

Public Education in Colorado . . .

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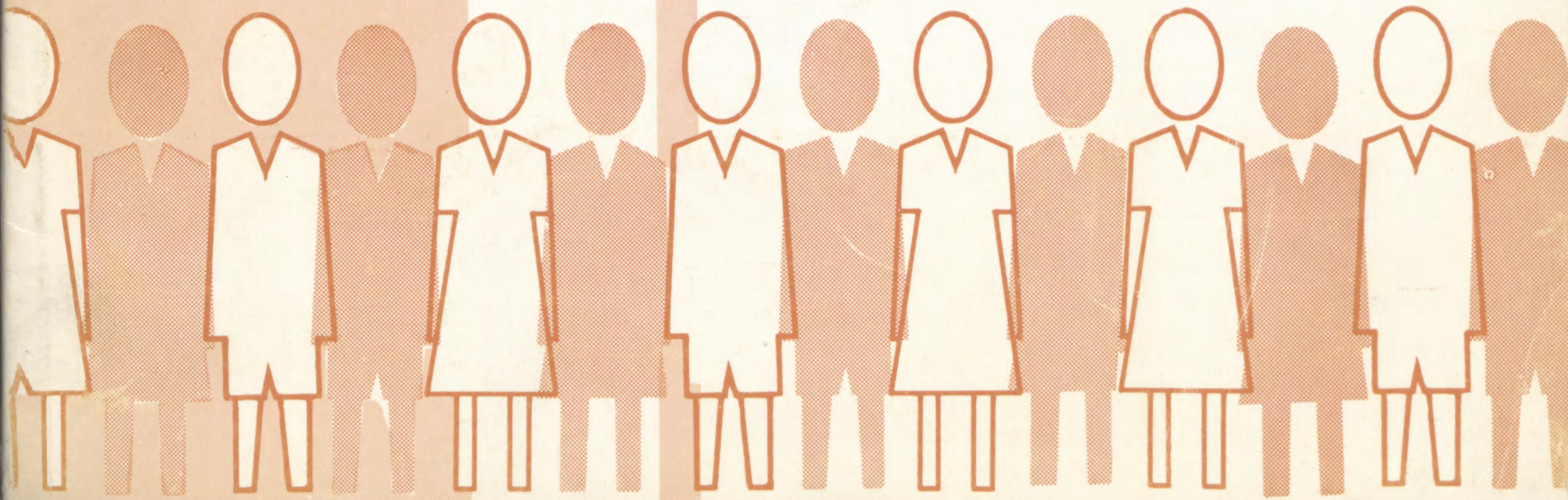
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Biennial Report

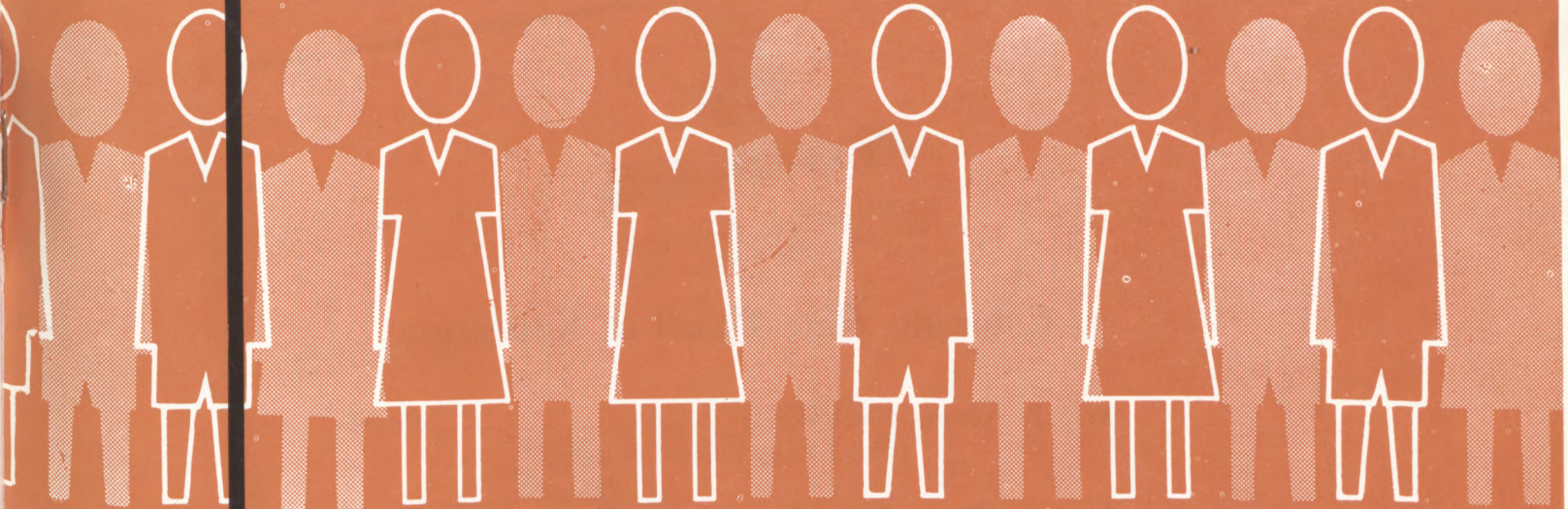
of the Colorado  
Commissioner  
of Education ...  
1960 - 62

Byron W. Hansford  
Commissioner

• Colorado State Department of Education • Denver • January 1963 •



# PUBLIC EDUCATION IN COLORADO



## 43rd Biennial Report Colorado Commissioner of Education

July 1, 1960 to June 30, 1962

Colorado State Department of Education  
Byron W. Hansford, *Commissioner of Education*

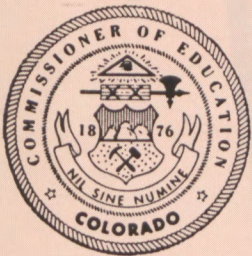
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Denver 2, Colorado

January 1963



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# State of Colorado

DEPARTMENT OF EDUCATION  
OFFICE OF COMMISSIONER OF EDUCATION  
DENVER 2

January 10, 1963

BYRON W. HANSFORD  
Commissioner of Education

The Honorable John A. Love, Governor,  
and the General Assembly  
State of Colorado  
State Capitol Building  
Denver 2, Colorado

Dear Mr. Love and Legislators:

I am happy to present to you the 43rd Biennial Report of the Colorado Commissioner of Education.

This report, presented in accordance with 123-1-7(8), C.R.S. 1953, covers the period from July 1, 1960 to June 30, 1962. The report summarizes changes which have occurred in the education programs of our public schools, presents statistical information necessary to analyze these changes, and notes some of the activities of the State Department of Education.

This biennial report is much shorter and more concise than previous reports. I hope it meets with your approval.

Very truly yours,

A handwritten signature in cursive script that reads "Byron W. Hansford".

Byron W. Hansford  
Commissioner of Education

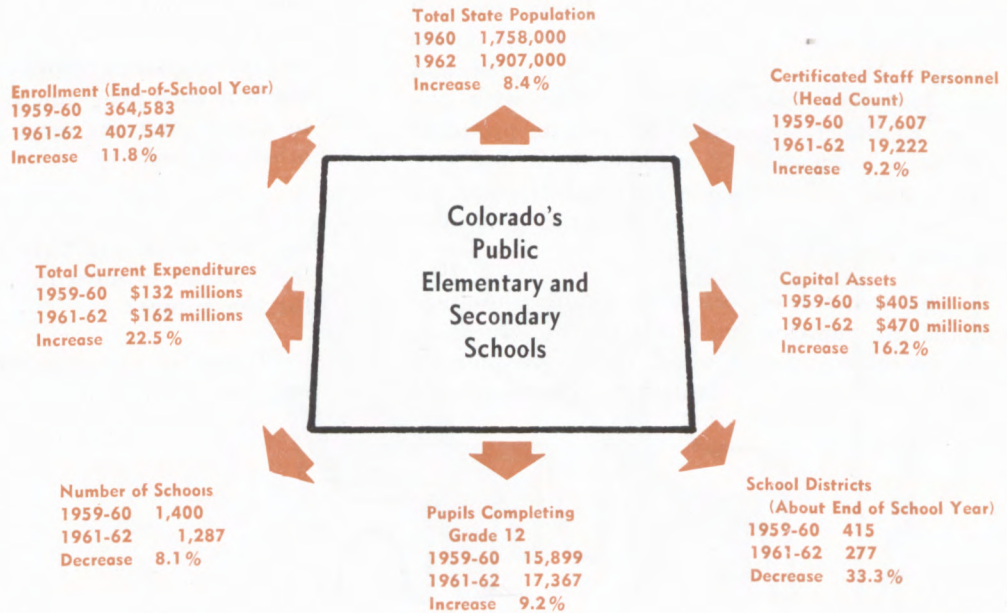


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## Introduction

Public education in a free society is forever changing. The process of preparing an individual to solve problems of democratic citizenship must be re-evaluated and changed as the state, the nation, and the world struggle to improve. Although it is difficult to evaluate anything as complex as the public school system of a state, there are certain signposts contained in this report that indicate the directions of change since June 1960.

Spot checks will reveal certain obvious physical adjustments, such as the reduction by 138 in the number of school districts in Colorado. Financially, Colorado has increased the amount of state level support to local schools by more than \$12,000,000. The schools have received increased federal financial assistance for cer-

tain areas of instruction, for vocational programs, guidance, and statistical reporting. Professional preparation of teachers is improving. In many communities new school facilities have been built. As a result of this increased construction, the bonded indebtedness in the state's school districts is at the highest level in history. School people have instituted many new and improved instructional programs, particularly in science, mathematics, and certain foreign languages. Currently a larger percentage of school-age youth are in school.

Even so, our pride in accomplishment must be tempered with the realization of the need for continued assault on school problems. Although the number of new school buildings has increased, because of rapid growth in en-



rollment, some school districts find themselves financially unable to provide excellent programs within classrooms. Elsewhere, thousands of youngsters are on split sessions, in overcrowded classrooms, or in unsafe and educationally inadequate buildings. There are still some mediocre or inferior teachers in the public schools. There is also evidence that English and social studies have not kept pace with the sciences and mathematics. We can be proud of the high percentage of students in school, but the drop-out pattern is a national disgrace. In Colorado, one-third of our potential graduates do not finish high school.

The demands of society on public school are increasing rapidly and the costs of education are increasing faster than there are monies available. Despite substantial and commendable

gains, our increases in state level support are not yet adequate to assure that every child has available to him a good educational program.

Survey documents such as this can present numerical data on Colorado's public school system; however, they cannot reflect clearly the improved quality of the public school programs, nor why such programs are more costly. Answers to these questions must be sought from many other sources.

As you read, please keep the following question in mind: "Are the schools improving fast enough to meet the needs of our time and for the future?"

There is no acceptable alternative to an excellent system of public education.



## Curriculum and Instruction

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### *Curriculum*

In recent years, and particularly during the past biennium, there has been increasing public concern and interest in the curriculum of the schools. During this period specialists in the various subject matter areas have been re-evaluating what is being taught and seeking ways to revitalize the curriculum content. This situation has been propitious for curriculum change, and undoubtedly, there has been more curriculum improvement in Colorado schools in the past two years than in any preceding two-year period.

The State Department of Education has been especially active during the biennium in assisting schools in curriculum improvement in science, mathematics, and modern foreign lan-

guages. Public concern has focused especially on those areas, and the Title III Program of the National Defense Education Act made it possible for the Department to provide specialized consultative services in these areas.

At the same time, the Department has aided curriculum improvement in other areas. Curriculum publications and instructional guides were issued on industrial arts, speech and dramatics, conservation education, physical education, business education, health, human relations, migrant education, and goals of education.

Since the advent of the NDEA Title III Program, the Department has been concerned about maintaining balance in local school programs. Studies of time allotment and of the number of course offerings revealed that im-

balances were resulting from the emphases on science, mathematics, and foreign languages. Local school officials were urged to provide relatively larger amounts in their budgets for improvements in English, social studies and physical education. The Department developed plans for giving greater attention to English and social studies; these plans included organization of advisory committees and initial steps toward production of curriculum guides in these two areas.

Many factors have influenced curriculum change during the past two years. Not least among these have been the expectations of the colleges and universities concerning the level of achievement of entering freshmen. As a result of such influences, schools have tended to emphasize the academic at the expense of non-academic offerings. If all of the important goals of education are to be properly served, it is clear that greater attention now needs to be given to the non-academic aspects of the program and to the needs of students who will probably not go on to college.

Specific subject-matter areas have undergone varying degrees of change and emphasis during the past two years. Some of the changes are discussed under the subject-matter headings.

**English Language Arts.** Greater interest has been shown in reading than in the other English language areas. Schools were experimenting with phonics, introduction of reading materials at an earlier age, remedial programs for slow readers, reading programs in secondary schools, use of programmed materials, and techniques for increasing students' reading speed. There was a noticeable tendency in larger school systems to develop better articulation of content through better planning of the learning experiences at each grade level. An experimental guide in speech and dramatics was published by the State Department of Education.

**Social Studies.** In spite of the social implications of recent world developments, the content of social studies programs has remained somewhat static. There has been increasing discussion and concern regarding the inclusion of the study about communism and its place in the curriculum. Further, such topics as international understanding, economic education, conservation, and personal and family finance have difficulty in finding placement in the traditional pattern. There has been increasing concern about the wide variance in the scope and sequence of the social studies programs in Colorado.

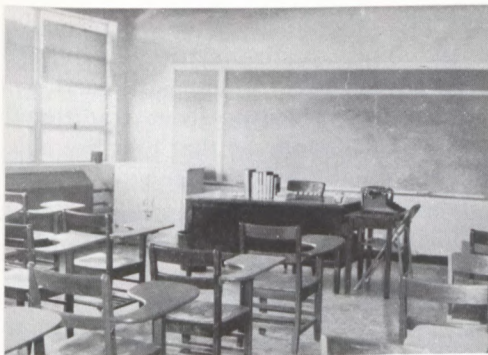
**Physical Education.** Colorado schools have given added emphasis to physical education, at least partly because of the efforts of the President's Council on Youth Fitness. A state advisory committee on physical education was formed, and working through the summer program of the University of Colorado stimulated production of a guide, *Physical Education for the Elementary Schools in Colorado*. This publication is designed to assist the teacher who is not a specialist in physical education as well as the one who is.

**Mathematics.** Experimentation in the way to present material and the topics in the secondary schools mathematics program and to a lesser extent in the elementary mathematics program. One-sixth of Colorado school districts offer a course at the 12th grade level called Mathematics Analysis. One-fourth of the districts offer a combined plane and solid geometry which takes the place of two separate courses. A National Science Foundation-supported group of mathematicians and teachers, called the School Mathematics Study Group (SMSG), has developed new material for the mathematics program.

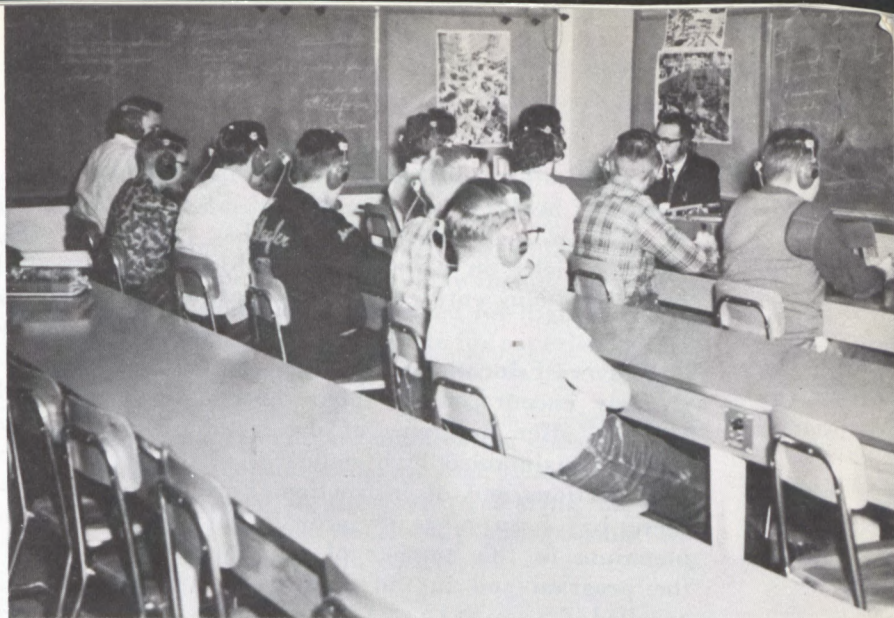
Twenty-four districts (approximately one-eighth of all Colorado districts) are using this SMSG material—five using the elementary material, 17 using the junior high material, and 11 using the high school material. Seven districts are using material prepared by other nationally known groups including the University of Illinois Committee on School Mathematics (UICSM), the Ball State Teachers College Project, and the Maryland Study (UMMaP). The impact of these and other efforts to improve the teaching of mathematics is just beginning to be observed.

**Science.** The study of science is now a part of the elementary school program with the average time devoted to the subject varying from a little over one hour per week in the first grade to three hours per week in the sixth grade, four hours per week in the junior high grades, to five to seven hours per week in the high school. High school courses in science are principally Biology, Chemistry, and Physics with Earth Science and Physical Science and Advanced Science courses occurring with greater frequency.

Thirty districts used the physics course developed by the Physical Science Study Committee (abbreviated PSSC Physics). Six districts are using the chemistry course developed by the Chemical Educational Materials Study



ABOVE—A language room before conversion.



RIGHT—The language room after conversion.

(CHEM Chemistry) and four districts are using the chemistry course called the Chemical Bond Approach to Chemistry (CBA Chemistry). The Biological Sciences Curriculum Study (which has its headquarters on the University of Colorado campus) has developed three courses in biology which are in use in 13 Colorado school districts. All of these groups have had financial support by the National Science Foundation, use the scientist-teacher team approach to the development of materials, and have had a significant effect on the teaching of science in Colorado and nationally.

As a result of these influences and the explosion in scientific knowledge, the schools are hard pressed to establish and maintain science programs which are articulated through the grades and up to date.

**Modern Foreign Languages.** Foreign language secondary school enrollments, grades 7-12, increased 40 percent in 1960 over the 1959 figures, compared to a 10 percent increase in the total high school enrollment for the same period. French and Russian doubled; Italian and Spanish showed a 50 percent increase; and German, 25 percent. Colorado school districts are recognizing that learning a foreign language requires a longer period of regular exposure than the two-year courses formerly offered. Nearly one-eighth of them have four-year sequential foreign language programs, 11 districts have six-year programs, six have 10-year programs, and three in Colorado offer a 12-year sequence in one language.

Teaching foreign language as a means of communication involves mastering the skills of listening and speaking before beginning reading

and writing. Some form of this audio-lingual approach is used in 56 districts. Thirty-one of these use electronic language laboratories to aid in teaching. Experimentation of local design in the field of languages has been centered primarily in the introduction of elementary programs. With older students, experimentation with the use of newer media and materials is appearing. A research project for inservice education in foreign language teaching was developed cooperatively by the University of Colorado, the State Department of Education, and the Colorado Springs Public Schools.

**Conservation.** The study of wise use of resources fits into many subject areas. The Advisory Committee for Conservation Education has cooperated in the production of a guide to help teachers to know the essential concepts to be taught and the activities which can be used to teach them.

Through the cooperation of the Colorado Education Association and the Game and Fish Commission, art spreads were published in two colors in three issues of the *Colorado School Journal*. These were intended for bulletin boards to suggest activities in the study of resource supply and use.

