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SECOND ANNUAL REPORT

ON



SCHOOL
DISTRICT
ORGANIZATION

COLORADO STATE DEPARTMENT
OF EDUCATION



January
1959

H. Grant Vest, Commissioner

C O L O R A D O
S T A T E B O A R D
of
E D U C A T I O N

Anna C. Petteys, Chairman
Brush

Allegra Saunders, Vice-Chairman
Denver

William W. Gaunt
Brighton

Alva B. Adams
Pueblo

Stuart W. McLaughlin
Rangely

Clarence D. Bliss, Member-Elect
Bellvue

Hugh E. Chastain, Member-Elect
Durango

SECOND ANNUAL REPORT

ON

SCHOOL DISTRICT ORGANIZATION

Section 10. Duties of Commissioner and Special Assistant

It shall be the duty of the Commissioner and his Special Assistant to publish an annual report of progress of organization plans in the several counties on or before January 1, 1958, and each January 1 thereafter.

Prepared By

Stanley A. Leftwich
Special Assistant to the Commissioner
Director, Division of School District Organization

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January, 1959



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LETTER OF TRANSMITTAL

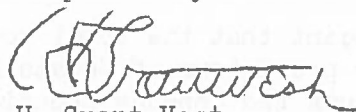
Honorable Stephen L. R. McNichols, Governor
and Members of the Colorado General Assembly
State Capitol Building
Denver 2, Colorado

Dear Governor McNichols and Legislators:

The School District Organization Act of 1957, Chapter 237, Session Laws, 1957, invests several duties within the office of the State Commissioner of Education. Among these duties, Section 10 (3) specifically enjoins the Commissioner and his Special Assistant "To publish an annual report of progress of organization plans in the several counties on or before January 1, 1958, and each January 1 thereafter."

In fulfillment of this duty as Commissioner of Education, I herewith submit the second annual report on progress in school district reorganization as of January 1, 1959.

Respectfully submitted,



H. Grant Vest
Commissioner of Education

COMMISSIONER'S FOREWORD

This Second Annual Report on School District Reorganization, under the provisions of "The School District Organization Act of 1957", indicates that substantial progress is being made toward fulfilling the purposes of the law. The County Organization Committees established under the provisions of the Act have proved themselves to be groups earnestly devoted to solving the challenging problems of district reorganization.

Virtually all of the committees in the State have gathered pertinent data and completed their surveys and studies of the situation in their counties and have entered the stage at which they are preparing tentative proposals for hearings before the people.

Twelve counties (Summit, Grand, Chaffee, Douglas, Las Animas, Cheyenne, Rio Blanco, Eagle, Alamosa, Yuma, Lincoln, and Lake) have conducted successful elections under the Act, in which 28 school districts were formed out of territory formerly served by 137 separate districts. All of these counties except Las Animas have completed reorganization within their own boundaries.

Two counties (Montezuma and Conejos) lost elections on their plans by small majorities. The committees in both of these counties are now revising their plans for re-submission to the electors.

One county (Boulder) is temporarily prevented from submitting its plans to a vote until a restraining order from the District Court is lifted.

At least ten other counties have set deadlines to submit their plans to elections within the next few months.

The eleven counties which have completed their reorganization under the provisions of Senate Bill 385, when added to eleven other counties which have previously completed their reorganizations internally under means of old H. B. 900 or other methods (Denver, San Juan, Mineral, Archuleta, Custer, Delta, Jefferson, Mesa, Ouray, Pueblo, and Rio Grande), brings to a total of 22 -- one-third of all the counties -- the number of counties which have rather adequate school district structures. These counties represent 54.7 percent of all the children on the school census of the State.

It is significant that the total vote to date on school district reorganization plans under provisions of Senate Bill 395, including the unfavorable outcomes in Montezuma and Conejos Counties, shows votes for the plans totalling 6,461 and votes against the plans totalling 3,005 -- a better than two-to-one margin in favor of school district reorganization to date.

However, this report is intended to show objectively not only the successes, but also the problems, shortcomings, and failures of the project. These are related in the report.

The standards for adequate district structures prescribed in the law and set forth by the State Board have stretched the imagination of some committees,

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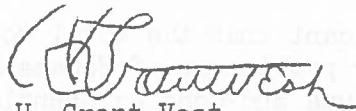
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although in many instances fairly large districts are being set up.

The Commissioner has, at times, found it desirable to approve plans for districts smaller in size than good standards dictate. These small districts have been approved on the condition that such action be regarded as first steps and as a means to consolidate the gains of the initial planning. Care has been taken to make sure that these small areas are logical attendance centers that could later fall into a larger plan with a minimum of effort.

The Department has held firmly to the principle of requiring that all grades should be under the jurisdiction of a single board, thus eliminating separate elementary school districts.

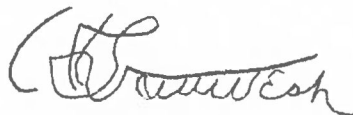
We only wish that this report could adequately express the praise deserved by the tremendous efforts of the school planning committee members and the county superintendents of schools. These people, without any reward other than the satisfaction of services rendered to their communities, are spending untold hours of effort in advancing the cause of better education. Whether or not their efforts result in successful school district reorganization elections, the knowledge they have gained, the increased interest in matters of education they have developed, and the general quickening of the pulse of concern for our schools they have stimulated in their communities will have far-reaching effects in bettering the schools which the sons and daughters of Colorado attend.

This summation consists of gleanings from report forms submitted by each County School Planning Committee to the Division of School District Organization. These reports are supplemented by observations of the personnel of the Division from their relationships with the Committees. The attempt is made to avoid giving any "slant" to the reports, save what the Committees themselves desire.

In addition to the narrative summaries from each County, the Division has prepared charts and tables summarizing the data for ready reference.

The staff wishes to acknowledge the fine cooperation extended it by the county superintendents, the chairmen of the respective committees, and the committee members in general, with all of whom it has been a real inspiration and genuine pleasure to work.

It is with pride that we present this chronicle of their endeavors.



H. Grant Vest
Commissioner of Education

COLORADO TRENDS IN SCHOOL DISTRICT ORGANIZATION
 1935 - December 31, 1958

NUMBER OF COLORADO SCHOOL DISTRICTS
 BY CLASS OF DISTRICT

Year	First Class	Second Class	Third Class	Total	County High Schools	Union High Schools
1935	36	89	1930	2055	23	27
1942	44	77	1352	1973	23	31
1949	49	77	1579	1705	26	28
1956	50	82	795	927	21	19
1958	76	69	617	763	16	13

A BRIEF SUMMARY OF THE IMPORTANT FACTS OF SCHOOL DISTRICT REORGANIZATION UNDER SENATE BILL 385 TO JANUARY 1, 1959

- 1 - All counties requested to form county school planning committees have formed such committees.
- 2 - All of these committees have assumed their responsibilities and are performing their duties under the act.
- 3 - Every committee indicates some intention to hold an election on a reorganization plan for its county prior to July 1, 1959, although a few committees have difficulties to overcome.
- 4 - The greatest single retarding factor in the work of the county school planning committees has been the problem of cooperation with committees of neighboring counties on joint district problems.
- 5 - There has been within the committees more discussion, and among the people of the counties more disagreement on the solutions proposed for director district areas and plans of representation on the boards of education than any other phase of school district reorganization.
- 6 - Thirty-one elections have been held under the provisions of Senate Bill 385.
- 7 - Twenty-eight of the elections have resulted in strong approval by the voters of the plans as proposed by the committees.
- 8 - The two committees which failed to receive approval of their plans by the voters are continuing in their efforts to prepare revised plans which will be re-submitted to the voters.
- 9 - One committee (Boulder County) has been restrained from holding elections on its plan for two districts by the District Court which found technical non-compliance on two points.
- 10 - The District Court refused to grant a restraining order against the Lake County election.
- 11 - There has been almost universal acceptance by the committees of the proposition that all new school districts formed should be unified school districts, i. e., school districts having a complete program of education, grades 1-12, or K-12.
- 12 - There is a tendency on the part of the committees to use existing high schools, no matter how small and weak, as centers around which new districts shall be organized.
- 13 - County Committees which have used their \$500.00 expense appropriation have continued their work in spite of their exhaustion of funds. Additional appropriation of funds will be necessary if election expenses on all plans are to be underwritten by the State of Colorado.

- 14 - If the plans now under consideration by the county school planning committees are presented as they are now being considered, and if they are approved by the commissioner of education, and if they are ratified by the qualified taxpaying electors of the counties, Colorado would have less than 200 school districts on July 1, 1959.
- 15 - Since some committees may be unable to resolve all of their difficulties in presenting plans, and since it is inevitable that the voters may not ratify all plans as proposed this biennium, there will be continued need for another two years of Senate Bill 385 procedures.

REPORTS BY COUNTY ON STATUS

AND PROGRESS OF COMMITTEES

Each committee was asked to provide a concise statement on the meetings held, the plans considered, and other pertinent information of interest to the Legislature.

These accounts, though brief, represent significant progress in almost every county of the state. We are content to let them speak for themselves.

ADAMS COUNTY

The Adams County Committee has met thirteen times and is considering eight or eleven districts for the County. The Committee has cooperated with Arapahoe, Weld, and Morgan Counties on joint district problems. An election on a plan or plans is anticipated prior to July 1, 1959. The Committee is now ready to set dates for hearings.

The Committee reports that the litigation in Boulder County was discouraging to it, as there are some threats of activity on the part of the Colorado School Protective Association in the Adams County area.

ALAMOSA COUNTY

Has 3-district plan of organization

1. Alamosa

Plan Approval Election: November 25, 1958

Votes for: 395 Votes Against: 107

(Continued next page)

(Alamosa County, continued)

District Becomes Body Corporate: January 27, 1959

New Board of Education assumes full responsibility: January 27, 1959

(or date when new board organizes following its election January 27, 1959)

Name and Number of New District:

"Alamosa School District, No. Re-11J" (Joint with Conejos County)

Numbers of former districts dissolved by the plan: All of districts numbered 1, 2, 3, 5, 17J (Headquarters in Conejos County); portions of districts numbered C-2, 4, 8, 9, 14, 15J (Headquarters in Conejos County); portion of 1 from Conejos.

2. Sangre de Cristo

Plan Approval Election: November 25, 1958

Votes for: 119 Votes Against: 63

District Becomes Body Corporate: January 27, 1959

New Board of Education assumes full responsibility: January 27, 1959

(or date when new board organizes following its election January 27, 1959)

Name and Number of New District:

"Sangre de Cristo School District, No. Re-22J" (Joint with Saguache County)

Numbers of former districts dissolved by the plan: All of districts numbered C-1, C-23J (Joint with Saguache County, headquarters in Alamosa County); portions of districts numbered C-2, 8, 9, and 14.

