

COLORADO STATE TEACHERS COLLEGE BULLETIN

Series XVIII

September, 1918

Number 6

THE FARM AND THE SCHOOL

*A Resumé of a Survey of the Public Schools of
Weld County, Colorado*

Made by

THE JUVENILE DEPARTMENT OF THE
COUNTY COURT

Issued by

THE EXTENSION DEPARTMENT OF
COLORADO STATE TEACHERS COLLEGE
Greeley, Colorado

THE
STATE TEACHERS
COLLEGE OF COLORADO
Greeley, Colo.

-3-

The Farm and the School

A *Resumé* of a Survey of the Public Schools
of Weld County, Colorado

DIRECTOR OF SURVEY, J. WALTER LEE, A. B.
Chief Probation Officer of the County Court
Weld County, Colorado

PART ONE

The Survey and Its Applications

By HERBERT M. BAKER
Judge of the County Court of Weld County, Colorado

PART TWO

Educational Interpretation of the Survey

By EDGAR DUNNINGTON RANDOLPH, A. M.
Professor of Sociology, Colorado State Teachers College

Appendix

Reprint and Explanation of Forms Adopted for the
Enforcement of the Compulsory Education Law
in Weld County, Colorado

FOREWORD

The school survey described in the following pages was made by the Juvenile Department of the County Court of Weld County, Colorado, under the supervision of Mr. J. Walter Lee, Chief Probation Officer, with such assistance and suggestion as I was able to give. The onerous task of planning the various forms, collecting and collating the data, and making findings, was shared by each of us. Part One of this Bulletin was written by me, but it has been changed so much from its original draft under the criticism of Mr. Lee that it is really a collaboration.

During the progress of this work, we were in constant consultation with Hon. A. B. Copeland, County Superintendent of Schools, whose long experience in school affairs generally, and intimate knowledge and appreciation of the needs of the Weld County rural school in particular, made his counsel of inestimable value. Indeed, the survey was undertaken in view of the requirements of his office as well as our own.

We also had frequent recourse to the advice of Dr. J. D. Heilman and Professor E. D. Randolph, of the faculty of the Colorado State Teachers' College. The second part of the Bulletin was written by Professor Randolph.

Superintendent G. E. Brown of the Greeley Public Schools conducted the extension term of these schools in the summer of 1917, and it is in no small measure due to him that we are in a position to offer one remedy for retardation and elimination, the effectiveness of which has been tested. The success of this experiment was largely assured by the material and moral support of The Great Western Sugar Company and its officers.

Credit should also be given to Superintendent H. E. Black of the Eaton public schools, and Superintendent E. A. Lanning of the Windsor public schools, for their support of our campaign for a hundred per cent school enrollment last year, and for the courage, impartiality, and energy with which they have enforced the school laws within their respective districts.

We should indeed be guilty of gross ingratitude if we did not here express our sincere thanks and appreciation to the teachers of the county for the promptness, thoroughness, and painstaking care and intelligence with which they answered the several questionnaires sent to them. Without them, the survey would have been impossible. Weld County has just reason to be proud of its teachers.

HERBERT M. BAKER.

County Judge's Chambers, September, 1918.

PART ONE

The Survey and Its Applications

By HERBERT M. BAKER

CHAPTER I.

The Purposes and Methods of the Survey.

Part One of this Bulletin was written primarily for the eyes of the layman interested in the public schools of Weld County. Many explanations are indulged in that are unnecessary for the statistician, and there is no attempt to adopt the style or language of the scientist. Technical and pedagogical interpretations of the survey described herein will be found in Part Two.

The survey was undertaken because there was not sufficient accurate information in the possession of the Juvenile Department of the County Court for it to act intelligently in all cases in the discharge of its duties pertinent generally to the public schools and their pupils, and more especially to the enforcement of the compulsory education laws where they came within its jurisdiction. There was even doubt among many comparatively well-informed men as to whether or not there was any crying need for a more stringent enforcement of these laws. The belief was general that Weld County possessed schools of highest efficiency, and there was much ground for this opinion. Indeed, there have been innuendoes, amounting to thinly veiled accusations, that the officers of the court were embarking upon this work for political or other ulterior motives. The onerous task of gathering and arranging the great mass of data, but casually described in these pages, was not assumed for trivial reasons. It has consumed over a year of the most painstaking, patient, and laborious efforts of many persons, justifiable only by an earnest desire to obtain exact knowledge of important matters.

It is not our intention to create the impression that our schools are in an utterly poor condition. In view of all the circumstances, we have exceptionally good schools. Our rural schools have maintained a high standard of efficiency in spite of a large infiltration of foreign students and the rapid growth of population. Ambiguous, antediluvian school laws, but poorly designed for our needs, have been made to operate wonderfully well. An experienced and progressive educator in the office of the County Superintendent of Schools has placed the rural schools in an enviable position in comparison with those of many other counties of the state.

Nevertheless, our schools have not reached that degree of perfection that they should. There are many evils to be remedied. Some of them are the direct concern of the County Court; but it has been difficult—nearly impossible—to place one's finger upon them. That they existed was indubitable; but, as to just what or where they were, opinions differed widely. For years, wide-awake superintendents have appealed to the coercive powers of the County Court in cases of truancy and absences from school. The court gave the meager assistance it could with the limited equipment, personal and material, it had. It could render assistance, however, only in extreme cases, and that rendered was necessarily sporadic and often without effect. No one was more painfully aware of these facts than the officers of the court; but they were helpless to rectify them.

The re-classification of the county, bringing with it increased powers to the court in the employment of additional clerks and officers, furnished an opportunity to increase in a like measure its usefulness in all things pertaining to the welfare of children in school and out. It was determined to act in the dark no longer. Experience had convinced us that in no work is accurate and positive knowledge more essential than in the

administration of the Juvenile Court. In no other sphere have meddlesome gush and sentiment found a more inviting opportunity or worked greater injury. So delicate and easily influenced are the mental operations of youth that the experience of a session of the children's court may very well determine a child's future career for good or evil. This is a momentous issue, requiring intimate and scientific study. Usually it has received the amiable attentions of good-hearted but ignorant persons, who fancied something ought to be done and forthwith commenced doing it without the least idea of what it was or how to do it. To avoid this silly procedure, we sought the counsel of those qualified by study and experience to give intelligent advice. Closer relations between the Juvenile Court and the office of the County Superintendent of Schools were established where their duties touched or overlapped. The enforcement of the compulsory education laws is within the purview of both offices; but because finally all cases involving these statutes come to the court, and because it was in many ways in a better position to conduct them, the investigations involved in the instant census were undertaken by it.

Breach of the compulsory education laws by children of school age consists in absence from school without legal excuse. In other words, non-attendance, whether brought about through the insubordination of the child himself or through influences beyond his control, constitutes the usual breach of these statutes. With reference to the **extent**, there are two classes of non-attendance; **complete** and **partial**. Complete non-attendance exists when a child of school age ceases to attend school. He is then said to have been **eliminated**. If he is so irregular in his attendance that he becomes backward in his classes and loses grades, he is said to be **retarded**. Another classification may be made, including children who have never entered school. These are so few, however, that it is more convenient to consider them eliminated children.

Elimination and retardation, as to **character**, may be either **avoidable** or **unavoidable**. From our standpoint as officers of the law, avoidable elimination and retardation are such as occur on account of infringements of the school laws, whether such infringements are the faults of the students or those having control over them. Feebleness of mind or body, distance from school, or circumstances bringing the pupil within the exemptions specified in the statute as grounds for the issuance of permits to be absent from school, are examples of causes of unavoidable elimination or retardation. This division is not pedagogically correct. It is the division that most logically describes the artificial classes produced by legislation, and that is the line of demarkation by which courts must abide.

There are many causations of elimination and retardation besides non-attendance, and while all eliminated children are necessarily out of school and all retarded children are in school, yet the causations for both conditions are practically identical. Retardation itself is a fruitful cause of elimination. The pupil who becomes hopelessly behind in his studies, finds himself in a class with younger students, and feels that he is not benefited by the school, is discouraged and usually drops out altogether.

To arrive at the amount of elimination is nearly impossible on account of lack of data. Statisticians have, however, evolved divers formulæ by which the elimination may be more or less closely approximated from retardation and a comparison of the enrollments of children in the different grades, after making allowances for losses by death and increment to populations by natural increase, migration, etc. No such complicated calculations will be attempted here, because the facts are so obvious that they indicate generally the condition, although not its precise extent.

An analysis of retardation should give us a reliable foundation upon which to ascertain the extent of avoidable non-attendance which may be reduced by a systematic enforcement of the compulsory education laws. Through this analysis, we are able not only fairly to measure the degree of such non-attendance, but we can also determine where and among whom it exists. This is the object of the survey. The following recapitulation of its purposes may be made.

To ascertain:

1. The percentage of retardation in the public schools from the first to the eighth grade, inclusive.
2. The proportion of retardation due to avoidable non-attendance.
3. The causes of avoidable non-attendance.
4. The appropriate remedies therefor.

With these facts, we should be in a position to estimate the extent of, and apply the same remedies to, elimination.

The first step was to send to each teacher an "enrollment questionnaire" in order to obtain a complete enrollment of pupils with their ages and dates of birth. The replies to this questionnaire were extremely gratifying. The completeness of the returns is evidenced by the few cases in which the ages of the children were not reported, and by the small number of pupils the natiivities of whose parents were omitted. Complete returns were received from 104 districts out of 108, in all, 9,693 pupils. It is worthy of note in discussing the care with which this sheet, as well as subsequent sheets, was prepared, that the returns from no school which replied had to be rejected on account of careless or fragmentary reports. A few questionnaires were sent back for correction, but very few. So far as the reliability of the data is concerned, full faith may be given them. Whether or not our conclusions are correct, depends upon the intelligence used by us in our constructions.

We assumed, from the standpoint of officers of the law, that any child who had entered school at the age of six and thereafter had progressed through the eight grades without the loss of more than two years on the way, was receiving a proper education. Our inquiry was, "Are children receiving the education the law commands?" It was not, "Are they being educated according to the dictates of educational science?" As the basis of our computation, we adopted the recognized standard which allows a loss of two years before a child is deemed to be retarded. That is, if a child enters school at six, he is retarded in the first grade at eight, in the second grade at nine, in the third grade at ten, etc. In speaking of a retarded child, therefore, we mean a pupil who is two years or more behind the grade he would occupy had he entered school at six and advanced a grade each year. We have not taken fractions of a year into consideration. Errors of six months or less tend to compensate themselves, and the deductions should be close enough for all practical purposes.