**Health Education.** Although all schools offer some physical education, there is little emphasis, especially in the smaller schools, on health instruction. The larger schools have more complete health-related programs, which include physical education for both boys and girls built along fitness lines, specific courses in health understandings and practices. A Department Advisory Committee on School Health during the past two years has directed

the publication of nine bulletins on various aspects of health of the school child. Each issue of the *Colorado School Journal* has carried timely articles on varied health subjects in a special column entitled "School Health Policies."

**Driver Education.** The Department has strongly encouraged the high schools of the state to offer programs of driver education, and has maintained high standards of teacher qualifications and of instruction. Fortunately, there has been a steady growth during the biennium in the number of schools offering the program and in the number of students enrolled.

During the last three years, the number of teenage drivers has more than doubled, and their involvement in all accidents, including fatal, was reduced by 50 percent. A teacher's manual in driver education, which will be available early in the fall of 1962, was prepared through the cooperation of the University of Colorado.

**Other Subjects.** The detailing of information about the foregoing subject-matter areas does not imply lack of activity in other fields. A K-12 Industrial Arts Guide was produced by the Department in cooperation with the Colorado Industrial Arts Association.

## **Instruction**

During the past two years, new instructional patterns and techniques of organization have been instituted by many school systems of Colorado. Many of these innovations were first developed by school systems outside the state and are now being modified and adapted to meet the needs and objectives of the local school systems.

### **Organization for Instruction**

The biennium has seen an increase in the number of districts organized on a 6-3-3 or a 6-6 basis rather than on the 8-4 plan. The Department has encouraged such changes where building facilities make it possible.

The Department has also encouraged the provision of kindergarten experiences through consultations and use of its *Kindergarten Guidebook*. Encouragingly, there has been a steady increase in the number of kindergartens provided. Approximately 30,000 children, nearly 70 percent of the five-year-olds, are now in kindergartens.

Increasingly, school personnel are recognizing the need to individualize instruction and are planning and executing unique instructional designs which free teachers from traditional lecture-oriented classrooms so that they are able to consult individually with students.

Some recently inaugurated organizational designs which affect classrooms and students are (1) nongraded organizations, (2) multiple class teaching, (3) programs for the able and ambitious student, and (4) use of subject matter specialists in the intermediate grades.

In making the unique instructional programs operational, school staffs must create new scheduling designs. Some of the smaller schools are tailoring individual curriculums for each student. Courses which cannot ordinarily be offered in such schools are being provided through supervised correspondence courses and through the use of new instructional materials.

Instruction is seen by many school people as including (1) the professional competencies of teachers, (2) the materials for teaching and learning, (3) the problems of pupil logistics, and (4) the facilities for instruction. Efforts to improve teaching and learning have had to deal with all these facets of education.

Several small districts have sought assistance with the problems of instruction peculiar to their size, the resources available to them or their geographic location. This assistance has been made available through the efforts of the State Department of Education's Western States Small Schools Project.

**The Nongraded School.** A much debated development in elementary education, the nongraded school, was the object of experimentation by an increasing number of school districts during the biennium, particularly at the primary level. Included among the districts so active were Meeker, Mesa County Valley Schools, Cortez, Telluride, Adams City, Englewood and La Junta. At Kremmling, a nongraded high school English program is being investigated. Although there is considerable variation in defining the term "nongraded school," basically, it is a scheme for grouping students in terms of their level of educational progress rather than in conventional grades.

It should be pointed out, however, that the great majority of Colorado's elementary schools follow the traditional self-contained classroom organization.

**Multiple Class Teaching.** This technique, the teaching of two or more classes simultaneously in the same classroom by one teacher and

for separate credit, allows the school (1) to offer subjects which, because of staff and time shortages, would not otherwise be available to students; (2) to offer to a few students specialized courses which could not otherwise be economically included in the curriculum; (3) to free the teacher during the period of time so saved for planning and counseling with students.



Multiple grouping in a Spanish Class.

**Scheduling.** High schools face a continuing problem in scheduling classes in such a way that a sufficient variety of classes can be provided for the needs of all students. This problem is more difficult in smaller schools because of the reduced number of students and teachers.

Efforts to meet this problem have shown a marked increase. The methods most commonly used are (1) lengthening the school day to provide for more class periods; (2) elimination of study halls; (3) use of a floating period with most classes meeting four times per week instead of the traditional daily session, with one set of classes meeting at a different time each day.

**The Gifted Student.** The need for special programs for the gifted student has been increasingly recognized. Although some methods are described in detail in another section of this report, several are mentioned here:

1. Early identification of the able student with the planning for a sequential curriculum suitable to his ability
2. Differential assignments within a regular class
3. Special grouping techniques
4. Honors programs
5. Youth seminars

6. Study by correspondence of courses not offered by the school.

Materials studied by those identified as "gifted" or "more able" may include the study of materials usually reserved for higher grades. Such materials may provide for experiences and learnings not usually included in the curriculum.

Some schools are accelerating class work so that the normal four-year high school program is completed in three years, leaving the last year for college level study and possible advanced placement in college.

### Classroom Methods and Materials

New instructional materials have, for the past decade, been investigated by Colorado school systems. This biennium has seen the greatly accelerated trial and acceptance of unique instructional materials and the accompanying changes in classroom or school organization which promote their use.

Teaching machines and programed materials for use in the schools, although not entirely new, are only beginning to find their way into the classrooms of the state. A few of the 60 producers of these materials are assisting the classroom teacher to find effective methods of using the programs.

Teachers in schools which are using the newer curriculums in biology, chemistry and physics are making increased use of the science laboratory and of the methods of scientific discovery.

The great variety of instructional materials available to the classroom teacher requires that teaching methods be adapted for their use. Personnel whose major responsibility it is to coordinate the review, acceptance, and use of such materials are found in fewer than two dozen school systems in the state.

**Team Teaching.** This school and classroom organization which allows each member of the professional staff to concentrate on his individual specialties and to coordinate his efforts with the teaching of others is being employed in several of the schools of the state. Approximately eight secondary schools are extensively organized for team teaching while several more are experimenting with this type organization on a limited basis.

In Jefferson County, six junior high schools make extensive use of team teaching while several more schools are employing the technique in one or two classes.

A modified team teaching effort is being

employed by schools which are using complete courses on film. Here, the film teacher assumes part of the lecture chores while the classroom teacher works directly with individual students or with small groups.

**Grouping Students and Individualizing Instruction.** The most common grouping procedure at present is that of grouping students by ability in specific academic fields. But, by grouping students for purposes in addition to that of academic ability, students may be freed for periods of time from the direct supervision of the teacher. They may investigate subject areas of special interest to them and their talents and understandings may be used in the classroom by their giving special reports, demonstrations and lectures. In addition, students can be grouped so as to bring to them materials and resources especially suited to their varied abilities and needs. Grouping practices vary widely in their nature and purpose throughout the state.

**Science Film Courses.** During the biennium 1960-62, seven secondary schools used a complete high school course in chemistry while 17 teachers used a complete course in physics. Four schools used portions of the physics course.

By using an excellent guest lecturer on film for a part of each class period, these teachers were able to bring to their students a wider variety of science experiences than they alone could provide. The film lessons bring expensive, specialized demonstration and laboratory techniques to students who, otherwise, might not have the opportunity to experience these techniques.

In addition, the films have informally provided the teacher with a review of science subject matter and methods of teaching which would not easily be possible to provide during the school year.

**Youth Seminars.** In schools which cannot regularly schedule advanced courses for the academically able student, special seminars are being conducted, often in cooperation with neighboring schools. These seminars, usually held every two weeks, provide the opportunity for bringing academically able students together for purposes other than those of competitive nature.

Guest speakers and students discuss ideas related to philosophy, literature, history, science, mathematics, and the fine arts.

Cherry Creek, Longmont, Washington County, Elbert County, Grand County, and several



Students from small high schools visit the Denver Art Museum as part of their seminar study.

schools in the San Luis Valley have experimented with seminars.

**Newer Media.** The biennium has seen a startling growth in the use of technology in communications, audiovisual equipment and materials for instructional use. More than 30 school districts have installed electronic language laboratories. Increasing use is being made of the overhead projector, the tape recorder and the motion picture projector.

Several school systems are presently experimenting with the use of programmed materials and teaching machines. At least two districts, Denver and Jefferson County, have produced some of their own programs.

Educational television is used by 12 districts within a 50-mile radius of Denver. Within those districts, approximately 140 schools use one or more programs each day. In addition, several southern Colorado schools are using New Mexico's educational telecasts to complement their regular instruction.

In March 1962, a state committee to investigate the growth and utilization of educational television marked the first significant step to bring this instructional medium to the isolated districts of the state.

### ***Programs of Instructional Improvement and Curriculum Development***

During the biennium increasing numbers of programs for instructional improvement and curriculum development were undertaken. Most of these were conducted at the local level, although there were a number at regional or state levels, as well as several centering around Colorado institutions of higher education.

## Local Programs

The number of school districts employing one or more full-time personnel in the area of curriculum and instruction increased by approximately one-third during the biennium. There are now more than 40 districts with such staff members.

However, activities have been increasing at a rate which surpasses the rate of growth of the number of personnel. For example, more than half the school districts of the state are conducting pre-school workshops for their teachers each year. The duration of these workshops ranges from one day to one week, and there is much variation in the way in which they are planned and operated. These workshops are most valuable when they provide opportunity for teachers and administrators to plan instructional and curricular emphases.

Programs of inservice education represent means by which school districts are seeking to improve the skills and insights of teachers, and through such measures, to improve their educational programs. These range from extension courses taught by university personnel in local communities to special programs organized and conducted by the school district itself.

Other ways in which local school districts have sought to improve their curriculum and instruction include testing, experimentation, and research. There is hardly a Colorado school district which does not regularly use standardized tests.

Experimentation and research is largely restricted to a few of the larger or more active districts.

Some districts are undertaking their own studies in such various areas as reading, class size, nongraded programs, education for international understanding, teacher education via television, other uses of television to improve instruction, and the use of teaching machines. However, many school systems are hampered in their desire to engage in research and experimentation by lack of budget and personnel for the purpose.

## Regional and State-Wide Programs

During the biennium the State Department of Education inaugurated the Colorado Instructional Improvement Program. This is a plan for involving instructional and curricular leaders in discussion and activity about their mutual concerns.

In the Lower Arkansas Valley 21 school districts organized into a regional instructional improvement association. Representatives of these districts met several times during 1961-62 to share ideas and experiences, to discuss common problems with the help of outside consultants, and to plan joint activities which the individual districts would not be able to undertake alone. A similar group was formed in the San Luis Valley.

The Colorado Council on Instruction continued its activities during 1960-62. This group of 24 laymen and educators, named by the State Board of Education to advise it on curricular and instructional matters, sponsored several activities. Among them was the formulation of a set of educational goals—11 statements suggesting possible outcomes of school programs—published under the title of *Goals for Education in Colorado*.

Other instructional improvement activities include the annual regional conferences of the State Department of Education and the Helpmobiles of the Department of Classroom Teachers of the Colorado Education Association. In 1961 the emphasis in the regional conferences was upon education for international understanding and goals for Colorado schools. In 1962 they stressed key issues in improvement of instruction in the elementary school. The Helpmobiles are one-day meetings at which a number of teachers demonstrate specific skills to other teachers. During the past biennium they were held at Monte Vista, Colorado Springs, Loveland, Trinidad, La Junta and Grand Junction.

**Title III Workshops and Laboratory.** An intensive program of inservice education was carried on in the areas of mathematics, science, and modern foreign languages. These state-wide activities were part of the program supported by Title III of the National Defense Education Act of 1958. Some of the federal funds provided under the terms of this act were matched by state monies and used to improve consultant and supervisory services in the State Department of Education.

Through use of a mobile science laboratory housed in a 35-foot trailer, many teachers, mostly elementary, were provided inservice education experiences. During the biennium the mobile laboratory offered such programs at 25 locations throughout the state, providing more than 600 participants with an average of 12 hours of instruction each.





Teachers at work in the mobile science laboratory.

The Traveling Science and Mathematics Laboratory 'on location' at Trinidad High School.



During the period 1960-62 there were: 11 physical science workshops, utilizing the science laboratories of a specific school district to serve an entire region; 7 life science workshops, held in natural environment camps in the mountains; and 11 workshops on methods and materials for foreign language programs. These workshops served 420 teachers. There was also a state-level workshop concerned with how to teach newer concepts of mathematics.

### Activities Involving Institutions of Higher Education

Institutions of higher education have been working on numerous ways on the improvement of instruction, including many activities in cooperation with school districts, professional organizations, and the State Department of Education. Some of these, especially those carried out in conjunction with the Department of Education, are described below.

**Migrant Education.** For some years Adams State College has been co-sponsoring with the State Department of Education a summer workshop on the education of migrant children. Largely attended by teachers from school districts providing special programs supported by state funds, this activity has been an important means of upgrading this aspect of education. With the passage of the Migrant Children Educational Act, this aspect of education has become more widespread in public schools.

**Small Schools Project.** A significant effort toward the preparation of teachers for the necessarily existent small and rural schools is being made by certain institutions of higher education. Adams State College, Colorado State College, and Western State College are cooperating with the State Department of Education in providing appropriate inservice and preservice experiences for teachers who are teaching or are likely to teach in small schools. Student teachers are placed in member schools of the Western States Small Schools Project and are given experience in discovering answers to some of the problems of smallness. Special college courses, workshops, summer practicums, and student teacher-supervisor critiques were held to improve the quality of the preparation of teachers.

**Science Survey.** A survey of the status of science teaching in the state has been the joint undertaking of the Department of Education and Colorado State College. This survey, when complete, will identify types of science courses, available facilities and equipment, teacher preparation, teaching practices, and other factors which affect the quality of science teaching.

**Conservation Education.** Colorado State College, the University of Colorado, Western State College, Adams State College and the University of Denver are among the institutions which have offered summer courses or workshops in conservation. Sometimes jointly planned with Department personnel, these summer activities have been attended by many teachers, a large number of whom have received scholarship support. The State Department of Education has been active in arranging scholarship funds from interested organizations to support summer study in conservation.

**Other Projects Involving Institutions of Higher Education.** The Mid-Year Conference conducted annually at Colorado State College and the School and College Conference held each spring at the University of Colorado repre-

sent two further cases in which institutions of higher education aid public-school program improvement. During the past two years, several school districts used the Greeley conference as their own inservice education program, releasing their teachers from classroom responsibilities in order that they might attend.

The Rocky Mountain School Study Council is another example of cooperation involving higher education. This group is an association of 14 school districts in the Denver metropolitan area, with headquarters at the University of Denver. Among the studies they conducted during the past two years were ones dealing with the nongraded primary school and the selection of programed materials.

Other cooperative endeavors have included (1) planning a state-wide television network, (2) development of a cultural center at the University of Colorado under provisions of the National Defense Education Act, (3) provision of facilities for the use of the Lower Arkansas Valley Instructional Improvement Association by Otero Junior College, and (4) the various survey and other consultant services offered school districts by college staff members.

### ***Special Programs and Projects***

Funds have been available from other sources on a matching basis and through direct grants. These monies have been used in several ways to improve instruction in different areas of the curriculum.

#### **Title III of the National Defense Education Act of 1958**

Title III of the National Defense Education Act provides financial assistance to local school districts and the State Department of Education for the improvement of instruction in science, mathematics, and modern foreign languages. Funds are provided the local school districts for acquisition of equipment, material, and minor remodeling to be used in the classroom for the improvement of instruction. In Colorado the funds are provided at the rate of 50 percent federal, 15 percent state, and 35 percent local.

The funds furnished to the State Department of Education provide for supervisory and consultant services to local school districts. These monies are also matched dollar-for-dollar by the state.

Projects in local school districts totaling two million dollars have been completed under the acquisition program of the act. This represents \$1,000,000 from the federal level, \$320,000 from the state level, and \$680,000 from the local level. Approximately 58 percent of these funds were used for the elementary and secondary science programs, 26 percent for the modern foreign language area, and 16 percent for mathematics. Eighty-six percent of the districts in the state, representing 95 percent of the students enrolled in Colorado public schools, participated in the program.

Specialists in the areas of science, mathematics and modern foreign languages provided consultant services to the local districts. These services included leadership in setting up local and regional workshops for inservice education, assisting districts in developing project applications for the purchasing of equipment and materials, as well as providing liaison with educational institutions in the state. Colorado matched federal funds in the amount of \$34,984.00 for 1961 and \$35,892.00 for 1962.

The impact of the Title III program has been significant. Many school administrators have indicated that much of the instructional improvement in their districts was realized three to five years earlier than could have been done without this assistance. Science laboratories were refurbished and enlarged with the addition of equipment and materials for individual student use. Smaller schools that formerly lacked equipment and facilities for demonstration and student laboratory experiences now have basic laboratories. Elementary science, mathematics, and modern foreign language programs were included in many of the requests from local districts.

Electronic classrooms increased by 60 laboratories in the past two years. At the close of the biennium approximately 100 schools were using language laboratories and electronic equipment to teach the spoken language.

#### **Western States Small Schools Project**

Since 1957 special attention has been given to the problems of small and rural schools of Colorado through the efforts of the Rocky Mountain Area Project. This program has devoted its energies primarily to discovering new approaches to school and classroom organization, to teaching methods and use of resources.

Beginning with five schools in five districts involving approximately 20 teachers, this program was expanded in 1960 to include 24

schools in 22 districts. Approximately 80 teachers and administrators were involved in experimenting with techniques appropriate to the small school.

The program is a three-way agreement among the Ford Foundation's Fund for the Advancement of Education which has supplied some of the funds for experimentation, the State Department of Education, which has provided the office space, equipment, supplies and the climate for experimentation, and the local project schools which have offered their reputations as educational institutions as well as classroom facilities, students, and willing teachers.

The project is designed to assist those schools which, because of terrain, distance and population sparsity, must continue to exist as small schools. Such schools must have been located in a district reorganized under House Bill 900 or Senate Bill 385 and they must be designated as an attendance center in the district.

In 1961 the State Board of Education reaffirmed its support of the project, originally made in a resolution which indicated "intent to assist in successfully developing this project to its fullest degree of promise, through the cooperation of the entire staff of the department" and through waiving "any accreditation or other requirements which appear to restrict, deter or in any way deny the free and unrestrained perusal of methods and techniques which are specifically designed to assist in the development of the (appropriate) quality of instruction."

Several methods were employed to assist small schools to develop a high quality curriculum without exorbitant cost. These included multiple class teaching, techniques of grouping students, use of complete science courses on film, seminars for able and ambitious students, and associated activities such as use of correspondence courses, class scheduling practices, and use of the communities' natural and human resources.

Among the tentative conclusions which can be made on the basis of four and one-half years' experience in project effort: (1) A resourceful, well qualified teacher is the key factor in the development of a high quality learning situation. (2) The greatest single indicator of the quality of the total school program is the chief administrator. (3) Teachers and administrators, alike, grow professionally

through coordinated effort focused on common problems. (4) The community's pride in its school and professional staff is heightened when there is evidenced a true professional effort made toward solving its educational problems. (5) The acceleration of instructional improvement in the school is proportional to the number of staff members involved in improvement practices.

On January 1, 1962, the State Department of Education received a grant from the Ford Foundation to continue its small school improvement efforts in cooperation with the state departments of education in Arizona, New Mexico, Nevada, and Utah. Consistent with the traditions and laws of the respective states, each will administer its own program according to the terms developed in negotiating for individual grants from the Ford Foundation.

In addition to investigating the methods of improvement stated earlier, the new project entitled "The Western States Small Schools Project" will devote its energies to the following program phases: (1) the nongraded organization of elementary and secondary schools; (2) the use of programmed materials as a means of individualizing instruction and broadening the curricular offerings of the school; (3) cooperation with institutions of teacher education; (4) institutes for boards of education of small and rural schools.