3. Sargent (Rio Grande is Headquarters County)

Plan Approval Election: November 25, 1958

Votes for: 42 Against: 9

District becomes Body Corporate: January 27, 1959

New Board of Education assumes full responsibility: January 27, 1959

(or date when new board organizes following its election January 27, 1959)

Name and Number of New District:

"Sargent School District, No. Re-33J" (Joint with Rio Grande County)

Numbers of former districts dissolved by the plan:

All of district number C-3 in Rio Grande County; portion of C-2 in Alamosa County.

The Alamosa County Committee cooperated with the committees of Conejos, Rio Grande, and Saguache counties in developing its plan.

ARAPAHOE COUNTY

The Arapahoe County Committee has met 13 times, and has given consideration to as many as nine districts for the County. A plan has been approved by the

committee, but no hearings have been held.

The committee anticipates holding elections on a plan prior to July 1, 1959. Inter-county meetings have been held to consider joint districts with Adams County. There are five present districts involved in joint district proposals. The committee proposes to start holding hearings soon.

ARCHULETA COUNTY

Since this County was completely reorganized under Article 8, Chapter 132, Colorado Revised Statutes 1953, it was requested to form a planning committee on a standby basis to consider any joint district plans its neighboring counties might propose. This standby committee has cooperated with La Plata county in giving approval to La Plata County's proposals for the Bayfield and Ignacio school districts of La Plata County.

BACA COUNTY

This Committee has met six times and has considered several solutions, ranging from a single district for the county to six districts. Thus far the Committee has approved no plan or held public hearings.

Nevertheless the Committee anticipates an election on a plan prior to July 1, 1959.

The Committee has discussed problems of "bond leveling", permissive consolidations, and directors elected from director districts and not by the county as a whole.

BENT COUNTY

Bent County Committee has met eighteen times and has considered a county unit, which plan they hope to bring to a vote prior to July 1, 1959. The Committee has discussed electing directors by director districts rather than by the entire county.

The Committee has also cooperated with Prowers County in making arrangements for joint district R-13, Wiley.

The Committee plans to draw up final arrangements early in January for presenting a county unit proposal to the voters.

BOULDER COUNTY

The Boulder County Committee presented a two-district plan to the commissioner of education for his approval. The commissioner granted his approval on the condition that several minor changes be written into the plan. The Boulder County Committee made arrangements to hold elections on its two plans on September 23, 1958.

On September 22, 1958 the Boulder District Court granted a temporary restraining order against the Boulder County Committee's holding its elections on the basis of two findings of the Court:

1 - That the 20 days notice of the election was insufficient in that the final postings of the election notices were completed shortly after noon when they should have been completed by 8:00 A. M. on the 20th day preceding the election.

2 - That after changes in the plans as recommended by the commissioner of education were made, the committee did not hold re-hearings on the plans as revised.

The District Court has not ruled on the question of a permanent injunction against the Committee. The Committee is ready and anxious to continue its activities and to bring its plans to a vote.

The Boulder County situation may well be the issue used to carry the constitutionality of S. B. 385 before the Supreme Court.

CHAFFEE COUNTY

Reorganized into two districts

1. Buena Vista School District, No. R-31

Plan Approval Election: April 24, 1958

Votes for: 209 Votes Against: 36

District becomes Body Corporate: June 23, 1958

New Board of Education assumes full responsibility: June 23, 1958

(or date when new board organizes following its election on June 23, 1958)

Name and number of New District:

"Buena Vista School District, No. R-31"

Numbers of former districts dissolved by the plan: Districts numbered

1, 2, 9, 19, and 20.

2. Salida School District, No. R-32

Plan Approval Election: April 24, 1958

Votes for: 265 Votes Against: 95

District becomes Body Corporate: June 23, 1958

New Board of Education assumes full responsibility: June 23, 1958

(or date when new board organizes following its election on June 23, 1958)

Name and Number of New District:

"Salida School District, No. R-32"

Numbers of former districts dissolved by the plan: Districts numbered

3, 4, 5, 7, 10, 14, 24, 29, and 30.

After it had completed its plans for reorganization, the committee was approached by residents of the west end of Fremont County for inclusion in Chaffee County. Such arrangements were not then possible.

CHEYENNE COUNTY

Has 3-district plan of reorganization

1. Arapahoe

Plan Approval Election: June 26, 1958

Votes for: 36 Votes Against: 2

District Becomes Body Corporate: August 29, 1958

New Board of Education assumes full responsibility: July 1, 1959

Name and Number of New District:

"Arapahoe School District No. R-3"

(Continued on next page)

(Cheyenne County, continued)

Numbers of former districts dissolved by the plan: Old district No. 5, and Cheyenne County High School.

2. Cheyenne Wells

Plan Approval Election: June 27, 1958

Votes for: 128 Against: 6

District becomes Body Corporate: August 29, 1958

New Board of Education assumes full responsibility: July 1, 1959

Name and Number of New District:

"Cheyenne Wells School District No. R-2"

Numbers of former Districts dissolved by the plan: Old district number 2, major portion of old district number 3, and Cheyenne County High School.

3. Kit Carson

Plan approval Election: June 28, 1958

Votes for: 167 Votes Against: 27

District becomes Body Corporate: August 29, 1958

New Board of Education assumes full responsibility: July 1, 1959

Name and Number of New District:

"Kit Carson School District No. R-1"

Numbers of former districts dissolved by the plan: Old districts numbered 1, portion of number 3, district 8, district 9, and Cheyenne County High School.

CLEAR CREEK COUNTY

Seventeen meetings of the Committee have resulted in the approval of a single district plan for the County, to be known as "Clear Creek School District No. Re 1".

This plan will be brought to a vote late in January or early in February. Hearings are scheduled for each of the existing school districts.

The Committee's greatest problem encountered was the determination of the number of director districts and their apportionment.

CONEJOS COUNTY

This Committee has met ten times and has prepared a two-district plan for the County. Hearings were duly and properly held on these plans and the commissioner of education approved them for election. On November 28, 1958 an election on each plan was held.

The plan for the North Conejos School District was defeated by a vote of 267 against to 244 votes in favor. The plan for the South Conejos School District was more decisively defeated, the vote being 244 against, and the votes for being 101.

The Conejos County School Planning Committee is continuing its meetings in an effort to prepare revised plans which will be more favorably received.

This Committee has cooperated with the Committee of Alamosa County. It reports some problems with reference to the establishment of director districts.

COSTILLA COUNTY

The Committee has met once each month since its organization in May, 1957 through May, 1958. A county unit or one-district plan for the south half of the county has been considered and one hearing has been held, but no plan has been finally approved by the committee.

The Committee feels that there is much planning to be done before a workable plan can be submitted to the electors.

CROWLEY COUNTY

This Committee has held three meetings and a joint meeting with Otero County. A county unit and a multiple district plan of two districts have been considered by the Committee. In November the Committee approved the submission of a county-unit plan to the voters of Crowley County early in 1959.

This committee has cooperated with the Lincoln County Committee and has met with the Otero County Committee.

CUSTER COUNTY

This county was organized completely under the provisions of Article 8, Ch. 123, CRS '53, with the exception of the Wetmore district, C-1. The committee is working with Fremont County in the eventual reorganization of C-1 with a proposed new district in Fremont County.

DELTA COUNTY

Delta County was completely reorganized under the provisions of Article 8, Ch. 123, CRS '53, and so this county was excused from forming a school planning committee.

DENVER COUNTY

Since Denver City and County have only one school district embracing the entire city and county, it was excused from forming a school planning committee.

DOLORES COUNTY

Nine meetings of the committee have been held with consideration given to a county unit and a multiple district plan of three districts for the County.

The Committee has decided on a single district plan for the county and to submit the plan to a vote early in 1959.

DOUGLAS COUNTY

Reorganized into modified county unit, joint with Elbert County

Plan Approval Election: May 3, 1958

Votes for: 714 Against: 161

District Becomes Body Corporate: July 2, 1958

New Board of Education assumes full responsibility: July 2, 1958

(or date when new board organizes following its election on July 2, 1958)

Name and Number of New District:

"Douglas County School District, Number Re 1" (Joint with Elbert County)

Numbers of former districts dissolved by the plan: Districts numbered 1, 2, 3, 7, 15, 16, 21, 23, 27, 28, 30 Jt., 32, 36, 38, 40, 50, 75 Jt., Douglas County High School, and that portion of Elbert County included in former 75 Jt., and 2 square miles of C-1 of Elbert County.

Note: Elbert County assumes responsibility for its portion of Jt. 30.

EAGLE COUNTY

Reorganized into modified county unit, joint with Garfield and Routt Counties.

Plan approval Election: October 10, 1958

Votes for: 469 Against: 422

District becomes Body Corporate: December 12, 1958

New Board of Education assumes full responsibility: July 1, 1959

Name and Number of new district:

"Eagle County School District, No. Re-50" (Joint with Garfield and Routt Counties)

(Continued on next page)

(Eagle County, continued)

Numbers of former districts dissolved by the plan: Districts numbered 2, 3, portion of 4, 6, 8, 9, 11, 13, 14, 16, Jt. 2 with Garfield County, Jt. 7 with Routt County, Eagle County High School and Red Cliff Union High School.

ELBERT COUNTY

The Elbert County Planning Committee met five times and gave consideration to a five-district plan for the County. This County is confronted with the problem of joint districts involving Agate, Simla, Kiowa, Elbert, and Elizabeth.

The County has been decreasing in population in recent years but an up-turn is now evident in the western part of the County. These factors must all be considered by the Committee before a final solution to the school district problem can be found.

Since Elbert County was partially reorganized under H. B. 900 several years ago plans of the Committee to date are to eliminate those districts that do not hold school by adding them to the most convenient district.

EL PASO COUNTY

The El Paso County Committee has met ten times and has considered a multiple district plan. The Committee is cooperating with committees from Fremont, Pueblo, Lincoln, and Elbert Counties in forming or eliminating joint districts.

It is possible that the Committee will hold elections upon its plans prior to July 1, 1959.

FREMONT COUNTY

The Committee has met fifteen times. At a meeting of November 24, a tentative plan for three districts was agreed upon, and a sub-committee appointed to study valuations, boundaries, etc. This Committee is cooperating with committees of El Paso and Custer Counties. The Committee has also worked with the Chaffee County Committee.

GARFIELD COUNTY

The Committee has met twenty-one times and has considered a County Unit and a two-district plan for the County. Thus far no hearings have been held or plans approved by the Committee. Nevertheless the Committee anticipates an election on a plan prior to July 1, 1959.

The chief difficulty faced by this committee has been its problem of cooperation with the Pitkin County Committee. The Committee has had good cooperation with the Rio Blanco and Eagle County Committees.

