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UNIVERSITY OF LOUISVILLE

**WORK OF THE VISITING TEACHER
IN THE SCHOOLS OF LOUISVILLE, KENTUCKY**

**A Dissertation
Submitted to the Faculty
of the Graduate School of the University of Louisville
in Partial Fulfillment of the
Requirements for the Degree
of Master of Arts**

Department of Education

**by
Mary Sailer Gless
Year
1948**

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NAME OF STUDENT: Mary Seiler Clegg

TITLE OF THESIS: WORK OF THE VISITING TEACHER
IN THE SCHOOLS OF LOUISVILLE, KENTUCKY

APPROVED BY READING COMMITTEE COMPOSED OF THE
FOLLOWING MEMBERS:

Howell V. Williams

Ervin W. Detjen

NAME OF DIRECTOR: J. J. Oppenheimer

DATE: September 1948

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**WORK OF THE VISITING TEACHER
IN THE SCHOOLS OF LOUISVILLE, KENTUCKY**

CHAPTER I

INTRODUCTION

The purpose of this study is:

1. To give the underlying philosophy of the visiting teacher service in the United States as is revealed in the literature on this subject.
2. To describe the services of the Department of Personnel in the Louisville City Schools and the procedures of the department; and to compare these services and procedures with those found in pupil personnel departments in cities of comparable size and with comparable problems.
3. To evaluate the work of the visiting teacher in the Louisville Public Schools.
4. To indicate the type problems with which the visiting teacher in the City of Louisville, Kentucky, will be faced in her daily work.

Method of the Study

The problem has been approached from the standpoint of a visiting teacher in attendance, or the pupil personnel department in the Louisville Public Schools. An attempt has been made to describe methods for dealing with pupil personnel problems, to trace briefly the development of pupil personnel work in Louisville and in the nation, to point out what seems to be the underlying philosophy of the movement at each stage of development, and to

CHAPTER I

INTRODUCTION

discuss present trends in pupil personnel work in the city of Louisville and in other cities.

The written material of Dr. Ruth Strang, of Teachers College, Columbia University, and of Dr. Carl Rogers, of Ohio State University, were used extensively by the staff of the visiting teachers in the Louisville City Schools to determine the underlying principles in the development of a philosophy. The reports of the Joint Committee for the Prevention of Juvenile Delinquency were used for historical background material.¹

A study of the philosophy and practices of pupil personnel work in other cities was made from questionnaires sent to twenty-one cities of size comparable to Louisville with a request for information on the type of pupil personnel or attendance department work they were carrying out. The present study, however, deals chiefly with the records of the Attendance Department of the Louisville Public Schools and the data that have been collected in the department over a period of the last twenty years.

Scope of the Study

This study is limited to the City of Louisville and the problems and factors found within the city which have influenced the development of the present visiting teacher, pupil-personnel department, its services and functions, and a study of the philosophy which has been developed by the staff of the Louisville City Schools with the aid of the Director of Attendance and Census and the visit-

1. Joint Committee for the Prevention of Juvenile Delinquency,
Howard Hall, Chairman, New York, New York

ing teachers. Both public and private and parochial schools are included in the study.

CHAPTER II

DEVELOPMENT OF THE VISITING TEACHER CONCEPT

CHAPTER II

DEVELOPMENT OF THE VISITING TEACHER CONCEPT

Beginning of the Visiting Teacher Service

There are three general classifications of the Attendance Department work:

1. The truant investigation group
2. The wider attendance field
3. The program of pupil personnel work

In the first classification, truant investigation, the field of work is fairly definitely indicated by the connotation of truant; that is, the child who is unlawfully absent from school with or without the knowledge of the parent. The department which has this concept as the keynote of its program is limiting its operation to a very small part of the field. True, it is a field which must be covered, but it is one which lessens in importance through intelligent understanding of the causes of truancy.

Formerly, absence was considered merely an incident in school life; it was treated casually. A formal report was made by the teacher. A periodic visit was made to the school by a truant or attendance officer, who often did not see the principal and rarely the teacher. An accumulation of these successive steps led to a court referral, though seldom to correction. This epitomizes the work of the truant or attendance officer, a mere repetitive process, ineffective, costly, and frequently irritating. There were no professional or personal qualifications required of the individual who filled the position; he was often untrained, unfamiliar

with the school, with the science of pedagogy, and with the broader philosophy of education.

In the second general classification, the broader field of school attendance work, where the total problem of absence is attacked, truancy receives less emphasis. School administrators realized that absences must not only be observed, investigated, and decreased, but that causes must be diagnosed. This procedure broadened the field of attendance investigation and invited study and procedures which may be described as scientific. The steps of scientific investigation are fact finding, then analysis to determine the underlying causes, then corrections. This process of investigation and analysis leads into the third and the most important of the three fields, that of pupil personnel.

School absenteeism is a problem not only of the school administration, but of family and society as well. Thorough, tactful, intelligent study must be made of the factors affecting the life of the poorly adjusted child. When a complete record of these factors is obtained, there must follow a careful analysis of them, of their relation to each other, and of their influence on the total problem. A correct analysis is elusive and often perplexing. The factors entering into human conduct are numerous, and their interaction is intricate and shifting. Patient, intelligent, and exhaustive study should follow to determine primary factors, secondary factors, and irrelevant factors. This solution of the problem is the difficult task. It may be relatively easy to assemble the facts and to evaluate them, but to adjust all factors involved in the solution to the child's problem may be a complex undertaking.

At times the solution lies within the school. More often the solution depends upon the cooperative efforts of the school, the home, and of social agencies, but with the school, through the visiting teacher, exerting the unifying force. In its operation the pupil personnel department becomes the liaison agent between the home and the classroom, seeking to interpret each to the other in terms of the welfare of the individual child. The visiting teacher is the key worker in the pupil personnel department.

Visiting teacher service began in the school year of 1906-1907 in New York City, Boston, and Hartford, Connecticut.¹ The impulse came from outside the school system, primarily from civic clubs in these cities. During the period from 1913 to 1921 boards of education in various parts of the country provided visiting teacher service as a part of their educational program.² Rochester, New York, instituted visiting teacher service in September, 1913. The following statement gives the purpose of the new work as reported by the Board of Education:

"The appointment of Miss Emma Case as a 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, as 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. The appointment of a visiting teacher is an attempt on the part of the school to meet its responsibility for the whole welfare of the child. There are few of the children in our school who are suffering through

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1. Howard Mudd, The Problem Child in School. Joint Committee on the Prevention of Delinquency, New York, New York, 1928. p. 277
 2. J. J. Oppenheimer, The Visiting Teacher Movement. Joint Committee on the Prevention of Delinquency, New York, New York, pp. 4-6

wilful neglect and abuse of parents. Whatever suffering comes for which the home is responsible, comes largely thru ignorance and necessity. It will be the function of the visiting teacher to enlighten, aid, and relieve. Her aim will be to secure maximum cooperation between the home and the school.¹

From the classroom where she had had a long and varied experience Miss Case went to her new position as director of the Visiting Teacher Department.²

In 1919 the National Association of Visiting Teachers and Home and School Visitors was organized. The purposes of this organization are to exchange experiences and standards of work among its professional members, to study methods of visiting teacher service and common problems, and to promote the development and extension of the work, thereby assisting those who may wish to establish the service in new communities.

A period of expansion of visiting teacher service dates from 1921. The report of the Commonwealth Fund of New York at that time emphasizes that the visiting teacher does preventive work in the field of children's maladjustments, including juvenile delinquency, that the school holds a strategic position in regard to child welfare work, and that social case work is valuable in making the work of the school effective.³

In 1919 a professional organization of visiting teachers

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1. Board of Education, Rochester, New York. 58th Annual Report, 1911, 1912, 1913.
 2. Mable Ellis. The Visiting Teacher Movement in Rochester. Joint Committee on the Prevention of Delinquency. New York, 1925 p. 40.
 3. Joint Committee on Methods of Preventing Delinquency. Report of the Commonwealth Fund of Publications. New York, New York, 1921.

was established to promote high standards of training and performance.¹ In 1930 a survey was made by this organization to determine extent of visiting teacher work in the United States at that time. Retrenchment programs resulting from the depression period had not seriously affected visiting teacher work, and while an exact number of visiting teachers could not be ascertained, it was estimated that there were well over 150 centers where extensive work was being done.² In a report called, "The Visiting Teacher Service Today. A Study of its Philosophy and Practice in the United States Today", published in 1940, it was shown that the present day visiting teacher, in addition to her work with the individual child, maintains a contact with community agencies, developing cooperative activity for the welfare of the children. She has developed a consultant service to teachers and parents, concerning herself with group activities embracing mental hygiene and education. The task itself is recognized as one requiring adequate preparation in social work, mental hygiene, and problems of community organization and relationships.³

Developments in visiting teacher work during the last decade have followed trends in education and social work. There seem to be three significant trends:

1. This was first called National Association of Visiting Teachers; later American Association of Visiting Teachers; and now, American Association of School Social Workers.
2. Margaret Bentley, Development of Visiting Teacher Services. United States Office of Education. p. 10. Bulletin No. 611945.
3. Edith Everett, Visiting Teacher Service Today. Minneapolis, Minn. (Child Study Department of the Board of Education) American Association of School Social Workers, 1940.

1. Visiting teacher is becoming more and more a diagnostician.

2. Coordination of visiting teacher service with other special services.

3. In increasing amount of group and community work.¹

The reasons for these trends are very evident. While interest in the individual child has not lessened, it has been made clear that a visiting teacher can handle only a small percentage of individual problems referred to her, but as a diagnostician and a liaison worker between the school and community agencies can work out many effective remedial programs requiring a minimum of supervisory time. This frees her for more intensive work on more serious problems. Coordination of visiting teacher service with health service, psychological, attendance, and guidance work may result in economy of money and effort and save overlapping and duplication of effort. Examples of this coordination as a part of school organization are to be found in Rochester, New York, San Diego, California, and Greenwich, Connecticut, to mention only a few. In San Diego a former visiting teacher is director of the bureau of child guidance, in which are located the visiting teachers, attendance supervisors, psychologist, home tutors, and speech-correction teachers.² The third modern trend is better defined in two parts: first, educational work done with groups of parents or sometimes groups of

1. Margaret Huntley, Development of Visiting Teacher Services. United States Office of Education, p. 10. Bulletin No. 611945.

2. Newer Development in Visiting Teacher Work. Gladys E. Hall, United States Bulletin, Vol. 16, No. 3, June 1941. (Periodical of the American Association of School Social Workers, Child Welfare Department, Board of Education, Minneapolis, Minn.)

children; and second, the increase in understanding and cooperation between the school and community agencies which are set up to help children and their families through social work services. Parent education, participation of parents' groups in education programs, and the development of the school's recognition of the great importance of the home are part of the visiting teacher's work in this third modern trend.

Visiting teachers now must take their places in the school and in the community as persons aware of good group work or group approach as well as the individual approach. A visiting teacher following the new trends in her field intelligently must be able to interpret social and economic changes and play an effective part in facilitating the interchange between schools and other agencies interested in children. She should also participate in creative social planning for all agencies in her community functioning to improve the level of American citizenship.

Underlying Reasons for the Visiting Teacher Movement

John Dewey, in his book entitled School and Society, makes the child the center of gravity when he says, "The child becomes the sun about which they are organized." The old education is marked for "its passivity of attitude, the mechanical massing of children, its uniformity of curriculum and method. The center of gravity is outside the child. It is the teacher, the textbook, anywhere and everywhere you please except the immediate instincts and activities of the child himself."¹

1. John Dewey, School and Society, Macmillan, 1922 p. 51.

The general public is becoming more and more aware of the high cost which must be paid for neglecting the health, educational and emotional care of children during their early school years. The extreme illiteracy, physical unfitness, and emotional disturbances prevalent among young people only a few years out of school, as disclosed by experiences with Selective Service, have aroused the country as no other facts have.¹ With return of normal conditions in financing and staffing school programs, the whole area encompassed by pupil personnel services should be extended and improved. In whatever form and to whatever extent personnel provisions are provided in school programs, the services of visiting teachers, with their modern approach to educational and social problems, are recognized as an essential phase of the program.

According to Oppenheimer² the three major contributing factors underlying the visiting teacher movement are:

1. Social and economic conditions which cause changes within the school.
2. Modern social philosophy which is determining the purpose and objectives in education and child welfare and requiring that aid be increased to those requiring it.
3. The development of methods of dealing with various types of maladjustment through the advance made in psychology, (including mental hygiene) sociology, and social case work.

1. Visiting Teacher Services, Federal Security Agency, United States Office of Education, Leaflet No. 75, pp. 1-2.

2. J. J. Oppenheimer, The Visiting Teacher Movement, Joint Committee for the Prevention of Delinquency. Commonwealth Fund. New York, New York, 1935, p. 123.

Social maladjustment is usually caused by the complexity of modern living conditions. The changes in school methods resulting from our broadening and expanding educational concepts and requirements are often not understood by the parents.

The growing recognition of the importance of the personality of the child and our modern concept of education as growth make home, school, and community partners in providing suitable learning experiences. The visiting teacher, who is a trained teacher and a social worker, is especially fitted to facilitate the harmonious and workable relationships between parents and teachers. By virtue of her home and school contact the visiting teacher has a double point of view and can see the child as a confused offender and the school as an institution with the capacity to meet the needs of the child.

Because of its emphasis on a preventive program, visiting teacher work has been concerned, in the main, with the elementary schools.¹ The service is utilized in a few junior high schools and in still fewer senior high schools. As the work has grown, the visiting teacher, in addition to her work with the individual child, has helped to coordinate the efforts of the school and the community agencies and to develop activities with these agencies for the growth of the child. The task of the visiting teacher is recognized as one which requires a broad background of education as well as an understanding of social work. The preparation should include that

1. Edith Everett and Committee of American Association of Visiting Teachers, Visiting Teacher Service Today, Joint Committee for the Prevention of Delinquency, New York, New York, 1940, p. 1.

required for classroom teachers and supervisors as well as specialized work in mental hygiene. Clarification of functions, wider understanding of the needs of the service and its place in school systems, as well as acceptable standards in such matters as certification and qualifications of personnel, are still to be achieved.¹

A basis for certification should correspond in principle with that which generally prevails for teaching and other educational positions and preparation for the work should be in both the educational and social field.

At a conference called by the Commissioner of Education, held in the United States Office of Education, Washington, D.C., June 1945, suggestions for the certification of visiting teachers were made. Three types of certificates were discussed; (1) minimum; (2) standard; and (3) professional. For the minimum certificate the following courses leading to a Bachelor's Degree were suggested:

- a. Related Social Sciences - political science and economics.
- b. Sociology
- c. Pre-social work
- d. General Psychology and Educational Psychology.
- e. Education

For the standard certificate, satisfaction of above requirement for a minimum certification, plus one full year of full-time work in appropriate advanced courses, using a cooperative arrangement between accredited schools of education and schools of social work, in addition to two semesters of field work with an

1. School Life, United States Office of Education. October 1945, Vol. 28, pp. 17-19.

agency offering social case work services to children. A professional certificate is to be obtained after fulfilling requirements for minimum certificate, plus graduation from a two-year curriculum in an accredited school of social work specializing in social case work for children. In addition, one year of evaluated, successful experience as a visiting teacher is required.¹

A recent handbook for attendance workers issued by the Connecticut State Department of Education expresses the point of view held by educators today:

"In a modern school system the official obligation goes beyond the mere legal requirements that educable children be kept in school. It is becoming generally recognized that if the child is physically and mentally well and feels that the education that he is receiving is worth while, he will wish to attend school. Such a viewpoint requires that the attendance worker approach his task as one of educational adjustment and social welfare rather than one of force."²

The service offered is a specialized form of social case work identified with an integral part of the program of the public school. It is a method of helping individual children to use what the school offers and of increasing the value of the work of the classroom teacher. It involves interviews (1) with the individual child having difficulties in using the school; (2) with teachers, principals, psychologists, school nurses, or other personnel who can both contribute to and gain from the worker's understanding of the individual child; (3) with parents; (4) with social workers in community agencies who may already know the child or who may be helpful

1. Visiting Teacher Services. Report of a Conference Called by the Commissioner of Education and Held in the United States Office of Education, Washington, D.C., June 1945. Leaflet No. 75, pp. 11-12.
2. Ruth Smalley, School of Social Work, University of Pennsylvania, Education for Victory, Helping Children Use What the School Offers, p. 21.

to him or his family.¹ Success in this work requires specialized training in social work in addition to training and experience in education, and certain personnel qualifications. In nearly every school system there are at least a few children who fail to make good use of the opportunities the school offers through failure in school subjects, aggressive, anti-social behavior, withdrawn recessive behavior, socially undesirable behavior, truancy, or physical illness and neglect. The visiting teacher assists in locating the causes of the difficulty and applying means of remedying it.

The passing of compulsory school attendance laws and child labor laws have also stimulated the visiting teacher movement. Compulsory attendance laws have caused large increases in school attendance and have forced the attendance of many pupils whose abilities and interests have not been adequately planned for in the existing school curriculum. The reactions of many pupils to normal classroom requirements suggest that sooner or later these pupils, if allowed to continue unguided, will present problems in social adjustment. A fundamental reason for the visiting teacher movement is to obtain for the school a knowledge of the forces which are causing the maladjusted child's lack of success in the classroom and to aid in the adjustment of this pupil so that he is able to obtain the full advantage of the educational opportunities provided by the school, and to make the child a more genuine person.

No person informed in public education matters today

1. Ruth Smalley, School of Social Work - University of Pennsylvania - Education for Victory. Helping Children Use What the School Offers. p. 21.

considers the functions of an attendance department to be only that of enforcing by legal means the state compulsory attendance law.

