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**COLORADO COMMITTEE FOR THE WHITE HOUSE
CONFERENCE ON EDUCATION**

**SEPTEMBER
1955**

Report of the

COLORADO CONFERENCE ON EDUCATION

Held at the University of Denver, Denver, Colorado, September 12 and 13, 1955

“The general assembly shall, as soon as practicable, provide for the establishment and maintenance of a thorough and uniform system of free public schools throughout the state, wherein all residents of the state, between the ages of six and twenty-one, may be educated gratuitously.”

Article IX, Section 2, Colorado State Constitution.

Submitted by

Colorado Committee for the White House Conference on Education
Francis M. Day, President

Colorado State Department of Education
H. Grant Vest, Commissioner
Denver, December, 1955



November 15, 1955

Mr. McElroy
Chairman, Planning Committee
White House Conference
and Members of the White House Conference on Education

Dear Mr. Chairman and Members of the Conference:

This report is prepared in accordance with the provisions of Public Law 530 passed by the 83rd Congress which allocated funds for state conferences on education. The purpose of these grants was to assist each state to bring together, prior to the White House Conference, educators and other interested citizens to discuss educational problems in the state and make recommendations for appropriate action to be taken at local, state, and federal levels. There was also an obligation to make a report of the findings and recommendations of the state conference for use of the White House Conference on Education.

The planning committee for the Colorado conference was appointed by Governor Dan Thornton and assigned by him to work in close harmony with the State Department of Education.

Pursuant to the instructions from Governor Thornton, and subsequently from Governor Edwin C. Johnson, the committee's first task was to review carefully communications from national officials. These included letters from President Eisenhower and Secretary Hobby to the Governor and a letter from United States Commissioner of Education, Samuel Brownell, to the State Commissioner of Education. The views of our state school officials were invited.

The committee directed attention to a studied interpretation of its assignment. It was obvious that directions were to be interpreted liberally to include any or all aspects of our educational programs, limited only by time, energy, funds, and similar practical considerations. It was also the committee's understanding that courses of action for meeting the school problems were to be recommended.

It was agreed at an early date that since this study must inevitably cover many complex and controversial matters, it could not be expected that every member of the conference would personally accept every statement that should appear. But it was agreed that, insofar as possible, the report should represent a general consensus of the conference.

Only in the matter of federal aid to education was there a disagreement of the conference with the committee reports. The committee reports found and concluded that "the expansion or extension of federal aid was not necessary or desirable to meet the financial needs of the schools of Colorado." The following amendment was passed by the official conference delegates present: "We believe that federal aid to education should be encouraged to adjust the inequalities in educational opportunity among states of lesser ability and to assist further in unusual areas of school population growth in all states."

The planning committee endeavored to keep the project close to the people by holding a series of community and regional conferences. Well over a thousand people attended these meetings and devoted many thousands of man hours to planning, studying and discussing the problems. The general approach was to divide the problems of education into these nine topics:

1. What educational opportunities should be available to our children, youth, and adults?
2. What should be done to meet our school building needs? Our transportation needs?
3. How can we organize our schools and school districts to provide adequate educational programs?
4. How can we get enough well trained teachers and keep them?
5. What special related services are essential to a good educational program?
6. What should be done to meet the educational needs of out-of-school youth and adults?
7. What must be done to assure adequate opportunities for college education to Colorado young people?
8. How can we best finance our educational program?
9. How can continuing support for public schools be obtained?

In each community and regional conference the nine problems were considered separately and subsequently reported to the entire meeting for the adoption of findings and recommendations.

At each of the five regional conferences, delegates were elected to the state conference. The number of delegates to the state conference was fixed at 160. These delegates were assigned to nine subcommittees to comport with each of the areas outlined by the major problems. Each of the nine subgroups followed an agenda something like the following:

1. A review of the findings and discussions of the regional conferences.
2. Hearing of individuals and organizations who wanted to file a statement on the problems.
3. A review of additional research and study of committee members.
4. Conclusions and recommendations.

This report is truly representative of the views of the people of Colorado on pressing problems in the field of education.

From the series of public meetings, from hundreds of communications, from the personal study of each member of the conference, from the joint discussion and deliberation of the conference, we have sought answers to these questions:

1. Where are we?
2. How did we get there?
3. Where do we want to go?
4. How do we get there?

The report which follows after relating pertinent background data is divided into nine sections. Each section deals with one of the pressing problems. For each problem, we have endeavored to provide answers to the foregoing questions.

We trust this information may be helpful to you in preparing a report to the President on significant and pressing problems in the field of education.

Our delegates to the national conference have shared in these discussions and deliberations and are well prepared to take their part in the meetings. Of the thirteen delegates selected for the National White House Conference from this state, eight were chosen by ballot in the state conference. Three were named by Governor Johnson. Two were named by the State Commissioner of Education who was a member of the President's Planning Committee. The delegates are widely representative of the population of the state. Three are professional educators.

Sincerely yours,

Francis M. Day, Chairman
Colorado Committee for the White
House Conference on Education.

MESSAGE FROM THE GOVERNOR

To All Concerned With Public Education:

I am indeed grateful to the many hundreds of citizens of this state and to the professional educators who devoted so much of their time and effort to making Colorado's conferences on education a success.

Colorado is a fast growing state. As we grow in the development of natural resources, take our place as the home of many federal installations, and welcome the citizens who come to us with large and small industrial enterprises, we must make a constant effort to see that educational advancements keep pace in all respects.

The Colorado conferences pin-pointed many of the basic issues facing our schools. Participants reaffirmed many of our long standing policies and suggested modifications of others. Further research and study for improvement in still other areas were recommended. One of the important outcomes of the conferences is the direction it has given to our legislators, civic leaders, and citizens in general.

The interest of the general public in the problems of education is most gratifying to those of us in public office. We are proud of the support of our citizens in helping to solve the problems of education.

I am confident that the local conferences and the state conference have been of great value to the school districts of our state, and to Colorado as a whole. I am confident that we have contributed much to the President's Conference in Washington, and thus, have contributed to the solution of the problems confronting all of the public schools in the nation.

Edwin C. Johnson, Governor

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- Spencer Burtis
La Junta, Colorado
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Rifle, Colo.
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5053 S. Fairfax
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1630 Stout Street
Denver, Colorado
- Bromfield, Mrs. Donald (*Del. Nom.*)
6320 East 4th Ave.
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280 Madison
Denver, Colorado
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Delta, Colorado
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518 Tyler
Pueblo, Colorado
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c/o Station KUBC
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713 San Juan
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Alamosa, Colorado
- Day, Francis M. (*Com. Mem. Met.*)
Westminster, Colo. or
209 Tramway Building
Denver 2, Colorado
- Day, Mrs. Summerfield (*Del. NW*)
Grand Junction, Colorado
- Dickinson, Mrs. Alice (*Del. Nom.*)
Route 2, Box 297
Arvada, Colorado
- Dickenson, Mrs. George (*Del. Nom.*)
1200 South Platte Canyon Road
Littleton, Colorado
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City and County Building
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University of Colorado
Boulder, Colorado
- Edgar, Mrs. J. L. Reed (*Del. Nom.*)
1119 Detroit
Denver 6, Colorado
- Elicker, Mrs. Louis D. (*Del. SW*)
Box 356
Montrose, Colorado
- Elliott, Mrs. L. E. (*Del. SW*)
910 Greenwood Ave.,
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Golden, Colorado
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Monte Vista, Colorado
- Freeman, Ray (*Del. NW*)
Craig, Colorado

- Gadd, Collins (*Del. Nom.*)
95 S. Zephyr
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350 Jersey Street
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- Garnsey, William (*Del. NE*)
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- Garrison, Dr. Lloyd (*Com. Mem. Met.*)
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703 Third Avenue
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124 Donaldson Road
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1770 Sherman
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- Herman, Charles I. (*Com. Mem. SE*)
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2812 Pontiac
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- Hixson, Mabel (*Com. Mem. NE*)
Fort Collins Public Schools
Fort Collins, Colorado
- Hollis, Rev. Harvey (*Spec. Nom.*)
1820 Broadway
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- Hopfenbeck, George (*Del. Nom.*)
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- Johnson, Jack (*Del. NW*)
Minturn, Colorado
- Johnson, Dr. Robert (*Del. Nom.*)
Supt. of Schools, Jefferson County
1580 Yarrow
Lakewood, Colorado
- Jones, Rev. William
230 E. 17th Avenue
Denver, Colorado
- Kimball, Ray (*Com. Mem. Met.*)
1765 Sherman Street
Denver, Colorado
- Kitch, Mrs. J. P. (*Del. SE*)
Rocky Ford, Colorado
- Konig, Mrs. J. E. (*Spec. Nom.*)
2660 Locust Street
Denver, Colorado
- Kroh, Mrs. Edna (*Del. NE*)
Loveland, Colorado
- Kuntz, Ed (*Com. Mem. NE*)
Otis, Colorado
- La Fafe, Vern (*Del. NE*)
Akron, Colorado
- Laderman, Rabbi Manuel (*Spec. Nom.*)
1574 Newton Street
Denver, Colorado
- Lawyer, Arlene (*Del. SW*)
Monte Vista, Colorado
- Lee, M. R. (*Com. Mem. Met.*)
1245 Curtis Street
Denver, Colorado
- Leyden, Rev. Edward (*Spec. Nom.*)
230 East 17th Street
Denver, Colorado
- Liljestrom, George W. (*Del. Nom.*)
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Denver, Colorado
- Little, Sam (*Com. Mem. SW*)
Gunnison, Colorado
- Maldrum, Blair (*Co. Mem. NW*)
Leadville, Colorado
- Martin, Lawrence W. (*Com. Mem. Met.*)
The Denver Post
650 - 15th Street
Denver, Colorado
- McDermott, Mrs. Miriam (*Del. SW*)
Montrose, Colorado
- McGuire, Mrs. Carl (*Del. NE*)
Boulder, Colorado
- McLaughlin, Stuart W. (*Hon. Mem.*)
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Supt. of Jackson County
Walden, Colorado
- Mickelson, Dr. P. P. (*Del. SW*)
Western State College
Gunnison, Colorado
- Miller, Eugene (*Del. SE*)
District 70
Pueblo, Colorado
- Milliken, Eugene D. (*Senator*)
Denver, Colorado
- Monell, Ralph (*Del. SW*)
315 North 10th Street
Canon City, Colorado
- Moore, Mrs. Lottie (*Del. Nom.*)
210 State Capitol
Denver, Colorado
- Moore, Judge O. Otto (*Del. Nom.*)
750 Clarkson
Denver, Colorado
- Murphey, Dr. Bradford (*Com. Mem. Met.*)
345 Vine Street
Denver, Colorado
- Nelson, Alfred C. (*Com. Mem. Met.*)
University of Denver
211 15th Street
Denver, Colorado
- Nelson, Mrs. William (*Del. Nom.*)
911 Cook Street
Denver, Colorado
- Newton, Quigg (*Com. Mem. Met.*)
712 Corona
Denver, Colorado
- Nicholson, Will (*Mayor Spec. Nom.*)
City and County Building
Denver, Colorado
- Nielsen, Aksel (*Com. Mem. Met.*)
1711 California Street
Denver, Colorado
- Oberholtzer, Kenneth (*Com. Mem. Met.*)
414 14th Street
Denver, Colorado
- Obermeier, Rev. Arnold (*Spec. Nom.*)
First English Lutheran Church
Sterling, Colorado

- Orman, Mrs. Fred B. (*Spec. Nom.*)
1000 Carteret
Pueblo, Colorado
- Orten, Russell S. (*Del. Nom.*)
7996 Stuart Street
Denver, Colorado
- Owen, Sebastian (*Spec. Nom.*)
3046 Milwaukee
Denver, Colorado
- Patterson, Mrs. Ray (*Del. NE*)
Loveland, Colorado
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Brush, Colorado
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Medical Building
Delta, Colorado
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Las Animas, Colorado
- Pourchot, Leonard (*Del. SE*)
2870 Aster
Pueblo, Colorado
- Rankin, Rex (*Com. Mem. NW*)
768 North Avenue
Grand Junction, Colorado
- Repplier, F. O. (*Del. NE*)
1302 Baseline Road
Boulder, Colorado
- Revelle, Mrs. Eugene (*Com. Mem. Met.*)
220 Dexter Street
Denver, Colorado
- Richardson, Mrs. D. W. (*Com. Mem. Met.*)
7403 West 38th Avenue
Wheat Ridge, Colorado
- Ritschard, Mrs. Con (*Com. Mem. NW*)
Kremmling, Colorado
- Rogers, Byron G. (*Rep.*)
First District
Denver, Colorado
- Samuels, Isadore (*Del. Nom.*)
711 First National Bank Building
Denver, Colorado
- Sampson, Edward (*Del. Nom.*)
960 Sherman Street
Denver, Colorado
- Saunders, Mrs. Allegra (*Hon. Mem.*)
4840 Tennyson Street
Denver, Colorado
- Saunders, Roe (*Del. NW*)
Mack, Colorado
- Savage, Miss Martha (*Del. NW*)
Supt. Delta County Schools
Delta, Colorado
- Schissler, Orville (*Del. Nom.*)
2250 Nome Street
Aurora, Colorado
- Sellens, C. Gale (*Mr.*) (*Del. Nom.*)
915 Estes
Lakewood, Colorado
- Sikes, Mrs. David (*Del. Nom.*)
854 South Josephine
Denver, Colorado
- Silver, Harold (*Del. Nom.*)
315 Clermont
Denver, Colorado
- Smith, J. R. (*Com. Mem. SE*)
1025 West 15th Street
Pueblo, Colorado
- Snyder, Mrs. Doris (*Del. NW*)
Orchard Mesa,
Grand Junction, Colorado
- Stearns, Dr. Robert (*Del. Nom.*)
828 - 17th Street
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Craig, Colorado
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Craig, Colorado
- Taible, Dr. Ray (*Del. SE*)
108 West Orman
Pueblo, Colorado
- Tallchief, George (*Del. SE*)
Rocky Ford, Colorado
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Brighton, Colorado
- Thurstin, Mrs. Henry (*Del. Nom.*)
980 Forest
Denver, Colorado
- Trautman, Edward (*Del. NE*)
Yuma, Colorado
- Taylor, R. Raber (*Com. Mem. Met.*)
404 First National Bank Building
Denver, Colorado
- Taylor, Rena Mary (*Com. Mem. NW*)
Palisade, Colorado
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Sterling, Colorado
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2109 Eliot
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State Commissioner of Education
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Monte Vista, Colorado
- Wilcox, Mrs. Eugene (*Del. Nom.*)
2917 Clermont
Denver 7, Colorado
- Williams, C. S. (*Del. SE*)
403 North 8th
Rocky Ford, Colorado
- Williams, Henry (*Del. SE*)
Arkansas Valley Bank
Pueblo, Colorado
- Wilson, J. E. (*Del. Nom.*)
c/o Shell Oil Co.,
Mile High Center
Denver, Colorado
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Grand Junction, Colorado
- Young, Alfred R. (*Com. Mem. SE*)
Lamar, Colorado

ORGANIZATIONS

More than 40 organizations and associations in Colorado concerned with cultural, educational, civic and community welfare, registered interest in the Colorado Conference on Education, by sending representatives to take part in the state conference or by filing communications and statements reflecting their views and suggestions for the betterment of education.

COLORADO'S DELEGATES TO THE WHITE HOUSE CONFERENCE ON EDUCATION

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Mr. Charles R. Conklin, Delta	Attorney
Mr. Francis M. Day, Westminster.	Realtor
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Mrs. Enlo Henry, Rocky Ford	Housewife
Rev. William H. Jones, Denver	Parochial Schools
Mr. Sam Little, Gunnison	Rancher
Mr. Lawrence W. Martin, Denver	Newspaper Man
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Mr. F. C. Repplier, Boulder	Architect
Mrs. Dan W. Richardson, Wheat Ridge	State Congress of Parents and Teachers
Mr. Ernest Weinland, Loveland	Investment Banker
Mr. H. Edgar Williams, Denver	State Department of Education

TABLE OF CONTENTS

	PAGE
<i>Letter of Transmittal</i>	2
<i>Message from Governor Johnson</i>	3
<i>Planning Committee and Members</i>	4
<i>Delegates to the White House Conference</i>	9
<i>Foreword</i>	11

PART I

BACKGROUND INFORMATION

Public Law 530—83rd Congress.....	12
Letters and Memorandum Setting Up the Program.....	13-16
Pressing Problems in Education.....	17
A Plan for Colorado.....	18
Suggested plans for holding community, regional, and state conferences.....	20
Plans for selecting delegates to regional, state, and national conferences.....	22

PART II

SUMMARY OF THE FINDINGS AND RECOMMENDATIONS OF THE COLORADO CONFERENCE ON EDUCATION

Problem I—What Educational Opportunities Should be Available to Our Children, Youth and Adults?	24
Problem II—What Should be Done to Meet Our School Building Needs? Our Transportation Needs?	31
Problem III—How Can We Organize Our Schools and School Districts to Provide Adequate Educational Programs	37
Problem IV—How Can We Get Enough Well Trained Teachers and Keep Them?.....	43
Problem V—What Special Related Services Are Essential to a Good Education Program?.....	50
Problem VI—What Should Be Done to Meet the Educational Needs of Out-of-school Youth and Adults?	56
Problem VII—What Must Be Done to Assure Adequate Opportunities for College Education to Colorado Young People?.....	62
Problem VIII—How Can We Best Finance Our Educational Program?.....	69
Problem IX—How Can Continuing Support for Public Schools Be Obtained?.....	76

FOREWORD

During the period January to September, 1955, some forty conferences on education were held throughout the State of Colorado. Approximately two thousand citizens and educators attended and participated in these meetings. The number of lay persons in attendance far exceeded the educators.

Each community conference made a report of recommendations to a subsequent regional conference. Each of the five regional conferences made a report of recommendations to the state conference. These reports were used by the delegates of the state conference in their discussions and deliberations.

This report of the Colorado conference is divided into two major parts. Part I contains the background information for the conference in the state stemming from the enactment of Public Law 530 by the 83rd Congress. This part preserves the historical facts of organization and development. Part II contains a summary of the findings and recommendations of the Colorado State Conference on Education.

This booklet contains in a relatively few pages, a condensation of the tremendous task of organization and detail which culminated in a highly successful experience for Colorado citizens in examining their educational system. It contains a record of their views, conclusions, and recommendations to the end that education in this state and in this nation will continue to grow and advance in accordance with the needs of children, youth and society.

FRANCIS M. DAY, *President*
H. GRANT VEST, *Commissioner*

PART I—BACKGROUND INFORMATION
ORGANIZATION AND DEVELOPMENT OF THE COMMUNITY MEETINGS, REGIONAL
CONFERENCES AND THE COLORADO STATE CONFERENCE ON EDUCATION

Public Law 530—83d Congress
Chapter 575—2nd Session
H. R. 7601

AN ACT

All 68 Stat. 532

To provide for a White House Conference on Education

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That appropriations are hereby authorized, as set forth in sections 2 and 3 to enable the President to hold in the city of Washington, District of Columbia, before November 30, 1955, a conference broadly representative of educators and other interested citizens from all parts of the Nation, to be called the White House Conference on Education, to consider and report to the President on significant and pressing problems in the field of education.

GRANTS FOR STATE CONFERENCES ON EDUCATION

SEC. 2. (a) To assist each State to bring together, prior to the White House Conference on Education, educators and other interested citizens to discuss educational problems in the State and make recommendations for appropriate action to be taken at local, State, and Federal levels, there is hereby authorized to be appropriated the sum of \$900,000. Sums appropriated pursuant to this section shall be allotted to the States on the basis of their respective populations according to the latest figures certified by the Department of Commerce, except that no State's allotment shall be less than \$15,000.

(b) The Commissioner of Education shall pay, through the disbursing facilities of the Treasury Department, its allotment to each State which, through its Governor or other State official designated by the Governor, undertakes to accept and use the sums so paid exclusively for the purpose set forth in subsection (a), and to make a report of the findings and recommendations of the State conference for use of the White House Conference on Education. Sums appropriated pursuant to this section shall remain available until December 31, 1955, and any such sum remaining unpaid to the States or unobligated by them as of that date shall be returned to the Treasury.

FEDERAL ADMINISTRATIVE EXPENSES

SEC. 3. There are also authorized to be appropriated to the Commissioner of Education for the fiscal years ending June 30, 1955, and June 30, 1956, such sums as Congress determines to be necessary for the administration of this Act, including the expenses of the Office of Education in making available to the public the findings and recommendations of the conference. The Commissioner of Education is also authorized to accept funds, equipment, and facilities donated for purposes of the conference and to use the same in accordance with such purposes.

DEFINITION OF STATE

SEC. 4. For the purpose of this Act the term "State" includes the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Virgin Islands.

Approved July 26, 1954.

THE WHITE HOUSE

Washington

September 20, 1954

Dear Governor Thornton:

All of us recognize the urgency of solving such serious educational problems as shortages of teachers and school facilities and the loss of needed trained manpower through illiteracy and school drop-outs. Many states and local communities are making progress in dealing with these problems. The facts show, however, that we are falling behind rather than catching up.

I deeply believe that the primary responsibility for meeting these problems must lie with the states and local communities, and that the Federal Government should strengthen and not interfere with the state administration of education. It is because our citizens have taken direct responsibility for their schools and colleges that, through the years, American education has flourished.

Public Law 530, just passed by the Congress, conforms to this historic principle of self-reliance. It gives Americans the opportunity to determine what steps they can take at local, state and national levels to insure the best possible education for our youth. This Act authorizes state and White House Conferences at which representative citizens and educators can study their educational problems at all levels and determine what action should be taken. \$700,000 has been allocated to the states for defraying a portion of the costs of preparing for and conducting these meetings. I have asked Secretary Hobby to write you more in detail concerning these Conferences.

With this opportunity to know the facts and understand the problems, I am convinced that the people of the United States will develop programs of effective action. It is with this conviction that I ask you to join with me in bringing about the most thorough, widespread and concerted study that the American people have ever made of their educational problems. This study is necessary, I believe, to make citizens realize the importance of immediate and continued action if we are to have agencies that contribute to a well-educated nation.

In my judgment, we have in this program a great opportunity to meet the needs of education in our country.

With best wishes and personal regards,

Sincerely,

/s/ DWIGHT D. EISENHOWER

Copy of letter from
President Eisenhower to
all Governors.

* * * * *

DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Washington 25, D. C.

September 20, 1954

Dear Governor Thornton:

At the Governors' Conference in April, Dr. Samuel Brownell, Commissioner of Education, and I were glad to have the opportunity to discuss with you our mutual concerns in education and to outline the President's legislative proposal for state and White House conferences.

Since then, as you know, Congress has acted favorably on the Educational Conference Bill and has appropriated \$700,000 to the states to carry out its purposes. A copy of Public Law No. 530, which authorizes grants for the conferences, together with a state-by-state allotment of the funds is enclosed for your information.

I share the President's conviction that these conferences can be tremendously helpful in solving the grave and complex educational problems which face Americans across our land. When the American people know the facts and have leadership, they will develop action programs to cope with their problems. The conference plan recognizes that one of the strengths of the schools in this land is their closeness to the people, with the responsibility for education resting with the states and local communities.

In spite of the vitality of American education today, it faces such pressing problems as growing shortages of prepared teachers and educational facilities. This is true despite vigorous steps which are being taken to meet these needs. For example, for the first seven months of 1954 school construction expenditures of the nation are ahead of 1953 by \$196 million.

Neither are we as citizens doing all that we can to solve the related problems of school district organization; determination of the kind of education that should be provided to meet the needs of individuals in a free society; financial support for education; the interdependence of elementary, secondary, and higher education; and the importance of utilizing our best educational resources.

The magnitude and complexity of these problems make apparent the need for careful study and preparation for the state and White House conferences. Here is the opportunity to develop citizen understanding and widespread support for action which will lead to the strengthening of the educational system. The ultimate goal is more than to supply more buildings and teachers, important as they are. It is to prepare young people in every way possible to meet the increasing complexities of today's world.

Dr. Brownell, Commissioner of Education, is writing your Chief State School Officer in some detail about the conference legislation and its implications. He and I wish to help you in any possible way. We trust that our resources can join with those in your state to make these conferences contribute significantly to improve education for the youth of our country.

Sincerely yours,

/s/ OVETA CULP HOBBY

Copy of letter from Secretary Hobby
to all governors.

* * * * *

DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Washington 25, D.C.

September 20, 1954

Dear Commissioner Vest:

The enactment of P. L. 530 authorizes the holding of a White House Conference on Education and a grant of funds "to assist each State to bring together, prior to the White House Conference on Education, educators and other interested citizens to discuss educational problems in the State and make recommendations for appropriate action to be taken at local, State, and Federal levels . . ." It provides a significant opportunity to all citizens interested in the improvement of education.

At the President's request and because of your own interest in this legislation and its implications, I should like to outline some of the basic considerations of the Act.

Of primary importance is state autonomy and responsibility in educational matters. The federal government seeks to assist the states in this area without interfering. Hence the grants to the states are made subject only to the reservations specified by Congress in the Act and the appropriation authorization quoted below:

"For carrying out the act of July 26, 1954 (Public Law 530), . . . \$900,000 of which \$700,000 shall be for grants to the States in accordance with section 2 of such act, except that the Commissioner of Education may establish the amount to be allotted to each State without regard to the limitation established by said section 2, but no State shall receive less than \$5,000: Provided, That none of the funds granted to any State may be used to compensate any person for their personal services: . . ."

Whenever your governor, or his designated representative, "undertakes to accept and use the funds authorized," I shall arrange for payment to the official designated.

Another basic consideration is that while your own conditions and problems will determine the nature of your conference and the goals it seeks to achieve, the state conference will contribute in the fullest measure to the success of the White House Conference provided there is cooperative thinking and action on our educational problems.

The development of the purposes and procedures of the White House Conference is the responsibility of the Conference Committee, to be appointed by the President. The committee members will constitute a group of able men and women with various points of view, rather than a group chosen to represent different organizations and interests.

The President has asked the committee to provide your conference group, when it requests assistance, with every possible help. The Office of Education also stands ready to assist you and your state committee by making available educational statistics, studies, and analyses for their information. Both these groups will do their utmost to serve you.

As a matter of convenience, and certainly until the White House Conference Committee is operating, inquiries and requests for materials should be addressed to the Office of Education.

To inform you more fully of planning developments, I am enclosing a summary entitled "Background Information" as well as copies of letters sent to your Governor by the President and by the Secretary of the Department of Health, Education and Welfare.

I trust you will let me know if the Office of Education staff or I can be of any further service in this challenging undertaking.

Sincerely yours,

Copy of letter from Commissioner Brownell
to all chief state school officers.

/s/ S. M. Brownell
Commissioner of Education

* * * * *

TO: Members of State Board of Education
State Commissioner of Education
Officers of State School Boards Association
Members of Colorado Citizens Council for the Public Schools

FROM: Governor Thornton

SUBJECT: State and White House Conferences on Education

DATE: September 27, 1954

You, no doubt, know that the 83rd Congress passed Public Law 530 which provides some federal funds for conducting state conferences on education and a White House conference by November, 1955. The governor of each state has the responsibility to establish a planning committee for these conferences and to designate the agency to handle the funds.

After a conference with school leaders, it is my own conviction that the newly organized Colorado State Citizens Council for the Public Schools would be an ideal group to plan the state conferences for Colorado. This group is very representative of the citizens of the state. The planning and conducting of the State conferences is very much within the scope of its activities.

I hereby designate the Colorado Citizens Council for the Public Schools as the official committee to plan the state conferences for Colorado and I designate the State Department of Education as the agency to receive and distribute the Federal funds in accordance with the plans of the Citizens Council.