GILPIN COUNTY

The Gilpin County Committee has cooperated with the Boulder County Committee in establishing district lines between those two counties. The Gilpin County Committee has been beset with difficulties of illness and absence and lack of interest of committee members. It has not yet reported formulation of any definite plans.

GRAND COUNTY

Reorganized into two districts.

1. West Grand School District Number 1, joint with Summit County

Plan Approval Election: February 19, 1958

Votes for: 157 Votes Against: 16

District becomes Body Corporate: April 21, 1958

New Board of Education assumes full responsibility: May 1, 1958

Name and Number of New District:

"West Grand School District Number 1" (Joint with Summit County)

Numbers of former districts dissolved by the plan: Districts numbered 5, 6, 8, 20 (District Number 17 dissolved and annexed to Districts numbered 5 and 20, April 25, 1957, District Number 19 dissolved and annexed to District Number 5, April 23, 1957), part of 14, 10 Joint of Summit County, and Kremmling Union High School, also major part of 6 of Summit County, and Summit County High School.

2. East Grand School District Number 2

Plan Approval Election: February 25, 1958

Votes for: 219 Votes Against: 145

District becomes Body Corporate: April 28, 1958

New Board of Education assumes full responsibility: May 1, 1958

Name and Number of New District:

"East Grand School District Number 2".

Numbers of former districts dissolved by the plan: Districts numbered 1, 2, 3, 14, and 16, and Middle Park Union High School.

The Grand County Committee met six times during 1958, and effected a two-district reorganization of all the districts in the County. Elections on the plan were held February 19 and 25, for West and East Grand districts respectively.

Boards of Education have been elected for each of the two districts and each of the two districts is progressing satisfactorily in developing its educational program.

GUNNISON COUNTY

Gunnison has held six Committee meetings and has not crystallized its thinking on any plan or plans of reorganization. Consideration has been given to possible joint districts with Montrose, Hinsdale, Saguache, and Pitkin

(Continued on next page)

(Gunnison County, continued)

Counties. The Committee has not been able to do much work in the summer time because of pressure of haying.

The County Superintendent reports that "combining districts seems not to shorten the mountain miles nor to raise the thirty below zero winter temperatures".

This Committee sees need for a change in the law to provide for combining some districts without their having to be contiguous and without having to elect a whole new school board. The County Superintendent feels "the present all or nothing law creates more problems than it solves".

HINSDALE COUNTY

The Committee has met five times and has given consideration to all the districts coming in with the Lake City district, or one district for the County, or all the districts in Hinsdale County becoming a joint district with Gunnison County.

A joint meeting with the Gunnison County Committee is planned but no date has been set.

HUERFANO COUNTY

Early in its history the Huerfano County Committee reached a decision to present a two-district plan to the electors. In its hearings on these plans the Committee found considerable opposition in the Gardner area.

In the interests of trying to overcome this opposition with information instead of force, the committee has slowed its plans. It proposes to hold its elections early in 1959.

JACKSON COUNTY

The Jackson County Committee has met twenty times and has conducted a survey of each district and consulted with property owners. The Committee has reviewed the data collected by committee members.

The Committee has considered a County Unit for Jackson County and has held five hearings on such a plan. It is questionable that an election will be held prior to July 1, 1959.

The Committee feels that "some legislative action is in the offing which might affect the committee's decision". The Committee would like to see a change in the procedure for the nomination of directors, as it feels in a county having as few people as it does that the number of persons required to sign nominating petitions (50) is unduly large for its circumstances, and would favor a reduction from the 50 required signers to 15 signers.

The Committee is reluctant to submit its county unit plan to the voters until such change is made.

JEFFERSON COUNTY

Since Jefferson County is completely reorganized under the provisions of Article 8, Chapter 123, Colorado Revised Statutes 1953, it was excused from forming a school planning committee.

KICWA COUNTY

The Kiowa County Planning Committee has met monthly during the year and has not been successful to date in working out a satisfactory district organization plan.

It has considered a three-district plan and a two-district plan. The long narrow county presents problems of distance and sparse population. This committee feels that S. B. 385 should be amended to allow small contiguous dis-

(Continued on next page)

(Kiowa County, continued)

tricts to consolidate where conditions are favorable. The Committee has worked with the Crowley County Committee.

KIT CARSON COUNTY

The Kit Carson Committee has held two meetings. Except for the east end of Kit Carson County, it was completely reorganized under H. B. 900. The Committee has settled joint district lines with Yuma County's two newly organized districts.

The Committee is still considering problems of reorganization in the Burlington area.

LAKE COUNTY

County District

Plan Approval Election: December 11, 1958

Votes for: 545 Against: 82

District Becomes Body Corporate: February 9, 1959

New Board of Education assumes full responsibility: February 9, 1959

(or date when new board organizes following its election February 9, 1959)

Name and Number of New District:

"Lake County School District, No. R-1"

Numbers of former districts dissolved by the plan: All of districts numbered 2, 4, 9, 10, 14, and 15.

The Lake County Committee has met nineteen times and has brought a single district plan to a vote of the electors.

An election was held on Thursday, December 11, and was successful following an attempted injunction brought by board members from three of the component districts. The case was thrown out of court.

The vote on this plan was 545 for the plan and 82 against - or 87% voting in favor of the plan.

LA PLATA COUNTY

The Committee has met fifteen times and is considering, and has approved a three-district plan, upon which hearings have been held. It is anticipated that these three plans will be brought to vote early in 1959.

Part of the problem of this Committee has been the joint district problem with Archuleta County. Good cooperation was received.

LARIMER COUNTY

The Larimer County Committee has met 11 times and is in the process of holding eleven hearings on a six-district plan for Larimer County.

Part of the problem in Larimer County is that of joint districts with other counties. One mountain area proposed as a district will not have sufficient students for a high school so that the means of providing high school education in this district, if approved, would be through tuition to other districts in Colorado or another state. There is a question whether or not S. B. 385 pre-supposes twelve grades of education in each reorganized school district.

Definite action by the Committee is anticipated early in 1959.

LAS ANIMAS COUNTY

Has 6-district plan of reorganization. Trinidad elections held up pending completion of technical details of plans.

1. Primero

Plan Approval Election: May 2, 1958.

Votes for: 234 Votes Against: 45

District becomes Body Corporate: July 1, 1958

New Board of Education assumes full responsibility: July 2, 1958

(or date when new board organizes following its election July 2, 1958)

Name and Number of New District:

"Primero Reorganized School Dist. No. 2"

Numbers of former districts dissolved by the plan: Districts numbered 3, 11, 12, 29, 61, Primero Union High School, and parts of Districts numbered 16, 38, and 65.

2. Hoehne

Plan Approval Election: May 7, 1958

Votes for: 200 Votes Against: 52

District Becomes Body Corporate: July 7, 1958

New Board of Education assumes full responsibility: July 7, 1958

(or date when new board organizes following its election on July 7, 1958)

Name and Number of New District:

"Hoehne Reorganized School Dist. No. 3"

Numbers of former districts dissolved by the plan: Districts numbered 2, 20, 31, 36, 50, 62, 76, 80, 87, 129, part of Districts numbered 82, 13, 43, and 72, (all territory herein included is released from the Las Animas County High School Organization.)

3. Branson

Plan Approval Election: May 9, 1958

Votes for: 51 Votes Against: 1

District becomes Body Corporate: July 9, 1958

New Board of Education assumes full responsibility: July 9, 1958

(or date when new board organizes following its election on July 9, 1958)

Name and Number of New District:

"Branson Reorganized School Dist. No. 82"

Numbers of former districts dissolved by the plan: District Number 82 (This territory is released from the Las Animas County High School organization) and part of District 88.

4. Aguilar

Plan Approval Election: May 14, 1958

Votes for: 267 Votes Against: 50

District becomes Body Corporate: July 14, 1958

New Board of Education assumes full responsibility: July 14, 1958

(or date when new board organizes following its election on July 14, 1958)

Name and Number of New District:

"Aguilar Reorganized School Dist. No. 6"

Numbers of former districts dissolved by the plan: Districts numbered 6, 15, 40, 41, 45, 104, part of 16, 43, 65, and 72. (All territory herein included is released from the Las Animas County High School Organization).

5. Kim

Plan Approval Election: June 23, 1958

Votes for: 86 Votes Against: 13

District becomes Body Corporate: August 22, 1958

(Continued on next page)

(Las Animas County, continued)

New Board of Education assumes full responsibility: August 22, 1958
(or date when new board organizes following its election on August 22, 1958)

Name and Number of New District:

"Kim Reorganized School District No. 88"

Numbers of former districts dissolved by the plan: Districts numbered 70, 91, 97, and 88 (All territory herein included is released from the Las Animas County High School Organization).

The Committee has met nineteen times and has considered a county unit and a multiple district plan. Five of the six proposed districts for the county were brought to a vote and the elections carried.

Sixty days later boards of education were elected and these five districts are progressing as reorganized school districts.

A problem arose as to the distribution of the assets of the remnant of the County High School. Court action was brought and the matter settled according to the arrangements made in the original plans of the County Planning Committee.

The Trinidad area is still under consideration by the County Planning Committee. Cooperation with Otero County is awaiting development of the Otero County plan.

LINCOLN COUNTY

Has 5-district plan of organization, joint with Elbert County.

1. Arriba

Plan Approval Election: November 28, 1958

Votes for: 99 Votes Against: 16

District becomes Body Corporate: January 28, 1959

New Board of Education assumes full responsibility: January 28, 1959
(or date when new board organizes following its election January 28, 1959)

Name and Number of New District:

"Arriba School District, No. Re 31"

Numbers of former districts dissolved by the plan: All of district number 3; portions of districts numbered 1, 13, and 31. (The portion of territory of district number 1 is released from the Lincoln Union High School System).

2. Genoa

Plan Approval Election: November 28, 1958
Votes for: 97 Against: 21
District becomes Body Corporate: January 28, 1959
New Board of Education assumes full responsibility: January 28, 1959
(or date when new board organizes following its election January 28, 1959)
Name and Number of New District:
"Genoa School District, No. Re 13"
Numbers of former districts dissolved by the plan: All of district number 10,
portions of districts numbered J4, 13, and 31.

3. Hugo

Plan Approval Election: November 28, 1958
Votes for: 138 Votes Against: 52
District becomes Body Corporate: January 28, 1959
New Board of Education assumes full responsibility: January 28, 1959
(or date when new board organizes following its election January 28, 1959)
Name and Number of New District:
"Hugo School District, No. Re 1"
Numbers of former districts dissolved by the plan: All of districts numbered
8, 14, 18, and 34; portions of districts numbered 1, 13, 20, 25, and 31.
(Territory of districts numbered 14 and 18 is released from the Lincoln
Union High School system).