The Kentucky Statutes (Section 4434-9)¹ say the duties of the school are to (a) enforce the attendance and census laws; (b) to acquaint the school with the home conditions; (c) to ascertain the causes of irregular attendance and seek the elimination of those causes; (d) to secure the enrollment in school; (e) to perform such other duties as may be assigned. Section 4434-10 goes further and requires that it shall be the further duty to visit the home of the absent child or the child who is in need of books, clothing, or parental care. The law requires a broad constructive personnel work in behalf of the children of the state. In a large school system in a large city this can only be done by an efficiently organized and properly integrated attendance department. An understanding of how these children act in school and at home and why they act as they do is of utmost importance in directing their educational program. The school is in a strategic position to study and remedy the causes of the child's maladjusted behavior by utilizing the help of the agencies and other community resources through contacts of the visiting teacher and by letting the visiting teacher acquaint the school with influencing factors in the child's background and home. Through an understanding of and where possible a removal of disturbing factors, the visiting teacher is not only preventing and remedying social maladjustment, but is enabling the pupil to profit from educational opportunities which might otherwise be lost.

1. Statutes, State of Kentucky, Section 4434-9, 1934. c.65, p.274

In the report of the White House Conference held in Washington, D.C., January, 1940, the following statement was made:

"Too often people have failed to recognize the simple truth that the child cannot be broken up into parts—one for the parent and one for the teacher, one for the public official, another for the playground, and still another for the church. The child is an indivisible whole as he grows from infancy to manhood, and must be planned for and served as such."¹

All of these component parts must be brought into their proper focus if the pupil is to develop his maximum ability, aptitudes, and interests conditioned by his limitations.

The visiting teacher must be constantly aware of the fact that the school is dealing with human beings of differing personalities. The physical responses and emotional reactions to external stimuli are not so crystallized in the child as in the adult; the child does not tend to have the same continuous pattern of responses to similar stimuli that is to be seen in the adult. The child's emotional reactions are not yet completely developed and are in a state of continuous change.

Because of these changing and unpredictable reactions of large numbers of children grouped together in any school situation, interesting and at times difficult situations arise. These problems should be dealt with understandingly and intelligently by people who know the best methods of handling and solving the child's problems. These problems constantly arising in the developing personality of the child, in behavior, in adjustment to life, in health, in economic relations, all call for particular and skilled treatment.

1. Presidential Conference, White House Conference, (At White House at request of the President of the United States) Washington, D.C., January, 1940, pp. 17-18.

This does not imply that the school is not also interested in good scholarship, or in achievement comparable to the child's mental capacity. Corrections of such factors as ill health, difficulty in subject matter, the waning interest on the part of the child will aid in improving scholarship. Neither the parents nor the school want these problems of the child to continue uncorrected until the end of the term, when the child may have failed or lost ground and etched more deeply the habits which are tending to diminish his efforts in scholarship. The visiting teacher tries to prevent the child's problem from reaching this point of discouragement. She attempts to discover contributing causes, to acquaint the parent with the causes, and to plan remedial work for the child to enable him to readjust to the home, the school, and to society.

In a survey made during April, 1944, in 748 cities to determine the amount of visiting teacher services offered, diversified replies were received, but a fairly comprehensive table was made on the basis of the interpretation given these replies by the American Association of School Social Workers.¹ It will be noted that full time, half time, and quarter time persons were employed and were so designated in the accompanying form. A number of superintendents reported that while no regular visiting teacher service was maintained, many of the duties of the visiting teacher named on the questionnaire were made available through the regular staff and by voluntary cooperation.² On the whole, the data reported are

1. Education for Victory, Ruth Smalley, 1945, p. 22.

2. The Place of Visiting Teacher Services in the School Program, Bulletin 1945, No. 6, Federal Security Agency, United States Office of Education.

believed adequate in number of cities reporting, and sufficiently representative as to area, size, financial ability, etc., to provide a means of judging prevailing conditions in the United States in visiting teacher work.

Services Rendered	Number of Cities
Organized services	366
Classified by full-time equivalent of persons employed:	
1 full or part time	189
1½ to 3	25
3½ to 6	15
7 to 10	10
Above 10	17
Some service by staff other than visiting teacher	108
No services	380
Total	748

The largest number of cities, 189, report employment of one person responsible for the services. Philadelphia reported the largest staff of any single city, 392, including 90 attendance officers. New York is another city with a large staff, reporting 48 in this area. Nine cities other than the two mentioned report 20 to 30 visiting teachers on their respective staffs. 380 cities reported no services, but 17 were expecting or had planned to employ one or more visiting teachers the following year. Reports indicate that effective services are available through high-grade team work with leadership from the central administrative office.

At the present time there seems to be a wide divergence in the aims and purposes of the work as stated by trained workers

and authorities and as practiced in many cities in the United States. Howard Madd, Chairman of the Joint Committee on Methods of Preventing Juvenile Delinquency, stated:

"Useful citizenship and right living are the normal outgrowth of sound training and wholesome behavior in childhood and that the attainment of these ends is vitally affected by environmental influences and by the child's attitude toward himself, toward others, and toward the opportunities and the obstacles he may encounter."¹

The work of the visiting teacher is to help the pupil attain the maximum benefits of which he, as an individual, is capable. This comes as close as is possible to the working concept of a visiting teacher.

Analysis of Visiting Teacher Work in Selected Cities

From a study of a questionnaire sent to twenty-one cities of comparable size and with comparable problems to those of Louisville, it is interesting to note the various differences in methods of administration and services offered. This questionnaire was sent during the school year of 1945-1946. Comparisons are made from time to time in one or another phase of the work of attendance departments of the large cities of the nation. These comparisons are made, with rare exceptions, upon the assumption that the work, objectives, and organization of the departments cited are standardized, or at least uniform. Such an assumption is largely in error. The conclusions therefore are, at the best, misleading. The facts of the matter are that the objectives and underlying principles of the various departments are most varied. Any conclusions based upon a more superficial

1. Howard W. Madd, "The Purpose and Scope of Visiting Teacher Work," Joint Committee on Methods of Preventing Delinquency, p. 4. New York, 1935.

comparison of this or that phase of two or more departments is accurate only by chance.

Such a comparison listed one phase of the work in these twenty-one cities. The listings in this one phase of the work were in themselves so varied as to evidence the impossibility of an intelligent conclusion. However, with this as a starting point, the following request for information was written to each one of these cities with a purpose of making thorough studies of these departments to determine the existence of standards and their extent. The following letter was sent to the selected cities:

"This department is making a study of the activities and personnel of attendance departments. We shall appreciate your sending us information relative to the attendance department of your school system, as follows, and the latest available report of the department:

1. A list of all activities and duties.
2. The title and requirements of respective positions and number of employees in each group including office workers.
3. The number of home visits made during school year 1945-1946.
4. Is the department an independent one, i.e., directly responsible to the superintendent, or a subdivision of another department? If the latter, kindly give details.
5. Does the department work in schools other than public schools?
6. The name of the director of the department.¹

Thirteen of the cities replied more or less in detail.

The replies indicated not only the absence of standardization of the underlying principles, but also a lack of uniformity in objectives,

1. Copy of letter sent to selected cities May, 1945.

organization, and work. This conclusion was based on a careful consideration of the information afforded by the questionnaires. Some departments are still little more than truancy investigation agencies, naming their field workers "truancy officers". One department places great stress on welfare centers, which seem to be schools comparable to a school formerly operated in Louisville and called the Special School for Boys. Another department has its "officers" report to a central office every afternoon to receive the reports of absence which have come to the central office, presumably by mail or by telephone, a system found in Louisville to be wasteful of time and inefficient, and hence long since discarded. This city also stated that in its cooperative program with a university the "student is given a half size territory and ~~sinks or swims just like a full time officer.~~"

TABLE I: SPECIAL SERVICES FOR THE TREATMENT OF PROBLEM PUPILS
IN SELECTED SCHOOL SYSTEMS

Special Services other than Instruction	Cities in which Services are Indicated													
	V	A	C	E	I	J	K	M	N	R	S	T	Q*	
Medical Examinations	o	a	a	o	a	a	a	a	o	a	a	o	a**	
Dental Service	o	o	o	o	a	a	a	a	o	a	a	o	a	
Psychological Service	o	a	o	o	o	o	o	o	o	o	o	o	o	
Psychiatric Service	o	o	o	o	o	o	o	o	o	o	o	o	a	
Visiting Teacher	a	-	o	-	a	a	a	a	a	a	a	a	a	
Special Classes	o	o	o	o	a	a	a	o	o	o	o	o	o	
Behavior Problems	a	a	o	-	a	-	-	-	a	-	a	o	a	
Parental School	-	-	-	-	-	-	-	-	-	-	-	a	-	
Home Instruction	o	a	o	-	-	a	-	-	a	-	a	o	-	
Hospital Instruction	o	o	o	-	a	a	o	o	o	o	a	o	-	

* Initials identifying cities: V-Louisville, Ky; A-Cleveland, Ohio; C-Cincinnati, Ohio; E-Providence, Rhode Island; I-Minneapolis, Minnesota; J-Jersey City, New Jersey; K-Salt Lake City, Utah; M-Milwaukee, Wisconsin; N-Newark, New Jersey; R-Rochester, New York; S-San Diego, California; T-Tetroit, Michigan; Q-Qary, Illinois.

**Symbols used in table:

- Service not available

o Cared for by departments other than attendance or by outside agencies affiliated with the schools

a Cared for by the attendance department

Table I shows that Jersey City presented within itself the broadest range of services. The department in this city is equipped to make medical examinations of problem children; to furnish dental service, etc. Providence, on the other hand, cannot furnish any of these services with its pupil department, but must rely on other departments for this aid.

While the basic principle of a good personnel department should be to adjust the whole pupil to school and social living, a study of Table I shows that many cities are very weak in furnishing adequate services to fulfil this objective. The trend is toward strengthening the pupil personnel departments in all cities.

In administering the attendance or pupil personnel departments, there are four procedures used in referral of pupils to the department staff. These are by mail, by phone, by school visits of field workers, and by assignment of field workers to the school. Table II summarizes the procedures used in the thirteen cities who responded to the questionnaire.

TABLE II: PROCEDURES IN REFERRING PUPILS TO THE ATTENDANCE STAFF IN THE SELECTED CITIES

Procedure	Cities in which Services are Indicated												
	Y	A	R	C	I	J	K	H	N	P	T	O	C*
Pupils referred by mail		X					X	X					X**
Pupils referred by telephone										X			
School visits of field worker			X			X			X	X		X	
Assignment of field worker to school		X		X	X				X				

* Symbolism as in Table I on page 27.

** X indicates the procedure followed by all schools of this city.

Y indicates the procedure followed by certain schools of the city.

From a summary of the reports submitted by the thirteen cities used in Table II, it appeared that, in general, pupils are referred by mail or by telephone in cities where the case work is heavy, while attendance workers are assigned to school faculties where the load is lightest. This suggests that the former method, referral of pupil by phone or mail, may be an expedient only, while the latter procedure may be followed when the load permits. In Louisville it is felt that the best policy is the assignment of the visiting teacher to the faculty of the school in which she is to do her work.

TABLE III: TYPES OF SERVICES RENDERED BY THE ATTENDANCE DEPARTMENTS IN THE SELECTED CITIES

Services	Cities in which Services are Indicated												
	Y	A	G	R	O	I	J	K	M	N	P	S	T*
Caring for absentees	X	X	X	X	X	X	X	X	X	X	X	X	X**
Caring for educationally maladjusted children	X	X	-	-	X	X	X	X	-	-	-	X	X
Caring for socially maladjusted children	X	X	-	X	X	X	X	X	-	X	-	X	X
Caring for suspended pupils	X	X	-	-	X	X	X	X	-	X	-	X	-

* See code identifying cities used in Table I on page 27.

** Symbols used in table:

X - Pupils may be referred to the attendance department at discretion of principal

Y - Pupils must be referred to the attendance department under certain conditions

Z - Pupils must be referred to the attendance department at all times

Table III shows that every city answering the questionnaire cared for the absentee, but the socially maladjusted child was given special care in only 77% of the cities, and the educationally

maladjusted child in just 62% of the cities. The child who has been suspended and who, in all likelihood, presents many maladjustment problems, is referred to the attendance department at the discretion of the principal in 44% of the cities, and in only two of the cities is it mandatory that they be referred to the attendance department.

To acquaint himself with the maladjusted pupil and to alleviate much of the trial and error usually found in effecting an adjustment of this pupil with a problem, the field worker must have an opportunity of working with him in and about school. Table IV shows what opportunities are open to the visiting teachers in the selected cities. Since such a great emphasis is placed on coordinating the educational and social programs and of solving the problem of the unadjusted child in relation to his entire self, it is hoped that greater emphasis will be put on the child and his school environment than is shown in the following table.

TABLE IV: OPPORTUNITIES OPEN TO VISITING TEACHERS IN THE SELECTED CITIES FOR KNOWING THE PUPIL IN THE SCHOOL ENVIRONMENT

Services	Cities in which services are indicated												
	V	A	C	E	G	I	J	K	N	H	R	S	T*
Conference with pupils and teachers	X	X	X	X	X	X	X	X	X	X	X	X	X
Observation of pupils about the school	X				X	X	X	X		Y			
Observation in the classroom	X					X	Y	Y					
Use of special information form	X	X	X	X	X	X	X	X	X	X	X	X	X
Individual pupil teacher conference	X		X	X	X	X	X	X	X	X	X		X

* See code identifying cities used in Table I on page 27.

** Symbols used in tables:

X identifies the cities in which this is a prevailing practice

Y identifies the cities in which this is a practice in some schools

A study of the replies to this questionnaire would indicate the absence of standardization. The conclusions drawn from a study of the results of the questionnaire are:

1. That the transition from the "truant" office to a modern personnel department is still in process in this nation.
2. That there are three general classifications of the work:
 - A. The truant investigation group
 - B. The wider attendance field
 - C. The still more comprehensive program of pupil personnel work.
3. That the placing of any city (although even this broad classification can be made only roughly) in one of these groups can be done only by determining both its own needs and its place in the process of development.

It is well at this point to consider briefly these three groups. The field of work of the first is fairly definitely indicated by the connotation of its title word, "truant". i.e., the child who innocently (unlawfully) is absent from school with or without the knowledge of its parents. The department which has this concept for its program, or as the keynote, is limiting its operations to a very small part of the field. True, it is a field which must be covered, but it is one which the application of intelligent effort tends to limit.

Summary

The visiting teacher movement started in the year of 1906-1907 in three cities, New York City, Boston, and Hartford, Connecticut. It developed rapidly during the period from 1913 to 1921, when boards of education in various parts of the country

began to adopt visiting teacher service.

The underlying cause for this movement was the need to find some method whereby the home and community situation could be investigated and studied in order better to adjust the individual pupil to the school so that he can obtain from this educational opportunity benefits according to his capacity to learn.

The passing of the compulsory attendance laws stimulated the visiting teacher movement because expanded and compulsory attendance created more problems in pupil and school adjustment. Many of the factors creating the maladjustment of the pupil in the school originate in the home and the community. The school felt a need to know the factors underlying this maladjustment in order that better pupil-school relationships could be attained.

There is a wide divergence in departmental organization within the visiting teacher departments of cities comparable in size to Louisville. The chief objective in the various cities is primarily the same; namely, to make possible through an adequate and sympathetic understanding of home and community background the optimum adjustment of the individual pupil to the school situation.

CHAPTER III

BACKGROUND OF THE VISITING TEACHER MOVEMENT IN THE CITY OF LOUISVILLE

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BACKGROUND OF THE VISITING TEACHER MOVEMENT
IN THE CITY OF LOUISVILLE

Louisville is located just eighty-three miles southeast of the exact center of the population of the United States. The population of the metropolitan area is approximately 400,000 persons, 97% of whom are American born. Today among the larger cities of the United States Louisville stands second in per capita value of its manufactures.

Industries, many of which are tobacco industries, have changed this former frontier village to a manufacturing center, and have attracted to it a high type of industrial worker. In addition to these workers, the city receives a considerable number of migrants from the rural areas of Kentucky, particularly from the eastern mountain section and the poorer agricultural areas of the state. This group creates a social and an economic problem which the school, organized charity, and the welfare agencies are forced to recognize. Approximately 70% of the pupil personnel problems come from these indigent, migratory families. With them the visiting teachers do most of their intensive work.¹

Such a community as ours demands good schools and rightly so. The public sentiment of Louisville is reflected in its Board

1. Records of the Attendance Department, Louisville Public Schools, Central Office, Fifth and Hill, Louisville, Ky. Information was obtained from questionnaire sent to visiting teachers relative to problem children in their care, October, 1941.

of Education, composed of five members elected from the city at large without regard to party affiliations. This board is conspicuous for the high caliber of its members, their devotion to the best interests of the children, and their freedom from party control.

The Public School System of Louisville, Kentucky

The Louisville Public School System includes seven senior high schools, one of which is Athens Trade School; ten junior high schools; and sixty-two elementary schools. This organization changes with the school requirements. There are several ungraded¹ classes for slow learners in the elementary schools, and an ungraded class for patients at the Kosair Hospital for Crippled Children. In addition, there are three home teachers who teach the physically handicapped child, and two classes in elementary schools for children with defective vision. In 1945 three classes were established in one of the elementary schools for the deaf and the hard of hearing child. All of these classes have the services of the visiting teachers and the attendance officers. With the increase in population in Louisville have come these variations in the types of schools maintained.