I concur with President Eisenhower, Mrs. Hobby, and Dr. Brownell that these conferences can be of tremendous help in solving the grave and complex problems which face the people of our nation. May I assure the planning committee the full cooperation of my office and encourage them to move ahead with this project immediately.

Such a project is a comprehensive undertaking and the members of the Citizens Council will need all the time available under Public Law 530 to arrange, plan and conduct this conference.

Please accept my best wishes for your success.

Sincerely yours,

/s/ DAN THORNTON

* * * * *

TO: Colorado Committee for the White House Conference on Education
Citizens of Colorado

FROM: Governor Johnson

SUBJECT: White House Conference on Education

DATE: February 15, 1955

There is an increasing awareness among our citizens of the urgency of the problems facing our public schools and other educational agencies. And while some of the answers to these problems must be found immediately—even prior to the recommendations from the White House Conference—nevertheless, these recommendations will have great significance. They will be studied with care by all agencies of government concerned with education.

Such problems as increasing enrollments, shortages of trained teachers, of facilities, and of skilled manpower demand solution. Answers must be found to questions concerning the respective responsibilities for education, of local, state, and federal units of government. Ways must be found to provide adequate and sound financial support for our schools. Colleges are facing unprecedented demands which will probably continue through several decades at least. The White House Conference project is an effort to enlist the citizenry of the nation and of Colorado in the study of these and other problems facing our schools.

The Colorado Committee for the White House Conference on Education is now officially designated state committee for the White House Conference on Education. As such, it faces a challenging responsibility. It will need the earnest support of interested organizations throughout the state. Of even greater importance will be careful thinking and active participation of thousands of individual citizens.

May I assure the council of the full support of my office in this endeavor. May I also urge the full cooperation of the citizens of the state in carrying to completion this very vital project on behalf of the education of the youth of our country.

Sincerely yours,

/s/ EDWIN C. JOHNSON

* * * * *

TO: School Board Members
School Administrators
Members of Parent & Teacher Associations
Officials of State School Institutions
School Teachers
Colorado Citizens

FROM: Members of Colorado State Board of Education and The State Commissioner of Education

SUBJECT: State Conference on Education

We believe the enactment of Public Law 530 by the 83rd Congress was a wise and forward-looking action. The problems of our educational system have reached a point where the people of our state and nation must give them special attention. The proposed White House Conference to be preceded by state conferences should rally our best judgment and support for the solution of these problems.

While these conferences should generate wider interest and understanding of our school problems, they should also give a sense of direction for many courses of action. We hope, therefore, the conferences will not be limited to merely talking about the problems. We hope the conferences will come up with definite recommendations for specific programs of action.

We discussed the problems of planning and holding these conferences with the governor. Out of these discussions there was a unanimous decision that the responsibility for planning and conducting the Colorado conference should be given to the newly organized Colorado Citizens Council for the Public Schools.

In our judgment this committee of sixty citizens chosen from every area of the state provided an ideal committee for this planning job. We found these men and women were chosen because of their ability to be objective and impartial and their willingness to be of service in studying educational problems.

We would like to encourage all of the citizens of our state to give this group of men and women the support and help they need in conducting this conference. Here is a great opportunity to bring about major improvement in our educational program. We feel that now is the time to put our heads together. We feel that now is the time to put our shoulders together to make a lasting and needed contribution to our educational system.

We have been assured the conference will be organized in such a way as to provide our citizens everywhere a chance to express their views and to offer their suggestions for ways of meeting our educational problems.

This program provides a truly cooperative effort to stir the people of our state into a fuller realization of all aspects of our problem. Again may we encourage you to lend the project every support. Much of the spade work must be done in local community meetings and regional conferences so that the work of the state conference will be truly representative and significant.

* * * * *

TO: School Boards
School Administrators
Parent & Teacher Association Leaders
Interested Citizens

FROM: Colorado State Citizens Council for the Public Schools

SUBJECT: State Conference on Education

You, no doubt, know that the 83rd Congress passed Public Law 530, which provides for state and national conferences on education. The purpose of these conferences is to encourage a wide public understanding of the problems of the schools, from the kindergarten through the university, an inventory of the needs of our schools and some plan for meeting these needs and making necessary improvements.

The federal law provides each state with wide latitude in planning its own conferences. A national committee will advise the President in making the plans for the national conference. The national conference is to be held the week of November 28 through December 1, 1955, which would require that state conferences be held somewhat earlier.

Governor Dan Thornton has appointed the newly-organized Colorado Citizens Council for the Public Schools as the State committee to plan the Colorado conferences in conformity with the provisions of Public Law 530.

The executive officers of this committee, after meeting with key educational leaders and lay citizens in a full day session, recommended a course of action to the Citizens Council which has been approved as a desirable course of action for Colorado.

This plan proposes a series of regional conferences to precede the state conferences. This series of regional conferences should be held between January 1 and June 1, 1955. These regional meetings will be followed by a state conference in September, 1955.

This plan also proposes that the conferences be held on the same regional pattern followed in appointing the Citizens Council. Furthermore, it was thought representatives of the council could serve as the lay committee to plan and conduct the regional meetings. This would mean eight members from western Colorado, eight members from southern Colorado, eight members from eastern Colorado, eight members from northern Colorado, and eighteen members from the metropolitan area would serve as panels to hold public hearings and discussions.

This panel of lay citizens has the responsibility to determine whether there should be one conference in each area, or whether there should be several local meetings; whether there should be one day of meetings, or several. This panel would be responsible to invite in such help as is necessary for planning local meetings and publicizing these meetings.

As a basis of facilitating the program and providing a maximum amount of uniformity for conducting the conferences, it was proposed that this guide for planning the state conference be prepared. A time schedule is proposed. In accordance with the direction of the council a pattern of study and reporting is suggested.

It is hoped this guide will be useful. The council will also make available the help of a coordinator and other assistance from a central staff. The services of Mr. John Swenson, who is a regional director of the national conference, will be available as far as his time permits.

The services of the educational staff of colleges and universities of the state, the State Department of Education, P. T. A., CEA, and business groups such as the Expenditure Council, Chamber of Commerce, Manufacturers Association, and civic clubs will be available.

We trust that plans will get under way immediately. President Eisenhower and Mrs. Hobby have expressed the hope there will be a wide public support for the project.

Sincerely yours,

Francis M. Day, President

(Explanatory Note: The Colorado Citizens Council for Public Schools received initial designation as the official state agency to organize and conduct the education conferences in Colorado in 1955, but after the program was under way the state unit was re-titled and operated under the name of Colorado Committee for the White House Conference on Education.)

PRESSING PROBLEMS IN EDUCATION

The national committee for the White House Conference on Education decided that the "host of problems which schools must face" could be grouped as follows:

1. What should our schools accomplish?
2. How can we get the school facilities needed?
3. How can we get enough good teachers . . . and keep them?
4. How can we organize our schools most efficiently and economically?
5. How can we pay for our schools?
6. How can we obtain a continuing public support of education?

The committee also suggested planning the discussion around each of these problems in terms of these questions: "Where are we? How did we get there? Where do we want to go? How do we get there?"

It is suggested that this statement of problems and questions provides an excellent basic guide for the study of the issues concerning pressing present needs of the schools.

The thinking of the Citizens Council for the Public Schools is in accord with the analysis of the national committee as outlined above.

It was also in their thinking that some modification of the national pattern in this state might be useful

in meeting the special needs of the schools here. To that end, after careful study the council has proposed "nine pressing problems in Colorado education," and has outlined with considerable care sub-questions as a guide in studying these problems.

The statements of problems which follow are not

intended in any sense to limit or proscribe the areas of discussion for the many conferences to be held. Instead they are offered as a suggested plan of approach in studying these issues and in coming to conclusions and drawing up recommendations. Conference groups should feel entirely free to modify or depart from this plan wherever necessary.

SUGGESTED TOPICS FOR CONFERENCE DISCUSSIONS

NINE PRESSING PROBLEMS IN COLORADO EDUCATION

Questions

1. What educational opportunities should be available to our children, youth, and adults?
2. What should be done to meet our school building needs? Our transportation needs?
3. How can we organize our schools and school districts to provide adequate educational programs?
4. How can we get enough well trained teachers and keep them?
5. What special related services are essential to a good educational program?
6. What should be done to meet the educational needs of out-of-school youth and adults?
7. What must be done to assure adequate opportunities for college education to Colorado young people?
8. How can we best finance our educational program?
9. How can continuing support for public schools be obtained?

Area Of Discussion

Discussion may be concerned with the purposes of education, the instructional program, the teaching learning process, the curriculum, etc.

Problems of school plant and equipment, of capital outlays, construction, transportation — as well as anticipated policies and maintenance—are areas that need attention.

The principal problems here will probably be those of district size and standards; state and national services and jurisdiction; best means for coordinating through efficient organization.

Discussion may be principally concerned with important aspects of teacher supply; training and professional standards; certification; salaries; policies of tenure; retirement; and recruitment.

This area of services—related to the instructional—will logically include school health and medical services; the school lunch program; guidance services; provision for exceptional children; educational television, etc.

Problems covered in this category have to do with efforts by schools, and sometimes other agencies, but beyond the regular school program. They include training in vocational skills, family living, hobbies, cultural pursuits, etc. This program is increased in scope by the large numbers still dropping out before completing high school.

The main concern here will be drastic increases in population with subsequent increased college enrollment; recommendations on whether to expand college offerings and how; way and means of bringing about a better public understanding of school financial needs; and discussion of who should be considered eligible to attend college.

Increased responsibility arising from higher birth-rates and demands for education give rise in this area to questions of tax base and rates; state and federal aid; equalization; efficient handling of finances; cost standards; etc.

The extent and scope of the schools' public relations activities; opinion surveys; use of school buildings; civic groups and service clubs.

A PLAN FOR COLORADO

The Colorado Committee for the White House Conference on Education has established a plan for conducting the State conferences on education in accordance with the provisions of Public Law 530 and instructions of the President of the United States. The plan is outlined in subsequent paragraphs.

The committee proposes that in order to keep the conference close to the people of the State, regional meetings shall be held in all areas of the State to be followed by a State conference composed of representatives selected in the regional meetings.

It is the further suggestion of the committee that these regional meetings be conducted under the direction of a panel of citizens from each area of the State; the panel to consist of present regional members of the Colorado Committee for the White House Conference on Education.

This arrangement would mean that the eight members of the Colorado Committee from northwestern Colorado would be a panel to plan and conduct the regional meetings in that area. In a similar way the eight members from the northeast, southwest, southeast and the eighteen members from the metropolitan area would serve as panels for conducting regional meetings.

Each panel would invite lay citizens and educators to assist in making the plans and preparing the programs. The panels would determine the number of meetings to be held in each area.

Following the regional meetings, representatives selected in these meetings would hold a State conference to extend, consolidate and summarize the reports and views of the area conferences.

Since in the time available for these conferences it would be difficult to conduct extensive research, it is suggested that the regional meetings devote their attention primarily to a consideration of available information and study its implications for public education with recommendations for ways of meeting these problems, but this shall not be construed to mean that any group is limited to existing research in making its study.

The scope of the discussion should include elementary, secondary, junior college, college and university and adult education.

It would seem advisable to classify school activities into major categories for the sake of a systematic coverage and reporting, but any and all aspects of school operation may be discussed.

Careful records and reports should be made of all area meetings. Help from the central office will be available to each panel.

Planning should extend to representative school and lay people and wide representation at meetings should be encouraged. P. T. A.'s, local citizen committees, school associations and civic clubs will assist in carrying the ball.

A statement of the purposes for the White House Conference, as adopted by the national committee, follows:

PURPOSES STATED BY WHITE HOUSE COMMITTEE

"It is recognized that education, interpreted broadly, includes education from early childhood through adult levels, as provided in the home, school, church, and many other institutions, public and private.

"The most immediately pressing problems are to be found in the elementary and secondary schools since they are already faced with the great increases in enrollment which will not affect post-high school institutions until later. For this reason the conference will give primary attention to the broad and general problems of elementary and secondary school education, but will consider these problems in relation to our total system of education from elementary school through the university.

"In concentrating on elementary and secondary education, the conference will seek a comprehensive view of our entire educational system and may wish to recommend subsequent studies of those points of the system which may not have been adequately covered in the limited one-year study."

PURPOSES SUGGESTED BY COLORADO COMMITTEE FOR THE WHITE HOUSE CONFERENCE ON EDUCATION

The following statement of purposes for the Colorado committee was adopted prior to acceptance of the responsibility in Colorado for the White House Conference. It obviously is a valuable guide, however, to the conferences being planned. Its scope should be expanded to include all education, private as well as public.

To sustain, promote, and improve public education of our children throughout this state through closer and more active cooperation between the citizens and their schools, based upon information and understanding;

To this end, to study all problems relating to public education, objectively and without prejudice;

To make facts and findings so ascertained available by every possible means to all citizens in local communities and statewide;

To be at all times wholly independent of, but cooperative with, school boards and school administrators;

To make recommendations for desirable changes and improvements, after full consideration of the facts and findings, to school boards and administrators, to local and state legislative bodies; and to the lay community;

To invite and transmit to school authorities the opinions, inquiries and constructive criticisms of lay citizens;

To engage in no partisan political activities, to serve no special points of view, and to oppose bigotry, intolerance, and all other influences hostile to the democratic principles of American freedom.

SUGGESTED PLANS FOR HOLDING COMMUNITY REGIONAL AND STATE CONFERENCES

COMMUNITY AND REGIONAL CONFERENCES

Participation. The number of persons participating in each conference will need to be determined by the regional panel, with the assistance of any others whom members may wish to include. It is suggested, however, that participants in conferences should constitute cross sections of communities (whether local or regional). This may well mean that panels will give attention to special methods of securing attendance from community groups or elements which might not be adequately represented from open invitations and general publicity.

Publicity. Every possible means for publicizing conferences should be used. State level publicity giving attention to the general purpose and plans for the White House Conference project should be supplemented in localities and regions. If numerous local and divisional meetings are held, they constitute in themselves avenues of publicity. Two principal methods are suggested:

1. The use of newspapers and radio stations is important. Local newspapers should be asked to announce conferences. In news stories, general information can be covered. If newspapers are sufficiently interested, editorials might be used. Radio stations can be used, not only for announcements of conferences, but also in the holding of interviews regarding the plans and purposes of conferences.
2. Panel members and others can appear before civic clubs, P. T. A.'s, local units of the Association of University Women, and like organizations. Such groups can be requested to stress in meetings and bulletins the importance of participation in conferences.

Regional panels will need to be responsible for securing local publicity and for providing public information. The office of the Colorado Committee for the White House Conference on Education in Denver will provide information and suggestions from time to time. (Requests for assistance should, of course, be directed to the Coordinator.)

Consultants. A list of consultants available for local conferences will be provided regional vice-presidents. These consultants will be available from the colleges and universities, junior colleges, State Department of Education, the Colorado Education Association and various school districts. Regional panels will be asked to contact consultants and secure their services. (Such contacts may be cleared through the Denver office, if desired.) Travel expenses of consultants will be provided by the state committee.

Local Arrangements. Care will need to be taken to secure a suitable place for the conference in each instance. Such items as accessibility, size of rooms, number of rooms needed, heating, ventilation, acoustics, furniture arrangements, etc., will need to receive attention. Time, including number of hours for the conference, needs careful planning. If the conference includes a meal, it should be arranged for.

Conducting the Conference. It is not the intention of the planning committee to be too prescriptive about the method by which the conference is conducted. In the regional conferences at least, it would seem that there might be a program according to such a plan as the following:

Registration

General Assembly

Member of Panel presiding

A talk: "Overview of purpose and organization"

Then Group Discussions

Allow plenty of time.

General Assembly

Member of Panel presiding

Reports from Committee Chairmen

Discussion and approval of Reports

Instructions to Recorders. The kind of records kept by recorders will depend to some extent upon plans worked out for the meeting and the local situation. It is suggested, however, that such items as the following will need to be recorded:

1. Name of place, date, building in which held, hours in session.
2. Names of persons in charge, of panel members, and of other persons acting in an official capacity, including the recorder.

3. Record of number in attendance and communities they represent; possibly organizations represented.
4. Fairly detailed record of questions raised; summary of discussion; conclusions reached.
5. Names of all people attending.

Writing the Report of Regional Meetings. A report of each regional meeting is to be made to the Denver office of the committee for use in planning and conducting the state conference. This report will need briefly to cover the detailed items mentioned under 1, 2, and 3 of Instructions to Recorders.

A concise summary also should be made of questions raised, and of conclusions reached. This report is to be sent to the Denver office by June 1, following approval by the panel.

Conducting the State Conference. The state conference will be held for two days, September 12 and 13. There will be registration both on Sunday evening, September 11, and Monday morning, September 12. The tentative program is outlined below:

Monday

- 9:00 a.m. Registration
- 10:00 a.m. General Session
 Presiding, Francis M. Day, President Colorado Citizens Council for Public Schools
 Address of Welcome, Edwin C. Johnson, Governor
 Address, Some one from National Committee
- 12:00 Lunch
 Presiding
 Invocation
 Address
- 2:00 p.m. Group Discussions
- 7:00 p.m. Group Discussions
- 9:00 p.m. Meeting of Chairman and Consultants

Tuesday

- 9:00 a.m. Group Discussions
- 12:00 Lunch
 Address
- 2:00 p.m. General Sessions
 Presiding
 Reports from All Committee Chairmen
 General Discussion and Approval
- 5:00 p.m. Adjournment

The 160 official delegates will be divided into nine discussion groups. A general order of procedure will include: (1) A review of the reports from the regional conferences. This might be done by members of the regional conference as a brief progress report. (2) A hearing of statements and points of view of individuals and organizations who wish to appear before the committee. (3) A general discussion of problems by the committee. (4) Summarizing of committee point of view and recommendations.

PLANS FOR SELECTING DELEGATES TO REGIONAL, STATE, AND NATIONAL CONFERENCES

The plans for selecting delegates to the regional, state, and national conferences are outlined in the following paragraphs. In suggesting these plans the committee has made every effort to be as democratic as possible. Every effort has been made to provide citizens of the state a wide opportunity to become acquainted with school problems and to use their judgment in formulating a course of action leading to school improvement.

Selecting Delegates to Regional Conferences

The committee has approved a plan for a panel of eight in each region to be responsible for arranging and holding conferences within the region. By general agreement it was determined that there should be at least one general regional conference in each region and as many community conferences as desired.

Plans are going forward to hold community conferences in each region. The number and character of these conferences will vary to fit local needs such as factors of terrain and distance.

The committee in general favors the open-invitation type of representation to regional conferences. It urges widespread publicity using available news media, as well as such interested organizations as schools, P. T. A.'s, school boards, and civic clubs.

The committee also approves actively enlisting participation of professional teaching personnel, school board members, P. T. A. members, and all interested lay citizens.

A very important consideration to be kept in mind is that while regional conferences are to be conducted under the direction of the present regional members of the Colorado Committee for the White House Conference on Education, they *should not* be limited to these members.

Selecting Delegates to the State Conference

The conference is to be held in Denver, September 12 and 13, 1955.

The total number of voting delegates shall be 160. These shall consist of the 60 members of the council, plus an additional 100 members. The 100 members are to be chosen by regional conferences (or regional committees, or both) so that the number shall be double that of members of the committee from each region. This will mean that there be 38 members in addition to the committee members from the metropolitan region, and 18 additional members from each of the other regions.

Invitations will be extended widely for individuals and representatives of interested agencies and organizations to attend the state conference as non-voting delegates. They may observe, participate in discussions, and suggest conclusions or recommendations. It is planned to invite organizations to send such representatives.

Regular, voting delegates are to be chosen as individuals, but not as representatives of organizations or groups.

Regular delegates are to be chosen by the members of the regional conferences. The manner of choosing delegates from each region to the state conference shall be determined by each regional conference panel. In case of failure of any person to serve it shall be their responsibility to fill such vacancies.

Selecting Delegates to the National Conference

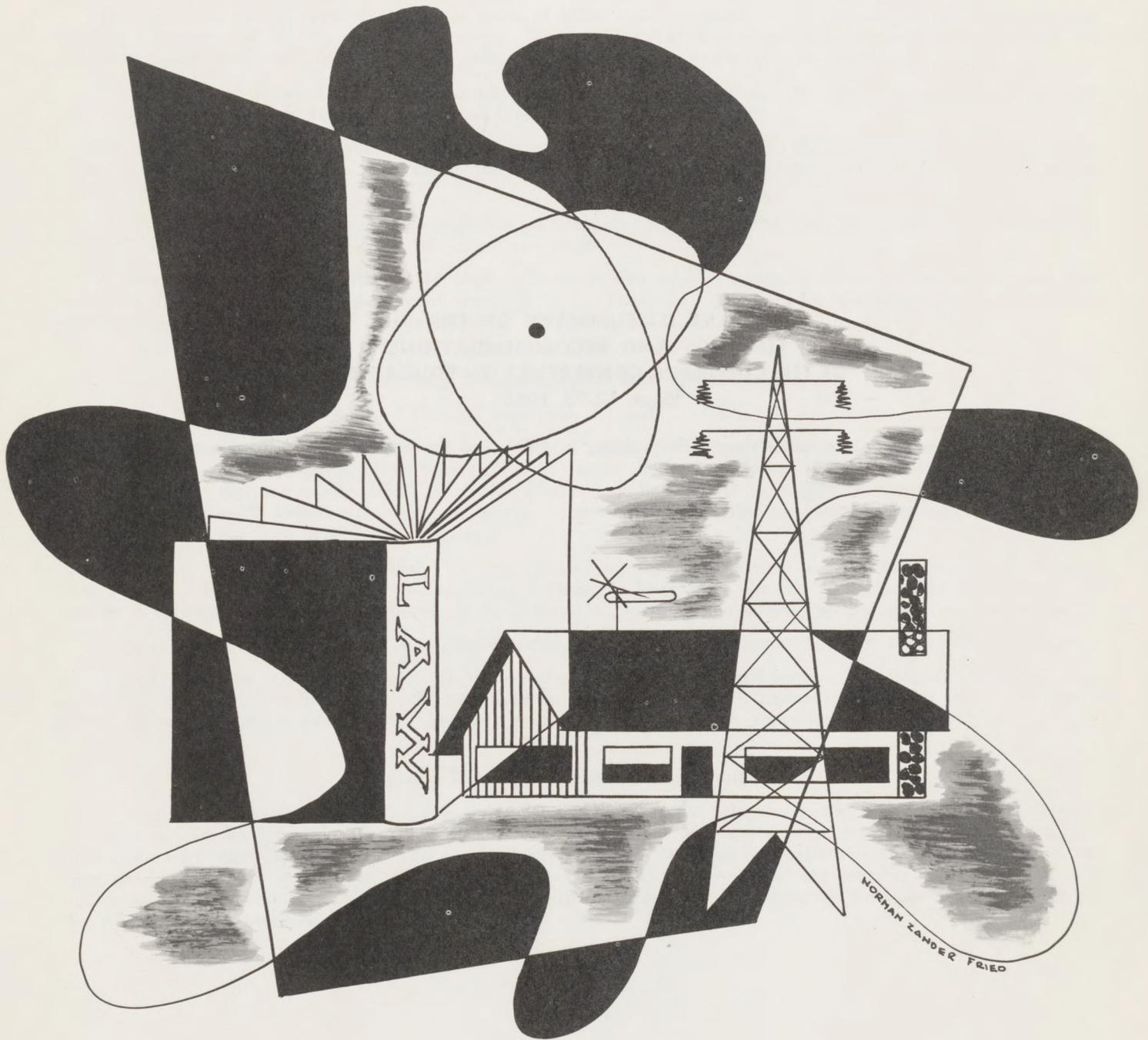
It shall be the responsibility of the state conference to select the delegates to the White House Conference on the basis of policies established by the national committee. Their announced plan is to have 70% of such delegates chosen by state committees or state conferences, or both. The national committee has also determined that there shall be 2200 delegates to the White House Conference. In the event that any member selected by the state conference fails to serve, the vacancy shall be filled by the Executive Committee of the Colorado Committee for the White House Conference on Education.

**PART II—SUMMARY OF THE
FINDINGS AND RECOMMENDATIONS
OF THE COLORADO CONFERENCE ON EDUCATION
(Sept. 12-13, 1955)**

Showing the basic principles underlying each problem in 1955, and the recommendations or courses of action for improvement.

PROBLEM I

WHAT EDUCATIONAL OPPORTUNITIES SHOULD BE AVAILABLE TO OUR CHILDREN, YOUTH, AND ADULTS?



How We Achieved Our Present Status of Educational Opportunities

During the seventy-five years of statehood the people of Colorado have made a continuous effort to put into practice important ideas about education. The application of these desires has given rise to the present substantial educational program for the children, youth and adults in Colorado.

Accomplishments can be credited, in the main, to a firm belief in, and adherence to, the following basic ideas:

1. Every educable child an opportunity to attend elementary and secondary schools. Compulsory attendance for children from six to sixteen.
2. A college education for all who have the ability and interest to attend.
3. Kindergarten classes have been regarded as desirable and essential.
4. Educational opportunities for adults as well as for children and youth.
5. Special educational opportunities for the physically handicapped who are educable. Those not educable according to reasonable standards to be adequately cared for in other institutions.
6. A school program broad enough to encourage the fullest educational growth consistent with the needs, capabilities and interests of children, youth and adults, with a balanced flexible program of courses of study which gives training for the physical, intellectual, moral and esthetic powers of the individual; one which places proper emphasis on vocational competence and civic responsibility in the community, state, nation and world.
7. Wide latitude to local school authorities in determining the actual content and scope of the educational program.
8. Extra-curricular activities as an integral part of school training.
9. School programs flexible enough to meet the needs of the communities in which they are provided.
10. Adequate facilities, materials, and related services to facilitate learning, including a wide variety of reading materials, and audio-visual materials for art, music, physical education and science.
11. Continuous study as to how well pupils gain knowledge, skills, and attitudes.

Facts About Our Present Circumstances

The following facts about our present status in relation to the educational opportunities that should be available to our children, youth, and adults were made available to all conference groups through the medium of the planning guide.

The curricular offerings of Colorado public high schools vary greatly according to the size of enrollment. In the larger high schools some de-

gree of specialization is possible for the pupil who is interested in it.

The common curriculum found in the small high school is of a general academic (college preparatory) nature. In general, high schools of less than 200 pupils, and particularly those of less than 100 pupils, do not offer the diversified program available in the larger high schools. (see table 1.)

Table 1—Approximate Percentages of Schools Offering Curricular Credit in Various Subject Fields

Subject Fields	Size of School According to Pupil Enrollment						
	Under 50	50 to 99	100 to 199	200 to 299	300 to 499	500 to 999	1000 & more
Agriculture	11%	11%	38%	42%	39%	62%	0%
Art	9	5	14	32	61	92	100
Commercial	88	94	98	100	93	85	100
English	95	100	100	100	94	100	100
Foreign Language	55	85	91	95	95	100	100
Health	9	12	23	21	34	54	75
Physical Education	50	48	58	64	73	92	100
Home Economics	16	55	76	84	87	91	100
Industrial Arts	23	31	40	90	80	93	100
Mathematics	92	100	97	95	94	100	100
Music	62	50	70	58	87	85	100
Science	97	98	100	95	94	92	100
Social Studies	94	100	100	95	87	100	100

Source: Courses offered in Colorado High Schools, Bureau of Counseling and Accreditation, University of Colorado.

School Attendance

The trend in the percentage of school age children in Colorado in attendance in public schools has been steadily upward since 1890. This is indicated quite clearly in table 2.