4. Karval

Plan Approval Election: November 28, 1958
Votes for: 76 Votes Against: 30
District becomes Body Corporate: January 28, 1959
New Board of Education assumes full responsibility: January 28, 1959
(or date when new board organizes following its election January 28, 1959)
Name and Number of New District:
"Karval School District, No. Re 23"
Numbers of former districts dissolved by the plan: All of districts numbered
9, 19, 23, 35, and 41; portion of district numbered 20.

5. Limon

Plan Approval Election: November 28, 1958
Votes for: 38 Votes Against: 5
District becomes Body Corporate: January 28, 1959
New Board of Education assumes full responsibility: January 28, 1959
(or date when new board organizes following its election, January 28, 1959)
Name and Number of New District:
"Limon School District, No. Re 4J"
Numbers of former districts dissolved by the plan: Most of district number J4
(Lincoln and Elbert counties; Lincoln is Headquarters County), portion of
district number 25.

(Continued on next page)

(Lincoln County, continued)

Lincoln County has cooperated with Elbert, El Paso, and Crowley Counties in the development of joint district proposals.

LOGAN COUNTY

The Planning Committee has met eleven times and has considered several different plans ranging from one to five districts. Boundary disputes have been frequent and uneven population and valuation accentuate the district organization problem. However, the Committee anticipates an election prior to July 1, 1959.

The Committee has met several times with the Phillips County Committee, but has been unable to reach agreement. The Committee feels that "in a county as large as Logan a maximum board of seven can not provide adequate representation in a one-district plan".

MESA COUNTY

Although Mesa County was completely reorganized under the provisions of Article 8, Chapter 123, Colorado Revised Statutes 1953, joint district situations with neighboring counties caused the county to form a committee on a standby basis. In its two meetings the Committee has considered disposition of joint district areas with Garfield County.

MINERAL COUNTY

Since Mineral County is a county having only one school district embracing

(Mineral County, continued)

the entire area of the County, it was excused from forming a school planning committee.

MOFFAT COUNTY

Moffat County has considered a county unit plan and a three-district plan. The three-district plan would establish an elementary district in the Craig area, and combine the rest of the county into an elementary district. Over both elementary districts would be superimposed the Moffat County High School District.

This three-district plan was presented to the Commissioner of Education for his comments. The Commissioner advised the Committee that he felt such a plan was not in accord with Subsection 12 of Section 11 of S. B. 385, which asks the committee to consider the advisability of combining under one administrative head, high school and elementary school districts. He advised them further that eventually every other committee in the state was considering forming new districts under S. B. 385, which would be unified school districts.

The Moffat County Committee is now in the process of considering the commissioner's comments.

MONTEZUMA COUNTY

Plan Approval Election: August 25, 1958
Votes for: 144 Votes Against: 233

Since this plan failed to win the approval of the voters, the school planning committee is now revising its plan for re-submission in the near future.

The Montezuma County Planning Committee met twenty-four times, considering a three-district plan, upon which six hearings were held. One plan, known as the Cortez plan, was approved by the Commissioner and submitted to a vote. The election failed.

(Continued on next page)

(Montezuma County, continued)

On November 7 the Committee voted to continue its study of a plan of organization for the districts of the County to determine why the Cortez plan was defeated and also to study a plan for a one-district County.

The Committee has met with the Dolores County Committee but no agreement was reached between the two committees.

MONTROSE COUNTY

The Committee has met four times and has reached no conclusion relative to a district organization plan for the county. It is reported that the Committee "is composed of members who are too busy to attend the meetings".

Several public meetings were held in the west end of the county and it was found that the people attending were opposed to any change. The meetings were discontinued as they were considered harmful.

The Committee has met with the Gunnison County Committee and the San Miguel County Committee. The Committee plans to step up its meetings this winter and to elect some replacements for members who have moved away.

MORGAN COUNTY

This Committee has met thirteen times and has given consideration to a county unit and to a multiple district plan of three districts for the County.

No plan has been approved by the Committee and the Committee is now involved in consideration of joint districts with Logan, Adams, and Washington Counties.

OTERO COUNTY

This Committee has met ten times and has considered a one-district, three-district, and six-district plan for Otero County. No plan has been approved by the Committee, but the Committee hopes to bring a plan to election prior to July 1, 1959.

At year end a one-district plan was receiving chief consideration. This Committee has met with the Crowley County Committee, but no agreement was reached.

OURAY COUNTY

The county school planning committee was organized June 26, 1957, and is considered in the status of a standby committee.

This county was, except for a joint district with Montrose County, completely reorganized under H. B. 900. The Committee has met twice during the year to consider disposition of the joint district area.

PARK COUNTY

The Committee has met seven times and has made a survey of a three-district plan and a two-district plan with tentative approval having been given to a two-district plan for Park County. There is now one reorganized district in Park County, this district having been formed under H. B. 900. The Committee hopes to bring its work to a conclusion and its plan or plans to a vote prior to July 1, 1959.

PHILLIPS COUNTY

This Committee has met fourteen times and is now carefully considering and developing a two-district plan for Phillips County. There has been a joint district boundary line problem with Sedgwick, Logan, and Yuma Counties. The joint district boundary problem is the chief obstacle confronting the Committee in setting up its plan of district organization.

PITKIN COUNTY

The Pitkin County Committee has been meeting regularly. The Aspen district in Pitkin County was reorganized under the provisions of old H. B. 900.

The Eagle County Committee asked the Pitkin County Committee to prepare a plan for inclusion of Eagle County territory in the Frying-pan River Water Shed. The Pitkin County Committee undertook this responsibility but finds it impossible to develop a plan for this area separate and apart for the Carbondale area of Garfield County. The Garfield County Committee has presented a plan including the Carbondale area with the Glenwood Springs area and has thus far refused to release the Carbondale area to the Pitkin County Committee.

The Pitkin County Committee has said that if the Basalt, Redstone, and Carbondale area would prefer to go to Garfield County the Pitkin County Committee would release them. On the other hand, if these areas desire to join Aspen, the Pitkin County Committee will not release them to the Garfield Committee. The Committee is currently endeavoring to ascertain the feelings of the people in these affected areas.

PROWERS COUNTY

The Prowers County Planning Committee has met ten times, has made a valuation per child study of proposed districts for the County. The Committee has not considered less than four districts.

Prowers County, continued)

The advisability of continuing the Union High School districts is one problem confronting the Committee.

Target date for elections on plans in Prowers County is early spring, 1959. Prowers County Committee has reached agreement with Bent County on the disposition of the Wiley territory.

PUEBLO COUNTY

The Pueblo County Committee has only joint district problems with other counties, and is really a standby Committee, the reorganization under H. B. 900 having proved adequate and successful.

RIO BLANCO COUNTY

Has 2-district plan of organization

1. Meeker

Plan Approval Election: August 12, 1958

Votes for: 173 Against: 34

District becomes Body Corporate: October 11, 1958

New Board of Education assumes full responsibility: October 11, 1958

(or date when new board organizes following its election October 11, 1958)

Name and Number of New District:

"Meeker School District No. Re-1"

Numbers of former districts dissolved by the plan: Old districts numbered 1, 2, 7, 8, 21 Joint of Rio Blanco, major part of 6, and Rio Blanco County High School.

2. Rangely

Plan Approval Election: August 12, 1958

Votes for: 68 Against: 3

District becomes Body Corporate: October 11, 1958

(Continued on next page)

(Rio Blanco County, continued)

New Board of Education assumes full responsibility: October 11, 1958
(or date when new board organizes following its election October 11, 1958)
Name and Number of New District:
"Rangely School District Re-4"
Numbers of former districts dissolved by the plan: Old districts numbered 4
and small portion of number 6. (All territory herein included is re-
leased from the Rio Blanco County High School Organization).

RIO GRANDE COUNTY

The Rio Grande Committee has been substantially a standby Committee, but in its six meetings has conferred with Alamosa County in forming a joint district for the east end of the county.

The Alamosa County Committee conducted an election, which was successful. Thus Rio Grande County is now completely organized.

ROUTT COUNTY

The Committee has met once each month and has approved a three-district plan for the County and has held four public hearings on its plans. Elections are anticipated early in 1959.

This Committee had fine cooperation from both Eagle and Rio Blanco Counties on joint district problems.

SAGUACHE COUNTY

The Committee has held six meetings and has prepared no plans. However, consideration has been given to a joint district with Gunnison County involving districts No. 19 and 30. Progress on forming such a joint district is stymied because of inaction of the Gunnison County Committee at this point.

While the Saguache County Committee feels that portions of its territory should be released to Gunnison County as the only logical solution to the educational problems of these areas, it feels that proposals to date from the Gunnison County Committee take too large a portion of Saguache County's assessed valuation in proportion to the number of children involved.

SAN JUAN COUNTY

Since San Juan County is a county having only one school district embracing the entire area of the county, it was excused from forming a school planning committee.

SAN MIGUEL COUNTY

This Committee has met seventeen times and has considered a county unit and a multiple district plan of five or three districts for the county.

The Committee is currently working on a three-district plan. The Committee has held discussions with the Montrose County Committee and with Dolores County Committee, but no agreement has been reached.

SEDGWICK COUNTY

This Committee has met nine times during the year and has considered joint district problems with Phillips County. It has held a number of group meetings over the county with the purpose of ascertaining the opinions of the people.

The Committee has considered three-district plans and a county unit plan. It is proposed to hold an election prior to July 1, 1959.

SUMMIT COUNTY

County became a modified County Unit

Plan Approval Election: January 6, 1958

Votes for: 130 Votes Against: 42

District becomes Body Corporate: March 10, 1958

New Board of Education assumes full responsibility: July 1, 1958

Name and Number of New District:

"Summit School District, No. Re 1"

Numbers of former districts dissolved by the plan: Districts numbered 1, 2, 3, 7, 8, 9, and part of 6. (This territory is released from the Summit County High School organization).

Note: Former Districts 6 (portion) and 10J are a part of West Grand School District Number 1, joint with Grand County.

TELLER COUNTY

The Teller County Committee has met six times and has under consideration a two-district plan for the County. There may be final approval of these plans and an election prior to July 1.

Some of the problems confronting the Committee are matters of distance, finance, and tradition.

WASHINGTON COUNTY

This Committee has met ten times. It has considered several plans and currently favors a multiple-district plan of three districts. It has met with the Yuma County Committee and Morgan and Logan groups. There may be a joint district solution in the northwest corner of the county.

WELD COUNTY

This Committee reports 21 meetings with consideration of as many as 15 districts for the county. The Committee has also studied a county-unit plan and a five-district plan. Thirteen unofficial hearings have been held in the County and meetings have been held with Committees of adjoining counties to consider the joint district problem.