Beginning of the Visiting Teacher Department

in Louisville

The Attendance Department was organized about 1908 in the Louisville Public Schools under the authority of the Compulsory School Attendance Law of Kentucky. The law had become effective shortly before that date. In 1909-1910, there were employed seven truant officers. This title was changed in 1913 to Attendance Offi-

¹NOTE: A further change came in 1925, when the title was changed to I. Location and description of ungraded classes are given detailed consideration later in the thesis.

Supervisors of Attendance, and women were added to the staff. The personnel had increased from a minimum of five in 1916 to a maximum of eleven in 1925, fluctuating most of the time at six or seven. The change in title is significant only as it indicates the trend in the treatment of the problem of attendance, and fore-shadowed the development of the department into that of its present pupil status. This was further evidenced by the addition of women to the staff, several of whom had college degrees, and some of whom had teaching experience.

The first major development in the transition came with the employment definitely of thirteen visiting teachers in 1926. These visiting teachers continued to deal with the problem of irregular school attendance as they do today, but they dealt with it, and do today, not from the standpoint of the violation of the law, but as the manifestation of some maladjustment in the life and relationship of the pupil to his school experience. The department was increased to eighteen white and three colored visiting teachers in 1929, which number was maintained for the next year. However, the demands of the depression caused a decrease in the budget which was reflected throughout the entire school system. The Visiting Teacher Department experienced a decrease to a personnel of fifteen white and one colored visiting teachers. The effect of the decrease was immediately felt in the pupil-personnel relationship throughout the schools, and due to the great and insistent demand of the principals, the cut was eliminated over a period of years until a maximum of twenty-seven visiting teachers was reached in 1936. Meanwhile, the attendance officers were cut from three to two. In 1943 another de-

crease became effective. Unlike the first decrease, it was gradual over a period of years until a minimum of twenty visiting teachers was reached.

The careful study of the attendance in the public schools was made for the three years before and after this decrease. It was found that the decrease in attendance in every school but one was in direct proportion to the decrease in the visiting teacher service rendered in the schools. The situation was getting progressively worse. When this fact was presented to the Board of Education,¹ they immediately instructed an increase in the visiting teacher service to thirty-one, and in the attendance officers to three. The results of this increase have been definitely established. In 1940-1941, the absence in the white elementary schools was 11.6%.² In 1946-1947, the latest figures available show that the absence was 8.3%. In the junior high schools in 1940-1941, the absence was 9.9%. In 1946-1947, the absence was 7.8%. In the colored elementary schools the absence was 12.3% in 1940-1941. In 1946-1947, the absence was 8.8%. In the junior high schools the absence was 13.6% in 1940-1941. In 1946-1947, the absence was 9%.³

The visiting teacher service has now grown to a broad pupil-personnel relationship throughout the elementary and junior high schools, and is beginning to spread to the senior high schools.

1. Minutes of the Board of Education, September, 1940, p. 2

2. On a basis of 10% for perfect attendance

3. Information obtained from document files in the Attendance Department, Board of Education.

Every phase of the pupil's personal relationships is dealt with by the visiting teacher. Especially has been developed in the last two years the Conference Program of children in the junior high schools, and in elementary schools down to the fourth grade.¹ Particular emphasis is placed in the conference upon capturing the efforts of the child as a definite force in his school relationships. The effectiveness of this effort is being demonstrated particularly in the attendance of the junior high schools.

1. This program will be dealt with at length in a subsequent chapter.

CHAPTER IV

VISITING TEACHER WORK IN LOUISVILLE, KENTUCKY

CHAPTER IV

VISITING TEACHER WORK IN LOUISVILLE, KENTUCKY

Administration of the Visiting Teacher-Attendance Department

Duties of the Director

The administration of the visiting teacher department has been delegated by the Superintendent of Schools to a Director, who serves under the title of Director of Attendance and Census. His work is both executive and educational-executive in that he plans the policies and the program of his department; determines the basis of assignment of the visiting teachers; confers with the Superintendent in the formation of policies. The educational phase is represented by his contacts with parents, social workers, teachers, and principals. He is also included in the teaching staff of the University of Louisville, where he has given a class in pupil personnel. Under his supervision studies are made from time to time of subjects pertinent to the betterment of the service.¹ Upon request he addresses various gatherings and in his files are found numerous writings covering all phases of visiting teacher work as it applies to the movement generally and specifically. All meetings with the group are called by the Director. These meetings are not held at regular times, but only at such times as business of an important nature occurs. The responsibility of the selection of the members of the department rests with the Director, who sends to the

1. Many of these studies are on file in the Attendance Department, Louisville Public Schools, Board of Education, Fifth and Hill, Louisville, Kentucky.

superintendent recommendations subject to his approval. The present Director received his early education in the Louisville Public Schools and completed his education at Centre College, Danville, Kentucky, with degrees of Bachelor in Science, Master in Science, and a degree in law.

Visits to schools are a part of his daily schedule. On such occasions he confers with the principals, discusses specific cases, and often accompanies the visiting teacher on her rounds. The amount of supervision given to a visiting teacher depends on her training and experience. The afternoons are spent in the central office, where consultation with members of the staff, principals, parents, and social workers are held. Whether in his office or in the schools, the Director is accessible to the entire staff by telephone.

The following outline will give a picture of the general function and techniques employed by the Director of the Visiting Teacher Department:

Function - development of workers to maximum efficiency

Evaluation of workers

- a. Reports of principals
- b. Reactions of parents
- c. Number of pupils returned to school
- d. Percent of attendance (least desirable, but quickest)

Techniques of supervisor

- a. Departmental meetings
- b. Direction of professional study
 - Reports on periodicals
 - Reports on advanced practices
 - Courses, lectures, other literature
- c. Individual conferences
- d. Field work
- e. Supervising the beginning workers
- f. Research

All personnel are located at the Board of Education, Fifth and Hill, Louisville, Kentucky. The following chart illustrates the organization of the department:

Organization of the Visiting Teacher Department

The Visiting Teacher Department is a part of the Attendance Department, and is supervised by the Director of Attendance. The schedule is planned by him, but the day's program is worked out by the principal and the visiting teacher, thereby keeping her close to the problems of the classroom and effecting adjustments as the problems arise. The staff is composed of twenty-six white visiting teachers, six colored visiting teachers, three white attendance officers, and one colored attendance officer.¹ There are two full time stenographers and at rush times a part-time stenographer is available from the Census Bureau.

The basis on which the visiting teacher's schedule is

1. A chart showing distribution of the service will be found in succeeding pages.

made depends on the type of district which she serves. Where the problems are fewer, the service is, of course, not so necessary, and in districts of this kind the visiting teacher probably calls one day a week and is subject to call when her services are required. The service is concentrated in the elementary and junior high schools, as it is here that preventive work is done. The three visiting teachers assigned to the non-public schools do census work mainly.

The Visiting Teacher Department occupies several rooms on the ground floor of the Administration Building of the Board of Education. One room is devoted to the census exclusively. All records pertaining to the Department are kept on file in the section occupied by the Director. From this office employment certificates are issued.

The records used by the visiting teacher in the Louisville Schools have been developed from forms required by the State Department of Education but adapted to the particular needs of the Louisville Schools. A daily Calendar Card¹ is the form most frequently used by the visiting teacher. There is a card for each pupil in the school. This card is sent to the school office early in the morning and shows the attendance to date of the pupil in question. On this Calendar Card the visiting teacher records all action taken and visits made to the home. The cards are returned to the classroom teacher as promptly as possible. When a case requires discussion with the principal or the teacher, a notation is made on the Calendar Card.

A Monthly State Report of Attendance² and Absence Distribution³ for the individual classroom and school are filed with the

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1. See Appendix B, form 9.
 2. See Appendix B, form 13
 3. See Appendix B, form 1

Director at the close of each school month. This distribution of absences and the causes are then discussed with the visiting teacher by the Director of the Department, who makes suggestions that he feels will improve her service to the pupils and to the school which she serves.

The visiting teacher gives to the school an Absence Control Sheet¹ for each grade. This report shows the number of absences in that grade for the month and the causes when the visiting teacher has been able to determine causes. These sheets are used by the school principals in keeping the classroom teacher informed of the frequency and the cause of absences within his particular school.

The visiting teacher sends monthly and yearly to the Department a Summary of Work² and a Summary of Aid and Relief³ given to the pupils in her district. The yearly report summarizes all the work of that visiting teacher for the period. Forms are supplied by the Visiting Teacher Department and Department of Education at Frankfort for recording this information. The state forms are sent to the local Attendance Department at the conclusion of each month. These are compiled at this office and sent annually to the State Department of Education. The relief and aid is kept on an annual form for the local office.

The days of work are nominally the same for the visiting teacher as for the classroom teacher; however, the visiting teacher

1. See Appendix B, form 2

2. See Appendix B, form 5

3. See Appendix B, form 8

must of necessity make calls on Saturdays and Sundays or at night to accommodate those parents who can arrange no other satisfactory time to meet her. Part of her time is spent in conference with directors of settlement houses, in attendance at church functions, weddings, christenings, and social functions. Through attendance at these occasions the visiting teacher brings the school closer to its patrons through her contact with them in a manner wholly outside the school.

Typical Day of a Visiting Teacher

School office routine:

Discussed with principal results of previous day's assignments.

Office interviews:

Two tardy cases
Inspected two cases of absences
OK'd return of four contagion cases
Sent child home with condition resembling ringworm
Talked with mother who wanted advice on proceeding against husband who was failing to provide

Visited first grade class by invitation to stimulate interest in "Coming to School Clean" campaign.

Called to second grade room at request of teacher, who was remorseful over disciplining a child who has since been permanently discharged for a serious nervous disorder. She wanted a history of the case and assurance that she was in no way to blame.

Grouped the pre-school clinic candidates according to neighborhoods for the parents who have volunteered to visit.

Wrote to visiting teacher at Salisbury School relative to school book taken by a discharged pupil.

Passed on two requests for lunch and answered notes from parents on the subject.

Checked on daily attendance from calendar cards.

Arranged visiting schedule.

Field Work:

Went to Portland Health Clinic, where five children with parents were waiting.

Attended funeral of infant child of a former pupil of Roosevelt School.

Made purchases at neighborhood store for pauper kindergarten child with money provided by teacher.

Three visits to announce expiration of exclusion period for contagion.

One behavior call.

One scholarship interview.

Visited two children in one home who were waiting for the clothes that the Municipal Bureau had informed the mother the school would provide.

Two attendance calls occasioned by illness and poverty.

Visited Social Service at General Hospital to read record of child sent out this morning with skin condition.

Called on mother to tell her that child could re-enter but must be taken to clinic regularly.

Five social visits.

Probable Results:

Behavior case: A relative promises to find employment for child, as they realize he is incapable of further learning.

Contagion cases will return.

Poverty cases can be worked out satisfactorily by parents now that they know that the school will not provide.

Health cases: Responsibility is on the parents, who have been put in contact with the proper corrective agency, or who have been informed by doctor at clinic.

Results from social visits are not determined until a definite problem arises.

Time Distribution:

School office-----	2 hours
Clinic-----	1 hour
General Hospital-----	Half hour
Funeral-----	Half hour
Average time per call-----	20 minutes
Central Office-----	Half hour

Assignment of Work

The private and church schools are served by three visiting teachers who have in their charge fifty-seven denominational schools and three private schools. A limited amount of visiting teacher work is done in the church schools, with the emphasis on child accounting or the census. These visiting teachers, while following a visiting schedule, will deviate from their schedule to handle an emergency in any of their assigned schools. The procedure is identical with that used in the public schools. Following is a schedule of the visiting teachers in the Louisville Public Schools for 1947-1948. It will be noted that the total enrollment varies with the individual visiting teacher, but that contingency is taken care of by number of schools and amount of time given to various schools under her care. In a congested area facility in contacting the children and their families makes for a more adjustable situation. Each district is a challenge in its own right, with every visiting teacher finding a multitude of problems involving all the individual resources she can muster and also the resources provided by all coordinating agencies, private and public.

Schedule of Visiting Teachers for 1947-1948

Visiting Teacher	Number Schools	Total Enrollment	School Schedule	Remarks
Bachman	5	1574	1 daily	All schools are in substantial residential areas.
Becker	2	680 regular 21 ungraded	2 daily	Downtown tenement area where numerous and varied problems are prevalent
Bickel	1	772	Daily	School is in an economically sound district. One section tends to delinquent type, but the school draws only slightly from this section. The district is very large area.
Bolton	1	1384	Daily	School is in thickly populated section of the city. The personnel includes all types, and is a challenge to any visiting teacher.
Braun	2	628	2 daily	Both schools are in poor residential districts. In time of depression this group is hit first and with great severity. Many Juvenile Court cases in this area.
Clegg	1	340 regular 90 ungraded	Daily	One of the poorest sections in the city. There are about an equal number of rural and urban families. Large numbers live in alleys. There is a small group of creditable citizens, limited in resources especially during depression years.
Cornell	1	803	Daily	For the most part this district is economically sound, but there are some poor areas.
Corrigan	1	846	Daily	This area is the small bungalow and cottage type. In times of economic stress problems arise.
Davis	3	1143	1 on one day-2 on four days	These schools are in the small home neighborhood. All feel keenly periods of slack employment. Substantial families presenting few problems.
Egner	3	1652	1 on one day-2 on four days	Both industrial and residential. Families, in the main, are substantial and fairly prosperous.

Visiting Teacher	Number Schools	Total Enrollment	School Schedule	Remarks
Gruef	5	1800	1 daily	Two of these schools are in the smaller home section affected by adverse economic conditions. The others are in the best residential sections of the city.
Karthman	1	877	Daily	This is an industrial district on the outskirts of the city. There is much poverty, even in better times, ignorance, and no little delinquency. Some of the families are rural.
Knoch	3	1047	1-1 day 2-4 days	One school lies in a splendid neighborhood from every standpoint. The other two are in an industrial area tenanted by unskilled labor for the most part.
Lee	3	829	1-1 day 2-4 days	There is a predominance of poverty and ignorance in this location.
Lowman	2	1012	1-6 days 1-1 day	Both schools are situated in the best residential districts of the city. It contains the wealthiest homes in the city.
Peak	3	1129	1-1 day 2-4 days	One school is in the cottage area, while the other two are rooming house districts. The latter presents many problems.
Reith	3	847	Daily	Poor residential section and a house unit group. There are problems of poverty and delinquency.
Sourrier	1	673	Daily	Draws from every type family. Problems are numerous.
Terrill	1	200	Daily	Draws from every type family. Presents many problems.
Vanderdale	3	1013	1-1 day 2-4 days	A part of this territory is mixed white and colored. Many problems exist. The rest of district is industrial with scattered cottages and run-down larger houses.
White	2	932	1-1 day 1 daily	Both schools are in our best residential districts. They present only occasional problems.
Witt	2	775	Daily	Oldest residential district of city. Much distress in time of depression. Many rooming houses and boarding houses.
Cummins	Non-Public		Each Visited weekly	Work is primarily census, but there is an increasing amount of pupil personnel.

Revised

Negro Visiting Teacher Schedule

Visiting Teacher	Number Schools	Total Enrollment	School Schedule	Remarks
Dawson	6	1152	1-2 days- Others part of day.	Poorer colored section. Many problems are present. Housing is the cause of much distress in this part of the city.
McMillen	3	949	Each school daily	All of these schools share in the many problems which are the common property of the negro population of a city the size of Louisville.
Perry	2	1302	Each school daily	These schools carry the least poverty and problems of all the colored schools. The patrons are in the highest economic bracket.
Sawals	1	1377	Daily	This school also serves the higher type colored family.
Sisael	3	420	Each daily	Small cottage neighborhoods with a maximum of problems.
Weaver	3	1150	Each daily	The children attending these three schools come from every type of family the colored population possesses. They represent every level.

It is seen with a study of the foregoing schedule that each visiting teacher has a diversified schedule and also that the city is adequately provided with visiting teacher service. An emergency in a district will vary the daily schedule temporarily.

Work of the Visiting Teacher

To be an effective worker the visiting teacher must have a thorough knowledge of her position and function within the school system. The work of the visiting teacher is best described by Margaret Knox:

"Who is the visiting teacher? She is a teacher who has, in addition to her other qualifications, a knowledge of psychology and psychiatry and mental and physical hygiene. She also understands social work, so that she is acquainted with every agency that can be brought into action to help the problem child. She has no class and is therefore free to visit the homes, to help the parents and the teachers with different cases. She can adjust her time so as to go in the evening or on Saturday afternoon when the father is at home or during the school hours when the child is not present to hear himself discussed. She visits the home and talks over with the parent the child's habits, health, recreation, and playmates, and his reaction to the home and school. The parent and the visiting teacher give each other help in planning an adjustment for the child. The busy parent who is engaged in business or in a profession is glad to take advantage of this help. The home is made better through the visiting teacher's knowledge of methods of adjusting the exceptional child, and the parents become better acquainted with the modern school. The classroom teacher in turn is made acquainted with the personal problems of the child, and thus there is built up a unity of endeavor in helping the child to solve his problems and to adjust himself to school and life."¹

The person who is to be trained as a pupil personnel worker must have a personality adapted to the peculiar task. Judgment and a broad human sympathy for people in trouble are essential.

1. Margaret Knox, "The School, The Maladjusted Child, and the Visiting Teacher"- Elementary School Journal, XXVIII November, 1927, p. 176-177

Specialized academic training in psychology seems to be helpful if the beginning visiting teacher uses its principles as a guide. Since her work is in two fields, education and social work, it seems necessary that she have professional experience and training in both these fields. Jane F. Gilbert, in her book, The Visiting Teacher at Work, has this to say:

"Since her work is primarily preventive, experience in the elementary grades is the most valuable, although teaching in secondary schools is desirable for anyone who contemplates visiting teacher work with high school students."¹

The person who is to be trained as a pupil personnel worker must have a personality adapted to the peculiar task. Judgment and a broad human sympathy for people in trouble are essential. The visiting teacher must be flexible enough to adapt her solutions to the individual problems, not to the accepted form of a "book solution".