Table 2—Percentage of Colorado Population 5-20 Years of Age in School Attendance, 1890-1950

Year	Total Population 5-20 Years of age	Number in School Attendance	Per cent in School Attendance
1890	105,112	59,379	56.5%
1900	160,531	95,075	59.2
1910	231,389	149,779	64.7
1920	278,042	193,482	69.6
1930	316,298	231,798	73.3
1940	312,668	229,444	73.4
1950	312,710	247,140	76.3

Source: U. S. Bureau of the Census

Survival Ratio

Out of every 100 children who enter the first grade of the state's public schools, an average of only 57.5 survive through the twelfth grade. Although low, this survival rate compares favorably with national rates. (see table 3.)

The greatest number of drop-outs occur during the four years of high school. For the state as a whole, an average of only 67.1 per cent of the children who enter the ninth grade survive through the twelfth grade.

Table 3—Average Survival Ratio For Colorado, By Grade, Based Upon Colorado Public School Enrollments, 1944-45 to 1953-54 School Years

Grade	Average Survival* Ratio	Cumulative Average Pupil Survival (Per 100 in grade one)
First	100.0
Second	92.4	92.4
Third	99.3	91.7
Fourth	99.4	91.1
Fifth	99.7	90.8
Sixth	98.6	89.5
Seventh	98.9	88.5
Eighth	97.1	85.9
Ninth	91.2	78.3
Tenth	89.8	70.3
Eleventh	88.9	62.4
Twelfth	93.2	57.5

*Survival: the number of children who advance from one grade to the next.

Source: State Department of Education.

Adult Completion of School

Colorado is above average in terms of the median years of school completed by persons twenty-five years of age and over. In 1950, the median school years completed by this group in the state was 10.9; this compares with the national median of 9.3 school years. Colorado is compared with the nation and with seven neighboring states in table 4.

Table 4—Comparison of Median School Years Completed by Persons 25 Years Old and Over, Colorado and Seven Neighboring States, 1950

State	White	Non-White	All Classes
U. S. Average	9.7	6.9	9.3
Colorado	10.9	9.8	10.9
Montana	10.8	7.3	10.7
Idaho	10.6	8.4	10.6
Wyoming	11.1	8.5	11.1
New Mexico	9.5	5.8	9.3
Arizona	10.6	5.5	10.0
Utah	12.0	8.9	12.0
Nevada	11.7	7.4	10.8

Source: Statistical Abstract of the United States, U. S. Department of Commerce, 1954.

Adult Education Enrollment

Colorado's enrollment in vocational education courses is shown in table 5. Adult participation is, compared with the regular student enrollment.

Table 5—Total Enrollment in Vocational Education Courses, 1954-55

	In School	Adult	Total
Agriculture	2,473	360	2,833
Home Economics	5,128	10,032	15,160
Trades & Industry	4,063	15,910	19,973
Distributive Education	253	5,549	5,802

Source: State Board for Vocational Education.

Major Points of Discussion

Each of the five regional conferences discussed the problem: "What educational opportunities should be available to our children, youth, and adults?" Most of the community conferences discussed this same subject. The nature of the discussions varied considerably. Although all of the conferences did not raise the same issues nor express the same points of view, there was a great deal of similarity in them. The following compilation reports the main points of view expressed, especially in the five regional conferences dealing with this particular problem. One group offered the following philosophy relating to the role of education: "Education in the United States is grounded in the essential characteristics of American democracy which are based on the worth and dignity of man and belief in the sanctity of every human personality. Each citizen needs enlightenment and understanding to distribute his responsibility as a citizen; therefore, American democracy has built up the public school system so that everyone may meet the minimum obligations to himself and others."

Educational Opportunity

Opportunity for all children and youth to

graduate from high school and attend college if they desire, and compulsory education for all educable children and youth between the ages of 6 and 16 was supported in all the regional conferences. It was frequently reported that school efforts to require attendance are frustrated by conflicts in the state constitution and the statutes. There were also many expressions concerning the need for opportunities of all educable children who are physically handicapped or mentally retarded. Emphasis was placed on the need for qualified teachers for such pupils, whether they be taught in home, hospital, or classes held in regular school buildings. It was consistently pointed out that state and local support for these programs is still inadequate.

School Offerings

Questions were frequently asked if it would be wiser to concentrate on a few fundamentals rather than to provide an enriched program. Some thought the schools provided too many courses and as a result the educational program tended to be watered down; however, no one seemed to agree on what should be eliminated. A few suggested that music, art, and physical education be dropped from the curriculum, but the very suggestion drew opposition from many sources.

Everyone seemed to agree that the school program should place major emphasis on the basic subjects such as reading, writing, arithmetic, and language. Everyone agreed that the school should go beyond these subjects to citizenship, character training, and vocational education.

There was a reaffirmation of our long standing belief that children in the upper grades should be given an opportunity to prepare themselves for college work following their graduation from high school or be provided terminal vocational educational courses should they not wish to go on to an institution of higher learning. Frequent mention was made of special subjects other than the college preparatory courses, such as physical education, driver education, mental hygiene, and home and family living. Instruction about the harmful effects of alcohol and narcotics was mentioned.

Methods of Instruction

There was a strong belief that methods of instruction should be left to the professionals, although parents should know the why and wherefore. It was generally agreed that instructional methods should be varied if they are to meet the individual needs of students. Most comments indicated that the participants thought recognition of individual differences were served well. One group felt that there was too much text book instruction and that teachers could quicken the interest of students through a wider use of community resources. There was frequent reference to the quality of instruction in the first four grades as being of greatest importance, since it is here that children first developed their habits and ideals. But no one felt that the quality of instruction should end there. Some thought that there ought to be more drill in the basic subjects

but agreed this is but one phase of the instructional program.

Some wanted specialized teachers for given fields instead of one teacher being responsible for all subjects, but they seemed to agree that the problem perhaps required professional helpers for the teachers. There seemed to be a disposition to favor giving teachers wide latitude in using their know-how in the classroom. There was some criticism of modern methods.

Class Size

The relative merits of large and small classes were discussed. Some felt that over-crowded classes result in poor instruction, although no definite class size was agreed upon. In instances where classes are large, it is practically impossible to take care of the individual differences of the pupils. It was recognized that classes will necessarily vary in size. There was wide support for keeping class size moderate if the individual needs of school children are to receive adequate attention. Research could substantiate optimum class size.

Length of Term

Some raised the question about the possibilities of a 12-month school program. This was a rather controversial topic; many doubted its feasibility. It was suggested that a few schools might experiment with the plan. Some thought that such a plan would provide for a wider use of buildings and teacher services. Some expressed the view that a longer school term would provide more actual in-class time for students.

Scholastic Standards

Some thought that students did not achieve as well today as in former days and that school standards are not as high. There was not sufficient evidence for such a conclusion. It was agreed that the people in each community should request their school officials of keep them informed on this matter. It was felt by some that the brighter students were not made to work to their capacity. All agreed that resourceful teachers are needed to discover and meet the differences in pupils. Strong emphasis was given to the fact that research indicates present standards are as good or better than in former years. There seemed to be agreement that standards need not and should not be lowered because of teacher efforts to provide for individual differences. Each pupil should be held to the task of doing the best work of which he is capable. School programs do not have to be geared to the average child.

Teaching and Learning Materials

There was some complaint that schools are not using enough visual aids in their instructional programs. There are not enough library books, text books, and up-to-date equipment. Some thought that those being used were regarded as entertainment. More liberal use of sound teaching and learning materials would do much to im-

prove the quality of instruction. Much of the learning difficulties could be eliminated if there was more emphasis on up-to-date teaching aids. Air Force and technical school studies seem to support this idea. Many times some materials are not only inadequate but out of date. There are many good supplementary instructional materials available from such sources as industry, business, and health organizations. Some doubted the wisdom of using materials from such sources unless the materials are thoroughly studied.

Teachers should use films for definite purposes. Planning and follow-up are essential. To do this properly teachers need some training in the useful audio-visual technics. This should be provided in the pre-service training of teachers and in in-service programs. Some teachers felt that films and film strips are more effective when they are used in the immediate classroom instead of at a central location used by all groups.

The Kindergarten

Kindergarten is recognized as an important part of the total school program. There was a strong opinion that the school programs for kindergarten age children should be available in all areas except where the number of children is too small to justify a class or where travel distance is too great to make such classes practical. Many participants expressed their personal belief that kindergarten helps prepare the small child to do better work in the first and second grades.

College Attendance

The question of attendance at college was a frequent topic of discussion in several groups. There was a point of view expressed that many pupils who have the ability to do college work do not have the financial means to enable them to attend. It was expressed by some that able students who do not have funds should be helped by public scholarships. Some thought that the college preparatory program was not doing the job. Some suggested better guidance programs. In a number of rural meetings, the place of the junior college was an important topic of discussion. There appeared to be wide support of the junior college plan. Some thought that a careful study should be made to see if the state has an adequate number of such institutions. It was thought that junior colleges could be helpful to those pupils not going on to college but who wanted to develop technical skills.

Adult Education

The responsibility of the public school systems to provide a program for adults came in for some discussion. Persons who had taken courses indicated that they had found such programs very valuable. A number of people wondered whether we could afford such programs when the public schools are so sorely pressed for funds and facilities to take care of the regular school programs. But some participants felt that there should be programs for adults and that the

program could be financed in part at least by the individuals paying tuition fees. Some said adults do not like formal classes and such programs would be better if kept on an informal basis. Some held that all adult programs need to be vocational. There was also some mention of the need for specific trade courses for adults and out-of-school youth.

Special Needs for the Gifted and Handicapped

Some thought that we do not do enough for slow learners and the handicapped. Others thought we do not do enough for gifted children. Schools, it was held, are keyed too much to the average child. It was agreed that special personnel facilities, methods and materials are needed to provide adequately for the education of the exceptional child. Some districts in particular mentioned the need of more state aid to help them with this problem. It was also pointed out that a sufficient number of specially trained teachers is not available in this field. There was support for the idea of educating exceptional children in regular school and not isolated from normal children . . . at least a part of their day should be spent in the regular classroom situation.

Activities and Sports

Some thought that the school program is over-balanced with activities, such as athletics, clubs, assemblies, and social events. Some expressed the belief that the academic program suffers greatly from the number of interruptions brought about by these activities. Participants generally seemed to believe that when activities are kept in balance with the rest of the school program they contribute to leadership and student development and are desirable. Some expressed the view that activity programs take care of too few. Comments were made that the control of activities is not always in the hands of school officials.

Supervision

It was thought that school programs of town and rural schools could be strengthened by the help of competent supervisors. The view was expressed that teachers and principals needed and would welcome the help of such specialists. There were several suggestions made that school finance programs should be liberal enough to include such help. Some thought that small school districts might jointly hire needed supervisors when the districts are not large enough individually to afford such assistance.

Text Books

In some areas, the topic of antiquated text books came in for discussion. There were frequent expressions to the effect that better ways could be found to select text books and make them available. Some instances were pointed out in which texts such as history and science were so old that students studying them were not instructed with the latest materials in these areas.

Extra-Curricular Activities

There was some objection to the use of the term *extra-curricular* on the ground that anything worth offering in the school should have status in the regular program. Band, choral music, games and clubs of various kinds were listed as extra-curricular activities.

Library Service

Many school libraries lack a sufficient number of usable books to fulfil the needs of the students. Some school people pointed out that there is a growing need for elementary school libraries and librarians.

It was agreed that libraries should be accessible to students. There was criticism of the practice in some schools of keeping the library locked while the teacher-librarian was in class.

Public libraries should cooperate with schools in meeting school needs. The bookmobile has proved very helpful in some areas of the state.

Controversial Subjects

The question was raised whether school teachers were afraid to teach controversial subjects and whether boards restrict them in such activities. The view was expressed that teachers should not promote one side or another of a controversial issue but should encourage pupils to weigh evidence and examine arguments pro and con. The school has the responsibility to help pupils think critically and clearly.

Guidance and Counseling

The need for more guidance and counseling was mentioned in several conferences. Some thought teachers could do more with this field; that they should all have some knowledge of the purposes and techniques of such services. But discussion of the problem also indicated additional personnel would be needed. Complete records of all children would help teachers understand pupil problems. Guidance centers to offer service to out-of-school youth and adults were mentioned as being an important service to offer.

School Accreditation

Policies of accrediting school programs came in for some discussion. The cost of maintaining an accredited high school is disproportionately high in many communities. Accrediting helps to keep the instructional program up to standard.

Discipline

In one group the topic of discipline provoked a lively discussion. Some of the parents felt that pupils were running the schools and doing as they pleased. The discussion indicated that discipline is a home and community problem as well as a school problem. It was felt that closer cooperation between the school and parents would tend to improve discipline and create better attitudes among the students.

Bilingual Children

There were two regional conferences that brought up the problem of the bilingual child. In several areas of Colorado, children come to schools speaking no English. Some thought that requiring such children to attend kindergarten would help the children develop a speaking knowledge of English before they enter formal training. The parents of the bilingual child want him to speak the English language, but at the same time, they do not want him to lose his original tongue. These children should not be discouraged from using their first language, but encouraged to use both English and their mother tongue.

Graduation Requirements

In this matter some felt that there should be more than one kind of diploma, depending upon the type of program pursued by the students. Some felt that the requirements are too lax and should be tightened up. It was suggested that the high school should look forward to a five-year program. This would work well into a diversified curriculum and encourage youth to remain in school longer, thus helping to prevent the flooding of the labor market with unskilled, unstable personnel.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem I: "What educational opportunities should be available to our children, youth, and adults?"

1. The task of providing adequate educational opportunities for American youth cannot be done by the school alone. It is a task for the entire American community. Many agencies, such as the home, the school, and the church, have special responsibilities which each can best discharge. All agencies must coordinate their efforts in providing a total environment that will insure these educational opportunities.
2. It is the responsibility of the schools to develop in students the understanding, abilities, habits, and attitudes which will enable them to deal with the problems of citizenship, national defense, family and community life, vocational competence, and continued life-long learning.
3. Citizenship training is a joint responsibility of home, school, church, and community. The whole school experience of the student should contribute to the understandings and to the ethical and spiritual values necessary to good citizenship. Only in this way can we develop the strength of character necessary for the current struggle of ideologies and world power.

Recommendations of the State Conference on Problem I

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem I: "What educational opportunities should be available to our children, youth, and adults?"

1. The curriculum should include and be built around:
 - a. The language arts, such as reading and composition;
 - b. Health, such as physical education and mental hygiene;
 - c. Mathematics, such as arithmetic and algebra;
 - d. The general arts, such as music, art, and home economics;
 - e. Science, both physical and biological;
 - f. Social studies, such as geography and history.
2. A basic program should be provided for all educable persons of the state, so designed that equal opportunity shall be given to the handicapped and the gifted child through programs developed to meet their individual needs, and so that all children shall have an opportunity to develop their special talents.
3. All secondary school youth should be provided specific training to qualify them better for the demands of military training, such as physics, mathematics, physical fitness, and social responsibility.
4. The school activities program should be planned to meet the needs of all children and should provide greater opportunity for all to participate.
5. Counseling and guidance opportunities should be provided at all school levels with special attention being given to vocational education and to personal adjustment situations which may arise. Wherever such agencies are not available in the local area, the schools should take the initiative in seeing that guidance centers are established, with services available to regular students, out-of-school youth, and adults.
6. In the case of the bilingual and bicultural children, special provisions should be made to facilitate the development of competence in English and in Anglo-American situations and at the same time, designed to promote the retention and appreciation of their other cultural background.
7. In the case of the Anglo-American child, opportunity should be given to become proficient in at least one foreign language and to gain an appreciation of the culture it represents.
8. Each school should conduct a continuous, objective and comprehensive evaluation of the total school program and of pupil achievement. This evaluation should be accomplished in the light of educational objectives set up, using the best criteria and techniques available. The results of this evaluation should be used primarily to improve teaching and learning.
 - a. In considering the quality of teaching and learning, attention should be given to factors such as class size, teacher preparation and assignment, instructional materials, and the use of community resources.
 - b. There should be greater consideration of ways by which development of individual growth and progress may be reported to pupils and parents with particular reference to clarifying the method and significance of grading.
 - c. More cooperative home-school relationships should be encouraged to promote better pupil achievement and self-discipline.
 - d. As part of its evaluation program each school district should conduct surveys of public opinion and encourage free and informed discussion about its schools, and should further encourage and utilize lay participation in planning the educational program.
9. Enabling legislation should be enacted to encourage all school districts to provide pre-school, kindergarten, and adult education to supplement the required school attendance.
10. The constitution of Colorado should be so amended as to give the General Assembly the power to establish from time to time appropriate legislation on school attendance and minimum educational standards.

PROBLEM II
WHAT SHOULD BE DONE TO MEET OUR SCHOOL BUILDING NEEDS? OUR TRANSPORTATION NEEDS?



Building and Transportation Policies

Classroom shortage is acute in most urban and suburban areas of the state. Despite large scale building programs undertaken in recent years, completion of new buildings tends to lag behind enrollment gains in population centers.

Ideas of school buildings have changed as radically as the school program, making many buildings obsolescent.

Basic ideas that have activated state progress in this field are:

1. The school plant is a tool of education and should be designed to facilitate an educational program.
2. School buildings and equipment help the teacher to achieve goals set up for the school program.
3. Capital outlay costs of the school program are an integral part of the policy of local and state financing of public education in general.
4. School building and transportation needs are closely related to matters of school organization.
5. The planning of school buildings is a cooperative venture that brings the professional school staff and the community together for a comprehensive look at the educational program of the community.
6. Competent architects are essential in school plant planning and construction.
7. State-wide standards help to establish school building economies.
8. Safety, health, convenience, flexibility and economy are important considerations in planning new schools.
9. Maintenance costs are items to be considered in school planning.
10. School buildings have, in the main, been financed by borrowing. Many think a larger part of school building costs could be financed currently and avoid high interest payments.
11. Adequate school furnishings and equipment are vitally important to the proper functioning of the school plant.
12. The grounds and play areas are vital parts of the school plant.
13. Pupil transportation is an auxiliary service to educational needs to be closely integrated with educational programs. Adequate pupil transportation services help to equalize educational opportunity and make possible more effective economical school units.
14. An adequate pupil transportation program provides for the safety, health and welfare of the school child.
15. Cost accounting and reporting concerning pupil transportation are essential to reasonably uniform, complete and accurate data about the operation and maintenance of the transportation system in each district.
16. Standards for reasonable walking distances for pupils are always related to local conditions and to time.
17. An efficient pupil transportation program is organized according to attendance areas and size of school, and in the light of the total welfare of the school child.
18. State-wide standards for buses is essential to effective transportation.

Facts About Our Present Conditions

The following facts about our present status in relation to our school building and transportation needs were made available to all conference groups through the medium of the planning guide.

Bonded Indebtedness

In Colorado, school plant construction is financed for the most part through the issuance of local bonds which are retired by revenues derived from a bond levy placed upon the total assessed valuation of the property within the district.

School districts have made tremendous efforts in the last five years to meet expanding school building needs. Expenditures for capital outlay in 1954 were more than *thirty* times as great as the amount expended in 1944. (See Table 17.)

Between January, 1952, and January, 1954, the bonded indebtedness of school districts nearly

doubled. (See table 6.) In spite of these efforts, there are 13,770 children enrolled on half-day sessions during the current school year. This is an *increase* in half-day enrollments over the 1954-55 school year of 3,814 children.

Table 6—Bonded Indebtedness of Colorado School Districts For Selected Years
(As of January 1, each year)

Year	School District	Net Increase or Decrease
1929	\$ 30,163,705	\$
1940	21,527,090	- 8,636,615
1945	13,659,806	- 7,867,284
1950	44,957,250	+ 31,297,444
1951	50,704,250	+ 5,747,000
1952	56,455,650	+ 5,751,400
1953	98,230,850	+ 41,775,200
1954	106,243,550	+ 8,012,700

Source: Colorado State Planning Commission.

Enrollment Trends

If present enrollment trends continue, Colorado will have at least 385,000 children enrolled in the public schools by 1960. This will represent an increase of 159,000 pupils, or a 70.3 per cent increase over the 1950-51 enrollments. (See table 7.) These increasing enrollments can be attributed to:

1. Increased birth rates.
2. An excess of in-migration over out-migration.
3. Improved holding power of the public schools.

Estimated Building Costs

If Colorado is to house its public school children adequately, a minimum of \$171,000,000 must be spent for school building construction in the next five years. (See table 8.) This amount of money is not available from existing sources of revenue for capital outlay.

Table 8—Estimated School Building Costs to 1960

Nature of Project	Classrooms needed	Estimated Costs
Completely New Plants.....	3,355	\$126,120,217
New Plants on Old Sites.....	722	22,021,743
Additions to Present Plants.....	649	16,943,578
Rehabilitation and Remodeling....	9	2,802,747
Sites	2,644,943
New School Buses.....	..	1,058,000
Total Needs	4,735	\$171,591,228

Source: Colorado Public School Facilities Survey, State Department of Education.

Major Points of Discussion

Each of the five regional conferences discussed the problem: "What should be done to meet our school building needs? Our transportation needs?" The nature of the discussions varied considerably. Although not all of the conferences raised the same issues or expressed the same points of view there was a great deal of similarity. This compilation and analysis are of necessity, general in nature. A conscientious effort has been made to reflect the points of view expressed.

It is apparent that a shortage of school buildings exists in the state. This resulted from war time deferrment of constructions and of increas-

ing enrollments and policies which have permitted general obsolescence in our buildings.

Good School Plants Are Essential to an Effective School Program

Many of the discussions concerned the place of the school plant in the educational program. There were frequent observations that the school plant is more than a place of shelter for children. The school plant facilitates the educational program itself. A few expressed the view that sometimes buildings become obsolete functionally while they are sound structurally. Some of the discussion indicated that our educational programs have changed considerably but many of our buildings have not been changed in half a century. Some thought this fact alone might be responsible for our vast need for buildings. Some buildings have just become old and worn out, and will need replacing. Others can be remodeled and made to serve many more years.

Reasons for Housing Problems

Many people in the conference inquired about reasons for the universal building shortage and found these needs related to the changing philosophy of education, the increasing percentage of school age children and youth who are in school, the deferrment of construction during World Wars I and II, the delay during the depression, the increased birth rate, and inadequate finance programs. Another reason for the need for school buildings is the fact that buildings become obsolete.

Extent and Nature of Building Needs

The need for new school buildings varies from community to community. There are double sessions in many places. Some pupils are in make-shift structures that are hazardous.

It is apparent that in some places there is a static or declining population and the building requirements are somewhat different than in those places where the population is booming.

There appear to be major problems growing out of military activity in the metropolitan area of Denver and in Colorado Springs. Mining activity on the western slope has given rise to many of the urgent building problems.

The shifting of populations from area to area

Table 7—Projected Public School Enrollments for Colorado, by Grade Groups 1953-54 Through 1960-61

School Year	Kinder-garten	Grade Groups			Total 1-12	Jr. College	Total Projected Enrollment
		1-6	7-8	9-12			
1943-44*	4,310	105,214	32,598	44,556	186,678	723	187,401
1953-54	17,321	152,344	39,145	56,736	248,215	3,500	269,046
1954-55	18,481	162,483	41,474	58,660	262,617	3,500	284,598
1955-56	19,474	171,218	44,300	60,828	276,346	3,500	299,320
1956-57	20,544	180,621	45,966	63,704	290,291	3,500	314,335
1957-58	21,981	193,266	45,891	67,241	306,398	3,500	331,879
1958-59	23,212	204,083	48,902	70,467	323,452	3,500	350,164
1959-60	23,992	210,942	57,223	72,482	340,647	3,500	368,139
1960-61	24,702	217,191	62,814	76,553	356,558	3,500	384,760

*Actual

Source: State Department of Education.

has left many buildings out of reach of pupils, resulting in the need for new buildings located nearer the centers of populations.

Inadequate Finance Policies

In a number of the meetings, participants voiced the idea that limitations in present policy for financing school buildings are serious. Inadequate methods for making capital available for school buildings includes limited bonding and over-emphasis on local property in the state school finance program. Differences in the ability of districts to provide buildings are as pronounced as the differences in their ability to provide for the program in general. Equalization policies have been developed for everything but construction. The amounts of money invested per pupil in buildings vary on about a ten-to-one basis. Except for some federal aid in Colorado, the revenue for construction is almost entirely from local sources. There was considerable discussion of the relationship of assessment practices to building problems. It was felt that there is not enough uniformity. Small districts were frequently referred to as an obstacle to sound building finance. Some thought that bonding for buildings is an expensive method of financing. They wondered if better ways of raising revenue on a current basis could be found.

School Building Needs Are Related to Problems of School District Organization

While reckoning with the problem of school building needs, a number of participants mentioned that a great deal of money can be wasted if attention is not given to locating buildings according to a good plan of organization of school districts. Several pointed out that this will require a lot of study. Several mentioned that we are still building many small high schools that probably have no justification for their existence. It was pointed out that transportation problems are closely related to this kind of planning. The discussions on this topic made it apparent that the location and the type of buildings erected are closely related to district organization and unless care is given to these problems, waste will result from such lack of foresight. Some mentioned that either state or federal aid for school buildings should be given only on the basis of a consideration of careful studies or overall population need.

School Plant Is a Community Center

A number of participants observed that community uses of school buildings should be considered. Many felt that this idea has been quite well accepted. Some forward looking comments were made that such community needs are likely to increase rather than decrease in years ahead. Several suggestions were made that buildings should be made to fit the community life.

Are School Buildings Too Costly?

Some thought that cheaper architectural styles could be used to accommodate students at less cost.

It was thought that more consideration of laymen's ideas should be used. One group suggested that space used for hallways be reduced and extra facilities be omitted. There was some discussion as to what constitutes a good school plant. It was pointed out that school buildings should provide first for the educational program needed by the children. That should be the guide by which all tests are made. There was agreement that school buildings should be safe, healthful, attractive, and flexible to meet changing needs. There was some discussion concerning the use of frame cottage type schools. One group felt that this type of school was worth consideration, while another group discouraged their use and felt that one-story brick buildings were better and had more permanency than the cottage type school. Cottage type schools might be practical for kindergarten and primary grades. There was a good deal of caution urged regarding the meaning of economy as it relates to maintenance.

School Building Maintenance

Some expressed the view that more consideration should be given to the maintenance of buildings—that the usefulness and durability of a school building depend a great deal upon the care given it, whether it is a new or an old building. It was pointed out that many old buildings would remain serviceable as long as the maintenance was kept up. There should be more emphasis on the training of custodians whose job it is to care for the buildings.

State Level Services

Several groups expressed the need for aid in planning school buildings. It was suggested that there be a consultant in the State Department of Education upon whom local districts might call for aid. Such assistance would bring to each district the experience and ideas of other districts. Other sources of assistance from the state level could come from the colleges and universities. The ideas given by teachers, administrators, and citizens should supplement those of the architect.

Regular Inspection Needed

Several expressed views that buildings should be healthful and safe places in which boys and girls might receive their educational training. Larger population areas appear to have better school plants than many of the rural areas, although it was reported by some that new building programs were bringing about better sanitation and safety features. Fireproofing, good lighting, and ventilation protect the health and safety of both students and teacher personnel. One area conference pointed out that 75% of the schools in its area violated some standard of health and safety. It was pointed out that any new construction should take into consideration all items that would influence the health and safety of pupils and that the planning for such buildings should include advice from health and safety officials. There was a discussion as to what con-

stituted an adequate school plant. This, it seemed, would be hard to determine since needs seem to change from year to year. Some thought there should be more collaboration between industrial commission inspectors and the State Department of Education.

State Aid for School Buildings

Reports given at the various regional conferences indicated that there was some discussion of state aid for school buildings. Such a program, it was pointed out, could equalize the tax burden now being carried by real property. It was mentioned that twenty-five or thirty states now have such policies. It was pointed out that such plans may eliminate need for federal aid. There was some discussion as to whether building authorities are desirable as proposed by President Eisenhower at the last Congress and by Senator Nicholson in the last General Assembly.

