td>5.0</td>
<td>6.2</td>
</tr>
<tr>
<td>Total Employed</td>
<td>39,620</td>
<td>21,427</td>
<td>61,047</td>
</tr>
<tr>
<td>Total Percentage</td>
<td>39.5</td>
<td>21.7</td>
<td>30.5</td>
</tr>
</tbody>
</table>


Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
There were about forty thousand, or approximately forty per cent of the children in Orleans Parish between five and eighteen years of age not enrolled in any school, and 61,047, or approximately thirty per cent of the children from ten to fifteen years of age trying to earn a living. Apparently, there was much evidence to support a move to make school attendance compulsory.

III. DEFEAT OF ACT PROPOSED IN 1906

When the House Committee on Education of the Louisiana Legislature met on May 5, 1906, to hear the delegation from New Orleans present their proposed bill on compulsory school attendance, there were just enough legislators present to make a quorum. The delegation consisted of a number of public school officials who were present to assure the committee that many thousands of children, then out of school, could be accommodated in the New Orleans Public Schools. In addition, a Catholic priest stated that the parochial schools could provide room for an additional five thousand youngsters. The position of Louisiana's parochial school leaders was in direct contrast to the position taken by the Catholics in a number of northern states who had opposed compulsory school legislation.  

Despite these combined efforts, the bill was reported unfavorably in committee on June 13, 1906, and consequently

---

never reached the floor of the House of Representatives for debate. However, a minority report was presented stating that the Legislators were convinced that the Parish of Orleans was ready to move forward in this area and that other parishes should be authorized to take advantage of the compulsory school attendance measure as soon as it became expedient to do so.23

IV. FORCES FOR COMPULSORY EDUCATION CONTINUE EFFORTS

Although the compulsory school attendance law failed to become a reality in 1906, a strong sentiment developed for its support and the idea gained popularity among the people. Parish Superintendent Easton, addressing the Orleans Parish School Board, stated that the proposed compulsory school attendance law bill would materially strengthen the work of the schools and increase their efficiency. He pointed out that such a law was very much needed in New Orleans, particularly because of the existence of the child labor law and the establishment of the Juvenile Court and, if it passed, it would enable the School Board to remove such children from the street and put them under the moral influence of the school.24

The publicity received by the attempt to pass

compulsory attendance legislation may be partly responsible for the increase in the enrollment in the New Orleans schools in 1908, an increase of nearly five per cent. Superintendent of the Orleans Parish Schools Warren Easton stated that the increase was "gratifying," but strongly urged the adoption of compulsory school attendance laws in order to further increase attendance in the public schools.25

In 1908, the New Orleans Educational Association once again presented a measure on compulsory school attendance to the General Assembly. In addition to the number endorsing the measure in 1906, there were many additional organizations in support in 1908, including the Federation of Labor and the Shreveport press. Aswell, who was still State Superintendent and who had opposed the measure in 1906, strongly advocated its adoption by such parishes as felt able to benefit from it and enforce it. He said:

In consideration of the fact that in 1907 there were 75,130 white children not enrolled in any school, I recommend the enactment of a compulsory school law with an optional clause, so as to permit those parishes ready for compulsory education to put the law into force.26

Governor Newton Crain Blanchard in his message to the General Assembly in 1908 said:

We may not be ready for compulsory education, but if I were asked what levied the highest tax

25 Ibid.

26 New Orleans Times-Democrat, Sunday, May 24, 1908.
on the State, I would answer illiteracy first, bad roads next.27

Continued Newspaper Opposition

The newspapers of New Orleans continued to oppose adoption of the compulsory school attendance law, but the tone of the editorials indicated that there was a more conciliatory feeling expressed than that of two years before. An editorial from the Times-Democrat in New Orleans had this to say:

While there has been pressure brought to bear to induce the City School Board to adopt this system, we regard it as premature and unwise. There are other matters demanding settlement first, and compulsory education can not be put into effectual operation until these are properly arranged. Take, for instance, the matter of new school buildings. This problem, proper provision for new school buildings or the repair and safety of the old ones, would seem to come first, before a new law which proposed to force more children into the city schools when there is not enough room for all who want to enter.28

The foregoing statement was in conflict with the views of Superintendent Easton, who had stated earlier that the schools would be able to take care of the increase in enrollment. He said:

While it is true that there are some classrooms in certain districts that have an unusually large enrollment due to local conditions, there are few school systems in the United States in which the average number of pupils to teacher is lower than

28 The Times-Democrat, loc. cit.
that in New Orleans.  

Reasons for opposition. A Times-Democrat editorial expressed fear that a compulsory school attendance law would prove to be a problem in the status of the race question. They suggested that the race problem would be all the more difficult with a compulsory school attendance law in operation.

Much of the feeling of opposition toward compulsory attendance was expressed by various citizens in the New Orleans Daily Picayune. Objections expressed were as follows: (1) the farm would be deprived of good labor; (2) school taxes would be increased enormously; (3) widows would be compelled to send their children to school and therefore would be deprived of support for themselves and smaller children; (4) teachers would be leaving their jobs because too many children would have to be educated; and (5) it was wrong to force "little tots" through the rain and cold, and force them to attend every day.

The Louisiana State Constitutional Convention of 1898 made suffrage in public elections dependent upon educational and property qualifications, thus excluding the greater majority of Negroes from voting. It was generally feared that

---

29 Report of the Superintendent of New Orleans Public Schools, 1907-08, p. 16.
30 New Orleans Times-Democrat, loc. cit.
and property qualifications, thus excluding the greater majority of Negroes from voting. It was generally feared that if school attendance were made compulsory it would have to apply to Negroes as well as whites. At that time in a number of parishes there was a majority of Negroes; and compulsory education, it was felt, would eventually remove the educational disqualification and upset the political supremacy of the white race.32

Before the 1908 General Assembly, there was also a child labor bill, fixing the age of fourteen for the employment of all children. The school attendance legislation of 1908 raised the school age to fourteen, and opponents knowing that a compulsory school attendance law would have the same effect on children working as would the child labor law, used the Negro question effectively against the bill.33

When the measure was introduced for the second time on May 21, 1908, the House Committee on Education refused to give it a public hearing and postponed consideration of the measure indefinitely. However, the child labor bill did pass, and consequently there were more children in the streets than ever before. Apparently, there was little concern that no matter how detrimental work in the factory may have been to youth, idleness in the slums and children turned loose to run the streets was far worse.34

32 Ibid.


34 Ibid.
At the beginning of the 1909-1910 school session, Superintendent Easton petitioned the General Assembly to consider favorably the measure proposed by the New Orleans Educational Association. He stated:

There are many vacant seats in the schools of certain districts in which children are roaming the streets, growing up in ignorance and vice.

V. COMPULSORY ATTENDANCE LAW ENACTED IN 1910

In 1910, when the compulsory school attendance measure was brought before the public for the third time, it received the endorsements of all the organizations it had received on the two previous occasions. While neither endorsing nor condemning the measure, the newspapers in New Orleans predicted its failure to pass.

The Juvenile Court of New Orleans, which had been established in 1908 with the support of Judge Wilson, endorsed the measure. Jean Gordon, Factory Inspector and an outstanding leader in the child labor movement, added her support to that of the public school officials.

When the measure came up once again (for the third time) in 1910, the bill was sent to the House Committee on City Affairs instead of the Committee on Education. Here it

---

37 Ibid.

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
was amended to apply only to the City of New Orleans. At this meeting, New Orleans Assistant Superintendent Conniff stated that it was the aim of the promoters of the measure to make compulsory school attendance work hand in hand with child labor and juvenile court legislation. It was also pointed out that passage of compulsory school attendance legislation would result in a great reduction in the violation of those statutes.38

The House Committee gave the bill a favorable report on June 20 after a few minor amendments had been made. It eventually passed the House of Representatives by a vote of sixty to thirty-five. It later passed the Senate and was signed by Governor J. Y. Sanders on July 6, 1910, and became Act 222 of the State of Louisiana.

Provisions of Act 222 of 1910

The Act provided for compulsory school attendance, in Orleans Parish only, for children between the ages of eight and fourteen, both inclusive, for a period of not less than eighteen weeks, or ninety school days, and provided for attendance or truant officers with powers to serve warrants and enter factories, stores, workshops, and other places where children may be employed. No children were exempt except those mentally or physically ill, or who lived more than twenty city blocks from school. The school principals were required to report to the truant officer all children

38 Ibid.
in attendance at their schools within thirty days after the beginning of the school year. It was the duty of the School Board to appoint one or more male truant officers and fix their salaries. Persons in violation of the provisions of the Act were to be fined five dollars for each offense. The Act did not apply just to the public schools but to private and parochial schools as well. Children were exempt from attendance if they had completed the primary grades, which meant completion of the first four grades.\textsuperscript{39}

 Attempts in New Orleans to Profit from Failures Elsewhere

The proponents of the law for Orleans Parish were aware of the early failures of other states and attempted to profit from mistakes. Two months after the passage of Act 222, Orleans Parish School Board President George Kronenberger, at the Board's regular meeting in August of 1910, stated:

This important measure will affect more vitally than any other law upon the statute books the lives of children of this community and should receive the most careful consideration from us in carrying out its provisions. The success or failure of the law will largely depend upon the interest and judgment displayed in its enforcement.\textsuperscript{40}

Passage of the new Act caused Superintendent Easton to reply that the leaders and friends of public education in

\begin{footnotesize}
\begin{enumerate}
\item Minutes of the Orleans Parish School Board, August 12, 1910, p. 8.
\end{enumerate}
\end{footnotesize}
New Orleans were rejoicing over the success in securing legislation that would place children in school where they belonged.\textsuperscript{41}

One interesting feature of the first compulsory school attendance law, usually overlooked, was that of requiring the Orleans Parish School Board to furnish the necessary books and school supplied for all children who were compelled to attend. Until this section of the law was carried out, parents, guardians, or others in control of the child could not be prosecuted for refusing to send the child to school.\textsuperscript{42}

It was considered important that the law be given wide publicity so that those persons who were likely to be in violation of the law would be informed. Public sentiment and support were the greatest factors in enforcement. School officials felt that the good will of the community was necessary because cooperation was important in enforcing a measure that was designed to guarantee every child an opportunity to receive a common school education.\textsuperscript{43}

**Enforcement personnel.** School Board President Kronenberger believed that the greatest care and judgment should be given to selecting attendance officers. He

\textsuperscript{41} Ibid.

\textsuperscript{42} Acts Passed by The General Assembly, loc. cit.

\textsuperscript{43} Minutes of The Orleans Parish School Board, op. cit., p. 8.
considered the position one of great responsibility, demanding high qualifications. Attendance officers should be tactful and diplomatic in attendance matters without violating the spirit of the law or exciting the prejudices of the people. The work of the attendance officer would place him in a position where he could render inestimable service to the school system by bringing the school nearer to the home.  

The first attendance officer hired in Orleans Parish was Paul B. Habans. He was a graduate of Tulane University and had been employed as a teacher in the Boy's High School. Habans, afterward, became an assistant Superintendent of Orleans Parish Schools. Later in his career, he practiced law, served as a city commissioner, and as a member of the State Board of Education.  

It is apparent that the Orleans Parish School Board felt that the attendance officer should be a person of the highest quality as evidenced by the type of individual employed for this work. The successor to Habans was Edward Hynes, who also became an Assistant Superintendent, and E. Echezabel, who later became Judge of the City Criminal Court. There was only one attendance officer to enforce the compulsory attendance law, and he had to serve the entire city, which included sixty-four public schools, as well as

44 Ibid.  
the parochial schools; so it is evident that his job was virtually impossible to accomplish. Nevertheless, the results of the first year of work was considered satisfactory by the Superintendent, who attributed the gain in enrollment in the primary grades to the new position of attendance officer.46

**Effects of enforcement on school enrollments.** During the first year of enforcement of the law, only four persons had been brought to the Juvenile Courts on charges of irregular attendance or non-attendance of their children at school; but 1,361 complaints were investigated with satisfactory results.47

In Table IX is presented the enrollment in the primary grades for the two years prior to the enforcement of compulsory attendance and for the first year during its enforcement.