A twelve-district plan for the County was discussed with the Commissioner of Education. The Committee proposes to hold elections on the twelve-district plan before July 1, 1959. The Committee has worked with Committees of Boulder, Larimer, Logan, Morgan, and Adams Counties.

YUMA COUNTY

Has 2-district plan of organization

1. West Yuma

Plan Approval Election: November 25, 1958

Votes for: 440 Votes Against: 375

District becomes Body Corporate: January 27, 1959

New Board of Education assumes full responsibility: January 27, 1959

(or date when new board organizes following its election January 27, 1959)

Name and Number of New District:

"West Yuma County School District R-J-1" (Joint with Kit Carson County)

Numbers of former districts dissolved by the plan: All of districts numbered

1, 8, 14, 35, 49, 51, 12J (Kit Carson, Washington; Yuma is Headquarters),

(Continued on next page)

(Yuma County, continued)

and 48J (Kit Carson is Headquarters County) of Yuma County; portions of districts numbered 9, 23, 24, and 100 of Yuma County; small portion of district numbered 39 of Kit Carson County.

2. East Yuma

Plan Approval Election: November 25, 1958

Votes for: 445 Against: 351

District becomes Body Corporate: January 27, 1959

New Board of Education assumes full responsibility: January 27, 1959

(or date when new board organizes following its election January 27, 1959)

Name and Number of New District:

"East Yuma County School District R-J-2" (Joint with Kit Carson County)

Numbers of former districts dissolved by the plan: All of Yuma districts numbered 2, 3, 4, 6, 7, 13, 41, 83, 74J (Joint with Kit Carson; Yuma Headquarters), and 93J (Joint with Kit Carson; Yuma Headquarters); portions of districts numbered 24, 32, 34, and 100 of Yuma County.

The Committee has met twelve times and has developed and carried through to completion elections on two districts for the entire County. Thirteen hearings were held and cooperation with Kit Carson and Phillips Counties preceded the final decision on the two-district plan.

PROBLEMS, DELAYS, SETBACKS

While the general prospect of continued progress in school district reorganization is very favorable in every county, there are difficulties in the processes set forth in S. B. 385 which have been developed with sufficient frequency to deserve emphasis in this report. These difficulties will be discussed under the following headings:

1. Disagreements between Committees of neighboring counties over joint district territories.
2. Determining and apportioning "Director Districts".
3. Confusion between "Reorganization" of School Districts and "Consolidation" of attendance centers.
4. School Foundation Finance Program under reorganization.
5. "Guarantees" in plans.
6. Low standards of educational potential of some proposed districts.
7. Partial reorganizations.
8. Threats of legal challenges in the courts.
9. Initial negative results at the polls.

I - DISAGREEMENTS BETWEEN COUNTIES

Section 14 of S. B. 385 provides in part:

" A proposed district may include parts of one or more counties, provided, however, no plan for a proposed district situated in more than one county shall be submitted to a vote as herein provided for unless the committee of each county involved shall have approved such plan."

This provision, which is probably necessary and sound, has been the factor causing more delay in the process of school district reorganization in Colorado than any other single item. Even where the county committees involved are in absolute accord, the time necessary to explore areas of joint concern, to meet and discuss necessary details, to develop plans, to hold hearings, and to work out election arrangements has added from one to three months to the time in which the committees have reached agreements on solutions within their own county boundaries.

Where the committees are in some minor disagreement, from three to six months is added to the time consumed in finalizing plans. And where the committees are in major disagreement, stalemate has resulted.

In mentioning this point, it is not the intention of the State Department of Education to be critical of any of the committees involved.

Successful negotiations in counties already reorganized are as follows:

<u>Reorganized Headquarters County</u>	<u>Joint With</u>
1. Grand	Summit
2. Douglas	Elbert
3. Rio Blanco	Routt
4. Eagle	Pitkin, Garfield, Routt
5. Alamosa	Rio Grande, Saguache, Conejos
6. Yuma	Phillips, Kit Carson
7. Lincoln	Elbert, El Paso, Crowley

Inter-county negotiations which have been conducted with little or no difficulty include:

Minor Difficulty	La Plata - Archuleta
	Bent - Prowers
	Otero - Pueblo
	El Paso - Fremont
	Gunnison - Montrose
	Gunnison - Hinsdale
	Fremont - Custer
	Montrose - Ouray
	Arapahoe - Elbert

Inter-county negotiations, of which we are aware, which have experienced "moderate" difficulty resulting in some delay but eventual agreement, include:

Moderate
Difficulty

Montezuma - La Plata
Larimer - Boulder
Adams - Arapahoe
Phillips - Sedgwick
Logan - Morgan - Washington
Otero - Bent - Las Animas
El Paso - Elbert

Inter-county negotiations which have experienced "major" difficulty, with considerable delay and some unresolved solutions, called to our attention, include:

Major
Difficulty

Montezuma - Dolores
Dolores - San Miguel
San Miguel - Montrose
Garfield - Mesa
Rio Blanco - Moffat
Boulder - Weld
Adams - Weld
Logan - Weld
Yuma - Washington
Otero - Crowley
Teller - Park

Inter-county negotiations which at the present writing seem to have bogged down to the point where at least one of the counties finds it difficult, if not impossible, to complete its plans within its own county without approval from a neighboring county include:

Stalemate

Phillips - Logan
Gunnison - Saguache
Pitkin - Garfield

In all of these situations in which there is strong disagreement between the committees, there is a tendency for the county committee with the simplest problem internally to chop negotiations off and use the county line as a boundary so that it can advance the cause of the greater number of people as rapidly as possible. This means that there will be left some territories with small numbers of children for which future remedies must be found.

The problem would be simpler if the counties involved were in the same stage of development at the same time. This fortunate circumstance has happened only once thus far in the instance of Summit and Grand Counties. The common experience is that one of the counties is several months ahead of the other.

The issues are so intense that voluntary arbitration, which the State Department of Education has endeavored to introduce, is not a satisfactory answer. The legislature might well give consideration to a mandatory means of arbitration.

II - DIRECTOR DISTRICTS

S. B. 385, (Sec. 13 (2)) provides: "Election Districts. A plan shall provide a specific plan of representation for the members of the board of education of the proposed district. Said proposed district shall be subdivided into five to seven director districts as recommended by the committee and commissioner. Each subdivision shall be represented by one director and shall be as nearly as practicable contiguous, compact, and shall contain substantially the same number of people as each other director district. The plan shall designate the director districts from which members of the board of education shall be elected, (a) to serve until the next biennial election, and (b) to serve until the second biennial election."

In general, this attempt on the part of the legislature to harmonize the interests of geographic representation with population representation has been an effective one.

At the outset of the activities of the committees, there were some comments to the effect that not only should board member candidates be nominated from director districts, but elections should be held entirely within these director districts so that each area could have complete control of its representation. As the committees have grappled with their problems, they have come to see more clearly the wisdom of having board members responsible to the new district as a whole after they have been nominated by geographic areas.

The Jackson County Committee, however, points out that in counties having less than 1,000 school population, it might be advisable to change school board election requirements so that the petitions for candidacy which now require 50 signers in all counties might be changed to require only 15 signers in the smaller counties. In fact, the present Jackson County Committee is reluctant to submit its County Unit plan to the electorate until such a change is made in the law.

Another aspect of the director-district provision comes about in instances like that of the Colorado Springs School District, whose boundary changes under plans now considered by the El Paso County Committee are not great. However, to go through the S. B. 385 process to accomplish these minor boundary changes will result in a major readjustment of the procedures dealing with school board elections. The larger population centers are sometimes understandably reluctant to undergo these upsetting experiences where only minor changes otherwise are involved.

The lack of interest in Cortez in supporting the plan of reorganization advanced by the Montezuma County School Planning Committee has been directly attributed to the feeling that the area (Cortez) having the greatest number of children and the largest tax base to contribute to the enterprise was shorted when the number of school board members for its area was considered.

It is on this point of apportionment of numbers of school board members

that the opportunity for cleavages most strongly presents itself. Rural - urban differences, inter-community rivalries, feuds over the old tussle as to where the county courthouse should be located all seem to revive when this issue is discussed.

Committees, which have developed real statesmanship on this matter, have had little difficulty in their hearings. Other committees have almost floundered on this point.

One of the questions which most frequently comes to the Department of Education is whether, once the director district boundaries are established, there is any provision for their change. The present law contains no such provision. The legislature might do well to consider the point.

III - "REORGANIZATION" vs. "CONSOLIDATION"

Many of the school planning committees at first interpreted their responsibilities to be those of determining what school houses should be used and which ones should be closed. The State Department of Education has felt that until committees realize that the law does not vest them with the powers to build or close schools, but reserves such powers, instead, to the boards of education which will ultimately preside over the new districts formed, the school planning committees will not achieve proper perspective.

Accordingly, the State Department of Education has attempted to give direction to the task as being that of establishing school districts with resources sufficient for the new board of education to be able to reach good decisions as to what the educational program will be when boys and girls get to the schools which good, common sense tells everyone are the necessary schools.

Since Colorado has the kind of geography and the sparsity of population which inevitably requires numerous small schools, it becomes more important than ever that the necessary small school be a part of a school district having a strong program.

A strong school district will inevitably have stronger resources available to overcome the isolation otherwise imposed by Colorado's conditions than will the school district drawn around a single, small school house.

When the people of a community get away from pure brick-and-mortar concepts of an educational program, and come to see how it is that narrowly-conceived school district boundary lines are actually barriers to bringing adequate educational experiences to children in these necessary structures of brick-and-mortar, they are ready to reorganize their school districts effectively -- and not until then.

It is interesting to note that some of the committees still report their chief problems as being "great distances", "sparsity of population", "unimproved roads", etc., when the real issue is rather one of how finely the county is now dividing and subdividing its available resources into numerous small, ineffective districts, which are presently inadequate to cope with these problems.

The best solution to this confusion between reorganizing school districts and consolidation of attendance centers is a program of information and of time in which to absorb its implications. Most of the committees report that they have come a long way in this regard. Their problem is now to bring the people of their communities along with them.

IV - SCHOOL FINANCE AND REORGANIZATION

The legislature has made a studied attempt to separate school finance and school district reorganization in the law. In practice, such separation is impossible.

One financial inducement to reorganization is the provision of the transportation reimbursement to districts transporting children to attendance centers within their own boundaries. The non-operating districts paying transportation to other districts are not reimbursed from state funds, and thus have a positive incentive to join the district to which they are sending their children. The state will then bear a share of the cost.

The county 12-mill levy has some positive effects in this direction, also, in that it makes it more difficult for "tax island" non-operating school districts to escape a fair share of the public cost of educating Colorado's children.

The county 12-mill levy and the state reimbursement under the foundation program would be more of an incentive to school district reorganization if the small attendance center, as a part of a separate school district, did not receive such a disproportionate share of the county and state funds.