Federal Aid for School Buildings

Federal aid for school buildings was discussed pro and con. The majority felt that either loans or grants by the federal government for school building purposes should be provided with no control except that of accounting for the funds. Some participants were opposed to both federal and state aid for buildings and thought this was a responsibility of the local district. Some of the objections to federal aid involved the number of records and reports required by the federal government and the supervision it required of any projects it approved.

Another objection to federal aid was that it may develop a fixed pattern of construction and the creation of more bureaus and controls which lead to waste.

Those who favored federal aid stated that the federal government is *you* and that education is a national obligation. Such aid is needed, they agreed, because of the difference in ability to pay due to the unequal distribution of wealth that exists among the states. One group suggested that a percentage of the income tax be returned to the states for schools. Those who favored federal aid also stated that federally planned and constructed buildings are better than those planned locally.

Transportation

Because of the sparsity of our population, transportation always will be a major factor of school operation. Colorado is one of eight states in the United States that provides no state aid for transportation. It was felt by some that state aid for transportation would create an interest in larger administrative units. The use of school district funds for transportation was opposed by some on the grounds that it would mean less funds available for educational purposes; therefore, state aid should be given to supplement this service if it were offered. Uniform standards for school bus facilities and transportation should be met before any state funds may be granted.

School transportation, it was stated, is one of the factors determining equal opportunity.

It was felt by some that parents had an obligation to see that their children were taken to school and returned home. A large percentage of the budget in many districts goes for transportation.

In too many instances buses are overloaded, thus reducing the safety and comfort of the students. It was stated by some that there would be less need for transportation if the schools were located nearer the centers of population. It was pointed out that there is a need for school boards and county commissioners to plan together on bus routes in order that a better road building program might be developed. One group felt that transportation should be kept to a minimum and be available only in cases of emergency or unusual situations. Other factions felt that transportation should be furnished for all students.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem II: "What should be done to meet our school building needs? Our transportation needs?"

1. Education of the children of Colorado is the responsibility of the state. (Supreme Court Decision.)
2. A shortage in school buildings exists in Colorado.
3. Good school plants are essential to an effective school program.
4. The school plant is a community center.
5. To obtain the most effective and yet flexible school plant to serve the educational needs and community center demands, planning is needed.
6. The transportation of children to school is a factor to be considered in providing equal opportunity for all children to obtain an adequate education.

Recommendations of the State Conference on Problem II

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations for action relative to Problem II: "What should be done to meet our school building needs? Our transportation needs?", the conference arrived at the following conclusions:

1. The State Department of Education, in cooperation with the State Department of Public Health and the State Industrial Commission, should maintain minimum standards for school plants, including health, safety, and educational adequacy through a division of

school plant planning and construction. The standards should be such as will insure the construction of school buildings that are flexible in use, economical in operation, and lasting in quality, even though initial cost is increased. Manuals for school plant planning, construction, and maintenance should be developed by the State Department of Education for the use of local school districts.

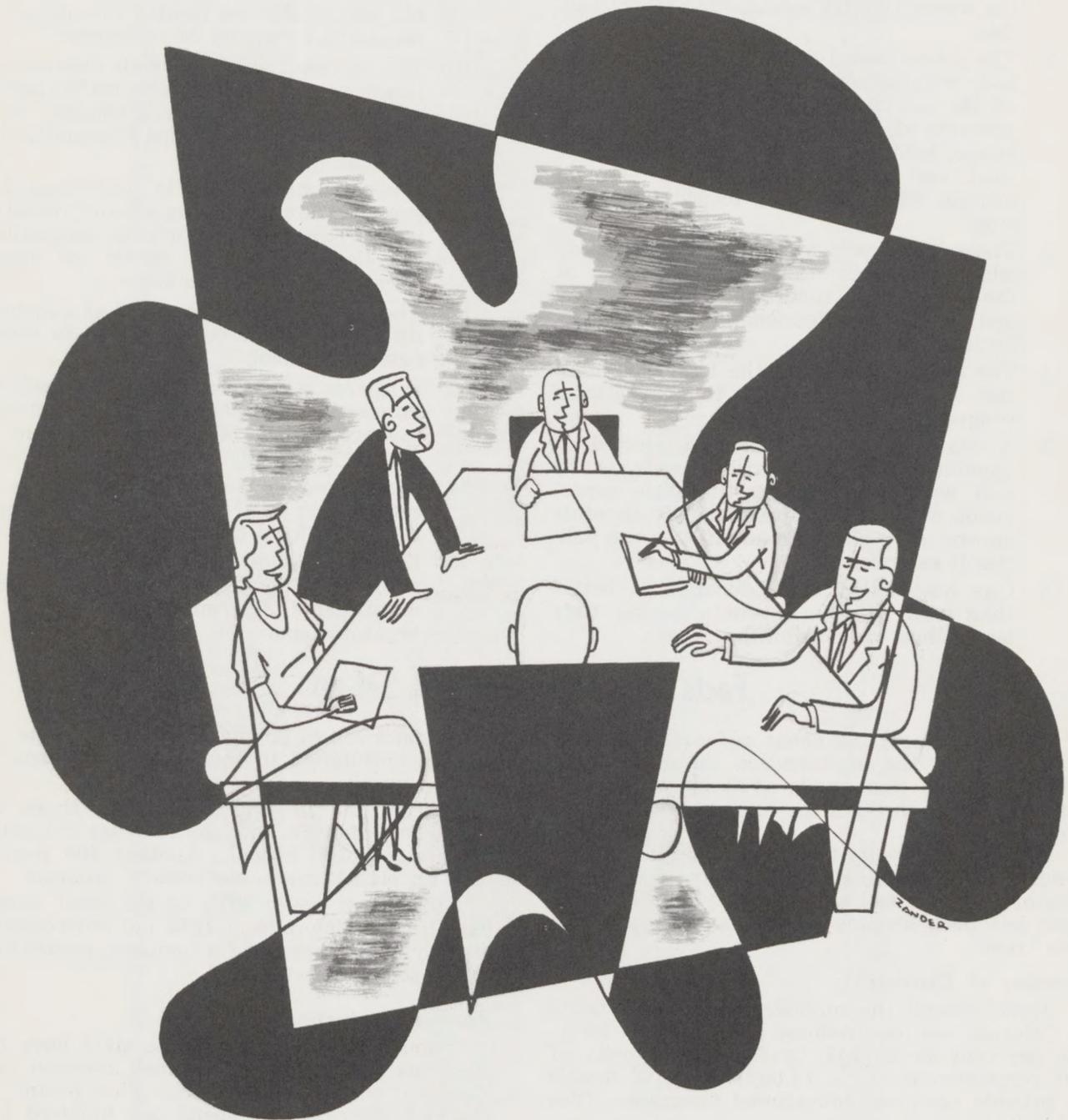
2. Every school district should develop long-range plans for school sites and school buildings. Plans for new residential development should make adequate provision for school sites at suitable locations in conformity with such long-range planning.

Approval of plats of residential development should be withheld by appropriate governmental agencies until such plats conform to school district planning. Since schools are an asset to every residential neighborhood, subdividers should make a contribution of

sites or equivalent to the school district for educational purposes.

3. If federal grants in aid for school construction are made available, the monies should be distributed through the department of education in the several states, and no regulations except state building standards and proper accounting of expenditures should be imposed upon local school districts.
4. Legislation should be enacted that will enable the federal government to make loans to local school districts for building construction through the purchase of their bonds at nominal rates of interest.
5. A study should be made to determine the possibility of optimum utilization of school plants.
6. Transportation support from the state should be established in conjunction with existing equalization legislation. The State Department of Education should establish standards for school transportation.

PROBLEM III
HOW CAN WE ORGANIZE OUR SCHOOLS AND SCHOOL
DISTRICTS TO PROVIDE ADEQUATE
EDUCATIONAL PROGRAMS?



Concepts of School Organization to Present Time

The school district is the key to educational effectiveness. The district as the basic administrative unit is the prime factor in determining the success of the school program.

The organization of school districts and schools in Colorado and plans for further improvements have been guided by several fundamental concepts such as these:

1. Non-partisan elected school boards, as the governing body in each district, provide the wisest way for establishing school policies.
2. The school board needs to be a corporate body with broad powers. Within the limits of the law the board should certify the amounts of money needed, enter into contracts, hold and sell property, sue and be sued, and exercise the right of eminent domain when necessary to acquire school sites.
3. The school board is a policy-making body which delegates actual administration of the schools to a superintendent of schools and a staff of professionally trained school leaders.
4. The state shares with the local communities a responsibility for the educational program.
5. A State Board of Education, elected or appointed on a non-partisan basis, is the best way for providing the state supervision of the school program. It appoints an executive officer to administer the policies it establishes.
6. One State Board of Education is better than many boards in administering state level school responsibilities.
7. Standards of school district size are determined by the school purposes to be served and local conditions.
8. Increasing demands for an ever-expanding educational program have put unreasonably small school districts at a serious disadvantage.
9. Districts with limited population and an inadequate tax base will inevitably have small classes and high per pupil costs. Often the results are limited in subjects offered and in quality of instruction.
10. The reorganization of small districts into larger administrative units makes possible wider offerings and more efficient use of tax dollars. It also helps to equalize educational opportunities.
11. When reorganization is accompanied by consolidation of existing schools, travel distances required for students, especially at the elementary level, should not require unreasonable hours on buses.
12. The importance of the school as a community center merits consideration in consolidation of schools.
13. In places where district reorganization is impractical, intermediate units sometimes can provide special services which no one district could afford.
14. State laws and state aid programs can serve either to promote or hinder reorganization of local districts.
15. Establishing of minimum standards for school districts helps local boards and their constituents determine the need for reorganization.

Facts About Our Present Set-up

The following facts about our present status in relation to the organization of schools and school districts were made available to all conference groups through the medium of the planning guide.

In the last twenty-five years, there has been a decided trend in the nation toward the formation of larger school administrative units. Colorado has been keeping more than abreast with this trend.

Number of Districts

Even though the number of school districts in Colorado has been reduced by more than forty-six per cent since 1947, by far the majority of the remaining districts (1,009) are still unable to provide adequate educational programs. (See table 9.)

District Enrollments and Programs

In 1953, 84% of the school districts in the

state had a school population of 350 or less. The median enrollment in these school districts was *sixteen* pupils.

During the 1954-55 school year there were 261 school districts in Colorado that did not operate any public school. Another 406 provided only an eighth grade elementary program.

More than one-twelfth of the total assessed valuation in Colorado in 1953 did not contribute directly to the support of a complete, twelve grade public school system.

Assessed Valuations

Some school districts in the state have more than one hundred times as much assessed valuation per child as do others. This means that the rich districts can spend one hundred times as many dollars to educate their children as can the poor districts, and from the same tax rate. (See table 10.)

Table 9—Trend in Number of School Districts in Colorado By Type of District 1947-48 - 1953-54

School Year	First Class	Second Class	Third Class	County High School	Union High School	Total
1947-48	45	79	1,703	26	31	1,884
1948-49	44	92	1,595	25	31	1,787
1949-50	51	84	1,464	25	24	1,648
1950-51	52	91	1,376	22	24	1,565
1951-52	50	78	1,110	22	22	1,282
1952-53	52	86	970	22	18	1,147
1953-54	53	88	898	22	21	1,081
1954-55	49	79	889	21	20	1,009

Table 10—Comparison of Assessed Valuation Per Pupil in Colorado By County 1953-1954

Rank Number	County	Assessed Valuation (1953 Tax Year)	Average Daily Attendance (1953-54 School Year)	Assessed Valuation per Average Daily Attendance
63	Rio Blanco	\$ 68,073,795	1,059.4	\$64,257
62	Hinsdale	1,126,535	26.5	42,511
61	Park	6,534,195	221.6	29,486
60	Kiowa	14,119,386	552.7	25,546
59	Cheyenne	15,234,350	602.3	25,294
58	Summit	4,611,385	198.4	23,243
57	Pitkin	5,959,410	281.4	21,178
56	Washington	31,260,012	1,557.8	20,067
55	Lake	26,774,435	1,337.1	20,024
54	Douglas	12,289,500	670.1	18,340
53	Gilpin	2,662,370	147.0	18,111
52	Jackson	7,240,243	399.8	18,110
51	Mineral	1,771,365	101.2	17,504
50	Denver	927,305,580	56,154.8	16,513
49	Elbert	14,044,659	869.7	16,149
48	Logan	55,845,175	3,648.0	15,308
47	Phillips	15,717,010	1,049.1	14,981
46	Lincoln	18,347,245	1,274.6	14,395
45	Gunnison	12,996,235	930.6	13,965
44	Eagle	11,965,932	859.1	13,928
43	Baca	19,278,257	1,424.3	13,535
42	Custer	3,337,901	247.5	13,486
41	Sedgwick	14,133,470	1,067.4	13,241
40	Kit Carson	20,395,755	1,572.3	12,972
39	Routt	20,961,340	1,616.4	12,968
38	Moffat	15,495,205	1,204.6	12,863
37	Grand	10,449,195	816.0	12,805
36	Clear Creek	5,557,700	486.6	11,421
35	San Juan	2,485,907	218.9	11,356
34	Boulder	90,582,690	8,053.4	11,248
33	Larimer	83,350,000	7,485.2	11,135
32	Garfield	24,798,185	2,330.9	10,639
31	Yuma	21,984,040	2,076.7	10,586
30	Morgan	42,661,100	4,166.9	10,238
29	Chaffee	13,271,710	1,300.3	10,207
28	Dolores	4,017,220	396.0	10,144
27	Teller	5,510,670	544.7	10,117
26	San Miguel	6,183,680	628.6	9,837
25	Weld	131,631,210	13,783.4	9,550
24	Ouray	4,040,297	430.3	9,389
23	Bent	15,700,616	1,712.5	9,168
22	Prowers	27,045,140	2,964.8	9,122
21	La Plata	26,792,295	3,060.4	8,755
20	El Paso	126,077,300	14,416.6	8,745
19	Adams	83,637,420	9,787.8	8,545
18	Archuleta	5,468,015	641.3	8,526
17	Saguache	11,189,780	1,311.2	8,534
16	Arapahoe	112,756,210	13,366.4	8,436
15	Fremont	24,349,480	3,053.2	7,975
14	Pueblo	134,796,710	17,979.9	7,497
13	Rio Grande	18,505,310	2,504.1	7,390
12	Huerfano	11,075,330	1,499.8	7,385
11	Crowley	7,860,515	1,077.6	7,294
10	Alamosa	15,046,693	2,067.7	7,277
9	Mesa	55,772,670	7,978.6	6,903
8	Otero	37,584,145	5,648.3	6,654
7	Jefferson	92,187,150	14,116.5	6,530
6	Las Animas	31,631,550	4,946.7	6,394
5	Montrose	22,373,985	3,593.4	6,226
4	Delta	19,705,415	3,179.4	6,198
3	Montezuma	10,079,000	2,299.1	4,384
2	Costilla	5,498,445	1,278.5	4,301
1	Conejos	9,679,030	2,369.3	4,085
Total		\$2,698,806,553	242,720.6	\$835,469

Mean Valuation per A.D.A.—\$13,261. Median Valuation per A.D.A.—\$10,639.
Source: State Department of Education.

Major Points of Discussion

Each of the five regional conferences discussed the problem "How can we organize our schools and school districts to provide adequate educational programs?" All of the groups seemed to operate from the premise that the purpose of administration and organization is to tie the many components of our complex school program into a unified and efficient school effort. The following compilation is of necessity general, although an effort has been made to reflect accurately the views when considered as an entire process. Many asked the question, "Why should we follow a horse and buggy pattern of organization in a jet age?"

Responsibility of the State in Education

In various committees comments were made regarding the responsibility of the state to assist in financing education, to provide leadership and research, and to help with the regulation of some school matters. These discussions tended to conclude with the well recognized principle that education is primarily a state function but that the state is wise in delegating the direct operation of schools to local boards of education. It frequently was held that the state's task is one of coordination. There was wide agreement that the state's interest should be handled through a state department of education which should provide technical and consultative help and look out for the state's interest. The present policy of an elected state board of education with responsibility to staff a department with top level services helps make school programs effective, but the state should encourage and build up local leadership. The relationship between the state and local school authorities was often referred to as a partnership. Wider study of ways in which each partner could best function was encouraged.

Responsibility of the Federal Government

Some participants commented on the fact that although education is a state function, all levels of government have some responsibility for education. Reference frequently was made to the enormous grants made by the federal government to stimulate certain kinds of educational activity. These aids develop because of an inevitable national interest even though education is a state function. There were also comments made about the service of the U. S. Office of Education. Some thought that certain types of research and leadership at this level are needed and are most helpful. There were comments expressed that we must guard against control by the federal government.

Some doubt was expressed about having the U. S. Office of Education aligned too closely to partisan political policies for fear educational policies might take on a partisan nature. There was a dominant feeling that schools should be independent of partisan policies at all levels. Some expressed the hope that federal funds could be made available without accompanying

federal controls. On this point there was divided opinion. It frequently was asserted that any federal aids should be always channeled through the state board of education. This principle had good support.

Responsibility of the Local Government and Citizens in Education

The committees all reaffirmed the American policy of placing the operation of the school program in the hands of local school authorities. They want elected boards free from partisan control. Boards should be policy making bodies and should hire well qualified administrators to recruit the school staff and to execute the boards' policies. There was agreement that local boards should establish personnel policies, erect buildings, and have responsibility for developing the instructional programs.

Frequently it was noted that these conditions can be met; schools can be locally controlled even though the administrative unit is larger. It was pointed out that in Colorado the size of the local jurisdiction varies from the Denver system with 70,000 youngsters under one board to some districts in which there were more board members than teachers and pupils.

Many people said this irregular pattern of organization was the source of organizational and administrative inefficiencies. It was pointed out that local control is just as much a fact under Denver's seven board members as in smaller jurisdictions. Larger districts can be established with no loss of local control. It was pointed out by one participant that counties have local control with jurisdiction being county wide.

What Size Makes for Adequate School Districts?

There was quite a little discussion about the characteristics of adequate districts. Generally it was agreed that school districts should be large enough to provide educational opportunities from grade one through twelve without overlapping boards, such as separate boards for elementary schools and for high schools. There was agreement that a district should be large enough for a broad tax base to furnish an adequate educational program. The district should be large enough to justify the services of at least one well qualified administrative head. Where feasible, pre-school, kindergarten, adult education, and special education should be provided. It was pointed out that in cases where the districts are larger, qualification of teachers improved and the curriculum opportunities were improved. One group felt that a minimum of 4.5 million dollars of assessed valuation was needed to provide a good educational program. One group stated that there should be 1,200 pupils in the district, if that is at all feasible, to provide a variety of related services. At the best there always will be exceptions to such standards.

Role of the Non-Public Schools

There was frequent reference to the place of non-public schools in the school system. It

was pointed out that these schools are assuming a real part of the cost of education. Non-public schools render an important service. It is a settled matter of public policy that such schools may be established.

In a few instances, question was raised as to how the state may know whether pupils actually attend these schools 170 days, or how the state can know that teachers are properly trained, or that the curriculum is reasonably adequate. Some felt non-public schools should be required to submit reports to the State Department of Education. Some expressed the views that non-public schools have a unique opportunity to make great contributions by way of experimental leadership.

Reorganization Planning

There were a number of participants who raised the question as to the best procedure for reviving the program of reorganization set up by House Bill 900. (School District Reorganization Act, first extraordinary session of 36th Session of Colorado General Assembly, October 1948). A number voiced the opinion that House Bill 900 had been a good bill, but it did not have a fair trial. There were a number who expressed the view that the interest of the people in reorganization is on the upsurge. Some thought the people of the state are ready to move ahead with a more specific program. There was a discussion as to whether it is better for the legislature to enact a county unit system with certain modifications, or whether to follow a slower course of optional action by county study committees. Opinions were divided as to which method was best. There were many who felt that the state should put enough money into the program to assure people everywhere the opportunity to know the pros and cons. Many expressed the point of view that people had gained an erroneous idea about reorganization under House Bill 900. They had thought of it as a consolidation of all small schools. It was pointed out in some of the groups that the geography of some areas will necessitate many small schools. These would be more efficient if brought under a single administration.

People Should Be Told the Facts About Reorganization

The feeling was prevalent that no matter which policy was followed, there is a need for an honest and careful explanation to the people of the state of the advantages and disadvantages of reorganization to bring about a wide and full understanding. It was suggested the State Department of Education could take the lead in pointing out the values in the improved selection of personnel, improvement in school plant construction, improvement in the instructional program, and improvement in health services. The Department could be more helpful in assisting areas to understand the underlying values of reorganization.

Organizing the Program at the School

Several observations were made to the effect that in properly organized districts greater attention seems to be given to the manner in which school programs are organized. It was stated in these districts great care was given to the wisdom of a plan that provides K-6-3-3 (kindergarten, six elementary grades, three junior high grades and three high school grades), or 8-4 (eight elementary grades and four high school grades) or some other variation. This kind of attention is difficult under a plan where separate boards have jurisdiction. Committees were told that the K-6-3-3 plan has many merits, although it has some limitations. School authorities were urged to give careful study to this aspect of organization.

The Committee on Educational Opportunities in a number of instances held that in schools having as many as twelve teachers, there should be a full time non-teaching principal. Some thought that it would be more effective where schools are smaller to permit them to hire jointly a non-teaching principal. Organization at the school level was discussed. It was thought school organization is best when there are larger units. Other aspects discussed were the advisability of self-contained classroom versus specialized instruction.

Too Many Small High Schools

Some concern was expressed over the fact we are getting too many small high schools. The small high school is penalized by a lack of the scientific equipment and broad curriculum base. It was suggested that even while we are studying organization there ought to be legislation to prevent the multiplicity of small high schools.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem III: "How can we organize our school districts to provide adequate educational programs?"

Members of the group agreed upon this general and basic statement:

"We believe that equality of educational opportunity and the provision of an adequate public school program are dependent upon the proper organization of local school administrative units."

They further listed fourteen formal conclusions:

1. It is probably unwise to determine the number of districts in advance of state-wide planning for reorganization. Thinking should not be limited to the *number* of districts.

2. An important consideration in reorganization should be the kind of district which will be most conducive to the best educational program. Efficiency should not be sacrificed to maintain boundary lines.
3. Three agencies for reorganization may be utilized: (a) the local unit, (b) the general assembly, and (c) some agency or group assisted by the State Department of Education and vested with the requisite authority.
4. Re-education of the public is needed as a step in the direction of public support for effective organization.
5. People of the communities in the state need time to identify and discuss the facts related to reorganization. All people need an opportunity to express their viewpoints on this problem.
6. People must fully understand the values accruing from effective reorganization before it can be successfully initiated or be made to function successfully.
7. Some areas seem to feel no need for reorganization. The question as to how to convince the people of these areas of the need for reorganization was recognized as a difficult one which would require careful study of the conditions peculiar to those areas.
8. Reorganization is not the same as consolidation. Small schools can be maintained with good services in an administrative unit of desirable size.
9. It was felt that initial efforts toward effecting equitable school reorganization were worthy of commendation.
10. There is sometimes a need for an intermediate administrative unit to provide additional school services to local schools.
11. Although the number of school districts in the state has been reduced to approximately 1,000, we feel that there are still too many.
12. Ineffective operation due to poor school district organization, variance in wealth, and lack of a legal framework for reorganization result in inequality of educational opportunity in many areas of the state.
13. A satisfactory solution of the problem of school district reorganization is dependent upon a satisfactory solution of the problem of continuing public interest in the schools.
14. Reorganization is *only a means* of facilitating a school program. The persons involved must determine the school program they want and what they expect in services before deciding on an organization to fulfill the need. After agreement on the

kind of school program desired, then they can attempt to answer the question as to the best type of organization for attaining the objectives. Reorganization by itself is no panacea.

Recommendations of the State Conference on Problem III

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem III: "How can we organize our school districts to provide adequate educational programs?" The following general recommendation was made:

The State Department of Education should be empowered to exert leadership and to render assistance to local citizens in the formation of local school administrative units. Legislation should be enacted which is in accord with the principles of local determination and which is designed to promote the formation of local school administrative units which possess taxable wealth and enrollments large enough to provide adequate educational opportunities to the children, youth, and adults in the district.

Further Specific Recommendations:

1. We favor enabling legislation for the reorganization of school districts, recognizing that mandatory provisions may be necessary in some cases.
2. We recommend that voting procedures used in school districts considering reorganization be conducive to decisions which will represent the best interests of the entire district.
3. Geographic accessibility should be an important consideration in school reorganization plans.
4. Legislative help is recommended — state level help, such as the local survey under the supervision of the State Department of Education, is needed.
5. The State Board of Education should work with the General Assembly to provide a framework for effective reorganization plans.
6. Some incentive provided by the state is needed to stimulate reorganization. Increased services provided for the educational program are recommended as the most desirable incentive for reorganization.
7. The problems which are peculiar to certain rural districts should receive careful consideration in reorganization plans.

PROBLEM IV
HOW CAN WE GET ENOUGH WELL TRAINED TEACHERS
AND KEEP THEM?



Teacher Training and Recruitment

Although Colorado now has more and better trained teachers than ever before, the state, like so many others, is facing an increasingly serious shortage of public school teachers.

Some of the basic ideas which have given rise to present policies in training and recruitment of teachers are these:

1. District boards of education are responsible for the selection and contractual employment of all school personnel and establishment of personnel policies.
2. The State Board of Education is the proper agency to set and administer certification requirements.
3. Standards are improved when local school boards establish policies of in-service training.
4. Class size is an important factor in effective teaching.
5. Teacher load is determined by the class size and instruction program PLUS the preparatory work necessary for successful teaching, out-of-class assignments that are part of the school community life, and an evaluation of the learning process.
6. Teachers compare salaries with those offered in other professions before deciding to enter the field.
7. Lowering of training standards does not end the teacher shortages but only lowers the quality of the education program.
8. Retention of good teachers is as important as the recruitment of new ones.
9. Community interest and support are factors that influence the teachers' attitude toward their job.
10. Factors such as tenure, retirement plans, health and life insurance plans, safe healthful and pleasant working conditions and adequate materials influence the teacher's attitude toward teaching as a career.
11. Unreasonable restrictions placed on teachers' personal lives and unwarranted demands on their out-of-school time create teacher unrest and dissatisfaction.
12. Criteria for measuring teacher competence in relation to hiring, tenure, promotion, salary increases and other personnel practices are most effective when they apply equally to all.
13. A good teacher is well educated in addition to being "well trained."
14. Scholarships for students of education are effective means of increasing the teacher supply.
15. Instruction is improved when school district authorities offer opportunities for additional training to non-teaching personnel as well as teachers, and when non-teaching personnel are expected to participate in such programs.

Facts About Our Present Circumstances

The following facts and statistical tables about our present status in relation to this problem of teacher recruitment and tenure were made available to all conference groups through the medium of the planning guide.

If present enrollment trends continue, Colorado school districts will need at least 18,000 teachers by 1960. This may be contrasted to the 11,943 currently employed.

Colorado institutions of higher learning are falling far short of supplying the number of teachers required to meet the needs brought about by increasing enrollments, the loss of teachers to the profession, and the movement of teachers to other states. (See Table 11.)

Table 11—Estimated Supply of Elementary and Secondary Teachers Graduating From Higher Educational Institutions of Colorado 1950-1954

	1950	1951	1952	1953	1954
Elementary	450	633	623	613	560
Secondary	1,135	1,179	1,093	732	779
Total	1,585	1,812	1,716	1,345	1,339

Source: State Department of Education.

Teacher Losses

During the school year 1953-54 more than 13 per cent (or 1,679) of the teachers employed in Colorado changed positions. Of this number, 808 teachers are known to have been lost to Colorado schools, either because they moved out of the state or quit the teaching profession. (See Table 12.)

Approximately 1,500 teachers were needed in September, 1955, to replace those who had left the profession or who had moved outside the state to teach.