Although the questionnaires were made out during the months of December, 1917, and January, 1918, the census was compiled as of date the third of September, 1917, the day on which most of the schools opened. All ages stated on the first sheet were considered as of that date. For instance, a child whose birthday occurred after September third was one year younger for the purposes of the census than the questionnaire showed. If he became nine years of age on October tenth, he was actually eight, or more accurately, not yet nine, the day school opened. The interpretations of this questionnaire are shown on sheet No. Two, "grade and age distribution sheet", which will be considered in its proper place.

There are obviously many causes for retardation, and the percentage of children retarded from each of them would be of undoubted interest to school men. Our interest limited itself to avoidable retardation, and particularly retardation that might be prevented by a stricter enforcement of the law. Those who have studied this subject assert that the chief cause of retardation is non-attendance. Our "causation sheet" was framed on this premise. Subsequent researches amply justified this course. This sheet might more properly, perhaps, have been called "attendance sheet". Upon this blank, teachers were requested to designate the retarded children who entered school late, had been transferred frequently from one school to another, were markedly deficient mentally or physically, had difficulty with language, were incorrigible or insubordinate, or lived far from the schools, as well as to state the actual number of days in attendance for two years. The names placed on the third sheet were solely of retarded children.

The fourth sheet was named the "occupation sheet" upon which the name of only one pupil was placed. Just as on the third sheet we studied only the retarded child, on the fourth we studied only the child who, from the returns on the causation sheet, probably was retarded wholly or in part on account of non-attendance. This exclusion was made on the hypothesis that if a pupil attended school three-fourths or more of the time school was in session, he was not retarded on account of non-attendance. The names on the fourth blanks were those of pupils who were shown by the third sheet to have been absent from school more than twenty-five per cent of the time school was in session.

Each of these retarded pupils then constituted a separate case for study. It is true that we had gained a shrewd idea from an examination of the third sheet whether or not a pupil was retarded through lack of attendance; but we desired to have his teacher's opinion to check our own. Then, too, it was important to know what the teacher believed was the reason for the non-attendance. If the child remained away from school on account of poor health, poverty, distance, or any other cause except truancy on his own part or truancy induced by others, such child did not come within the purview of our inquiries. As the fourth sheet expresses the meat of our survey, it is reproduced in full.

JUVENILE DEPARTMENT, COUNTY COURT, WELD COUNTY,
COLORADO

No. 4, Occupation Sheet

.....Grade.School. District No.....

.....
Student's Name	Parent or Guardian's Name	Address

1. What is the occupation of:
 - (a) Father? Ans.
 - (b) Mother? Ans.
2. What is the child's occupation outside of school? Ans.....
.....
.....
3. (a) Is the child taken out of school to work? Ans.....
(b) At what work? Ans.....
.....

(c) Approximately for how many school days this year? Ans. _____ days.

4. Has the child's outside occupation in past years prevented him from making his grades? Ans. _____

5. Has his school work suffered this year on account thereof? Ans. _____

6. Is the child's outside occupation in your opinion a cause of his retardation? Ans. _____ Why? Ans. _____

7. Do you consider outside occupation the sole cause of his retardation? Ans. _____

8. If not, what other causes in your opinion contribute to his retardation? Ans. _____

Signature of Teacher.

Teacher's Address.

We have tried to explain the methods pursued to obtain the facts necessary to enlighten us of the number of students failing to obtain the education the law requires, through avoidable causes removable by a proper enforcement of the school laws. Whether or not these methods were well designed to attain that object, or the deductions hereinafter were intelligently drawn, is left to the consideration of the discerning reader.

CHAPTER II.

Incidences of Retardation and Elimination.

The gathering of material for the census was complete about March, 1918. Thereafter the laborious task of analyzing it commenced. It was first necessary to classify all the pupils on the enrollment questionnaire according to their ages and grades, and to list them in tables for convenient reference. This was done in the "grade and age distribution sheet" shown in Table I.

TABLE I
Total Grade and Age Distribution Sheet.

Age	Grade 1	2	3	4	5	6	7	8	Total	Below Normal Grade	% Below Normal Grade
5.....	344	17							361		
6.....	848	162	13						1,023		
7.....	<u>482</u>	471	174	18					1,145		
8.....	178	<u>346</u>	434	177	25				1,160	178	15.4
9.....	83	183	<u>323</u>	442	149	10	2		1,192	266	22.3
10.....	32	82	<u>183</u>	<u>298</u>	359	122	22		1,098	297	27.1
11.....	22	45	82	<u>183</u>	<u>243</u>	329	111	14	1,029	332	32.3
12.....	9	16	49	104	<u>150</u>	<u>258</u>	288	82	956	328	34.3
13.....	5	9	28	58	110	<u>142</u>	<u>226</u>	246	824	352	42.7
14.....	2	6	22	32	49	79	<u>153</u>	<u>220</u>	563	343	60.9
15.....	2	1	5	14	22	23	60	130	257	257	100.
16.....	2	1	1	3	1	6	12	37	63	63	100.
17.....			1		1	2	4	11	19	19	100.
18.....								3	3	3	100.
Total.....	2,009	1,340	1,314	1,329	1,109	971	878	743	9,693	2,438	25.15
Above Normal Age	.....	335	344	370	394	333	252	229	181	2,438	
% Above Normal Age	.....	16.7	25.7	28.2	29.7	30.0	26.0	26.1	24.4	25.15	

It will be noted that the ages are distributed according to the vertical column to the left, reading from the top to the bottom. The grades are designated in the horizontal line at the top, from left to right. Thus there are 344 pupils five years old in the first grade and seventeen in the second. Reading down the column according to ages, there are 344 children five years old, 848 six years old, 482 seven years old, etc., in the first grade. All numerals below the heavy line indicate retarded pupils. The totals at the bottom of the table show the whole number of pupils in each grade. In the line opposite the words, "Above Normal Age" is given the aggregate number of students two or more years retarded in their classes in each grade without regard to age. In other words, this line contains the total of the figures below the heavy lines in each grade. The numerals opposite, "% Above Normal Age" give the percentage of children in each class who are retarded. The "Total" column to the right of the eighth grade column states the whole number of children of each age irrespective of grade. It is obvious that the sum of this column should be identical with that of the horizontal total line. The two last columns to the right bear the same relations to the number of children below normal grade that the two bottom lines do to the same children above normal age.

In comparing this table with those of other schools, it should be ascertained at what portion of the school year the computations were made, because a difference of a few months makes a very noticeable difference in the percentages of retardation among the same students occupying the same grades. In other words, if the third of December had been chosen instead of the third of September, as the date upon which to base the calculations, there would have been a greater percentage than is shown. In one district this change of dates increased the retardation from 28.6 per cent to 30.2 per cent.

Comparisons of tables are certain to produce misleading conclusions, if all the conditions under which the different schools operate are not known and taken into consideration. Mere percentages are not in themselves indicia to the comparative standards of scholarship maintained by schools under different environments. Indeed, a high percentage frequently indicates high efficiency. The school in which the compulsory education laws are strictly enforced, with a consequently large proportion of the population of school age in school, will probably show more retardation than the school which pays no attention to the enforcement of the school laws and where only the children of intelligent parents, anxious to obtain an education, attend. Strict grading and systems of promotion and special rooms that attract over-age pupils may also tend to increase retardation. Distance from school, character of population, sufficiency of equipment, and many other influences affect it. These elements must be taken into consideration in attempting to apply these records to another community.

Attention is called to a few salient features of the table bearing directly on the question of non-attendance. The total number of students listed is 9,693, of whom 2,438, or 25.15 per cent, are retarded two years or more. This means that over one-fourth of the pupils in the first eight grades are at least two years below their proper classes.

The next outstanding feature is that while there are 2,009 children in the first grade, there are only 743 in the eighth. Obviously, there were not so many children in the first grade in 1909, the year in which those in the eighth grade entered school, as there were in 1917 when the census was taken. Statisticians have perfected formulae by which the number of children in the first grade eight years before the date of survey may be closely measured. It is sufficient for our purpose merely to call attention to the discrepancy between the populations of these two grades without entering into such calculations which, on account of deaths, births, and the variations of population from migration, remain largely conjectural. It must be evident, even to the most casual reader, that if all the children had remained to finish their eight years of study, many more eighth grade students would have been enrolled, and that many boys and girls dropped out of school before they finished their "common school education". This process of dropping out is known as "the process of elimination."

The above observations may seem, at first sight, to be startling, but in light of other surveys the results are rather gratifying than otherwise. While we have cautioned against *prima facie* comparisons, we venture to refer to Professor Ayers' survey of the schools in fifty-five cities in the United States. He found the retardation to be 33 per cent or nearly one-third, while the retardation in the Weld County schools is only a little over one-fourth. This may be considered a good showing in an agricultural community where a large proportion of the children attend rural schools. It is fair to assume that elimination in the Weld County schools differs in the same degree from the elimination in the schools considered by him, that the retardation does.

While our retardation may be comparatively low, it is still too high. The fact that the average retardation among 9,693 pupils in 104 districts is 25.15 per cent implies that in some of those districts the percentage must be higher. It is essential to discover in just what districts the high percentages are, so that if a remedy is to be applied, it may be applied in the place needed, thus avoiding scattered, and consequently weakened, effort. In order to limit the locus of effort, the county was divided into six divisions, having regard to both geographical and industrial unity, as follows:

Division 1. School District No. 6, including the Greeley City Schools and the Training School of the State Teachers' College.

Division 2. The three largest towns except Greeley in the County, to-wit: Eaton, Windsor, and Fort Lupton.

Division 3. Including small towns in the irrigated area.

Division 4. Districts in the irrigated area having no towns.

Division 5. The unirrigated portions of the county.

Division 6. Mining localities.

Division 7. All schools not included in the other divisions.

The percentages of retardation for these divisions are:

Division 1, 18.01 per cent.

Division 2, 31.24 per cent.

Division 3, 27.07 per cent.

Division 4, 26.28 per cent.

Division 5, 24.79 per cent.

Division 6, 25.68 per cent.

Division 7, 19.52 per cent.

If the average retardation is taken as the dividing line between satisfactory and unsatisfactory conditions, this segregation of territory specifies Divisions Two, Three, Four, and Six, as the particular parts of the county requiring the greatest attention. This, at first glance, may seem surprising. It would be supposed that the mining towns with their floating populations of foreign laborers would show a high percentage of retardation. These districts, however, are only .68 of one per cent above the average. It is equally surprising that Division No. Two comprising the three largest towns, except Greeley, in the county, with their superior equipments and teaching corps, shows the greatest retardation. The explanation that in these towns there is a stricter enforcement of the compulsory education laws with a consequently larger proportion of the children of school age in school, and that the standards of promotion are more stringent, is not, in itself, sufficient.

In summarizing these findings we are driven to the conclusion that the greatest retardation is in the irrigated rural communities and the mining districts. The mining districts also contain large agricultural populations. These communities are among the richest and most densely populated in the county, have schools much more convenient to their pupils than in many parts of the dry lands, and are on the whole much better provided with equipment and teaching force.