---

46 Ibid.
47 Ibid.
# Table IX

## Enrollment in Primary Grades of Public Schools in Orleans Parish, 1908-1911

<table>
<thead>
<tr>
<th></th>
<th>1908-09</th>
<th>1909-10</th>
<th>1910-11</th>
<th>Over-all Gain</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrollment</td>
<td>20,717</td>
<td>20,525</td>
<td>21,117</td>
<td>592</td>
</tr>
</tbody>
</table>

---

A summary of the first yearly report of the Attendance Department made to the Orleans Parish Superintendent of Schools for the 1910-1911 school year is presented in Table X.

### TABLE X

FIRST REPORT OF THE ATTENDANCE DEPARTMENT IN NEW ORLEANS, 1910-11

<table>
<thead>
<tr>
<th>Complaints</th>
<th>Number of Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not attending any school</td>
<td>376</td>
</tr>
<tr>
<td>Irregular in attendance</td>
<td>874</td>
</tr>
<tr>
<td>Tardy</td>
<td>111</td>
</tr>
<tr>
<td>Total number of complaints</td>
<td>1,361</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Results</th>
<th>Number of Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Placed in schools</td>
<td>164</td>
</tr>
<tr>
<td>Found attending schools</td>
<td>64</td>
</tr>
<tr>
<td>Re-entered school</td>
<td>119</td>
</tr>
<tr>
<td>Improved in attendance</td>
<td>392</td>
</tr>
<tr>
<td>Under private instruction</td>
<td>7</td>
</tr>
<tr>
<td>Exempt</td>
<td>213</td>
</tr>
<tr>
<td>Illness</td>
<td>131</td>
</tr>
<tr>
<td>Contagious disease in family</td>
<td>9</td>
</tr>
<tr>
<td>Left city</td>
<td>34</td>
</tr>
<tr>
<td>Not found</td>
<td>46</td>
</tr>
<tr>
<td>Committed to waif's home</td>
<td>10</td>
</tr>
<tr>
<td>Died</td>
<td>2</td>
</tr>
<tr>
<td>Granted stay of 30 days</td>
<td>1</td>
</tr>
<tr>
<td>Reported to Juvenile Court</td>
<td>6</td>
</tr>
<tr>
<td>+No excuse (legal)</td>
<td>106</td>
</tr>
<tr>
<td>No report</td>
<td>57</td>
</tr>
<tr>
<td>Total cases</td>
<td>1,361</td>
</tr>
</tbody>
</table>

Report to The Superintendent of New Orleans Public Schools 1910-11, p. 27.

"No legal excuse" included cases of absence from school due to poverty. Aid was obtained from Saint Vincent de Paul Society for children of parochial schools and from Parent Cooperative Clubs for public school children.
While the enrollment in the grades covered by the compulsory school attendance law showed an increase, the law only required attendance for one-half the entire school term and consequently attendance was still far from satisfactory. Children in the primary grades were attending less than two-thirds of the school session. In addition to the immediate bad effects children were exposed to by being absent from school, the irregular attender was subject to retardation and eventually to dropping out. It was unreasonable to expect students who had been absent from school one-third of the time to be promoted. Superintendent Easton, in discussion of the subject of non-promotion, felt that the largest number of failures was due to irregular attendance. 48

It became apparent that the compulsory school attendance law of 1910 was not sufficient to meet the needs of the school system.

In Table XVI is indicated the number of students leaving before completion of the elementary school.

---

TABLE XI
GRADE DISTRIBUTION IN WHITE ELEMENTARY SCHOOLS IN ORLEANS PARISH 1910-11

<table>
<thead>
<tr>
<th>Grade</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>6,838</td>
<td>6,679</td>
<td>13,517</td>
<td>23.00</td>
</tr>
<tr>
<td>Second</td>
<td>5,100</td>
<td>5,169</td>
<td>10,269</td>
<td>18.00</td>
</tr>
<tr>
<td>Third</td>
<td>4,586</td>
<td>4,786</td>
<td>9,372</td>
<td>16.50</td>
</tr>
<tr>
<td>Fourth</td>
<td>3,990</td>
<td>4,416</td>
<td>8,406</td>
<td>16.60</td>
</tr>
<tr>
<td>Fifth</td>
<td>2,996</td>
<td>3,108</td>
<td>6,104</td>
<td>10.00</td>
</tr>
<tr>
<td>Sixth</td>
<td>1,966</td>
<td>2,231</td>
<td>4,197</td>
<td>7.10</td>
</tr>
<tr>
<td>Seventh</td>
<td>1,303</td>
<td>1,507</td>
<td>2,810</td>
<td>5.20</td>
</tr>
<tr>
<td>Eighth</td>
<td>985</td>
<td>1,067</td>
<td>2,052</td>
<td>3.60</td>
</tr>
</tbody>
</table>

To help alleviate the problem of the large number of children who at this time were dropping out of school in the elementary grades, another attendance officer was added during the 1911-1912 school year.\textsuperscript{49}

**Improvements in child-labor situations.** There had been a noticeable improvement in the number of work certificates issued to children below the fifth grade level after the compulsory school attendance law was passed. For instance, in 1909-10, forty-six per cent of all work certificates were issued to children below the fifth grade. This figure was reduced in the 1910-11 school session to thirty-nine per cent. In the 1911-12 school year, the number of work permits was further reduced to thirty-eight per cent for children below the fifth grade, or a decrease of eight per cent in three years.\textsuperscript{50}

In 1912, the General Assembly of Louisiana was approached once again by the New Orleans Educational Association for the purpose of passing amendments to the compulsory school attendance law. The first amendment changed the length of time a child between the ages of eight and fourteen years of age must attend school each session from ninety days to a full session, practically doubling the number of days children were required to attend. The second

\textsuperscript{49}Report of Superintendent of New Orleans Public Schools, 1911-1912, p. 44.

\textsuperscript{50}Report of the New Orleans Factory Inspector, 1909-1912 (unnumbered).
amendment required the child to complete the eighth grade as compared with the fourth grade. This feature doubled the number of grades children were expected to complete. The latter amendment made it necessary for children between the ages of fourteen and sixteen either to attend school or to work.51

VI. ENACTMENT OF STRONGER ATTENDANCE LAW IN 1912

Amendments to the compulsory school attendance law of New Orleans became Act 232 of the State of Louisiana after having been passed by the House of Representatives by a unanimous vote and with only one dissenting vote in the Senate.52

A great deal of credit was given to Assistant Superintendent Nicholas Bauer, who as President of the New Orleans Educational Association and in its behalf, worked hard for the passage of the amendments. Senator Joseph Voegtle was singled out for recognition of the active interest he took in having the compulsory attendance law strengthened and the great skill he displayed in handling the bill in the Louisiana Senate.53

Because of the numerous cases needing to be handled

52 Ibid.
by the Attendance Department, Hynes recommended to Superin-
tendent Joseph Marr Gwinn the appointment of four assistants
to his staff. Hynes indicated that the new amendments would
further increase the number of cases his Department would be
required to handle. (Gwinn had replaced Superintendent
Warren Easton, who died October 17, 1910.)

Superintendent Easton's influence in securing compul-
sory attendance legislation cannot be over-emphasized. He
had served as State Superintendent of Education from 1884 to
1888. Under his leadership steps were taken through legis-
lation and by development of public demand to insure the at-
tendance of thousands of children who otherwise would not
have been in school. Related to this effort was the estab-
lishment of night classes for those who could not attend in
the daytime. These and other improvements represented large
progress in the development of a modern school system worthy
of the City of New Orleans and Orleans Parish and meriting
widespread respect among educators.

Inaccuracies in reporting the ages of students was a
source of much trouble and loss of time. The Attendance
Department recommended to the Superintendent that parents,
when entering their children in school, be required to

---

54 Ibid.

55 Rodney Cline, Builders of Louisiana Education,
Baton Rouge: Bureau of Educational Materials and Research,
furnish a birth or baptismal certificate and that the prin­
cipal record the date of birth in the school register. This
procedure was adopted later at the State level and made it
possible to account for the large number of children en­
rolled in the classrooms.

VII. PHILOSOPHIES OF ENFORCEMENT OF ATTENDANCE LAWS

Apparently, it was the philosophy of the Attendance
Department not only to use the law to get children to attend
school, but to awake in children and their parents a desire
to receive all the advantages the school had to offer. The
report of the Attendance Department made in 1913 substanti­
ated this observation. It stated that school authorities
should realize that nothing was gained by simply forcing a
youngster to attend school and that it was the responsibili­
ty of school officials to use their best endeavors to bring
about the best cooperation between home and school. This
attitude represented to a large degree the school of thought
as advocated by the visiting teacher program as it developed
in Louisiana.

Punitive Approach to Enforcement

Others, such as the Superintendent of Education in
Chicago, Illinois, stressed a more punitive approach, as
quoted in the report of Hynes to the Orleans Parish School

---

56 Report to Superintendent of New Orleans Public
Schools by Edward Hynes, Attendance Office, Department of
Superintendent. He wrote:

The prosecution and fine of negligent parents who violated the compulsory education law has [sic] proved the greatest factor in keeping truants under control. According to the records of the Illinois State Reformatory, ninety per cent of the inmates began their downward career by playing truant from school.57

VIII. IMPACT ON SCHOOLS OF ATTENDANCE LAW

Compulsory school attendance no doubt created a greater demand on the facilities of the school system than ever before. Because of this, school officials quite often either excused problem children from attendance, overlooked the enforcement of the law, or raised additional revenue to increase the number of classrooms and buildings to house the influx of children brought in by the new legislation. The new law was also responsible for bringing to the school a great number of children who did not have the aptitude for the ordinary classrooms and who were in need of special schools and training. In addition, the stating of a compulsory age required coordination of compulsory attendance laws with kindred legislation such as the child labor law.58

Before strict enforcement of the law began, a parent could keep his child at home if he thought the school building was unsafe or unsanitary, or the teacher poorly prepared

57 Report to Superintendent by Edward Hynes, Attendance Office, Department of Attendance: New Orleans, Louisiana, 1913-1914, pp. 149-150.

58 Interview with Carmelite Janvier, retired supervisor of visiting teachers in Orleans Parish, March 21, 1966.
for teaching, or the course of study not adapted to the child's needs. While today these excuses would not be appropriate or tolerated, they were used successfully in the early history of Louisiana's school attendance law.59

Better Physical Facilities Needed

The enactment of compulsory school attendance placed a responsibility upon the State and upon every school district within the State to provide better school facilities. With the upward extension of compulsory school ages from fourteen to sixteen, additional responsibilities were expected. Many of the children between fourteen and sixteen years of age had not met the requirements of the courses of study and were over-age for their grades, but would not have been in school if they had not been compelled to be. This fact created additional problems for teachers.60

It was obvious that the State should not compel a child to attend school in a building that was unsafe or unsanitary, or a school taught by an unqualified teacher, or a school that did not make provision for caring for the child who deviated considerably from the norm--namely, the hard-of-hearing, the partially sighted, the crippled, the mentally retarded, and others in need of special training. In brief, the school system found itself involved in accommodating all who were compelled to attend.61

59 Ibid.
60 Ibid.
61 Ibid.
Poverty as Deterrent to Good School Attendance

Another problem that arose because of the compulsory attendance law was how to keep children of indigent parents in school. Obviously, children could not go to school without clothes or other necessities. While clothing was handled mostly on an individual basis, the State eventually provided free textbooks and lunches. Other states provided financial assistance equal to what the child might earn if he were working. Michigan, for example, granted relief to parents so that a child could attend school if it could be proved that the child's services elsewhere were absolutely necessary.  

Need for Transportation

A later implication of the compulsory school attendance law was that provision had to be made for the transportation of children who lived beyond a reasonable walking distance from school. Generally speaking, the developments mentioned and the increased interest of the public in its willingness to support education with its tax money may be regarded as a predominant cause of better school attendance.  

---

63 Ibid.
IX. LATER ATTENDANCE LAWS

The passage of the first compulsory school attendance law in 1910 and the subsequent amendments that were added in 1912 applied to New Orleans. Five other acts were passed later by the General Assembly dealing with compulsory school attendance statewide.  