Salaries

Salaries of teachers in Colorado are below salaries paid teachers in many of the surrounding states. The reason most frequently given by teachers for leaving the state during 1954 was "to obtain higher salary." (See Table 13.)

Table 13—Comparison of Average Salaries, Colorado and Western States, 1953-54

State	Classroom Teachers		All
	Elementary School	Secondary School	
California	\$4,575	\$5,235	\$4,800
Washington	4,138	4,516	4,247
New Mexico	3,925	4,375	4,059
Oregon	3,847	4,308	3,995
Arizona	3,750	4,100	3,850
Nevada	3,534	4,110	3,680
Montana	3,225	3,920	3,435
Utah	3,300	3,600	3,400
Idaho	3,152	3,647	3,330
Colorado	3,111	3,583	3,292
Wyoming	3,100	3,690	3,300

Source: Research Division, National Education Association.

Emergency Certificates

There were 778 teachers employed in Colorado during the 1953-54 school year who held only Emergency Teaching Certificates. Although high, the number of Emergency Certificates has been declining steadily since 1946.

Major Points of Discussion

Each of the five regional conferences discussed the problem "How can we get enough well-trained teachers and keep them?"

Many of the community conferences showed interest in this topic also. Various points of view were expressed as to how the problem might be resolved.

The following compilation is general, although a sincere effort has been made to report the main

points of view expressed, especially those brought out in the five regional conferences.

Choosing The Best People For Our Schools

In a number of conferences, participants expressed the view that school children should be taught by those with the best minds. Some doubted that schools have been selective enough.

Teacher-training institutions came in for some criticism because the participants felt that many persons were allowed to become teachers who should never have gone into the field. Some suggested that colleges should develop better screening methods to eliminate those who make poor teaching candidates.

It was also suggested that good guidance programs should be established in order to discover promising young people in our high schools. Some indicated that junior and senior high school students who show promise of being good teachers might be given an opportunity while in high school to do some teaching tasks under a good teacher's guidance. This experience might give the students facts upon which to decide whether they would like teaching as a career. The results of the experiments could be used in part by the colleges in their screening process.

Attracting Teachers Into The Profession And The Classroom

A number of participants suggested that we have not done much in a systematic way to recruit young men and women into the teaching field. Many suggestions were offered including scholarships for interested high school graduates, and systematic visits to the schools by successful teachers for discussions of the teaching profession with high school juniors, seniors, and graduates.

Little has been done in the way of recruiting adults who have college degrees in other areas and who could obtain teaching certificates by taking a few hours of graduate work in education.

In some areas teachers were criticized for their own negative attitudes about their jobs; they are their own worst enemies. Young people shy away from the teaching profession when they

Table 12—Disposition of Certificated Personnel Employed By Colorado School Districts at the End of the 1953-54 School Year But Not Re-Employed by the Same District for the 1954-55 School Year

Disposition	1st Class	2nd Class	3rd Class	County H.S.	Union H.S.	All Districts
Moved to other teaching positions IN Colorado	132	96	241	35	10	514
Moved to other teaching positions OUTSIDE Colorado ..	127	81	73	50	10	341
Left the teaching profession	221	87	125	26	8	467
Location unknown ..	277	25	50	4	1	357
Totals	757	289	489	115	29	1,679

Source: State Department of Education.

hear their own teachers complain about low pay, hard work, and status in the community.

Civic clubs, in some instances, have helped with recruitment by providing radio and television time for educators and laymen to put the problem before the public. It was suggested that civic clubs could help by glamorizing the profession by recognizing the contributions made by teachers to the community and the profession. It was pointed out that most teachers provide many community services not directly connected with the schools. Recognition of such services would give the teachers a feeling that they are a part of the community. Community recognition will make the teachers happier individuals, impart a feeling of belonging, make them better teachers, and thereby tend to encourage high school students and graduates to go into the education field.

It was suggested that a list be developed which would show ways of encouraging able people to train for a teaching vocation.

Some thought that teaching in rural areas could be enhanced by improved policies on sick leave, sabbatical leave, and acceptance by the community.

How Many Teachers Do We Need? And How Many Are Available?

The groups seemed shocked to learn that Colorado needs approximately 2,000 teachers each year to fill new positions and to replace losses. They were surprised to know that although we train about 1,300 in our teachers' colleges, we get less than half of them into our classrooms. This means that we need to receive from other states and from our own community about 1,300 teachers. There was considerable discussion about the causes for this situation.

Many teachers have been drawn out of Colorado by states which offer higher salaries. In one conference, it was mentioned that recruitment teams from other states came into Colorado offering teachers better opportunities than their present jobs afforded. Some thought this to be unethical but had no suggestions as to how to remedy the situation except to meet the competition of other states by offering better salaries and by improving living conditions for teachers in rural areas.

Some pointed out that manpower demands of business and industry are taking many teachers away from the profession. Here again it was pointed out that schools have to compete with the higher wages and other benefits offered by industry. The manpower demands for professionally trained people in government is also making inroads.

The new supply of teachers graduated from the colleges each year cannot at present fill existing vacancies, nor provide the teachers needed to supply the classroom needs created by increased enrollments. The demand far exceeds the supply and the problem is growing.

It was pointed out in several of the conferences that the real problem is in the rural areas.

Teachers and School District Organization

Some suggested it would be easier to get teachers in rural areas if districts would reorganize. The turnover of teachers in small districts is great. They feel sure that they would be happier if they were a part of a larger district.

Is Teaching a Desirable Occupation to Follow?

A few meetings came to grips with the question as to whether teaching is a desirable occupation for young men and women to follow. It was stated in some groups that it is good for women but not so good for men who are heads of families.

Some thought that in rural areas teachers were over-regulated in their personal lives. Some thought that teachers are restricted in their right to freedom of speech, and that they of all people should not be subject to fear of losing their jobs because of violating this restriction. In many communities there seems to be a different code for teachers than for other citizens. Younger teachers, and prospective teachers for that matter, thus feel that there is no fun or freedom in being a teacher.

In smaller communities there is a need for better housing for teachers. It was reported that in some instances teachers were buying house-trailers to obtain livable housing.

It was indicated by some that the teaching profession will be a long time in gaining the same prestige in the community enjoyed by other professions.

It was mentioned that better parent cooperation in child management would help to improve the teachers' working conditions.

Some thought that comic strips, television, and radio programs are uncomplimentary to the profession. It was felt that such portrayals for the most part are anything but complimentary and have a tendency to make teachers become apologetic. It was thought that television and radio producers in particular should be encouraged to glamorize the teachers as they have done the airline hostess and the nurse.

Requirements for Certificates to Teach

There were some who thought that the requirements for a teaching certificate were too high. Others thought that these requirements were too low. For all that, there was general agreement that high qualifications attract better teachers. It was reported that high standard states get teachers with greater ease than those with low standards.

One group felt that teachers should be more aggressive in raising their own standards. Doctors and lawyers set the qualifications for practice in their respective fields. Teachers, like doctors, might improve the ethics in their profession by disciplining their own ranks.

It was agreed that it is poor economy to hire poorly qualified teachers at low salaries. This is a practice frequently reported by participants.

There was some question as to the advisability of continuing the use of the life certificate. Instances were pointed out wherein teachers with life certificates had the attitude that they had reached the peak of their preparation and had no further need for study. Some of these teachers have been teaching for thirty years without attempting to improve or add to their knowledge. Some boards have gotten around the life certificate by requiring additional study of their teachers at regular intervals and by giving additional increments for participation in in-service educational programs.

A number expressed the hope that soon we would be able to discontinue the emergency type certificate. It was felt that all schools should have a policy of hiring teachers with a minimum of four years training and should set up a plan for continuous in-service training. The qualifications of the teachers are a definite part of the picture of equal educational opportunity for all boys and girls.

It was pointed out that it was necessary at times to have sub-standard certified teachers to keep schools open. Some maintained that there were excellent teachers with sub-standard certificates. Others argued that these teachers would be even better if they extended their education to the point of obtaining a degree. The participants expressed satisfaction that the qualifications of Colorado teachers are improving.

Another point of discussion concerned the issuance of certificates. It was felt that one agency, preferably the State Department of Education, should issue all teaching certificates. It was suggested that a thorough study be made of the certification laws and an attempt be made to remove the determination of certification requirements from the legislature and place the function in the hands of the State Board of Education.

Some expressed the view that we do not put enough value on teacher examinations. Before teachers are given certificates they should pass state examinations.

There was some dissatisfaction expressed over the practice of teachers breaking their contracts just before school starts in the fall. Some one asked why teachers' organizations could not handle such cases.

Salary Schedules

There was much discussion as to what constituted an adequate salary. No agreement seemed to be reached, since many factors enter into the determination of salary schedules, such as training and ability. No one knew just how teachers would be paid according to merit, but many seemed to think that would help.

The state aid program should make it possible to pay teachers adequately in rural areas just as well as those in city areas.

There were some participants who thought that teachers' salaries should compare favorably with those of other professions. Some pointed out that with higher salaries stricter standards

can be demanded. Although some of the local salaries in Colorado are higher than those of other states, the Colorado average is the lowest in the eleven western states. Raising salaries was thought by some to be the key to getting enough well qualified teachers.

Some groups stated that teachers must find satisfaction other than financial. Such satisfactions as those of helping children grow educationally and socially are a part of compensation. Ultimately this might be just as important as dollars.

There was a strong indication that state aid should be geared to the qualification of teachers. School districts should not get as much state aid for sub-standard teachers as for properly qualified teachers.

Democracy in Administration Would Help

Teachers should help in the formulation of school policies. Concensus seemed to be that since teachers are responsible for carrying out many school policies, they also should have a hand in developing them. Teachers are more likely to understand and carry out the policies if they help to prepare them. They also are in better position to interpret them to the public when they have a full understanding of their meaning and purposes. The feeling was voiced that some administrators overlook the resources in their staffs in setting policy.

Is There a Way to Pay for Merit?

Proposals that there should be some way to pay more money to teachers of special ability drew fire in some discussions. All agreed that from time to time it was necessary to encourage in-service growth. It was thought that this could be an incentive to better teaching if tied to the salary schedule. Some raised the question as to whether we have good systems for evaluating the work teachers do on the job.

Scholarships to Good and Needy Prospects

The practices of providing scholarships for able teachers to continue training came in for discussion in some of the conferences. The foresightfulness of P.T.A.'s and school boards following this practice was commended. Some felt that a more extensive use of sabbatical leave policies might prove of value in helping teachers keep better prepared.

It was felt by some that the monetary value of scholarships for teachers should be increased, with more emphasis on academic attainment and know-how. One group felt that there should be a published list of scholarships offered by all agencies, including educational institutions, individuals, industry, business, and others.

Scholarships are needed for prospective teacher trainees. Some students find it necessary to leave college at the end of the sophomore year in order to earn money to continue their education. Scholarships would help prevent this gap in the students' educational programs. Law and medicine have provided scholarships for promis-

ing lawyers and doctors. Perhaps the teaching profession should consider doing the same thing for promising teachers. College tuition is a small item compared to the cost of board, room, fees, and books. Scholarships should cover more than tuition. It was mentioned that few people apply for scholarships because tests are involved.

The Colorado Congress of Parents and Teachers gives a number of scholarships each year to upper division students who are preparing to be teachers. The only requirement is that the student upon graduation teach at least two years in Colorado.

Teacher Retirement Policies

In one or two instances there were expressions that retirement ages are not realistic and frequently are arbitrary. Retirement age, it was contended, eliminates good teachers who have many useful years ahead. There were many who argued that our system tends to retain teachers who should have been retired earlier. Some thought a reconsideration of this policy might help with the teacher shortage.

Recruiting Teachers for Classrooms Now

Many pointed out that the teacher shortage is critical now, and we must resort immediately to a variety of methods of getting enough teachers. School district reorganization and consolidation will help make better use of those we have. There are many people who have college degrees other than in education who could be trained on the job.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem IV: "How can we get enough well trained teachers and keep them?"

Members of this group chose to consider first the term *well trained*. In this discussion, the following points were considered:

1. The A. B. degree should be considered as the starting point, followed by training and testing the teacher in service.
2. The teacher must be an educated person as distinguished from a trained person.
3. The various teacher training institutions should be permitted to set up their own curricula. The institutions should then be held responsible for the results.
4. Certification standards and the responsibilities of certification should be assigned to a board to be composed solely of teachers, so that professional standards may be in the hands of the profession itself, as in the case of lawyers and doctors.
5. Aptitude or other tests should be required periodically of all teachers.

The conference offered as a definition of *well trained* the statement that: "A teacher shall be considered to be well trained if he has graduated from an accredited teacher training institution and has been duly certified by an authorized certifying agency."

Committee members agreed upon five principal problem areas in teacher supply: (1) Recruitment, (2) Training, (3) Induction, (4) Material Rewards, and (5) Working Climate.

Recruitment

1. The teaching profession needs to be made attractive to high school and college students.
2. Recruitment should be made on a national scale by all groups interested in education.
3. Teachers themselves need to point out the satisfactions of the profession to young people, and should dignify the teaching profession by their own example and demonstrated ability.
4. Salaries should be attractive enough to draw teachers to the profession.
5. Good housing and living conditions for teachers need to be the concern of school boards generally.

Training

1. There was some sentiment in the group to the effect that basic college training should consist of a four-year liberal arts degree program followed by professional training.
2. Standards for certification should never be based on a requirement of less than four years of college training.

Induction into School and Community Life

1. There should be more personal interest shown in teachers by members of the community through invitations to share in family activities.
2. The teacher should be welcomed into the community by service clubs and other civic organizations, and thus made to feel they are a part of the community life.
3. Teachers need to be encouraged to participate more in community activities and to assume leadership roles in the community.

Material Rewards

1. It would be helpful to teacher morale if all duties performed outside of the basic teaching load were compensated by premium pay.
2. After considerable discussion, incentive pay was not favored by the majority, due to their convictions concerning practical difficulties of administration.
3. Salary schedules should be based on education, experience, and growth.

Working Climate

1. School districts should provide security to teachers by adopting good tenure and retirement policies.
2. A teacher should be provided a fair hearing of allegations on all matters which might result in a change of employment status.
3. There should be recognition of the right of teachers to join or not to join any educational organization, but a teacher should be encouraged to participate in organizations which have as their purpose the promotion of educational welfare.

Recommendations of the State Conference on Problem IV

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem IV: "How can we get enough well-trained teachers and keep them?"

The following general recommendation was made:

In Colorado the authorized certifying agency for teachers should be the State Board of Education. All teacher training institutions in Colorado should be subject to evaluation and approval as to curriculum and standards by an advisory board to the State Board of Education. This board should be composed equally of laymen and educators, and it should be charged with the responsibility of eliminating duplication of course content and subject matter trivia, and should see that Colorado teachers have a solid, broad educational foundation upon which to build their teaching careers.

The remaining recommendations were grouped under five headings, identified as the principal problems of teacher supply:

Recruitment

1. A national advertising campaign to build prestige for teachers should be conducted by an agency such as the Advertising Council. The campaign also should emphasize the importance of the role of education in the preservation of our democracy.
2. Publicity departments of colleges and uni-

versities should promote the teaching professions.

3. High schools and colleges should encourage the promotion of the teaching profession through student groups.
4. School boards should give consideration to a plan whereby business, industry, and other local resources would be encouraged to develop scholarships to help youngsters in financial need to attend teacher colleges in order to insure a steady supply of young teachers.
5. The State Department of Education should publish a list of all available scholarships in teacher education and give it wide distribution.

Training

A thorough study of certification standards in Colorado should be made and the results used to produce legislation which will improve the situation.

Induction Into School and Community Life

1. Colorado schools should develop active social programs as a means of welcoming new teachers into the school system and communities, and to make them feel at home socially and professionally.
2. Existing orientation programs should be improved.
3. Experienced teachers in a school should sponsor new teachers.

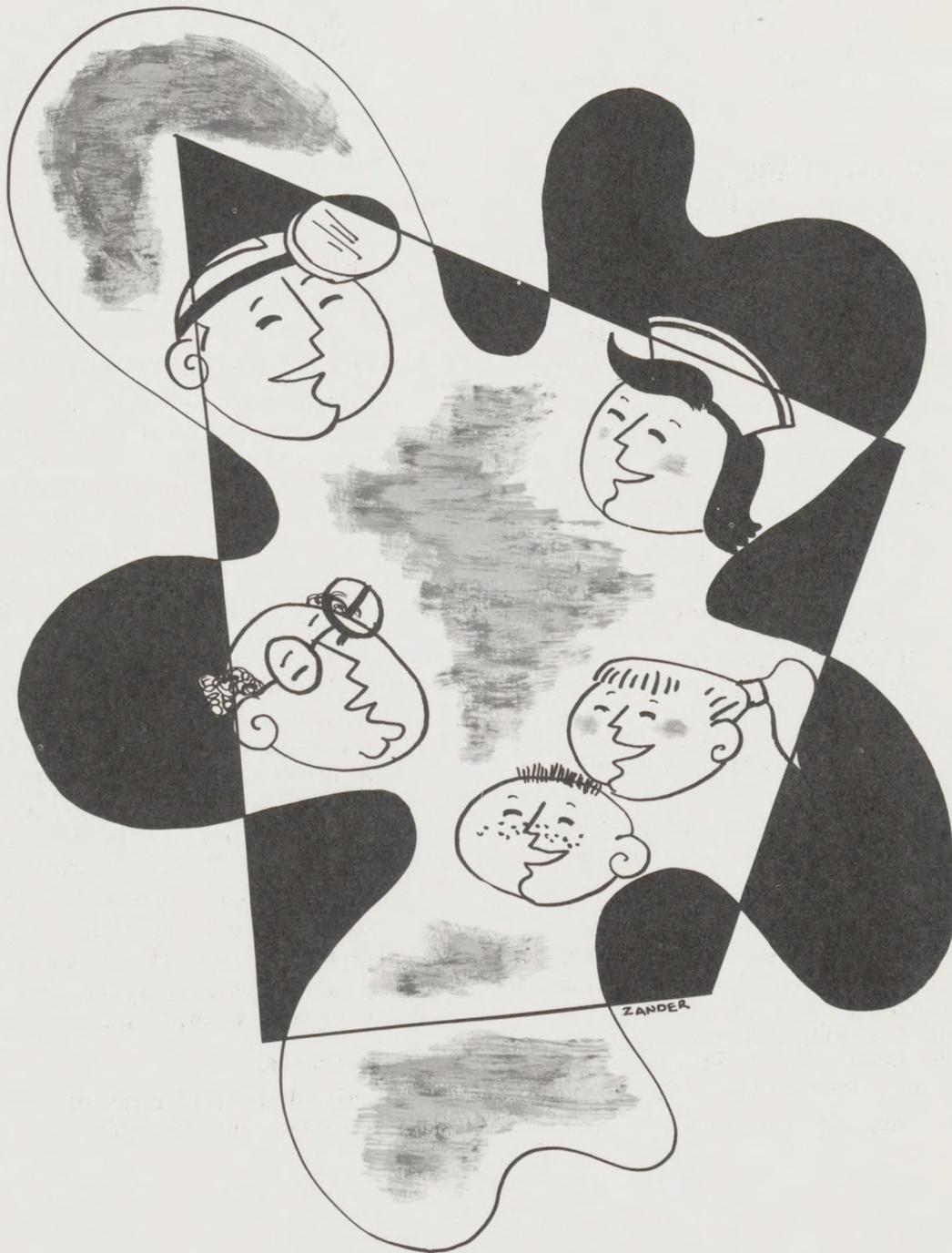
Material Rewards

1. A basic pay schedule should be established for a standard teaching load that will be sufficiently high to attract good teachers.
2. There should be sufficient state support to help bring teachers' salaries, especially in rural areas, to more attractive levels.
3. The state tax structure should be reorganized to provide more state aid which can be applied to teachers' salaries.
4. A comparative study of salary schedules with those of other states should be made.

Working Climate

A careful study of retirement policies with respect to age should be made.

PROBLEM V
WHAT SPECIAL RELATED SERVICES ARE ESSENTIAL TO A GOOD EDUCATION PROGRAM?



Practices in Planning and Adopting Programs of Related Services

The school's role in the community and in the lives of citizens has constantly expanded. Today, the school is expected to perform functions once provided by the home, church and other institutions.

As the scope of education has broadened, several auxiliary services have come to be considered as essential to a good educational program. Some of the services most frequently mentioned are:

1. Comprehensive attendance records and thorough social work programs help make possible an effective school program.
2. Health services are among the oldest of the related school services. These have been widely varied and often include participation of doctors, dentists, nurses and other health specialists.
3. Guidance services are considered to be important in both elementary and high school. Usually the administration of these services include help of psychologists, psychiatrists and other specialists when necessary, but always in cooperation with parents and community agencies.
4. Secondary school pupils benefit from a variety of instructional opportunities, and from guidance and counseling services for vocational and personal problems.
5. School organization should be flexible enough to allow each student to be placed in the grade or group situation in which he will make an optimum of progress and balanced growth, intellectually, physically, emotionally, socially and spiritually.
6. Special programs or services for the markedly handicapped and other exceptional children help to assure equality of educational opportunity for all children and youth.
7. Conferences between teachers and parents, or reports by teachers to parents, or by parents to teachers, serve as guides to further progress rather than as rewards or punishment.
8. The school lunch program is more than a feeding program. When fully utilized, it has important educational values.
9. A student activities program is an integral part of a well-rounded educational program. It merits intelligent supervision and leadership by both school and community leaders.
10. Special services for gifted children are being discussed more in recent years.

Facts About Our Present Program of Services

The following facts and statistical tables about our present status in relation to this problem of related services were made available to all conference groups through the medium of the planning guide.

Less than 13 per cent of the 34,151 mentally and physically handicapped children in Colorado are receiving special education benefits during the current (1954-55) school year. (See Table 14.) Children have been sent to state institutions who might have been better enrolled in public school programs structured to meet their needs.

All special education programs—home teaching, special classes, and the speech correction

classes—have a waiting list of children to be served.

The school lunch program has been accepted as an integral part of the educational program since its inception in 1947. Although the number of school lunches served has nearly doubled in the last eight years, federal and state contributions for this program have remained relatively constant. The bulk of increased costs has been borne by the students.

More than 14 per cent of the state's public school children do not have nursing services available without charge. In those areas that do have such services, there is an average of only one nurse for each 1,833 children.

Table 14—Basis for Estimate of Special Education Needs for 1955-56 With Comparative Data, 1953-54 and 1954-55

School Year	No. in State	Handicapped Children		Claims	Total Program	
		Number Enrolled	Per Cent Enrolled		Amount Reimbursed	Per cent** Reimbursed
1953-54	31,984	3,535	11.1%	\$309,306	\$190,000	61.4%
1954-55*	34,151	4,336	12.7%	\$445,552	\$190,000	42.6%
1955-56*	35,918	5,924	16.5%	\$678,160	\$400,000	59.0%

*Estimated

**Average—Reimbursement base varies according to type of handicap.

Source: State Department of Education.

Only slightly more than one-half of the children who enroll in the first grade in Colorado continue through the twelfth grade. (See Table 3.) Guidance services are provided in only about one-third of the high schools in the state.

Major Points of Discussion

Aspects of this problem were discussed by different groups as well as by different conferences. In some instances, participants expressed the view that the school should emphasize the teaching of the fundamentals. Sometimes they reversed their view as the discussion made it more apparent that these auxiliary services also contribute to a good education. There was a general consensus that there are basic services which are essential to a good school program, and it was felt that they should be supported. The compilation of the five regional reports is general in nature, but covers most of the points and topics touched upon.

Guidance and Counseling Services Are Essential

The topic of guidance services came in for rather wide discussion. Some felt these services are necessary, while others wondered how they contributed. There was general agreement that guidance and counseling services should be a part of every school program. Some expressed the views that districts not now having these services should get them in cooperation with the larger districts.

Some thought that the teacher could give youngsters all of the guidance they needed. Others thought that this is the work for the minister or the home.

Some argued that if guidance services are desirable for large schools they are good also for small schools, and consequently state help ought to insure the same benefits to small schools as to the large ones.

There was an expression that in some areas the true significance of guidance was not understood. It was pointed out that our citizens need to be better informed of the values to be gained by guidance and counseling services.

Some comments were made that guidance should start in elementary school but others indicated we had better get it in the high schools first.

Some argued that counselors in our schools have too many students to supervise and therefore cannot be very helpful. This led up to the question as to how the number of counselors in a given school district might be determined. By some standards, it was thought there should be one counselor for each 300 students. The source of the criterion was not stated.

There was some discussion about what guidance services include. These discussions identified the need for better and more complete stu-

dent records including: Results of personality, intelligence and aptitude tests; health histories; information from the home; vocational interests; and follow-up data.

It was said in some meetings that guidance services help students select careers. High school students are given an opportunity to find out the requirements for certain vocations and for college entrance. Vocational awareness should be started in the early years of schooling.

It was stated that only about one-fourth of the high schools in Colorado have developed guidance programs staffed with well qualified counselors. More high schools should consider the inclusion of guidance in the school program. If the school is too small for a full-time counselor, plans should be made to develop and extend the guidance program through an in-service program for the staff so that all teachers will have some knowledge and understanding of the subject.

School Lunch

There was considerable support for the school lunch program as a necessary and desirable program of the school. On a number of occasions participants argued that the school lunch program should be more than a feeding program. There is an opportunity to further the purposes of education.

It was stated by some that school board sponsorship tends to produce better programs than sponsorship by community groups. Some pointed out that when boards of education take the responsibility for maintaining the school lunch program, the education of children is broadened.

Some doubted that the program has implications for education. Some felt that the lunch programs get to be routine. Others contended that complaints sometimes made to parents by children are ungrounded. Parents should visit the program once in a while and be assured that the meals provide for the nutritional needs of the children.

In this connection, the workshop for school cooks held at Colorado College of Agriculture and Mechanical Arts each summer was mentioned as doing a great deal to improve the quality and variety of food served in the school cafeterias. It was hoped that this program could be expanded.

There seemed to be no major objection to federal aid for the school lunch program. Some expressed the views that surplus commodities tend to unbalance the program. One example of the unbalance was the distribution of gallons of olive oil for which there was little use.

It was reported that a few schools refused to adopt the federally sponsored program, feeling that they would be subject to too much federal control and that government subsidized programs were too closely related to socialism. As a whole, the school lunch program seemed to be considered a part of the total school program.

Educational Television

Two groups suggested that educational television has a great potential for education, and that an effort to take advantage of it should be advanced. It was pointed out that commercial broadcasters offered a great deal of free time as a public service which is not being used. Education should take advantage of this free time.

Health Services

Some participants expressed the view that since we force children into school under all kinds of conditions, the least we can do is to see they have up-to-date health services. It was pointed out that all modern corporations have services available for the care of health needs of their employees.

In some areas, it was reported, health services are totally lacking. Some children go to school without ever having a medical examination. It was believed that teachers should know about the physical well being of their pupils in order to do their jobs effectively.

Sanitary and safety surveys in schools were reported to help schools to an awareness of needed improvements and standards of cleanliness. One area reported that the local health department assists with surveys and is very helpful in making suggestions to improve the school environment.

Some thought that tests for vision and hearing are not adequate. It was argued that the initial screening can satisfactorily be done by teachers. There is generally a good working relationship with the public health nurse.

The immunization programs and the control of all communicable diseases were discussed at length. It was felt that schools should have strong exclusion and admittance policies to protect the health of all children. Some views were expressed that present practices could be improved.

Health instruction as distinguished from health service was discussed in some groups. It was argued there should be a better balance between the activity program in physical education and the health instruction. Some expressed the view that health education and physical education have unfortunately become synonymous.

Health councils were suggested for planning and implementing the school health program. Their activities could be varied from serving in drives for funds to helping plan and carrying out immunization programs.