Examining the reports with relation to the population, we made tables of age and grade distribution for each nationality, fixing the nationality of the student by the birthplace of the parents. Thus, a child of Russian born parents was classed as Russian, although he, himself, was born in this country. The child whose father and mother were born in different foreign countries was given the nationality of the father. If one of the parents was born in America and the other in another country, the child was classed as of "mixed" parentage. A separate table was prepared for the children whose parents' nationalities were not given. These were comparatively few. The first table below is of children of native born parents. This table includes negroes, and Mexicans whose fathers and mothers were born in the United States. These two races show a high retardation, but there are so few of them that they do not materially change the percentages.

TABLE II
Native Grade and Age Distribution Sheet.

Age	Grade 1	2	3	4	5	6	7	8	Total	Below Normal Grade	% Below Normal Grade
5.....	215	14							229		
6.....	535	121	12						668		
7.....	254	320	134	14					722		
8.....	61	185	313	133	19				711	61	8.6
9.....	23	71	184	317	109	6	1		711	94	13.2
10.....	3	23	82	185	253	93	18		657	108	16.4
11.....	6	15	28	95	163	238	85	10	640	144	22.5
12.....	5	2	22	43	86	179	203	65	605	158	26.1
13.....	1	3	6	17	56	96	154	179	512	179	35.
14.....	1	2	7	4	18	42	106	173	353	180	51.
15.....	1			2	13	19	47	88	169	169	100.
16.....				3	1	4	7	27	43	43	100.
17.....							1	2	10	13	100.
18.....									3	3	100.
Total.....	1,105	756	788	813	718	678	623	555	6,036	1,152	19.09
Above Normal Age	.....	101	116	145	164	174	162	162	128	1,152	
% Above Normal Age	.....	9.1	15.4	18.6	20.2	24.2	23.9	26.0	23.1	19.09	

The next table is of children of foreign-born parents

TABLE III
Foreign Grade and Age Distribution Sheet.

Age	Grade 1	2	3	4	5	6	7	8	Total	Below Normal Grade	% Below Normal Grade
5.....	112	3							115		
6.....	260	27							287		
7.....	202	122	25	1					350		
8.....	103	130	95	29	3				360	103	28.6
9.....	57	108	130	80	26		1		402	165	41.1
10.....	28	55	97	86	73	18	1		358	180	50.3
11.....	16	28	50	80	62	58	13	2	309	174	56.3
12.....	4	15	28	59	56	52	47	11	272	162	59.6
13.....	4	6	23	40	49	33	67	44	266	155	58.3
14.....	1	3	15	27	28	31	33	40	178	138	77.5
15.....	1	1	5	12	10	3	12	29	73	73	100.
16.....	2	2	1				2	10	17	17	100.
17.....					1	1	2	1	5	5	100.
18.....											
Total.....	790	500	469	414	308	196	178	137	2,992	1,172	39.17
Above Normal Age	.....	216	218	219	218	144	68	49	40	1,172	
% Above Normal Age	.....	27.3	43.6	46.7	52.6	46.7	34.7	27.5	29.2	39.17	

It will be quickly noticed that the percentage of foreign retardation is more than twice that of the native, the exact figures being: Native, 19.09 per cent; foreign, 39.17 per cent. The native retardation is materially less than the average for the county, and the foreign is materially more.

Another striking feature is that while the foreign table shows 790 pupils in the first grade, there are only 137 in the eighth grade. That is to say that the eighth grade enrollment is only 17.34 per cent of the first. On the other hand there are 1,105 native children in the first grade and 555 in the eighth, the percentage being 50.23 per cent. This proves that the element of elimination among foreign children is much greater than among American; that is, that more children of foreign parentage fail to receive the education the law demands than American. The following tabulation will show how the foreign school population is distributed.

TABLE IV.

	Native	Foreign	Total	Percentage Foreign
Division No. 1.....	1,369	463	1,832	25.27
Division No. 2.....	711	544	1,255	43.35
Division No. 3.....	1,266	620	1,886	32.87
Division No. 4.....	1,146	1,274	2,420	52.64
Division No. 5.....	1,169	491	1,660	29.58
Division No. 6.....	175	195	370	52.70
Division No. 7.....	200	51	251	20.32
Total	6,036	3,638	9,674	37.60

The seeming discrepancy between these totals and those in Tables I and III is accounted for by the fact that in this table those students for whom the nationalities of the parents were not given are omitted. Those of "mixed" parentage are included in the "foreign" column, which increases the percentage of children of foreign born parents. Omitting those of mixed parentage, the percentage would be 30.87 per cent, a difference of 6.73 per cent.

The fact that the number of children of foreign born parentage increases directly as the percentage of retardation increases demonstrates that the problem of retardation rests among the children of alien parentage. The retardation among these children, however, varies widely. The following table explains this:

TABLE V.

	Percentage of retardation.
Swedes	12.12
Russians	49.19
Italians	22.62
Germans	36.05
Mexicans	66.67
Japanese	31.82
Swiss	12.50
Poles	25.00
French	26.32
Bohemians	44.44
Danes	20.59
English	18.97
Norwegians	27.27
Belgians	47.06
Irish	20.83

	Percentage of retardation
Dutch	21.74
Scotch	16.67
Canadian	15.38
Austrian	34.15
Negro	29.03
Mixed	16.91
None	32.56

Note: The Mexicans here considered do not include those whose parents were born in the United States. They are included in the native tables.

It is of interest to know that there are no retarded Japanese children under fourteen years of age. All those who are retarded are so, at least partially, because of late entrance.

The negroes are placed in this table merely as a matter of interest. Elsewhere they are included among the native children. There are only 31 of them in the schools.)

This table discloses that it is erroneous to include all children of foreign born parents among those who increase the proportion of retarded children in the schools. Except the Mexicans, the Russians show the largest retardation. They comprise 1,484 out of a total of 3,638 children of alien parents. The remaining children are divided among so many nationalities, leaving so few in each, that the percentage given for any one of them is not based upon a sufficient aggregate to be at all persuasive. As there are enough Russians to form a typical example of backward children of this nationality, their age and grade distribution sheet is given in full.

TABLE VI
Russian Grade and Age Distribution Sheet.

Age	Grade 1	2	3	4	5	6	7	8	Total	Below Normal Grade	% Below Normal Grade
5.....	59								59		
6.....	145	8							153		
7.....	129	57	2						188		
8.....	69	79	26	6					180	69	38.3
9.....	31	78	64	25	6	1	1		206	109	52.9
10.....	13	44	67	36	19	2			181	124	68.5
11.....	5	22	36	51	28	12			154	114	74.
12.....	2	10	18	43	28	15	8	2	126	101	80.2
13.....	1	4	15	26	25	12	14	3	100	83	83.
14.....	1	2	10	22	22	17	14	7	95	88	92.6.
15.....			4	8	7	1	8	9	37	37	100.
16.....			1	1				1	3	3	100.
17.....							2		2	2	100.
18.....											
Total.....	455	304	243	218	135	60	47	22	1,484	730	49.19
Above Normal Age	122	160	151	151	82	30	24	10	730		
% Above Normal Age	26.8	52.6	62.1	69.3	60.7	50.	51.1	45.5	49.19		

The differences between the Russian and native tables are much greater than between the foreign and native. The Russian retardation is 49.19 per cent as against 19.09 per cent native. In round numbers, nearly one-half of the Russian children are retarded, while less than one-fifth of the native children are. Comparing the Russian table with the total table (Table I) it will be seen that out of 9,693 children tabulated, 1,484, or 15.31 per cent, are Russian, and, out of 2,438 retarded pupils, 730, or 29.94 per cent, are Russian. The mere statement of these figures is sufficient indication that one of the greatest, if not the greatest, problem of retardation is found among the Russian school population.

Turning again to the native table (Table II), we find other significant facts, aside from those of retardation. While among the native children over one-half as many are found in the eighth grade as there are in the first, among the Russians there are only 4.8 per cent as many children in the eighth grade as there are in the first. On the basis of 1,000 children in the first grade, the proportions would be:

	First Grade.	Eighth Grade.
Native	1,000 pupils	502 pupils
Russian	1,000 pupils	48 pupils

Without attempting to compute the exact elimination among the Russians, the above figures plainly disclose the deplorable fact that very few children of Russian parents complete the eighth grade. Again examining the table of grade and age distribution of the native children (Table II), we find that after the first grade the decrease in number of pupils from the second to the eighth grades is gradual. Until the sixth grade is reached the number is practically stationary, there being in fact more pupils in the third grade than in the second, and still more in the fourth. There is after the first grade but slight difference between any two successive years. Turning to the Russian table (Table VI) we find a heavy decrease from the fourth to the fifth. There are more than twice as many pupils in the fifth grade as there are in the sixth, the numbers being 135 and 60 respectively. The deductions from these comparisons are too obvious to need further comment. The average Russian child does not complete the fourth grade. He drops his schooling at the place reached by the normal child of nine. With this inadequate education he is supposed to attain a responsible position in a land whose welfare depends upon an intelligent citizenship. It would seem that here is urgent need for the enforcement of the compulsory education laws!

CHAPTER III.

Causations of Retardation and Elimination.

In the last chapter we discussed briefly the incidences of retardation and elimination. We ascertained where and among whom retardation was greatest. These findings were not made from reports of all of the school children in the county, but they were made from returns of so many that the percentages found are correct, and an analysis of the retardation of more children would be merely cumulative. The percentage of retardation among 9,693 school children is so nearly what the percentage would be among many times that number that the difference which might be found in the examination of more children would be negligible.

In this chapter we are about to discuss not the mere facts of retarda-

tion and elimination, but the reasons therefor. Here again we do not have returns for all of the retarded children in the county, but we do have returns for so many of them that the percentages we find would apply with equal correctness to the children not reported upon, however many more there may be. The foundations for the analysis attempted in this chapter are the third and fourth sheets described in Chapter I. These sheets were not returned for all of the retarded children tabulated in the age and distribution sheet. That sheet showed that there were 2,438 retarded children reported. Of these 2,078 were included in the third and fourth questionnaires.

This chapter limits itself to retarded children. On account of lack of data concerning eliminated children, we are compelled to suppose that the causations for elimination and retardation are identical. This supposition is fair, because the reasons that keep a child from school a part of the time cannot be very different from those that keep him out altogether.