Act 91 of 1914

The first of these was Act 91 of 1914. This Act originated from Senate Bill 75 introduced by Leon R. Smith. The Act made it compulsory for parents and others in charge of children between the ages of eight and fourteen years of age to send them to school if they resided in cities with a population over twenty-five thousand and where separate schools for the races were maintained. The Parish of Orleans was excluded from the provisions of this Act. Children were required to attend only four months in either a public or private school. This Act did not include minors who were "unfit" or who were needed to help support their families. Penalties ranged from a fine of ten dollars to one hundred dollars and imprisonment, where the fine was not paid, from ten to sixty days. This measure was signed into law by Governor L. E. Hall on July 6, 1914.  

---

64 Ibid.

Act 131 of 1914

Act 131 was passed in 1914 pertaining to compulsory attendance in a parish, ward, or school district when a majority of the qualified electors voted for compulsory attendance and set up rules and regulations to govern attendance. This local autonomy was subject to the approval by the State Board of Education and made it possible for one-fourth of the qualified electors of the parish, ward, or school district to petition the local school board to call an election for the purpose of adopting compulsory school attendance. It also provided that if the voters declared in favor of the issue, one full year would have to expire before compulsory attendance could be annulled. This measure was designed primarily for the rural areas of Louisiana. Actually, the two Acts of 1914 had little effect upon school attendance since one applied to cities having a population of more than twenty-five thousand and the other permitted local option on the question.66

Act 27 of 1916

Two years later, the General Assembly passed legislation regarding compulsory school attendance. These efforts represented the first attempt to legislate State-wide what had already been done at the local level. House Bill 101, proposed by Governor Ruffin G. Pleasant on June 23, 1916, 


Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
provided for compulsory attendance of children between seven and fourteen years of age, both inclusive, for a minimum session of one hundred forty days, or for the full session where the school session was less than one hundred forty days.

Children excluded from the provisions of this Act included (1) those who were mentally or physically incapacitated, (2) those who lived more than two and one-half miles from a school of suitable grade and for whom free transportation was not provided, (3) those whose services were needed to support widowed mothers, and (4) those for whom adequate school facilities had not been provided.

The penalty for violation of the provisions of this Act was ten dollars or ten days in jail, or both, at the discretion of the Court.\(^\text{67}\)

One feature of the new law not previously mentioned in earlier legislation was the definition given truancy, which was being absent from school more than one week without cause. Children who failed to attend school through no fault of the parent, guardian, or other adult having control of such children were to be considered delinquent and reported to the Juvenile Court and dealt with by the Judge of the Court. The judge could place the delinquent child in a public or private asylum, home, or other public institution.

In addition, authorization was given the parish school boards to furnish textbooks free to children whose parents or guardians were unable to do so.

While this law was an improvement over previous legislation and removed local option, it was ineffective because there was still no machinery established to enforce the law. Apparently, the time was not ripe for such a progressive measure; school boards did not wish to journey too far from the attitudes of the community.68

During the administration of Governor John M. Parker, another Act of the General Assembly was passed pertaining to compulsory school attendance. This measure, however, had to do with compulsory attendance of mentally or physically deficient children. School boards were authorized to require the attendance of such children in special classes or schools which were provided for their benefit. The Act was almost identical to legislation passed in 1916, even to declaring children who failed to attend as delinquent. The State Board of Education was authorized to approve the courses of study which were to be pursued in the special classes and provide any available funds at its disposal for the support of the classes and schools.

Act 111 of 1922

Act 111 of 1922 amended and re-enacted Section 1 of Act 74 of 1920. The only change made in the earlier Act was

68 Ibid.
the addition of the words "physically deficient" children. The earlier legislation dealt only with the compulsory attendance of mentally and morally deficient children.69

Act 49 of 1932

Act 49 of 1932 amended and re-enacted Section 1 of Act 22 of 1910 and later amended Act 232 of 1912. This legislation, which applied only to Orleans Parish, required the attendance of children between the ages of eight and fourteen, both inclusive, in school for the time which the public schools of the Parish of Orleans were in session. Previously, children in Orleans Parish were only required to attend a public, private, denominational, or parochial day school for a term or period of not less than eighteen school weeks, or ninety school days.70

Act 49 also removed the clause which had previously exempted children from attendance if they had completed the prescribed primary school course of study.

One additional provision of the Act of 1932 was that children between the ages of fourteen and sixteen who were not regularly and legally employed for at least six hours of work each day must attend regularly some day school. Parents and guardians were held responsible for the fulfillment

69 Acts Passed by The Legislature of The State of Louisiana at the Regular Session, 1922 (published by the authority of The State, 1922), pp. 234-235.

70 Acts Passed by The Legislature of The State of Louisiana at the Regular Session, 1932 (published by the authority of The State, 1932), pp. 251-252.
of the provisions of the Act.\textsuperscript{71}

X. EARLY DEVELOPMENT OF VISITING TEACHER SERVICES IN LOUISIANA

Visiting teacher services were launched in the middle 1920's with the appointment of Carmelite Janvier as visiting teacher in Orleans Parish. This service eventually replaced the work of the attendance officer.

Appointment of Visiting Teacher in New Orleans

In the spring of 1925, Miss Janvier approached the Superintendent of Schools of Orleans Parish, Nicholas Bauer, with the idea of allowing her to do visiting teacher work where there was a request for casework services for a child. Prior to this request, Miss Janvier had been employed as Assistant Factory Inspector and then Factory Inspector for the City of New Orleans. She had been inspired by the work of Miss Jean Gordon, mentioned earlier who was instrumental in her job as Factory Inspector in securing passage of the original compulsory school attendance law of 1910. In her capacity as Factory Inspector Miss Janvier was responsible for issuing work permits for children where permission by parents was given. These permits were issued at her office in City Hall to children fourteen years of age and older. She became deeply concerned at the exploitation of children not only by the parents but by factory owners as well. She

\textsuperscript{71}\textit{Ibid.}
cited the abuse of women and children under degrading working conditions of the mills. Birth certificates or Bible records were often forged and tampered with so that children could be placed in employment.\textsuperscript{72}

After successfully interpreting the need to Superintendent Bauer and the Orleans Parish School Board, she was assigned to work directly under the school administrator of each individual school. One school was designated for use for demonstration purposes. To further her effectiveness in the work, she attended the University of Chicago in 1925 and Columbia University in 1927 for training in visiting teacher work.\textsuperscript{73}

At the time of her appointment, the Attendance Department consisted of three men and three women. Hettie Wright had also been employed as a visiting teacher, but remained only three weeks. For a little more than three years, Miss Janvier provided casework service and developed classes for the partially blind (Miss Janvier herself has had only partial sight since her early childhood as the result of an accident) and other handicapped children.

Commonwealth Fund Assistance to City

In 1929, the National Mental Health Association sponsored a project which made scholarships available through the Commonwealth Fund to applicants wishing to study

\textsuperscript{72} Interview with Carmelite Janvier, June 28, 1966.

\textsuperscript{73} Ibid.
psychiatric casework in the visiting teacher field at the New York School of Social Work. New Orleans was chosen as one of the cities for a pilot project, and Miss Janvier was the recipient of one of these scholarships. She was granted a leave of absence by the Orleans Parish School Board to study and institute a program on her return.

The Commonwealth Fund had agreed to train visiting teachers from twenty cities, particularly to cope with the problem of juvenile delinquency. The cost of Miss Janvier's salary was shared equally by the Orleans Parish School Board and the Commonwealth Fund. Upon her return to New Orleans in 1930, visiting teacher services were established and financed as an integral part of the New Orleans school system. The program was placed under the Division of Special Services. 74

Attendance Services Antedated Visiting Teacher Services

As mentioned earlier in the study, attendance services preceded visiting teacher work by about fifteen years. Truant officers had been employed in 1910 to enforce compulsory school attendance among white children. While the Attendance Department's contribution in improving attendance cannot be denied, their emphasis was placed primarily upon the legal aspects of truancy. However, the attendance officers were not responsible or trained to go into the home or to solve the basic problems which resulted in irregular or

---

74 Ibid.
non-attendance. Principals who were neglectful in insisting on a good attendance program made it difficult for attendance workers to work with children and parents once a definite pattern of non-compliance with the law had been established.

Visiting teacher services and the Attendance Department continued to work separately -- the former using the casework service approach, and the latter an authoritarian approach. However, a vacancy in the Attendance Department was filled by employment of a trained social worker. Apparently, this step was taken in recognition of a need that all persons employed thereafter would be persons with social work training or would agree to pursue social work training after their appointment until all attendance officers had been replaced. Walter Fitzpatrick, who began as attendance and court officer in 1933, was the last person to be replaced upon his retirement in 1963.\(^75\)

Separation of Attendance and Visiting Teacher Services

In 1941, the Visiting Teacher Department and the Attendance Department in New Orleans were placed as separate departments in the Division of Special Services, and Miss Janvier was made Director of the Division. In her report to Superintendent Nicholas Bauer following her appointment as Director of the Division of Special Services, Miss Janvier stated the philosophy of the work of the visiting teacher

\(^{75}\)Ibid.
when she said,

"The Orleans Parish School Board has taken a mo­
mentous step for that group of children who seem to
be standing in the twilight. What we can do for
them now in the public schools while they are young
will determine in large measure whether they, as
adults, will be brought into the daylight of inde­
pendence and participation in the communities in
which they are going to live in the future, or will
be forced out into the starless night of dependence
and helplessness." 76

Merger of the Two Services

In 1944, the Visiting Teacher and Attendance Section
was organized, thereby combining the two departments.
Mildred T. Seaman, who had been the ranking visiting teacher
under Miss Janvier, was appointed to head the combined ser­
vices. 77

Upon her retirement in 1955, Tulane University award­
ed Miss Janvier an honorary doctor's degree for her out­
standing work in behalf of children. For her unselfish ser­
tice to the community of New Orleans, Miss Janvier received
the Times-Picayune loving cup as the Outstanding Citizen of
the Year in 1955. These awards to Miss Janvier honored as
well the Orleans Parish visiting teacher program, the field
of service in which she had pioneered so ably. 78

76 Letter from Carmelite Janvier to Superintendent
Nicholas Bauer, August 1, 1941.
77 Interview with Mildred T. Seaman, August 3, 1966.
78 Ibid.
XI. VISITING TEACHER SERVICE IN THE CITY OF MONROE

The Monroe City School System was the only other school system in the State of Louisiana to inaugurate visiting teacher service prior to the State-wide program inaugurated in 1944. Dorothy Russell Blackman served as visiting teacher for the Monroe City Schools from 1929 until June of 1935. Because of poor health and transfer of employment of her husband, Mrs. Blackman terminated her services as visiting teacher after serving six years. For some unknown reason, the service was not continued until 1944, after the passage of Act 239 of that year.79

Appointment of Visiting Teacher in 1929

Visiting teacher services came about in the Monroe City Schools through the efforts made by Julia Wossman, Principal of Barkdoll Faulk Elementary School. Miss Wossman had been personally concerned about the juvenile delinquency problem. She felt that there were children who were not progressing as well as they should, that efforts by the teacher were being negated by influences outside the school, and that there were faulty connections between the school and the life outside. Miss Wossman on numerous occasions stressed the need for employing a visiting teacher whose duty it would be to know the conditions under which the pupils lived and played, and their educational needs; to be

79 Interview with Louis D. Robert, State Director of School Attendance, January 19, 1960.
acquainted with the individual child in his home and school relations; to discover his handicaps, and to bring an adjustment of his difficulties through the cooperation of home, school, and social agencies. 80

E. L. Neville, School Superintendent in the City of Monroe, had been influenced by Miss Wossman's interest and efforts to establish visiting teacher services and was able to persuade the Monroe School Board to initiate the program in 1929 with the appointment of Mrs. Blackman as visiting teacher.

When the position of visiting teacher was first discussed for the Monroe schools, Mrs. Blackman became interested in the subject and began a reading course on the need and function of the visiting teacher in various cities. She had taught seven years in the school system, but felt the need of specialized training to introduce to the public a new service which had not made much headway at this time in the South. (New Orleans was the only place in Louisiana offering such service.) 81

Training of visiting teacher. Mrs. Blackman applied for a training course under the White-Williams Foundation in Philadelphia, which maintained a staff of forty-seven visiting teachers. The courses and training she received were provided at her own expense. In addition to the classroom

80 Interview with Dorothy Russell Blackman, former visiting teacher in The City of Monroe, April 7, 1966.

81 Ibid.
instruction, much time was devoted to working with members
of the White-Williams Foundation staff in the schools,
homes, and various agencies.