Teaching methods which are described here do not apply exclusively to small and rural schools. Project-developed practices are increasingly finding their way into larger schools and the documenting and reporting of project efforts are causing new and fresh ideas to germinate in the schools of other states.

### **Migrant Education**

Migrant education during the biennium was climaxed by passage of the Migrant Children Education Act in 1961 which provided for year-round migrant education programs.

For school purposes the migrant child is considered to be a resident of the school district the day of his entry in that district and his school attendance during any regular term was made mandatory. A special state appropriation was provided for reimbursement to the school district of all "additional, necessary" costs incurred in providing educational facilities for the migrant child.

Twenty-one school districts actively entered the program the first year. The program costs exceeded the appropriation of \$25,000 for regu-

lar school terms. Additional costs were borne by the local school districts. In the reporting districts, 894 migrant children attended school 35,203½ days. In all districts an estimated 1,200 migrant children enrolled during regular terms for periods from a few days to several months.

Special Term summer schools were continued under the permanent program with the state reimbursing districts for all current operating costs.

The majority of children of migratory farm workers are retarded in scholastic achievement and in ability to socialize. The responsiveness of both children and parents to educational opportunity continues to be increasingly affirmative.

### Conservation Education

A consultant in conservation education was made available to the State Department of Education through the interest and financial support of the Colorado Game and Fish Commission.



Field experiences were an important part of the life science workshops conducted by the State Department of Education.

Among the activities resulting from this joint endeavor have been (1) distribution of packets of materials for use of teachers and students throughout the state, (2) provision of consultant services to groups of children or adults relative to the use of our natural resources, (3) development of the *Curriculum Guide in Conservation Education*, (4) a scholarship program to encourage teachers to attend conservation workshops.

## Special Education Programs

### Special Education

The number of students enrolled in special education programs has increased each year during the biennium. Increased interest in providing programs for the handicapped, the increased availability of qualified instructors, and increased legislative appropriations all contributed to the growth of the program.

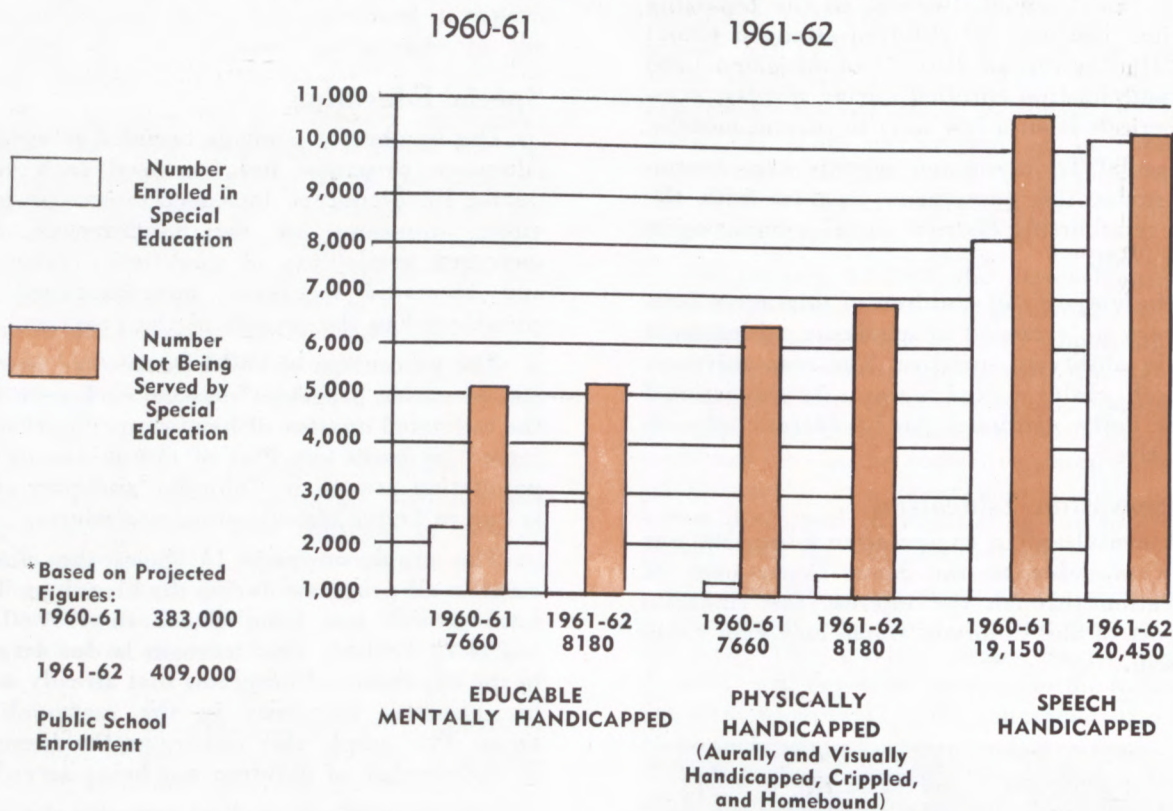
The percentage of children enrolled in special education programs increases each year, but the estimated number of handicapped not being served increases too. Part of this is due to the population growth in Colorado, and part of it is due to better identification procedures.

The graph on page 14 shows the enrollment in all programs during the biennium. The total growth was from 10,561 in 1959-60 to 14,294 in 1961-62. This increase is due largely to the expansion of programs that already were in existence, especially in the metropolitan areas. The graph also illustrates the increase in the number of children not being served.

The percentages used to compute the estimated incidence in the graph are those suggested by the U. S. Office of Education, Department of Health, Education, and Welfare, and are themselves estimates. There may be an overlap among handicaps, since many children are multi-handicapped. Some may have been serviced to the extent that they are no longer in need of special education. This is particularly true with those who are or who have been speech handicapped. Many children may be receiving special education through other agencies that are not included in this report. Not all children who have a disability of some kind are handicapped educationally and in need of special education. Many crippled children can and do attend regular classes. Many partially sighted children attend regular class without any special service.

There were 325 teachers and speech correctionists in the public school programs in the 1961-62 school year. Of these, 224 were fully certificated or endorsed in their area of specialty. Letters of Approval were written for 49 teachers who were not fully certificated in special education but whom the districts wished to employ in special education. These 49 teachers and speech correctionists are enrolled in teacher training programs and are working toward endorsement in their area of specialty.

## Incidence of Handicapped Children in Colorado Schools\*



For the first time the number of full-time school psychologists and social workers are accounted for: 30 school psychologists and 59 social workers. Nine additional districts employed school psychologists part-time, and five employed social workers part-time. For the first time 19 districts borrowed large type books from the State Department of Education for use by visually handicapped children.

The number of districts participating in programs for the educable mentally handicapped and the physically handicapped increased from 23 and four, respectively, in 1959-60, to 30 and five, respectively, in 1961-62. The increase in the number of districts participating in the program for the mentally handicapped is due to the establishment of new programs in rural areas. The increase in the programs for the physically handicapped is due to the establishment of new programs in the larger cities.

The number of districts participating in speech correction has decreased from 29 to 26. This decrease has resulted from combining of small districts into single large districts and

to the difficulty of some small school districts to hire and retain speech correctionists.

The number of districts participating in home/hospital programs has decreased from 61 to 55. Again this is explained by the reduction in total number of school districts and by the adding of new classes for the physically handicapped. The total number of children provided home/hospital teaching was 491 in 1959-60; 505 in 1960-61; and 496 in 1961-62.

The special education appropriation increased from \$470,000 in 1969-60, of the last biennium, to \$650,000 and \$800,000 for the school years 1960-61 and 1961-62, respectively. The legislature appropriated \$1,200,000 for 1962-63.

### The Trainable Mentally Retarded

In the fall of 1960, programs for trainable mentally retarded were introduced in five school districts. Six districts participated in 1961-62 and 80 children were served. The legislature appropriated \$50,000 for this program each year.

During this experimental time representatives of the Colorado Departments of Education, Health, Institutions, Rehabilitation, and Welfare studied the total problem and at the close of the biennium recommended the creation of strategically placed regional community centers for the mentally retarded. Civilian, lay and professional advisors supported this recommendation, but counseled continuing in public schools the introductory programs for the trainable mentally retarded.

### Education in Public Institutions

Colorado statutes make the State Board of Education responsible for supervising the educational programs in all public residential institutions housing children.

Colorado's public institutions are composed of six groups with the indicated approximate populations: Adult correction (2,200), youth correction (500), neglected and rejected youth (100), mentally retarded (1,800), mentally ill (6,500), and hearing and vision handicapped (225). Except for a very few sentenced to long terms, a few irreversibly psychotic adults, and the seriously mentally retarded, all will be released from the custodial institutions. All of the deaf and blind will leave. About 5,000 more persons are currently under some type of parole supervision or convalescent leave. Thus, between 16,000 and 20,000 persons are involved in the public institutions.

All of the institutions are designed to educate the individual to assist him to make the most adequate adjustment possible within whatever society he lives.

Vocational education offerings at the penitentiary and reformatory have improved. Where three years ago there were no programs offering formal planned training, each institution now provides for training in a dozen areas and about 500 men are taught annually by a staff of 20 qualified instructors.

The educational program at the State School for the Deaf and the Blind has not materially changed for some years.

**Juvenile Parole.** The statutes require that a member of the Department of Education serve on the Juvenile Parole Board. Within the biennium 1,922 children's histories and problems were studied, 1,095 children were placed under after-care, and 507 discharged from parole because their situations were so stabilized that they no longer needed supervision, they reached the statutory age for discharge, or they were committed to an adult institution.

## Guidance and Counseling Programs

### Guidance and Counseling Services

The use of guidance and counseling services steadily increased in the state during the biennium. Significant stimulation of these services resulted from the use of federal funds provided under Title V-A of the National Defense Education Act.

By the end of the school year 1961-62, 91 percent of Colorado high school students were enrolled in schools having counselors and 85 percent were enrolled in schools using *qualified* counselors. Had the services of counselors been evenly distributed, there would have been one counselor for every 358 high school students, compared to one for every 426 students in 1959-60. The commonly accepted standard over the nation is one counselor for each 250 to 300 students.

Not all counselors were qualified, although qualified counselors carried a greater proportion of the counseling load than in 1959-60. In that year, it was estimated that 54 percent of counseling assignment in the state was carried by qualified counselors, while 70 percent was carried by them in 1961-62. This increase was in spite of the raising of qualifications during that period.

Counseling services were still unevenly distributed among the schools of the State. These services were somewhat limited to schools in the more populous communities. Ninety-eight percent of students in districts with a secondary enrollment of 5,000 or more were served by qualified counselors, and 82 percent in districts enrolling 300 to 5,000. At the same time, only 22 percent in districts with a smaller enrollment had qualified counselors available.

The number of secondary school districts having counselors had increased from 94 to 118 during the period. There were 82 districts without counselors.

Better use is now being made of qualified counselors than was the case two years ago. At that time, 59 percent were assigned to counseling half time or more; in 1961-62, 75 percent were so assigned.

During the 1961-62 school year, Colorado districts reported spending \$2,884,816 on the salaries of secondary school counselors, contrasted with \$1,097,136 in 1959-60. While, of course, some of this increase is due to rising educational costs including inflation, much of it is due to the use of more and better qualified counselors.

Besides services contributed by qualified counselors, attention was given to other aspects of the program. In a number of the new high schools opened during the biennium, adequate office space, efficiently arranged, was provided.

One of the best evidences of the general raising of standards for guidance services, and of the acceptance of these services by teaching staffs, was in the number of schools which met standards outlined in the Colorado State Plan for Guidance, Counseling and Testing, under Title V-A of the National Defense Education Act.

**Title V-A, Guidance and Counseling.** As previously indicated, the use of Title V-A NDEA funds and standards greatly stimulated the provision of guidance, counseling and testing services in the state during the biennium. Twenty-nine districts participated during 1959-60; 59 participated in 1961-62. These 59 districts used a total of 365 qualified counselors with time assigned to counseling equal to that of 273 full-time counselors. In 1959-60, 217 qualified counselors were used in participating dis-

tricts, with counseling assignments equal to that of 128 full-time counselors.

Approximately 62 percent of the high school students of the state were enrolled in Title V-A schools in 1961-62, as contrasted with 46 percent in 1959-60. Eighty-eight percent of the assigned time of qualified counselors in Colorado was in participating schools.

Of the total amount spent for the salaries of qualified counselors in the State, \$1,790,676, or 88 percent, was in Title V-A schools. The minimum average salary paid in any participating district was \$4,311, the maximum was \$7,586, and the average salary was \$6,564.

State Plan, Title V-A standards are encouraging the use of qualified counselors and promoting the interest of school counselors in becoming qualified. The counselor-pupil ratio for the use of qualified counselors, in participating districts in 1961-62, was one counselor to each 364 students. In 1959-60, this ratio was one counselor to each 487 students. The same ratio for all secondary schools in Colorado, 1961-62, (*qualified* counselors) was one counselor to each 515 students.



### Secondary School Counseling Services 1961-62

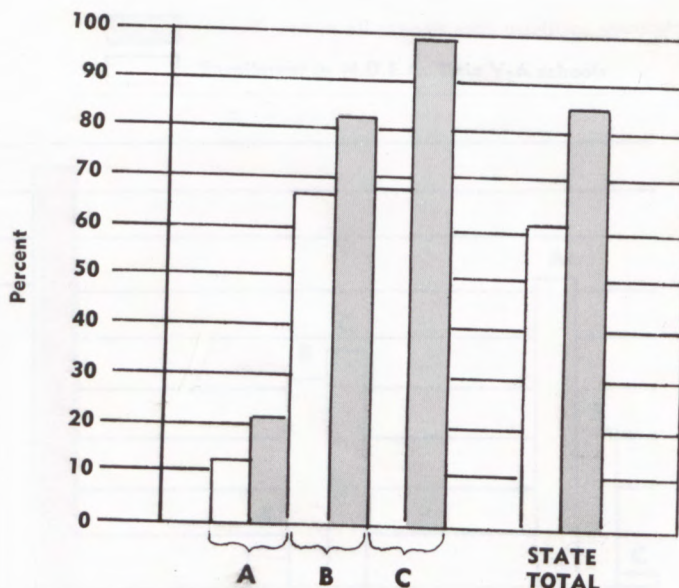
#### SECONDARY ENROLLMENT OF DISTRICT

A—1-299

B—300-4,999

C—5,000 and Over

 Enrolled in N.D.E.A. Title V-A schools  
 Enrolled in all schools with qualified counselors



NOTE: "A" districts have 8.6% of state's secondary school enrollment.  
 "B" districts have 42.1% of state's secondary school enrollment.  
 "C" districts have 49.3% of state's secondary school enrollment.

**The Use of Tests.** The use of standardized tests continues to be a well-established practice in Colorado. These tests are being used for guidance purposes and in the study of instructional accomplishment. There has been an increase in the tendency to use a sequential pattern of testing in grades seven, nine and eleven. Predominate usages continue to be made of measures of scholastic aptitude and of achievement.

The use of the new test scoring machine (I.B.M. 9902) got well underway during the biennium. Use was made of electronic data processing machines in another Colorado state department to make possible rather complete reporting of test results to schools. Some delay was experienced during 1960-61 in scoring and reporting, but the next year scheduled dates were regularly met.

The costs of test scoring and reporting were recorded and analyzed each year. Costs varied from about 15 cents to approximately 30 cents per pupil per test, depending on the type of test. These costs were from a third to a half what they would have been if service had been purchased from commercial sources.

Although a few of the larger districts used equipment of their own or commercial scoring, wide use was made of the State Department of Education's test scoring service. Altogether, 137,263 individual pupil tests were scored and reported during the two-year period.

During the biennium, the Division of Guidance Services revised the Colorado Cumulative Record Form. The revised form made it possible to match results being supplied by the state test scoring and reporting service with the I.B.M. form, reducing clerical labor. The development of data processing methods for reporting test results greatly reduced clerical activities previously performed by counselors or other members of teaching staffs. Scoring is now done automatically and results reported on gumback labels which reduces copying and chances for error.

A series of workshops related to testing problems was conducted in the spring of 1962. Emphasis was on interpretation of test results.

During the biennium a score reporting scale was developed so that results can be reported showing both relative standing and growth. Strengths and weaknesses can be more readily identified.

## *Teacher and School Standards*

### **Certification of Teachers**

The teacher's certificate is a *license* to teach, and certifies that in the eyes of the state the holder thereof is competent to perform his duties—that he has completed the required level of educational preparation, and that he has completed the specialized training program and experience requirement for the particular profession or skill.

Teacher certification may be defined as a legal function of state government designed to recognize in individuals competence to teach or to perform other prescribed educational services. Stated negatively, it is a process by which incompetent persons are excluded from the classroom, thereby preserving the rights of pupils, parents, the community and society, and the taxpayers. While teacher certification may be identified as a separate function of state government, it is an integral part of a trio of important educational services, which also includes teacher education and accreditation.

**The Teacher Certification Act of 1961.** The Teacher Certification Act of 1961, which became effective on April 19, 1961, centralized the certification authority in the State Board of Education. It sets the bachelor's degree as the lowest level of preparation for any regular certificate. It bases certification upon the completion of an approved program of teacher education in an accredited college or university and the recommendation for certification by the preparing institution. The act reduced the number of separately-named certificates from 30 to five. It provides for the endorsement of certificates to show the grade level and the subject or other educational specialization completed by the teacher without limiting his services only to those grades, subjects, or areas endorsed on the certificate. While permitting the issuance of sub-standard Letters of Authorization for emergency teachers and recognized experts, the number of issuances to any one person is limited by statute to four. In another provision in the act, certificates are authorized to be issued to special service personnel, i.e., school nurses, school social workers, speech therapists, school psychologists, and school librarians, though the holding of such certificate is not mandatory *in all cases*.

Among the most significant provisions of The Teacher Certification Act of 1961, is the provision for the periodic review of all teacher education programs offered by collegiate insti-



tutions in Colorado by the State Board of Education following visits to the institutions by the State Board of Teacher Certification. The act also includes orderly procedures for the denial, annulment, suspension, and revocation of certificates for cause. The act exempts from the requirement that there must be certificated teachers in private and parochial schools, in junior and senior colleges, and in adult education programs conducted by public school districts.

**Administrative Procedures.** The adoption of The Certification Act of 1961 has enabled the Division of Teacher Education and Certification to institute a number of new procedures. Data on every public school teacher in the State is now available on IBM cards. Application forms and supporting documents are now micro-filmed annually. Uniform fees have enabled the Division to eliminate a time-consuming exchange of correspondence necessary under the old law.

### Profiles of Colorado Teachers

An analysis was made of the personnel records of the certificated personnel in Colorado public schools at the opening of the 1961-62 school year. During this year, 19,252 certificated personnel were employed in Colorado public schools, 17,804 as teachers, 1,448 as administrators. Persons identified as working in elementary schools totaled 9,718; in junior high schools, 3,457; in senior high schools, 4,412.

The number of men teaching in the elementary schools of Colorado totaled 1,575; while the number of women teaching in the elementary schools totaled 8,143. Percentage-wise, 16.2 percent of Colorado's elementary teachers were men, whereas 83.8 percent were women. In Colorado's junior high schools, 1,805, or 52.5 percent of the teachers were men; whereas 1,652, or 47.8 percent, were women. Comparable figures for Colorado's senior high schools were 2,675, or 60.6 percent men; 1,737, or 39.4 percent women. Of the men teaching in Colorado, excluding Denver, 3,955 were married; 882 were unmarried. Of the women teaching in Colorado, excluding Denver, 7,398 were married; 3,051 were unmarried.