It would be impossible to enumerate all of the causes of retardation. Different persons are influenced by different stimuli, and each stimulus has in turn varying effects upon different individuals, so that even if all of the causes of retardation could be stated, it would be impossible to ascertain the degree of influence exercised upon each student, by each of these causes. It is possible, however, to divide the causations of retardation into classes which will include practically every case, as follows: Late entrance into school, frequent transfers from one school to another, non-attendance, incorrigibility or poor conduct in the school, difficulty with language, mental defects, physical defects, unstimulating environments, and distance from the school house. Manifestly, so far as the compulsory education laws are concerned, we are interested primarily in non-attendance as a cause of retardation, because, as we have heretofore set forth, the gist of the breach of these laws is failure to attend school. If mere intentional absence from school were the only form of non-attendance, our task would be comparatively simple. But absence from school may be due to many reasons, such as distance from the school house, illness, and other operating factors that readily suggest themselves. These reasons cannot be removed by any proper enforcement of the law. Then, too, late entrance and frequent transfer are merely different forms of non-attendance. Retardation from these causes may to some extent be relieved by keeping in close touch with the children so that they will be compelled to go to school immediately they reach the proper age, and that as little time as possible shall be lost in changing from one school to another.

Our object was only to obtain the number of retarded pupils who are retarded because of avoidable non-attendance. Figures relative to those retarded by other causes would be of interest from an educational standpoint, but they have only an indirect bearing upon our goal.

They do, however, have an indirect bearing that is important, because it is seldom that a child is retarded for only one reason. Usually two or three causations enter into retardation. Thus, it has been necessary to inquire not if a child is retarded solely because he has failed to attend school, but whether or not his failure to attend school has been so prolonged that it may be reckoned as a cause, among others, of retardation.

In order to determine the extent to which non-attendance is a factor of retardation, we have divided time of attendance into four classes. The first class comprises all retarded pupils who attended school 75 per cent or more of the time school was in session. The second class comprises those who attended 50 per cent and less than 75 per cent of the time. The third class comprises those who attended less than 50 per cent, but more than 25 per cent of the time; and the fourth class com-

prises those who attended less than 25 per cent of the time school was in session. In computing this time we took into consideration the whole school year beginning September, 1916, and the portion of the school year beginning September, 1917, which had elapsed prior to the return of the first questionnaire. Just as we have eliminated for the purpose of further study all accelerated or normal students, we now eliminate all retarded pupils whose attendance was of the first class. In other words, we have drawn an arbitrary line and have said that any pupil who attends school three-fourths or more of the time school is in session is not retarded on account of non-attendance. This arbitrary demarcation is based upon the experience of teachers in the school room, and our investigations have shown that for Weld County it is correct. So, for the purpose of enforcing the school laws, we are interested principally in children included in the second, third, and fourth classes as above defined. For convenience we have designated those children in the last three classes as "irregular" in attendance.

Having divided the retarded children into these classes and finally into the two classes of "regular" and "irregular" attendants, our next inquiry is, "Why are those who are irregular in their attendance, so irregular?" In other words, having first determined broadly that non-attendance is a causation of retardation, we now direct our investigation to ascertain what are the causations of non-attendance. A child who is not attending school comes under one of two classes. The first class comprises those who are occupied in some outside vocation, and the second class comprises those who have no vocation at all away from school.

Just as two or more causations of retardation may combine to create that status, so two or more causations of non-attendance may apply to the same retarded child. For instance, a child may be taken out of school to work on a farm. Even if he had been allowed to go to school continuously, it might have been that because he had language difficulty he would still have been retarded, or it might have been that if he had been permitted to stay in school, his language difficulty alone would not have kept him behind his classes. Clearly, however, to form any approximately correct idea of the causes for this child's retardation, both of these elements must be considered.

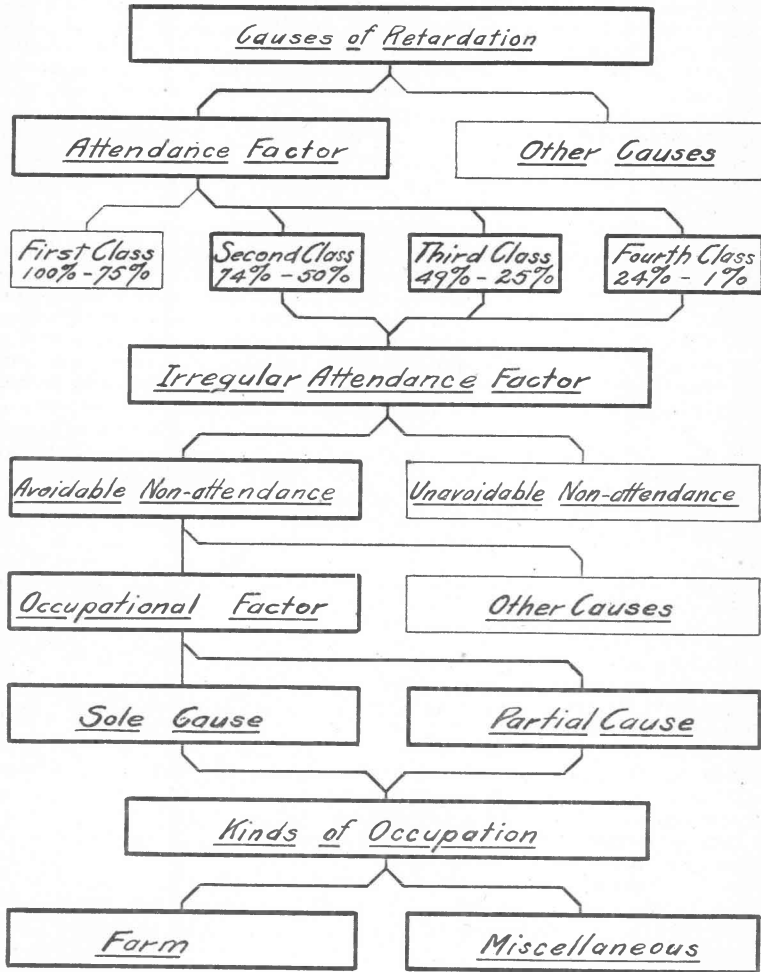
From these premises we find these two divisions. First, the child whose non-attendance is contributed to by outside occupation, and second, the child who, though he is absent from school, has no outside occupation. In turn the outside occupation may be to blame, either wholly or partially, for such non-attendance.

The number of activities that a school child may indulge in outside of the school, is many. In the large cities children are likely to drift into what is known as the "blind alley trades", such as those of messenger boys and cash girls in department stores. In Weld County few are engaged in these occupations. By far the most of the children who are withdrawn from school to work are found on the farms, so that for the purpose of convenience we have divided the outside occupations into two classes, to-wit: farm and miscellaneous.

As a resume of our argument: For the purposes of this survey, we have divided outside occupation as a cause of non-attendance, into five classes, to-wit: As a sole cause, a partial cause, as no cause (that is to say, there is no outside occupation), farm, and miscellaneous.

The following diagram graphically pictures what is attempted to be explained above.

Diagram of Causations of Retardation. *



* Light lined rectangles indicate factors eliminated during progress of survey.

In this diagram the classifications found within the heavy lines are those coming within the direct scope of our investigations. In the rectangles with light lines are shown the classifications that we have eliminated from time to time. The classifications within the light lines, if carried out logically, could be divided into a great many more subdivisions than we have divided those in the heavy blocks. Such subdivision would have thrown little light upon our argument. We have thus eliminated for our purposes much material that it would be necessary to consider if we were attempting a complete pedagogical summary. Further examining the diagram, it will be noted that the process of exclusion there portrayed tends to limit all researches to avoidable non-attendance.

Without attempting to detail the process of elimination, we content ourselves with giving merely the results, dividing the retarded pupils into the same classes as to nationality that we have divided the whole school population in our grade and age distribution sheets shown in the last chapter.

Out of a total of 2,078 retarded pupils of all nationalities, 668 are in the first class as to attendance, 720 in the second class, 539 in the third class, and 151 in the fourth class. The sum of the second, third, and fourth classes is 1,410. These are the retarded pupils classified as irregular in attendance, because they have attended the school less than 75 per cent of the time. The percentage of irregular attendants is 67.9 per cent.

Now, considering the 1,410 irregular retarded pupils as to their outside occupations, we find 197 are retarded solely on account of outside occupations, 960 partially, and 253 have no outside occupation whatever so far as our reports show. In other words, 1,157 of the 1,410 irregular retarded pupils are retarded wholly or in part on account of outside occupation. Of these, 1,121 are taken from the school to work on the farm and only 36 are engaged in other outside occupations which we have classed as miscellaneous.

Reducing these figures to percentages we find that 82.1 per cent of "irregular" retarded pupils are retarded solely or partially because of outside occupation, and that 79.5 per cent of these "irregular" retarded pupils are retarded in whole or in part on account of work in the fields.

Referring these same figures to the whole number of 2,078 retarded children, the retardation of 53.9 per cent is attributable, in part at least, to farm work. In other words, more than half of the retarded children of the county of all nationalities and both sexes are retarded in whole or in part because they are taken out of school to work on the farm.

Following this same method, we have tabulated the percentages of retarded pupils which our records show fall into the occupational division, first, that of all retarded children, and then among the native, foreign, and Russian retarded children. This table shows the comparative percentages and the relative influences of outside occupations on these several groups.

TABLE VII.
Comparative Percentage Table.
(Nationality.)

	Per- centages, Total.	Per- centages, Native.	Per- centages, Foreign.	Per- centages, Russian.
Per cent of total retarded pupils irregular in attendance; i. e., they who attend less than 75 per cent of the time.....	67.9	51.0	85.4	92.5

	Per- centages, Total.	Per- centages, Native.	Per- centages, Foreign.	Per- centages, Russian.
Per cent of total retarded pupils to whose retardation outside occupation contributes	55.7	30.9	80.7	90.7
Per cent of irregular attendance class to whose retardation outside occupation contributes.....	82.1	60.7	94.5	98.0
Per cent of total retarded pupils to whose retardation farm work contributes	53.9	28.5	79.5	90.2
Per cent of irregular attendance class to whose retardation farm work contributes	79.5	55.9	93.1	97.5

The foregoing table shows that by far a larger proportion of Russian children are retarded on account of outside occupation than any other group. Only three Russians are retarded on account of miscellaneous occupations. The exact figures for the Russian group are as follows: Out of a total of 653 Russian retarded pupils considered, 49 are in the first class as to attendance, 254 in the second class, 278 in the third class, and 72 in the fourth class, making 604 under the irregular classification, or 92.5 per cent of all Russian retarded pupils. In other words, over nine-tenths of Russian retarded children attended school less than three-fourths of the time school was in session.

Turning to the occupational classification, 131 are retarded solely because of outside occupation, 461 partially on that account, and 12 have no outside occupation, or a total of 592 Russian retarded pupils out of 653 are retarded solely or partially on account of work out of school, and of these 589 or 90.2 per cent are engaged in farm labor, while 97.5 per cent of those listed as irregular in attendance are engaged in farm labor, and 98 per cent are engaged in some outside occupation. Therefore, outside occupations enter as factors of retardation for practically all Russian retarded pupils.

With regard to elimination, on account of lack of any reliable statistics, we assume that the same causations exist in relatively the same proportions that we have found in reference to retardation.