Methods employed in casework. Upon her return to
Monroe, Mrs. Blackman was domiciled in the Central High
School building with Superintendent Neville. Her schedule
involved calling on the schools in the city at least twice a
week and devoting the remaining time to visiting homes and
agencies. Children were referred by the principals, teach­
ers, and social workers for educational, health, or behavior
problems, and unsatisfactory home conditions. Mrs. Blackman
kept complete records of each case.

"All was not easy at first," she stated. Selling
the service to parents was one of the biggest problems, and
even teachers were reluctant to use the visiting teacher in
the beginning. However, as time went on, it became more and
more difficult to handle all of the referrals. Mrs.
Blackman used the services of many agencies in Monroe, par­
ticularly those of the city juvenile officer, Salvation
Army, Red Cross, local health unit, P.T.A., civic clubs, and
Monroe Welfare Bureau. She spoke highly of the work carried
on by the Lion's Club in providing eye glasses for needy
children. She also singled out Dr. Perot for providing free
eye examinations for children, James A. Noe, and merchants
such as a man named Goldman, who provided shoes for children

[82] Ibid.
of indigent parents. Since there was not an effective attendance law at that time to be enforced, attendance was usually enforced through juvenile court cases. In other words, as part of the child's probation, he was required to attend school regularly.

Mrs. Blackman's only contact with what was going on elsewhere -- namely, in New Orleans -- came through the Louisiana Teachers Association conventions. Here, she met Miss Janvier and mutual problems were discussed.
CHAPTER V

COMPULSORY SCHOOL ATTENDANCE AND THE VISITING TEACHER PROGRAM

1944 - 1966

Prior to Act 239 of 1944, school attendance in Louisiana, outside of New Orleans, was considered to be a permissive matter and, with only a few exceptions, was rarely enforced. The last previous piece of legislation enacted by the Louisiana Legislature had been Act 49 of 1932, which merely amended and re-enacted legislation passed in the first decade of the twentieth century.

I. NEED FOR ENFORCEABLE SCHOOL ATTENDANCE LAW

From conversations with various school people who were on the scene before the first meaningful school attendance law was passed in 1944, the investigator can only surmise that compelling children to attend school was frowned upon by many educators as well as by the lay public.¹

Act 239 of 1944 was the result of deep concern of a small group whose zeal was later shared by more and more professional educators, Parent-Teacher Associations, members of the Legislature, and other civic and private groups interested in the educational welfare of Louisiana's children.

¹Interview with Louis D. Robert
and future citizens. Children who were not attending, children who were leaving school before graduating, and children who never entered school were a problem of concern to educators and interested citizens.\(^2\)

II. NEW APPROACH TO COMPULSORY ATTENDANCE FOR LOUISIANA

The State Superintendent of Education, John E. Coxe, in a regular column of \textit{Education in Wartime} in September of 1944, made the following comments on the new school attendance law, which established State-wide visiting teacher service in Louisiana:

The enactment of a new compulsory attendance law that is enforceable in place of the former ineffective law marks the beginning of the end of functional illiteracy in Louisiana and is certain to be a strong factor in decreasing juvenile delinquency.\(^3\)

He pointed out that delinquency had been one of the factors which led to the passage of the new law.

Public Reactions to New Act

A reporter on the staff of the \textit{Baton Rouge State Times} called the law "an important measure endorsed by the State Department of Education and by educational agencies."\(^4\)

The State Parent-Teacher Association had been strongly influential with various members of the Legislature in

\(^2\)Ibid.


\(^4\)\textit{Baton Rouge State Times}, July 12, 1944.
seeking its passage. Particularly noteworthy was the work of the President of the Association, Mrs. Paul Blanchard of New Orleans.  

The Act 239 made provision for the inauguration of State-wide visiting teacher service, instead of the strictly authoritarian approach to the solution of problems of school attendance which earlier had usually prevailed.  

The United States Office of Education, in one of its official publications, *Education for Victory*, noted with enthusiasm the development of a State-wide program of visiting teacher service in Louisiana, as follows:  

> . . . the Louisiana Legislature act has the important implication that encouragement of, if not provision for, visiting teacher service is a state responsibility. This seems particularly notable in that it recognizes, in principle if not as yet fully in practice, that this type of pupil personnel service should be available to all children. In Louisiana, under the terms of recent legislation, the visiting teacher service is immediately to become State-wide in extent.  

**State Supervisor of Attendance Named**  

In compliance with the law, a State Supervisor of Attendance, Gordon A. Webb, was appointed to the staff of the State Department of Education. He was responsible for the enforcement of the state attendance law, for supervision of  

---

5 Interview with Gordon A. Webb, former State Supervisor of School Attendance, April 12, 1966.

6 Ibid.

the work of the visiting teachers whom the parish school boards were required to employ, and for directing the school census which was to be inaugurated on a continuing basis. The State Supervisor of Attendance is the sole supervisory position in the State Department of Education specifically created by Legislative Act.8

Prior to his appointment, Webb had been connected with the State Department of Education since March, 1941, as Assistant Supervisor of Negro Schools and as Assistant Supervisor of Materials of Instruction. Previously, from 1921 to 1941, he had served as principal of Brusly High School. He resigned from the State Department of Education in 1946 and was replaced by Louis D. Robert.9

III. PROVISIONS OF ACT 239

The passage of Act 239 of 1944 was considered by those vitally interested in the welfare of the children of Louisiana as a forward step in the progress of education, for Louisiana now had a modern and effective school attendance law.

It became the duty of the State, through the Supervisor of School Attendance, to insist that every child receive a general education if the parent did not urge the child to take advantage of the educational opportunities offered. It

8 Interview with Gordon A. Webb, op. cit.

9 Ibid.
made it possible for every normal child to receive at least a minimum of education so that he could become a law-abiding citizen and earn a livelihood.\textsuperscript{10}

\textbf{Attendance Required}

Act 239 required that every parent, guardian, or other person residing within the State of Louisiana, having control or charge of any child between the ages of seven and fifteen years of age, both inclusive, should send the child to a public or private day school for a minimum of 180 days, or the full session of the public school which the child would normally attend.\textsuperscript{11}

\textbf{Exemptions from school attendance.} The following classes of children between the ages of seven and fifteen, both inclusive, were exempt from the provisions of the Act, in each case the Parish or City School Board being the judge of the validity of the claim to exemption: (a) children mentally or physically incapacitated to perform school duties; (b) children living outside a city, town, or municipality, more than two and one-half miles from a school of suitable grade where adequate free transportation was not furnished by the local school board, and children who lived more than one and one-half miles from a transfer route

\textsuperscript{10}Ibid.

\textsuperscript{11}Louisiana State Department of Education, Compulsory School Attendance Law of Louisiana, Act 239 of 1944, Bulletin No. 539, 1944, Sections 1 and 2, p. 3.
providing transportation furnished by the parish or city school board to a school of suitable grade; and (c) children temporarily excused from attendance in schools under rules and regulations promulgated by the State Board of Education. 12

The Act became Sections 222 to 232, inclusive, of Title 17 of the Louisiana Revised Statutes of 1950, but the intent and purpose of the Act of 1944 was not changed in any way. 13

Temporary absences. The State Board of Education, meeting in Baton Rouge on January 8, 1945, adopted and promulgated the following rules and regulations governing the excusing of children temporarily from attendance in school; a summary is as follows:

1. Children who were personally ill, and whose attendance in school would endanger their health. The Parish School Board would determine if a physician's statement was necessary.

2. Children in whose immediate family there was a serious illness, which required the child to be absent from school. This was substantiated by the visiting teacher, the parish superintendent, or by a physician.

3. Children in whose immediate family there had occurred a death. A temporary excuse could be given for a period not to exceed one week.

12 Ibid.

13 The full provisions of the Act are presented in Bulletin 714 issued by the State Department of Education, August, 1950, 6 pp. Further references to the provisions of the Act will be stated as Louisiana Revised Statutes, with appropriate Title and Section numbers.
4. Children were excused on special and recognized religious holidays regularly observed by members of their faith.

5. Children were not to be excused to work at any time. However, the parish school board could arrange the school term so that the enforcement of attendance would work the least possible hardship. The school board could shorten the school day for the harvesting of crops and stagger the school term in the parish to accommodate the economic needs of the parish, but it could not shorten the school term.14

Provision for visiting teachers. To enforce the attendance of children in school, the law provided for visiting teachers who were charged with filing proceedings in court. For each violation of the provisions of the Act, with each day of violation considered a separate offense, a penalty of not more than ten dollars fine nor more than ten days imprisonment was provided.15

Each parish school board was made responsible for administering the law and securing its enforcement in cooperation with other State agencies. Each board was authorized to employ at least one visiting teacher for this purpose, and to prescribe the duties and compensation of such visiting teacher.16

Visiting teachers were to have the same tenure and retirement rights as other teachers.17

15Ibid., p. 3.
16Louisiana Revised Statutes, 17:225.
17Louisiana Revised Statutes, 17:228.
Duties of visiting teachers. They were responsible to the parish superintendent and served under his immediate jurisdiction.\textsuperscript{18}

Visiting teachers had the duties and powers of attendance officers. They had to cooperate fully with the State Departments of Public Welfare, Health, Labor, and other State agencies; they were to make monthly and annual reports to the parish superintendent and the State Supervisor of Attendance.\textsuperscript{19}

Duties of Principals and Teachers in Connection with School Attendance

Teachers and principals of all public, private, denominational, and parochial schools were required to cooperate with and assist visiting teachers. They were required to report in writing the names, ages, and residence of all students in attendance in the schools within thirty days after the beginning of the school year. All schools were required to keep daily records of attendance, verified by each teacher, and open to the inspection of the visiting teacher.\textsuperscript{20}

It was made mandatory for visiting teachers to report any habitual absentee, after written notice to the parent or


\textsuperscript{19}Louisiana Revised Statutes, 12:227.

\textsuperscript{20}Louisiana Revised Statutes, 17:229.
tutor of the child, to the juvenile court of the parish as a delinquent child. The juvenile court had jurisdiction in determining what would be done with the child.\textsuperscript{21}

A very important part of the work of the visiting teacher, particularly at the beginning of the school year, was the census. The State Board of Education, on August 1, 1944, authorized the making of a new school census and the establishment of a continuing census, which automatically gave an up-to-date list of the students who were living within a parish. However, a delay in taking the census was incurred because adequate forms and records were not available in time. The census was begun on April 1, 1945, and was to be completed by June 30, 1945.\textsuperscript{22}

IV. SCHOOL CENSUS

There were many reasons to maintain an accurate school census, one of the most important being that it enabled school authorities to speak with definiteness concerning the enforcement of the attendance law, and replaced guesswork and pretense. It made it possible to carry out the full intent of the law -- the prevention of neglect of children. The continuing census placed in the hands of school authorities information which showed the number of children of educable age living in the parish, the number of

\textsuperscript{21}Louisiana Revised Statutes, 17:230.

\textsuperscript{22}"Official Proceedings of the State Board of Education, Baton Rouge," August 1, 1944, p. 11.
compulsory school age, the number in each grade, and the number in each age group.