In the treatment of this problem of regular school attendance the main avenue of approach is through education in the home by showing the parents the importance of regular school attendance in the past and present school life of the individual child. The right of the child to receive the full amount of educational opportunity must be stressed. Unlettered or poorly trained parents must be encouraged by a slow educative process to appreciate fully the value of an adequate education for their child, especially when considered in the light of the present day strain of unrelenting competition. Complete information of the educational opportunities

1. Jane F. Gilbert, The Visiting Teacher at Work, The Commonwealth Fund of Publications, New York, 1930, p. 140.

in the city for the children must be possessed by the visiting teacher to enable her to make recommendations for special placements and to give the parents requested information about special opportunities.*

The visiting teacher makes her first approach by explaining her position in the school and by assuming the willingness of the parent to help in making possible a good school adjustment for the child. If necessary, an effort must be made to stimulate into action the slothful parent. A true and convincing picture of the school, its aim and purpose, its attitude toward the child, and its ambition for the child must be given in the home. There should follow for the parents an interpretation of the school problems of the child in the light of known facts about the home.**

Quick discernment must disclose the lack in the home of essentials or of the presence of illness which affects the attendance or adjustment of the pupil. A tactful and sympathetic approach must be made to assist the parent to fend against these conditions or to remove them in case they are already present. The visiting teacher needs to have complete knowledge of the many agencies in the city rendering help to families in need and the procedure for placing the family in contact with the agency quickly, easily, and effectively. The careless, indifferent, or even defiant parent, who responds to no friendly stimuli, should be ascertained promptly

* Placements are based on Intelligence and Achievement tests given by the Bureau of Research, Board of Education, Administration Building, Fifth and Hill, Louisville, Kentucky.

** This is the practice used successfully by the Attendance Department of the Louisville Public Schools over a period of years.

and necessary legal action taken.

Salary Schedule

The salary schedule is the same as that of the classroom teacher with like experience and training. When a teacher is transferred from classroom duty to the visiting teacher department, she retains her salary and in addition receives \$100 a year for car maintenance and depreciation; gasoline and oil needs are supplied for traveling throughout the city. The salary range is from a minimum of \$2,000 for those visiting teachers who do not have a degree to a maximum of \$4,800 for those who have obtained their Master's Degree. Most of the visiting teachers of the Louisville Public Schools were former classroom teachers of proved ability who have been particularly successful in dealing with children, parents, and the public.

Personal Characteristics of the Visiting Teacher

Chief among the characteristics of a successful visiting teacher as observed personally and judged by standards set up in the Attendance Department of the Louisville Public Schools and by reading are:

1. Leadership, tact, sympathy, poise.
2. Ability to represent the school favorably to the public.
3. Perseverance and tolerance.
4. Care and insight in analyzing facts and in working out solutions in the light of this analysis.
5. Ability to understand both the school and the home point of view and the personality to present the home with the school viewpoint without antagonism.
6. The teacher's understanding knowledge and classroom experience to help the home understand the position of the teacher and principal.¹

1. Jane Culbert, The Visiting Teacher at Work, pp. 119, 143, 144.

There is one logical place to look for a person having these characteristics---the classroom. Hence prospective staff replacements have been selected from teachers having successful classroom experience and background. Twenty-four of the thirty-one visiting teachers have college degrees; three have nearly completed their full four-year courses leading toward the Bachelor of Arts in education; the remainder hold the early certificates which allowed one to teach after two years of college or normal work. Of the three full time white attendance officers, two have been practicing attorneys, and the third a classroom teacher with additional academic work in pupil personnel and child guidance. The other two are part time students at the Baptist Theological Seminary in Louisville, Kentucky. The full time negro attendance officer is a graduate of Central High School in Louisville and has had eighteen years of experience in attendance work.

Value of the Visiting Teacher Service to the Schools of Louisville

There are two sources of evaluation of the visiting teacher service in the Louisville Public Schools. One measure of effectiveness is the estimate of the principals. Annually the Director of the Department requires of the principals their evaluation of the service as a whole and of the work of the particular visiting teacher assigned to a respective school district. The commendation is practically unanimous. Occasionally constructive suggestions are made to improve the use of the visiting teacher's time within the school; as yet there has never been criticism of the system as a whole or of an individual visiting teacher. The greatest demand is for more time and service allotment. Following are several

letters received by the Director of the Department:¹

"Complying with your request some time ago for a report on the visiting teacher service and its effect in our school, I am happy to be able to make a very definite statement as to the value of this service to us.

Our visiting teacher has succeeded in establishing a most pleasant relationship with our patrons. They respect and admire her and make an effort to please her as to school attendance. They come to her for help with personal problems with a feeling that whenever it lies within her power to give advice and aid she will not fail them. When a school such as ours, with all of the handicapping conditions that our people must encounter, maintains an attendance of 95.8% of its enrollment for the year, a type of service has been rendered which is deserving of the highest praise. There have been many difficult problems to solve in order to secure the above result. Economic, physical, and social problems are numerous. Our visiting teacher has developed a technique in dealing with these people and with their problems that has resulted in quite happy solutions many times.

To me she is invaluable. Whenever it is necessary to establish contacts with the home, she succeeds in getting parents into my office, with the result that difficulties and misunderstandings are smoothed out, cooperation is secured, and improvement in the classroom is very often noted.

May I take this opportunity to thank you for the excellent department, evidenced by our visiting teacher, that you have built up, and to express my appreciation to you for the assignment of our visiting teacher for service in our school. The continued personal contact between the home and school which is made possible through the work of this department is a distinct asset to the school, the community, and to the individual.

Very truly yours,

Principal _____ School"

"I had a call from your office on Friday, March 22, in regard to a letter sent out by you for a rating of the visiting teacher. This letter has never been received in my office, which accounts for the delay.

I consider the visiting teacher not only an asset, but a necessity for a junior high school. Our guidance program and health program function as it would not be possible to have

1. These letters are on file in the Attendance Department, Board of Education, Fifth and Hill, Louisville, Kentucky.

them do, did we not have a visiting teacher in the school. I feel that we are particularly fortunate in having Miss _____ here, and my rating of her would be "Number One".

Yours very truly,

Principal _____ School

"In recognition of your kindness and insight in granting us a full time visiting teacher, I am sending you the enclosed data, which is indicative of the remedial work which has been accomplished.

The outstanding factors are the fine personality of Miss _____ which wins the confidence of our people and her keen judgment which overcomes erratic beliefs, etc.

The Health Department has been generous in its work for our vicinity, and we have a very efficient school nurse, but due to ignorance, incompetence, varied narrow religious beliefs, etc., we have many problems which can only be solved under the supervision of the principal and the visiting teacher, who know and understand the child and his home conditions and can effect change in adult attitudes.

In outline is the contribution of our visiting teacher:

- I. Home visits to secure health corrections-73
 - a. Tonellecstomies-14
 - b. Not corrected but promised for summer-19
 - c. Suspected tuberculosis-9 cases
 - d. Heart cases-4 (all under treatment)
 - e. Eye corrections-14 (3 cases trachoma, 1 still excluded for treatment)
- II. Dental Clinics - Supervision to secure cooperation of child with dentist.
 - a. 12 taken to Marshall Clinic¹
 - b. 107 corrected at Lowell Clinic²
- III. Medical Clinic - 26 visits
- IV. Aid to morning inspection - 2,260 cases
 - a. Itch (486 days attendance lost by 26 children)
 - b. Impetigo (little absence)
- V. Scholarship problems - 108 visits
- VI. Non-enrollments - 15 visits

1. Located at Marshall School, Seventh and Shipp, Louisville, Ky.

2. Located at Lowell School, 4801 Crittenden Drive, Louisville, Ky.

VII. Census calls - 229

VIII. Behavior problems - 40 visits

IX. Attendance - 2270 visits

X. Legal - Court notices served by attendance officer on advice of visiting teacher - 31

XI. Welfare - 48 children supplied with clothing from Family Service Organization.
43 children supplied with clothing donated.

XII. Conferences with Juvenile Court, Children's Bureau, and Family Service Organization - 19

XIII. Referred Cases - 9 to Bureau of Research
2 to Mental Hygiene Clinic

The cooperation of the faculty members, the visiting teacher, and the health department has undoubtedly justified the following:

1. Doctor _____ says the health department is proud of the advance the Lowell School¹ has made in reference to impetigo---the best of "outlying schools".
2. Mr. _____ of Juvenile Court says that Highland Park,² as the result of the survey, shows the greatest decrease in delinquency. Two years ago it was at the "peak" in delinquency.

Trusting you agree with me that our full time plan has justified itself, and again thanking you for your ever kind consideration of our problems, I am

Yours very truly,

Principal _____ School¹

Statistical Evaluation of Visiting Teacher Service

The second evaluation is effectively told with statistics. It is a quantitative analysis based on attendance percentages before the decrease in number of visiting teachers from twenty-two to fifteen during the school year 1937-1938 and the results of this decrease felt during 1941-1942. This analysis was made of figures obtained on absence in the white elementary and junior high schools.

1. Lowell School is at 4501 Crittenden Drive, Louisville, Kentucky.
2. Highland Park is outlying district in southern part of Louisville.

TABLE VI: QUANTITATIVE ANALYSIS OF ATTENDANCE PERCENTAGES FROM 1938-1939 TO 1941-1942. SERVICES OUT IN 1939-1940.

- A. Percentage of absence for three years before and for three years after cut: (In following tables E - Elementary Schools; JE- Junior High Schools)**

	Before			After		
	36-38	37-38	38-39	39-40	40-41	41-42
E.	7.8	8.9	7.8	9.1	11.6	10.1
J.E.	7.4	7.1	7.3	8.4	9.9	9.6

Note: 1936-37 was the year of the flood and therefore is not used.

- B. Total absence for each three-year period:**

	Before		After	
	No. days absence	Percentage	No. days absence	Percentage
E.	747,880	7.8	939,702	10.3
J.E.	353,890	7.8	451,750	9.3

- C. Increase in absence during second three-year period:**

	Increased No. Days Absence	Percentage of Absence
E.	192,122	25.8
J.E.	198,160	57.7

- D. Number of schools with absence of 10% plus per year in each three-year period, before and after cut:**

	Before	After
E.	20	24
J.E.	3	3

- E. The "total days membership" is the operating time of a school plant. It is the number of days all pupils are members of school, i.e., from the day the pupil enters till he legally leaves or till the end of the school term. Total days absence is self-explanatory.**

	Elementary	Junior High
Total days membership 41-42	3,388,876	1,500,826
Total days absence 41-42	307,652	151,151
Total days absence 36-38	281,763	106,140
Increase	26,889	45,141
Percentage of increase	9.5	42.5

Table V-A is self-explanatory, with absence percentages taken from yearly reports of the designated years.

Table V-B shows number of days absence and percentages during the same periods. The number of days absence represents the aggregate number of days lost by all pupils in the elementary and junior high schools during that period. The percentage is based on number of possible days attendance and actual number of days present.

Table V-C: Increased number of days absence was obtained from Table V-B by subtracting number of days absence before out from number of days absence after out.

Table V-D: A school having an absence of 10% plus has an attendance figure of 90% or less. Before the out there were twenty elementary schools and three junior high schools in this grouping, and after we find the number has grown to fifty-four and eight, respectively.

Table V-E: Economic conditions may have had a part in these conclusions, but the school, with the help of organization, private and public, anticipates to a great extent the needs of the school child and feels that absence is kept at a minimum from that standpoint.

Summary

The administration of the Department of Attendance and Census in the Louisville Public Schools, in which is found the division of visiting teachers, is under the direction of a director appointed by the superintendent of schools.

The visiting teachers in the Louisville schools are

selected from classroom teachers who show promise of being able adequately to handle the specialized work which a visiting teacher is called upon to do. These teachers are well qualified both in personal and professional attributes necessary for the position.

The records used by the visiting teacher division of the Department of Attendance and Census are an outgrowth of the forms required by the State Department of Education adapted to the particular needs of the Louisville schools.

The home plays an important part in the control of irregular attendance. The visiting teacher finds that much of her work lies with and through the home. Help in meeting problems within the home leads to an improved adjustment of the child in the school situation.

An evaluation of the visiting teacher service made by school principals throughout the city attests to the importance of this work in maintaining satisfactory attendance and in establishing rapport between the patrons and schools. A further evaluation of the service is found in a statistical report based on attendance data before and after a decrease in the number of visiting teachers during a certain period.

CHAPTER V

MAJOR FIELDS OF VISITING TEACHER WORK

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MAJOR FIELDS OF VISITING TEACHER WORK

Four divisions in the work of the visiting teacher are:

1. attendance, 2. pupil personnel service, 3. poverty, and
4. the family and its study. In almost every case one or more of these factors contribute to the adjustment problem. To be successful in her work the visiting teacher needs a thorough understanding of these four fields. She will find that correct decisions in individual cases are made more quickly and effectively than would be possible with only a sketchy knowledge of the sociological factors involved.

Attendance

The visiting teacher department of the Louisville Public Schools recognizes that regular school attendance is an important part of the basis for the best individual school work. The absent pupil not only has a personal loss, but upon his return to school is a retarding influence to the progress of the children who have not been absent. He demands more than his share of the teacher's time. Absence is recognized as the most common cause of failure necessitating repetition of the semester's work.¹ An attendance department of a school system which is alert to its responsibilities seeks to solve this problem of absence. Upon the visiting teacher

1. Records of the Attendance Department. Records of Visits and Analysis of Failure Causes, City of Louisville Public Schools, Louisville, Kentucky. Permanent files. Study was made by a committee of visiting teachers selected by the Director of the Department.

depends the solution of this problem. The visiting teacher, therefore

1. Endeavors to set up a reciprocal attitude of understanding and cooperation between the home and the school which will result in the best possible attendance.
2. Realizes that any result is the sum of the push of the home and the pull of the school; when the push is lacking the pull must be increased.
3. Studies the cause of absence for each individual pupil to determine controllable or uncontrollable causes.
4. Seeks to understand and regulate the controllable causes of absence.
5. Sets up relationships that make easy the immediate return to school of the absent pupil when the uncontrollable cause of such absence is removed.¹

To educate effectively and to assist intelligently the visiting teacher cannot visit the home both as a friendly representative of the school and as a law enforcement officer. To appear in court to prosecute almost nullifies in any school district effective constructive work. The visiting teacher should not be used as a truant or attendance officer or law enforcement official.

Legal enforcement of attendance regulations in Louisville is effected by the attendance officer, who is in liaison to the Juvenile Probation Office of the Louisville and Jefferson County Juvenile Court. Law enforcement by the state and municipal agencies is imperative in some cases if the problem of absence is to be solved. The law affecting compulsory attendance found in the Kentucky statutes on Common School Law states:

*Each parent or guardian, or other person residing in

1. Deductions from observation and practice.

the Commonwealth of Kentucky and having in custody or charge any child between the ages of seven and sixteen, shall send the child to a regular public day school, for the full term for which the public school of the district in which the child resides shall be in session, or to the public school for which the board of education of the district makes provision for the child to attend, except as hereinafter provided; provided that a child's age shall be interpreted as being between seven and sixteen whenever the child has reached his seventh birthday and until he has passed his sixteenth birthday; and provided further that any parent or guardian who elects to send to school a child six years of age shall be required to keep the child in regular attendance.

The responsibility for children attending school, therefore, is placed directly on the parent or guardian. As a state statute the responsibility of enforcement lies on the school authorities and the police power with action through the duly constituted courts of the state.

Because of the inadvisability of requiring the visiting teacher to force delinquent parents and pupils to attend school, and because of the desirability of maintaining the reputation of the visiting teacher as that of a "friendly" visitor, the law enforcement responsibility of attendance work belongs to an "attendance officer" attached to the Central Office.

After a difficult case has been given every opportunity of solution by the classroom teacher, the principal, the agency or agencies which deal with such problems, it is finally handed to the Director of the Attendance and Census Department, where the conditions of the case are thoroughly examined. If considered advisable, the case is returned to the visiting teacher for more intensive work; or if the case deserves the attention of the law enforcement officer, it is given to the attendance officer with a complete

1. Statutes, State of Kentucky, Section 4434-1. 1934. c.65, p.277

record of attendance and family history.¹ This office, as required under the Kentucky Common School Law,² serves a legal notice on the parents, requiring them to take some positive action toward returning the child to school. Where there is no apparent improvement after this legal action has been taken, a form letter is sent from the office of the Chief Probation Officer of Jefferson County Juvenile Court requesting a visit from the parents or the child or both in the office of the Chief Probation Officer. Further unexcused absence will bring a filing against the parent or child or both in the Jefferson County Juvenile Court, at which time the Attendance Department loses further jurisdiction in the case, except to meet requirements of notifying the Court of the regularity of school attendance.

The following steps are therefore necessary before final or court action is taken by the Attendance Department in the Louisville Public Schools:

1. Classroom teacher reports case to visiting teacher or principal.
2. Visiting teacher works with the case in the school.
3. Visiting teacher contacts the home and the parents.
4. Visiting teacher refers the case to the Director of Attendance and Census.
5. Visiting teacher, with the approval of the Director, writes a case or family history and refers it to the attendance officer.
6. Attendance officer contacts the home and serves a legal notice to have the child attend school.