It may be inquired whether or not these findings apply equally to the boys and girls. Our returns show 1,187 male retarded pupils and 891 female retarded pupils. The percentage of retardation of girls as found by our No. 2 sheets is 22.71 per cent, while that of the boys is 27.47 per cent. The following table of percentages shows the difference between the sexes in relation to outside occupation.

TABLE VIII.
Comparative Percentage Table.
(Sex.)

	Per centages, Boys.	Per- centages, Girls.
Per cent of total retarded pupils irregular in attendance, i. e., they who attend less than 75 per cent of the time	69.7	65.4
Per cent of total retarded pupils to whose retardation outside occupation contributes.....	58.4	52.1
Per cent of irregular attendance class to whose retardation outside occupation contributes.....	83.8	79.6
Per cent of total retarded pupils to whose retardation farm work contributes.....	56.4	50.6
Per cent of irregular attendance class to whose retardation farm work contributes.....	81.0	77.4

Of the 1,187 boy retarded pupils, 827 are classed as irregular in attendance, while 360 show a first class attendance, the percentage of irregular attendants being 69.7 per cent. Of a total of 891 girl retarded pupils, 583 are classed as irregular in attendance, while 308 are in the first class. The percentage of the whole number classed as irregular is 65.4 per cent, or a difference of 5.3 per cent. As to occupation, the boys' classification shows that 56.4 per cent of the total number of boys are retarded by work on the farm, while 50.6 per cent of the girls are retarded. The percentage of irregular boy retarded pupils in whose retardation farm work is an element is 81 per cent, while the percentage of the girl retarded pupils of this class is 77.4 per cent. There are only 23 boys and 13 girls retarded because of miscellaneous outside occupations. The conclusion is unavoidable that while as a whole there are fewer girl retarded pupils than boy retarded pupils in proportion to the whole number of pupils of each of the respective sexes in the schools, the causations of this retardation do not vary materially, and on the whole the difference between the percentages of retardation of the sexes, to which farm labor contributes, is approximately 5 per cent, which is for all practicable purposes negligible.

Summarizing the last two chapters, our deductions are:

1. The greatest retardation exists in the rural irrigated districts of the county.
2. The greatest retardation exists among the foreign populations, and particularly among the Russians.
3. The greatest single causation of retardation among children of all nationalities is irregular attendance.
4. The greatest causation of irregular attendance among children of all nationalities is the withdrawal of children to work upon the farm, and this accounts for practically all of the avoidable retardation among children of Russian parentage.
5. The first task before the officers entrusted with the enforcement of the compulsory education laws is to compel the attendance in school of children withdrawn to the fields, in such a way that it will work the least hardship upon the children themselves or their parents, and least interfere with the agricultural needs of the county.

CHAPTER IV.

The Remedies.

"If there is so much need for the enforcement of the compulsory education laws, why aren't they enforced?" good people have demanded, implying that it is easy enough if the authorities wish. That there has been laxity on the part of some school officials cannot be disputed; but this laxity is not so much the result of indifference or incompetence as of inherent defects in our school laws.

The first obstacle is an inexplicable apathy on the part of many toward the schools. The schools are taken as a matter of course, and money is voted for their maintenance. The school election is attended if one happens to think about it or if a scandal has been spread about one of the teachers. The man on the streets believes in education. He is proud of the schools, and upholds the enforcement of the laws. More is needed than this. Officers experienced in executing laws know that no statute can be enforced without the active demand of the people. Mere passive acquiescence is not enough. Opposition by a considerable minority is sufficient to repeal nearly any statute so far as its effective operation is concerned. If there had been a real demand for

the enforcement of these laws, the conditions depicted in the last two chapters would not exist. School officials would have reacted to such demand, and their tasks would have been made much lighter, for the demand itself would have accomplished much toward such enforcement.

Not only has there been little demand, but in many places there has been effective though subtle opposition. Let us imagine a case, not so far-fetched as may be thought. Suppose that the school board of Fair Valley District is composed of three farmers, each having a Russian family on his place. And suppose, further, that the truant officer (if by any happy accident there is one) is also a farmer with a Russian family on his farm. Each Russian family has its usual brood of *kinder* rising like stairs from Conrad, the six-months-old baby, to Katie, the sixteen-year-old girl. It is late in October and a heavy frost is expected at any time. The potatoes are in the ground. If they are not dug immediately, they are liable to be lost. Perhaps help is scarce. The Russian children make excellent potato pickers. Are the members of the school board likely to compel these children to attend school at the cost of their potato crops? Is it probable that the truant officer will enforce the law and lose his crop, his job, and the friendship of his neighbors as well? Will the little girl teacher employed by the school board, rooming with its president, desirous of renewing her contract, insist that the Russian children are permitted to go to school? The questions answer themselves. These people do not want the law enforced, whatever they may assert to the contrary. Men who keep their own children from school to harvest their crops will not compel other people's children to attend.

After all, are the members of the school board so much to be censured? Is there any logical reason why young people should not assist in the agricultural and industrial pursuits of the community so long as their labor is not exploited or their bodies injured? Should not the father have the assistance of his son in the busy seasons of the year, to plant his crop or harvest it? Should not the mother receive the help of her daughter when the threshers come and there is a score of extra men to cook and wash dishes for? The boy who can drive a four-horse team dragging seventy hundred weight of beets over the dump is an asset to the community. He is adding to the wealth of the country. To drive a team well is just as necessary to his proper education as it is to sit in the school room trying to comprehend an incomprehensible interpretation of "An Ode to a Skylark."

This hypothetical case suggests the remedies we desire to offer. They are three. The first one is

A Campaign of Education.

This bulletin is a part of that campaign. For over a year we have written personal letters and letters to the press, sought interviews, made speeches, conversed, argued, and cajoled. Every teacher in the county has been bombarded with our literature, and we have allowed no member of a school board to escape. The good word is spreading, and the gospel is being preached to the four corners of the county.

The second suggestion is,

A Centralized School Control.

The real seat of school authority is in the local school board. The powers of the County Superintendent are less than supervisory—more truly advisory. Districts of the first class are practically divorced from even this advice. The boards of directors of the school districts through the fifteen specifications of powers enumerated in the statutes, have within their control all essential administrative authority, including the

right to employ teachers, truant officers, and others, to determine all salaries, to fix the courses of study under the general regulations of the State Superintendent, to adopt text-books, to provide school houses and school equipment of all kinds, to suspend and expel pupils, to determine the number of teachers and the length of time over and above three months that the schools shall be kept, to fix the time for the opening and closing of schools, etc., etc. One is impelled to ask why the office of County Superintendent of Schools was created at all. It may be made an important one if the Superintendent is able, courageous, and zealous. Lacking these qualities in the incumbent, it is worse than useless.

With the actual authority in the local boards, there are as many kinds of schools as there are boards. The Board of A District may be composed of intelligent, wide-awake, public-spirited citizens; the board of B District may be composed of persons of very different characters. One district may employ competent, progressive, teachers; the abutting district may employ indifferent ones. The school laws may be enforced in this district, while in that they may not be. By moving a mile, the head of a family finds himself freed from obligations to send his children to school. One school has an efficient truant officer, but a dozen schools have none at all. It is difficult for the Judge of the Juvenile Court to explain to an irate father why he should be compelled to take his children out of the field to attend school when his friend only a few miles distant is permitted to keep his children out of school. Instances of this kind are not infrequent.

Under the present system, teachers are hampered in adopting progressive policies if they do not happen to meet the peculiar views of the school boards. Their discipline is lowered because of the interference of fond and unreasonable parents. One patron objects to the teacher's religion; another, to his lack of religion. If he is active in politics, he is condemned. If he is not, he does not take the interest in public affairs one in his position should. A thoughtless act or indiscreet word will bring down upon his head the villification of a community. His reputation is the subject of discussion in the sewing society, and that reputation, like Sir Peter Teazle's, is left with the society. He can take only his character away. He is the scapegoat in all cases of inefficiency and mismanagement. If the teacher does not wish to become a martyr to the petty prejudices of a neighborhood, he is compelled to become spineless and hopelessly politic. If he cannot please everyone, he is careful to displease no one.

The truant officer who enforces the law is in a difficult position. Even with extreme tact, he is certain to incur the enmity of some of his neighbors. Like the policeman's, his "lot is not a happy one."

Teachers and truant officers should be relieved from these influences and disabilities. Probably more Weld County teachers have been compelled to resign their positions because they have antagonized some of the parents in their districts, in the proper exercise of their duties in enforcing discipline and introducing advanced methods, than because of incompetency or misconduct. It is a law well recognized that no teacher can long remain in one position. These conditions should not exist; but they cannot be removed so long as local boards have unrestricted authority in employment and fixing salaries.

Many of the powers now vested in the local boards should be placed in a board or commission of county-wide jurisdiction, which should have power to employ all teachers and truant officers in the county, and assign them to the different schools. This commission should have coercive authority to compel obedience to the law both by teachers and the people generally. In this way, uniformity in administration, not only of the statutes pertaining to school attendance, but of courses of study,

text-books, equipment, standards of scholarship, durations of terms, and many other reforms, could be brought about that are impossible under the present system.

The Judge of the Juvenile Court should be a member of this board, or at least closely identified with it. The court should have plenary, original jurisdiction through its probation officers in all matters of incorrigibility, insubordination, and truancy in the schools. Teachers and school officials should feel the strong arm of the law acting through the court, back of them to sustain their authority. As it is, the Juvenile Court has only appellate or indirect jurisdiction. It may not act in the issuance of permits to be absent from school except on appeal by the parents when the County Superintendent or local superintendent has refused them. So also with regard to the child labor laws. It cannot compel the attendance of a truant in school unless the local officers have acted and exhausted their powers without avail. If the local officers do not see fit to act, the Probation Officer can do nothing but sit by and twiddle his thumbs. The court has no powers whatever over the expulsion or suspension of pupils, yet if a child is so incorrigible as to necessitate expulsion from school, he is a juvenile delinquent, and should be under the supervision of the court.

It is not intended to be argued that local boards should have no voice in school affairs. In many matters, particularly in voting bonds, taxation for school purposes, and the financial affairs of the district, their wishes should control within reasonable limits to be defined by the legislature. The creation of a central county board or commission with the powers above indicated, among others, seems essential to the solution of the problems here presented. In no other way can there be county wide uniformity of school administration.

The third remedy is,

The Adaptation of School Session to the Industrial Needs of the Community.

A concise statement of this remedy may be given in the language of Chief Probation Officer Lee:

"The school board should choose for school sessions those portions of the calendar year which are best suited to the economic needs of the majority of the people of its district; and, if an appreciable minority exists which is not well served by this readjustment of sessions, such extended terms or extra assistance during regular terms should be provided as will be sufficient to guarantee that every normal child will make at least one school grade during each school year."