The enforcement of the compulsory attendance law depended largely upon the school census, since it provided all the necessary information about the child. It was of vital importance, as well, in planning the school-building program. It was equally valuable in economic and efficient administration of the schools.\(^{23}\)

**Basis for Fund Distribution**

The continuing census served as the basis for the distribution of three-fourths of the State Public School Fund, which was distributed to the parish school systems on the basis of the number of educable children six through eighteen years of age, both inclusive, residing in the respective parishes. The census, at one time, was an important monetary factor in the over-all financial support of the parish school systems. It was the key to the entire financial structure of education before the plan of financing educational needs was changed.\(^{24}\)

\(^{23}\) Interview with Louis D. Robert, *op. cit.*  
\(^{24}\) Ibid.
V. INCREASE IN NUMBER OF VISITING TEACHERS

In the first year of the program, in 1944, thirteen full-time visiting teachers were employed, excluding those visiting teachers already employed in Orleans Parish. In addition, other parishes assigned personnel, already employed, to visiting-teacher duties on a part-time basis. Of the thirteen original full-time visiting teachers appointed in 1944, only one, Sidney Joffrion of Avoyelles Parish, is still serving. The others have either retired, or died, or are serving in other capacities.25

According to the annual report of the State Superintendent of Education for 1945-46, there were sixty-nine full-time visiting teachers in fifty-nine school systems. It was not until the 1947-48 school session that all sixty-seven school systems were employing visiting teachers.26

VI. EARLY WORK OF VISITING TEACHERS

The greater part of the 1944-45 school year was spent in organizing and implementing the continuing census of educables and laying the groundwork for the attendance program. The two areas, census and attendance, occupied much of the

25Official Records of the Attendance Section, State Department of Education.

visiting teachers' time and attention, particularly during the early years of the program. As techniques for developing and refining the census became perfected and through a program of educating parents and communities concerning the importance of education, more attention was focused on "other responsibilities as are usually performed by or delegated to visiting teachers," as stated in the Act. These other responsibilities consisted of social, personal, emotional, economic, and academic problems which children experience. Unfortunately, "other responsibilities" were too often interpreted by some school superintendents as meaning "catch-all" duties totally unrelated to visiting teacher work. This seriously reduced the services that many children could have received had not this interpretation been made.27

VII. CERTIFICATION STANDARDS FOR VISITING TEACHERS

Certification requirements for visiting teachers were established by the State Board of Education in August, 1944. Applicants for visiting teacher positions had to hold the Class I-B teacher's certificate, the highest issued by the State, a certificate based on a baccalaureate degree and five years of successful teaching experience, three of which must have been earned in active educational service immediately preceding appointment as visiting teacher. In

27Official Records of the Attendance Section, op. cit.
addition, the applicant was to earn at least nine semester hours of graduate credit in work specifically related to visiting teacher responsibilities. 28

After visiting teachers had been employed by all school systems in Louisiana, the visiting teacher program was included as a factor in determining the cost phase of the minimum foundation program for education, often referred to in Louisiana as the Equalization Formula. This step took place when the State Board of Education in 1945 included visiting teacher service in the Cost Program of the Formula. The amount allotted was $2,400 for the employment of a visiting teacher for each school administrative unit of the State. By 1958, this amount had increased to $8,000 for one visiting teacher for every unit, regardless of size. An additional $8,000 was granted when the number of educables in a unit reached 15,000, with an additional $8,000 for each 15,000 educables thereafter. 29

VIII. APPOINTMENT OF NEW STATE SUPERVISOR OF ATTENDANCE

In the summer of 1946, the first State Supervisor of Attendance resigned to take the position of Director of High School Relations at Louisiana State University. On December 1, 1946, Louis D. Robert, former visiting teacher

29Official Records of the Attendance Section, op. cit.
in St. Landry Parish, was appointed by Superintendent Coxe to replace Webb. Robert had served in the public schools for seventeen years as a teacher and administrator prior to the appointment. Under his direction and guidance the visiting teacher program developed and expanded for the next twenty years.

IX. GROWTH OF PROGRAM SINCE 1944

The continuing census of educables provided Louisiana with a practical method of keeping track of the school-age children of the State. Louisiana has developed a system of census-keeping as opposed to census-taking by assigning this responsibility to the visiting teachers of the State in all parishes except Orleans. In Orleans Parish, the visiting teacher has been a trained school social worker usually assigned to a group of schools to give casework service to children needing such help and to perform other duties related to the enforcement of the compulsory school attendance law. Census and child accounting is not a part of the visiting teacher service there as it is in other parts of the State, and it is handled by another department.\textsuperscript{30}

Both of these services have been assumed by visiting teachers in the rest of the State.

The original school census was taken during the first six months of 1945 as mentioned earlier. Each parish and

\textsuperscript{30}Ibid.
city system defrayed the cost of the census and employed teachers and principals as enumerators to make a house-to-house canvass, recording complete census data on forms furnished by the State Department of Education. Copies of the Family Field Record Sheets, on which all children of each family were enumerated, and copies of Individual Child's Cards were filed in the parish offices and duplicates were filed in the Attendance Section of the State Department of Education. In the Attendance Section, the Family Record Sheets were filed by parish and by race until 1952; the Child's Cards were filed by parish, race, and year of birth. The original count for each system of children six to eighteen years of age, both inclusive, was made from the Family Record Sheets. Since that time, the count has been made from the Child's Cards.31

Improvement of Census

In order to make the census continuous, procedures were established by the Attendance Section in cooperation with visiting teachers and census supervisors of the State for transferring records from one parish to another as families moved, and for reporting deaths and out-of-state transfers. All during the year, from January 2 of one year through January 1 of the following, records were transferred between parishes. The State files were designed to serve as a master control over the census and were set up to prevent

31 Ibid.
duplication of records between systems.  

**Installation of master filing system.** In 1952, the Attendance Section began installation of a new filing system to eliminate interparish duplication of census records. Under the old system of filing family records by parish and by race, it was impossible to discover all duplications because of the problem of checking every record against the two separate race files maintained for the parish school systems. By using a coded filing system called Soundex which eliminates duplications resulting from varying spellings of the same name, and by filing all records in a single filing system, the Attendance Section removed practically all interparish duplications.  

The continuing census of the State has been constantly studied and improved by the visiting teachers and census supervisors in cooperation with the Attendance Section. Errors which existed because the idea was new and untried have been corrected. Many unwieldy procedures such as transferring records between parishes have been eliminated and in its place a better method of claiming children has been installed. Dean Emeritus E. B. Robert, of the College of Education at Louisiana State University, had this to say at the 1965 Spring Work Conference concerning the Louisiana school census:

---

32 Ibid.
33 Ibid.
The job is a tremendous one, done well, with well over a million school-age children accounted for each year. The census serves many valuable purposes, in addition to forming the basis for the distribution of the Per Educable Fund.  

Improved Certification Requirements

When visiting teacher services were established in Louisiana in 1944, social workers attempted to have certification standards set up to require visiting teachers to have social work training and experience only. They contended that the Schools of Social Welfare should select and supervise the visiting teachers with the public school system paying the bills. Although it was recognized that this discipline had much to offer in the way of developing techniques and skills of working with parents, children, and agencies, it was considered unwise and unworkable to place the major responsibility of the program under the guidance and direction of social welfare. There was a need for the visiting teacher to know the teachers' situation at first hand in order to be able to understand and help to solve their problems, many of which lay within the classroom. Therefore, the State Board of Education required that visiting teachers must hold the highest Louisiana teaching certificate and have five years of successful teaching experience to obtain temporary authorization to serve.  

---

34 Ibid.
35 Interview with Louis D. Robert, op. cit.
Early in-service training. The Attendance Department established workshops sponsored and offered jointly by the College of Education and the School of Social Welfare at Louisiana State University. Visiting teachers took courses entitled "Skills in Working with People," "Interviewing," and "Juvenile Delinquency" offered in the School of Social Welfare. In the College of Education, courses in guidance and visiting teacher work were taken. Other training required courses in psychology and sociology.36

When the State Board of Education adopted the statewide certification committee report on certifying visiting teachers, the following revised requirements became effective September 1, 1953, for the standard certificate: The applicant must hold a master's degree from a regionally-accredited institution with twelve semester hours in professional education, including at least three hours of guidance and visiting-teacher work, and at least three semester hours in each of the fields of psychology, sociology, and social welfare.37

In addition to the foregoing, Orleans Parish has required that its visiting teachers have at least one full year in a graduate school of social work.38

---

36 Ibid.
38 Interview with Louis D. Robert, op. cit.
Louisiana visiting teachers have continued to seek improvement of certification requirements by requiring course work beyond the master's degree level. By 1966, the proposal had been approved by the State-wide certification committee, but had not been acted upon by the State Board of Education.³⁹

Survey of Educables

Schools are supposed to reach and teach every educable child in the community. If this function is to be carried out properly, one primary concern should be to get all children in school and to hold them there. The success or failure, therefore, of the visiting-teacher program is dependent upon the work of the school in general and depends upon the kind of working relationships and cooperation that exist between the visiting teacher and other school personnel. This is mentioned because of the fact that all educables must be accounted for by the visiting teacher. In order to maintain such a record, the visiting teacher must receive reports of gains and losses from the schools. These reports come from the classroom teachers, are approved by the principals, and are sent on to the visiting teacher. It is important that the location and educational status of every child in each school community be determined and reported currently. The job of making records at the State

³⁹ Interview with Ira Reeves, President of Louisiana Visiting Teachers Association, June 3, 1966.
level cannot begin until the reports of the schools are received.\footnote{Official Records of the Attendance Section, \textit{op. cit.}}

Invalid comparisons made. The Peabody Survey on Education in Louisiana in 1954, made comparisons of the number of educables and the number of children registered in school.\footnote{Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee, 1954. \textit{Public Education in Louisiana, A Survey Report.}} A bulletin written by Dr. M. S. Robertson attempted to show that many educable children in Louisiana were not registered in school. These comparisons were considered unfair by visiting teachers because no consideration had been given to the exemptions from school attendance which were allowed under Act 239 of 1944. Comparison of educables and registration indicated that approximately twenty-two per cent of the children were out of school.\footnote{M. S. Robertson, \textit{What About the Other Twenty-Two}, Bulletin No. 1, 1949, Bureau of Educational Materials, Statistics, and Research, College of Education, Louisiana State University, Baton Rouge, pp. 12-13.}

Legitimate comparisons instituted. The State Supervisor of Attendance attempted to counteract the erroneous assumption that so many children were not in school by making a survey of educables throughout the State. The survey of educables was designed to assist visiting teachers in determining the residence and school attendance status of children. The report was an attempt to show how many
children had been graduated; how many were six-year olds and not under the provisions of the Compulsory Attendance Act; how many were beyond the age of compulsory attendance; how many lived beyond the legally-prescribed distance from school; how many lacked transportation; how many were physically and mentally incapacitated; how many were married; and how many were in correctional or other state institutions. The survey has been valuable in indicating the progress schools have made in holding children in school.\textsuperscript{43}

\textbf{Louisiana School Dropout Project}

The Louisiana School Dropout Program was developed in the spring of 1962. The Assistant Director of School Attendance, Wallace Jones, of the State Department of Education met with the staff of the Division of Employment Security to plan for joint action by the two agencies in predicting, discovering, and preventing school dropouts. With the approval of department heads, a series of planning and implementing meetings began. The cooperation of an agency such as the Division of Employment Security was important because it emphasized the significance of an education while knowing the needs of young workers, as well as having a complete knowledge of labor market conditions.\textsuperscript{44}

The message was first taken directly to the students. During the 1962-1963 school session, six film copies of

\textsuperscript{43} Official Records of the Attendance Section, \textit{op. cit.}

\textsuperscript{44} Ibid.
"When I'm Old Enough Good-bye" purchased by the Visiting Teachers Association and the Division of Employment Security were shown to approximately 200,000 students in junior and senior high schools throughout the State. The film presentations were followed up by talks by an employment counselor, visiting teacher, or guidance counselor, pointing out facts a youngster faced upon entering the labor market without the necessary education and training. 45

Recognition of problem. One of the biggest problems was in getting some school officials to admit that there was a problem, and to eliminate the defensiveness often expressed. Various school authorities felt that recognizing the problem of early school-leavers was an admission of the school's lack of concern for certain youth and tended to point up weaknesses or shortcomings of the school system. Once this feeling was removed, most administrators supported the program. Principals and supervisors, alerted to the need of improving local situations, initiated faculty studies, many on a continuing basis. 46

Dissemination of information. The biggest task was to inform and alert the public that a problem existed so that an all-out community effort could be made to alleviate the problem. The dropout film was shown over television stations in every major city in Louisiana. Several

45 Ibid.
46 Ibid.
television stations presented the problem with attendance section personnel on half-hour question and answer interviews. Considerable time was spent by the Assistant Director of School Attendance speaking to parent-teacher and civic organizations.47

While efforts were being made to alert and inform school people and the lay public, the size and extent of Louisiana's dropout problem had to be determined. Agreement was reached that visiting teachers in all of the sixty-seven parish and city school systems, working with guidance personnel and employment counselors, would begin to collect data about dropouts, who they were, what factors seemed to influence their leaving school, and what steps and measures could be taken to reduce the number.48

**Cooperation with Division of Employment Security.**
The Division of Employment Security furnished referral cards and supplemental data sheets to be completed on those students sixteen years of age and older who contemplated dropping out of school and who desired assistance in seeking gainful employment. Employment counselors agreed to supplement school counseling against leaving school and to use every persuasive technique at their command to convince youth of the importance of an education. Faced by a continued determination of the part of these youth to leave

47 Ibid.
48 Ibid.
school, employment counselors would then assist them in their attempts to locate employment. Of the number of youth reporting to employment officers the first year, 15.3 per cent decided to return to school, 15.9 per cent were placed in jobs, and 63.5 per cent received counseling.