S. B. 217 (Section 3 (2) (a) (b) (c)) provides:

- (2) The number of classroom units, calculated to the major fraction of one-tenth unit, to which a school district is entitled shall be determined as follows:
 - (a) One classroom unit for the first fifteen pupils in average daily attendance, provided that regardless of the number of pupils, every school district maintaining a school shall be entitled to at least three-fourths of one classroom unit.
 - (b) A second, third, and fourth classroom unit for each additional twenty pupils in average daily attendance.
 - (c) One additional unit for each additional twenty-five pupils in average daily attendance.

A little consideration of these provisions shows that a county having numerous small, individual districts will get to apportion its classroom units by counting average daily attendance of less than 15, and the 15-20-20-20 combinations as many times as there are small school districts falling within the range of this formula. On the other hand, reorganized districts do not get advantage of the three-fourths classroom unit factor, and they get to count the 15-20-20-20 advantage only once, even though they may have within their boundaries just as many small attendance centers as the unreorganized counties.

Recent studies in the State Department of Education show that this subsidization of the small district gives it an average advantage of ten percent over the larger districts. To restate this proposition in the manner in which it affects reorganization of school districts, we can say on the basis of present experience that when counties put forth maximum effort to improve their educational and financial efficiency through significant school district reorganization, the state will "reward" their efforts by paying them ten percent less on the classroom unit formula than they received as unreorganized counties.

It has been fortunate that the legislature has given the State Board of Education some discretion in allocating additional classroom units and emergency funds to school districts, as this has been the only means of cushioning what otherwise could be a disastrous shock to the financial structure of the reorganized districts.

Since this whole matter is the subject of another report to be presented to the Colorado General Assembly, we will not labor it further at this point, other than to say that adjusting the CRU formula to an "across-the-board" figure of 25 ADA, with provisions forcing school districts having fewer ADA than 25 per classroom to justify the necessity of their separate existence, would be a powerful incentive to good school district reorganization.

V - "GUARANTEES" IN PLANS

After they have drafted their plan, and when they start to hold hearings, most committees report opposition voiced that the plan of operation of schools and transportation as the committee had drawn it is a good one, but that there is no ironclad "guarantee" that the plan as drafted by the committee will be carried out by the new board of education. This complaint revolves most frequently about the retention on an operating basis of small school attendance centers and the fear that reorganization of school districts can only result in transportation routes of extreme length, if such centers are ultimately closed.

Subsection (10) of Section 11 (S. B. 385) in charging the committees as they develop plans to consider "attendance units for students in grade one through six near enough each student to permit transportation of the student to and from school each day under normal weather and road conditions in no more than one-hour round trip", has given one approach, through such legal restrictions, on transportation time.

The idea of geographic representation on the board of education is another partial solution to the problem of "guarantees". In the final analysis, active citizen participation in electing to any board of education the most reasonable and fair-minded members available, regardless of where these people live, is the best guarantee that can be recommended.

Some of the committees have written into their plans recommendations that it be the policy of the new board of education not to close any school unless by a vote of the majority of the parents in the service area of the school. This is purely a recommendation and probably has no legal force in binding the new board of education. Yet it has some ethical suasion, and serves to put into proper perspective the thought that no representative board of education will flout the wishes of the people and the convenience and welfare of boys and girls arbitrarily and wantonly. On the other hand, it keeps open the door so that unnecessary buildings may be closed when the board and the people agree that it is desirable so to do. Good experience in the districts reorganized to date is reported on this point. As long as people do not have sufficient understanding of the real reasons for school district reorganization, they will rally some opposition about this point of "guarantees".

VI - LOW EDUCATIONAL POTENTIAL

Some of the committees have had problems of balancing considerations of plans which are politically expedient against consideration of plans that have educational adequacy. There is a strong temptation for every committee to center proposed new school districts around existing high schools without sufficient regard as to the strength or weakness of these high schools. Unfortunately, the areas now characterized by small, weak high schools seem most prone to fall into this trap.

The commissioner of education has found himself in some disagreement with a few committees on this particular point, and he has conferred with them. Realizing full well that in a voluntary program predicated on local committee initiative and responsibility, his efforts might be construed as attempts to "dictate" solutions to the committees, he has nevertheless felt it impossible to give complete and unqualified approval to plans having low educational potential.

Inevitably in his discussions with the committees considering these plans, their reaction has been gracious, but to the effect that their proposal is as far as the community can plan and is willing to assume this time on a voluntary basis; that the plan is a necessary first step to a more significant solution later; that their plan represents real progress to improve the present situation.

On condition that further study be given to problems of educational adequacy, the commissioner has given his approval on a qualified basis for some of these plans to come to a vote. He has repeatedly stated that he will not approve any plan for a new district which does not provide a complete program of education grades 1-12 or K-12 under one administration.

To date, only one committee has asked the commissioner to consider a plan deviating from this standard. On the other hand, there is general agreement in the committees that a unified 1-12 or K-12 program is the only kind of plan that they should consider.

Since some concern was felt about the direction the committees were moving toward reorganizing effective districts, a survey was made of the number of districts under consideration by the county planning committees, together with the number of children on the school census. The number of children of school age included within the boundaries of a school district is probably the best single measure of the potential scope and quality of educational offering available. The result of this survey is included in this report in the accompanying table on page . Its general report was complimentary to the breadth of vision the committees were gaining. Assuming that their plans were accepted by the voters, the committees had under consideration plans which would have 90 percent of Colorado's children in school districts of over 1,000 school population, and 95 percent of the children would be in school districts of over 500 school population.

COLORADO STATE DEPARTMENT OF EDUCATION

MAXIMUM NUMBER OF SCHOOL DISTRICTS UNDER CONSIDERATION BY COUNTY PLANNING COMMITTEES,
DISTRIBUTED ACCORDING TO SCHOOL CENSUS.

CENSUS 1957-58 SCHOOL YEAR

COUNTY	0- 100	101- 250	251- 500	501- 1,000	1,000- 5,000	OVER 5,000	TOTAL ** NUMBER PROPOSED DISTRICTS	TOTAL NUMBER DISTRICTS AS OF MAY 1, 1957
ADAMS	2	1			4	1	8	19
ALAMOSA		1			1		2 R	12
ARAPAHOE			2		3	2	7	16
ARCHULETA				1			1 R	1
BACA		2		2			4	27
BENT					1		1	17
BOULDER					1	1	2	29 *
CHAFFEE			1		1		2 R	14
CHEYENNE		1	2				3 R	7
CLEAR CREEK				1			1	7
CONEJOS				2			2	17
COSTILLA			1		1		2	12
CROWLEY					1		1	9
CUSTER			1				1 R	2
DELTA					1		1 R	1
DENVER						1	1 R	1
DOLORES			1				1	9
DOUGLAS					1		1 R	17
EAGLE					1		1 R	15
ELBERT		4	1				5	8
EL PASO	2	2	1	2	4	1	12	22
FREMONT		1			2		3	22
GARFIELD					2		2	25
GILPIN			1				1	7
GRAND			2				2 R	12
GUNNISON					1		1	22
HINSDALE	1						1	2
HUERFANO		1			1		2	26
JACKSON				1			1	7
JEFFERSON						1	1 R	1
KIOWA	1	1	1				3	10
KIT CARSON		3	2	1			6	15
LAKE					1		1 R	6
LA PLATA				2	1		3	15
LARIMER		1	2	1	2		6	31
LAS ANIMAS		2	1	2	1		6	46
MINERAL		1					1 R	1
MOFFAT					1		1	23
MONTENZUMA			1	1	1		3	15
MONTROSE				1	2		3	20
MORGAN				1	2		3	14
OTERO						1	1	15
OURAY		1	1				2 R	2

CENSUS, 1957-58 SCHOOL YEAR

COUNTY	0- 100	101- 250	251- 500	501- 1,000	1,000- 5,000	OVER 5,000	TOTAL ** NUMBER PROPOSED DISTRICTS	TOTAL NUMBER DISTRICTS AS OF MAY 1, 1957
PARK	1	1					2	14
PHILLIPS					2		2	13
PITKIN			1				1	2
PROWERS			1	2	1		4	35
PUEBLO					1	1	2 R	2
RIO BLANCO				2			2 R	8 *
RIO GRANDE					2		3 R	3
ROUTT			1	2			3	29
SAGUACHE				1	1		2	5
SAN JUAN			1				1 R	1
SAN MIGUEL			2				2	7
SEDGWICK					1		1	13
SUMMIT			1				1 R	8
TELLER			2				2	8
WASHINGTON		1	1		1		3	29
WELD		2	1		8	1	12	78
YUMA					2		2 R	27
TOTAL	7	29	38	27	57	12	170	929
PER CENT OF TOTAL	<u>4.11</u>	<u>17.06</u>	<u>22.35</u>	<u>15.9</u>	<u>33.52</u>	<u>7.06</u>	<u>100%</u>	
CENSUS	419	6455	12597	14864	114516	228,819	377,730	
PER. CENT OF TOTAL	<u>.13</u>	<u>1.71</u>	<u>3.33</u>	<u>3.93</u>	<u>30.32</u>	<u>60.58</u>	<u>100%</u>	

* TWO DISTRICTS WERE DISSOLVED AFTER MAY 1, 1957 IN BOTH BOULDER AND RIO BLANCO COUNTIES. FOR THE PURPOSE OF THIS REPORT THE DISTRICTS ARE ACCOUNTED FOR IN THE TOTAL NUMBER OF DISTRICTS BEFORE ANY REORGANIZATION UNDER S. B. 385 TOOK PLACE.

** ACTUAL AND REPORTED BY COMMITTEES TO 12/13/58

SOURCE: REPORTS OF COUNTY SUPERINTENDENTS OF SCHOOLS, SCHOOL YEAR ENDING JUNE 30, 1958.
(CENSUS DATA)

4/1/58
REVISED 12/19/58
SDR

VII - PARTIAL REORGANIZATIONS

S. B. 385 (39) provides: "From and after the effective date of this act no school district shall be organized except under the provisions of this act, and no consolidation of existing school districts, annexation to existing districts, or formation of joint school districts, union high school districts, or county high school districts shall be made except as permitted under this act."

A whole cluster of problems has been called to the attention of the State Department of Education concerning the application of this Section.

The most numerous instances of problems were given by small districts, many of them non-operating, which were disposed to undertake "dissolution and annexation" proceedings in the summer of 1957, but were caught "flat-footed" by the May 1, 1957 ban on such proceedings in Sec. 39 of S. B. 385.

The easy and obvious answer is that the counties which have completed their reorganizations are no longer concerned with these districts. Such counties have found that in the process of reorganizing these situations were good incentives to proceed to a broad solution of the problem.

A glib answer is not a very satisfactory one, however, to the residents of such districts which exist in counties having difficulties in resolving broader problems of district reorganization.