The average age of all Colorado teachers and administrators was 39 years. The average teacher had nine years of teaching experience excluding the then current school year, and had served in his present school district for five years. The average administrator had 18 years of educational experience and had served in his

present district for 11 years. The average salary for all Colorado teachers and administrators for the year was \$5,502.

Colorado public school teachers were assigned to grade levels or positions as follows:

Position	No. Teachers
Pre-School .....	13
Kindergarten .....	543
First Grade .....	1405
Second Grade .....	1286
Third Grade .....	1194
Fourth Grade .....	1105
Fifth Grade .....	1025
Sixth Grade .....	997
Seventh Grade .....	107
Eighth Grade .....	76
Combination Grades .....	812
One Room School .....	67
Elementary Art .....	63
Elementary Music .....	348
Elementary Physical Education .....	345
Elementary Special Education .....	211
Junior High School .....	3358
Senior High School .....	4233
Secondary Special Education .....	54
Elementary School Librarian .....	120
Junior High School Librarian .....	46
Senior High School Librarian .....	55
Librarian, all levels .....	7
Junior High School Counselor .....	53
Senior High School Counselor .....	70
Counselor, all levels .....	16
School Nurse .....	8*
Other .....	184

\*Non-Certificated Nurses not reported.

Colorado public school administrators held positions as follows:

Position	No. Administrators
Superintendent .....	195
Assistant Superintendent .....	42
Director of Instruction .....	11
Elementary Supervisor .....	17
Secondary Supervisor .....	9
Special Area Supervisor .....	76
Business Manager .....	5
Director of Transportation .....	2
School Lunch Director .....	3
Curriculum Director .....	13
Elementary Principal .....	443
Junior High School Principal .....	109
Senior High School Principal .....	146
Assistant Principal .....	105
Coordinator .....	96
Director of Guidance .....	24
Dean of Girls .....	55
Dean of Boys .....	29
Attendance Officers .....	4
Director, Health Services .....	3
Other .....	60

The titles of certificates held by Colorado

public school teachers and administrators during the 1961-62 school year were as follows:

(Old Law)	
Title of Certificate	No. in Use
Graduate Life	4472
Graduate Temporary	5550
Elementary Life	58
Elementary Temporary	124
Pre-Graduate Permit	6
Special Temporary for Art	1
Special Temporary for Music	6
Special Temporary for Home Economics	1
Special Temporary for Physical Education	1
Special Life for Music	10
Special Life for Industrial Arts	1
Honorary Life	8
Non-Renew. Elementary Temporary	342
School Nurse-Teacher	14
School Psychologist	16
Speech Correctionist	35
Special Education Mentally Retarded	59
Special Education Physically Handicapped	1
Special Education Aurally Handicapped	8
Superintendent	146
Secondary Principal	93
Elementary Principal	98
Life Degree (State College)	4815
Life sub-degree (State College)	240
County Certificate	8
First-Class District	32

(New Law)	
Title of Certificate	No. in Use
Graduate Teacher (A-1)	2561
Non-Graduate Teacher (A-2)	30
Teacher by Examination (A-3)	0
Professional Teacher (B)	192
Vocational Teacher (C)	9
Superintendent (D-1)	23
Secondary Principal (D-2)	22
Elementary Principal (D-2)	23
School Nurse (E-1)	2
Social Worker (E-2)	0
Speech Therapist (E-3)	5
School Psychologist (E-4)	1
School Librarian (E-5)	2
L/A Recognized Expert (I)	3
L/A Special Teacher (II)	0
L/A Intermediate Teacher (III)	0
L/A Emergency Teacher (IV)	244

During the same year the highest degrees held by Colorado teachers and administrators are reported in the following table:

Highest Degree	Elementary Teachers	Junior H.S. Teachers	Senior H.S. Teachers
None	609	30	33
A 2-year degree	219	11	4
Bachelor's degree	7,423	2,532	2,755
Master's degree	1,432	872	1,595
Doctor's degree	3	4	19
Other degree	32	9	6

Expressed as percents, 91.5 percent of Colorado elementary school teachers held bachelors or higher degrees; 98.8 percent of

Colorado junior high school teachers held bachelor's or higher degrees; 99.2 percent of Colorado senior high school teachers held bachelor's or higher degrees; 94.9 percent of all Colorado teachers in the public schools held bachelor's or higher degrees based on data supplied at the opening of the school term.

A count was taken of teachers who were 60 years of age and 249 were enumerated; 166 teachers were in their 61st year of age; 197 in their 62nd year; 123 teachers in their 63rd year; 166 in their 64th year; 115 in their 65th year; and 254 teachers were 66 years of age or over, for a total of 1,205 teachers who were 60 years of age or older. This includes 6.7 percent of all Colorado teachers.

During the period July 1, 1961, through June 30, 1962, the volume of certificates issued was as follows:

Type of Certificate	Number
Type A, Teacher Certificate, Plan 1	4,925
Type A, Teacher Certificate, Plan 2	48
Type A, Teacher Certificate, Plan 3	1
Type B, Professional Teacher Certificate	376
Type C, Vocational Teacher Certificate	16
Type D, School Administrator Certificate	191
Type E, School Nurse	13
Type E, Social Worker	15
Type E, Speech Therapist	10
Type E, School Psychologist	3
Type E, School Librarian	2
Type I-IV, Letters of Authorization	358
Duplicates	110
Total	6,068

Fees collected during the same period and deposited with the Department of Revenue to the benefit of the State's General Fund (Pursuant to Chapter 238, *Session Laws of Colorado*, 1961) totaled \$30,897.35.

### Approval and Accreditation

The approval and accreditation program is designed to assist schools in the maintenance of high educational standards and the continuing improvement of educational programs. During the past two years marked improvements have been made in the qualifications of teachers and the quality of instruction. Noteworthy gains have also been made in the breadth of the educational programs offered, in the adequacy of instructional equipment and materials used and, particularly, in the development of school libraries.

The minimum standards, criteria, and procedures for this program are developed by the Division of Approval and Accreditation in cooperation with other members of the State

Department of Education and the Advisory Committee on Approval and Accreditation. They are established by the State Board of Education. Both approval and accreditation of schools are based on annual and special reports from and visits to the schools.

All school districts are required to meet the minimum standards set forth for legal approval. However, school districts become accredited on a voluntary basis. Schools desiring accreditation must request a review of their programs in the light of the criteria for accredited schools. The school district must first undertake a comprehensive self-evaluation, the results of which are reviewed by a visiting committee composed of representatives of the State Department of Education, the public schools, and the colleges. A report including a recommendation is made by the visiting committee to the Advisory Committee on Approval and Accreditation, which, in turn, makes a recommendation to the State Board of Education for the classification of the school district.

The staff of the Division of Approval and Accreditation attempts to visit annually as many schools as possible and plans to visit each school district in the State at least once every other year. This is done partly because of the recognition that annual reports alone are not adequate for evaluation purposes, but more particularly because it is during the visits to the schools that the consultants can be of the greatest assistance to the improvement of the educational program.

At the end of the biennium there were 154 unified school districts, 14 county and union high school districts, two special public schools, and 24 non-public schools accredited by the State Department of Education. These school districts, or individual schools, had met or exceeded the criteria set forth for accredited schools.

There were also at the close of the biennium, 22 unified public school districts and one union high school district in the state which were not accredited, but which met the minimum standards for legal approval. During the biennium the rural elementary school districts were not included in the accreditation program and, therefore, were merely considered to be legally

approved schools. In addition, there were a number of non-public schools which were not classified.

Although the approval and accreditation of elementary schools was begun on a small scale several years ago, it was during the last two years that the program of approval and accreditation was almost completely changed to one in which only unified districts offering programs from kindergarten or the first grade through the twelfth grade were classified.

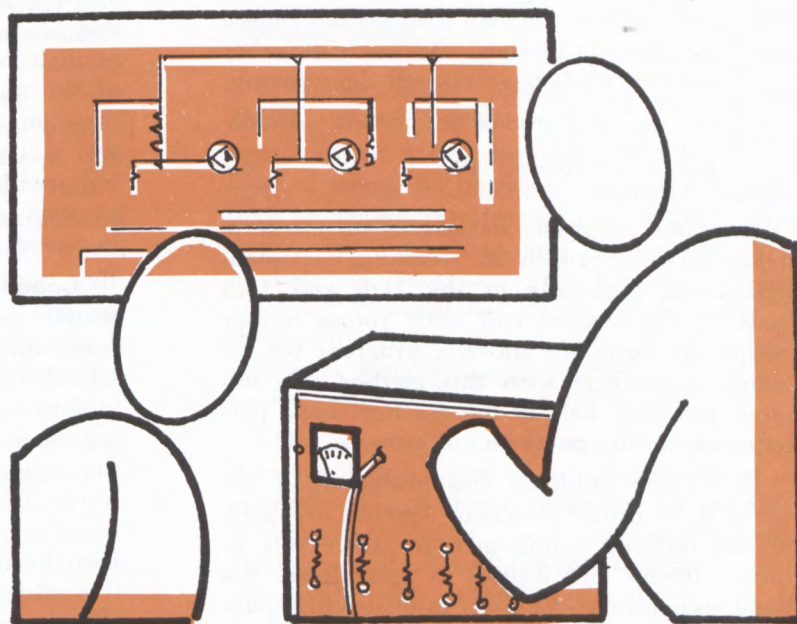
**Accredited and Non-accredited (Approved) Schools 1961-62**

Status and Organization	Number of Districts
<b>A. Accredited Public School Districts*</b>	
Unified districts .....	154
County and union high school districts ..	13
School for Deaf and Blind and the CSC laboratory schools .....	2
<b>Total Accredited Public School Districts</b>	<b>169</b>
<b>B. Non-accredited (Approved) Public School Districts*</b>	
Unified districts .....	22
Union high school district.....	1
<b>Total Non-Accredited (Approved) Public School Districts</b>	<b>23</b>
<b>C. Accredited Non-public Schools</b>	<b>24</b>

\*Standards, criteria, and procedures will be found in the manual, *Approval and Accreditation of Colorado Schools*, State Department of Education, 1962.

Long-range plans developed during the biennium call for a continuous process of improvement of standards, criteria, and procedures so that teaching-learning process in Colorado schools will develop in line with that which is deemed to be the best practice and which is indicated as desirable by educational research.

The attention of educational leaders throughout the State has been called to the need for continuous development of the program; their assistance has been enlisted in this endeavor. In particular, the cooperation of the association of elementary and junior high school principals has been solicited. With their assistance, committees have been organized for the purpose of developing more comprehensive standards and criteria for evaluating elementary and junior high schools.



## Vocational Education

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Vocational Education, as an integral part of the total educational program, has an essential role in maintaining and increasing the efficiency in production, distribution, and consumption by our people, and, as a consequence, the safety and welfare of our nation. It is a part of a well-rounded program of studies aimed at developing competent workers who should also be competent economically, socially, emotionally, physically, intellectually, spiritually, and in a civic sense.

To be effective, vocational education programs serving youth and adults, beginners and experienced workers, must constantly be adjusted to the demands of this technological age and to the changing social and economic order.

The Colorado program of vocational education encompasses the secondary schools, junior colleges, municipalities, industry, community and state groups and organizations, state insti-

tutions, and other facilities and agencies where vocational training can make an effective contribution. The program is usually sponsored through local public educational agencies.

The program of vocational education has traditionally been a cooperative endeavor which has enlisted financial support from the local school district, the state and the federal levels. The commonly recognized areas in which vocational programs are helping to serve the needs of Colorado are (1) agricultural education, (2) distributive education, (3) homemaking education, (4) technical (area vocational education), and (5) trade and industrial education.

### Agricultural Education

Vocational Agricultural Education is a program of less than college grade conducted by public educational agencies. It is a program of practical instruction in agricultural science and

farm mechanics for all persons who are engaged in farming or who are preparing to enter the vocation of farming.

The number of vocational agriculture departments has been relatively stable, although the reorganization of school districts has caused some departments to close and, in turn, other reorganized districts have opened departments.

No. of Vocational	1959-60	1960-61	1961-62
Agriculture Departments	69	66	66
All-day Enrollments	2304	2101	2242

Increased emphasis was placed on the farm management approach to teaching vocational agriculture, especially at the 11th and 12th grade in day classes and with young farmer groups. An inservice training program for acquainting teachers with this method was initiated and over half of the teachers have participated in this program.

Continued emphasis was placed upon the role of the Future Farmers of America organization in training young men for their role as future citizens and leaders in agriculture. National recognition was given in leadership, public speaking and proficiency in farming to several young men from Colorado. Included was the presidency of the National FFA Association, Regional Star Farmer, Regional Safety and Farm Mechanics winners, and many chapter awards. FFA enrollment climbed to the highest in Colorado to date.

The summary below shows the number and enrollment of adult classes:

No. of Centers Providing	1959-60	1960-61	1961-62
Adult Education	34	39	38
No. of Classes Conducted	41	56	47
Total Enrollment	731	873	726

The trend has been to use more local specialists for teaching adult farmer classes, but under the supervision of the regular teacher. Three course outlines were developed that were used by these specialists. One of these successful outlines was *Farm Law*, which accounted for the increase in enrollment in 1960-61.

The institutional-on-farm training programs for veterans were terminated on July 31, 1961. The primary reason for termination was the small number of qualified veterans available making class operation impractical and economically unsound. Since 1946, approximately 8,000 veterans availed themselves of this training.

## Distributive Education

The term Distributive Education identifies a program of education whose purpose is to provide a balanced, comprehensive, instructional program covering all areas of distribution and marketing. It aids in improving techniques of distribution and develops an understanding of the social and economic responsibilities of those engaged in distribution in a free competitive society. Distributive occupations are those followed by proprietors, managers, or employees engaged primarily in marketing or merchandising goods or services.

**Cooperative Part-time Programs.** The cooperative part-time program functions within the framework of the over-all curriculum of the school. It is a cooperative enterprise, using the facilities of the school and the selected marketing, merchandising and service businesses of the community to provide training in an actual work situation for the student. The student receives pay for the time he is on the job. Distributive education subjects can be an elective subject as part of the student's general high school course. The student enrolled in this program acquires knowledge necessary for good job performance, learns to work with people and for people, learns as well as earns by supervised "on-the-job" training, and learns to assume responsibility. Management, on the other hand, obtains better new workers who have chosen distribution as their career goal, and has an opportunity to instruct their own future full-time employees in their own system. The teacher of this program, in addition to meeting the academic qualifications required for Colorado teachers, must have three years of practical sales or service experience as well as classes in vocational education.

Every individual enrolled in the cooperative part-time program has an opportunity to belong to the Distributive Education Club. It is an organization dedicated to the purpose of providing a professional organization for young people who are interested in careers in distribution.

Partial objectives of the club are to develop leadership, to provide intelligent choice of occupations in distribution, to develop a feeling of responsibility to society, to develop high ethical standards in business, and to develop an appreciation and lasting interest in continued study for the job.

The enrollment in cooperative part-time programs in 1960-61 was 536; in 1961-62 enrollment was 549.

**Adult Program.** The adult classes were offered through the local public high schools or junior colleges. Enrollment in these classes was made up of individuals 16 years or older who were employed in a retail, wholesale or service establishment or who were temporarily out of work. These distributive education adult classes met in centrally located, easily accessible locations. Some typical examples of classes were: for management and executives—human relations, how to supervise an employee, job instruction training; for sales people—fundamentals of selling merchandise information and commercial interior decorating; for service personnel—window display, wholesaling, waitress training and credit operations. The instructors for these programs were merchants or executives recognized as authorities in the areas in which they instructed.

Enrollment in the adult program in 1960-61 was 7,665; in 1961-62 enrollment increased to 7,771.

### Homemaking Education

Vocational Homemaking in the public schools includes the programs offered in the high school (grades 9-12), for out-of-school youth, and for adults. Its purpose is to help youth and adults assume the responsibilities and carry out the activities of family living at home and in the community.

**High School Program.** The high school program is designed to accomplish the above purposes and includes consideration of problems of today's living through directed study, laboratory lessons, group discussions, field trips and an organized home experience program.

Through study and working with small children, such as in play schools, pupils gain an understanding of the physical, social, and emotional development of little children. At the same time, they better understand their own reactions. Students learn how to buy food wisely and to prepare well-balanced and economical meals. Training is provided in good buying practices for spending the personal and family dollar for clothes, furnishings, equipment, as well as for the development of skills in making and repairing clothes, and using and taking care of equipment. Special emphasis is given to development of management practices—the decision-making aspect of homemaking.

Enrichment courses of family living, semester courses emphasizing at least two major areas of homemaking, classes for college-bound students, and courses designed as pre-employ-

ment homemaking education are also encouraged.

	1960-61	1961-62
Number of secondary schools offering vocational homemaking.....	114	118
Number of vocational teachers working in vocational homemaking programs.....	126	130
Enrollment in high school vocational homemaking programs.....	6,814	7,691

Through many means the homemaking teacher knows her community and can help pupils adjust wisely. Pupils are led to develop a set of values for themselves which will guide their decisions, resulting in richer living experiences for themselves and members of their families. Homemaking requires the development of fundamental practices necessary to think critically, to communicate ideas, to solve problems using scientific methods and to have consideration and concern for others.

The organization of Future Homemakers of America is recognized as an integral part of the educational experience of many homemaking students in Colorado. This organization provides an opportunity for adolescents to learn to work effectively with others of their own age for better home and family life. Homemaking teachers have the responsibility for interpreting the FHA program with the total program of homemaking.

Current projects of Future Homemakers relate to better understanding of our neighbors abroad, preparation for marriage, and action for citizenship.

	1960-61	1961-62
Number of schools with FHA chapters.....	90	93
Number of FHA members.....	2,579	2,755

Inservice training of high school and adult teachers was provided through an annual June workshop, district and area meetings for all teachers during the biennium.

Curriculum materials developed during the biennium included: *Homemaking Education at the Junior High School Level* and *Curriculum Materials for Clothing Education*. The division began some research to implement curriculum material in housing which was cooperatively planned and sponsored by Colorado State University and the Division of Homemaking Education. The research during the past year was a *Pilot Survey of Educational Felt Needs in Housing and Furnishings in the State of Colorado*. Interview questionnaires were administered by 59 high school homemaking teachers in the State reaching 200 homemakers as prescribed by the study. One hundred ninety-four interviews were completed. The data served as a partial basis for the development of a housing

and home furnishing curriculum research bulletin for homemaking teachers.

**Adult Homemaking Education.** Because of the technological advances and the resultant changes in family living, both men and women manifest increasing interest and need for adult home economics classes each year.

In 1960-61 there were 14,096 adults, 368 of whom were men, attending 580 classes in home economics taught by 159 teachers. This included 214 junior college students enrolled in terminal classes in homemaking.

In 1961-62, 14,164 adults, 367 of whom were men attended 647 classes in home economics, taught by 168 teachers.

Area wise, parent education and clothing construction classes continued to have the highest enrollments. Home improvement ranked third. Classes in foods, home management, personality development, consumer buying, home nursing, and related arts made up most of the remainder of the program. In certain specific situations, however, homemaking of a general nature was taught.

In 1961-62, some pilot programs in adult homemaking were tried. These were geared to serve senior citizens interested in a more nutritious daily diet when preparing meals for one or two, and other older people who felt the need for more information regarding the use of art principles in their hand work; homemakers who are also employed outside the home and interested in better management of time, energy and money; citizens subsisting partially on surplus commodities who felt the need for new ideas in preparing foods; and in-service training for teachers and assistant teachers employed in nursery schools in the Denver Metropolitan Area.