**Exact recording of dropouts.** More important than the joint program with Employment Security was the attempt by the Attendance Section through the visiting teachers in cooperation with classroom teachers to record every school dropout, and the student's and school's evaluation of the reason for each student's terminating his education.\(^{49}\)

**Recognition of the program.** Louisiana's School Dropout Program received national attention. Wyandotte Chemicals Corporation in Michigan sent Sherwood Boehlert, manager of the public relations department, to Louisiana on a special assignment to interview the Louisiana personnel responsible for the program in January, 1963. Wyandotte, like many users of the products of the public schools, was concerned about school dropouts and the specter of unemployed, out-of-school youth that was a national problem.\(^{50}\)

In the official publication of the Wyandotte Chemicals Corporation, Boehlert's article spoke of the problem as a "volcanic eruption that was producing an overflow of

\(^{49}\)Ibid.

\(^{50}\)Ibid.
undereducated individuals," and commended the Louisiana program for pinpointing the problem and seeking solutions to it. 51

In October of 1963, the Assistant Director of School Attendance in Louisiana was invited by Dr. Daniel Schrieber, Director of the National Project on School Dropouts, to attend a joint program between the United States Office of Education and the National Education Association. The meeting, financed by the Ford Foundation, was an invitational session for a study of the school dropout problem in Washington, D. C. The Assistant Director of Attendance presented a fifteen-minute talk on the program dealing with the school dropout in Louisiana. The material presented by participants at this meeting was compiled by Dr. Schrieber and incorporated in the report of the joint committees.

Various local governmental bodies became interested in the program and established youth commissions as official agencies.

Approximately seventy editorials dealing with the school dropout appeared in Louisiana newspapers during 1963 and 1964, in addition to appropriate articles and editorial cartoons. Radio and television spot announcements urged youngsters to remain in school. The Baton Rouge Chamber of Commerce sponsored a thirty-minute television panel, from which six film copies were later made and distributed for

showing over the State. The film covered the dropout problem from the areas of education, employment, and juvenile delinquency, and the six hundred dollar cost of the project was financed by the State A.F. of L.-C.I.O.\(^{52}\)

Four state reports prepared by the Attendance Section were published by the State Department of Education from 1961 to 1965 concerning the dropout problem in Louisiana. Personnel directly involved in the study suggested that a new and different approach to the development of curricula could be helpful in alleviating the problem in Louisiana. An effort was made to involve State Department of Education personnel responsible for curriculum in a cooperative effort analyzing the situation of dropouts.

X. USE OF LAW IN ENFORCING SCHOOL ATTENDANCE

The Act establishing State-wide visiting-teacher service in Louisiana stipulated that visiting teachers shall "discharge such other duties as are usually performed by, or delegated to, visiting teachers,"\(^{53}\) and that they are persons whose "duty it shall be to act as attendance officers"\(^{54}\) in the enforcement of the compulsory school-attendance laws of the State.

By implication, if not by direct statement of law,

\(^{52}\)Ibid.

\(^{53}\)Louisiana Revised Statutes of 1950, Sub-Part C, Section 225.

\(^{54}\)Ibid.
visiting teachers, therefore, have combined in one office the school social worker function with all of the helping service to children and parents that the term implies and the constructive use of the authority of the State of Louisiana, when it was needed, to carry out the primary function of securing satisfactory school attendance of every mentally and physically capable child in the State between the ages of seven and fifteen, both inclusive.

Legal Basis for Use of Courts in School Attendance Cases

To further emphasize the fact that visiting teachers should, when it was necessary, resort to the use of the power of the courts, the school-attendance law stated, "Visiting teachers may serve such writs and process in law relating to compulsory attendance as may be necessary for the enforcement of this Sub-Part."55 The duty of visiting teachers in this respect was made even clearer in the statement that "Visiting teachers...shall, after written notice to the parent or tutor of the child, report any such child as habitually absents himself from school to the juvenile court of the parish as a delinquent child, there to be dealt with in such manner as the court may determine, either by placing the delinquent in a home, public or private institution, where school may be provided for the child, or otherwise."56

55Ibid., Section 227.
56Ibid., Section 230.
Not only may visiting teachers use the authority of the courts in matters of school attendance; they may also resort to legal action, should it be necessary, if principals and/or teachers in public, private, parochial, or denominational schools fail to furnish such attendance and/or census data as are required by the visiting teachers in the performance of their duties.57

Dual Capacity of Visiting Teachers

The late Dr. Homer L. Garrett, Professor of Education, Louisiana State University, made this dual role of the visiting teacher clear early in the State-wide program. At the first State-wide in-service workshop for Louisiana visiting teachers, jointly sponsored by the L.S.U. College of Education and School of Social Welfare held in 1946, he emphasized:

Visiting teachers wear two badges, two insignia, indicating their roles as school social workers, striving to assist families in sending their children to school, and as attendance officers with a new approach to the solution of attendance problems. However, when all else has been done to no avail to secure satisfactory school attendance, visiting teachers have no alternative but to use that second badge and invoke the majesty of the law to secure their ends.58

Garrett's statements clearly predicted the course the program would take. Visiting teachers have used every

---

57 Ibid., Section 229.

58 Statements from participant in the 1946 visiting-teacher workshop, Louisiana State University, Baton Rouge: 1946.
resource, as they are directed by law to do, to help parents and children solve problems in the areas of school, home, social, personal, and physical adjustment. However, in those cases which do not respond to social-work treatment, judicious use has been made of constructive authority. 59

Legal Authority of Visiting Teacher

Statements made as part of visiting-teacher policy in Louisiana through the years have emphasized this philosophy. In 1946, visiting teachers stated as a first objective, the following: "To enforce the compulsory school attendance law by placing every physically and mentally capable child in a school situation." 60 This statement was reiterated in Bulletin 629 of the State Department of Education in 1947, when the mimeographed bulletin referred to above was printed as a handbook for visiting teachers. In 1950, visiting teachers stated that they were "coordinators of all efforts to secure regular school attendance and adjustment, including the efforts of legal authorities in cases where it is necessary to invoke the law." 61 Further emphasis was given to this

59 Louisiana Revised Statutes of 1950, Section 227.
60 Louisiana Visiting Teachers Association of the Louisiana Teachers Association through the Facilities of the College of Education, Louisiana State University, Visiting Teacher Services in Louisiana, 1946, p. 6.
concept in 1956 when, in answer to the question, "Do visiting teachers bring parents into court?" a visiting teacher publication stated:

Yes, visiting teachers sometimes bring parents into court in order to protect children's right to an education. The law says that children must go to school. Visiting teachers try to make it easy for parents to send their children to school, and easy and pleasant for the children to go. But, after everything has been done to help, if the children do not go to school, the visiting teacher MUST bring charges against the parents and let the court decide if the parents are doing wrong. Or sometimes if the child is at fault and refuses to be helped, charges must be filed against the child himself. And, if the parents are guilty of breaking the law, judges have no choice: They MUST deal with them and the children according to the school attendance law. Parents have their right to the control of their children until what they do harms the community or takes away the children's rights. Then the law steps in to protect both child and community.62

Social Work Attitude toward Use of Authority

It is clear, therefore, that the concept of social-work services to children and their parents, backed when necessary by the majesty of the law, has been the strength and support of the Louisiana program from the enactment of the compulsory school attendance law in 1944, through the various developmental stages of program implementation and improvement, to the present time. The idea of constructive use of authority, part of the Louisiana visiting-teacher program from its inception and embodied in the Act creating the service, has been, however, relatively new in the purely

social-work approach to problem solution. One of the early statements of this expanding concept appeared in 1959:

At one time we saw authority -- particularly legal authority -- as something alien to social work process and as a result in many school systems there were developed special services dealing with the problem of truancy as a separate entity. Today we recognize that some element of authority is inherent in every social work relationship so that it is not possible to carry on social work practice without handling the opportunities presented by having an authoritative role. Today we see that while the social worker who operates in collaboration with the psychiatrist offering a therapeutic relationship may need to maintain in the confines of the interviewing room an island as far as possible from the outer and real pressures of the world, most social work practice is enhanced when the interview situation is part and parcel of life as it is lived. The social worker whose position brings him a degree of authority for enforcement of the compulsory education laws is not impeded by that authority, but since his focus is on the function of the parent in the parental goal, he is in the best position to use that authority constructively to help the parent grapple with the real decision before him and before his child. We now see the folly of calling upon those pupil personnel workers who are least prepared to do the most difficult task, while the social worker operates in more rarefied atmospheres.63

Judicial View of Role of Visiting Teacher

A final statement concerning the use of authority by visiting teachers has come, appropriately enough, from one of the leaders in the juvenile court movement in the State, Judge Chris Barnette, former Juvenile Judge, Caddo Parish Juvenile Court, First Judicial District, and honorary member of the Louisiana Visiting Teachers Association:

It is a matter of common knowledge that predisposition to juvenile delinquency can be detected

early in a child's life. The symptoms of this social disorder are usually manifested in behavior which school teachers have an opportunity to detect at an early age. One of the symptoms is disobedience of parents and school authorities which is often evidenced by truancy and related misbehavior.

One of the primary functions of visiting teachers is enforcement of the school attendance law. They should not lose sight of their responsibility for reporting any symptoms which they may detect to the proper authorities to the end that steps may be taken to prevent a child becoming a serious delinquent. 64

Constructive Use of Authority

In a study published in 1962 by the State Department of Education concerning the constructive use of authority by Louisiana visiting teachers, the following conclusions were drawn:65

1. Visiting teachers were effective in their roles as school social workers in more than ninety per cent of all attendance referrals without resorting to legal action.

2. Over one-half of the visiting teachers did not make use of the courts to enforce compulsory attendance during the school year studied 1959-60.

3. There were more attendance referrals involving Negro children in spite of the educable population ratio in the State of Louisiana approximately sixty per cent white and forty per cent Negro.

4. Almost twenty-four per cent of the visiting teachers reporting indicated lack of cooperation from legal authorities as their reason for not using the courts.

64 Speech delivered to Delinquency Institute, Baton Rouge, June 9, 1961.

5. Leading juvenile judges reported that they did not have enough time to devote to informal hearings of juveniles because of a crowded docket.

6. Action taken in behalf of children by the courts involved one hundred seventy white children and one hundred fifty-four Negro children. Thirty-seven white children were given warnings as compared to nine Negro children. No fines were levied against white parents; whereas, three Negro parents were fined. Twelve Negro parents were jailed as compared to four white parents.

7. In over seventy per cent of the cases where children had been referred to the courts, attendance improved after court referral. Visiting teachers were of the opinion that the use of constructive authority had a salutary effect on school attendance.

XI. LEGISLATIVE REPEAL OF COMPULSORY ATTENDANCE LAW

After the United States Supreme Court issued its decision in 1954 declaring that segregation in the public schools was unlawful, the Louisiana Legislature passed a number of legislative Acts which were apparently designed to circumvent the decision handed down by the high court.