Some of the non-operating districts with good solutions to the educational problems for their children in neighboring districts have almost been forced to abandon these happy solutions and enter into operation of unhappy school situations because of the powerful financial incentives previously discussed herein. As operating districts they will receive county and state reimbursement of a large share of their costs, but as tuition-paying districts they have to bear their entire cost out of the local district special fund levy and additionally pay the county 12-mill levy of which they receive no share.

It is a tribute to the residents of such districts which have remained non-operating, and their cooperating neighboring districts, that they have overlooked the financial penalties involved to further the educational interests of the children.

We have already discussed, too, another version of the same problem in the Colorado Springs situation where a simpler solution than S. B. 385 proceedings would bring speedy and happy relief to a "ripe" situation.

A more subtle and refined version of this same problem can result from S. B. 385 proceedings themselves where an existing district is divided in order to form a more logical and reasonable attendance center under the new configuration. Such division may be developed under circumstances where one part of

the divided district having a school house, most of the assessed valuation, and most of the children lies on the side of the line in the proposed new district which votes favorably on the plan, while the area on the other side of the new district line, having some children, little valuation and no school house falls in a proposed new district where a majority of the voters do not approve the plan.

Or, a similar situation may exist with respect to a presently existing joint district where the county committee affected feels compelled to chop off its plans at the county line, being unable or unwilling to hold up a vastly greater project within its own county while the neighboring county takes another six or eight months to finalize its decisions with respect to the joint district territory with few people on its side of the line. A favorable election in the first county can result in a "disembodied" entity on the other side of the county line with a clouded situation facing it.

Or even another situation may develop, where the disembodied territory has no people left at all - a situation under which in former law the county superintendent of schools could annex such territory to whatever district or districts within the superintendent's county which in the superintendent's judgment would best promote the educational interests of the children.

The legislature was probably wise to include Section 39 in the law in order to prevent a piece-meal approach to the problem and also in order to prevent "end runs" around the committees.

However, it might be good at this stage to study the problems, and, if it seems possible to do so without otherwise undermining the broader process, reopen the possibility of simpler methods to alleviate these problems. The State Department of Education would strongly urge that such other means be subject to the review and approval of the county school planning committees before they may be brought into use.

VIII - THREATS OF LEGAL ACTION

While it is possible to point to the analogous H. B. 900 case of Hazlet et al. vs. Gaunt et al., (250 P 2d 188) some opponents to school district reorganization have been able to cloud the issue in some local communities with rumors of invalidity of the present statute, or with threats of legal delays and embarrassment. Most, if not all, of this activity, has been agitated by the Colorado School Protective Association.

In Boulder County, the Board of Education of the Louisville School District brought action in the District Court and succeeded in getting a temporary restraining order against the elections set by the Boulder County School Planning Committee for September 23, 1958. The hearing was held on September 22, which indicates the late date used by the opposition to bring their action and the minimum time granted the Boulder County Committee to prepare its legal defense.

The Court granted the restraining order on two technicalities: (1) that the last posted notices were put in place shortly after noon when they should have been posted before 8:00 A. M. in order to give full 20 days notice of the election, and (2) that the committee had not held hearings on the plan as amended on suggestion of the commissioner.

Subsequent to its order to restrain the election, the court heard arguments on motions to dismiss the action and lift the restraining order. The court took its decision on these motions under advisement, and at the time of this writing had not announced its decision.

If the court grants the motions to dismiss, the Boulder County Committee is prepared immediately to hold the additional hearings necessary before submitting its plan to the commissioner for his approval, and is also ready to hold the elections as soon as possible.

If the motions to dismiss are not granted, then the way is paved for a full-scale hearing on the constitutionality of S. B. 385. Notice is already served in this eventuality that whatever the District Court's decision on this point may be, the matter will be taken to the Colorado Supreme Court.

A similar attempt to restrain the action of the Lake County committee was made. In this instance, the hearing was scheduled two days before the election date - another indication of the eleventh-hour tactics used. Employing the same counsel which represented the Boulder County Committee and which had the advantage of its previous research on legal questions involved, the Lake County Committee succeeded in getting the action to restrain thrown out of court. The Court in this instance refused to entertain the question of constitutionality, since the complaint bringing the action was inadequately drawn. Since the Boulder County action was drawn in the same manner, the Lake County decision could be a good omen for the Boulder County case.

IX - SETBACKS

Twenty-eight of the 31 elections conducted in 1958 under the provisions of S. B. 385 resulted in majorities in favor of the plans. These majorities ranged from a low of 52.6 percent in Eagle County to 98.1 percent in the Branson election in Las Animas County.

The three elections which resulted in defeats and the percentages of the votes against the plans were as follows:

Montezuma County	(Cortez)	61.8%
Conejos County	(North Conejos)	52.3%
Conejos County	(South Conejos)	70.7%

The committees in these two counties are both determined to restudy their plans and their informational approaches to their communities in order to gain a favorable reception to their proposals.

The experience of the committees thus far throughout the state indicates that there are three conditions necessary for a committee to win acceptance of its work: (1) A good, sound plan of school district reorganization; (2) A thorough program of information on the benefits to be derived from the plan; and (3) A well-organized "get-out-the-vote" campaign on election day.

These three factors all consume time and energy. Where all of these ingredients are available in proper quantities, a favorable result is inevitable.

PROGRESS REPORT UNDER S. B. 385, AS OF DECEMBER 31, 1958

COUNTY	NAME OF DISTRICT	NUMBER OF DISTRICTS BEFORE REDUCTION AFTER			TOTAL No. DISTRICTS	DATE OF ELECTION	FOR	AGAINST	TOTAL
AS OF SEPT. 1, 1957					929				
SUMMIT	SUMMIT	8	5	3 ^{1/}	924	1- 6-58	130	42	172
GRAND	WEST GRAND)	12	8 ^{1/}	1	916	2-19-58	157	16	173
	EAST GRAND)		4	1	912	2-25-58	219	145	364
CHAFFEE	BUENA VISTA)	14	4	1	908	4-24-58	209	36	245
	SALIDA)		8	1	900	4-24-58	265	95	360
DOUGLAS	DOUGLAS	17	16	1	884	5- 3-58	704	161	865
LAS ANIMAS	PRIMERO)	46	5	1	879	5- 2-58	234	45	279
	HOEHNE)		9	1	870	5- 7-58	200	52	252
	BRANSON)		0	1	870	5- 9-58	51	1	52
	AGUILAR)		9	1	861	5-14-58	267	50	317
	KIM)		3	1	858	6-24-58	86	13	99
	TRINIDAD)		NO ELECTION TO DATE						
CHEYENNE	ARAPAHOE)	7	0	1	858	6-26-58	36	2	38
	CH. WELLS)		0	1	858	6-27-58	108	6	114
	KIT CARSON)		4	1	854	6-28-58	162	27	189
RIO BLANCO	MEEKER)	8	6	2	848	8-12-58	173	34	207
	RANGELY)					8-12-58	68	3	71
MONTEZUMA	CORTEZ	13		13	848	8-25-58	144	233	377
EAGLE	EAGLE	15	13	2 ^{2/}	835	10-10-58	469	422	891
ALAMOSA	SANGRE DE CRISTO)	12	9 ^{3/}	4 ^{4/}	826	11-25-58	119	63	182
	ALAMOSA)					11-25-58	395	107	502
	SARGENT)					11-25-58	42	9	51
YUMA	WEST YUMA)	27	17	10 ^{5/}	809	11-25-58	440	375	815
	EAST YUMA)					11-25-58	445	351	796
CONEJOS	N. CONEJOS)	16		16	809	11-28-58	244	267	511
	S. CONEJOS)					11-28-58	101	244	345
LINCOLN	ARRIBA)	20	13	7 ^{6/}	796	11-28-58	99	16	115
	GENOA)					11-28-58	97	21	118
	HUGO)					11-28-58	138	52	190
	KARVAL)					11-28-58	76	30	106
	LIMON)					11-28-58	38	5	43
LAKE	LAKE	6	5	1	791	12-11-58	545	82	627
							6461	3005	9466

- 1/ SUMMIT COUNTY HIGH SCHOOL AND DISTRICT NUMBER 6 NOT DISSOLVED UNTIL GRAND COUNTY ELECTION.
- 2/ EAGLE ELECTION RESULTED IN A COUNTY UNIT, BUT ONLY A PORTION OF DISTRICT NUMBER 4 IS INCLUDED IN THE NEW DISTRICT.
- 3/ ONE CONEJOS DISTRICT IS INCLUDED IN THE NEW ALAMOSA SCHOOL DISTRICT.
- 4/ ALAMOSA ELECTION RESULTED IN TWO DISTRICTS, ONE ALAMOSA DISTRICT IS INCLUDED IN THE NORTH CONEJOS PROPOSAL AND ONE DISTRICT IS SPLIT BETWEEN ALAMOSA AND CONEJOS.
- 5/ YUMA ELECTION RESULTED IN TWO DISTRICTS, FOUR SPLIT DISTRICTS BETWEEN PHILLIPS AND YUMA COUNTIES, TWO COMPLETE DISTRICTS, AND THE COUNTY AND UNION HIGH SCHOOL DISTRICTS REMAIN.
- 6/ INCLUDES FIVE REORGANIZED DISTRICTS, ONE DISTRICT RELEASED TO EL PASO COUNTY, AND ONE DISTRICT RELEASED TO CROWLEY COUNTY.

STATUS OF SCHOOL DISTRICT ORGANIZATION BY COMBINING PROGRESS UNDER
HOUSE BILL 900 AND SENATE BILL 385 THROUGH 1958

1. Forty-five (71.42%) of Colorado's 63 counties have had some school district reorganization since 1949.
2. Only 18 counties have had no school district organization. This is 28.57% of the counties.
3. There has been a 54.97% reduction in the number of school districts since reorganization was started in 1949.
4. First class districts have increased in number 35.5% -- 49 to 76.
5. There are 62 reorganized school districts in Colorado.
6. 42.06% of the area of this state is in reorganized districts.
7. 54.83% of the children of the state are enrolled in reorganized school districts.
8. The eighteen counties having no reorganization are:

Baca	Fremont	La Plata	Phillips
Clear Creek	Garfield	Logan	San Miguel
Conejos	Gilpin	Moffat	Teller
Crowley	Jackson	Montezuma	
Dolores	Kiowa	Morgan	

9. There are 967 fewer school districts now (December 1958) than in 1949, or a reduction of 54.97% (1759-- 792).
10. Five counties in the state were county-unit school districts when S. B. 385 was made law May 1, 1957:

Denver	Delta	Jefferson	Mineral	San Juan
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11. The following table shows the school census figures in districts that have been reorganized under all methods.