The arguments in favor of such a plan are as well expressed in an article written for the Windsor "Poudre Valley", and appearing in the issue of that paper of September 27th, 1917, as they could be here. We copy the article.

"Continuous Schools as Solution of Compulsory Education Problem.

"I have heretofore asked space in your paper to set forth some of the problems confronting the authorities in the enforcement of the compulsory education law, and in a former letter I recited at some length the Greeley summer school plan to give the children who expected to be withdrawn from the schools to aid in the harvest, an opportunity to attend school during that part of the summer when they would not be needed on the farm. The summer school proved to be a success beyond our most sanguine expectations. At some later time I hope to place before your readers the facts and figures showing the results of this experiment. For the present I shall content myself with the statement that it is believed by those who were active in making the summer school a success, that it demonstrates the solution of the problem that

confronts us. That problem is: How may the compulsory education law be enforced in such a way that it will not interfere with the agricultural and industrial necessities of the county?

"The condition of war, carrying with it the withdrawal of men from all industrial pursuits into the army and munition factories, emphasized the necessity of replacing the labor of these men, so far as possible, with that of school children. It was, of course, self-evident, if these children were allowed to be taken from the schools, that they would lose a part of their education, particularly in ideals of good citizenship and Americanism, the need for which this same war condition has also emphasized. The reasonable industrial assistance of the older school children and their proper education are both of them necessities—necessities which it is the duty of the government to provide for.

"We find that these necessities conflict; that is, that children under the law are required to attend school during periods when they are demanded for other activities. The schools are opened in the beginning of September and remain open more or less continuously until the first of June. The portion of the year during which the schools operate has been fixed by a custom, the origin of which is difficult to determine. It is probable that the cooler months were chosen for school work because of the climatic conditions prevailing in the more humid portions of the United States. In the large eastern cities the heat of summer precludes, in a large measure, the successful operations of the schools. Yet, even in New York City summer schools have proved to be marked successes. It is probable, also, that the tendency of persons of means to take their vacations away from the cities and the schools during the summer has contributed to this custom. In Colorado, however, with its high altitude, dry climate, and cool summers, the reasons that obtain in the East for closing the schools during the summer months do not exist. There is no valid reason that occurs to me why the large sums invested in school buildings and equipment should remain idle one quarter of the year. Argument aside, the summer school in Greeley has demonstrated the feasibility of keeping the schools in Weld County open the year around, so far as any natural obstacles are concerned.

"On the industrial side of the question we meet with a very different condition. Potatoes grow only in the summer time and beans mature only in the fall. We cannot adapt agriculture and the rotation of the seasons to suit our school customs. The laws of nature will not bow to the laws of man. Necessities, therefore, require that instead of attempting to operate our schools during the months that these children are needed elsewhere, we should operate them at such times as will permit all children to attend school for a minimum number of weeks in each year. In other words, while the schools keep open only from September to June, it is frequently a hardship to say to the parent that he must have his children in school during all of the intervening months. If, however, we may say to the parent that the schools are open from January to January and that his children must attend them a minimum number of weeks each calendar year, a certain number of which must be in succession, he has an opportunity to choose the time when his children shall attend school that will best fit his needs or conveniences. To enforce a law requiring a minimum time of attendance in school at appropriate periods would work no appreciable hardship on any person, would give the farmer an opportunity to avail himself of the aid of his boy in harvesting his crops, and at the same time insure to the boy the education that his own welfare and the welfare of his country require.

"It must be obvious to anyone who has read thus far that I am endeavoring to recommend to the school authorities in Weld County that the schools should be in continuous session the year around, with such a

sufficient force at all times to take proper care of the children in attendance. It is probable that for several months of the year it would not be necessary to employ the number of teachers that are now regularly employed. Let us try to see what the results of such action would be.

"On the basis of a nine months' term, we find that it requires thirty-six weeks' attendance of the normal child to finish a grade in a year, a school week comprising five days. These thirty-six weeks, under the present system, comprise the months from September to May, inclusive. Suppose, then, that we take as a basis for a minimum requirement of attendance a total of thirty-six weeks of five days each, or one hundred eighty actual school days each year. From the middle of November to the end of March work on the farms is comparatively light, and the necessity for the assistance of the school children correspondingly light. During this portion of the year continuous attendance might be required in all schools. This would comprise about twenty-two continuous school weeks. It is necessary for the best results that there should not be too many breaks in attendance, for the reason that it takes some time after the child has been out of school for him to conform himself to the routine of his work. It is, therefore, desirable that some considerable portion of his attendance should be without intermission. If he attends twenty-two weeks continuously from November until March, there then remains fourteen weeks for him to attend his school in order to comply with the law. That is, between March and November of each year the child may be sent to school at those times which will least interfere with his other work.

"The above program is suggested merely for meeting the demands of agriculture. In some other community it might be more convenient that the child should attend continuously during other months than those mentioned. However, if the school is open at all times the child is at liberty to choose the most propitious times, subject only to the restrictions that he attend in each year a minimum number of weeks and that a certain number of weeks are successive.

"The plan of continuous operation of the school also provides an opportunity for the child who, on account of sickness or other reasons, has been forced to be absent, to make up his school work so that he will not miss his grade. It also gives an opportunity for the child who has become backward in his lessons to attend school for more than the minimum time required by law and thus keep up with his classes. Numerous other benefits might be suggested that are unnecessary to mention here.

"In view of the above facts, I earnestly urge that all readers of the 'Poudre Valley' who are members of school boards or are interested in school affairs, as well as all other good citizens, should give this matter close consideration. The question is one that demands a solution, and the welfare of the community will be greatly enhanced by an early solution. If such a plan can be put in operation by the next school year, the constant conflict between the personal interests of citizens and those who are charged with the duty of enforcing the school laws will be ended. It is a matter for public thought, and I submit this letter not as an argument, but to suggest a plan that seems to me to be practicable and feasible, and which, for its best success, demands the co-operation of an understanding community.'

"Very truly yours,

"HERBERT M. BAKER, County Judge."

The above article was written in contemplation of the summer school at that time in session in Greeley, and has reference more particularly to the larger districts. It is probably true that a continuous school would not be practicable in many of the less populous districts. Dis-

districts adjoining large towns could arrange for the attendance of their children in the town schools at such times as their own schools are not in session. Several districts could combine for the purpose of holding extension terms. In still others, vacations could be better adapted to industrial and agricultural needs. It may be that in some instances the present program best fills the requirements. If so, it is better to let well enough alone. In the main, the arguments set forth in the article quoted apply to all conditions. There is no reason, so far as we have been able to discover, why the economic and educational necessities of each community should not be correlated. That they frequently are not is indubitable.

In 1917, one school had an enrollment of seventeen pupils. During the month of October, only one was in attendance. The other sixteen were assisting in the harvest. October was not a proper month to hold that school open. Very possibly the sixteen absentees had been idle during the whole summer vacation. A better adjustment of vacation periods could have been made, the crops could have been gathered, and the children could have received their needed schooling. Similar conditions exist all over the county, and these conditions should be corrected.

We do not advocate this policy merely because it tends to make it easier to enforce the school laws, although it would undoubtedly have that effect. We advocate it as a matter of principle, believing that as boys and girls grow older they should take their places in the practical activities of life. They should learn the responsibilities of citizenship, among the more important of which is that of self-support. It is their privilege, as well as their duty, to render their parents increasing assistance as years advance. Knowledge of the practical problems of life is just as true an element of education in a broad sense as "the three R's". The habits of industry, thrift, and accountability to others are as necessary to true culture and well-rounded citizenship as familiarity with the classics and rules of grammar. Any system of education that deprives the child of one for the sake of the other is fundamentally false. The school and the home and the farm should be welded into one institution for the welfare of childhood and the glory of the nation.

CHAPTER V.

Application of the Remedies.

Sufficient time has not yet elapsed to make thorough tests of the remedies suggested in the last chapter. The campaign of education has been described generally. We have been pleased and encouraged by increasing support of our propaganda, much of it from wholly unexpected sources.

Nothing can be undertaken looking toward a comprehensive centralization of school control until the legislature acts. While there is no statutory authority to put this plan into complete execution, in conjunction with the County Superintendent of Schools, we have been able to accomplish much under the law as it stands, largely outside of the required scope of our duties, but wholly within official discretion.

One of the first things we attempted was to obtain the active cooperation of the Colorado State Teachers' College. We felt that the public schools and the college could be reciprocally helpful. The college, in preparing its students to be teachers, we thought, could not give them more instructive training than by bringing them into actual contact with the practical problems of the schools. The schools, in turn, would be benefited by the expert advice and assistance the college could offer. We carried our plan to President Crabbe, and were assured of his hearty support. All that was lacking to put our scheme into operation was a

medium through which the college and schools could be brought together. The court, through its probation officers and its connection with truant officers in every district, potentially at least seemed to be the best intermediary.

One of the first results of the President's assurance was to establish a psychopathic clinic at the college, under the supervision of Dr. J. D. Heilman. All children before the court are taken to this clinic for mental tests. Often, physical examination is recommended, in which event we have not hesitated to avail ourselves of the advice of physicians. Specialists in Greeley have freely given their time, learning, and experience for the benefit of wards of the court. County physicians acting under appointment of the Board of County Commissioners have never failed to respond on request. Ultimately, we hope to have attached to this clinic a staff of physicians, dentists, nurses, and social workers, as a permanent adjunct of the court.

While compiling our records it was noticed how frequently a pupil marked for poor conduct would also be marked mentally or physically defective. The coincidence was even more noticeable among the physical defectives than the mental defectives. While the teachers were not in a position to detect any but the most glaring defects, and no scientifically accurate inferences can be drawn from their reports, we believe that much bad conduct in school can be traced directly to these causes. If our impressions are correct, great good can be accomplished by thorough psychopathic examination of all unruly school children.

Our greatest handicap in carrying out this work has been lack of institutional equipment. The State Home and Training School for Mental Defectives at Arvada is overcrowded, and for several years it has been impossible for us to commit any of these unfortunate ones to that place. Weld County alone could probably fill it to capacity with children in need of immediate care.

Another pressing need is a county detention home. There is now absolutely no accommodation for children in *custodia legis*. It frequently happens that it is necessary to detain children several days before final disposition can be made of them. Often, they should remain under observation for some time in order to determine the proper treatment for them. For lighter juvenile misdemeanors, too slight to warrant commitment to the industrial schools but still deserving some punishment, a detention home is indispensable. As it is, these children, many of them in court through no fault of their own, have to be sent to the county hospital, or receive such care and attention as we, for the time being, can furnish them.

The Teachers' College has also co-operated with the court along sociological lines. Professor E. D. Randolph is a member of the Board of County Visitors, and in that capacity attends all trials of boy delinquents. He has formulated drafts of reports for investigations of applications for mothers' compensation and dependent or neglected children. Professor Randolph has also been of material aid in interpreting this survey.