Enrollments for Adult Home Economics Education  
1960-1961

Location	Male	Female	Total
Denver .....	94	8,663	8,757
Outside Denver .....	274	5,065	5,339
	368	13,728	14,096

1961-1962

Location	Male	Female	Total
Denver .....	128	8,059	8,187
Outside Denver .....	239	5,738	5,977
	367	13,797	14,164

Number of Adult Homemaking Classes

Location	1960-1961	1961-1962
Denver .....	300	298
Outside Denver .....	280	349
	580	647

Number of Teachers in the Adult Homemaking Program

1960-1961			
Location	Male	Female	Total
Denver .....	2	51	53
Outside Denver .....	17	89	106
	19	140	159

1961-1962			
Location	Male	Female	Total
Denver .....	3	51	54
Outside Denver .....	18	96	114
	21	147	168

**Area Vocational Education**

Area Vocational Education in Colorado has as its purpose the training of individuals for employment in technical occupations related to national defense, as defined in Title VIII of Public Law 85-864, better known as the National Defense Education Act.

The law also provides that Title VIII shall become Title III of the Vocational Education George-Barden Act. Public Law 85-864 was passed September 2, 1958, and was to be in operation until June 30, 1962, however, in the fall of 1961 the law was extended for an additional two-year period.

Title VIII of the law is very broad in nature as it cuts across all facets of vocational education and the money may be spent in any department of vocational education if the training is technical and is meeting national defense needs.

Classes have been conducted for post-high school groups only, although classes may be conducted for high school youth as long as they are on an area basis, and otherwise meet the purposes of the title.

The two types of classes in operation are (1) preparatory, and (2) extension. Preparatory classes are designed to train a person for entrance into an occupation. Extension classes are to advance the person in an occupation or to train for a new occupation. These classes may be conducted at any time, either day or evening, to suit the needs of the group to be trained. All classes shall be recommended by a local advisory committee appointed by the local school administration. Students enrolled shall be selected on the basis of testing and/or past work experience.

During the past two years technological preparatory classes were held in the following fields: chemical, civil, drafting design, electrical, electronics, and mechanical.

Extension classes held were as follows: assembly drafting and design, electrical, elec-

trical controls, electronics, engineering mathematics, metal processing, supervisory training, transmitters, and welding.

#### Technical Education Enrollments

	Total Enrollment	Male	Female
1960-1961 Preparatory Classes	307	307	0
1960-1961 Extension Classes	639	639	0
Total Enrollment	946	946	0
1961-1962 Preparatory Classes	746	741	5
1961-1962 Extension Classes	869	863	6
Total Enrollment	1,615	1,604	11

#### Trade and Industrial Education

Trade and Industrial Education has as its purpose the responsibility to provide industry and government with adequate skilled manpower and thus strengthen the national economy and security of our country. It is a program of practical instruction designed to equip those persons who desire to enter into employment in a trade or industrial occupation with the skills and related knowledge necessary for entry and success in their chosen occupation.

**School Program.** Vocational trade and industrial education is provided to students in public high schools and junior colleges. The day trade preparatory classes are designed to prepare persons for entrance into an occupation by providing them with the necessary skills, technical knowledge, job habits and attitudes.

Cooperative Part-time is a diversified program for high school youth in which the students work half time and attend regular high school classes half time. During the time the student is working on the job he follows a planned program of training. He receives high school credit for his work experience as well as for regular school attendance.

Summary of enrollment in day trade and cooperative programs for high school students:

	Enrollment	Male	Female
1960-61 Day Trade Preparatory	1,047	1,047	0
1961-62 Day Trade Preparatory	996	996	0
1960-61 Cooperative Programs	74	50	24
1961-62 Cooperative Programs	69	45	24

Trade and industrial programs for out-of-school youth and adults played a very important role in the total trade and industrial education program. Trade preparatory and trade extension programs were provided by high schools and junior colleges in approximately 50 different trade and industrial subjects.

Enrollment in vocational trade and industrial education classes for out-of-school youth and adults:

	Enrollment	Male	Female
1960-61 Preparatory Program	1,447	1,226	221
1961-62 Preparatory Program	1,877	1,632	245
1960-61 Extension Program	18,526	17,902	624
1961-62 Extension Program	17,720	17,274	446

The over-all enrollment was 432 less in 1961-62 than in 1960-61. This was partially the result of several high schools increasing their industrial arts programs and making industrial arts a prerequisite to entrance into trade and industrial education. This resulted in a slight decrease in trade and industrial classes. The impact of the technical education program also caused some decrease in trade preparatory enrollment.

There was a decrease in the number of out-of-school youth and adults receiving extension training, but a sizable increase in the number enrolled in preparatory classes.

**Practical Nurse Education.** Practical nurse education is a one-year program which prepares persons to nurse in limited situations and to assist professional nurses in more complex nursing situations. Graduation from an approved program is a prerequisite for taking the examination to become a licensed practical nurse. One new program was started in 1961, making a total of six communities in the State that conducted these preparatory courses, in conjunction either with a high school or with a junior college. Students receive training in the classroom and in local hospitals and other health agencies.

The Division of Trade and Industrial Education also conducted training programs for other health occupations, such as hospital nurse aides and nursing home aides, as well as extension and refresher courses for graduate practical nurses.

Enrollment in the practical nurse and other health occupation classes during the biennium are shown below:

	Enrollment	Male	Female
1960-1961	1,536	112	1,424
1961-1962	1,179	25	1,154

NOTE: Enrollment in the full-time practical nurse programs remained approximately the same for both periods. Two large programs were held at Colorado State Hospital, Pueblo, in 1960-61. These were for psychiatric nurse attendants and occupational therapy assistants. This accounts for the apparent drop in enrollments.





## Education Beyond the High School

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### *Junior Colleges*

The community junior college is designed to meet the educational needs of all the college-age youth and adults in the community in which it is located. This type of institution is governed by a local board or junior college committee. Extensive use is made of lay advisory committees for the purpose of relating college curricula to community educational needs.

Major functions of this uniquely American institution are to offer:

1. Vocational curricula for qualified non-high school graduates and high school graduates
2. Technical curricula for high school graduates
3. Adult education courses, cultural opportunities and community services

4. Accredited pre-professional and liberal arts courses.

A junior college may be organized in any area in the State where a group of interested citizens desire one. The college district boundaries can be coterminous with the boundaries of one or several school districts, one or several counties.

In order to organize a community junior college district, a petition must be signed by 500 electors residing in the area of the proposed district. The area must have an assessed valuation at the time of organization of 60 million dollars or more, and shall have a twelfth-grade population of 400 or more. The State Board of Education must approve the establishment of the institution; actual establishment then is dependent upon a favorable vote of the quali-

fied voters of the area of the proposed district.

The present financial support of the junior college is based upon a payment from the State through the Public School Foundation Act of \$300.00 per full-time-equivalent student; the remainder of the general educational costs are borne by the taxpayers of the district, and by students who pay nominal fees. Capital construction costs are borne by the taxpayers in the junior college district.

At the close of the biennium, Colorado had seven public junior colleges:

1. Lamar Junior College, Lamar
2. Mesa College, Grand Junction (Rangely College, a branch of Mesa College, will open in September 1962)
3. Northeastern Junior College, Sterling
4. Otero Junior College, La Junta
5. Pueblo College, Pueblo (Pueblo College will become a 4-year institution in September 1963)
6. Trinidad State Junior College, Trinidad
7. Fort Lewis A and M College, at Durango, receives appropriated state funds, but is governed by the State Board of Agriculture. Legislative action authorized Fort Lewis A and M College to operate on a trimester basis beginning in September 1962 and to become a four-year degree-granting institution.

One private junior college, Colorado Woman's College, Denver, became a 4-year college in September 1961.

Enrollment in the six public junior colleges (excluding Fort Lewis A and M) has increased 31.85 percent since the last report. The total number of equivalent full-time students was 3,262 during the 1959-60 school year, the end of the previous biennium. The 1961-62 full-time student enrollment was 4,301.

In 1959-60 the full-time equivalent instructional staff was 240 persons in instruction, student services, general administration and library service. In 1961-62 the number of instructional staff members in these same institutions was 293, an increase of 22 percent.

Junior college education in Colorado has developed services of a community and regional nature in the following areas:

1. Lower Division Liberal Arts. This includes humanities, social sciences, mathematics, the sciences, and social and physical development which will transfer to institutions of higher education toward the completion of a baccalaureate or higher degree. Many students in Colorado junior colleges qualify for an associate degree after two years of study.

2. Vocational and Technical Education. This includes one or two-year programs of vocational education and two-year curricula in technical education. The major emphasis is upon qualification for immediate employment in a technical or semi-professional field of endeavor. For the two-year programs of technical education, every junior college in Colorado requires a substantial portion of the educational program to be in the general or liberal education areas.

3. General Education. This offers a terminal type of learning experience for those who desire cultural and social competence.

4. Community Service Education. This is provided in varying lengths of time and objective. Examples include: (a) programs of adult education—formal classes in the day and evening for employed adults and housewives; (b) lecture and forum programs and series on social, cultural and professional topics; (c) recreational and hobby activities for adults which provide competencies in the more worthy use of leisure time; and (d) cultural and aesthetic educational programs of a creative nature in the fields of literature, music, art, philosophy and psychology.

Three of the existing junior colleges in Colorado are accredited by the North Central Association of Colleges and Secondary Schools.

In January 1962, the Division of Education Beyond High School was placed under the direct supervision of the Commissioner of Education. The staff was enlarged to include a Director of the Division, a Consultant in Junior Colleges, a Section Head for Adult Education, and a Consultant for Civil Defense Adult Education.

Development of curricula and instructional methodology specifically for the community junior college is a continuous process. Cooperative endeavors for the orderly development of potential junior college districts and programs of education within these institutions during the next biennium can provide educational diversity, stability, and efficiency to junior college education in Colorado.

## *Adult Education*

During the biennium educators throughout Colorado became more aware that education for adults is a very important part of a complete educational program within the public schools.

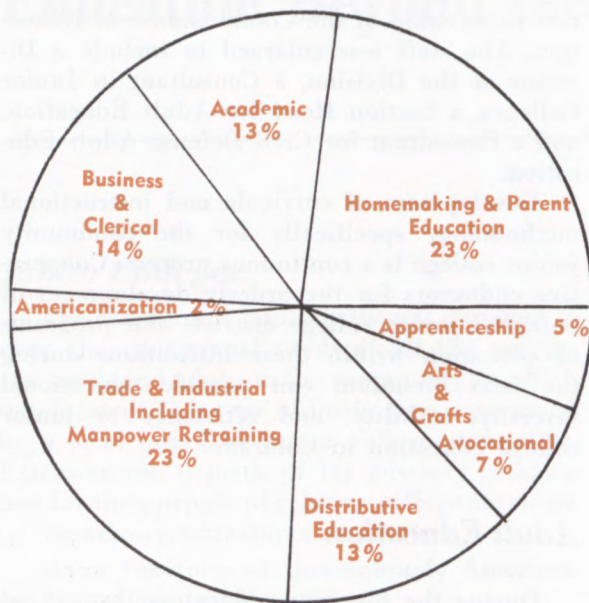
During the past school year (1961-62) adult education was included in the programs of some 70 public schools and junior colleges. More

than 80,000 adult citizens availed themselves of the many opportunities to satisfy, at least in part, a need or desire for additional education.

Adult education programs in the State vary in size and scope to meet needs peculiar to various local communities. The programs range in size from the limited programs of one or two courses offered in the smaller communities to the hundreds of courses included in the program in Denver's Emily Griffith Opportunity School. The offerings are included in such broad areas as vocational and technical training for job competency, courses for housewives and parents in parent education and home and family living, academic courses for personal growth and satisfaction and sometimes leading to high school completion, avocational courses also for personal satisfaction and leading to a better use of leisure time, and many other courses to bring about increased knowledge and understanding of our culture, the world in general, its people and its problems.

The graph indicates the various kinds of courses offered adults by the public schools and junior colleges in the state.

**Types of Courses Offered  
in Adult Education Program**



Adult education is growing and coming into its own as an integral part of a more complete educational system for our people. Full-time leadership is now being provided by the State Department of Education to provide guidance, direction, resources, and direct assistance in building adult education in the state.

### **Higher Education**

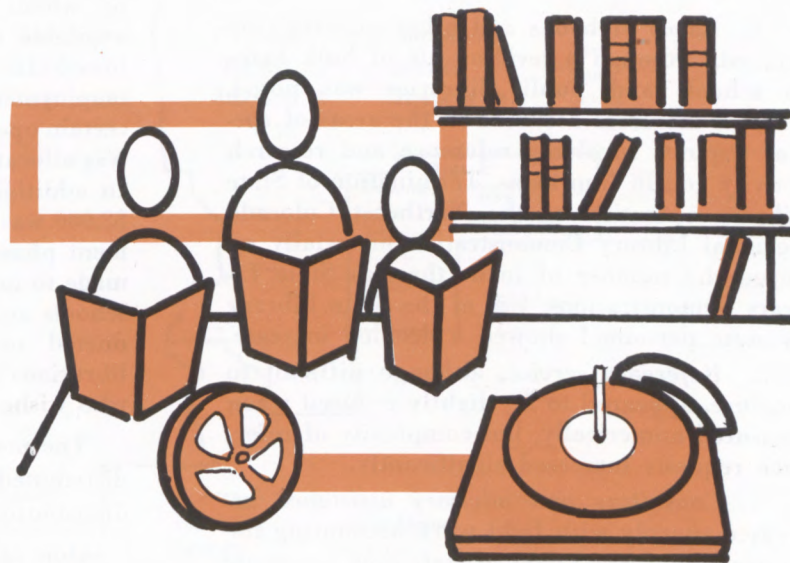
The opportunity for education beyond the high school level in Colorado is provided by six state-supported four-year colleges and universities, seven public junior colleges, and five private and endowed four-year colleges and universities.

Enrollments in Colorado's 18 collegiate institutions grew by 14,000 students from 1951 through 1961, an increase of 53.3 percent. Junior college enrollment increased 238 percent, public senior college and university enrollment increased 85 percent, enrollment in private institutions showed a loss of 14 percent.

About 8,000 of the 1970 college-bound high school graduates will be from the Denver-Metropolitan Area. During the current decade the area will graduate 120,000 young people, one-half of the state's total for the decade. At least 60,000 of these can be expected to enroll in collegiate institutions.

During the '60's about 85,000 Colorado young people will enter the labor market without the benefit of a high school diploma. An additional 113,000 will have completed the twelfth grade. This means that diverse educational opportunity should be provided for approximately 200,000 young people during the current decade. The major gap in post-high school educational opportunities in Colorado is in terminal-vocational and terminal-technical programs as typically offered in junior colleges.

The six state-supported four-year colleges and universities in Colorado are continuing to grow in enrollments. This trend will increase during the next biennium.



## School and Public Libraries

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Libraries, whatever their fields of endeavor, share a common stock-in-trade, have one main function, and aim for a common goal.

Their *stock-in-trade* is the whole body of man's recorded ideas as set down in books, pictures, recordings, tapes, films, and all of the many ways in which they have been chronicled. The primary *function* of libraries is to collect and organize these recorded efforts of the mind, and to make them available to people through a variety of situations and activities designed to facilitate productive contact. The over-all common *goal* of libraries everywhere is to make it possible to supply appropriate materials to anyone, at any time, at any place, and under any circumstances, insofar as this is possible.

In moving toward the main goal, libraries

have their delegated duties and responsibilities. School libraries provide certain services for which they are best fitted; public libraries meet other needs; college, university, special, and institutional libraries supply still other assistance; while state and national agencies have very special functions. It is recognized that the several kinds and levels of activities performed by these libraries must of necessity overlap to some extent in order to provide an adequate umbrella of service for all users.

### ***The State Library Program***

The State Library program is planned to: (1) augment and supplement activities of other libraries in the State; (2) provide leadership in developing new and improved ways of solving library problems; and (3) coordinate activities of the several types of Colorado libraries. Cer-

tain phases of the program have been implemented while others still await development.

The general services of the Library during the past biennium may be briefly summarized as follows:

1. *Loans* of books and other materials increased, although a leveling off of bulk loans to schools and public libraries was noted. Notable increases occurred in the areas of special requests involving reference and research activity and in film loans. Termination of State Library operation of the Northeast Colorado Regional Library Demonstration materially reduced the number of loans through State Library demonstrations. Use of the State Library by state personnel showed a decided increase.

2. *Reference service*, although difficult to measure, appeared to be slightly reduced when measured numerically, but complexity of reference requests increased significantly.

3. *Consulting and advisory assistance* increased sharply with field work accounting for an average of 357.5 days of staff time per year. An average of 251 public library visits, 72.5 school visits, and 75 other visits were made per year during the biennium, as compared with an average of 150, 25, and 70, respectively, for the previous biennium. As part of the counseling program an average of 90 informational bulletins, pamphlets, newsletters, and similar materials were prepared each year for distribution to various groups. Surveys were conducted for Gunnison, Longmont, Custer County, and Pitkin County.

4. *Bookmobile demonstrations* were mounted in Boulder, Douglas, Jefferson, and Mesa counties.

5. *Library organization* showed little change. Growth of the materials collection was much curtailed by severely reduced budgets in both years of the biennium. There were no increases in regular staff during the two years just past, and lack of clerical workers was a limiting factor preventing fuller development of a number of programs including audio-visual and adult education.

6. *The Council for Library Development* was created to study the entire library picture for the state and to advise the State Library and the Department of Education concerning recommended programs of development.

General services of the Library are available to public and school libraries and to other library agencies. There are some programs which are directed especially to public libraries, and some which are specifically school oriented.

The grants-in-aid program which provides funds to eligible public libraries to supplement local support, was made possible by action of the General Assembly in 1961. In 1961-62, the program operated on a \$100,000 appropriation of which approximately \$87,000 was made available for cash grants and \$13,000 was allowed for administrative expenses including employment of two new staff members and certain operational costs. Approximately \$85,000 was allocated to basic grants to public libraries. In addition to the basic grants, approximately \$2,000 was allotted to the professional improvement phase of the program. Three grants were made to individuals to attend accredited library schools and four five-day workshops were conducted to provide intensive instruction for librarians with little or no professional training who wished to up-grade their library skills.

The map on page 31 shows how funds were distributed in the State and compares their distribution with population figures.

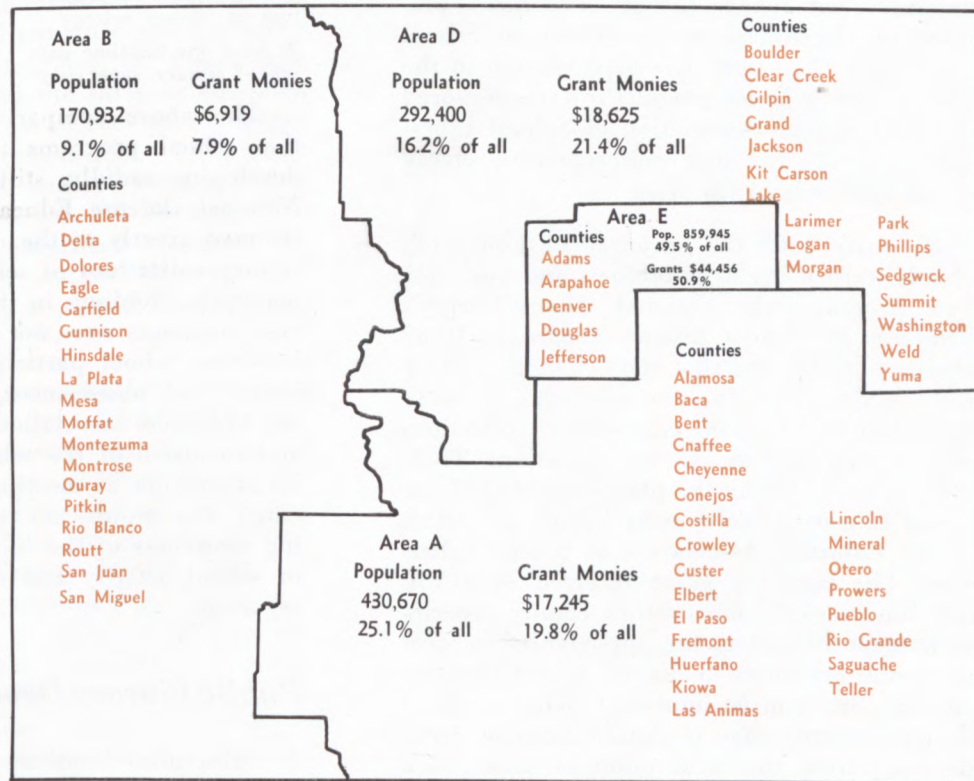
One of the primary objects of the grants program is to promote and assist in improvement of local library organization and service patterns. The enthusiastic response of local libraries during the first year indicated that the program is essential to improved library service in the State.