1. Appendix A contains copies of family studies.

2. Section 4434, Kentucky Statutes, 1934. c. 66, p. 288.

7. Letter is sent from the Office of the Chief Probation Officer of the Juvenile Court to the parents, requesting them to attend a conference in his office.
8. A warrant is sworn to in the Juvenile Court by the attendance officer.
9. The case is tried and, if necessary, child or parent is placed on probation, sentenced to jail or the Children's Center,¹ or parent is fined.

Tardiness

Tardiness is a phase of attendance which presents a real challenge to the visiting teacher. During the school year of 1947-1948 the problem of tardiness became so acute that the Department of Attendance undertook a study to determine the causes of tardiness and discover a remedy if possible. Each visiting teacher was asked to bring to the office of the Director figures on the amount of tardiness during a certain period, causes, and treatment in handling various cases which had showed some improvement. The results of this study are as stated in the following tables and brief comments:

TABLE VI

AMOUNT OF TARDINESS DURING APRIL, 1948

	White		Colored	
	Elementary	Junior High	Elementary	Junior High
# Children tardy	2213	1341	866	709
% Children tardy	14	20	19	36
# Days tardy	5467	2400	2016	2056
% Days tardy	1	2	3	7

The foregoing table shows that both the amount of tardiness and the number of children who are tardy is higher in the schools of negro children than in the schools for white children.

1. An agency of the city and county government.

It is interesting to note that the amount of tardiness in each grade level for the two groups of schools is approximately the same, i.e., three times larger in the schools for negro children than in the schools for white children. It should be noted also that in both the schools for white children and those for negro children the percentage of children who are tardy and the percentage of tardiness is greater in junior high schools than in elementary schools.

TABLE VII

CAUSES OF TARDINESS SUMMARIZED FROM RESPONSES FROM VISITING TEACHERS
IN ELEMENTARY AND JUNIOR HIGH SCHOOLS OF LOUISVILLE

Attributable to parents		48 (Number of children)
Overslept		37
Neglect		24
Clock wrong		18
No clock		29
Sent to store		14
Illness		13
Employment		11
Could not find books		13
Needed to help at home		10
Clothes not ready		8
Wait for young children		3
Prepare own food		3
Up late previous night		4
Automobile trouble		1
Parents bring		1
Wald late		1
Wait for father to bring lunch money		1
Wait for common wash basin and cloth		1
Mother dead		1
Father drunk		1
Attributable to child		
Letter on way		45
Illness		20
Wait for friend		9
Play in school		8
Lame		1
Will not arise		1
Work		2
Take dog home		1
Truant		1

Weather conditions	81
Transportation	26
Other causes	
Appointments with doctor, etc.	19
Waste paper drive	4
Riding group late	3
Court attendance	3

It will be noted that the two principal causes of tardiness are:

1. Neglectful parents
2. Lack of sufficient income or improper conditions of living.

Many of the parents are obliged to send their children to stores in the morning because of lack of conveniences for storing food, which makes it necessary for the children to purchase each day the food necessary for breakfast and lunch. Of course, some of the tardiness could be eliminated by better planning in the home. The lack of alarm clocks or clocks wrong and oversleeping are large contributing causes. Employment conditions have been specifically set forth as the cause of tardiness in thirteen schools. The employment of both parents makes it necessary for some parents to leave home for work much earlier than it is desirable to awaken the children to leave for school.

The children who play on the way to school or loiter to look in shop windows, or who trade in neighborhood stores are those who cause the most tardiness that can be attributed to children. Some children are ill in the morning, but recover from their illnesses, and are then sent on to school.

Weather conditions are the third contributing cause of tardiness. For some time it has been the policy to encourage

children who are detained at home by showers or storms coming about the time school opens to attend school as soon as the rain stops. Many of the children who are tardy because of weather conditions are ill-prepared to go out in rainy weather. This encouragement for them to come to school later not only has improved attendance, but possibly has retarded sickness among the children.

Transportation is unquestionably a large contributing factor to tardiness. Buses are overcrowded, and often pass up large groups of children. In addition, late buses, trains which tie up crossings, and trains that are late returning children who have spent the week end in the country are the factors which make for this large amount of tardiness.

The treatment of tardiness is largely determined in the individual school, and in some schools by the individual teacher.

Roughly, these may be grouped in five groups:

1. The efforts of the principal and teacher, through various conferences or talks with the children and parents in classes, to discourage tardiness.
2. Discipline---the chief means of which is requiring the child to remain after school to make up the time lost.
3. Encouragement efforts---chief of which are recognition awards and the use of charts, and similar methods.
4. The assigning of early morning duties to the child who has a tendency to be chronically tardy.
5. The visiting teachers assert their principal effort is in the home, and secondarily, in school with the child. The child is encouraged to do everything he possibly can to get to school on time. In discussing the matter with the parent, every effort and suggestion is given in an endeavor to remove the obstacles which the home presents to tardiness.

Every school appears to make some definite effort, often several definite efforts, to control tardiness. The school organization seems to be generally conscious of the problem.

Practically all schools and visiting teachers differentiate in the treatment of tardiness between causes, those which are brought on by the parents and those brought on by the child.

The study indicates the following:

1. The causes of tardiness run practically the entire gamut of human experience.
2. The treatment and any cure which may be effected is on an individual basis.
3. The school itself can make a great contribution to the control of the problem.

Work of the Visiting Teacher in the Census Division

Maintaining of a school census is one important work of the visiting teachers in the Louisville Schools. Following are listed nine duties which are definitely required in connection with maintaining this school census:

1. Collect state enrollment cards for the schools, checking them to see that they are correctly filled out, and bringing them to the Census Bureau.
2. Visit the children who are found to be non-enrolled after check of enrollment cards against census file.
3. Checking of children in census who are six, sixteen, and seventeen who are not in school to ascertain their residence in Louisville for the purpose of enumeration.
4. Checking of vacancies which have accumulated throughout the year to determine those containing children who may have come since vacancies occurred.
5. Checking through the schools and through the Social Service Exchange children who have been lost during the school year.

6. Checking withdrawals and transfers from school and bringing in enrollment cards of children who are late entries in school. This is continuous.
7. Checking of children six years of age who are not in school.
8. Checking of errors in reporting made by schools throughout the year. This is continuous.
9. Reporting of new children found in their districts who have not reported at school. This is continuous.

An interview with the Director of Attendance and the Chief Clerk of the Census Bureau was the basis for the investigator's interpretation of the above points. The statements below give what would seem to be a fairly complete explanation of duties related to census performed by visiting teachers:

1. Visiting teachers collect the enrollment cards for each school. The cards are checked for accuracy of information. All enrollment cards are checked in September. The enrollment cards checked at the beginning of the second term are for new entrants only. After the cards are checked the visiting teacher brings them into the Census Bureau.
2. Census clerks check the enrollment cards against the census files. Names of children not enrolled are given to the visiting teachers, who then visit the homes to ascertain reasons for non-enrollment. Whatever subsequent work is necessary to cause the pupil to enroll is done by the visiting teachers.
3. The Census Bureau maintains a record of children six, sixteen, and seventeen years of age who are not enrolled in school. Visiting teachers are given lists of the names of pupils in these three age groups. Visiting teachers then do the visiting in their districts necessary to obtain the information concerning each child required by law.¹

1. "Each board of education shall maintain a permanent and continuing school census, of such nature that the number of children therein, the names and ages of such children, the nationality, occupation and post office address of each parent, guardian, or custodian may be determined at any time in each district."--Kentucky Common School Laws, Volume II, June, 1934. Number 4, p. 114.

4. Visiting teachers keep a continuous check on vacant houses and apartments. As soon as vacancies are occupied they visit the incoming family to check information or to secure information about children in the family.
5. Visiting teachers try to locate children who are lost sight of during the school year. Two visiting teachers are responsible for a check of the records of the Social Service Exchange.
6. Records of pupils who withdraw from school or who are transferred to another school are checked during the school year as the changes occur. The checking involves home visiting.
7. "Checking of errors in reporting made by schools throughout the year",....appears to be largely of the nature of clerical work.
8. Visiting teachers are on the alert constantly to discover new children found in their districts. This type of activity is not done according to any schedule.

The Director of Attendance estimated that the performance of the functions outlined above requires visiting teachers to give from twenty to twenty-five percent of their time to census work.

Treatment of Court Cases

After the attendance case is given to the attendance officer, a legal notice is served on one or both parents warning them that their child must attend school more regularly. If no improvement is noted, a formal request is sent to one or both parents to attend a conference in the office of the Chief Probation Officer, Juvenile Court, Fiscal Court Building. A day and a time of appearance are set forth on the summons. A report of this conference is reported to the visiting teacher on the absence report card, or upon a separate report in those cases in which formal proceedings are now being taken in Juvenile Court. Formal proceedings will be taken in Juvenile Court against those parents who do not appear in response

to the request for this conference, or, having appeared, do not keep their children in school regularly. These proceedings will be against the parent for contributing to the neglect of the child in that the child is not receiving its proper education and the laws of the state are therefore being violated.

Following each conference, the visiting teacher receives (1) the absence report card with the brief report of the conference typed on it, or (2) a separate report in those cases in which further proceedings are being taken in Juvenile Court, either against the parent, or by the parents against the child. The absence report cards in cases in the second group are kept on file in the central office of the Attendance Department. Those reports are returned to the visiting teacher after final disposition of the case.

The following steps are to be taken when a case is taken into Juvenile Court:

1. The visiting teacher will handle the case, making her analysis of the cause of absence and removing those causes wherever practicable. In those cases in which it appears to her that there is no reasonable cause for the absence, but that the absence is due to violation of the school law, the case will be reported to the attendance officer. The first referral will be after a consultation with the Director of the Attendance Department. Subsequent reports are made promptly to the attendance officer, either directly to him or through the central office, as the schedule may indicate.

2. The case having now been referred to the attendance officer, he will continue the efforts of the visiting teacher to correct the absence without court procedure. When he is convinced

that court procedure is necessary, he confers with the Director of the Department on the procedure.

3. When the recommendation of the attendance officer for court procedure is approved by the Director of the Attendance Department, a letter is sent through the Chief Probation Officer's office to the parent or parents, requesting the parent or parents to appear in that office for a conference.

4. If the absence continues without lawful excuse after this conference, proceedings will be taken by the attendance officer against the parent or parents in Juvenile Court for contributing to the delinquency and neglect of the child, or will be taken directly by the parents, in cases of persistently truant children, against the child as a delinquent. These proceedings will be set for trial in court as soon after the filing as possible.

Children on probation, wards of Ormsby Village, and children who have been excluded by the Health Office are reported to their probation officer, the Superintendent of Ormsby Village, or the school nursing division.

TABLE VIII: REPORT OF THE SCHOOL ATTENDANCE CONFERENCES BETWEEN ATTENDANCE OFFICER, CHIEF PROBATION OFFICER, AND PARENTS

	1947-1948	1946-1947
White cases requested to appear	334	476
White cases failed to appear	36	95
White cases appeared for conference	298	381
Colored cases requested to appear	210	272
Colored cases failed to appear	36	47
Colored cases appeared for conference	174	225
Total cases requested to appear	544	748
Total cases failed to appear	72	142
Total cases appeared for conference	470	606

Table VIII continued from preceding page:

Court Cases Appearing		
	1947-1948	1946-1947
Total number of court cases due to attendance problem	114	316
Taken into court as a direct result of failure to attend conference	33	76
Taken into court without first attending conference	16	52
Cases taken to court without conference	49	148

Results of Court Cases

Colored cases failing to appear in conference	18.1%	17.4%
White cases failing to appear in conference	10.8%	19.9%
Cases in conference sent to court	13.8%	28.2%
Cases in conference not returned to court	86.2%	71.8%

Pupil Personnel

It is still in the broader field of pupil personnel that the significance of the work of the visiting teacher is asserted, even though the results are not tangible as in the census and attendance. There are other customary rules of measurement which will not determine the value of the work. The value is to be determined rather by the improvement in the individual child's attendance and address to his social life; by the attitude of the school neighborhood, evidenced often by the absence of honest complaint, by the reception of the principal and teachers of the work, and by coalescing of those two potent influences in the life of the child, the home and the school, into coordinated forces working solely for the progress of the child. It is the broader field of human experience and the relationships of the varied experiences and of the different individual to school progress. Succinctly, it is the interpretation and adjustment of the classroom and the home to each other in the

life of the individual child. It is the determining of the influence of the out of school life of the child on its school life, and the direction, as far as practicable, of those influences to the increasing development and progress of the child. It is a great adventure in contributing to the growth of the children of America. It is an effort necessitated by the gap made between the classroom and home by the pressure and tempo of modern methods of living.

The visiting teacher, experienced in the classroom and skilled in contact with the home, coalesces those primal forces in the child's life. Her efforts, successfully applied, avoid conflicts and misunderstandings from the wrecks of which the salvage would be costly and of less value than the lives and happiness of the children spared these conflicts. This work of pupil personnel is as varied and multiple as are human experiences. Effort to classify would at its best be only general.

Educators throughout the country have long been confronted with the presence of children who fail to adjust themselves satisfactorily to the school situation. These "problem children" in a large majority of cases are found to be disturbing elements in the home also. They are the children who develop into delinquents, indigents, criminals, and other types of undesirable citizens.

One of the greatest tasks of the modern school is to cope with the problem child. To understand the child himself is the first step. A careful study is made of his present physical condition, taking into consideration his physical history and prenatal influences. His social characteristics, attitudes toward his family and friends, reactions to various types of situations, likes

and dislikes, etc., are used to build a picture of the child outside the school. The background of his picture, with its high lights and shadows, is composed of the persons and influences, good and bad, with which he comes in contact. The completed picture, with all its elements fitted together, is placed in the hands of the classroom teacher.¹ This is done to help her understand the child with whom she is working and to find a solution of the problem he presents through a realization of the factors which enter into it. In this way we hope that there may be developed happy, healthy, normal persons capable of assuming the duties of citizenship.

This important part of modern education is the work of the visiting teacher or personnel director. As a successful classroom teacher she has come in contact with the problems of the school and understands the many difficulties presented by a group of children. With this experience she is prepared to interpret the teacher's side of a case to the parents. On the other hand, her visits in the home, conferences with parents and friends of the child, and her observation of his habits and activities outside the school enable her to suggest changes and adjustments which will improve the school situation. The results of these observations frequently serve to change the attitude of the classroom teacher toward the child and to better the relations between them. The visiting teacher works at all times for the welfare of the child. She is the connecting link between the home and the school. Many types of problems are found in our schools. They fall into the following

1. Samples of case studies are found in another part of the thesis.

general classifications:

1. Attendance
2. Tardiness
3. Scholarship
4. Maladjustment
5. Health
6. Relief
7. Guidance
8. Behavior

The district in which a school is situated is a large factor in determining which type of problems are predominant. This does not always hold true, however. Regardless of district, problems of attendance and tardiness present one of the greatest difficulties throughout the city. In some cities such as Kansas City, Rochester, Cleveland, and Boston the attendance cases are the work of a special attendance officer. In Detroit the members of the Attendance Department are qualified teachers who are prepared to deal with any type of problem.¹ Much of our poor attendance is caused by illness. The school insists that prompt attention be given the child and remedial efforts be made in order that he lose as little time as possible from school. If the family is unable to retain a doctor, the visiting teacher may refer the case to a health clinic or to the General Hospital for diagnosis and treatment. In many instances she procures the services of private physicians free of charge for indigent families.²

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1. This information was obtained from replies to questionnaires sent to these cities.
 2. Family studies bearing out this information are on file in the Attendance Department, Board of Education, Fifth and Hill, Louisville, Kentucky.

The indifferent parents and the ignorant parents often keep their children home from school. Some parents seek to shield their children who have played truant. Contagion swells the list of absentees. Children allowed to remain at home for petty illnesses or kept at home to care for the baby, to run errands, to help wash, etc., rapidly develop the attitude that school is something to be avoided. The parents of these children and the children themselves need to be educated to the importance of regular attendance.

The serving of legal notices and warrants is the work of a special officer. The visiting teacher never appears in court. When legal action is necessary in an acute attendance case she makes a report to the attendance officer, including in this report all valuable information bearing on the case. The attendance officer makes the necessary investigation for serving the legal notice, and all subsequent investigations which are needed. The visiting teacher makes no more visits to that home during the year, unless the case is referred back to her by the department.

The Visiting Teacher and Problems of Scholarship

Poor scholarship forms another of the difficulties which the visiting teacher seeks to overcome. A child lacks interest in his work, makes no effort, takes no part in class activities, and makes no response to the teacher's efforts in his behalf. Perhaps there are certain subjects which he seems unable to grasp no matter how hard he tries. The visiting teacher seeks through a careful study and analysis of the child, the family, and outside influences to determine the causes of his failure and to suggest remedial measures. Often a change in classes, a transfer to a coaching

group, or shifting the emphasis on various types of work proves a happy solution. Proper medical attention, rearrangement of home routine, closer supervision of recreation and outside activities, and improved diet are other means of improving scholarship.

A child's attitude toward his school, his work, his teacher, or his classmates may retard his progress in school and defeat the aims which the teacher is striving to accomplish. Some of the forms which this maladjustment takes are truancy, antagonism, and insubordination. Such cases need intensive analysis that takes into account the factors of temperament, degree of intelligence, home environment, classroom situation, and the relationship existing between pupil and teacher. "Usually one of these factors is found to be operative against the natural adjustment of the child to school control and the method of approach is consistently indicated."¹ When all the remedial efforts of the school prove futile the child must be eliminated from the group and placed in some special school or given into the charge of a corrective agency.