Through Professor Shriber, Director of County School Administration, we have been in close touch with the demonstration schools established in different districts. Through them, we have an opportunity to make practical application of many of our plans.

In short, we have brought this great institution into closer relations with the schools of the county, rendering valuable services to them. Also, we have received the appreciated assistance of many agencies, governmental and private, which lack of space prohibits us from mentioning here. In this way we have endeavored in a measure, to supply many things that a well-organized juvenile court should have, and to

provide a makeshift substitute for a county board, which, while it has few coercive powers, nevertheless, with the support of all school authorities, may be made into a potent instrument of good.

In connection with the County Superintendent of Schools, we are now installing a card index system of enrollment of the public school population. It will be kept up to date by periodical reports of incoming and outgoing students. In case of transfer, the County Superintendent will be immediately informed thereof, and he, in turn, will forthwith notify the officers of the district to which the pupil has moved, so that his attendance in school may be procured without delay.

Uniform forms of permits to be absent from school have been prepared not only for the use of the County Superintendent but for the local superintendents who are empowered to issue them. Thereby, there will be a complete record of all permits granted for the use of the Superintendent as well as the Chief Probation Officer. These forms supply all necessary information so that if any permit is obtained by false pretenses or is granted under misapprehension, proper steps may be taken to cancel it, and, if necessary, to institute legal proceedings against the person wrongfully obtaining the same.

One of our most perplexing problems has been to arrive at an effective method of handling truancy. The court, under the law, is a tribunal of last resort in these cases. Just where the jurisdiction of the schools ended and where that of the court began has been difficult to determine. Our first step to unravel this confusion was to insist that each school board appoint a truant officer, which is made mandatory by statute. Prior to the autumn of 1917 there were three truant officers in the county. That is, there were three gentlemen who were truant officers *de jure* and janitors *de facto*, whose time was monopolized by their *de facto* duties. That fall, ninety truant officers were appointed. Some of them were efficient; others were—not so efficient. Few of them had any comprehension of their duties. Some wrote letters informing us that this child or that was not attending school, thinking that that was all that was required. Plainly, the Probation Officer could not travel to Grover today to see that Johnnie Jones was returned to school, and be in Erie tomorrow to discover why Mary Moore was absent. It was necessary that the burden of caring for all usual cases should be borne by the local authorities. After many letters of explanation and instruction, we at last hit upon a method that we think is feasible. We have provided each teacher with blanks containing instructions to the truant officer to investigate the absence of pupils, with forms of report for the truant officer attached thereto. There were also left spaces for report of the teacher to the Chief Probation Officer if a child should not be returned to school after legal notice to the parents. The blank is here reproduced, together with instructions for its use furnished by our office.

TEACHER'S NOTICE TO TRUANT OFFICER.

Form T 8., 19....

To Truant Officer, District No.....

Kindly investigate absence from school of child named below and make immediate report of your findings.

.....
Teacher.....School,

.....
Name of Child.

.....
Age.

.....
Grade.

.....
 Name of Father. Post Office Address.

 Distance and Direction from School.
 Occupation of—Father
 Mother
 Dates of Absence from School.....

TRUANT OFFICER'S REPORT.

Number and Dates of Visits to Parents.....

 Parent's Reasons for Child's Absence.....

 Parent's Attitude toward Child's Attendance.....

Disposition of Case

1. Has Parent promised to return child?.....If so, When?.....
2. On.....19...., I notified parents to apply for a permit.*
3. On.....19...., I notified parents to return child to school within five days from said date, on form supplied by Chief Probation Officer of Weld County.*

Remarks:

*Erase in accordance with fact. Truant Officer.

TEACHER'S SUPPLEMENTARY REPORT.†

To Chief Probation Officer, Weld County:

....., 19....
 The child named above was due at school on the.....
 day of, 19.... and has failed to report.

P. O. Address. Teacher.

†Use reverse side for additional information you have to offer.

For Use of Form T 8

GENERAL DIRECTIONS TO TEACHERS AND TRUANT OFFICERS.

(Please Preserve Carefully)

1. Each school has been sent a stock of these forms. The forms are in the hands of the teacher. The teacher should order a new supply from the Chief Probation Officer before the stock in his hands is too far depleted.
2. Each blank and report must be fully and carefully filled in.
3. Upon the absence of any child from school for any inexcusable reason, or where the teacher is in doubt as to the justification of the child's absence, or the absence is of long duration, or the teacher desires further information concerning the pupil, or if for any other reason he thinks it is desirable, he will fill in the blanks under "Teacher's Notice to Truant Officer" and sign same. The teacher should not stop with his signature but fully fill in all blanks down to "Truant Officer's Report."
4. Immediately upon receiving the blanks the Truant Officer should investigate the pupil and in all cases confer with the parent, with neighbors and other persons likely to know of the circumstances.
5. If the child's absence has been due to some justifiable cause and he expects to return to school in a few days, under sub-head "Disposition of Case" the truant officer will fill out the first disposition, drawing a line thru the other two and return the same to the teacher.
6. If the child is out for some justifiable cause, such as sickness, the truant officer should notify the parents to obtain permit for absence. Remember that no child between the ages of eight and sixteen years has a right to be absent from school for any cause without a permit. Blank forms of application for permit will be in the hands of all teachers and any parent desiring one will be able to obtain an application from the teacher. Be careful to see that the parent of each child remaining out of school over three or four days even from justifiable causes obtains a permit.
7. In case the child is absent from school for some reason that is not justifiable in the eyes of the law, where the parent is obstinate, or where frequent notice has been given previously, or where permits have been suggested and parents refuse or fail to obtain same, notice should be served on parent by the truant officer on blank forms hitherto supplied to the truant officer or to the secretary of the school district. In case you have no such forms, notify the Chief Probation Officer, who will forward them to you.
8. Under "Remarks," first, give the names and post-office addresses of all persons present when you serve notice, then note any other facts that you think will be of interest to the teacher or to the probation officer concerning the case. Use the reverse side in case of need. Full but brief comments will be greatly appreciated by the Probation Officer.
9. When you have made the investigation and prepared your report, return it to the TEACHER. DO NOT SEND IT TO THE CHIEF PROBATION OFFICER.
10. If the truant officer reports the first disposition; viz., that the parent has promised to return the child to school, and the child has not been returned on such date, the teacher shall give another blank to the truant officer with instructions to serve notice as provided for in Disposition No. 3, on blank, unless extremely good reasons have developed why this course should not be taken.
11. If the truant officer reports the second disposition; viz., that parent was notified to obtain a permit, and the parent does not obtain a

permit within three days after date of such notification, the teacher shall give another blank to the truant officer with instructions to serve notice as provided in disposition No. 3 on blank and to report.

12. If the truant officer reports the third disposition; viz., that he has served notice to parent to return child to school, and the child is not in school within five days from the date of the notice, the teacher should fill out "Teacher's Supplementary Report" at the bottom of the blank, being sure to fill out properly all information required and forward the same to the Chief Probation Officer in envelope furnished. In figuring the number of days from date of notice, exclude the date of notice and then figure only the school days. For instance, if the notice is made on Thursday, and Saturday is not a school day, figure the five days commencing Friday as the first day, Monday the second, and Thursday the fifth day.

13. Truant Officers must not send to the Chief Probation Officer any reports unless requested to do so by him, nor shall the teacher send to the Chief Probation Officer any reports until five days have elapsed after such service of notice, and the child has not then reported. **If these conditions exist, the teacher must in no event fail to forward the report to the Chief Probation Officer.**

14. The local school authorities must be sure they have exhausted every effort to compel the attendance of the child before they take recourse to the County Court.

15. At the time of mailing the report to the Chief Probation Officer, the teacher should include all former notices given the truant officer and reported on concerning such pupil.

J. WALTER LEE,
Chief Probation Officer.

The procedure provided for in this form not only relieves the court from wasting its time on trivial cases, but it complies with all the prerequisites of the statute for the prosecution of persons responsible for truancy.

In our treatment of juvenile delinquents, we have adopted a practice not explicitly contemplated by statute. If the strict letter of the law were followed, immediately upon lodgment of complaint against a juvenile offender, information would issue from the District Attorney's office, and the child would be taken into custody. Thereupon, a formal trial would be held, and, if the defendant should be found guilty, he would be sentenced to the Industrial School. If it was the first offense, or where mitigating circumstances surrounded its commission, the court would suspend sentence and place the delinquent on probation. This procedure presents no insuperable difficulties in large cities where the delinquent lives near the court; but it creates great expense to the county when, as frequently happens in Weld County, the child lives far from the county seat. Besides, it involves a waste of time and trouble to court officers, and no little inconvenience to witnesses and parents.

When the misdemeanor charged is not serious and when neither sentence nor commitment is likely to follow trial, we have adopted a very different procedure. Instead of bringing the child to the court, the court goes to the child. The Probation Officer talks with the parents and neighbors, and with others who have knowledge of the alleged offense and who are acquainted with the general reputation of the offender. If the child is in fact a delinquent, the Probation Officer places him on probation without a formal hearing, warning him that if he gets into any further trouble, he can expect no leniency. This has been found to be fully as efficacious as probation after sentence.

Someone may ask, "What has all this to do with the schools? Benefit to the individual may be admitted, but its application to the school system is somewhat obscure."

It may seem a far cry from the one-room school house in a sparsely settled corner of the county to the college president's study, the physician's office, or the judge's chambers. It is our desire to bring all these factors together as units of one comprehensive scheme. There is not a school in the land in which there is not some troublesome, backward or defective pupil. We want him brought to the court as soon as he is discovered, and before his case becomes so extreme that the law is forced to intervene. If this is done, juvenile crime will be reduced to a minimum, teachers will be advised of the child's true condition, superior methods of teaching him can be suggested, and preventive treatment can be administered before it is too late. We conceive our duty to be to forestall delinquency rather than to punish it. A few cases from our records may illustrate what we mean.

A boy 12 years old was brought to the court by his parents after having been expelled from school for incorrigibility. He was guilty of about all the school boy pranks on the calendar, would depart from the school room in spite of the remonstrances of his teacher, was restless in his seat, constantly fought with other boys, and was a source of terror to the girls. He interfered with the water fountains and destroyed considerable school property. He paid no attention whatever to his studies and was badly retarded. It was impossible for his teacher to discipline him, and he was given a desk in the office with the principal.