This investigator has recapitulated the actions of the Legislature and presents a chronology of events dealing with compulsory school attendance beginning in 1944:

1. Section 224 of Act 239 of 1944 became Section 221 of Title 17 of the Revised Statutes of 1950.

2. The Revised Statutes 17:221 was amended and re-enacted by Act 28 of 1956. This Act in part provided for compulsory school attendance of children between certain ages, except that this requirement was suspended and inoperative within any public school system or private day school wherein integration of the races was ordered by judicial decree or by other authority. The Act contained penalty
provisions for violations.

3. Act 492 of 1960 Revised Statutes 17:107, in part provided that any other provision of the law notwithstanding, no child shall be compelled to attend any school in which the races were commingled when there was written objection of the parent or guardian filed with School Board. If in connection therewith a requested transfer or assignment is refused by the Board, the parent or guardian may notify the Board in writing that he is unwilling for the pupil to remain in the school to which he was assigned, and the assignment and further attendance of the pupil shall thereupon be terminated, and the child would then be entitled to such aid for education as may be authorized by law.66

4. At the first extra session of the Legislature meeting in 1960, Act 27 amended and re-enacted as Revised Statutes 17:221. In this 1960 Act, all reference to compulsory school attendance was deleted. However, the Legislature was careful in not doing away with the section pertaining to visiting teachers and their work. Section 221 of the new act became "Duties of State Supervisors of Attendance."

5. On January 3, 1961, Mrs. Lenore Martin, visiting teacher in Calcasieu Parish, wrote the Attorney General for clarification of the Attendance Law, since there had been so much confusion resulting from the Supreme Court decision and the new Legislative acts.

6. On January 10, 1961, Scallan E. Walsh, Assistant Attorney General gave the following opinion: "Act 239 of 1944--sub-section 221 was amended by Act 27 of the First Extra Session of 1960. In the amended Act, all references to compulsory school attendance were deleted so that at the present time, we have no compulsory school attendance law in Louisiana.

In the case of United States of America v. State of Louisiana, et al; Bush et al v. Orleans Parish School Board, et al, the three-judge Federal Court said that all Louisiana statutes which directly or indirectly require segregation of the races in the public school by the Orleans Parish School Board

66Official Records of the Attendance Section, op. cit.
are unconstitutional, including among others, Act 27 of the First Extra Session of 1960.

Walsh stated, however, that no other school board was a party to that suit and the judgment of the three-judge Federal Court applied only to the Orleans Parish School Board and no others. The opinion further stated that it was a fundamental principle of law that all Acts were presumed to be constitutional until the contrary had been proven. Therefore, Act 27 of 1960 had not been passed upon by the State Supreme Court of Louisiana and could be presumed to be constitutional. In essence, Walsh's opinion was that Orleans Parish had compulsory school attendance but the rest of the State did not. Needless to say, this was rather confusing. 67

7. On October 6, 1961, Attorney General Jack Gremillion wrote Mrs. Martin and recalled entirely Walsh's earlier opinion and issued in its place the following:

Undoubtedly Act 28 of 1956 was not declared unconstitutional in the Bush case and the same holds true for Act 492 of 1960. It is our opinion, therefore, that school attendance is compulsory in the parishes of this State under the law as it presently exists. Compulsory education cannot be enforced in those parishes, however, where integration has been ordered and accomplished.

So far as Orleans Parish is concerned, there are certain schools in that parish where integration has been ordered and accomplished and, so far as the latter schools are concerned, it is our opinion that Act 28 of 1956 and 492 of 1960 do not require compulsory attendance at those schools.

In essence, the Attorney General had said that there was compulsory education in all parishes even in Orleans Parish except in the specific schools which had been ordered to integrate.

8. Act 128 of 1962 repealed Section 221 of the Compulsory School Attendance Law. This section had to do with parents and guardians being held responsible for sending their children to a public or private day school with penalties for not complying.

67 Ibid.
9. On October 23, 1962, the Attendance Section of the State Department of Education asked the Attorney General for an opinion on the status of the compulsory school attendance law.

10. On November 7, 1962, the Attorney General's Office rendered the following opinion:

"While it is true that Section 221 has been repealed by Act 128 of 1962, Sections 222, 223, 225, 227, 230, 231, and 232 have not been repealed, some are in full force and effect and that compulsory attendance is still in effect by inference due to the language used in Act 128."

11. Act 109 of 1964 completely restored compulsory school attendance provisions. This Act was prepared after several years study by the Attendance Section of the State Department of Education and the Visiting Teachers Association.

XII. RE-ENACTMENT: ACT 109 OF 1964

Because of the turmoil and confusion resulting from action by the Louisiana Legislature to avoid integration in the public schools, the status of school attendance was clouded and legal authorities refused to enforce the provisions of the Compulsory School Attendance Law. Visiting teachers and other groups, aware of the problems and difficulties arising from the uncertainty over the attendance law, agitated for a new law that would once again permit the courts to enforce school attendance. As the climate for a new compulsory attendance law improved, positive steps were taken toward new legislation.

68 Ibid.
69 Ibid.
Development of a Proposed New Act

A committee of visiting teachers, including the Director and Assistant Director of School Attendance, was selected and appointed to draft a new law. The committee was subdivided and began studying attendance laws and practices in every State in the Union. After six months' study, drafts of the proposed laws were drawn up and refined. Out of these meetings, there emerged one proposed law which the committee felt incorporated the provisions which seemed to fit the needs of the children and the State of Louisiana. The proposed legislation was presented to various groups throughout Louisiana for suggestions of improvement. It was eventually presented to the Louisiana Legislature in regular session of 1964. Since it had the support of members in the Legislature who had been influential in having Act 239 of 1944 repealed, there was no opposition when the original bill came before both Houses.

Act 109 of 1964 in many respects was a better law than its predecessor. It not only required the attendance of all children between the ages of seven and fifteen, both inclusive, but it also required the regular attendance of any child legally enrolled in school before the age of seven.

---

70 Act 109 of 1964, Compulsory School Attendance Law of Louisiana, Sub-part C Revised Statutes 17:221 - 17:237. Further references to the provisions of this act will simply bear the notation, Louisiana Revised Statutes, with the Title and Section numbers.

71 Louisiana Revised Statutes, 17:222.
Alternate title provided for visiting teachers. Because the title "Visiting Teacher" had been so misleading not only to the public but to many school personnel as well, a new alternate title, "Supervisor of Child Welfare and Attendance" was made optional for local school boards to use.\(^{72}\)

Provisions for handicapped children. Another important change dealt with mentally or physically deficient children.\(^{73}\) These children, including those who were blind, deaf, or spastic, were required to attend school if there were a suitable class available and if the children qualified. However, children who could no longer profit from further school experiences would be exempt from attendance in school if a licensed physician or other suitable person designated by the School Board certified to this effect.

The new law also required that the State Director and Assistant Directors of School Attendance meet certification requirements as a visiting teacher.\(^{74}\)

Included in the Act was a statement which dealt with sharing confidential information with other agencies, and reaffirmed the position of cooperation between the visiting teacher and other local and state agencies.\(^{75}\) The law

\(^{72}\)Louisiana Revised Statutes, 17:228.
\(^{73}\)Louisiana Revised Statutes, 17:234.
\(^{74}\)Louisiana Revised Statutes, 17:227.
\(^{75}\)Louisiana Revised Statutes, 17:235.
further required that the visiting teacher was to be notified in case of all suspensions of children from school.\textsuperscript{76}

The final provision in the Act dealt with empowering the Governor to suspend the provisions of the law for one calendar year anywhere in the State in the event of any emergency deemed sufficient by him.\textsuperscript{77}

One provision of the new law is unique in that criteria were established for defining the word "school".\textsuperscript{78}

\textsuperscript{76} \textit{Louisiana Revised Statutes}, 17:223.

\textsuperscript{77} \textit{Louisiana Revised Statutes}, 17:237.

\textsuperscript{78} \textit{Louisiana Revised Statutes}, 17:236.
CHAPTER VI

VISITING TEACHER ASSOCIATION OF LOUISIANA

At a workshop sponsored by the College of Education and the School of Social Welfare at Louisiana State University in the summer of 1945, a group of thirty-eight visiting teachers participating set up a temporary organization called the Visiting Teachers Association of Louisiana. Thomas R. Landry from Iberville Parish was elected president; Lloyd Starr, of Webster Parish, vice president; and Christina Hoggatt, visiting teacher from Tangipahoa Parish, secretary-treasurer.

I. ORGANIZATION OF ASSOCIATION

A committee was appointed at this first meeting to confer with Howard W. Wright, Executive Secretary of the Louisiana Teachers Association, to ascertain the proper procedure for the creation of a visiting-teacher section of the Louisiana Teachers Association. The committee petitioned the Department of School Administrators for the approval of such a section, and a resolution was presented by Miss Johne Bowles of East Baton Rouge Parish at the Louisiana Teachers Association Convention in Alexandria in November, 1945. The following resolution was presented:

Whereas, Act 239 of the 1944 Louisiana Legislature provides for the employment of visiting teachers by
a committee composed of Gillis J. Ledet, Louis D. Robert, and Nat R. Gisclaire to draft a constitution, later adopted in Baton Rouge in the summer of 1946.

**Adoption of a Constitution**

The purposes of the new organization, as evidenced by the Constitution, were as follows: "The objects of this Association shall be (1) to secure the advancement of public education; (2) to promote the general welfare of the teaching profession; (3) to protect the rights of individual members; (5) to serve as a cooperating agency with local, state, and national educational, civic, and social organizations; and (6) to serve as the policy-making body for the state visiting-teacher program."^2

**Provisions of Constitution.** The usual provisions for active membership were embodied in the Constitution with associate membership for former visiting teachers and to persons who were or who had been engaged in work related to that of visiting teachers and honorary membership for non-visiting teachers for exceptionally meritorious service to the State visiting-teacher program. Some of the honorary members voted into the Association were Gordon A. Webb, Carmelite Janvier, Shelby Jackson, Dean E. B. Robert, Judge Robert Voelker, Judge Chris Barnette, Dr. Earl E. Klein, and Dr. Thomas R. Landry. Officers included a president, a vice

---

^2Ibid.
president, a past president, and a secretary-treasurer, with an advisory Executive Committee composed of the officers, a member from each Congressional District, the State Supervisor of Attendance, and the Assistant State Supervisor of Attendance. Two regular meetings each year were authorized, one during the annual spring work conference for visiting teachers, a three-day conference held each year since 1947, and one during the annual convention of the Louisiana Teachers Association. ³

The Association has been represented on the United School Committee and has been extended membership in most of the other professional school organizations in the State of Louisiana. The Association has aided in the development of the visiting-teacher program in the State. ⁴

II. WORK OF THE ASSOCIATION

In 1947, the Association began publishing a monthly professional newsletter. Publication was discontinued in 1964. The Newsletter, while carrying the name of the Louisiana Visiting Teachers Association and dealing primarily with topics of interest to visiting teachers, was a publication prepared and edited by Louis D. Robert, Director of School Attendance. It received national attention and was a source of professional improvement to visiting teachers

³Ibid.
⁴Ibid.
throughout the country. The Newsletter mailing list increased from a few copies to almost two thousand at the time publication was discontinued. In addition to providing professional articles of interest to the visiting teachers, it became a "trade journal" for the Association, and allowed members in the profession to keep abreast of what was going on elsewhere in the State in visiting teacher work.5

III. IN-SERVICE PROGRAMS AND HIGHLIGHTS

By 1945, visiting teachers were recognized as the liaison between the school and home and no longer were looked upon as truant officers. Emphasis was placed on a spirit of cooperation among teachers, other school personnel, the child, and parents.6

Bulletins and Conference Programs

A year later, State-wide surveys were begun to determine reasons for non-attendance. These studies concerned the role of the school in removing such reasons. Also in 1946, the first bulletin was issued called Visiting Teacher Services in Louisiana--A Handbook. At the Louisiana Teachers Association convention in Shreveport, Dr. Clark L. Barrow, then Superintendent of East Baton Rouge Schools, spoke on "Cooperation of the Visiting Teacher with Other

5Interview with Louis D. Robert, State Director of School Attendance, January 3, 1961.