Prior to H. B. #900 or S. B. #385

<u>County</u>	<u>Census</u>	<u>Total</u>
Denver	109,718	
Mineral	124	
San Juan	<u>237</u>	
		110,079

Reorganized under H. B. #900

Archuleta	759	
Custer	390	
Delta	4,810	
Jefferson	34,484	
Mesa	13,747	
Ouray	527	
Pueblo	31,669	
Rio Grande	<u>3,444</u>	
		89,830

Reorganized under S. B. #385

Alamosa	3,651	
Chaffee	2,192	
Cheyenne	869	
Douglas	1,122	
Eagle	1,168	
Grand	1,034	
Lake	2,067	
Lincoln	1,450	
Rio Blanco	1,386	
Summit	357	
Yuma	<u>2,358</u>	
		<u>17,654</u>

Total School Census Reorganized Counties	217,563
Total School Census for Entire State	397,222
Percentage of State School Census in Reorganized Counties	54.7%

SURVEYS USED

BY

COUNTY PLANNING COMMITTEES

Reports show that the survey technique in its various forms has been used by the county planning committees in gathering information for use in working out district organization plans. The surveys have been of several different types.

1. In some cases a survey has been conducted by the committee as a whole, the committee making a tour of the county visiting each attendance center, and in some instances holding conferences with the teachers and administrators of the different schools.

2. Another survey technique used by committees was to divide the county and have subcommittees of the total planning committee conduct a survey and report back to the committee as a whole.

3. A third survey technique was to employ professional assistants from the outside such as college professors.

4. A fourth survey method was questionnaires sent to the taxpayers. These questionnaires included questions pertinent to the organization of the schools and the program of education conducted within them.

5. A fifth type of survey, and one rather commonly used, covered the finances and statistical information relative to pupils within the districts of the county.

6. Another type of survey focused upon topography, highways, and transportation.

7. Many of the committees used map construction in surveying their county and arriving at a plan.

8. Most of the committees relied heavily on the county superintendent's office for statistical information about the schools.

PLANS CONSIDERED BY COMMITTEES

The county planning committees have found different answers to the district organization problem. In fourteen counties, the county unit covering the entire county has been considered; and in three cases, Douglas, Summit, and Lake counties, the county unit plan has been brought to an election and approved by the voters.

Twenty-seven counties have considered multiple districts. The total number of district plans considered by these twenty-seven is 125.

Thirty-eight different district organization plans have been approved by the county committees, and thirty-three plans have been submitted to the Commissioner of Education for approval.

Ninety-three hearings on plans have been conducted by the county planning committees on plans proposed. It should be noted in this connection that the committee must hold a hearing or hearings in each of the proposed districts for approving a plan and before sending the plan to the Commissioner of Education. Following the Commissioner's approval, the "final approved plan" is explained at a public meeting or meetings in each of the proposed districts prior to holding an election on a plan.

PROBLEMS ENCOUNTERED

The county planning committees have experienced many different kinds of problems. Some committees have been successful in solving most or all of the problems encountered. In a few instances the committees have been successful in discovering a solution to one or more of their problems and their work has been stymied thereby.

Problems encountered are best described as follows:

1. Problem of director districts and representation on the board of education in the new district. This problem involves uneven population concentration and in some instances racial, religious, or economic divisions, and large population centers versus the rural areas.
2. Confusion between "reorganization of school districts" as such and consolidation of school houses continues to trouble some committee members.
3. The problem of distribution of the costs of new school buildings or bond issues already in existence.
4. The joint district problem where proposed districts cross county lines. Some county committees are ready to proceed with the district organization ahead of the county committee in an adjoining county, making it difficult to reach an agreement on proposed districts which would be joined between two counties. Protectiveness of the assessed valuation of property within the county and old inter-county feuds and rivalries complicate this problem of inter-county cooperation.
5. The problem of existing high school centers troubles some committees. There is an accepted opinion that a school district should center around a high school attendance center, despite the fact that there are a number of school districts in Colorado which are operating several different high schools, and despite the fact that many of Colorado's necessary small high schools are too

weak to serve as centers of adequate school districts.

6. Always there arises the problem of permanency of attendance centers, and the possibility that a reorganization would result in long transportation problems for children. Although the committees have attempted to assuage this concern, the citizens ask for impossible "guarantees".

COMMITTEE COOPERATION BETWEEN COUNTIES

Some counties have as many as five different joint district problems confronting them. In these cases, and in all joint district problem situations, the committees must meet and determine the boundaries most suitable for a school district. In one instance, and there perhaps are or will be others, four different counties are involved. This cooperation between the county committees is important; otherwise, some of the parents, taxpayers, or children will be injured and inconvenienced. It appears that some form of enforced arbitration of inter-county committee differences might be necessary to avoid stalemate in a few instances.

FUTURE PLANS OF COMMITTEES

Committees report definite plans to proceed with their search for solution to district organization problems. Every committee indicates that it hopes to have its work done and reorganization proposals submitted to the voters prior to July 1, 1959.

Most committees are planning to step up their work after January 1, 1959.

A number of committees plan to continue with their work without reimbursement for their necessary expenses, even though the original \$500 allotted them is exhausted.

FIELD SERVICE BY DIVISION OF SCHOOL DISTRICT ORGANIZATION BY COUNTIES, 1958

Adams	February 20, March 4, May 1
Alamosa	February 10, April 1, May 6, September 8
Arapahoe	January 13, February 6, June 10, August 20, October 27
Archuleta	
Baca	
Bent	January 17, May 6
Boulder	March 3, March 24, August 25, September 22, October 3, October 28, November 8
Chaffee	March 27, May 5
Cheyenne	June 18
Clear Creek	May 15, September 18; November 18
Conejos	February 11, June 30, September 9, October 6
Costilla	February 12, April 2, May 7, June 18, October 7
Crowley	April 29, May 23, May 29, October 1
Custer	
Delta	
Denver	April 20, April 22
Dolores	September 20
Douglas	February 28, March 31, July 10
Eagle	March 5, August 21, September 27, October 10, October 30
Elbert	April 28, May 26
El Paso	July 17, September 22, November 24
Fremont	April 14, May 20, September 22
Garfield	March 6, July 15, October 30
Gilpin	
Grand	January 23, February 3, February 10, March 17, September 2
Gunnison	May 21, September 17
Hinsdale	
Huerfano	June 17
Jackson	January 22, May 28, June 11, August 3, October 6
Jefferson	May 14
Kiowa	January 16, February 7, April 17
Kit Carson	November 19
Lake	September 25
La Plata	February 24, September 5
Larimer	January 8, January 31, April 2, May 22, July 22, September 29
Las Animas	March 18, April 10, May 16, July 25, August 26, November 21
Lincoln	April 23, September 16
Logan	February 19
Mesa	April 14
Mineral	
Moffat	February 24, October 25
Montezuma	February 25, July 22, July 30, September 5, September 23
Montrose	February 27, July 29, September 18
Morgan	
Otero	January 15, January 17, February 20
Ouray	September 4

Park	April 14
Phillips	March 17
Pitkin	March 6, March 19, June 24, September 23, November 19
Prowers	January 16, August 28
Pueblo	September 30
Rio Blanco	April 21, July 1, July 16
Rio Grande	
Routt	March 20, May 7, September 17, October 31
Saguache	
San Juan	
San Miguel	February 26, July 30, September 19
Sedgwick	January 27, May 19
Summit	February 14, March 5, March 18, March 31, August 19
Teller	April 15
Washington	March 26, April 5, August 27
Weld	February 12, May 27, August 25
Yuma	September 8

ACCOUNTS OF COUNTY PLANNING COMMITTEES
to
December 15, 1958

County	Spent	Balance	Election Expenses from State Fund
Adams	\$486.39	\$ 13.61	\$
Alamosa	199.62	300.38	
Arapahoe	268.57	231.43	
Archuleta	0.00	500.00	
Baca	269.12	230.88	
Bent	500.00	0.00	
Boulder	448.32	51.68	1,193.35
Chaffee	288.43	211.57	281.03
Cheyenne	487.83	12.17	
Clear Creek	99.61	400.39	
Conejos	151.06	348.94	201.12
Costilla	280.07	219.93	
Crowley	149.87	350.13	
Custer	59.71	440.29	
Dolores	0.00	500.00	
Douglas	500.00	0.00	383.33
Eagle	500.00	0.00	195.66
Elbert	220.59	279.41	
El Paso	399.14	100.86	
Fremont	330.11	169.89	
Garfield	102.49	397.51	
Gilpin	108.61	391.39	
Grand	500.00	0.00	44.62
Gunnison	137.62	362.38	
Hinsdale	63.58	436.42	
Huerfano	312.88	187.12	
Jackson	434.98	65.02	
Kiowa	393.06	106.94	
Kit Carson	250.72	249.28	
Lake	139.37	360.63	
La Plata	428.56	71.44	
* Larimer	500.00	0.00	
* Las Animas	500.00	0.00	459.20
* Lincoln	500.00	0.00	75.00
* Logan	500.00	0.00	
Mesa	17.92	482.08	
Moffat	0.00	500.00	
Montezuma	379.98	120.02	
Montrose	253.33	246.67	
Morgan	460.64	39.36	
Otero	221.50	278.50	
Ouray	20.55	479.45	
Park	75.38	424.62	
Phillips	292.98	207.02	

County	Spent	Balance	Election Expenses from State Fund
Pitkin	\$119.28	\$380.72	\$
Prowers	407.39	92.61	
Pueblo	0.00	500.00	
Rio Blanco	500.00	0.00	328.36
Rio Grande	12.23	487.77	
Routt	440.16	59.84	
Saguache	185.01	314.99	
** San Miguel	500.00	0.00	
Sedgwick	77.41	422.59	
Summit	387.50	112.50	
Teller	0.00	500.00	
Washington	500.00	0.00	
* Weld	497.56	2.44	
Yuma	258.25	241.75	318.87
Totals	\$16,117.38	\$12,882.62	\$3,480.54

* Bills in excess of available funds

** \$39.69 in the red

SCHOOL DISTRICT ORGANIZATION IN COLORADO BY ALL METHODS (as of December 31, 1958)

Key to District Organization Map:



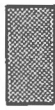
Prior to House Bill 900



House Bill 900



House Bill 900 and Senate Bill 385



Senate Bill 385



Senate Bill 385 election lost



Elections pending under Senate Bill 385

Notes: 1. Eagle election resulted in a county unit, but a portion of one district is released to Pitkin County.

2. Yuma election resulted in two districts; portions of four districts and two complete districts are released to Phillips County and portions of the county and union high school districts remain.

3. Lincoln reorganized into five districts; however one district is released to El Paso County and one district is released to Crowley County.

4. Alamosa election resulted in two districts, but one complete district and a portion of another district are released to Conejos County.