Special Classes for Mentally and Physically Handicapped

In Louisville we have special classes for different types of problems. They are:

1. Classes for Crippled Children

Kossair Hospital City Class (Ungraded)	
Stephen Foster School	.
Charles Jacob School	.
F. T. Salisbury School	.

1. Peckstein, L.A., Psychology of the Junior High School Pupil, Houghton Mifflin, Boston, New York, 1924 p. 263.

2. Deaf Oral Classes

Shawnee High School
Tingley School

3. Home teachers (5)

4. Hospital Classes

Children's Free Hospital Classes
Jewish Children's Home Class
Kornair Hospital Class

5. Sight Saving Classes

Reuben Post Halleck Hall	Grades 7-9
Gavin Cochran School	" 1-6
J. Stoddard Johnston School	" 1-6
Henry W. Longfellow School	" 1-6
F. T. Salisbury School	" 1-6
Madison Junior High School	" 7-9
Paul Danbar School	" 1-6

6. Ungraded Classes for Slow Learners

Theodore Roosevelt School
George Prentice School
Lowell School
Hiram Roberts School

The Mental Hygiene Clinic¹ aids in analysing problem children and makes suggestions for procedure in handling them. Tests are also made at the Bureau of Research, Board of Education, and recommendations are sent to the principals, usually suggesting placement in one of the special classes. The Children's Bureau² and the Juvenile Court help to readjust home situations which are responsible for school maladjustment.

The Health Office³ cooperates splendidly with the schools in doing a most effective piece of health work. A corps of school

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1. A Community Chest Agency, located at Floyd and Chestnut.
 2. A Community Chest Agency, located at Floyd and Chestnut.
 3. A function of the City and County Government.

nurses works with the staff of school doctors to improve the physical condition of the children. The visiting teacher works shoulder to shoulder with the school nurse, often making visits with her, and she and the school nurse refer cases to each other or to the proper agencies and exchange helpful information about the families. Some of the problems which arise are malnutrition, physical defects or handicaps, bad health habits, and disease. The Portland Health Center,¹ the General Hospital,² the East End Health Center,³ the Children's Free Hospital,⁴ Kosair Crippled Children's Hospital,⁵ Waverly Hills Sanatorium,⁶ and the Louisville Dental College are the agencies that aid us in solving the health program.

The relief work that is done through the school is usually left to the discretion of the visiting teacher or is done by the Parent-Teacher Association upon the joint recommendation of the principal and the visiting teacher. Shoes and articles of clothing are given by members of the community, friends and organized groups. These articles are distributed to the needy children in order that they may continue in school. In cases where the need is acute and the school is unable to supply the necessary help, a report is made to the Municipal Bureau of Social Service.⁷ (The question of poverty in the schools and how it is handled is covered in a subsequent chapter.)

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1. A function of the City Government
 2. A function of the City Government
 3. A function of the City Government
 4. Agency of the Community Chest with large private endowments
 5. Agency of the Community Chest with large private endowments
 6. A function of the City and County Government
 7. A function of the City and Federal Government

The Visiting Teacher and the Guidance Teacher

Educational and vocational guidance in the junior high school is in charge of a special guidance teacher. The visiting teacher is her associate in this work. She seeks every opportunity for establishing a cordial and friendly relationship with the home, that the entire work of the school may be discussed and thoroughly understood by the parents. Choice of courses, changes of courses, part time employment, conditions operating against success---all of these necessitate home visits. While visiting the home she endeavors to learn something of the economic status of the family, the social and recreational life of the child, the educational level of the parents, and their plans for the future of the child. Guidance work in the Louisville Public Schools is in its infancy. Parents know little of this important work. The visiting teacher has the opportunity to point out to the parents the advisability of the child's analyzing himself, that he may choose the line of study or the work for which he is best fitted. With home and school both working toward the same end, it is inevitable that children will exercise more thought and care in planning their work. There will be fewer changes in courses in high school, which means less time wasted. There will be fewer failures due to misplacement.

At two junior high schools during this school year, Western and Halleck Hall, conferences were held between the visiting teacher and the child before any visit was made into the home. The results of these conferences have indicated beyond a doubt, both statistically and in the hopes of the visiting teachers who had them, that they are highly successful in dealing with the problem

of absence. I give you the following figures: There were 432 children at the two schools interviewed from one to twelve times. Of these 432 children, there was improvement noted in the attendance of 246, or 57%, of the cases. We have considered in this only cases in which the visiting teacher felt that improvement was achieved through her own efforts. If we add 32 cases improved after referral to the Attendance Officer, we find that improvement was registered in 64% of the cases. These conferences are in no way an interference with the relationship and conferences of the classroom teacher with the child in her classroom. They are not a "scolding conference". They are conferences in which a genuine effort is made to obtain the confidence of the child, to develop his interests, and cooperate in his school program, and to avoid, if at all possible, an investigation or corrective visit to his home. The experience at the two schools last year indicates that two, in some instances three, were usually the limit to the number of conferences before a relationship was established with the home.

The visiting teachers have many children in their care, some having charge of one large and others having several schools. In the majority of cases the problems which are presented in the school group are referred to the visiting teacher by the principal. A teacher, the school nurse, or interested parents may refer children, but the problems are always discussed with the principal before the visiting teacher studies them further. Unfortunately, few of our schools afford an office for the visiting teacher. In most schools she must hold her conferences in the principal's office, in the hall, or in a temporarily vacant room. Here she

talks with parents, with children, and with workers from the various agencies who call on her. Often a teacher requests her to come into the classroom to discuss a problem with her or to observe the work of a child. This affords an opportunity for a study of the classroom atmosphere and the teacher's manner with her pupils, two important factors in the consideration of a problem.

The principal, or whoever refers the problem, states the reason for doing so and gives the information she has about it. After this discussion the classroom teacher may be asked for further or more detailed information. The child's health card gives an insight into his general physical condition, and his report card gives a knowledge of his progress in his studies. Often a study of his white card¹ or of other accumulated data in the school office enables her to compare his past performance with the present. In most cases the visiting teacher holds an interview with the child to give him an opportunity to state his reasons for being a problem child. This contact is a most important one, as her future status with the child depends largely upon the relationship established at this time. To gain his confidence and cooperation requires a great amount of tact, patience, and the ability to convince him of the visiting teacher's desire to help him.

Handling the Problem

When all available information has been gathered and organized from all sources and preliminary interviews have been completed, the visiting teacher makes her first visit into the home.

1. This white office card is a permanent record, carrying all statistical school history and identifying individual history.

In the home she meets the mother and frequently other members of the family, other children, father, relatives, and others. She is enabled by her observations and her study of the family to discern many of the factors operating against a satisfactory reaction in the child. The mother can supply a history of his progress both physically and socially. Many of the incidents she relates give an insight into the recesses of a child's mind and heart and explain his puzzling sensitivenesses, petty fears, etc.

The visiting teacher endeavors to state her problems in the most tactful manner in an effort to enlist the hearty cooperation of the home. She tries to make the parents realize the interest in the child which is felt by the principal and the teacher and their efforts to help him. She discusses with them the various phases of the problem and the possible remedial measures. Frequently numerous visits are necessary before the desired end is attained.

Records Kept by Visiting Teacher

Notes for use in compiling the family study are made after the visit into the home. All important data are included in these notes and later incorporated in the report which is placed in the keeping of the classroom teacher or is kept on file in the school office. This report, or family study, is the most important of the records kept by the visiting teacher. This is treated at length in another chapter. The other records for which she is responsible are:

1. Daily Absence Report Card
2. Absence Control Sheet
3. Absence Distribution Sheet
4. Relief Sheet
5. Doctor's Statement Blank

6. Application Form to Psychological Clinic
7. Monthly State Report
8. Census Cards for all children of census age whether in school or not

A copy of each of these forms will appear at the close of this study.

The daily absence report card contains a calendar on which the child's absence or tardiness is indicated--unexcused absence by a single line through the date, excused absence by a cross, and tardiness by a "T". Each teacher should fill out an absence report card for every child in her class. This record card should be made in September when the child enters school. On the reverse side of the calendar card the visiting teacher records the results of her visits. These cards are valuable in checking attendance cases. They keep a concrete picture of the child's attendance before the teacher and principal, and provide the visiting teacher with a complete record of the child's attendance to date.

The absence control sheet is a monthly report. The name of each child appears on the sheet. At the end of the month the total absence for each child is tabulated. The visiting teacher indicates by symbols the causes of these absences.¹ Any changes in the class, such as late entries, children lost or received by transfer, and children permanently discharged, are also shown by symbols.² This report is kept in the school office where it may be referred to at any time by the principal, teacher, or visiting teacher.

1. S-sickness; SC-Sickness continued; C-contagion; I-indifference; LV-law violation; OC-out of city; WC-weather conditions; O-others.

2. C-accessions; D-losses.

The information on the control sheet is used to compile the monthly report called the Absence Distribution Sheet. This report is made out by the visiting teacher and is filed at the central office each month. It gives an accurate picture of the attendance situation in the school, showing the distribution of the number of days absence according to cause. In cases of prolonged illness or in unreliable families when illness is used as an excuse, the visiting teacher requires that the doctor's statement blank be filled out by the family doctor. When there is no family doctor, a city doctor is sent in or a visit to a clinic is suggested. The doctor's form indicates the nature of the illness and the approximate length of time for which the child is to be excused from school attendance. It is sent to the Attendance Department, and from there taken to the Board of Health for approval. A nurse is sent to investigate the case, and if she does not approve the report, orders the child back to school.

The Mental Hygiene Clinic¹ requires that the visiting teacher write a summary of all cases that are referred to that agency by her. She is responsible as far as practicable for having the parents conform to the Clinic requirements, namely, to have a physical examination of the child made by a doctor and his report filed before the first conference; to notify the office immediately if the child is unable to keep the appointment, and to bring the child's history up to date.

Poverty

One of the major problems confronting the visiting teacher

1. An agency of the Community Chest

in the poorer school districts is that of economic stress. Successful handling of this problem can do much to improve school attendance and to make the child much happier in his school contacts. It requires keen discernment to avoid pauperizing a family and to give them an appreciation and respect of values. The visiting teacher must constantly bear in mind the types of poverty---worthy and unworthy---and give only when it will be a help to morale and comfort. Problems arising from poverty increase during a depression as well as during an inflationary period, as the unskilled laborer cannot, with his meagre earnings, meet the demands of an increased cost of living.

A record was kept by the Visiting Teacher at Roosevelt School, (located in a slum area) based on the early war years and the years immediately following. It represents practically every form of poverty and unemployment, and includes some suggestions for remedy which seem to be applicable to any poor school district. Two hundred and sixty-two families were studied by personal visits to their homes and by investigation of the records of all agencies which had served the families. In the preparation of the following outline for use in studying the families, it was felt that every type of poverty and maladjustment due to the economic factor was covered. The outline and chart showing reasons for unemployment follow:

1. Types of poverty
2. Causes of poverty
3. Physical and mental inertia
4. Unemployment.

The following table is a compilation of information obtained in this study.

TABLE IX: THE BASIC CAUSES FOR UNEMPLOYMENT AND SOME OF THE APPARENT EFFECTS ON THE CHILD AND HIS FAMILY FROM A STUDY BY THE VISITING TEACHER OF THE ROOSEVELT SCHOOL, LOUISVILLE, KENTUCKY, 1940. A STUDY OF 868 FAMILIES

Family Classifications	Causes of Unemployment								
	Shiftless	Intemperate	Immoral	Ignorant	Seasonal Unemployment	Sickness	Unemployment	Age as a Deterrent	Unskilled
Number of Families	79	27	2	12	21	21	22	12	22
Married 1-10 years	51	21	4	2	2	7	2	-	22
Married 10 years or longer	28	14	1	12	12	24	20	12	10
Number cooperating in this study	61	22	4	7	21	22	22	9	12
Number given relief	22	21	2	12	21	21	21	10	12
Number referred to agencies	21	4	2	2	12	22	12	2	12
Children forced to leave school	11	2	-	2	-	2	2	1	-
Mothers forced out of home	21	2	-	4	12	2	12	2	2
Number who seemed to benefit from assistance	12	4	-	12	12	2	12	7	21

Shiftlessness is the largest contributing factor to unemployment. Intensive work with this group disclosed that lack of incentive and faulty diet contributed to this condition. Eleven children, forced to leave school when the legal age permitted, went poorly prepared into industry and contributed little to the family budget. The mothers forced out of the home to supplement income created problems as serious as unemployment of the normal wage earner. Percentage benefiting from outside assistance was negligible. Intemperance continues to cause a great deal of unemployment. The

alcoholic is a spasmodic worker, whose wages cannot be relied on because of irregularity of employment. Even this spasmodic work record seems to keep more mothers in the home and more children in school. Relief assistance was high in this group. The unskilled group shows the greatest promise, with a minimum number of mothers forced out of the home, no children forced to leave school, and the large number benefited by assistance. The solution, it would appear, lies in educating the sober, industrious, unskilled worker to a place where he may eventually fit into the economic scheme through application of his talent and eventual mastery of some trade.

The amount of unemployment varies from month to month and from year to year. The personnel of the unemployed is constantly changing. Unemployment is not only a problem with the chronically unemployed. Trade union records show that most workers are unemployed 18% of the normal working period due to shop shutdowns for repairs, lack of materials, or inclement weather.¹ During the depression years following World War I, that figure was increased to 48%.

One of the most serious forms of unemployment is a result of fluctuation in industrial activity known as a business cycle. At one time business is in a state of expansion and prosperity, only to be followed by a contraction and depression. In these depressions, business men are unable to find a market for their products at profitable prices, and are forced to reduce their output or shut down their plants entirely. As a result, men are

1. American Federation of Labor, Union Labor Reports, 1934-1942

employed only part time or are laid off altogether. The effects of unemployment were found to be many, and also to have a direct effect on school attendance. The effects of unemployment may be summarized as follows:

1. Reduces the amount of workman's earnings.
2. Causes irregularity of income.
3. Decreases laborer's efficiency.
4. Destroys worker's capacity for continuous, consistent endeavor.
5. Lessens self-respect and sense of responsibility.
6. Creates a tendency to blame others for failures.
7. Sends him to work worried and underfed.
8. Prevents thrift and hope for family advancement.
9. Forces the mother out of the home to supplement earnings.
10. Takes children from school at earliest possible moment and places them in industry.
11. Forces the family to a lower standard of living.

The unskilled form a large group having no trade or having a "blind alley" job. Many boys must take jobs which lead to nothing better. Messenger boys and newsboys, for instance, make a fair earning; but then, when they have grown too old to continue in these occupations, they have not learned anything which fits them for a trade. Were they given time to complete a course in training for some permanent trade, they might rise to considerably better positions in life where steadier employment is to be found.

In the unemployment group there are also to be found the following:

1. Cripples
2. Peeble-minded
3. Insane
4. Degenerate
5. Intemperate

This group can hardly be called unemployed, but rather unemployable. The problem they present is not one of finding work for them to do, but of providing for their support in the home or in an institution. Because it is always the less efficient, the older, and the less adaptable who are displaced, we may expect not only the ever increasing numbers of unemployed, but also more unemployables. This may be the explanation of growing demands on relief and charitable agencies which have become a marked characteristic of our prosperity. Social workers have wondered at this development, and have been inclined to ascribe it to more liberal amounts of relief given to individual families.

Disease renders many wage earners incapable of earning a living. However independent a family may have been, if sickness leaves the wage earners unable to work for their daily bread, unable to pay for medicine and doctors, the family may perhaps never recover from its calamity. Not only may disease leave the wage earners unfitted for work, sometimes permanently, but death may leave a dependent family helpless. Perpetual poverty at times accompanies such unfortunate conditions.

The visiting teacher in Louisville has many public, quasi-public, and private resources for alleviating poverty, however occasioned. Churches, individuals, social groups contribute when

called upon by the individual members of the department. Frequently contributions are sent directly to the central office at the Administration Building of the Board of Education. The Family Service Organization¹ which organized primarily for service, will, in certain instances, give relief. Parent-Teacher Leagues have conducted campaigns throughout the city at various times, and have opened a store room at the Administration Building from which the visiting teachers are privileged to take what clothing and shoes are found useful for their patrons. All relief given the school child is authorized by the visiting teacher. The study of the case, the recommendations, and frequently the distribution is made by her. Relief given, in addition to already mentioned, consists of school lunches, baskets of food, carfare, and school supplies.

The major relief projects are administered by the Municipal Bureau of Social Service. This city-controlled organization has in its charge a storeroom stocked with necessary articles of wearing apparel for children which are provided to the school child upon written recommendation of the visiting teacher. Other relief is obtained as gifts. State grants are obtainable under certain conditions, and it behooves the visiting teacher to be thoroughly conversant with these conditions. An organization known as Aid to Dependent Families² handles the investigation and distribution of these grants.

The Student Loan Fund, known simply as Student Loan, and accumulated through the sale of pencils in the schools, offers a

1. Agency of the Community Chest in Louisville, Kentucky.

2. A function of the State Government.

small weekly stipend to worthy pupils. The investigations for this benefit are made by the visiting teacher. If the pupil is ever in a position to repay this loan, he is expected to do so. Correspondence with schools in other cities revealed a similarity in treatment of poverty cases. Emphasis was placed on parent-teacher cooperation and community programs and organization of local groups.

Carfare is provided by the school to needy children who live at certain distances from the school; one and one half miles for junior high school pupils, and two miles for senior high school students. In the elementary schools carfare is provided only to children transferred to special classes for administrative purposes and to a very small number of colored children living in a suburb where the school has been discontinued. Fifty percent of this total carfare is provided to the children attending one white and two negro junior high schools, all three being in districts of lower income families. Children attending other special classes, such as Sight Saving and Crippled Children's Classes, are transported to and from school in case if they are unable to get to school on the city bus. The visiting teacher investigates in these families and encourages parents to defray cost of transportation whenever practicable.