6Ibid.
At the Louisiana Teachers Association convention in Alexandria in 1947, Dr. Carmelite Janvier spoke on "The Visiting Teacher Movement in the Democratic Process."\(^7\)

Accomplishments of 1948 were: (1) regular professional meetings of visiting teachers held in Congressional Districts; (2) supervisors and principals who had been acting as visiting teachers replaced by full-time persons; (3) the first spring work conference held with fifty-five visiting teachers attending. At the Louisiana Teachers Association Convention in Lafayette, Dr. T. H. Broad of Tulsa, Oklahoma, spoke on the subject, "Where Do Visiting Teachers Come In?"\(^8\)

In 1950, Bulletin 696, *Visiting Teachers in Action*, and Bulletin 704, *Compulsory School Attendance Law of Louisiana*, were issued by the State Department of Education. The third annual spring work conference featured the mental health aspects of visiting-teacher work.\(^9\)

In 1952, the Attendance Section of the State Department of Education and visiting teachers began work on the manuscript for a bulletin titled "Laws for the Protection of Children and Youth." During that year, the Visiting

---

7Official Records of the Attendance Section, State Department of Education.
8Ibid.
9Ibid.
10Ibid.
Teachers Association became a participating member of the United School Committee. Also, perfect attendance awards were issued by State Superintendent Shelby M. Jackson for the first time. Dr. Truman Pierce, Professor of Education at Peabody College, was the consultant at the Spring Conference.\(^{11}\)

Dr. Kimball Wiles was the featured speaker in Lafayette for the Louisiana Teachers Association convention in 1954. Installation of Remington-Rand Soundex filing system in the state census files was completed. Also, a part-time Assistant Supervisor of Attendance in the State Department of Education was appointed in 1953.\(^{12}\)

In 1954, a beginning was made of systematic census audits of parish records as compared with state census files. Substantial gains were made in securing additional clerical help for visiting teachers which allowed more time to work with children. Dr. Alice Keliher, Professor of Education at New York University, was the speaker for the visiting teacher meeting at the Louisiana Teachers Association meeting in Monroe.

In 1955, the theme of the spring work conference was "Visiting Teachers Face Juvenile Delinquency." The Louisiana Teachers Association Convention meeting focused on the retarded child. In 1956 a publication, \textit{Did You Ask} . . . A

\(^{11}\text{Ibid.}\)

\(^{12}\text{Ibid.}\)
Guide to Visiting Teacher Services," was issued by the State Department of Education.\(^\text{13}\)

In 1957 Dr. Robert J. Havighurst, Professor of Education, University of Chicago, spoke to the visiting teachers at the Louisiana Teachers Association convention in Shreveport on the "Problem Youth of Junior High School Age."\(^\text{14}\)

In 1960, the President of Louisiana State University, John A. Hunter, spoke to the Visiting Teachers Association at the Louisiana Teachers Association convention in Shreveport.\(^\text{15}\)

During the next five years, the visiting teachers were privileged to hear Dr. Horace Lundberg from the United States Office of Education; Lazelle Alway, representing the National Child Labor Committee; Dr. Bernard Kaplan, Assistant Director of the National Project on School Dropouts; Dr. James Whitlock, George Peabody College for Teachers; Dr. Frank Brown, authority on the non-graded high school from Melbourne, Florida; and Ernest Broady, president of the International Association of Pupil Personnel Workers. Broady came to Baton Rouge especially to honor Mr. Louis D. Robert, State Director of School Attendance, who retired June 30, 1966.\(^\text{16}\)

\(^{13}\) Ibid.
\(^{14}\) Ibid.
\(^{15}\) Ibid.
\(^{16}\) Ibid.
IV. LOUISIANA VISITING TEACHERS AND THE NATIONAL SCHOOL SOCIAL WORK SCENE

Since 1948, Louisiana visiting teachers and the Attendance Section of the State Department of Education have played an increasingly prominent role in a national organization for the promotion of school social work, the National League to Promote School. Founded in 1911 by attendance personnel from Chicago and other large cities in the United States and Canada, the organization became known as the International Association of Pupil Personnel Workers in 1956.17

Early Years of National Participation

Participation in that organization by Louisiana personnel began in 1948, when the State Supervisor of Attendance and the visiting teachers from East Baton Rouge and Richland parishes attended in Birmingham, Alabama, the thirty-fourth meeting of the group.18

Louisiana membership in the organization increased during the following year, and at the thirty-fifth annual convention in New York City in 1949, twelve Louisianians attended. The State Supervisor of Attendance spoke at that convention on "Mental Hygiene Approach in Pupil Personnel Services." Two members from the State were named to the

17 Interview with Louis D. Robert, op. cit.
18 Ibid.
Executive Committee of the League, and another served on the Resolutions Committee.\textsuperscript{19}

Ten representatives from the State attended the Richmond, Virginia convention in 1950. The State Supervisor summarized a discussion group, spoke at the section meeting of State Directors of Attendance, and was elected vice president. Convention deliberations concerned "Promoting School Attendance Through Development of the Whole Child."\textsuperscript{20}

The 1951 convention was held in Wichita, Kansas, and was attended by a group of fifteen educators from Louisiana. Louisiana's State Supervisor of Attendance was re-elected vice president. The convention subject was, "Mobilizing Children for Healthy Personality Development."\textsuperscript{21}

The Louisiana group of twenty-nine members chartered a bus to attend the Boston convention in 1952. The convention theme was "A Century of Compulsory Attendance--An Opportunity and a Challenge."\textsuperscript{22}

The nation's capital was the site of the 1953 convention, and fourteen visiting teachers from the State were in attendance. "The Rights and Responsibilities of the School Child" was the convention theme.\textsuperscript{23}

\textsuperscript{19}Official Records of the Attendance Section, op. cit.
\textsuperscript{20}Ibid.
\textsuperscript{21}Ibid.
\textsuperscript{22}Ibid.
\textsuperscript{23}Ibid.
Louisiana Visiting Teachers as National Leaders

The National League held its fortieth annual convention in St. Louis in 1954. It was there that the State Director of Attendance from Louisiana, Louis D. Robert, was elected president. Twenty persons from the State participated in the conference. A Louisiana visiting teacher was added to the Executive Committee of the League. 24

The following year, 1955, the convention was held in Buffalo, New York. The Louisiana State Director of Attendance gave the presidential address, and was re-elected to head the organization. Twenty-one people from Louisiana attended. 25

The 1956 convention, held in Philadelphia, was attended by twenty-two visiting teachers from the State. The State Director from Louisiana gave the presidential address and was elected honorary life president. At this meeting the name of the organization was changed to International Association of Pupil Personnel Workers. Visiting teachers from Louisiana served in various roles at the convention. 26

Five members of the Louisiana delegation to the Houston convention, in 1957, served as panelists and speakers on the general convention topic of "Scholastic Increase and Its Challenge to Pupil Personnel Workers." Three members were placed on the Executive Committee and a fourth

24 Ibid.
25 Ibid.
26 Ibid.
was named as one of the editor's of the organization's journal. With thirty-seven attending, Louisiana had the largest delegation present of all the States.  

Detroit was the scene of the forty-fourth annual convention of the Association. Louisiana, once again, was well represented.

In 1959, for the first time in many years, the Association met in Canada for its annual convention at Toronto. Eighteen workers from Louisiana attended the convention, serving in several capacities on the program.

Later Years of National Participation

In 1960, ten years after the first Richmond meeting of the Association, the group returned to that city for its forty-sixth annual convention. Twenty-one members from Louisiana attended and took part on the program. The theme was "Children in a Complex Society." Louisiana personnel served on a panel in one of the work groups.

At the 1961 convention in Pittsburgh, the Assistant Director of Attendance Wallace Jones made a major address. The Louisiana delegation of twenty-one people was one of the largest in recent years.

As a result of limited travel funds and rigid restrictions, the annual national convention was poorly attended.

---

27 Ibid.
28 Ibid.
29 Ibid.
convention, held in Baltimore, was the last attended by a
representative of the Attendance Section. The Assistant
Director of Attendance was a member of the Executive Commit-
tee and an Associate Editor of the Journal.30

The 1965 and 1966 conventions of the International
Association were held in Louisville, Kentucky, and
Milwaukee, Wisconsin, respectively. Attendance of Louisiana
personnel for both of these conventions was small.31

The Visiting Teacher Association has been a policy-
making body and has been so recognized by the Director of
School Attendance. It has been a potent force in the course
of the development of the visiting teacher program in the
State of Louisiana.32

30 Ibid.
31 Ibid.
32 Interview with Louis D. Robert, State Director of
School Attendance, July 1, 1966.
A. BOOKS


B. BULLETINS


C. DOCUMENTS


First Annual Report of the Director of Special Services to Superintendent Nicholas Bauer. New Orleans, 1940-1941.


Report of the Superintendent of New Orleans Public Schools, 1900-1901.


Report to Superintendent of New Orleans Public Schools Warren Easton by Margaret C. Hanson. 1904.

Report to Superintendent of New Orleans Public Schools by Edward Hynes. 1910-1911.

Report to Superintendent of New Orleans Public Schools by Edward Hynes. 1912-1913.

Report to Superintendent of New Orleans Public Schools by Edward Hynes. 1913-1914.


D. ENCYCLOPEDIA ARTICLES


E. NEWSPAPERS

New Orleans Daily Picayune, June 14, 1906.
The Times-Democrat [New Orleans], May 24, 1908.
Baton Rouge State Times, July 12, 1944.
F. PERIODICALS


G. PUBLICATIONS


Facts on the Cost of Public Education and What They Mean, National Education Association, Bulletin No. 1, 1922.


H. UNPUBLISHED MATERIALS


O'Mara, Florence B. "The History of Compulsory Education". Article in the Newsletter of the National League to promote school attendance, 1952.


I. MISCELLANEOUS


Acts Passed by the Legislature of the State of Louisiana at the Regular Session. Baton Rouge: published by the authority of the State, 1922.


Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
Barnette, Chris, Speech delivered to Delinquency Institute, Baton Rouge, 1961.

College of Education, Louisiana State University, Visiting Teacher Services in Louisiana, pamphlet, Baton Rouge, 1946.

Garrett, Homer L. Statement made to participants in visiting teacher workshop, Louisiana State University, 1946.

Interview with Dorothy Russell Blackman, former visiting teacher in the City of Monroe, April 7, 1966.

Interviews with Carmelite Janvier, retired Supervisor of Visiting Teachers, Orleans Parish Public Schools, March 21, 1966 and June 28, 1966.

Interview with Ira Reeves, President of Louisiana Visiting Teachers Association, June 5, 1966.

Interviews with Louis D. Robert, retired State Director of School Attendance, January 19, 1960; January 3, 1961; and July 1, 1966.

Interview with Mildred T. Seaman, former Supervisor of Visiting Teachers, Orleans Parish Public Schools, August 3, 1966.

Interview with Gordon A. Webb, former State Supervisor of School Attendance, April 12, 1966.

Letter from Carmelite Janvier to Superintendent Nicholas Bauer, August 1, 1941.


Official Records of the Attendance Section, State Department of Education, Baton Rouge.
VITA

Wallace L. Jones, Jr., was born in Charleston, South Carolina, on November 13, 1927. He received his elementary and secondary education in the school system of East Baton Rouge Parish, graduating from Baton Rouge High School in 1944. He received the Bachelor of Arts degree in 1950 from Louisiana State University, as well as the Master of Education degree in 1958.

He taught and coached in the East Baton Rouge Parish school system from 1952 to 1958. In 1958, he was employed in the State Department of Education as Assistant in Certification and later became Assistant Supervisor of Teacher Education. In 1960, he was appointed Assistant Director of School Attendance in the State Department of Education. He remained in that capacity until September of 1966, when he was appointed Assistant Professor of Education at Northeast Louisiana State College, the position he now holds.

He is married to the former Angylyn Swift of Monroe and is the father of two children, Kyle and Shannon.
EXAMINATION AND THESIS REPORT

Candidate: Wallace L. Jones, Jr.

Major Field: Education

Title of Thesis: A History of Compulsory School Attendance and Visiting Teacher Services in Louisiana

Approved:

[Signature]
Major Professor and Chairman

[Signature]
Dean of the Graduate School

EXAMINING COMMITTEE:

[Signature]
William L. Eglin

[Signature]
L. M. Harrison

[Signature]
Rodney L. Hinson

[Signature]

Date of Examination: June 20, 1967

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.