The Library Services Act program included the demonstration of a Western Slope Branch of the State Library to improve library service to the sparsely populated and relatively isolated regions of the western portion of the state. The demonstration, scheduled to run for three years, marks a new advance in State Library service.

Other large-scale projects included: (1) completion of the second demonstration of regional library service in March 1961, which resulted in the second locally-supported and administered regional library in the State, serving five counties in northeast Colorado; and (2) initiation and development of the Denver-Tri-County Reference Service demonstration now nearing completion. This project set up organizational machinery, provided needed materials and equipment, and supplied funds for staff to enable nine libraries in Denver and the three surrounding counties to experiment with coordinated and extended reference and materials service in the area. As a result, a permanent service has been established to be continued under local authority when the State Library withdraws federal support in December 1962.

Smaller scale activities conducted by LSA

**State Grants-in-Aid to Public Libraries—A Comparison of Distribution  
of Grant Monies and Population in Colorado in Fiscal 1961-62**



field workers included initiation of a comprehensive listing of non-fiction holdings of the libraries of the Western Slope and experimentation with centralized purchasing and processing of materials for libraries in southeast and northeast Colorado. A major achievement was the development of a county-wide library program in Arapahoe county, made possible through cooperative efforts of local interests and State Library personnel.

The biennium also saw the development and increased activity of four area library advisory committees, authorized by the State Board of Education to explore library needs in the areas they represent and to advise the Colorado Council for Library Development and the Board of Education of their findings.

Major school-oriented programs for the biennium were the comprehensive school library survey and the School Library Development Project.

In general, the State Library made substantial gains in several phases of its public library

program during the biennium. The school program progressed more slowly, primarily because of insufficient staff. Service to college and university, institutional, and special libraries, and to over government agencies remained negligible. Trends are toward increasing leadership at the state level in developing the programs of all types of libraries for optimum service; toward strengthening the coordinative and regulatory functions of the state agency; and toward redefining the areas of responsibility of the Library. The need for space, staff, and funds remain critical because of rapidly growing programs at both state and local levels, and because of the increasing importance of libraries generally in the educational pattern of Colorado and the nation.

### **School Library Development**

The 1960-62 biennium witnessed three major steps in the growth and development of Colo-

rado's school libraries: (1) the acceptance by librarians and administrators of the basic principles of good library service outlined in *Standards for School Library Programs*, prepared by the American Association of School Librarians; (2) Colorado's participation in the School Library Development Project, sponsored by the American Association of School Librarians; and (3) the first comprehensive survey of Colorado school libraries.

By early 1962 the majority of Colorado's schools were using as guidelines and goals for their programs the national school library's *Standards for School Library Programs*. Many schools were for the first time examining their philosophies regarding the library, and were beginning to develop centralized collections and/or to strengthen existing collections. Their efforts were aided by the plan submitted to the School Library Development Project of AASL by the Colorado Association of School Librarians. The resulting grant received by CASL gave librarians, administrators, county superintendents and teachers the opportunity to meet on several occasions to discuss school libraries and how they can be improved. What a school library is, and what it should become, were discussed from the local point of view. As a result many districts are guiding their efforts toward the establishment of library programs that will provide for use of all types of instructional materials (print and non-print).

During the fall of 1961 the schools cooperated with the State Library and the Division of Accreditation in completing a comprehensive library survey. Approximately 90 percent of the schools of the State participated in this first state-wide evaluation. Results indicated that: (1) Administrators are recognizing that school library programs need strengthening. (2) There is an increase in the number of centralized school library collections. (3) Approximately two-thirds of the practicing librarians have sufficient hours to qualify under state and North Central accreditation. (4) There are now five district school library supervisors in the State, whereas in 1950 there was only one. (5) In the majority of school districts, progress is the general keynote.

A sampling of survey returns provided the following comparison of Colorado's situation with recommendations made in *Standards for School Library Programs*:

National Standards	Colorado
10 books per capita	Approximately 3 books per capita

\$4-\$6 per capita for books	Approximately \$1.50 per capita for books
All librarians with adequate professional preparation in library science	Less than 2/3 of the librarians with adequate preparation in library science
At least one full-time state school library supervisor	One part-time state school library supervisor

The above comparison makes it obvious that school programs in Colorado, although developing rapidly, still have far to go. The National Defense Education Act of 1958 contributed greatly to the improvement of school library collections of science and mathematics materials. Holdings in the area of modern foreign languages were not significantly increased, however. School participation in National Library Week observances, the active program of the Colorado Association of School Librarians, and inclusion of the school library as a topic for discussion at meetings of many school-oriented state groups are indications of the growing awareness of the importance of this phase of school activity and of the many problems involved.

### Public Library Development

Substantial financial gains were noted during the biennium. For the calendar year 1961 (the most recent period for which figures are available), 105 of the 129 public libraries in the State reported a total income of \$2,762,742, an increase of 39.5 percent over income received in the calendar year 1959. Of the amount received in 1961, about \$31,000 was from state grants-in-aid, the remaining increase of approximately \$751,000 being accounted for in new library support from local sources. Local sources from which funds were received were many and varied, but 12 libraries reported new or increased income from taxes during the biennium. While support is still far below national standards, the steady rise is indicative of a healthy library attitude in the State.

Financial gains were accompanied by continued improvement in patterns of library structure and organization to provide a more effective operation with greater economy. A sampling of programs shows that: (1) Four counties initiated county-wide service, either through contracts with existing libraries or by means of new county library organization. (2) First steps were taken toward initiating multicounty service in two regions of the State. (3) A regional library was established to serve five counties in northeast Colorado. (4) Sixteen communities took action to legalize the structure of library

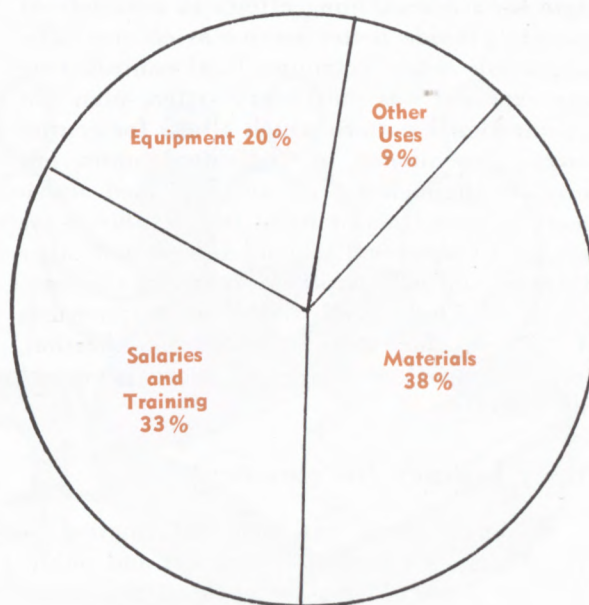
boards. (5) One city employed a library director to supervise and coordinate the activities of school, public, and college libraries in the community. (6) In the Denver Metropolitan Area an organizational structure was developed to coordinate the programs of the public libraries of Denver and the three surrounding counties in specific areas of service. (7) Eight libraries dropped borrowers fees. (8) A number of libraries weeded and reorganized collections for more effective use. (9) Several libraries participated in centralized ordering and processing procedures, and others took first steps toward providing a joint listing of holdings.

Better finances and improved organization patterns resulted in a better library service. The Denver-Tri-County Reference Service is one of the new ideas which was tried and accepted. Another new development is the expanded Northern Colorado Book Processing Center, located in the Weld County Library. This has extended centralized purchasing and cataloging services on a fee basis to libraries of three adjacent counties. Several communities, notably Custer County, Grand Junction, Gunnison, and Longmont, arranged for extensive surveys of their library programs in order to plan for more effective development in all areas of service.

Other services newly initiated or expanded include: (1) activation of numerous branches, deposit stations, and similar outlets by libraries in many parts of the state in order to make books more readily available to users; (2) experimentation with bookmobile service by four counties, with one permanent county program established and others pending; (3) development of new bookmobile services by two cities; (4) a state-wide increase in book circulation of 34 percent; and (5) an increase in hours of library service of approximately 450 per week.

A number of special public library activities should be noted. Perhaps most important of these is the new program of state grants-in-aid to public libraries. During 1961-62, the first year of the program, 66 eligible libraries applied for and received funds totaling \$87,100. Funds were spent mostly to improve materials collections, provide for more and better-paid personnel, and purchase needed equipment. A beginning was made in up-grading personnel through training grants and workshops. The following chart indicates the proportion of funds spent in the several categories by libraries throughout the State.

### State Grants-in-Aid to Public Libraries Use of Funds by Public Libraries 1961-62



Total Amount Spent \$87,100

The grants-in-aid program provided directly for improved and extended library service of many kinds. It was also a stimulating factor in encouraging reorganization of library administration and organization, and in obtaining increased local financial support.

Another special activity was the Library Services Act program now in its sixth year of providing federal aid for rural public library development. The 1960 census was responsible for changes in the eligibility of several Colorado communities, but in the main, patterns established during the first five-year period continued.

Paralleling public library growth was increased activity on the part of professional library organizations in the State. During the biennium the Colorado Library Association initiated and carried to a successful conclusion a legislative program providing state grants-in-aid for public libraries. Another CLA development was the formation of a trustees and citizens section to provide a channel for the interests of library boards and friends. Energizing of the Association was also reflected in increased activity in the Mountain-Plains Library Association and other professional groups.



In general, it may be said that developments during the two years just past indicate a definite trend on the part of public libraries in the State toward combining efforts in a variety of ways to provide better service as economically as possible while retaining local control. One way explored was the library system plan (an organizational pattern which allows for continuing independence of individual units but provides channels for certain combined activities). A second major trend is to explore ways in which public and school, college, and other libraries can best cooperate to extend the services of all. These trends reflect the major needs of libraries for more efficient organization, better financial support, and more personnel and materials.

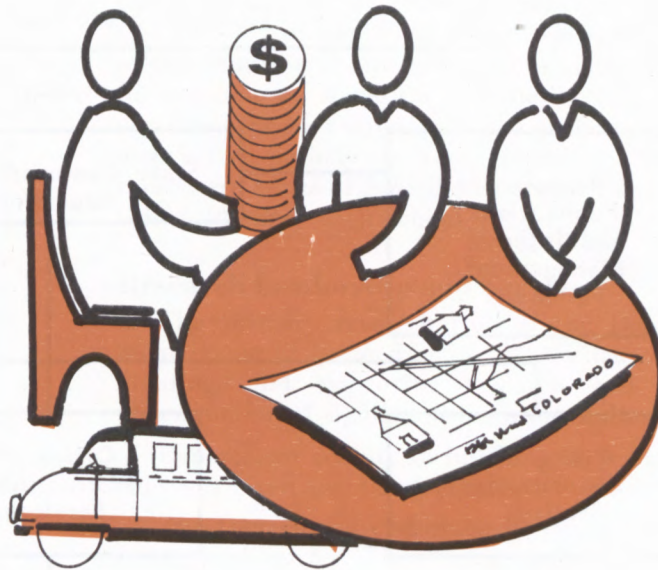
### Other Library Developments

Although more extensive information is available on the activities of school and public libraries, it should not be assumed that other types of libraries in the State are not active. College and university libraries in Colorado gave serious consideration during the biennium to new needs and opportunities created by the tremendous increase in their use by students and faculties and by many community groups, especially high school students. They studied how college libraries can coordinate their work with that of other types of libraries, and examined possibilities for speeding up handling of materials (one of the most time-consuming aspects of library work). In this connection the tax-supported state institutions of higher learning made use of a grant from the American

Library Association's Council on Library Research to explore needs in the area. The study resulted in a proposal for a plan to develop a centralized purchasing and processing center to handle materials for the libraries of the institutions, a closed-circuit teletype communications system between libraries, facilitation of interlibrary loan procedures, and mobile book delivery service to all the libraries involved.

College and university libraries are becoming increasingly aware of the new demands which will be made of them as classroom extension programs develop and on-campus enrollments increase throughout the state. Also, the vast increase in technical literature has created a need for new methods of rapid location of specific materials, especially in the research field. These problems are acute because of the special nature of the materials and services supplied by the libraries. To meet the situation, they are looking toward combining procedures for preparation and distribution of materials, to make the holdings of all the libraries more generally available, and to provide for the most effective use of professional staff.

One of the overwhelming needs in all fields of library activity in the State is additional professional personnel. Colleges and universities are recognizing their responsibilities for providing more and better trained librarians. During the biennium considerable time and attention were given to exploring ways to coordinate the training programs of the several colleges and universities; to providing for interchange of credits by these institutions; and to considering new types of programs to be offered.



## Organization, Administration and Related Activities and Services

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### *The State Department of Education*

#### **Organization and Administration**

The Colorado State Department of Education is organized to carry out the functions of leadership, service, and supervision for the schools of Colorado.

The Department's organization is shown in the chart on the following page.

Executive responsibility for administration of the Department is delegated by policy to the Commissioner of Education. Within the Department he provides over-all leadership and coordination of three major offices, each headed by an Assistant Commissioner, as follows:

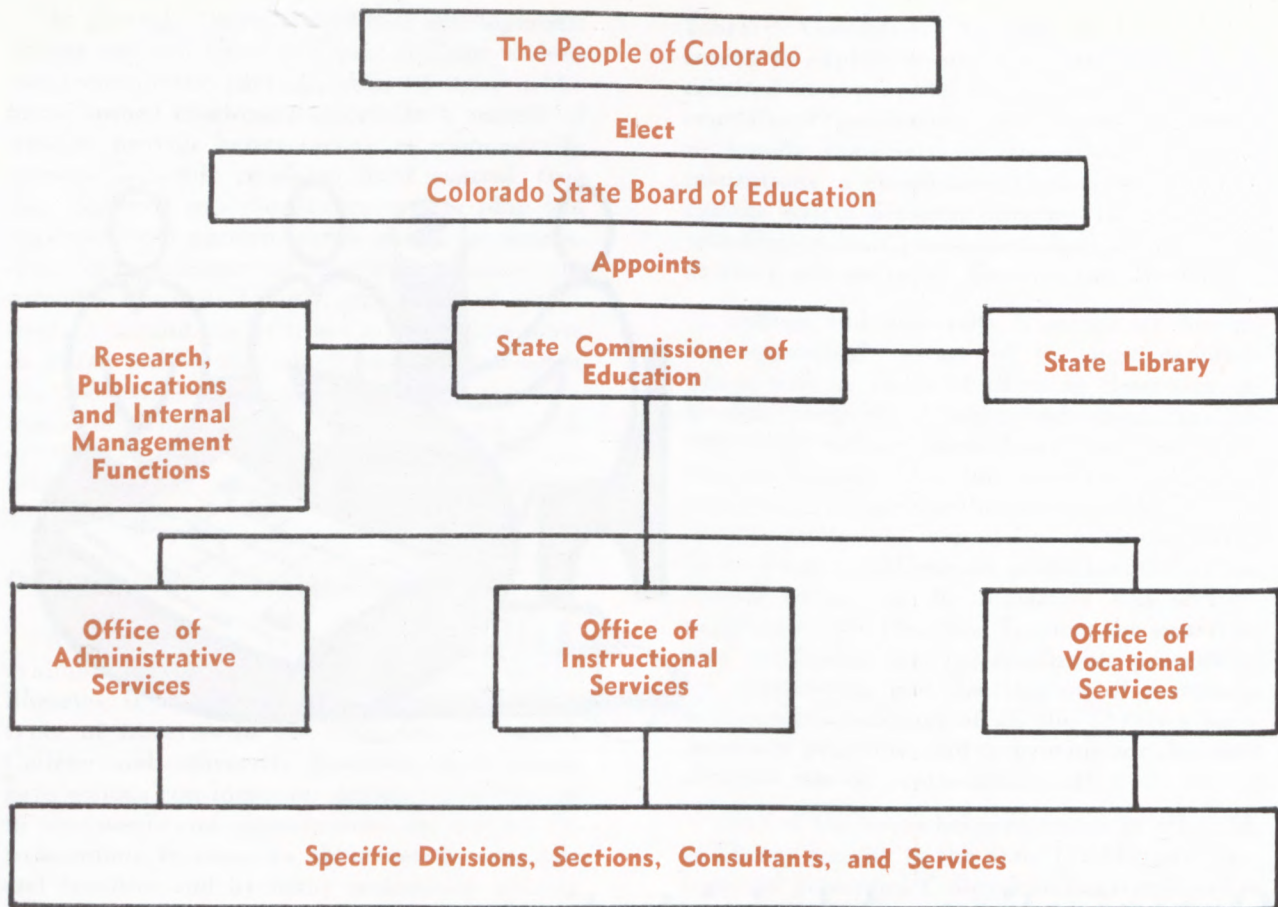
Assistant Commissioner for Administrative Services

Assistant Commissioner for Instructional Services

Assistant Commissioner for Vocational Services

**Purposes.** The general purposes of the Department are threefold:

1. To lend support and assistance to progress in public education.
2. To assure maintenance of adequate minimums.
3. To provide leadership to the public schools of the state.



**Functions.** Some major functions of the Department are to:

1. Provide leadership in planning and working for over-all improvement in instruction. This is accomplished largely through consultations, conferences, inservice improvement programs, and publications.
2. Recognize those school systems which meet accreditation standards, to identify areas where improvement is needed, and to certify qualified personnel for employment in the schools.
3. Encourage a continuous research program, pointed toward the betterment of the Department and of the public school system.
4. Establish and maintain adequate statistical and financial records.
5. Furnish statistical data or other educational information to appropriate agencies, groups and individuals.
6. Offer assistance in organizing and conducting vocational education programs for youth and adults.

7. Dispense state and federal funds available to the schools under a variety of assistance programs.

A broader and still evolving objective is that of helping public education to move forward with research and development activities in local schools. Educational progress must be achieved through partnership involving local schools, colleges, universities, and the Department of Education. Educational change and adjustment to the needs of Colorado must be a combination of leadership, effective research, appropriate change of practice, and needed modification of laws, policies, rules, and regulations. In public education no agency or group can alone achieve such changes.

Some activities and services of the Colorado State Department of Education, not described elsewhere in this report, are explained below.

### **Guidance, Counseling and Testing**

The Division of Guidance Services maintained a considerable program of assistance in

guidance, counseling and testing to school districts of the State during the biennium. This assistance was directed both to guidance and counseling and to test scoring and reporting.

An important service was in the visitation to and evaluation of guidance and counseling programs under Title V-A of the National Defense Education Act. Each spring every district making application for the first time under this title was visited and an examination made of plans for the use of counselors and of facilities and equipment available. During 1960-61, all the participating schools in each of the 49 districts were likewise visited and their provisions for guidance and counseling surveyed with some care. In 1961-62, the provisions of the 17 newly participating districts were evaluated in the same manner.