There were some who felt that the school should not be a health service agency but should do more on health instruction. Some thought that physical examinations should be required, while others contended that this is a parental responsibility. Preventive health services, in some states, are the responsibility of the community as a whole—not that of the school.

Program for Physical and Mentally Retarded

Practically every local and regional conference reporting had discussed this topic.

The need for more services was mentioned. Some raised questions about the current methods used to identify those who need special services.

The shortage of teachers trained for this kind of teaching was a problem frequent mentioned. There are few well trained teachers in this field at present in Colorado. The state colleges and universities, however, have started training programs so that the shortage should be reduced in the near future.

The cost of programs for physically and mentally handicapped children as compared with programs for the normal children was discussed. The heavy cost is due in part to the need for special materials and devices and the need to work with individuals or very small groups.

A number of participants in the regional meeting encouraged the expansion of the special education program to include the gifted child. It was stated that much manpower is being wasted because of our failure to develop the special talents of gifted children. Opinion was divided on this problem.

There was considerable agreement that children in Colorado who are educable should be trained so that they might in some measure contribute to society. It was pointed out that retarded children present problems in varying degrees, depending on their mental ability. Each case needs to be considered separately. This process is expensive in facilities and personnel; thus, the question of ample funds presents a problem.

The question of training programs for children who are not classified as educable was discussed without any major suggestion for improvement.

Someone observed that there seems to be quite a great deal of statistical data concerning physically and mentally handicapped children, but it is woefully lacking on gifted children. Some system should be devised to identify these children and to gather data on them, followed with plans for developing their natural talents. The nation's future technical, professional, and intellectual leaders are in this group. Up to the present time not much has been done for them.

The question of transportation of handicapped children to and from school was brought up. It was mentioned that in some localities these children are transported in district-owned buses at district expense. In other areas pupils are transported by parents who are reimbursed by the school district, while in another district parents assume the responsibility of getting their children to and from school.

It was reported that parent-teacher groups, civic clubs, and other groups have offered scholarships to assist teachers preparing for special education. It was suggested that school boards with an acute problem of teacher supply in the special

education field might encourage the training of teachers by subsidizing a promising teacher who, upon completion of special work, could take over the instruction of the exceptional children.

Some discussion was given to the problem of placement of handicapped children. There seemed to be general satisfaction with the present state policy of education for these children at the regular school house with other children. There were many participants who encouraged the expansion of this program. Some suggested that the state aid program allow classroom units for every seven or eight children in a class. It appeared from the reports that a wide variety of facilities were provided by school districts which have special education programs. They varied from make-shift classrooms in the regular school to fully equipped special buildings. In cases in which the administrative unit is comparatively larger, better facilities are provided. One group suggested that districts with few handicapped children might pool their resources in providing facilities for a special education project. It was thought that make-shift quarters should be replaced as early as possible.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem V: "What special related services are essential to a good education program?"

The following seven types of related services were identified and held to be essential to the operation of an effective school program. Major attention was obviously given to the provision of health, pupil personnel and guidance, and special education services:

1. Health Services
2. Pupil Personnel and Guidance Services
3. Special Education Services
4. School Lunch Program
5. Library Services
6. Use of Television and Other Media
7. Services to Parents

The group indicated some doubt on the part of its members regarding the inclusion of special education in this area of discussion. While accepting responsibility for it, they made it clear that they believed that the training of exceptional children is an integral part of the educational endeavor.

The group also indicated its conclusion that support of special education is dependent upon a better understanding on the part of the lay public of the educational needs of the exceptional child. It was stressed that this need especially applies to understanding the importance of educational provisions beyond those of the regular classroom.

Recommendations of the State Conference on Problem V

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem V: "What special related services are essential to a good education program?"

Health Services

1. All health services in the school should be integrated with health education.
2. All schools should have nursing services.
3. Medical examinations including vision, hearing, and dental condition should be required and provided for all students and personnel at least every three years.
4. Health programs should be organized, staffed, and integrated into the school program. Provisions should be made for inter-school cooperation and for cooperation with such official agencies as public health, public welfare, and voluntary groups such as health councils.
5. There should be more complete cooperation among institutions and agencies of public education, public health, and public welfare.

Pupil Personnel and Guidance Services

1. Guidance services should be organized as an integral part of the school program.
2. There should be the team approach to pupil personnel and guidance services. The teacher, counselor, nurse, social worker, social psychologist, physician, psychiatrist, minister, and parents or guardian are parts of the team, each with a share in carrying out the functions of guidance.
3. Guidance should begin in the elementary school and continue throughout each school system at all levels.
4. A coordinator should work directly with the school and its administration to provide a specific program which functions to further pupil personnel and guidance services.
5. The State Department of Education should continue to provide consultative services in the planning and development of pupil personnel and guidance services.

Special Education

1. The special education program in Colorado should be expanded to include all types of exceptional children in all areas of the state.
2. Services should be made available to the many children in our schools and many who

have been excluded from the public schools who have needs which are not being met.

3. Proper officials in the departments of public health, education, and welfare should cooperate to solve the problems of all types of exceptional children, including the severely handicapped and gifted children. The needs of these types should be met as well as those of the exceptional children for whom services are now available.
4. Diagnostic and treatment centers should be established in different areas of the state for the purpose of making a total evaluation of the child.
5. Thorough analytical studies should be made to show costs of maintaining and training children in an institution as compared to such costs of day programs which enable children to live at home under close supervision.
6. Centrally located schools supported by several districts should be considered as a solution to the problem of housing classes for exceptional children. (This recommendation was based upon the conclusion that lack of adequate housing was a major deterrent to the expansion of education for exceptional children).
7. Scholarships should be provided for teachers with aptitudes for special education teaching so that they might be encouraged to study to qualify for teaching exceptional children.
8. Research institution committees should be formed representing the medical, educational, psychological, and social disciplines. (This recommendation was supported by the statement that the need for research is paramount.)
9. Increased financial support for special education should be provided at both the local and state levels.
10. The exceptional child should not be isolated. There should be a division of his time between special education and the normal classroom.
11. The State of Colorado should provide more financial assistance to school districts to meet the excess cost of providing a uniform program of special education for exceptional children throughout the state, including the gifted and emotionally disturbed children.
12. Any federal aid provided to special education should be accepted under state legis-

lative prerogative and with complete recognition of local autonomy.

School Lunch

1. Attractive, well-balanced meals should be served at all times.
2. Menus should be published weekly so that both parents and pupils may plan ahead.
3. Teachers should make more use of the lunch program in their teaching of good nutrition.
4. Teachers should be better informed about the values of the school lunch so that better cooperation in its use might be developed.

Library Services

1. Libraries should either be decentralized or better use made of the centralized ones.
2. Adults should be encouraged to make more use of libraries.
3. Library services of the school should be improved by making them available at night.
4. More books to fit the interests and reading levels of library users should be provided.
5. More highly skilled librarians should be placed in schools and given ample time to do the work necessary in a well organized library.

Television and Other Media

1. Schools should take advantage of the time on television offered by commercial broadcasters as a public service.
2. There should be a continuous program of education of the public through all public media, including television.

Services to Parents

1. Schools should provide programs of parent education to help parents understand the needs of all children.
2. Schools should provide consultative services to parents on problems related to handicapped and gifted children.

Children's Needs

1. Concerted efforts should be made to identify children with special educational needs.
2. Efforts should be made to identify the special health, emotional, and vocational needs of all pupils.

PROBLEM VI
WHAT SHOULD BE DONE TO MEET THE EDUCATIONAL
NEEDS OF OUT-OF-SCHOOL YOUTH AND ADULTS?



Development of Adult Education Programs

Education has been termed an "on-going process," one that is not terminated with a high school diploma or college degree. Some youths have not had an opportunity to complete high school.

Broad educational programs to encourage adults and out-of-school youth to continue their quest for knowledge are becoming more popular throughout the state.

Some of the ideas which have given rise to these programs are:

1. Special classes and educational programs are essential for youths who drop out of school.
2. Special services such as guidance and counseling are frequently very valuable to students not completing high school.
3. Juvenile delinquency is frequently diminished by positive programs of education and recreation.
4. School authorities can advantageously assist with community recreational programs.
5. School district authorities of Colorado have responsibilities for helping to coordinate and operate programs of adult education.
6. School districts, when planning new buildings and/or remodeling present facilities, are wise to consider the total educational needs of the community including adult education.
7. Civic leaders, because of their knowledge of the community and its potentials, are key resources in planning adult education programs.
8. Adequate financing of a well-rounded education program for out-of-school youth and adults is encouraged by equitable assessments, state-aid programs, and contributions from the citizens who take classes.
9. Programs for out-of-school youth and adults ought to include general education courses for illiterates, vocational courses, citizenship classes and classes in home and family life.

Facts About Our Out-of-School Program

The following facts about our present status in relation to this problem of meeting the educational needs of out-of-school youth and adults were made available to all conference groups through the medium of the planning guide.

Classes for academic credit are offered to adults by all the colleges and universities in the state, including the junior colleges. Several of the institutions of higher learning provide credit courses by extension.

Many of the public schools of the state offer courses to adults. For example, several high schools have classes in citizenship and English for the foreign-born. Adults who for one reason or another are not able to work in their field any longer are given opportunities to be trained or re-trained for another type of job.

The State Board for Vocational Education organizes, conducts, and supervises many types of adult education classes for which some reimbursement of instructional cost is required. These classes include training and education for police officers, firemen, and school bus drivers. On-the-farm training is made available to ex-servicemen. Any person over sixteen may join adult education classes sponsored by the Vocational Education Department in such broad areas as homemaking, agriculture, trades and industries, and distributive education.

Much adult education is quite informal in nature, such as forums and discussions conducted by the League of Women Voters, business and

service clubs, Grange, Farm Bureau, and Farmers Union.

The Colorado State Department of Education provides through professional staff members, consultant services and recommended materials to public school officials and state-wide organizations interested in the area of adult education. Through the Colorado State Library, which is a division of the Department of Education, it provides materials, ideas from the clearing house, leadership training services, and programming for informal discussion opportunities.

Under the sponsorship of the Colorado State Department of Education, the State Board of Education has a thirty-member Advisory Committee on Adult Education which has undertaken research to determine the present status of the public school adult education programs operated in local districts, and to determine the opinions of lay and professional leaders of the state as to the place adult education should have in the public school program at the local level.

Major Points of Discussion

This problem, "What should be done to meet the educational needs of out-of-school youth and adults?" was discussed in the five regional meetings and most of the reported community meetings. Programs for out-of-school youth and adults are not extensive in Colorado. Consequently, there are problems to be solved in developing an effective program for out-of-school youth and adults.

Several related problems were brought up in connection with this topic. The following compilation is, of necessity, general; however, the main points of view expressed by participants have been reported.

The Drop-Out Problem

Too many of our youth drop out of school before completing the twelfth grade. In some counties the drop-out rate appears to be higher than in other counties. There can be no doubt that many of these youth can do college work. Here we have a serious waste of manpower.

Reasons for drop-outs were discussed at length in several places. In some cases the need to go to work and earn money is a reason why some youths leave school. This was thought to be true especially in large families and families with low incomes. The older children find it necessary to supplement the family income.

Young marriages were cited as another reason that young people drop out of school. This problem is greater in some places than others. More girls were in this group than boys, according to participants.

The lure of high wages offered by business and industry is causing many young people to seek employment before they graduate from high school. Frequently summer employment gives them a taste of financial independence and influences them to stay on the job when school begins in the fall. They discover later that they need their full high school education to qualify for advancement.

The failure of the school program to provide the kind of an educational plan needed by youth was cited as the basic reason for high school drop-outs. There are more cases than might be thought in which the school program does not meet the needs of youth. This is especially true in schools whose limited facilities and staffs limit the curriculum offered. Large schools are able to meet more nearly the needs of youth through an enriched program. It is found in such instances that students stay in school longer.

Some recruiting officials for the armed forces encourage boys in particular to join the service before they graduate. Boys should be encouraged to remain in school until they have completed their high school work. Frequently boys who enter the services under such circumstances return home to find a need for the education they skipped and are embarrassed to go back to school because of their age.

Some of the drop-out problems, it was pointed out, stem from lack of cooperation from the home. Instances were cited in which a little encouragement and insistence would have kept a boy or girl in school, but no interest was shown in the child's future and they dropped out of school.

Another reason youth drops out of school is their retardation and failure to pass a grade or test. As a result they become discouraged, leave school, and seek work. Often such children have

difficulty in finding employment and become social problems.

Lack of counseling and guidance services, some felt, contribute to youngsters' desire to leave school. If they could discuss their problems before taking such a step, it is quite possible that many drop-outs would not occur. It was recognized that guidance and counseling services are provided fairly well in larger schools, but that there is a definite deficiency in these services in smaller schools.

Fitting the curriculum to the needs of the high school youth came in for some discussion. It was stated that vocational and business education is not offered in some schools; therefore, those needing a terminal type education see no value in the school offerings and leave school.

It was thought that Colorado's school attendance laws are very weak. Some families and their children are aware of this and defy those who attempt to keep children in school. Some suggested an amendment to the constitution to make education compulsory at least through age sixteen.

Another cause of drop-outs is poor student-teacher relations. Personality clashes can wreck a child's desire for education. Rather than work with teachers whom they resent, youth will leave school before graduating and seek work. Poor teachers also may cause boys and girls to become dissatisfied with school and drop out.

Several suggestions were made concerning ways to lower the drop-out rate. It was felt that follow-up studies could highlight the reasons for drop-outs and the results could be used to eliminate some of the causes.

Technics should be developed to help teachers recognize the symptoms of dissatisfaction early so that guidance and counseling might help prevent drop-outs.

Aid of such outside agencies as the family relations division of the courts, welfare departments, and other service agencies may make it possible to determine causes of unrest in children and remedy the situation in good time.

Children who are failing should be given special help with their academic work so that they might achieve a measure of success. Sometimes an adjustment or change needs to be made in the program the child is following in order to meet more nearly his needs. It also was pointed out that the fundamental subjects should be correlated with those the children like.

Parents should have a better understanding of the problems of youth. Parent-education clinics have proved helpful in establishing better relations between parents and children. Some schools offer counseling service to parents so that the parents may become more aware of the needs of youth.

According to some groups, snobbery should be broken down in the schools. Young people like to be a part of the crowd and when they are

denied this privilege they are likely to become anti-social.

Group conferences for parents and for youth will help to make people aware of the drop-out problem. Working together in this way may help to keep youth in school.

What Is Being Done for Out-of-School Youth

The main problem in this area appears to be the lack of systematic planning for educational opportunities for out-of-school youth. There may be some relationship between this lack of planning and delinquency. School authorities should have plans to provide for these youth. Areas in Colorado which have junior colleges find that out-of-school youth are taking advantage of the high school courses offered by the colleges. It was reported that in some areas special courses are given by various agencies. Some centers provide evening schools as well as day schools which offer vocational and academic courses for both youth and adults. This makes it possible for the student to work and study at the same time.

Some of the four-year colleges offer off-campus courses, making it possible for youth and adults to pursue higher education. More and more persons are taking advantage of this service to improve their educational status.

Bookmobiles and other library services are making it possible to provide literature of all kinds to areas which may lack an established library. Librarians report that more and more use of library facilities indicates growing interest on the part of the public in the cultural aspects of our society.

Industry and business have found that educational services provided to their employees are bringing them dividends in increased efficiency of workers and greater output. This practice is expanding in many areas.

Advisory committees and councils are being developed in many places. These groups serve youth and adults through job placement, educational counseling, and other services. There are a few high schools which have placement services to help youth find suitable employment.

Adults Want School Too!

A definite upsurge of interest in adult education is noticeable. Many public schools are extending their programs to provide adult education. Some persons felt that the school authorities should be responsible for school programs for both youth and adults. Others contended that the needs of the young should be met first.

It was noted that many of the night classes are exclusively vocational. As vital as this is, there were some who thought that more adult courses in general education were desirable.

There was a strong sentiment towards charging tuition to pay for adult courses, although this was by no means unanimous. Some felt that adult education should be as free as education in elementary and secondary school.

One group mentioned the great adult education activities going on in their community. Many types of activities were mentioned, such as book review and "Great Books" study groups, citizenship education classes, discussion groups, formal classes of various kinds, and vocational and hobby classes.

Classes in child care have proved to be popular courses for adults, especially for mothers and expectant mothers. Elementary English was mentioned as a frequently found course, especially in areas with bilingual problems. Instruction courses for uranium prospectors are found in many areas of the state. Other courses mentioned were book-keeping, arts, crafts, machines, homemaking, agriculture, general business, tax records, and typing.

Apprentice Training

It was felt by some that apprentice training for young people should be expanded. Opportunities for this type of experience seem to be limited. One person felt that one factor which discourages the program is the cost. The state lacks facilities and a definite program for carrying on apprentice training. At present the lines of communication between youth and the opportunity are so poor that the two seldom get together. It was felt by some that there should be an educational fund which could help youth and adults who were taking apprentice training.

Apprenticeships should provide real learning situations in which youth are guided and directed into becoming good workers. No program should deteriorate into a system for the exploitation of young workers.

Free counseling services are necessary for giving direction to youth seeking employment and for on-the-job assistance.

College Responsibility

State-supported institutions of higher learning offer extension courses and correspondence courses to youth and adults. They also provide consultative services to both professional and lay groups who wish to conduct workshops or conferences. It was thought that their activities should be extended to include less formal types of activities, such as discussion groups.

Youth and the Armed Services

There was a point of view frequently expressed that high school seniors should be better informed on military programs. However, youth should be discouraged from entering the armed services before finishing high school. It was pointed out that educational programs provided by the armed services are good and conducted by capable instructors. Courses satisfactorily completed are accepted by institutions of higher learning toward entrance requirements. Youth also are given an opportunity to be trained in several fields dealing with various types of skills.

Frequently young men and women who have entered the services realize upon discharge the value of education and wish to return to school. It was felt that in the community there should be a resource or guidance committee to help youth and adults obtain the information and services they need in order to improve themselves. Youth and adults should be encouraged to use community resources to improve their reading, writing, and arithmetic.

One group thought that a series of advisory committees might be set up to aid youth and adults wishing to enter specific fields. For example, if a boy wishes to enter coal mining, a special committee on mining could act as an advisory group to serve and advise the boy. Several such committees could be coordinated by the overall community group. It was pointed out that some communities have advisory councils which are composed of a cross-section of various groups interested in the problems. Other areas use the committee system coordinated by an overall committee composed of interested citizens but not attached to or representing any particular group.

Community councils or committees can be utilized to determine community resources and how they can serve in furthering the needs of youth and adults. It was felt that young people and adults are more likely to express their needs to neighbors and friends than to the school administration. Consequently, a lay committee composed of a cross-section of citizens should be established.

It was pointed out that many parents want their children to have better opportunities than they themselves had. Their ideas too frequently mean white-collar jobs for which, perhaps, the child has no desire or aptitude. Better understanding and appreciation of the dignity of labor need to be developed.

Advisory Programs Cost More

Several groups mentioned that these programs cost money but pay dividends. The lack of well trained manpower should point out how urgently needed are programs for out-of-school youth and adults. Legislation may be needed to encourage such plans. State aid for adult education on the same basis as for the regular program was suggested.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem VI: "What should be done to meet the educational needs of out-of-school youth and adults?" The group was particularly impressed by the statements made by the Colorado Advisory Committee on Adult Education.

1. Adult education is an important part of the total educational pattern.
2. The relatively high rate of withdrawal from formal education on the part of youth prior to high school graduation presents a major educational problem.
3. Community advisory committees are extremely important in the development and implementation of public school adult education programs.

There was general agreement that adult education is of increasing importance and should become an important part of our educational program.

Action taken in the immediate future and during the next twenty-five years will be of utmost importance to our nation. Our best hope for a rapid rise in the level of thinking for informed action on national and world problems, and for the preservation of the American heritage is to improve the understanding of the entire citizenry. Therefore, more education *now* for out-of-school youth and adults is essential in order that the right decisions may be made.

Recognizing these factors in the evaluation of educational needs at the local, state, and national levels, *adult education* should be accepted as playing an equally significant part in the total educational process as that represented by elementary and secondary education.

Recommendations of the State Conference on Problem VI

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem VI: "What should be done to meet the needs of out-of-school youth and adults?"

The Public School and the Community

The educational needs of individuals of all ages should be the concern of legally constituted school districts. The public schools should recognize the importance of adult education as a means of serving the needs of the local community. Existing and contemplated public school facilities should be made available for such a program. The public schools have a responsibility to gear their operation to meet the needs of all citizens who wish to learn. This should include vocational and technical training for out-of-school youth who do not want a formal college education as well as for general education of significance to an informed citizenry. Encouragement should be given out-of-school youth to finish their high school programs through part-time study opportunities offered by the public schools. Enabling legislation should be passed by state legislatures to make it possible for all school districts to uti-

lize educational funds for programs for out-of-school youth and adults.

Information and Counseling Aspects

Adult education can and should serve to educate parents and others about the problems of out-of-school youth. It should afford counseling services and programs of education which would reduce the rate of pre-high school graduation drop-outs. It should stimulate greater cooperation between parents and the schools in meeting the educational needs of all individuals who have completed or withdrawn from formal school programs. It should train adult leadership among parents and others in the importance of education in our society. It should provide means for the counseling of parents in relationship to educational opportunities for their youth.

Community Participation

Advisory committees and/or community councils constitute an important medium for the development of a well-planned and well-organized program of education for out-of-school youth and adults. Such committees should be established as a part of adult educational programs to serve in the following manner:

Assist in public relations and information programs to acquaint the community with the problems of youth and adults and to make known to the public the opportunities for combining education with work. Disseminate information about scholarships to enable competent youth with inadequate financial resources to continue their education. Establish better liaison between schools and other organizations in the community in the interest of more service to out-of-school youth and adults. Serve duly constituted

school officials at local, state, and national levels by bringing the interest and experience of both lay and professional leadership to bear on the development of appropriate programs of education for out-of-school youth and adults and by interpreting the school program among community groups. Stimulate the development of guidance centers, informal programs of discussion, library services, and educational television.

Apprenticeship and In-Service Training

Management and labor organizations should cooperate more extensively with the schools in developing combined work and study programs for out-of-school youth, both in the area of apprenticeship training and in in-service training programs for employees.

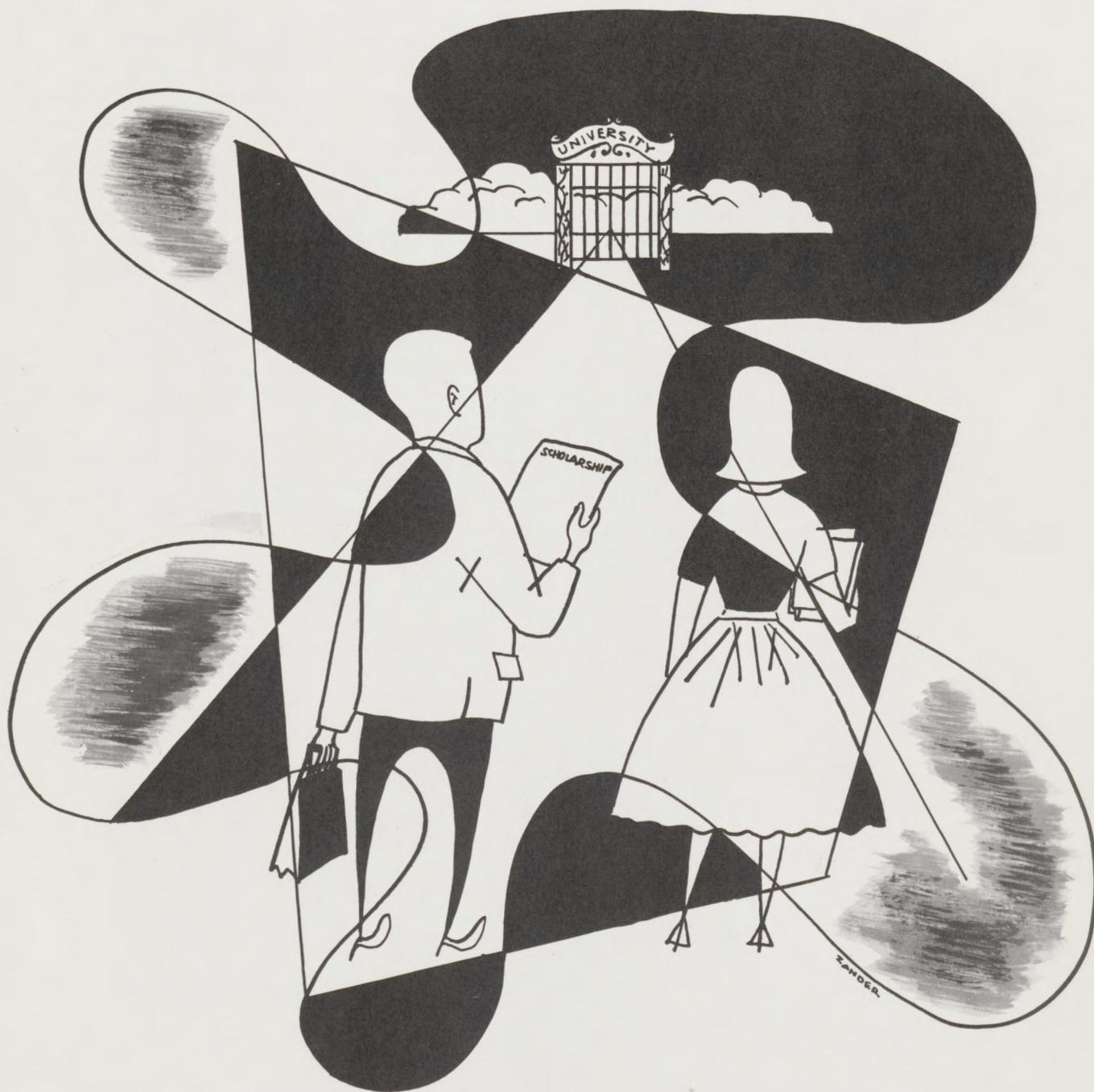
State Departments of Education

State departments of education should assume the responsibility of working with school officials in developing programs of adult education and should provide professional staff members to serve as consultants to state-wide organizations of citizens and to provide for stimulation and coordination of adult education.

Financing Adult Education

The financing of adult education should be shared by the individual participant, by the local school district, and by a planned state aid program. We recognize and accept the importance of adequately serving the educational needs of elementary and secondary school youth. These services should be augmented by adult education activities for out-of-school youth and adults to enhance the benefits of the formal elementary and secondary school programs.

PROBLEM VII
WHAT MUST BE DONE TO ASSURE ADEQUATE OPPORTUNITIES FOR COLLEGE EDUCATION TO COLORADO YOUNG PEOPLE?



Education in Colleges and Universities

With an ever-growing percentage of young men and women enrolling in college and an ever-increasing Colorado population, higher education—its needs, problems, services and accomplishments—has been getting more and more attention.

The state's colleges and universities are a source of great pride to most Coloradans interested in education. Here are some of the major ideas that have helped assure young people of adequate opportunities for a higher education:

1. A college or university education is not for the privileged few, but for all who desire it and have the ability to do college work.
2. Equality of educational opportunity is desirable at the college level as well as in high school and elementary school.
3. Serious manpower shortages, especially in scientific and professional areas, have made people more conscious of the state's policy to provide education at a college and university level.
4. A college education includes a comprehensive study of world affairs and the community of nations.

5. Some people have the idea a relatively restricted college curriculum with emphasis on high quality courses is preferable to a curriculum that attempts to fill every need of every type of student, while others think a wide range of opportunities is essential.
6. Racial and religious barriers in colleges and universities cannot be condoned in a democratic society.
7. There are sufficient resources in the state to provide an adequate program of higher education for those who have the will and ability to attend and make good in college.
8. An adequate junior college program makes a good institutional arrangement for youngsters in all areas of the state to attend at least fourteen grades without traveling great distances from their homes.
9. Scholarships for competent high school students do much to provide educational equality and improve future leadership.
10. Unreasonably high college fees discourage attendance.