Most cases of poverty are very difficult to handle. The visiting teacher discovers as quickly as possible the basic cause of poverty. When every effort has been made to remedy a poverty situation, due to inertia, and the efforts have met with failure, a final resort is enforcement of the law. Two things should be remembered when this situation is reached; first, it is a last

resort; second, the referral is made not by the visiting teacher but by the attendance officer whenever it is necessary for the law to be invoked. The relationship of the visiting teacher to the family and the relationship of the school to the family should always be one of friendship. It is probably unwise for a visiting teacher to mention in the home at any time the school attendance law.

The Family Study

A fourth important division of the visiting teacher's work is the family study. This study is valuable as a basis for all diagnosis and treatment. Findings are included in the permanent record of the child. It is a record of the facts in the child's life which seem necessary for the solution of his school problem. In early days the contact between the home and the school was firmly established. Because of smaller communities and the inability to pay large salaries, the teacher was taken into the different homes in the community to board. In this way the parent and the teachers were well acquainted, and both worked in the interest of the child. Today, because of the larger communities, the highly organized school systems, and the multiplicity of every day life, it is not always convenient for a parent to go to the school for a conference. It is not uncommon for a child to attend school for an entire year without teacher and parent becoming acquainted. This does not make possible a basis for a good understanding of the child. Some means of re-establishing this necessary home contact has long been a pressing need; from this need has grown the work of the visiting teacher.

The visiting teacher may well be called the connecting link between the home and the school. While it is the purpose of the visiting teacher to make the home contacts, it is not necessary for a visit in every case presented. The need for a visit to the home depends upon:

1. Whether the problem can be settled with the child at school without a conference with the parent.
2. Whether the problem is affected by or created in the home.

The initial home call is the first step in gaining the confidence of the family. No definite plan can be wisely formulated for making this entry. Objectiveness of the first interview are to:

1. Encourage the confidence of the parent, impressing the family of the importance of the problem as it affects the individual child.
2. Establish a mutual understanding.
3. Present the problem tactfully.
4. Enlist the aid of the parents by suggesting means by which they may help themselves.
5. Emphasize desire of school to be helpful.
6. Leave the way open for a future visit.

The talk with the mother is of great importance, as the home usually centers around her and she is primarily responsible for the child's environment, his habit formation, his behavior, and his health habits. It is suggested that the visiting teacher obtain information about:

1. The family.
2. The health of the child both present and past.
3. The habits, reactions, and reactions in the home.
4. Conditions which would affect the behavior of the child in the classroom.

A conference with the father is advisable when the mother is indifferent or unreliable, or when a problem arises to which he alone can effect a solution. Conferences are advised with the fam-

ily as a unit when there is evidence of a family problem.

Conferences with the child, the teacher, and the principal are all vital to obtain a complete picture of the child. Contacts are also made through the "door step" visit, the telephone call, the letter, or, in some cases, a postal card.

Sometimes antagonism arises from an effort on the part of the family, due to a misunderstanding of the visitor's objective, to keep some information secret. Few families take this attitude if the contact is made in a tactful understanding way. The success of the initial entry is of serious importance in establishing confidence. If, however, the family has assumed an antagonistic attitude toward the school or visiting teacher as the school's representative, the visiting teacher must attempt to replace this negative attitude with a positive one. Every attempt should be made to rectify any misunderstanding to the satisfaction of the family. Friendly visits to the home showing a friendly interest in addition to these more professional calls help to reduce reticence and antagonism.

The visiting teacher should determine from the family visit:

1. General problem presented by the family during a given year.
2. Cause or causes of the problem.
3. Extent this problem was successfully worked out.

Written family studies are a picture of a child's life outside the school; it is another link between the home and the school in that it is presented to the classroom teacher for her consideration in working with the individual child. The study should be a cumulative record built up through contact with the

family. Written family studies are prepared for the Director of the Department for study before legal notice is served. A family study is sent to the Bureau of Research for use by their psychologist before the administration of achievement, personality, or intelligence tests. These tests and the school record of the individual child are used by the attendance officer as a basis for recommended court decisions when cases are taken before the Juvenile Court.¹

Summary

There are four divisions in the work of the visiting teacher: attendance, pupil personnel service, poverty, and the family study. The attention to the needs of the pupils within the school most often deal in some manner with one or more of these major fields.

The visiting teacher must have a practical knowledge of the effect of these factors upon the individual pupil. The pupil's needs must be analysed to determine the best means for adjustment.

It is well to know that most of the visiting teacher's problems will be found in these four general classifications. The visiting teacher can look for the causal factors in these fields first, and thus hope to get to the basis of most pupil problems sooner than if she felt it necessary to explore the whole field of emotional and physical problems at the beginning of the pupil problem study.

1. Copies of three family studies are found in Appendix A

CHAPTER VI

**VALUE OF SOCIAL SERVICE AGENCIES
TO THE VISITING TEACHER**

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VALUE OF SOCIAL SERVICE AGENCIES
TO THE VISITING TEACHER

"Know your community" should be a phrase of utmost importance to the visiting teacher. Utilizing all the resources in the school district is an intelligent approach to the solution of the maladjusted pupil's problem. The visiting teacher must have a knowledge of and a harmonious relationship with all agencies, public, quasi-public, and private. Those agencies most frequently used by visiting teachers in Louisville are the Children's Agency, (also known as the Children's Bureau) Family Service Organization, Mental Hygiene Clinic, all of which are members of the Community Chest; various community centers, health centers, the Municipal Bureau of Social Service, and the Juvenile Court; the last three are agencies of the city and county government.

Every effort is made by the visiting teacher to work out a satisfactory solution to the problem before calling on another service for help. Referral of a case to any of these agencies does not mean that the visiting teacher closes her contact with the family, but it does mean that the visiting teacher feels that the agency consulted is equipped to handle the particular problem more efficiently than she can alone. It must always be remembered that the work of the visiting teacher lies mainly in the field of education; while the referral may have an educational objective, to reach this objective may require relief outside the province of

her abilities or resources. After a case is referred to an organization outside the school and home, constant touch with both the child and agency is part of the duty of the visiting teacher.

A family is cleared with the Social Service Exchange before referral is made to any other agency. The visiting teachers do not register their families with the Exchange. If the case is found to be active with an agency, it is to that agency that the problem is presented, even though it appears to fall within the province of another organization. The active agency accepts the problem and all future school contacts are with that agency. Overlapping seldom occurs when there is close liaison among the organizations. Each has its own particular work to do, and intelligent cooperation makes for quicker and more satisfactory settlement of the case. Whenever an agency comes to the Visiting Teacher Department or to the visiting teacher herself for information which may be of value in working out a problem, the information is always willingly given. In this way the visiting teacher service aids other organizations in advancing social welfare. The visiting teacher's intimate knowledge of the family life is of inestimable value to the other agencies.

The following is a list of the social agencies to which the Louisville visiting teacher has access:

1. Family Service Organization

- a. Temporary relief pending investigation
- b. Rehabilitation through various clinics, temporary child placement, home contacts, budgeting, referral to appropriate agency.

2. Children's Agency

- a. Child placement
- b. Behavior problems
- c. Sex irregularities
- d. Other juvenile delinquency

3. Mental Hygiene Clinic

- a. Behavior problems
- b. Scholarship cases
- c. Delinquency cases
- d. Mental problems

4. Susan Speed Davis Home

- a. Temporary home for expectant unmarried mothers
- b. Training school for child care

5. Salvation Army

- a. Temporary housing for evicted families
- b. Employment service for heads of families who are employable.
- c. Clothing for school children from Salvation Army storeroom on written application from the visiting teacher

6. Jewish Welfare Organization

- a. Prevention work
- b. Convalescent home
- c. General relief
- d. Occasional employment for those in temporary need.

7. Goodwill Industries

- a. Remunerative employment to physically disabled
- b. Trade courses in many fields
- c. Sale of reclaimed articles to the poor at minimum cost

8. Municipal Bureau of Social Service

- a. Registrations for Mother's Aid
- b. Temporary relief for employables---a month's rent after an eviction notice, moving expenses, a two weeks' grocery order
- c. Temporary relief to unemployables while their status is under investigation
- d. Emergency assistance to any school child or family in which there are school age children provided they are in regular school attendance.

9. Juvenile Court

- a. All cases of law enforcement nature
- b. Children on probation and those from Ormsby Village who are in boarding homes

10. Criminal Court

- a. Action against delinquent parents
- b. Action against neglectful parents

11. Parent-Teacher Organizations

- a. Student Loan Fund
- b. Some general relief, clothes, shoes, lunch, carfare, glasses

12. Louisville Flower Mission

- a. Some clothing and fuel when a family is proved to be worthy but not necessarily an agency case
- b. Food in worthy cases not under care of an agency

13. Luncheon Clubs

- a. Lions
- b. Kiwanis
- c. Rotary
- d. Exchange
- e. Cooperative

The foregoing clubs give general aid to needy pupils and specific aid in cases which are brought to their attention either through a member or by a visiting teacher.

14. St. Vincent de Paul Society

- a. Relief given to applications made thru the parish priest
- b. Temporary relief in emergency cases irrespective of race, color, or creed.

15. Settlement Houses and Community Centers

- a. Rose Hudson Community Center
- b. Wesley House
- c. Cabbage Patch
- d. Neighborhood House

The foregoing settlement houses and community

centers are organized to offer wholesome recreation for juveniles after school hours and on holidays. In addition to recreation they often assist in relief and aid in the readjustment of the maladjusted child.

There are many other relief giving societies and social agencies in the City of Louisville. The above are a few of the principal ones. The visiting teacher carefully canvasses her district to learn what aid can be obtained for any worthy, needy families in her charge.

Summary

The visiting teacher must know the pupils, the school, the parents, and the community, particularly its resources which can further the work of the Attendance Department.

A complete analysis of the available types of aid and the methods of obtaining aid are as essential as knowing the need for help. Without available aid to offer, the knowledge of a need is of little value.

In a city the size of Louisville, each agency specializes in a few specific and essential fields. Much time can be saved and better service obtained if the visiting teacher will carefully canvass her district and know the resources for aid before the actual need arises.

CHAPTER VII

SUMMARY AND CONCLUSIONS

CHAPTER VII

SUMMARY AND CONCLUSIONS

The purpose of this study is to set forth the need for the visiting teacher service in public and parochial schools and to show the development of the service and its value to the Louisville Public Schools and to the children of the city.

The work of the visiting teacher is not easy. Hours and days of intensive work, endless amount of patience, the use of techniques of investigation and guidance are necessary. The reward comes in an eventual satisfactory adjustment of the child or in the prevention of some potential problem which loomed as a crisis to the client or to the school. The visiting teacher attempts to carry to a situation a constructive, intelligent optimism which, over a long period of helpful and sincere work, usually produces results. If these results make for a happier, fuller life for the school child now or later, the field worker can feel satisfied that her work is well done and worthwhile.

While visiting teacher work is the outgrowth of compulsory attendance laws, the emphasis on attendance per se must not be over-emphasized. Rather it is the work of the visiting teacher to try to see beyond the fact of poor attendance and to locate the fundamental causes in an attempt to relieve those causes through constructive social work. The attendance departments were among the first agencies to deal with the problems of the individual child. It was soon found, however, that enforcement of the law

was only a superficial solution in problems in attendance. Many of the early "truant officers" probably were successful principally through sheer force of personality. Many agencies have been developed, representing a wealth of community resources upon which to call for cooperative help. Irregular attendance is a social problem. The visiting teacher, with her acquired techniques and the help of coordinated community resources, begins treatment before the child becomes a delinquent and effects an appropriate adjustment for the pupil.

A promising and satisfying future awaits those entering the expanding field of visiting teacher service. This is a new field in modern education. Innumerable school systems have yet to become acquainted with the far-reaching values of this service to the child, the family, the school, and the community.

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APPENDIX A

APPENDIX A

These family studies were presented by the visiting teacher to the Director of Attendance and Census for decision and counsel. They were taken from the actual field situation; all names and dates have been changed.

Bates, Ella	8-17-1930 (verified)	Franklin School 324 River Grade 1B
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Father: Sam
Mother: Fanny Simpson

Teacher's Report:

Ella Bates entered Franklin School September 10, 1937. It did not take long to discover she could not do the very beginning first grade work. This child could not color within a given space when she came to the class, but after five weeks of the school work she is doing this type of work better. She knows none of the words or colors constantly drilled upon. She has not yet had any part of a seat work paper correct. Ella has no conception of matching words, though she does make a great effort to do her work and her words are pasted in columns. She was very happy when I told her how much better her last seat work paper was---not that it was correct in any part, but she had attempted to color the drawn objects, and she had pasted words in columns, though they were not in the correct spaces and many were upside down. Her first papers were a conglomeration of scribbling and pasting such as a very young child would do. She reads the chart lessons by pointing to the blackboard or object away from the chart. She often volunteers to recite and never seems discouraged to find out that she is entirely wrong. Ella is of a very happy disposition, constantly smiling. She causes no trouble in the room, and the only time she leaves her desk is to ask for permission to be excused from the room. It is practically impossible to understand her, but I now know the words she uses most often. The other children notice that she is different, for several children have asked, "What's the matter with Ella? She can't talk and she reads the funniest way." Scold her or praise her, she looks up with a cheerful smile and appears to be happy under all circumstances.

Mary Jones, Teacher

Problems: Low mentality
Health habits
Speech defect

There is a possibility of exclusion from school. The child presents no discipline problems, and is so anxious to attend school. I hope we can bring about some situation that will not be difficult for the teacher and that will be constructive for Ella.

Family history:

Paternal grandmother: Lennie Bates. Made her home in Larue County until three years before her death. Died several years ago of carcinoma at the age of seventy. City Hospital record says she acted queerly and was "dippy". Term is not modified. Terminal illness followed normal course.

Paternal grandfather: Dan Bates. Between seventy and seventy-five when he died during last year. Exact cause of death is unknown. Suffered from bronchitis and had two attacks of pneumonia. Farmer. Owned an unproductive farm in Larue County.

Paternal aunt: Gracie Smith. Lives only two blocks from the Bates family but they never visit. Suffered a nervous breakdown during the menopause. Has lived as a recluse since.

Maternal grandfather: Willard Simpson. A favorite with his children but the despair of his wife because of his generosity and lack of business ability. Conducted a "short order" restaurant frequented by tobacco factory laborers. Made a comfortable living for his family. Died when comparatively young as a result of a fall.

Maternal grandmother: Mae Simpson. Is an extremely nervous, demanding, domineering woman, who assumed entire responsibility of disciplining and training her children and hoped to carry over into the homes of these same children. Works every day as street saleswoman for a house furnishing store in the neighborhood. Makes her home with a married son. During most of last winter she took treatments from a quack doctor for varicose veins. When they became ulcerated, she sought relief at the City Hospital, where she was under ambulant care for several months. She says she has heart trouble, but I find no mention of it in the record at the City Hospital.

Father: Sam Bates. Age forty-five years. Born in Larue County. Middle child of five children. He finished only four grades in a country school and then worked on a farm until he was sixteen years old. He then worked as a section hand on the railroad for eight years. Came to the city when he was twenty-four. He had been married a year when he came to the city, and almost immediately found work with the Pennsylvania Railroad as a gate tender, and has continued in this capacity. Earnings average \$53.50 a month. Gives his wife all his earnings, taking back enough for tobacco and lunch. Rides to and from work on a bicycle. Mr. Bates is a tall, thin man, with dark hair, ruddy complexion, and poor teeth. He speaks indistinctly and never appears to be physically well. I asked for a general physical on him, but he thought he had "lung trouble" and went to the Tuberculosis Clinic. Diagnosis was

negative for pulmonary tuberculosis, but findings were compatible with chronic bronchitis. Mentally he appears greatly retarded, and seems to have difficulty comprehending. A quiet, unassuming person. Mrs. Bates stated that Mr. Bates was sexually exceedingly demanding; did not want children and takes no interest in them; ill-tempered, irritable, insulting to the children's friends.

Siblings:

Marie, 6-2-1920. Good school record. Worked regularly for two years at a local tobacco factory. Apparently without cause she became violently insane at a social gathering. Condition was diagnosed as dementia praeco-paranoid type. Confined to Lakeland State Hospital since 1935. Condition is now hopeless.

John, 8-3-1922. Made a splendid record while in Franklin School and Eastern Junior High School, but became a disciplinary and behavior problem when a student at Carter Trade School. Sentenced to a penitentiary in Texas for robbery. Mrs. Bates had a letter from him recently stating that he could be paroled if she would request it. She has not done so, as she feels certain that he cannot find work and that he will become a problem if he comes back to the same situation in the home that he ran away from. He has a long record at the Children's Agency for sex irregularities and numerous behavior difficulties.

William, 8-4-1925. Left Franklin School several years ago when, on recommendation of Bureau of Research, he was transferred to a retarded class. Entered St. John's Parochial School, but was asked to withdraw because of his inability to adjust. Returned to Franklin School and seemed to be getting along very nicely until last winter, when he developed a serious mental disorder. Observed at psychopathic ward at City Hospital and was then placed at Lakeland State Hospital.

Rena Margie, 7-15-23. Entered Franklin School when six years of age. Exclusion was recommended by the Bureau of Research because of apparent mental condition. Remained at home for several years, when confinement at an institution became necessary. Condition is hopeless.

Tom, 3-6-1926. 4B grade at Franklin School. Adjusts quite well to any situation. Helpful in the home. Attends church regularly.