Inservice training was emphasized by regional conferences during both years. In 1960-61, 13 conferences were held on vocational guidance with a total attendance of 246 counselors and teachers. In 1961-62, two complete series of conferences were conducted. Ten were on the use of the counseling interview with an attendance of 218, and 10 centered attention on test interpretation with a total attendance of 282. In addition to these regional conferences, a state-wide conference was held each year.

A major area of activity during the two-year period was that of developing standards for counselor endorsement under the Teacher Certification Act. Two endorsements were established: the provisional, on the basis of eighteen semester hours of training; and the standard, which requires the master's degree or its equivalent.

During the biennium, answer cards were developed for use with standardized tests, instead of the previously used answer sheet. This was done in order to facilitate the processing of tests by the use of the test scoring machine (IBM 9902).

## Publications

Publications of the Department are designed to aid school officials in their duties and to help improve the learning experience of boys and girls.

The Department issued 207 printed items during the biennium. These were distributed to county and district superintendents, other school personnel, and libraries. The cost of printing these items, paid for from the Public School Income Fund, totaled \$104,117. The

1960-61 cost of \$55,554 amounted to \$.16 per child enrolled; in 1961-62, the cost of \$48,563 amounted to \$.11 per child enrolled.

Twenty-three instruction aids were issued during the biennium. General and administrative materials totaling 140 items included charts and posters; manuals, guides and regulations; reference materials, including school laws; conference reports; statistical information and surveys; and forms. Forty-four issues of the department's five periodicals were published; 20 of these were issues of *School News*, which is published 10 times each school year.

## Research Leadership and Service

The primary research role of the Department is one of leadership in stimulating, coordinating, and improving research and the dissemination of significant research findings.

Department activity in fulfilling its research role was given increased emphasis.

The Department continued its projects of a research character. The Rocky Mountain Area Project for Small High Schools, partially supported by Ford Foundation funds and widely recognized as an outstanding example of developmental research, grew into the Western States Small Schools Project involving five states with central administration and coordination furnished by staff members of the Colorado State Department of Education. The Migrant Education Research Project, concluded on December 31, 1960, facilitated the growth and improvement of Colorado migrant summer schools and served as a basis for national consideration of the migrant problem.

The Department Drop-out Committee considered this problem and prepared plans for a comprehensive study; a plan for the improvement of education for international understanding was developed; and leadership was provided in the area of newer educational media, particularly in the development of education television in the state.

An important study undertaken in the Division of Research and Statistics involved an investigation of the school census in Colorado. Guides for an adequate and usable census were established. General recommendations were (1) if the school census in Colorado is to be continued, certain changes and improvements must be made, and (2) if the school census is to be discontinued, the present statutes should be replaced by permissive laws giving authority to the State Board of Education to require a school census when necessary or to allow school

districts which wish to maintain a school census to do so.

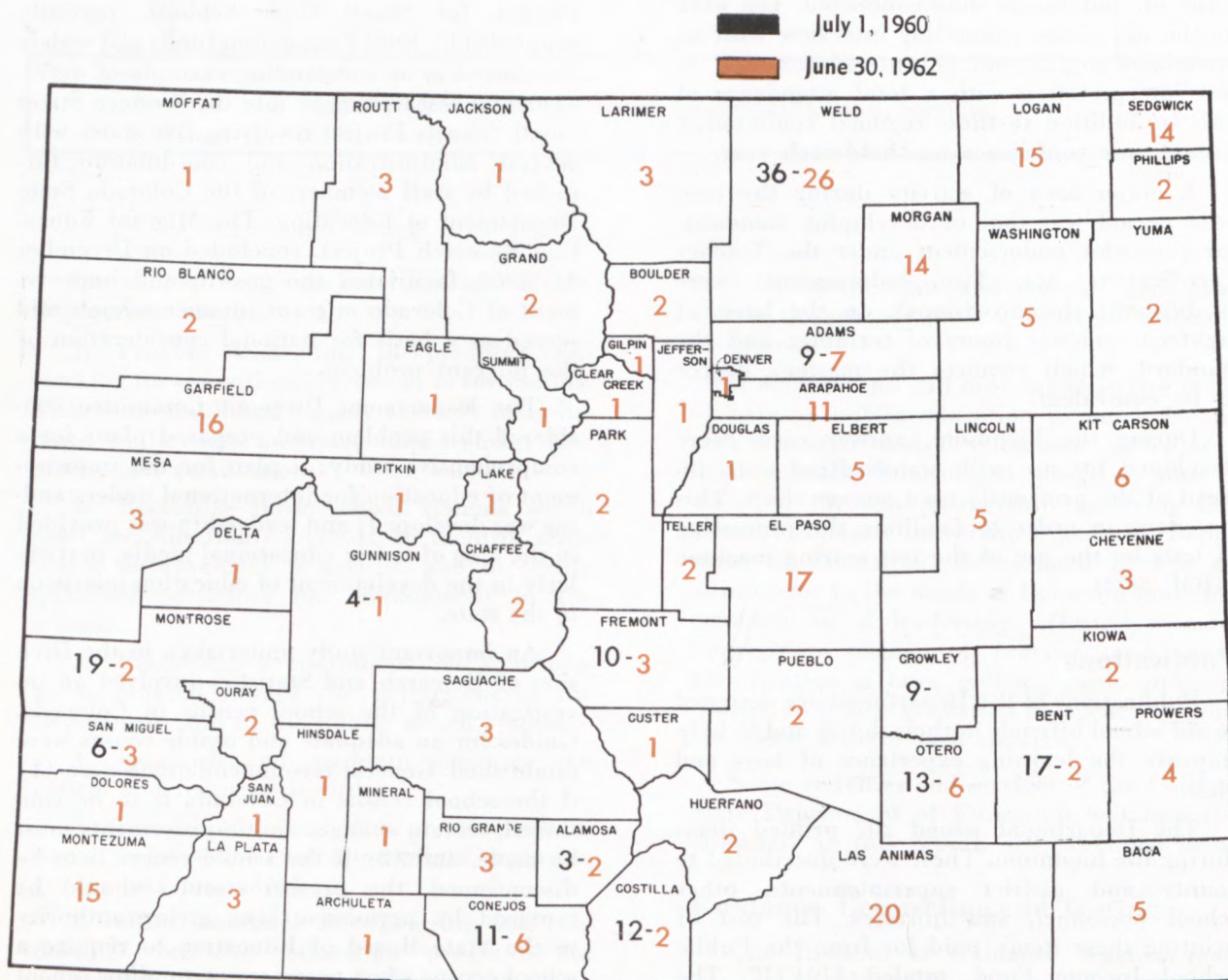
**Statistical and Related Services of the Department.** The purpose of these services, initiated through Title X of the NDEA, is to reach the optimum point—in terms of accuracy, adequacy, ease, and timeliness—in collecting, processing, using, and disseminating needed educational information.

Title X work relates primarily to the improvement of statistical services. The conduct of the services, although centralized to some extent in the Division of Research and statistics, involves almost all units in the Department. A recent analysis has shown that a total of 90 different reports are requested from public elementary and secondary school officials by the Department of Education, if the school units involved wish to participate in all state and federal programs. Of the 90 different re-

ports, 61 are required by or help implement Colorado laws and 18 are necessary for participation in federal programs.

**Statistical Publications.** Principal statistical publications issued by the department included: (1) *Colorado Education Directory*, (2) *Enrollments and Related Data, Colorado Public Elementary and Secondary Schools*, (3) *Comparative Information on Enrollments, Teachers, and School Finance*, (4) *Salaries and Related Information, Colorado Public Schools*, (5) *Analysis of Receipts and Expenditures of Colorado Public Elementary and Secondary Schools*, (6) *Publicly Owned Instruction Rooms, Colorado Public Schools*, (7) *Enrollment and Staff Personnel Data of Public Junior Colleges in Colorado*, (8) *Colorado Graduate Research Studies in Education*, (9) *FACTS About the Public Schools in Colorado*, and (10) periodic FACT sheets.

Number of School Districts by County



## School District Organization

During the biennium there has been the continued development of stronger school districts and the elimination of districts not offering a twelve-grade program within their own boundaries. In two years' time the total number of school districts in the State was reduced by 138, from 415 to 277.

During the year 1960-61, the following counties made progress in reorganizing their school districts:

COUNTY	No. of Districts Before Changes	No. of Districts After Changes	1960-61 Reduction
San Miguel	6	3	3
Fremont	10	3	7
Boulder	29	2	27
Montrose	20	19	1
Conejos	11	9	2
Otero	13	6	7
Kiowa	3	2	1
Arapahoe	11	10	1
Gunnison	22	4	18
Hinsdale	2	1	1
Saguache	6	3	3
Weld	36	32	4
Totals	169	94	75

New school planning committees were elected in July and August of 1961. These new committees brought about changes in the following counties during the school year 1961-62:

COUNTY	No. of Districts Before Changes	No. of Districts After Changes	1961-62 Reduction
Adams	9	7	2
Alamosa	3	2	1
Bent	17	2	15
Conejos	9	7	2
Costilla	12	2	10
Crowley	9	2	7
Gunnison	4	1	3
Montrose	19	2	17
Weld	32	26	6
Totals	114	51	63

### Changes in Classification of Districts

The biennium has noted a continued sharp decrease in the number of third and second class districts:

#### Third Class School Districts

July 1, 1960	July 1, 1962
215	109

#### Second Class School Districts

July 1, 1960	July 1, 1962
41	25

On the other hand there has been very little change in the number of first class school districts.

#### First Class School Districts

July 1, 1960	July 1, 1962
137	136

## Unified School Districts

Paralleling the decline in number of second and third class school districts is the continued decline in number of school districts operating less than a complete twelve-grade program. Colorado in the past has had large numbers of school districts offering only portions of the twelve-grade continuum. These "incomplete" school districts have been (1) county high school districts, (2) union high school districts, (3) elementary school districts, and (4) non-operating districts.

### County High School Districts

July 1, 1960	July 1, 1962
1. Bent	1. Las Animas
2. Gunnison	2. Logan
3. Las Animas	3. Montezuma
4. Logan	4. Sedgwick
5. Montezuma	
6. Montrose	
7. Sedgwick	

### Union High School Districts

July 1, 1960	July 1, 1962
Garfield County (2)	Garfield County (2)
1. Rifle UHS	1. Rifle UHS
2. Silt UHS	2. Silt UHS
Arapahoe County (1)	Arapahoe County (1)
1. Sheridan UHS	1. Sheridan UHS
Costilla County (1)	
1. Centennial UHS	

### Elementary School Districts

Counties having elementary school districts (districts in operation, but having no grades above the eighth) in 1960 and the changes by 1962 are as follows:

COUNTY	Elementary Districts July 1, 1960	COUNTY	Elementary Districts July 1, 1962
1. Arapahoe	4	1. Arapahoe	3
2. Conejos	4	2. Conejos	1
3. El Paso	1	3. El Paso	1
4. Garfield	5	4. Garfield	3
5. Las Animas	8	5. Las Animas	8
6. Logan	8	6. Logan	8
7. Montezuma	9	7. Montezuma	9
8. Morgan	4	8. Morgan	2
9. Sedgwick	7	9. Sedgwick	4
10. Weld	11	10. Weld	7
11. Adams	2		
12. Bent	8		
13. Boulder	17		
14. Costilla	10		
15. Crowley	2		
16. Fremont	4		
17. Montrose	16		
18. Otero	5		
Totals	125	Totals	46

### Non-Operating Districts

In 1957, 239 out of 929 school districts, 25.7 percent, were non-operating. At the end of the 1961-62 school year, this number had been reduced to 34, 12.3 percent of all districts.

Counties having non-operating districts in 1960, and changes to July 1, 1962, are shown in the following table:

Non-Operating Districts		Non-Operating Districts	
COUNTY	July 1, 1960	COUNTY	July 1, 1962
1. Conejos .....	2	1. Conejos .....	1
2. Crowley .....	4	2. Crowley .....	1
3. Garfield .....	6	3. Garfield .....	7
4. Las Animas.....	5	4. Las Animas .....	5
5. Logan .....	3	5. Logan .....	3
6. Montezuma .....	3	6. Montezuma .....	3
7. Morgan .....	6	7. Morgan .....	6
8. Sedgwick .....	5	8. Sedgwick .....	6
9. Weld .....	2	9. Weld .....	2
10. Alamosa .....	1		
11. Bent .....	8		
12. Boulder .....	6		
13. Fremont .....	3		
14. Gunnison .....	2		
15. Montrose .....	3		
16. Otero .....	2		
Totals .....	62		34

### *Financing the Public Schools*

#### **Local**

Colorado has continued to be attractive to people of other states. Children of these new residents, as well as those from local natural increases, have required increased expenditures by the public schools to maintain usual standards. Along with the increase in number of pupils to be educated, the costs of such education have also increased.

The local school districts have absorbed a large portion of this increased cost. This is evidenced by the fact that \$111,521,565 was raised by local school tax levies in 1961 and that only \$90,454,661 was raised from the same sources in 1959. The increase amounts to 23.29 percent for the period.

The school revenue from the county source increased from a 1959 tax of \$24,761,425 to a 1961 tax of \$26,651,336, or an increase of only 7.63 percent.

#### **State**

The state contributions toward the educational cost show the largest increase over the two-year period. In 1961-62, the various state programs amounted to \$43,769,406, which compared with \$31,545,000 in 1959-60, or an increase of 38.75 percent.

This trend of increase of the state share represents commendable progress.

In addition to the money necessary for operating the schools, there is a growing need for more money to build and equip additional

school buildings. Although school buildings will last for many years, they require a large, immediate expenditure—usually from borrowed money, thus adding additional expense in the form of interest. Money is also required to retire the increasing debt principal.

#### **Federal**

**P.L. 874 and 815 Grants-in-Aid.** These laws make available to federally impacted school districts money which would normally come from a property tax base. P.L. 874 is for current expenses and P.L. 815 is for minimum building construction and initial equipment costs in respect to the federally connected pupils. These revenues have continued to increase annually since the fiscal year 1950-51. For the fiscal year 1961-62 they exceeded ten million dollars. Some of the increase during 1961-62 was due to a speeded up payment procedure by the U. S. Office of Education and some was due to the increased federal activities in Colorado.

Sixty-six applicants during the fiscal year 1961-62 received \$9,689,038 under P.L. 874 and seven of these received \$722,234 under P.L. 815. Over 43,000 federally connected pupils were covered under P.L. 874. This represents about 11.2 percent of the public school pupils. Twenty-three percent of the operating school districts were applicants under this program. Since this includes most of the larger school districts, approximately 78 percent of Colorado public school children are in districts affected by these funds.

The average rate of payment per pupil in average daily attendance under P.L. 874 has increased each year from \$168.13 in 1951 to \$286.80 in 1961. Under P.L. 815 the amount per eligible child for building construction was \$1,110 in 1951 and increased to \$1,250 in 1961. These rates show a sensitivity to actual school building construction costs.

During the last biennium these two laws contributed \$12,201,906.37 to Colorado's schools as compared to \$15,115,014.14 for this biennium.

### *Buildings and Transportation*

#### **Building Services**

Public school districts in Colorado continue to build school buildings in the effort to keep up with increasing enrollments and with the aging of existing structures. In spite of local efforts to keep pace with their problems, local school districts now need more than 1,600 additional classrooms to place 415,000 elementary

Publicly-Owned Instruction Rooms  
In Colorado Public Schools  
1959-60 Through 1961-62

School Year	Rooms in Use at Beginning of Each School Year	Additional Rooms Needed		
		For Excess Enrollment	Replace Rooms, Unsatisfactory	Total
1959-60	14,388	796	492	1288
1960-61	15,373	762	609	1371
1961-62	15,917	988	621	1609

and secondary school pupils in adequate school buildings.

The problem of classroom shortages affects most of the counties in the State. Of the 63 counties in Colorado, 49 reported a shortage of adequate instructional spaces. Reports submitted annually to the Department of Education show that at least 25,000 pupils are enrolled in situations in which classrooms are used beyond their normal capacities of 30 pupils for elementary classrooms and 25 pupils for secondary school classrooms.

In the face of the need, local school districts are providing adequate classroom facilities at a rate less than 50 percent of the requirement. Classrooms scheduled for completion in 1959-60 totaled 790; for 1960-61, 584; and in 1961-62, 405. It may be seen, then, that local school districts are not keeping up with either the need for space for increasing enrollments, or for replacing unsatisfactory facilities. The failure to keep up with the building needs suggests that an increasing number of children will attend school under circumstances that work against their best educational interests.

The primary effort of the State Department of Education during the biennium has been to assist school patrons and school officials to think through the problems of education in such a way that they can make decisions appropriate to the needs of the children in their districts. Approximately 75 school districts have participated in the orientation sessions held by the Department.

Other services of the Department include advisory assistance through the Division of School Plant and Transportation in problems related to selection of school sites; evaluation of existing buildings; planning new buildings; and assistance to architects in problems of school building design.

As in past years, the problem of providing adequate school building facilities has been made difficult because of the lack of funds. With the exception of funds available through

federal sources, school construction costs are financed through the sale of bonds. The following table illustrates the amounts of money provided for capital construction in local school districts in Colorado during the period 1956-62.

Public School Capital Construction Costs  
1956-62

Year	Federal Sources	Local Sources	Total
1956-57	\$ 2,122,253	\$23,460,186	\$25,582,439
1957-58	2,039,490	28,811,566	30,851,056
1958-59	2,733,567	36,308,778	39,042,345
1959-60	1,453,573	35,542,965	36,996,538
1960-61	586,231	32,200,645	32,786,876
1961-62	722,243	37,277,757*	38,000,000*

Note: \*Data for local sources and the total for 1961-62 are estimated.

During the period from January 1, 1960, through January 1, 1962, there were 63 bond issues proposed in local school districts in the state. Of these, 43 were successful. Although data for the year 1962 are incomplete, several of the issues defeated in the period above have since been passed.

### Transportation of Public School Students

The growth of adequate school attendance centers has been made possible by the increasing effectiveness of pupil transportation services throughout the State.

The costs of the service were considered to be strictly local obligations until 1956, when the General Assembly appropriated \$750,000 to be distributed to eligible local districts as partial reimbursement for the costs incurred in transporting children between home and school. In the first year of the state assistance program, school buses traveled over 12,000,000 miles at a cost of approximately \$2,500,000.

In the year ending June 30, 1961, approximately 20 million bus miles were traveled in transporting 98,854 children between home and school. The cost to local districts was \$4,432,963, with the state reimbursing the local programs in the amount of \$1,916,000. During 1961-62



more than 2,000 bus drivers transported 99,821 children at a cost to the districts of \$4,888,987 with a state reimbursement of \$2,450,000.

The State Department of Education provides leadership and consultative services for local districts in planning their transportation programs, in staffing and equipment problems, and in training of drivers. Since 1958, the Department has been instrumental in organizing the School Bus Driver Institute. One section of the institute is held in Grand Junction and a second section is held in Denver.

The primary points of view expressed in each of the bus driver institutes emphasize child safety and school bus driving as a career field in school employment. Excellent cooperation has been extended the Department of Education by the Highway Safety Council, the Colorado State Patrol, and the Motor Vehicle Division of the Department of Revenue.

One of the effects of school district organization has been districts with capabilities for greater local leadership in the area of transportation. In 1961 the supervisors of transportation from the local districts were organized into the Colorado State Pupil Transportation Association. The group meets on a quarterly basis in different sections of the State so that each member can study the operating and training procedures used in the host district.