Facts About Our Present Opportunities for College

The following facts and statistical tables about our present status in relation to the opportunities for Colorado young people to obtain college education were made available to all conference groups through the medium of the planning guide.

1. Approximately one out of three high school graduates now goes on to further education. It is estimated that another third are qualified.
 - a. The number of students in Colorado colleges will probably double within ten years due to the increased birth rate, even if the college attendance ratio remains the same.
 - b. Between 180,000 and 190,000 graduates for professional careers are turned out in the United States annually at the present time, compared with an estimated 200,000 in the Soviet Union. It is believed that the Soviets have graduated 40,000 engineers during the past year, compared with 22,000 in this country.
 - c. Even if international tension subsides, the importance of scientists and engi-

neers and the like to our American way of life would seem to demand increasing the supply of professional people.

2. Present enrollment at Colorado's seven tax-supported institutions of higher education is 16,700. Conservative estimates place this figure at 30,000 by 1965, disregarding a changing ratio of college attendance and migration into the state.
 - a. Should our public colleges and universities hold down the number of students by raising tuition charges and restricting enrollments to persons from wealthier families? By raising admission standards and admitting the most brilliant students? By a little of both? Or should they expand facilities to meet increasing enrollments?
 - b. Non-resident students swell enrollments, but most college authorities are convinced there are these advantages in accepting them: (1) They provide a cosmopolitan atmosphere for our own students; (2) Out-of-state and foreign students enhance the prestige of our

- colleges; (3) Out-of-state students bring in millions of dollars of income to the state.
3. How much of the cost of teaching a student should the student bear? The cost of college training tends to bar many able students from families less able financially.
 - a. Without increasing financial support for colleges in the face of anticipated increasing enrollments, serious danger to the quality of higher education threatens.
 - b. Minimum costs per student per year (tuition, board and room, and books) now average about \$800; a moderate expense budget comes to about \$1,000. Family budgets of \$5,000 and under are put to severe strain to support such costs. The alternatives are for students to work their way or to receive outside help.
 4. Should more provision be made to give financial assistance to brilliant young people who cannot afford the normal costs of a college education? (By means of fellowships, scholarships, student employment, etc.)
 - a. There are limits on student job opportunities available. Few students have the energy and ability to earn all of their expenses. Too much outside work interferes with education.
 - b. Scholarships normally are restricted to more able students. There is at present little systematic organization to assure that *all* qualified students receive them.
 - c. Many students leave school because of the financial problem. Veteran programs are now running out in part. Should there be like programs to assist students in general?
 5. Junior colleges aim to provide terminal education—vocational and non-vocational—for many who would not otherwise receive advanced training. Others in large numbers go on to further training after two years in junior college, who might not otherwise do so.

- a. Problems of teacher supply, research facilities, and scholarships and other student aids face the junior colleges also. Increased birth rates are causing them similar problems of increased enrollments.
- b. Increased junior college enrollments, experience has indicated, tend to be reflected by a subsequent increase in the senior colleges, because of junior college graduates going on to further training.

The predictions shown in Table 15 are based on the birth rate in Colorado. They do not take into account migration of new families into the state; increasing length of many college programs; or the fact that as enrollments rise in other states, Colorado students now attending out of the state will enroll in Colorado schools.

**Table 15—Predicted Enrollment, 1953-1969
Seven State Supported Colleges**

(Not including extension or University Medical Campus enrollment)			
1953.....	14,800	1961.....	21,400
1954.....	16,700	1963.....	22,900
1955.....	16,000	1965.....	28,200
1957.....	17,900	1967.....	29,500
1959.....	19,200	1969.....	31,900

Source: State Department of Education.

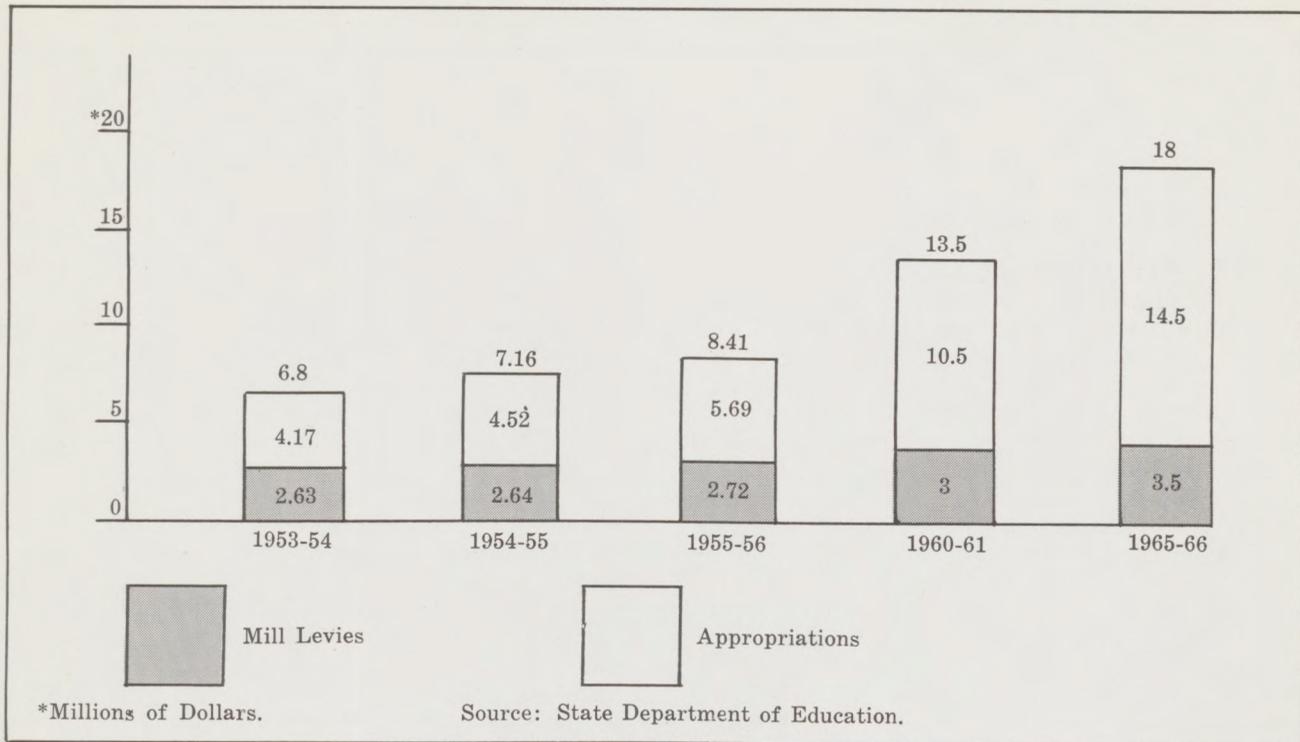
It will be noted that the actual enrollment in 1954 exceeded by 700 that expected for 1955. If the present rate of enrollment continues, these seven state-financed colleges will reach 29,000 by 1961.

In these predictions non-resident students are kept constant, so that the increase expected is solely from Colorado. It is assumed that private colleges will be able to take care of their share of the increase. Otherwise these figures are too conservative.

Figure 1 shows estimates through 1955-66, with the present level of services maintained, and with the same level of dollar support for resident students as in 1953-54. They are based on the assumption that added costs for non-resident students will be covered by payments charged to them. The estimates do not take possible rising costs into account.

Increases in mill levy funds (not to be confused with state building mill levy) are based on expected increases in property valuation.

Figure 1—Estimated State Support of Colorado's Seven State Colleges



Major Points of Discussion

Each of the five regional conferences and several community conferences discussed the problem: "What must be done to assure adequate opportunities for college education for Colorado young people?"

The various conferences raised different issues, but there was a similarity in the discussions and recommendations which were made.

The following compilation of the conference reports is necessarily general, but an effort has been made to include the main points of view expressed by the various groups.

More Students Are Attending College

Some participants suggested that much of the increase in college attendance percentage has come about from the G.I. provisions. This policy has been good for the state and the nation. A greater number of high school graduates are also attending college.

Enrollments will become much greater with our expanding economy and the tidal wave of youngsters now on the way. Colleges will feel the surge of enrollment attributable to the war-baby crop about 1965.

Some were impressed with the fact that many adults whose families are reared are entering college to further their own education. There can be no doubt that there is an upsurge of adult interest in college attendance.

As the holding power of high schools has increased, more students are graduating who have a desire to go to college. State enrollment in our colleges and universities continues to increase. Everyone thought that it was wise to be prepared for the rapid growth before pupils are at their threshold. It was felt this can be done at the same time the state takes care of the pupils in the elementary and secondary grades, but it would be unfortunate and short-sighted to neglect the basic education of these primary and secondary schools.

There were lively discussions as to how many youths should go to college. Some felt that Colorado residents should be given the first opportunity to enroll and that the number of non-residents allowed to enroll should be limited to a desirable minimum. There was a feeling that out-of-state enrollments are a healthy item in our college and community life.

It also was suggested that raising tuition fees would have a tendency to hold enrollments down. There was objection to this because it was thought desirable to have a substantial percentage of eligible youth attend college. Some thought that the upper 25 per cent of high school pupils should attend; others thought that we should plan for less.

Another idea put forth was that standards for admission should be raised, so that it would be more difficult for pupils to get into college.

The same argument as above mentioned was given against such a practice.

Some held that an expansion of the junior colleges would help to reduce the load of the senior colleges. Some thought that our teacher colleges should provide the usual functions of a community college by giving terminal education.

Arguments in favor of limiting the enrollment of colleges seemed to be in conflict with the philosophy of most of the groups, which subscribed to a belief that all who wish to attend college should be given that opportunity.

Helping Pupils to Go to College

We should help deserving pupils go to college. Groups discussing college costs learned that tuition is but a small part of the total cost of attending college. Room, board, books, fees, and incidental costs run the cost of education up rather high. It was felt that the resident tuition and fees should be kept within the financial means of the average Colorado family. It was felt that brilliant students with limited means should be given financial assistance.

The group learned that most colleges have provisions for part-time jobs for a limited number of students. The money earned on jobs helps students to defray the cost of their education. Some felt that students would accomplish much more scholastically if they did not have to work. They would have more incentive to study and therefore would be more productive citizens much sooner. It was felt that such a plan would be cheaper in the long run to the nation as a whole.

There was considerable debate in one or two groups about the advisability of a system of scholarships granted either by the state or the federal government.

Can We Make Better Use of College Facilities?

Despite the fact that colleges and universities are reporting that their increased enrollments are taxing their facilities, some wondered if utility studies have been made to determine if existing rooms are used as fully as possible. Some expressed the view that the recent legislation should go a long way in taking care of college building needs.

Some questions were asked if colleges and universities duplicate offerings in other schools. Because of the expensive nature of such programs, it was asked if there is coordination among schools.

There did not seem to be a lot of favor for one suggestion that colleges might have branches located at strategic spots over the state. That would do two things—relieve the pressure on existing facilities at the colleges and provide lower cost of attendance for pupils since they would not need to leave home to obtain their education.

There was a frequent expression that the 1955 session of the legislature had made reasonably adequate provision for the capital needs of our colleges for the next decade.

Are There Unnecessary Duplications in Our College and University Program?

It was felt that each institution of higher learning should define its role and then set up criteria to determine if it is meeting its stated purposes and goals. Some stated that they felt there are duplications which should be eliminated. Colleges and universities in the state should work cooperatively to provide the best possible educational opportunities. Study needs to be made of course titles and content so that students will not lose credits when transferring from one school to another within the state.

Junior Colleges

The junior or community college program is expanding all over the United States. Junior colleges located in communities take the pressure off of the senior colleges. The junior college idea seems to be catching fire everywhere. Someone suggested that junior colleges tend to increase college attendance and make for more selective enrollments in colleges and universities.

The junior college program, it was emphasized, should be organized and managed locally.

Some argued that students should be encouraged to attend small local colleges, which some feel should have federal aid. Smaller classes make it possible to give individual attention to pupils' problems. Upon completion of the program in junior college, students may then be ready to enter the university or a four-year college.

It was pointed out that most of the junior colleges, besides offering preparation to enter the four-year college, also provide two-year terminal vocational courses. This kind of instruction seemed to be pertinent. Some junior colleges offer short courses intended to give intensive training to meet certain pressing circumstances.

Responsibility of High School to College-Bound Students

High schools were criticized in some quarters, because they are not demanding high enough standards of scholastic attainment. It was thought that high schools should raise their standards and develop students who can meet college needs. This would mean, according to participants, that more and better teachers would have to be recruited for the high school level. It was pointed out there was a definite need for scholars and scholarship.

It was suggested that high schools might provide a five-year program. Students planning to go to colleges could voluntarily attend the fifth year to build up and strengthen their background for college attendance.

It was generally agreed that high schools have a definite responsibility to prepare thoroughly students who plan to go to college, so that their chances of successfully completing the four-year college course will be greater.

More Coordination between Universities and Public Schools Desirable

There was a pronounced feeling that more coordination between colleges, universities and public schools might eliminate misunderstandings and enable public schools to be more helpful to college-bound students.

College Attendance and Drop-Outs

This topic was discussed in earlier paragraphs as it relates to high school. In many cases a lack of good high school preparation is responsible for many lower classmen dropping out of college.

It was pointed out that some of those who drop out do so in order to work for a time to earn funds to carry them through another year or two of college. Others may find the costs too high to return, and so seek employment which may not require training.

The character of students is also a contributing factor to the drop-out problem in college. There are always some, it seems, who do not take their work seriously; consequently they fail in a year or two and drop out of school.

It was mentioned that there are persons who enter college who should never have done so as they are not capable of doing college work. It would be better for such persons to have an opportunity to attend trade schools of one kind or another. This group felt, as did those discussing opportunities for out-of-school youth, that the high schools should provide different kinds of diplomas so that only those capable of college work would receive a college preparatory certificate. Such a procedure would prevent pupils from becoming discouraged because of failure to do college type work which they are not able to do.

It was felt that more and better guidance and counseling on the high school level would help young people make better adjustments to the college situation. This guidance should begin early in the high school life of the pupils in order to make it unnecessary for them to make hurried decisions when they are ready to graduate.

Here again it was mentioned that high schools could do much toward building up an appreciation for the dignity of labor and help youngsters take pride in whatever job they may be doing. All persons cannot be white-collar workers. Any job at which one might work is necessary and makes its contribution to the total welfare.

It was rather generally agreed that all those who had the ability and wanted to go to college should be given that opportunity. Some form of education beyond the high school should be provided for everyone. It was mentioned that all high mental ability does not come from economically well established homes, but comes from all walks of life. Such persons who need aid to advance educationally should be given it.

Scholarships

The thought was expressed that capable young people should be given every encouragement possible to continue their education after graduating from high school. It was felt that scholarships which include living expenses as well as tuition would increase the possibility of going to college for many promising young people.

Most of the scholarships offered to high school graduates are intended for use by those who have the highest scholastic record in the graduating classes. The institutions of higher learning should have and administer funds which may be used to assist other worthy students who are capable of doing college work.

Industries and corporations dealing with special types of products or services could offer scholarships to students with special aptitude for a specific kind of work. In connection with this, scholarships given by the pharmacists' association to students who are interested in preparing to practice pharmacy were mentioned. Another example which was cited mentioned a scholarship provided by a foresters' group which is given to a worthy student for study at Colorado A. and M. College. The Colorado Congress of Parents and Teachers provides a scholarship each year for teacher training. Although there are several organizations which offer scholarships, they are usually limited in number. Such groups should be encouraged to expand their efforts.

Foundation scholarships were also considered. These also were found to be few in number and limited in use, but for the most part they were more substantial in amount than any of the others. One which was mentioned provides full tuition, books, and maintenance for the four years of college on condition that the student maintains an average grade.

It was pointed out that a survey of all available scholarships offered to Colorado high school graduates should be made and published. The list should include those scholarships offered by institutions of higher learning, both in and out of state; those offered by industries, businesses and corporations; and those offered by individuals and foundations. This information then could be used to advantage by high school counselors in helping capable young people plan their education after graduation from high school.

Financing Our Colleges and Universities

Some participants maintained that we cannot determine the problem of financing our colleges and universities until we arrive at a more definite notion as to who should go to college. They asked if it is anticipated that a college education be made as universal as a high school education. If it is to be selective, how selective should it be?

Some contended that if high schools put more emphasis on academic training for those going to college, it would be less expensive than to give high school courses in college.

It was suggested that there be greater articulation between the elementary school, high school, and the colleges and universities.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the many community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem VII: "What must be done to assure adequate opportunities for college education to Colorado young people?"

1. Adequate opportunities for college education for Colorado young people should include a program which meets the demands of the present and future; teaches people to live and think; prepares them vocationally and professionally; teaches them self-reliance and creativity; generates a continuing interest in research; and encourages a knowledge of social responsibility.
2. Everyone should have the opportunity to go to college if he is qualified; the term *qualified* being defined as the person who can best serve himself and society by attending college.

Recommendations of the State Conference on Problem VII

After careful consideration and study of the recommendations of the many community and regional conferences and its own discussions and deliberations, the conference arrived at the following recommendations for action relative to Problem VII: "What must be done to assure adequate opportunities for college education to Colorado young people?"

1. State institutions should accommodate Colorado students first. However, enrollment of out-of-state students should be encouraged insofar as this is possible within the natural bounds imposed by the number of Colorado students and the capacity of the college. International exchange of students and teachers also should be encouraged.

2. Every high school student should be provided with effective counseling, such as informa-

tion on the various opportunities available for a higher education helping the student to understand his own needs and capabilities and helping him to plan his school curriculum to give him adequate preparation for higher education. Parents and the general public should be acquainted with the functions of a high school guidance program.

3. It should be recognized that the junior colleges are an integral part of the educational system, and it is recommended that additional junior colleges be established in areas where the need, populations, and property valuation justify their establishment. The functions of the junior colleges should be: (1) terminal education, (2) college preparation, (3) community services, and (4) guidance and exploratory training.

4. Recognizing the possible danger that increased college enrollments might mean lowered standards, it is recommended that all measures providing adequate opportunities for college education also should be directed toward maintaining high standards.

5. It is essential to provide high quality instruction and more adequate facilities in the face of increasing enrollments; therefore it is recommended that additional revenue be provided by (1) the state, (2) contributions from private or corporate sources, and (3) that consideration be given to the possibility of federal aid.

6. Consideration should be given to providing financial aid for promising students who are unable to attend college without such aid.

7. Industries, corporations, and organizations should be encouraged to make more funds available for scholarships and to make scholarships flexible and free from hampering stipulations.

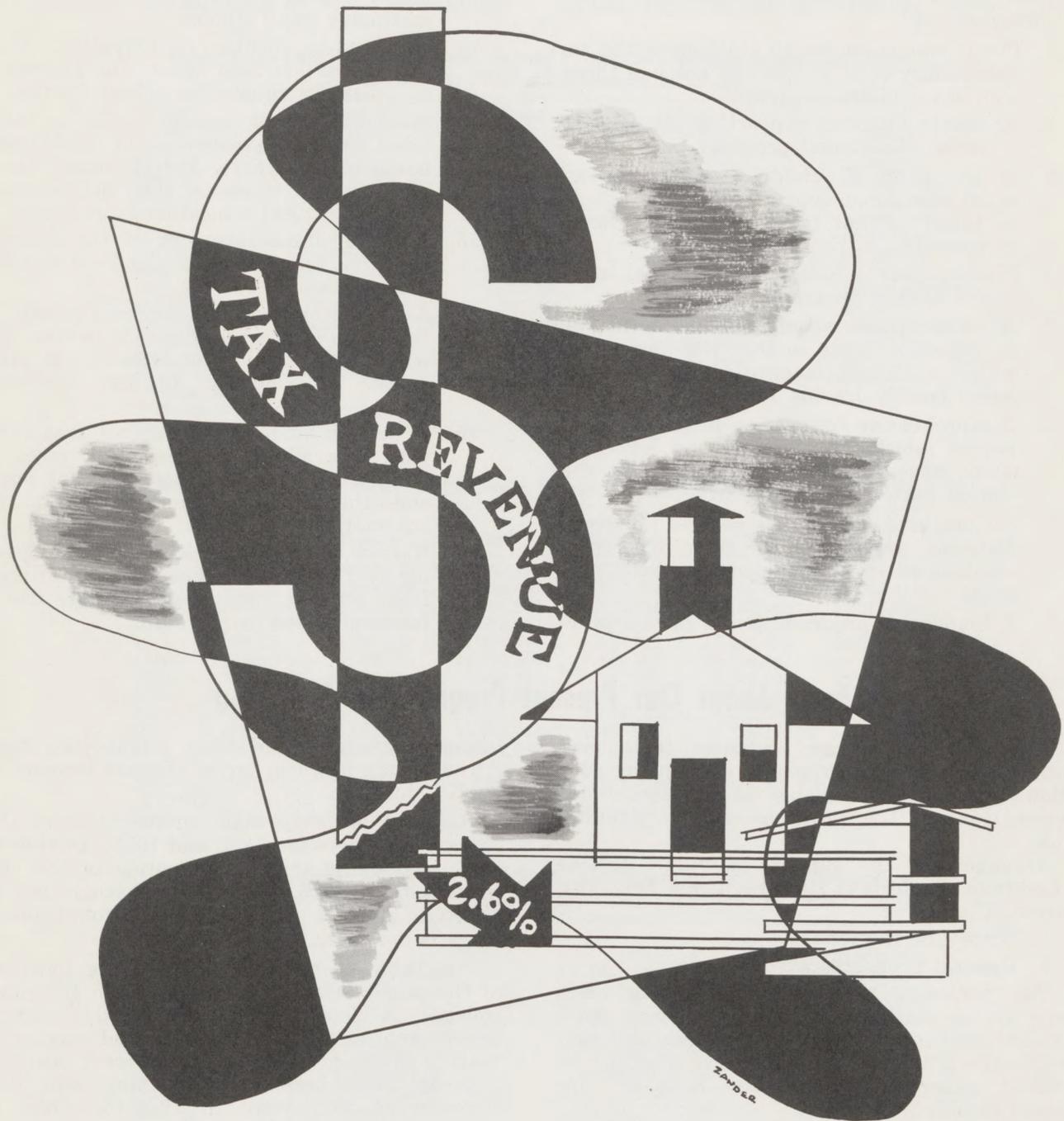
8. Grants for special purposes should be encouraged.

9. It is recommended that cooperation with the Western Interstate Commission for Higher Education be continued.

10. Standards in professional fields should be maintained to assure that the highest types of professional people and services are provided.

11. It is recommended that a White House Conference or a series of conferences be held in the near future on the problems of higher education with special emphasis on the problem areas of liberal and professional education most closely related to the national welfare and to the national security.

PROBLEM VIII
HOW CAN WE BEST FINANCE OUR
EDUCATIONAL PROGRAMS?



Principles of School Finance

Tremendous population gains in many areas of Colorado, accompanied by soaring enrollments and inflated costs, have brought the state face to face with the problem of how much of the people's income should go for educational programs. These expanding costs have raised further questions about how school dollars can be spent most wisely.

Principles that have guided Colorado citizens and lawmakers in formulating finance policies and programs are:

1. Public education for all children is the responsibility of all people and not just those who have children in school.
2. Adequate financial support is essential to a sound educational program.
3. In providing all children and youth an equal educational opportunity care should be taken so that taxpayers will be taxed as equitably as possible.
4. Preservation of local control is vital in all school finance programs.
5. All state funds should be distributed on an objective basis so that the amount to which a district is entitled can be computed readily by the local authorities.
6. Comprehensive foundation programs, supported jointly by the state and local districts, have become fairly common in the United States in recent years.
7. An adequate finance plan assures all school districts, regardless of their taxpaying abilities, of an acceptable educational program.
8. A foundation program should have a practical definition of need and a broad local base for support.
9. Proper distribution of state funds takes into account all cost elements essential to the provision of a like program in all communities regardless of population density or other similar factors.
10. Any finance plan is weakened by the inclusion of direct or indirect rewards for preserving inefficient organization and unjustifiably small schools.
11. Statewide public participation, study and discussion help assure the success of any plan for improving school finance.
12. Adequate school financing also is facilitated by the development of local school administrative units and attendance areas large enough to assure complete, economical and efficient educational programs.
13. A uniform measurement of the financial need and financial ability of local districts is essential.
14. A foundation program financed jointly by the state and local districts works best when a reasonable local leeway is given boards of education to levy additional taxes.
15. A flexible finance plan assures that funds will be available as needed to meet increased or decreased attendance of pupils and other changes authorized by law that automatically result in changing costs.
16. Narrow, limiting restrictions and earmarking of funds may prevent school districts from making the wisest possible use of funds provided by the state.

Facts About Our Present Programs of Financing

The following facts and statistical tables pertaining to our present program of financing education were made available to all conference groups through the medium of the planning guide.

Revenues for the support of public schools in Colorado are derived almost entirely from two sources. These are:

1. State distributions.
2. General property taxes.

The percentage of current operating costs borne by the state has declined each year since 1952-53, because state support has been held constant while public school costs have soared. As a result, general property taxes have also increased rapidly.

One measure of the ability of the state to support public education is *State Income Payments*. Although Colorado ranks *third* in state

income payments in the eleven neighboring states, it ranks only *ninth* in terms of state support for public education.

General property taxes increased *more than 159 per cent* between 1943 and 1953. During the same period the assessed valuation of the state increased only 115 per cent, indicating that the ability to support public education from property taxes is declining.

In Table 16 there is depicted the total cost of the public school program through the junior colleges. A comparison of the amounts spent in previous years for capital outlay and current operating expenses discloses that current operating expenses have increased something over three times what they were in 1944-45, while the amount being spent in 1953-54 on capital outlay is more than thirty times the amount spent in 1944-45.

The continuous increase in the number of dollars needed for state aid and the relatively constant percentage of state support are shown in Table 18.

Major Points of Discussion

School finance was probably the most widely discussed problem of the regional meetings. This subject came up time and time again in relation to all the other problems discussed in the conferences. It was discussed not only by the groups on finance, but by all other groups. Throughout

the discussions, the idea prevailed that school finance should be regarded as the purchase of an educational program. There was frequent reference to the fact that we have not clearly defined the program or considered realistically what it costs to buy an educational program. We spend more of our income for luxuries and personal items than for education.

How Much Money Is Needed?

Some of the groups endeavored to determine how much money is needed for a good school program. Ideas varied considerably. Some pointed

Table 16—Total Cost of Public School Program Through Junior Colleges for Colorado, 1944-45 Through 1955-56

School Year	Current Operation	Debt Service	Capital Outlay	Total
1944-45	\$21,946,195	\$3,288,445	620,696	25,855,300
1945-46	23,866,503	3,298,618	1,528,488	28,693,604
1946-47	25,599,474	3,154,116	2,216,757	33,970,357
1947-48	34,618,985	3,490,315	6,077,896	44,186,196
1948-49	40,619,689	4,465,259	10,058,418	55,143,866
1949-50	43,961,680	5,439,977	13,797,339	63,198,996
1950-51*	46,875,108	5,548,642	14,225,743	66,649,498
1951-52*	50,334,183	5,653,395	16,332,491	72,320,069
1952-53*	60,497,903	7,217,531	20,816,811	88,532,470
1953-54**	65,418,411	8,000,000	21,000,000	94,418,411
1954-55**	77,397,290	8,000,000	22,000,000	107,397,290
1955-56**	91,066,270	8,000,000	22,000,000	121,066,270

* Incomplete.

** Estimated.

Source: State Department of Education.