George, 10-7-1932. Tested at Mental Hygiene Clinic 11-3-1934. I. Q. 51. Serious speech defect. Hopes to enter school in February.

Home:

The cramped quarters allow no privacy to the members of the family. None of the children has any duties in the home. Rooms are upset and foul-smelling. Piles of clothing and rubbish are stacked on

furniture and in pulled-out drawers. Remains of previous meals and used dishes are always on dining table. Family uses neither napkins nor table cloths. Groceries are bought from a neighborhood grocery and are delivered. Diet consists chiefly of starches and sweets. The home is in one of our better neighborhoods. Family rarely moves. We have known them in only three different locations in twelve years.

The subject:

Ella Bates was referred to the visiting teacher 9-21-1937 in the hope of solving the problems stated above. Visited home and had a lengthy conversation with mother about subjects both relevant and irrelevant to the patient. In Mother's highly nervous condition I believe a drastic move would throw her completely off balance. I learned that Ella is the seventh child in the family. Mother was uncertain about age when Ella first walked and talked. No illness except measles and whooping cough. She has had trouble with her ears and had "risings" when she was quite young. There is no evidence of a permanent ear injury (Portland Health Clinic record 1938-12-31). Additional information on this record indicates 2/ tonsils, dental caries, D posture, and normal weight. Ella and George are most companionable. They seldom have the opportunity to play with other children. After my conference I telephoned Miss R. at the Children's Agency and asked for an engagement with her to discuss the family. (Children's Agency was active at this time.)

Record of contact:

9-22-1937: Discussed findings in home with teacher and asked her to keep sample copies of Ella's seat work along with best and medium in the class. I wanted to take these to the mother, hoping to show to her the inferiority of Ella's work so that if exclusion were recommended she would be in a sense prepared. I also had another purpose. I wanted her to have Tom work with the patient at home. This would serve as a tie-up and would also keep Ella away from the constant companionship of George.

9-24-1937: Discussed the case with Miss E. and Miss S. at the Mental Hygiene Clinic. Accompanying letter gave results of test made by them 1935-7-3. They suggested a retest in Research Department of the Board of Education. If I. Q. has not come up, then surely exclusion is the solution. Talked with Miss E. at the Children's Agency the same day. Outlook is gloomy. Mother is having a nervous breakdown and is unable to leave her bed. My visit into the home at this time was purely social.

During the next month I made several visits into the home, but patient was rarely discussed because of mother's highly nervous condition and because patient was conforming very nicely to school routine. However, she was making no progress in her studies.

11-27-1937: Tested by Miss C. at the Board of Education; M.A. 4-6, I.Q. 62. Recommendation: Since Ella's intelligence is high

enough for placement in an ungraded group. I recommend that she be permitted to attend school in order that she may be learning habits of obedience and use of materials. She cannot be expected to learn to read or meet other academic requirements of the first grade. When, in the principal's judgment, she is old enough to enter an ungraded group, the transfer can be made.

Miss C-----
Psychologist

2-28-1938: Not promoted, but is trying very hard. Again visited in the home and mother was much better than I had seen her for a long time. She asked me to take her to Lakeland to see the children. Results of our visit out there were very bad. The children are becoming progressively worse, and the doctor told Mrs. Bates that he feared that none of them would ever be returned to their home. During our ride to and from the institution we discussed how the mother's burden could be lightened at home, and one of her suggestions was to let Ella set the table and try to dress herself.

During the second semester of this year I have kept in constant touch with Ella and the family, and was pleased to note that the patient is performing her home duties satisfactorily and that the teacher had given her several "housekeeping" chores in the classroom.

9-13-1938: Receiving teacher came to me with almost an identical report as the losing teacher had given to me when she entered Ella in her class. I discussed the family with her, and we agreed to continue work of last year. The principal suggested that Ella be given the job of bringing the attendance reports into the office every morning. This has been done, and she loves it. We suggested that the teacher ask something of her trip to the office--when she saw, what the clerk was doing, etc., and we are delighted with the progress she has made in her ability to observe. It is time again for promotion, and Ella will go on to the next grade. While her scholarship grade is not up to the passing mark, her other qualifications entitle her to the encouragement which we feel she has earned. Her present teacher reports that she is very neat in her work habits, personal appearance, and desk arrangement. She cooperates wholeheartedly and makes as much effort as her mental endowments will permit. When Mrs. Bates learns that Ella will be promoted, I know she will be overjoyed and will continue to cooperate with us to the fullest extent in further developing her daughter.

9-30-1937
To Mental Hygiene Clinic
From Franklin School (Marie Sellers, visitor)
Re: Ella Bates

According to Kuhlman-Stanford Binet tests, Ella has a mental age of 3 years and an I.Q. of 60. This is probably a fair indication of her intelligence. She has a speech defect which makes it

quite difficult to understand her. Rather attractive child, very interested in test and noticeably cooperative. Ella shows the lack of consistent discipline, is active and quick in her movements. She is satisfied to play with her three year old brother. As she is considerably below average in intelligence, I do not see how she could compete satisfactorily with average children of her own age.

Respectfully,

(Mrs.) _____
Psychologist

Benny, Ralph

3-13-33(verified)

Franklin School
204 Ward
Grade 2B
5-13-48

Father: Not in home

Step-father: Not in home.

Mother: Jenny Jones

Problem: Truancy. Referred to Bureau of Research.

Teacher's statement:

Out of the thirty-one days this term, Ralph has been present only sixteen. During that time he has accomplished nothing. He does not seem to have a spark of interest in anything. No children in his class play with him outside of school, but he seems to get along very well with them in the classroom. Ralph failed in 2B and is repeating the grade this semester, but is still making failing grades.

Mary Chimes

Visiting teacher's statement:

Ralph has been referred to the Bureau of Research because of truancy, which occurred for the first time February 2 and has persisted with frequency to date. On March 4 a city policeman picked him up at Fourth and Meadow, and, despite Ralph's kicking and vilifying, he took him to his home and at the mother's request brought him over to the school. The officer remarked that the child was the "toughest customer he had handled in a long time". At the principal's request the mother visited the school and promised full cooperation. The following morning a teacher found Ralph wandering around in the hall, and when she requested that he go to his room, he refused, saying he had lost a book on his way to school and was afraid to see his teacher. For several mornings thereafter his grandfather brought him to school, but on none of these days did he appear in his classroom.

Miss Tinsley, the principal, has talked to Ralph several times about his truancy and of the consequences if he persists, and while he seems penitent, the offense continues. During one of the conferences Ralph said the devil made him do wrong things and that he tried not to let the devil get control of him but he always did.

During each day of truancy the visiting teacher has called at the home hoping during conferences to discover what was causing this sudden outburst of law defiance. She felt the teacher could not be at all to blame, as her record with children is superb. Her quiet, mild manner takes with most pupils, and it is rare that a child does not adjust to her school room situation. However, the visiting teacher discovered that the family was planning to move to the suburbs so as to give Ralph activities which would completely occupy his time. Both mother and grandmother denied that Ralph had caused any trouble in the home. The grandfather's idea was different.

In discussing the child's physical condition, the visiting teacher learned that he is allergic to warm places and breaks out in profuse perspiration when in a heated room. His only cover at night, even in the coldest weather, is a sheet blanket, and even then he remains in a perspiration. His sleep is restless, and often he calls out in the night, sometimes awakening himself and refusing to try to go to sleep again. During his waking hours he is not quiet one instant. To correct this his grandmother bought him a desk, a desk chair, and a bottle of ink. Result was a change in the wall-paper motif.

During the first week of his life it was noticed that the left side of his face was paralyzed, due, so the doctor said, to hard delivery. In time life returned to the muscles, but during stress the grotesque half smile remains for several days after difficulties have subsided. Each member of the family made a point of this characteristic, but we, in the school, have not observed it. Because of these physical abnormalities the visiting teacher requested that Ralph be taken to the Portland Health Clinic 3-9-45. Mother agreed and engagement was made.

Dr. Smith, examining physician, recommended a tonsillectomy and an eye test. The child is otherwise perfect, with a past history of measles, whooping cough, and chickenpox, none of which was serious.

If there is in appearance an embryo bully type, Ralph could answer the call. He is small in stature, thin, and wiry. His underslung jaw, which is evident when his face is in repose, is perfectly set off by a framing of unruly hair, which he allows to dangle down to his eyes. Always well dressed, coming from a home of high economic level, plenty of spending money, kindness, and Sunday School on the Sabbath, this child's conduct is certainly an anomaly. An engagement has been made at the Bureau of Research in the hope of obtaining data that will help to solve this problem.

Father: Not known to grandparents. Mother says he died many years ago, probably before the boy was born. She was reluctant to discuss him and the question was not pressed.

Step-father: Henry Jones. Divorced from Mrs. Jones several years ago. He was never a dominating factor in the home.

Mother: Jenny Jones. Regularly employed on a rivet machine at Stratton-Tersteppe. She has had consecutive employment for five years. Her hours of work and poor physical condition have caused her to shift the burden of Ralph's care to her mother. She evidences very little interest in the child's welfare, both by word and action. She accepted as a sacrilege the visiting teacher's suggestion that she get up every morning to see personally to Ralph's getting off to school. Her sleeping hours are not to be disturbed. When the truancy was reported in the home, the mother made no effort to discipline Ralph, permitting him to remain at home on several subsequent days, giving as an excuse that she knew he wasn't going to school and she did not want him on the streets where the police might pick him up again.

Grandmother: Anna Benny. Housekeeper and mainstay. Her dependence for a satisfactory solution to Ralph's problems has been placed in the Lord's care. Her horizon is limited by the home and occasional church contacts, and it is beyond her ken to envisage Ralph's maladjustment. From a physical standpoint her position in the home is perfect, but to expect so weak a person as she to have a strong lasting influence on Ralph is impossible.

Grandfather: Tom Benny. Irregularly employed as a furnace repair man. He fully realizes that Ralph is not adjusting, and thinks that his mind is affected. When questioned as to why he thought there was a mental derangement, he recited instances of defiance, indifference, lying, and constant motion. It is his idea that a move to the country where Ralph can have farm activities will solve the problem.

Others: Jane Benny, Athens Trade School, presents no problems.
Bill Benny, Athens Trade School, adjusts well.

Home: A well kept, well furnished brick cottage in one of the better neighborhoods. There is an adequate income in the family, but such a division of responsibility for authority that discipline enforcement is at a low ebb. Even this present law violation has failed to make the family get together and work out a plan for the solution of the problem. They all want Ralph to adjust because each is so busy with his own affairs that he has no time to worry with Ralph and his problems.

The Research Bureau will make recommendations after complete test. School will follow as well as possible any plans Bureau makes for Ralph at school. Visiting Teacher will try to interpret to home the meaning of test results and the best way to carry out the plans as set forth for the members of the family.

APPENDIX B

APPENDIX E

**Reports required from the visiting teachers of the
Louisville Public Schools, Louisville, Ky.**

1. Absence Distribution sheet (monthly)
2. Absence Control sheet (monthly)
3. Aggregate days of membership and absence report to central office (three month period)
4. Case grouping report: visiting teacher, attendance officer, conference, and court (yearly)
5. Summary of work (monthly and yearly)
6. Municipal Bureau of Social Service Referral
7. Carfare requisition (monthly)
8. Summary of relief given pupils (monthly by the year)
9. Individual pupil attendance blanks
10. Friday-Monday absence percentages (On Fridays and Mondays)
11. Friday-Monday absence increase sheets (weekly)
12. Free text-book request (as required)
13. Monthly Report of Attendance Officer

ABSENCE DISTRIBUTION

Month.

Year.

School

[illegible]

TO BE KEPT IN PRINCIPAL'S OFFICE

Teacher_____

- 125

2
7
10

1945

[illegible]

ATTENDANCE ANALYSIS

Form 4
SCHOOL _____ DATE _____ V. T. _____ 127

TOTAL NUMBER

C	F

REGULAR ATTENDANCE

IRREGULAR ATTENDANCE

ILLNESS

C

Contagion

 } Visit before termination
Continuous } of period of illness
Occasional

OTHER AGENCIES

C

 Report absence to
central office each week

Health Office

Probation Office

L. & J. Co Children's Home

ATTENDANCE OFFICER

C

 Report each absence
VISITING TEACHER to Attendance Officer

Sickness

C

 Visit especially the questionable
Poverty and recurring one or two days absent
Try to check before occurrence

Self-relieving

C

Agency

Others

C

Parent's Indifference

C

 Visit on each absence
Truancy Visit on each absence or talk with child
Out of City

SUMMARY OF WORK *

School _____

	Sept	Oct	Nov	Dec	Jan	Feb	Mch	Apr	May	June	Total
Attendance Cases											
Guidance											
Behavior											
Health											
Clinics											
Number studies for Bureau of Research											
Investigations for Books											
Investigations for Lunches											
Investigations for Carfare											
Investigations for Thanksgiving Baskets											
Investigations for Christmas Baskets											
Adjustments											
Tardiness											
Scholarship											
Others											
Investigations of Possible Failures											
Number of Possible Failures that Passed											
Number of Census Calls											
Number of Children Picked up for Census											

* To be filled in by each visiting teacher and given to central office with other yearly reports.

REFERRAL BY VISITING TEACHER
to
MUNICIPAL BUREAU OF SOCIAL SERVICE
Realty Building
for
CLOTHING FOR SCHOOL CHILDREN

Name of Family _____
(Last name) (Man) (Woman)

Address _____ Race _____

Children who need clothing: _____ Date referred _____

	Age
_____	_____
_____	" _____
_____	" _____
_____	" _____
_____	" _____
_____	" _____
_____	" _____
_____	" _____
_____	" _____

Signature of Visiting Teacher

School

REPORT OF MUNICIPAL BUREAU OF SOCIAL SERVICE

Date seen by agency _____

Decision on service requested _____

Date _____

Social Worker

LOUISVILLE PUBLIC SCHOOLS

For the month of _____ 194_____

Send in three (3) copies. Make no entries in columns headed "Blocks" and "Checks."

[illegible]

School _____ Date _____

Principal

Approved _____

Assistant Superintendent

SUMMARY OF RELIEF*

School _____

	Sept	Oct	Nov	Dec	Jan	Feb	Mch	Apr	May	June	Total
Shoes											
Underwear											
Coats											
Blouses											
Stockings											
Trousers											
Dresses											
Hats & Caps											
Galoshes											
Sweaters											
Glasses											
Coal											
Lunches other than Federal											
Thanksgiving Baskets											
Christmas Baskets											

* To be filled in by each visiting teacher and given to central office with other yearly reports.

ABSENCE REPORT BLANK (For Attendance Dept.) 1947-48

Address _____

[illegible]

Residence Phone _____

[illegible]

ABSENCE REPORT BLANK — 1947-1948

School District

School Teacher Grade Date of Entrance

Name Date of Birth

Address

	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F
July	....	1	2	3	4	7	8	9	10	11	14	15	16	17	18	21	22	23	24	25	28	29	30	31	....
Aug.	....	....	....	....	1	4	5	6	7	8	11	12	13	14	15	18	19	20	21	22	25	26	27	28	29
Sept.	1	2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	25	26	29	30	....	....	....
Oct.	....	....	1	2	3	6	7	8	9	10	13	14	15	16	17	20	21	22	23	24	27	28	29	30	31
Nov.	3	4	5	6	7	10	11	12	13	14	17	18	19	20	21	24	25	26	27	28	....	....	....	....	....
Dec.	1	2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	25	26	29	30	31	....	....
Jan.	....	....	....	1	2	5	6	7	8	9	12	13	14	15	16	19	20	21	22	23	26	27	28	29	30
Feb.	2	3	4	5	6	9	10	11	12	13	16	17	18	19	20	23	24	25	26	27	....	....	....	....	....
Mar.	1	2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	25	26	29	30	31	....	....
April	....	....	....	1	2	5	6	7	8	9	12	13	14	15	16	19	20	21	22	23	26	27	28	29	30
May	3	4	5	6	7	10	11	12	13	14	17	18	19	20	21	24	25	26	27	28	31	....	....	....	....
June	....	1	2	3	4	7	8	9	10	11	14	15	16	17	18	21	22	23	24	25	28	29	30	....	....

Father Mother

CAUSE OF ABSENCE

Date

SCHOOL _____ MONTH _____

FRIDAY-MONDAY ABSENCE PERCENTAGE

G R A D E	FRIDAY	MONDAY
1 or 7		
2 or 8		
3 or 9		
4		
5		
6		
T		

To be mailed (or sent by visiting teacher) by the school to the Attendance Department each Monday. Use postal card for mailing; other form if sent by visiting teacher.

FREE TEXT BOOKS

Name of School _____ Date _____

An affidavit having been filed in this department, text books may be loaned under the rules of the Board of Education to:

Immediately upon the withdrawal of the above named from your school, send this card to the Attendance Department, stating on reverse side the cause of withdrawal.

ATTENDANCE DEPARTMENT

MONTHLY REPORT OF ATTENDANCE OFFICER TO SUPERINTENDENT

Form CA-11

..... School District

..... County

Month....., 19.....

	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	Total
Number Absences Reported																									
Number Absences Investigated																									
Number Visits To Homes																									
Number Visits To Schools																									
Number Visits to Business Firms																									
Number Visits To Court																									
Number Visits to Other Agencies																									
Total Visits																									
Number Transfers Sent																									
Number Transfers Received																									
Number Phone Calls Made																									
Number Letters Written																									
Number Form Letters Mailed																									
Number Teachers Meetings Attended																									
Number Final Notices Served																									

Number children provided with clothing.....; food.....; medical attention.....;

Number of days spent in office.....; Number of days spent in field.....; Court convictions.....

.....
Attendance Officer