## **School Food Services**

### **Federal-State School Lunch Program**

All elementary schools in the State providing noon lunches participate in the National School Lunch Program. Some secondary schools in the larger cities have a la carte cafeteria service and do not participate, but the majority of secondary schools do. A total of 845 schools serving 146,744 children daily served 24,770,176 Type A meals during the 1961-1962 school year. In 1947-48 there were 5,542,527 meals served to Colorado children.

Recognition by educators of the value of a nutritious noon meal and the many learning opportunities connected with a school lunch program has been a large factor in the growth of this program. The high percent of working mothers and the consolidation of rural schools has contributed to the necessity of food services in the modern school system.

Total expenditures for school lunches in Colorado for 1961-62 was \$9,316,189.96. This

was financed as follows: federal government, \$797,909.00; state, \$88,878.75; other cash (payment for lunches), \$2,559,011.20.

In addition to monetary assistance, ranging from 3½ to 9 cents per meal, the federal law provides for direct distribution of foods to school lunch programs. The value of donated commodities distributed in the State exceeded \$2,511,951.21 for the 1961-62 fiscal year.

The National School Lunch Act (Public Law 396, June 1946) made possible a grant-in-aid program to assist states in the "establishment, maintenance, operation and expansion of nonprofit School Lunch Programs."

The state is required to match funds on a 3-to-1 basis from sources within the state. Currently, the federal funds are matched on a 7-to-1 basis, with the bulk of the in-state money coming from payments by children for their lunches. School district contributions are mainly for utilities, facilities and equipment and, also, aiding partially in salaries of administrative personnel. The state's contribution is limited to state administrative costs.

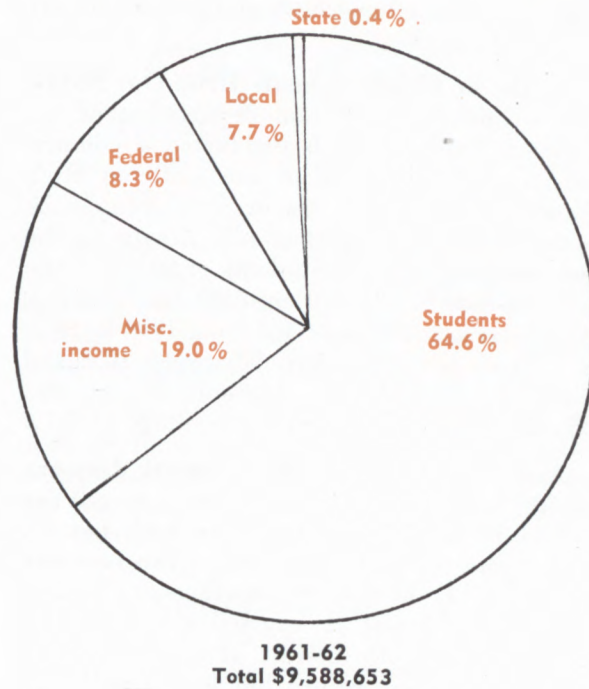
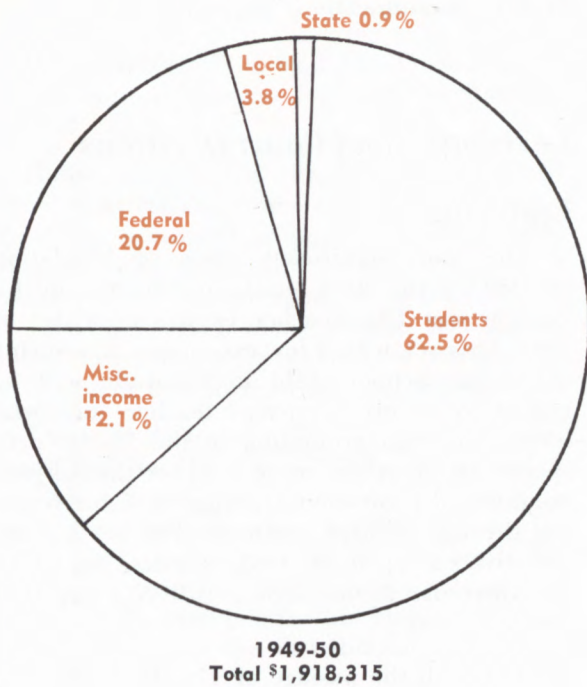
About \$79,189.00 is available for private nonprofit schools (this program is not administered by the State Department of Education).

The average charge for lunch to the child is 25 cents in elementary schools and 30 cents in the secondary schools. The accompanying chart illustrates the growth of the program and shows that the child is paying an increasing percent of the total bill for the lunch. For the past two years the food donated to the National School Lunch Program has had a value of six to eight cents per meal, and cash payments from federal funds averaged three and one-half cents per meal during the biennium.

A continuing effort is being made to make the lunch program truly an integral part of the educational program. Progress has been made in preparing and offering nutritious, well-balanced meals; however, too many children are not eating the meal that is offered. This is especially true in the senior and junior high school groups. A recent study shows that the most undernourished child today is the teenage girl.

The School Lunch Workshop held annually at Colorado State University in conjunction with the College of Home Economics continues to be the principal training field for school lunch workers. Training is given in food needs of school children, Type A lunch requirements and menu planning, record keeping, meal prep-

## Sources of Income for Public School Lunch Program in Colorado



aration and techniques of quantity cooking, commodities and their use, food budgeting and costs, safety and sanitation.

### Special Milk Program

The Special Milk Program started out as a temporary price support program when Congress earmarked \$50,000,000 import tax money in 1955 to encourage greater consumption of milk by children and to reduce the dairy surplus. In addition to schools, child care institutions and summer camps may participate in the program. Reimbursement ranges from four cents per half pint at schools having the National School Lunch Program to two cents for institutions and summer camps. Schools with milk-only programs receive three cents subsidy for each half pint served children.

Colorado disbursed \$794,081 in federal funds, reimbursing schools for 23,079,855 half pints of milk served in 1961, and disbursed \$723,769 for 20,924,716 half pints of milk served in the 1962 fiscal year.

### Educational Research

**Colorado Council on Educational Research.** The Colorado Council on Educational

Research was established in September 1960, by State Board of Education approval. Now composed of 40 members, and working through an active 15-member steering committee, the council has provided a structure for state-wide cooperative and coordinated effort involving an interdisciplinary approach to the solution of educational problems.

Initial efforts of the council emphasized the dissemination of significant research information.

Research activity was conducted on a modest scale by institutions of higher learning, school districts, and other agencies and organizations. Some of the agencies, and their activities, are listed below.

**Rocky Mountain School Study Council Studies.** The Bureau of Educational Research of the University of Denver and the Rocky Mountain School Study Council have cooperated in conducting several significant studies. Two of these resulted in the publication of reports: (1) *Procedures and Guidelines for Initiation of an Ungraded Primary Unit*, and (2) *Guidelines for the Selection of Programmed Materials*. The second of these recognized that educators are frequently finding themselves besieged with information about, and advice

to use, various technological media, and reports an attempt to answer the question, "How can educators determine which of these media are the best to use?"

#### **Littleton Public Schools Drop-Out Study.**

The secondary curriculum department of the Littleton Public Schools conducted a comprehensive drop-out study of the Littleton High School Class of 1962, tracing the group back to the end of the eighth grade. Results of the study showed (1) 228 students enrolled at the end of Grade 8, (2) 390 enrolled June 1, 1962, (3) a total enrollment of 565 from 1958 to 1962, (4) 133 students transferred between 1958 and 1962, and (5) 44 true drop-outs during the 1958-62 period—a drop-out percentage of 7.79.

According to the study a typical drop-out would (1) be in the 11th grade and between the ages of 16 and 17, (2) live with both natural parents and probably have one or two brothers or sisters, (3) have below average grades and show little interest in co-curricular activities except for possible interest in one sport, (4) have no discipline record but would probably have conferences with his counselor concerning his failure of one or two subjects, (5) not have transferred more than once since completing Grade 8, and (6) have quit school because of failure in school, to join the armed forces, or to go to work (more girls leave to get married than for any other reason).

#### **Aurora Public Schools Curriculum Study.**

In November of the 1960-61 school year, Aurora secondary school teachers of social studies and science embarked on a curriculum study for the improvement of social studies and science experiences for Aurora students.

First phase of the project focused on determining the present status of courses in social studies and science. The information collected provided the basis for the project's second phase—a careful examination and possible revision of courses to bring them in tune with the twentieth-century world.

**Colorado State University Center for Research in Communications.** This center was established at Colorado State University on July 1, 1961. Purposes are (1) to advance fundamental knowledge about the process of communication; (2) to disseminate knowledge and techniques gained from research in communications concerning curriculum and teaching methods; (3) to formulate and conduct basic studies concerning the nature and causes of major problems in communications; (4) to

serve as a council and research vehicle for organizations that seek solutions to their particular communications problems.

## ***Legislation and Court Decisions***

### **Legislation**

The most significant piece of legislation enacted by the state legislature during the biennium was The Teacher Certification Act of 1961. This act, with a few exceptions, is assuring that every school child in Colorado will be taught by a fully prepared teacher—one who has a thorough grounding in the liberal arts, specialization at the grade level for the subjects taught, and professional preparation for teaching through student teaching. The act became effective on April 19, 1961, the date on which the Governor signed House Bill No. 430 (Ch. 213, S.L. '61).

Although the passage of The Teacher Certification Act was particularly gratifying because it climaxed a long period of cooperative effort, there were many other laws of importance to education passed by the General Assembly during the biennium. The Migrant Children Education Act, House Bill No. 410 (Ch. 213, S.L. '61), provided for a program of education for children of migrant agricultural workers under the general supervision of the State Board of Education. Senate Bill No. 32 (Ch. 228, S.L. '61) established the Southern Colorado State College at Pueblo under the control of the Board of Trustees of State Colleges. Other legislation enacted during the 1961 session of the Forty-third General Assembly included:

House Bill No. 3 (Ch. 65, S.L. '61) provided for the issuance of instruction permits to minors who are enrolled in driver education courses accredited by the State Department of Education.

House Bill No. 65 (Ch. 220, S.L. '61) related to The School District Organization Act of 1957 and provided that boards of education in reorganized districts may revise boundaries of director districts to assure substantially equal population in each director district.

House Bill No. 106 (Ch. 208, S.L. '61) permitted new school districts to assume the bonded indebtedness of any former school district contained therein upon the approval of the qualified electors of the new district.

House Bill 206 (Ch. 211, S.L. '61) permitted payment and redemption of bonds by school districts in inverse order.

House Bill 276 (Ch. 60, S.L. '61) established an apprenticeship council within the State Industrial Commission.

House Bill 376 (Ch. 209, S.L. '61) permitted school districts and other educational agencies to employ personnel or purchase items jointly for their mutual benefit. This may well be a first step in encouraging and aiding the cooperative activities which many persons feel are essential for adequate programs of curriculum development and instructional improvement.

Senate Bill No. 35 (Ch. 221, S.L. '61) and Senate Bill No. 130 (Ch. 222, S.L. '61) amended the Public School Foundation Act by changing the reference to sales ratio to mean urban sales ratio rather than sales ratio on all locally assessed properties as had previously been the case. This was done in a further attempt to eliminate inequities in the distribution formula of the act.

Senate Bill 117 (Ch. 210, S.L. '61) amended the Public School Transportation Act by changing the allowance of state aid for transportation from eight cents for each mile the bus travels to ten cents for each mile and the allowance for each mile traveled by each child from four cents to three cents.

The Second Regular Session of the Forty-third General Assembly held in 1962 (the so-called "short" session) passed Senate Bill No. 30—the Public School Foundation Act. (Ch. 77, S.L. '62), which replaced the prior Foundation Act. For the first time the act included the use of adjusted gross personal income paid in each county as an additional factor in determining the ability of the county to support its share of the minimum equalization program. There were several other fundamental changes in the Foundation Act from that which had been in force in 1961. The minimum teacher salary aspect of the law was omitted and the determination of classroom units was changed to be calculated on a straight one teacher for each twenty-five students, as compared to the previous determination of one teacher for first fifteen; one each for the next three classroom units of twenty children each; and one to twenty-five from that point on.

The special provisions for small isolated schools, for school districts experiencing growth in excess of seven percent in the first twelve weeks of the regular school year, and the special

provisions for junior colleges were set forth separately in the law rather than being integrated in the minimum equalization program as had previously been the case. The new act included a reference to counties having an adjusted gross personal income per classroom unit of \$103,000 or fewer dollars and made a special grant of \$200 per classroom unit to these counties.

The law passed in 1960 establishing programs for trainable mentally retarded youngsters was amended by House Bill No. 10 (Ch. 76, S.L. '62) to provide state aid for the transportation of these youngsters.

An advisory committee on junior colleges to advise the Division of Education Beyond the High School of the State Department of Education was created by House Bill No. 85 (Ch. 75, S.L. '62).

### Supreme Court Decisions

The Supreme Court of Colorado decided several cases during the biennium which affect the personnel and educational programs of school districts. The decisions were as follows:

*School District Assets.* The terms "cash assets" and "property" as used in The School District Organization Act of 1957 are sufficiently broad to include all assets of the district reorganized, including uncollected tax revenues. *Las Animas County High School District v Raye*, 144 Colo. 367.

*School District Revenues.* A school district is not entitled to any of the moneys which accrue as a result of a violation of the Uniform Motor Vehicle Act. *State v Beckman*, 368 P. 2d. 793; ..... Colo. ....

*Selection and Acquisition of School Sites.* A board of education of a first class school district is not required to hold a district-wide public meeting relative to the selection of a school site, and the district may execute a leasehold agreement for the acquisition of a school site for a maximum of thirty years. *Board of Directors of Summit School District No. Re-1 v John M. Jeffrey*, 370 P. 2d. 447; ..... Colo. ....

*School District's Interest in Litigation.* A junior college district has a direct interest and may intervene in litigation which attacks the constitutionality of an Act under which the junior college district would suffer loss of revenue if the Act were held to be unconstitutional. *Mesa County Junior College District v Robert Donner*, 371 P. 2d. 443; ..... Colo. ....

*School District Reorganization.* The School District Organization Act of 1957 is not applicable to the annexation of the territory of a school district to the City and County of Denver and School District No. 1 under the Twentieth Amendment to the Constitution of Colorado. *Board of County Commissioners of the County of Jefferson v City and County of Denver*, 373 P. 2d. 152; ..... Colo.....

**Commissioner's Ruling.** During the bien-

nium the Commissioner of Education issued an important ruling dealing with transportation of school children. The Ruling, issued on November 1, 1961, and amended on March 14, 1962, was issued pursuant to a district court decision in Rio Grande County, Civil Action No. 6100, July 3, 1961. The Commissioner ruled that it would be illegal for district-owned school buses to transport parochial school children and use public funds in so doing.



## Significant Gains— Recommendations for the Future

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### *Significant Gains*

1. There has been increased attention given to teaching the fundamentals, especially reading. Much improvement has been noted.

2. Colorado schools have greatly improved their programs in science, mathematics, modern foreign languages, and guidance, largely as a result of financial assistance provided by the National Defense Education Act.

Public schools with 95 percent of the state's enrollment participated in the NDEA's science, mathematics, and modern foreign languages programs.

Twenty-two additional districts are using guidance counselors, bringing the total to 118

districts; the number of secondary school counselors increased from 374 to 1,004.

The State Department of Education's test scoring and reporting service, which uses a 9902 IBM, has been greatly improved. More than 67,000 tests were scored for the public schools in 1960-61.

3. The Rocky Mountain Area Project for Small High Schools, termed very successful by its evaluators, was expanded into the Western States Small Schools Project.

The WSSSP program, partially supported by foundation funds, is a cooperative effort with Arizona, New Mexico, Nevada, and Utah. The project personnel are studying ways of improving instruction in small schools through such techniques as the nongraded school, use of

programed materials, development of special teacher preparation programs, institutes for boards of education, and others.

4. Special education and migrant education programs are serving more Colorado children better.

The enrollment in special education classes, which was 10,561 in 1959-60, grew to 14,294 in 1961-62, an increase of 35 percent. The legislative appropriation of \$325,000 for this program in 1959-60 increased to \$800,000 in 1961-62.

The migrant education research project facilitated the growth and improvement of Colorado's summer schools for migratory children.

5. The number of Colorado school districts has been reduced by 138. The larger and financially more stable districts thus created are able to offer improved programs.

6. The Teacher Certification Act of 1961 reduced the types of teaching certificates to five and provided for the State Department of Education to issue and renew all certificates.

7. The accreditation program is now organized to evaluate the educational program of an entire district, rather than just high school programs.

8. Colorado school districts have given increased attention to modernizing their curriculums and improving instructional methods.

More than 40 Colorado districts now employ full-time supervisory personnel in curriculum and instruction. More districts are doing in-school research and experimentation to discover the best methods of instruction.

There has been general improvement in public school libraries on the elementary and secondary levels.

9. Members of the General Assembly, educators, and the general public are more aware of the need for providing education beyond the high school for the increasing number of Colorado high school graduates. Enrollments in the junior colleges have increased by more than one-third during the biennium.

10. School district services and facilities have been improved.

A larger number of Colorado school districts now have programs for the selection, training, and supervision of school bus drivers. More attention is being given to designing school buildings to meet the purposes of the educational program.

11. The formation of the interdisciplinary Colorado Council on Educational Research has

provided an organization for state-wide cooperation and coordinated educational research.

12. Increased legislative recognition was noted of the value of improved public libraries.

The state grants-in-aid program provided \$100,000 to assist Colorado public libraries.

## *Recommendations for the Future*

1. Consideration should be given to a state-wide study of Colorado education to determine:

- a. The status of public education in Colorado.
- b. The kind of schools Coloradans want for their children.
- c. The type of financial support citizens feel would be best.
- d. Local ability to pay for the schools.
- e. A basis for an equitable public school foundation act.

2. In order to provide equity for pupils and for taxpayers a larger percentage of the support of public education must come from state sources.

3. The classroom unit value, now used as a basis for state aid payments, should be increased to at least \$6,000.

4. Citizens' advisory committees should be used more widely to help determine and accomplish basic educational objectives in each community.

5. Curriculum offerings must be analyzed to determine whether they are sufficiently comprehensive and are, insofar as possible, meeting the needs of the pupils.

6. The secondary schools must do everything within their ability to keep the potential drop-out in school.

7. The development of community junior colleges should be stimulated throughout the State. State support of junior colleges should be increased. Ideally, there should be a junior college within commuting distance of every high school graduate and adult where geographical conditions and population make this feasible.

8. A school bond loan program should be developed for Colorado. Such a program would put the faith and credit of the State behind local bond issues.

9. Additional financial assistance is necessary if the public schools are to accept fully their responsibility in offering adult education programs.

10. There should be consideration of a plan to give recognition to those schools which offer educational programs well above the minimum standards of accreditation.

11. An experimental approach should be encouraged for all school districts in order to improve instruction and stimulate teacher creativeness.

12. School districts should provide staff members with more inservice educational experiences, along with added information about basic research.

13. Each school system should assign one staff member the responsibility of coordinating the review, acceptance, and use of newer educational materials.

14. Improved methods of school-home communications should be developed, particularly to overcome the limitation of the conventional report card.

15. Schools should be more selective in the use and interpretation of educational tests with

national norms. Teachers should be stimulated to develop more of their own tests.

16. Consideration should be given to expanding the special education program to include the emotionally handicapped child.

17. Worthy new techniques discovered through experimental programs should be given wider use.

18. Local school districts should be encouraged to budget funds for experimentation and research. State funds should also be available for this purpose.

19. A complete revision of school statutes is needed.

20. New legislation is needed to regulate proprietary schools and "diploma mills."

21. An educational television network should be developed for Colorado.

22. Consideration should be given to increasing the maximum mill levy which may be levied for capital construction.



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