Table 17—Trend of General Property Taxes Levied in Colorado, 1943-1953

Year	State	County	City	General School	Special School	Total
1943	\$4,595,903	\$ 6,933,872	\$10,832,754	\$3,515,417	\$16,793,520	\$42,671,466
1944	4,412,171	6,932,737	11,780,511	3,363,125	17,280,785	43,769,331
1945	4,267,319	10,164,072	10,121,871	3,520,575	19,139,663	47,213,502
1946	4,310,125	11,589,498	10,593,681	3,627,850	22,200,351	52,321,507
1947	6,079,752	13,719,884	11,872,574	3,928,819	26,623,632	62,236,484
1948	5,866,189	15,682,789	12,823,369	4,199,780	31,309,232	69,880,155
1949	6,145,150	18,627,911	13,979,322	4,312,045	35,043,391	78,107,819
1950	6,414,031	18,653,416	14,164,075	4,477,683	37,548,951	81,258,156
1951	6,687,786	19,760,517	15,572,362	4,632,748	43,382,562	90,035,975
1952	6,695,347	20,365,202	15,970,013	6,465,977	48,065,340	97,561,879
1953	6,957,317	24,016,783*	16,582,069	6,700,349	53,843,988	108,100,506*

*Special improvement districts are included in total county funds in the amount of \$1,713,135.

Source: Forty-Second Annual Report of the State Tax Commission.

Table 18—Basis for Estimate of State Aid Needs of Colorado School Districts, 1955-56, With Comparative Data for 1951 to 1956

School Year	Current Operating Expenditures	Distributed By the State	Per Cent of State Distribution to Current Operating Costs
1950-51	\$46,875,108.00	\$ 9,949,609.65	21.23
1951-52	50,334,183.00	10,911,381.27	21.17
1952-53	60,497,903.00	14,078,926.00	23.12
1953-54*	65,418,411.00	15,082,387.00	23.05
1954-55*	77,397,290.00	14,750,000.00	19.05
1955-56*	91,066,270.00	19,597,613.00**	21.52

*Estimates.

**Estimate of amount needed for distribution on the basis of a program which provides 21.52 per cent of the cost of operation and maintenance from state sources of revenue.

Source: State Department of Education.

out that it takes about \$6,000 to provide a classroom with a good teacher, supplies, light, heat, and janitorial service. It was estimated roughly that it takes a teacher in each classroom whose salary ranges from \$3,000 to \$5,000 and that supplies and other costs of operation which each classroom must bear add at least a third more.

Some of the groups thought that we spend too little of our total income on schools. The figures most frequently used as the percentage of our total income going for education was a U. S. Department of Commerce figure that the people of Colorado spend 2.6 per cent of their income for the school program.

Can Colorado Afford a Good School Program?

There was a strong disposition to believe that Colorado has the resources to support a good school program. On several occasions it was pointed out that Colorado has an average income better than many other states. Colorado also spends about the same percentage of its income for education as other states are spending.

It frequently was pointed out that although Colorado as a state has average ability to support education, the wealth of the state is very unevenly divided among the school districts. Some school districts have 100 times the ability of other districts to support the school program. There was also a point of view expressed that the quality of the school program closely parallels the ability of local districts to support education.

Many participants expressed the view that state support and equalization are necessary to offset these inequities. This would require the state to pay 50 per cent of the cost of education. Some thought that the inequities could be corrected for less than a 50 per cent state aid program. There was no decisive point of view as to whether all of the state revenue should be spent for equalization or part distributed on a flat grant basis which is the present pattern. The state support is divided about 50 per cent on equalization and 50 per cent on flat grant at the present time.

A number of participants expressed the view that our present finance program is weighted too heavily on the property tax. They expressed the view that this is another reason why there should be a rather heavy state aid program. When school financing is left to local districts, it must fall primarily on property which is now carrying about all the share of our tax burden that it can be expected to carry.

Some felt that the state has not fully accepted its responsibility for education. The state as a unit makes and determines what the local and state partnership relationship shall be.

What Is a Foundation Program?

There was discussion about foundation programs. A number of participants asked for a definition of a foundation program. It was generally agreed that a foundation program is the

basic amount of education the state and local district agree jointly to provide. It was generally agreed that the foundation program included current expenses such as those which go for the teachers' salaries, costs of transportation, provisions for health, guidance, and supervision. The foundation program came to be regarded as simply what it costs for a good basic school program. Some value has to be placed on the program, such as an amount per pupil or an amount per classroom. Usually, in financing a foundation program, the local district is required to raise a certain amount from a local levy; the balance it takes to provide the program the state makes up out of state funds.

How Adequate Are Our Present Methods of Distributing Our State Aid?

The present method used for the distribution of state school funds was discussed at length. It was pointed out that the distribution of funds based on aggregate days of attendance on a flat grant basis is an effort to enrich the programs in all districts. The views were divided on this policy, but they generally were in favor of doing at least as much on this basis as is now being done. No one wanted any district to be hurt by getting less than it is now receiving.

In one conference group the view was expressed that the present distribution of funds based on the flat grant plan was an act passed for political expediency, but others took the opposite point of view that the present method is fair and helps in a measure to equalize the distribution of available funds.

A large number of participants held that as long as property is not assessed uniformly, equalization won't work well. Some participants stated that property in many parts of the state had been assessed at much less than its present true value as required by the tax commission. Consequently, many very valuable pieces of property are not carrying their share of the tax load. If there is to be equalization in state school finance, then there will have to be equalization of property values in order for each county and district to be on a comparable basis. It was reported that the State Tax Commission has been working on a reappraisal program and needs additional impetus to complete the project. There was considerable hope that the laws passed by the last legislature to help correct this situation would be effective. There was some mention of using an economic index as a basis of distributing state money, but either the idea was not understood or was thought to be impracticable, since it was not recommended.

It was pointed out that the minimum district levy to qualify for state aid would provide more money at the local level if it were placed on a county basis instead of being so heavy on the local district. Such a plan is the only way to get full equalization of effort at the county level.

There were some dissatisfactions expressed about the length of time it takes for new improved properties to be placed on the tax rolls. It was felt that a new home should be assessed as soon as a family moves into it. At the same time, it was pointed out that the tax burden as well as educational opportunity should be equalized.

One group felt that loan companies which finance new homes should be required to pay the school district in which the new home is located a definite sum of money based on the valuation of the home. This, it was pointed out, would not help the property owner, since undoubtedly this extra cost would be passed on the purchaser who must pay taxes and other costs as well.

Federal Aid

The pros and cons of federal aid were discussed in all meetings. Opinion was about evenly divided between those who thought it a good policy and those who thought it unwise. Almost everyone seemed to agree that Colorado could take care of its needs if it had the will to do so.

A number expressed the view that federal aid might be desirable as a means of collecting some types of taxes and redistributing money back to the states where needed. Others thought that this plan was too costly and that proper exemptions ought to be made at the local level. Many said that any federal aid should be given to the states without being earmarked for specifics. Each state should do as it pleases with aid funds.

There was a difference of opinion as to whether federal aid would mean federal control. All agreed that federal control is undesirable and would be bad.

There seemed to be greater support for federal aid for school buildings than for education in general.

It was felt by many that federal aid does not necessarily mean federal control, particularly if the states exercise proper precaution. All seemed to agree that federal funds allocated to states for school purposes should be dispersed through the state departments of education which have the responsibility for general supervision of the school program.

There was an interesting proposal made in one group that a certain percentage of the federally collected income tax money be returned to the school districts from which the money was collected. But some thought that this would not achieve equalization.

It was pointed out that the federal government has an interest in education and that certain types of federal aids and revenues have been found to be desirable. Some pointed out that there is some confusion resulting from the fact that every federal agency has its own program. Sometimes these are not coordinated with the U. S. Office or the state department of education.

There was some feeling that if the federal government did not demand such high taxes, the

local districts and the states could support their own public schools without additional help.

The discussion of federal aid to schools wound up in one group with the statement that federal aid usually means "too little with too much control."

Permanent School Lands

The management of the permanent school fund came in for both praise and blame. Some felt that it would be possible to get more revenue for schools from rental, lease, and sale of state school lands. There was interest in the way these lands and funds are handled. Some felt that the rental and lease fees were too low, thus reducing the possible school revenue from this source. It was pointed out that the State Land Board is responsible for the investment of about \$20,000,000 and that much depends upon the wisdom with which investments are made.

Sources of Revenue

Most groups felt that the school finance problem is complicated by the earmarking of taxes in the constitution. All seemed to agree that there is a need for tax reform, but did not feel that such a program of reform should be left entirely to school people. Some of the school people expressed the view that they would like to be full partners in such endeavors.

One group passed a resolution to oppose the continuation of the 20 per cent reduction in the state income tax. It was pointed out that when the state income tax was put into effect, it was intended to be used for school purposes, but the next legislature placed 80 per cent of it into the general fund, thus reducing the revenue intended by the voters to go to the schools.

Several groups concluded that excise taxes should be increased and used for school purposes if the constitution would be amended to eliminate present ear-marked items. A number expressed the view that the old age recipients would not object to such a constitutional amendment. It was pointed out that the taxes collected for the old-age pension had exceeded the anticipated income. Everyone agreed that the aged should be well taken care of, but at the same time there exists an imbalance which works a hardship on other functions of the state government which could be remedied. There was a pronounced disposition to favor the elimination of ear-marked funds so as fairer distribution of funds might be made for the schools.

Financing School Building Needs

A number of participants felt that the financing of school buildings is a far more distressing finance problem than we realize because the full impact of increased enrollments and existing structure obsolescence has not been reported fully.

There was a strong view on the part of the participants in some groups that better ways of

financing our school buildings must be found. It was pointed out that the state will be spending upwards of 25 million dollars each year for buildings for the next ten years. The cost of this program is going to be an accumulating charge on property and must be considered in connection with our overall finance problem. It was pointed out that improved finance methods are being developed by many states and are claiming much federal attention.

Conclusions of the State Conference

Based upon the conclusions and recommendations of the many community and regional conferences, the statements made before the state conference, and its own discussions and deliberations, the conference arrived at the following conclusions relative to Problem VIII: "How can we best finance our educational program?"

This was the only report for which an amendment was offered from the floor of the conference in general session. It will be noted that the amendment was offered to the recommendation on federal aid (Number 11). On this issue the conference was divided. This was true in most of the regional and community conferences.

1. The operation of Colorado schools could best be financed by an adequate foundation program, including transportation costs. The report indicated the agreement of members that the following advantages would characterize a foundation program:
 - a. It would assure reasonably adequate and well-rounded educational facilities throughout the state.
 - b. It would connote the state-local partnership type of support.
 - c. It would provide reasonable equity for all taxpayers.
 - d. It would tend to promote efficiency and economy in organization, administration, and operation of schools.
 - e. It would place maximum emphasis on local initiative and responsibility.
 - f. It would encourage sound, long-range planning rather than expedient action.
 - g. It would include services and facilities considered essential for all.
2. The local district must depend almost entirely upon the property tax for support of the schools.
3. The state cannot reach the level of support for an adequate foundation program within the existing tax structure without losing its competitive tax position with neighboring states.
4. The expansion or extension of federal aid was not necessary or desirable to meet the financial needs of the schools of Colorado.

(Note the amendment passed in the form of a recommendation [Number 11] by the conference in general session.) There is an acute need for better state support of the schools, both for current operations and for school construction. Some participants felt that if the state did not satisfactorily solve the problem, then federal aid should be sought.

5. Under the present system of distribution of state aid, equalization of assessed values over the state is extremely important. Even with reappraisals showing some adjustments in Colorado, there are still inequities in assessment practices.
6. The present procedure of distributing state monies to public schools on the basis of the previous year's aggregate days of attendance does not realistically meet the needs of fast-growing schools in Colorado.
7. Attempts to accomplish a reasonable consolidation of school districts have been obstructed in many cases by the desire of school districts to retain the tax income from utilities.

Recommendations of the State Conference on Problem VIII

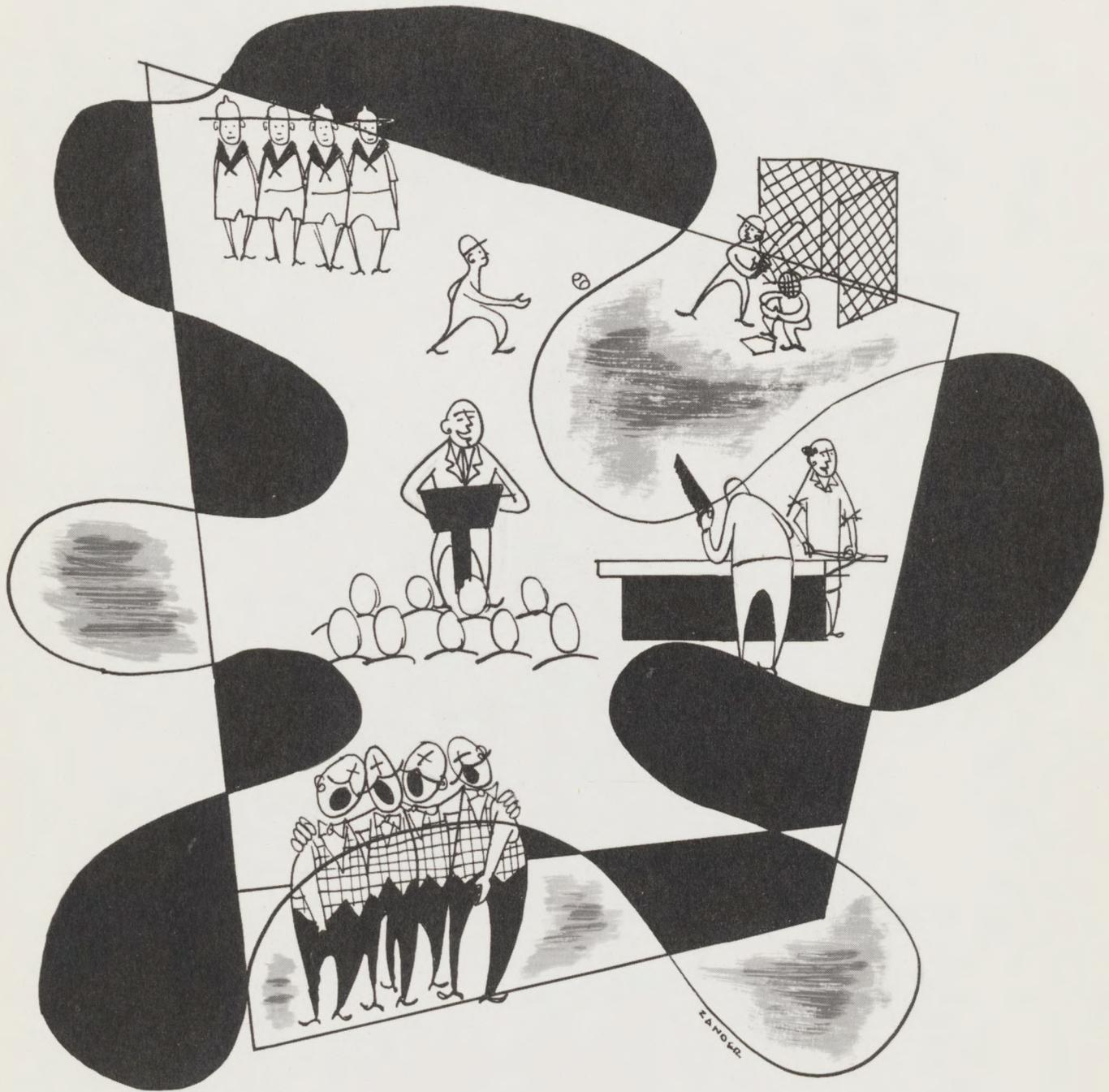
After careful consideration and study of the recommendations of the many community and regional conferences and its own deliberations and discussions, the conference arrived at the following recommendations for action, including one amendment offered from the floor and adopted, relative to Problem VIII: "How can we best finance our educational program?"

1. The operation of Colorado schools should be financed by an adequate foundation program through a state-local type of support. Transportation costs should be included in the foundation program presently underwritten by state aid. Classroom unit values should be increased to a more realistic figure. The foundation program should be defined by agreement of the people.
2. The state should work toward increasing its contribution to the support of public schools to an approximate 50 per cent of the costs of an adequate foundation program, provided that such division of support has as its purpose improved facilities for public education.
3. A study should be made of the entire financial structure of the state with a view to the redistribution of tax funds so that more money may be made available to the schools of the state.
4. The 1956 Session of the Colorado General Assembly should consider the apparent

urgent financial needs of the several problem areas within the state. The assembly should establish maximum levels of local bonding capacity and local tax efforts above which the state would assume its rightful responsibility for making funds available to meet the excess school costs through a state program. (Strongly recommended.)

5. The legislature should use every available means to correct the situation with respect to the equalization of assessed values over the state and with respect to the inequities in assessment practices. State aid should be denied to any county which does not carry out proper assessment practices.
 6. All segments of the population should pay their fair share of the costs of education, including those who occupy house-trailers used for permanent residences as defined by the general assembly.
 7. Due to the fact that at the present time there is a one to two year lag in the taxing of newly constructed real property, a revision should be made so that the tax assessments on all new buildings would begin as soon as a building is completed.
 8. The federal government should release
- sufficient areas of taxation to the states to enable them to bear more properly the burden of public education in the future. The federal government should give consideration to the matter of an allowance to bona fide home owners of local taxes as a direct credit against federal income taxes.
9. Since the present procedure of distributing state monies on the basis of the previous year's aggregate days of attendance does not realistically meet the needs of fast-growing schools, the procedure should be changed so that monies are distributed on the basis of the current year's pupil attendance.
 10. The general assembly should consider the reallocation of state assessed public utility properties in order to discourage the maintenance of unrealistic school size administrative units.
 11. While the expansion or extension of federal aid is not necessary or desirable to meet the financial needs of the schools of Colorado (following as amended), *federal aid should be encouraged among states of lesser ability and to assist further in unusual areas of school population growth in all states.*

PROBLEM IX
HOW CAN CONTINUING SUPPORT
FOR PUBLIC SCHOOLS BE OBTAINED?



Public Understanding Essential to School Progress

Schools were established chiefly because parents came to realize they did not have the time, patience, technical skill or knowledge necessary for teaching their children all they need to know.

Schools have prospered when there was a strong parent and citizen interest. They have been vulnerable when parents and citizens abdicated their full responsibility.

The following ideas form the basis for present thinking about public support of schools:

1. The public has the desire, and the right, to know how well schools are serving the children, youth and adults of the state.
2. School authorities have an obligation to see that intelligent understanding of school problems is gained by the people. The classroom is the starting point for obtaining mutual understanding.
3. School officials, through a close working relationship which utilizes the judgment, insight and will of parents and other citi-

zens in helping to determine school policy, can do much to promote confidence in and support of the schools.

4. A full understanding of the school program by the public is a pre-requisite to adequate support. Systematic presentations of facts by school authorities help to promote understanding.
5. Conveying information to the public through several methods of communication and through the full use of personnel for face to face contacts helps immeasurably to earn and keep public esteem.
6. Organized citizens groups, following simple patterns of seeking facts, thoughtful study, citizen involvement and cooperation with school authorities, help to stimulate a sustained public interest.
7. Many organizations interested in helping schools have been organized in recent years. School boards have a major task in finding how best to work with these groups.

Facts About Our Present Effort in Public Relations

Statistical facts pertaining to the public's interest in the public schools are virtually impossible to obtain on a state-wide basis. In fact, it is doubtful whether local districts have collected complete factual data on this subject. Facts along this line would encompass things such as attendance figures at PTA meetings, school activities including open house, back to school night, plays, athletic events, and the like; inches of newspaper space obtained; minutes or hours of radio and television time used; percentage of registered voters who vote in school election matters; attendance at school board meetings; and many other abstract acts or reactions on the part of parents and the general public.

Consequently, the planning committee did not offer such data to local groups, feeling that each community could best evaluate their present status in this regard by the facts as present right at home.

Major Points of Discussion

"How can continuing support for public schools be obtained?" was discussed in at least one regional and one local conference. There was a consensus that a good school is its own best salesman. Many suggestions and views were expressed concerning ways in which this important phase of the educational program might be carried out. The various points of view expressed by the participants in the two conferences are stated in general terms, but an effort has been made to include the ideas expressed.

How Can We Keep the Public Informed?

Over and over, the conferences emphasized the fact that the greatest school problem of our time is to keep people well informed and to find ways in which they can share in making school policies.

It was the point of view of those who discussed this topic that when people are informed about programs, policies, and problems, they provide greater support and school programs prosper.

There is continuing evidence that people want good schools and are willing to put in the time to find out what constitutes good schools.

It was indicated that larger school systems tend to keep the public informed better than small ones. Regular releases are made through all public media so that school patrons may keep abreast of all the activities being carried on in the school.

Some schools conduct opinion surveys to determine what the public thinks about their programs. Such surveys may deal with curriculum activities or other aspects of the programs of the schools. Results from these surveys are given wide publicity and are used to make improvements in the schools' programs. Programs of public relations should be a part of every school system.

Parent and Community Groups

Many schools are finding, so it was reported, that committees of parents and non-parents have been helpful in many ways. Mention was made

of instances in which such committees had acted as advisory groups on curriculum revision problems.

Lay committees made up of a cross-section of the community are being successfully used in the study of school problems and in the promotion of good public relations. These committees have sponsored back to school nights, prepared and distributed news letters, and helped with the promotion of bond issues. Parents and other lay citizens can take part in the preliminary planning and study of needs for bond issues and take part in the pre-voting activities.

There is need for more face-to-face contact in study groups and other types of citizen meetings. Few activities are better than classroom to home contact to keep citizens informed of events, changes in policies, etc.

Teachers Should Be a Part of the Community

School personnel should not isolate themselves from the community. It was suggested that they visit business and industrial leaders of the community to become acquainted with their points of view. At the same time the teacher or administrator has the opportunity to bring about an understanding of his point of view. Greater cooperation from business and industry results when their opinions are sought and there is a sincere effort to put into practice some of the suggestions given by them.

Use of School Buildings

The thought was expressed that many schools get too little use. When community groups have the use of schools outside of school hours, they develop a better appreciation of the facilities available to them. Schools should be community schools, with every group and individual feeling that the schools have services to offer them. Schools can serve as places for public meetings of various kinds. Adult education can be carried on in the evenings and on Saturdays. Lectures, musical programs, and many other informal types of programs held in school buildings bring the public closer to an appreciation of the school's role in the community. This appreciation blossoms into active support when a need arises.

Citizen Committees

The work of the National Citizens' Committee, it was stated, has done much to encourage wider understanding and participation. Their publications provide many aids and point out how groups work together, how committees may be organized, and how subjects may be discussed adequately.

Service Clubs Want to Help

Discussion of this topic brought out the fact that many service clubs in the community render valuable help to the schools, especially through their programs for underprivileged children. Mention was made of glasses and hearing aids being provided for children who needed them.

Funds have been made available for physical therapy, braces, and other devices for crippled children. The cooperation between the schools and civic groups develops better understanding and gains both moral and material support for the schools.

City and County Cooperation

Intergovernmental cooperation is especially vital in the schools' program because schools are administered independently.

One health education department provides a city-wide recreational program. This program is carried on through the year into the summer months. The many persons, both children and adults, who benefit from this program gain a deeper appreciation of what the school does for the community.

Career Days

Most schools have time set aside in their programs for *Career Days*. On these special days representatives of business and industry come to the school and explain the requirements for the various jobs in the firms. This program works two ways. The business or industrial representative learns about the school program and how it is helping youth. The students get a better understanding of the various kinds of jobs to be had, with the qualifications they must have to get them.

Organizations which hire workers have first-hand opportunity to advise and suggest preparation which they feel will best fit a boy or girl for a special job, and in so doing they help the school adjust its program to the needs of boys and girls.

Testing Programs

It was suggested that city or county-wide standardized tests be given every three years. After these tests have been analyzed, the results should be discussed in meetings with parents and school personnel. The results should also be used to improve the schools' curricula. This data becomes valuable information for colleges which may be admitting some of the students who take the tests. It was pointed out that another way to determine the effectiveness of a school program is to study the college achievement of high school graduates.

All such information made known to the public develops an understanding of what the school is accomplishing and gains support for further efforts.

Conclusions of the State Conference

This question of public support consistently aroused discussion regarding the lack of public information programs in our school systems. There was a disposition on the part of committee members to consider the relationship close between such programs and support of the schools by parent and non-parent groups. A

number of the committees dealt with this problem as it incidentally applied to their special topics. The committee dealing with adult education pointed out that adult education carries potential as a medium for creating a recognition of the values of public education.

The committee was unanimously of the opinion that the question assigned to it was the most important one before the conference because the continued, vigorous application of cooperative democracy to the problems of education in the years ahead is the surest and very likely the only guarantee of the continued freedom and the highest effectiveness of the American system of education.

Because of the continuing nature of the needs and problems discussed at the conference, it is obvious that no single conference, local or national, will arrive at all-inclusive solutions. That being true, it is equally clear that the maintenance of the present powerful interest in educational issues is of first importance and essential to the resolution of every educational issue now confronting the state and nation.

What will happen after this conference and after the forthcoming White House Conference will be the true test of the American peoples' sense of their responsibility towards education, and of their competence to cope with its needs.

Recommendations of the State Conference on Problem IX

After careful consideration and study of the recommendations made by the committee assigned to this subject and its own deliberations and discussions, the conference arrived at the following recommendations for action relative to Problem IX: "How can continuing support for public schools be obtained?"

1. That lay leaders and school people cooperate to establish an active interchange of information between schools and the whole community, through:
 - a. Community organizations such as:
 - (1) P.T.A., P.T.L., and other parent groups.
 - (2) Citizens councils and committees.
 - (3) Service clubs.
 - (4) Church organizations.
 - (5) Veterans' associations.
 - (6) Labor groups.
 - (7) Chambers of Commerce.
 - (8) Associations of teachers and school officials.
 - (9) Farm groups.
 - (10) Business, professional, civic, and cultural groups.
 - b. More extensive use of the mass media—press, radio, and television.

- c. Use of professional methods and procedure by recruiting experienced promotional and media people into advisory councils or committees to assist in planning fullest development of communication—and advisory council materials.
 - d. Wider use of school publications, such as superintendents' news letters and school newspapers.
 - e. Use of well-planned and regularly scheduled community-school contact opportunities such as:
 - (1) Exchange visitations between business, industry, professions, and the schools.
 - (2) Back-to-school nights.
 - (3) Career programs.
 - (4) Parent-teacher report conferences.
 - f. Wider use of lay-advisory programs—curriculum (academic and extra-curricular), budget, building needs, teacher recruitment.
2. The importance of adult education as a point of contact with lay-community interest in the schools be more fully recognized and utilized.
 3. Community-teacher relations become a reciprocal endeavor, the community being enriched by accepting the teachers as partners.
 4. Fullest use be made of classroom teaching opportunities toward a better understanding of schools and their functions.
 5. Wider community use of school facilities and buildings be encouraged, the importance of such community use being considered in future school design.
 6. There be definite invitation and search for constructive criticism, opinion, and suggestions aimed at the improvement of our schools.
 7. Study and exploration be made of the advisability of setting up the U. S. Office of Education as a separate governmental agency.
 8. The White House Conference should suggest to governors of the several states the desirability of holding at least one state-wide conference in each state following the White House Conference, and the advisability of setting up annual state conferences for the next three to five years to review the progress made in solving school problems, and to give continuing strength and vitality to support of the schools.
 9. The White House Conference should commend citizen activities in support of education, such as the work of the National Citi-

zens' Commission for Public Schools and the hundreds of local and state councils of citizens; and further, that in view of the continuing need to inform and stimulate public interest and support, the National Citizens' Commission be earnestly requested to continue its services for at least

two years beyond its presently scheduled expiration date.

10. That the White House Conference take leadership to formulate, develop, and distribute a practical program for making use of existing resources to implement the above-mentioned recommendations.

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