The clinic found that while he did not test mentally as high as a boy of his age should, he was not feeble minded, and a physical examination was recommended. The physician removed a quantity of ear wax from his ears, and found that his eyes were astigmatic, that he was afflicted with adenoids and his tonsils were diseased. His father thought that the boy's bad conduct was the exuberance of abundant good health! Glasses were adjusted to the boy's eyes, and the adenoids and tonsils were removed. After a while he was returned to the school. Now he can hear what the teacher says, and to his surprise finds something of interest therein. He can see what she writes upon the blackboard, and discovers that it is worthy his attention. Because of the removal of his adenoids, for the first time in his life, he is able to breathe naturally through his nose. Without the diseased tonsils, his throat is not dry and feverish, and he is not constantly wanting a drink of water. The result is that he is quiet in the school room, has ceased to fidget in his seat, and his school work has improved so much that he has taken his proper place in his studies with his class-mates.

As another example: A girl was brought before the court charged with immoral delinquency. Her physical appearance indicated that she was seventeen or eighteen years of age. She was taken to the psychopathic clinic and given a mental test. She tested thirteen years of age, and the psychologist noted that her mental age corresponded exactly with her chronological age, but that her bodily development was equal to that of a sixteen to eighteen year old girl. In other words, she had a thirteen year old mind in an eighteen year old body. This girl had all of the natural passions and desires of the grown woman with the mentality of a child. The inevitable happened. In default of parents of sufficient intelligence to appreciate this condition, the only treatment was to place her in an institution where she will be under strict supervision until such a time as her mind has had a chance to catch up with her body.

One more case: A boy was brought into court for stealing about everything he could lay his hands on. He had been the scourge of candy and novelty stores. At last, in spite of his shrewdness, he was

caught red-handed. This seemed to be a very plain case of youthful thievery, and the first impulse was to send the boy to the State Industrial School without further ado. In line with our policy of examining well into the environments of all delinquents, a probation officer was sent to the home of the boy. He found that the mother had fled with a man whom she considered to be more desirable than her husband, and that the father was what would be known in Vermont as "wuthless". The furniture was scanty, there was no coal in the bin, and no food in the pantry. On the stove were the remains of cold and indigestible flap-jacks, fried in three inches of grease. The boy's clothes were rags, and his body begrimed with the dirt of weeks. His hair was inhabited by a species of animal life that is not mentioned in the best of society. This boy was not a thief because he was bad. He was a thief solely because his surroundings compelled him to be one. He was not sent to the Industrial School; but he was sent to the Home for Dependent and Neglected Children. From last reports he is getting out of the habit of stealing. He has an opportunity to be adopted into a good family where he will be treated kindly.

The subjects of these three cases were all in the public schools, but came to our attention through other sources. If the teachers, and particularly the truant officers, can be made to understand that they are officers of the court, many of these children would be brought to its attention before they have committed such gross offenses that disciplinary measures seem necessary. We wish to impress upon the school boards and the teachers throughout the county that they and the County Court form component parts of one system. When the time comes that teachers realize that the function of the children's court is not that of a super-child-spanker to the county, but on the contrary that of a super-parent, with the welfare, comfort, and happiness of the children its single object, we have placed ourselves in the position we are striving to attain. We desire teachers and parents to come to us in confidence and faith in our good intentions, instead of compelling us to seek them, only to find erected between us a barrier of suspicion and distrust.

The schools are in theory a department of government, and it remains for the school officials clearly to comprehend this to make them so in truth. When this takes place the concentration of school administration in a central body will have become in a large measure an established fact. Then it will remain for the legislature to confirm by statutory enactment a condition already existing, instead of attempting to revolutionize school administration by radical legislation.

We have placed in an appendix with comprehensive notes, copies of the forms that have been prepared for the purpose of systematizing and consolidating the common functions of the court and the schools.

In the adaptation of school sessions to the industrial and agricultural needs of the community, happily we have had some experience. Rather than ask the reader to take our judgment of the success of this plan, we herewith submit the opinions of others. We quote, first, from a letter written by Mr. H. P. Brunnell, of the Greeley schools, at the request of Superintendent G. E. Brown. After reviewing the work of the court in behalf of extension schools, Mr. Brunnell says:

"It was recognized by these officials that there is a certain justice in the claim of the beet workers, that they actually need the assistance of their children in tending the beets in the spring and again in harvesting the crop in the fall. To make provisions for this exigency, the cooperation of the sugar company and the Greeley city school officials for the establishment of a school during the lax season in which these children could make up the attendance lost during the spring or fall terms, was secured."

"The first such school was opened in the East Ward school buildings

in Greeley last July and the attendance rose rapidly to a total of 217 children requiring the services of 7 teachers."

"The plan was then evolved of permitting any child who thus enrolled to work in the beets either last fall, or this past spring, a certain number of days, not to exceed the number of days which he attended the summer school. Permits were absolutely refused to those who had not attended the school."

"This summer school has now (August 9, 1918) been in operation in the East Ward for two weeks and the enrollment thus far is 188. Superintendent G. E. Brown has been petitioned by the parents of 36 such children to open up the West Ward school, which accordingly will be done, arrangements having been completed for Miss Grace Cochran to begin school there next Monday morning. This will make a total attendance in Greeley, considerably in excess of that for last year. Nor does that betake the full growth of the movement for summer schools are now operating in various districts of the county including Evans and Galeton. It truly appears that our county court has found a method of law enforcement that is agreeable to all concerned."

The following is a letter from Superintendent H. E. Black of the Eaton Public Schools:

"My dear Mr. Lee,

"You have asked me why the Eaton Schools are to open August nineteenth this year instead of on the traditional day of school opening, the first Tuesday after Labor Day in September.

"Tradition may govern us here in the Eaton Schools to some extent, but we are not so loyal to it as to allow it to get in our way.

"We have studied the immediate needs of this community and planned to conduct the schools in such manner as best to serve the needs of both children and adults."

"One of the conflicts that we early discovered was that late May and early June school conflicted with the labor needs of this community in seeding time of farm crops.

"We also discovered that there is practically no farm work to be done here in the month of August. Also, the weather records will show that the latter half of the month of August is cooler from year to year than are parts of September, therefore a better month even than September for commencing work.

"We have found that high school people do not as a rule care to go to the beet and potato fields during the harvest time. Their work is over so far as the crops are concerned by the first of August.

"And too, we find likewise that those German-Russian children above the age of 14 years who do finally go to the fields about the first of October can get at least a month of schooling before the harvest time arrives if we open school early as about August 20, but that when the school does not open until some time in September these children dodge around and manage to mark time until after harvest before entering school at all.

"We find it more desirable to commence early, take the usual Christmas vacation of two weeks and Easter vacation of one week and close about the middle of May than to begin late and rush through without vacation rests and try to use energy that is already consumed. The pupils and teachers come out in much better condition in the spring and economic conflicts are avoided in this community.

"Yours very truly,

"H. E. BLACK,
"Superintendent of Schools."

Our third exhibit is a portion of a news item appearing in the Windsor "Poudre Valley" of August 8, 1918.

"School for Beet Workers in Session."

"School opened in Windsor Monday morning for the benefit of beet workers and others who expect to have to be taken out of school later for the harvest work."

"Superintendent Cohagan is in charge, having just arrived in time to take up this early term. He has a corps of five teachers instructing the enrollment of 265 pupils, which is considered exceptionally good."

"Miss Brooks, who had the first grade last year, has returned and is in charge of the same department this term. Miss Putenny of Greeley has first and second grades; Miss Anna Svedman of this city has third grade; Miss Nichols of Greeley the fourth, and Miss Myrna Laybourn the fifth and sixth grades."

"This is the first experiment of this kind made by the Windsor district, and is in line with the suggestions of Judge Baker and recommendations of the outgoing superintendent, Mr. Lanning. Some plan had to be devised to make possible the attendance of the beet-working children a full nine-months' term without depriving the farms of their labor during the harvest month of October. The summer school term seems to be the solution, and the result of this experiment will be awaited with interest. The enrollment indicates that it will prove a boon to those families and their children who would find it difficult to comply with the law with only the regular term of school."

"One drawback that can be noted at the outset is that children living too far out during the summer will have difficulty in attending on account of poor means of getting to town daily. As no school at this season of the year is in progress in the country districts they cannot attend there and get credit for such attendance. A possible solution for this would be in the use of an auto bus to make the rounds and pick them up daily, and return them to their homes at night. One or two heads of families concerned are reported to have expressed a willingness to pay a monthly sum for the support of such means of transportation if the district should deem it advisable to inaugurate a service of that kind. However, that is a problem that may have to be left for solution after the practicability of the summer term experiment is established."

"The splendid enrollment not only shows a disposition on the part of the beet-working people to take advantage of the school, but also proves that the ministers of the churches to which these families belong have urged a full attendance in the interest of education and better citizenship."

Educators of experience and high repute all over the state have assured us of their hearty agreement with our contentions. Indeed, we have yet to hear a dissenting voice from any school man of responsible position. Typical of many letters received by us is the following from Doctor Gove, for many years Superintendent of the Denver City Schools:

"October 11, 1917.

"Hon. Herbert M. Baker,
County Judge,
Greeley, Colorado.

"Dear Sir:

"Your paper on continuous Schools, reprinted from the Poudre Valley of September 27, has fallen into my hands.

"I hasten to write, assuring you that its substance is to me, of real value.

"Your position is unassailable; one that some of us, by experience, have already assumed.

"The changes of society relations and progress in administering community interest in the country, are unprecedented and almost radical.

"That the school has supplanted the home, in parental and family responsibilities, however regrettable, must be accepted.

"The parent no longer owns the child, except in a modified form; the school has undertaken the greater half of the task.

"The long summer vacation, a custom naturally acquired in earlier days, is no longer necessary: older and more experienced nations did never know of it. It has been said that the language of the oldest nation China, has no word synonymous with our 'vacation.'

"The methods in child training where elementary text-book learning was the sum and substance of our own school days has been relegated to the past. Vocational training in its varied aims is well in hand.

"Intense application for long and uninterrupted periods is no longer demanded. Change from head-to-hand-work, and interests in field and factory, intervene daily. The old-fashioned mental application for the youth no longer is 'au fait.'

"And so eleven months in the year the growing boy can healthfully and properly be set to what is modern school work.

"One of the first decisions as to 'in loco parentis' status of the school, early came down from the Supreme Court of Vermont, when the father insisted that his boy was his absolute possession; that the school could not decide what part of his boys' time could be confiscated; that he would send the boy to school or keep him at home at pleasure; that the school's province was to take charge of the boy, only when the father sent him.

"The Court fifty years ago, failed to sustain the father's position. From that time, the school has, step by step advanced over home territory until the surrender is nearly complete. Slight remonstrances now appear; the mother looks not with displeasure in the morning when a day's relief from responsibility commences and ease from a burden is obtained for the day.

"The writer fails to view the future as promising, while the old-time home training, loving, and directing is disappearing.

"And so I am pleased to read your paper, the tendency of which is to permit healthful business activities to be a part of child-education.

"The School regulations in every district can be modified in required days of pupils' attendance so as to accomplish what your paper so plainly intimates.

"You have suggested one of several reforms, any one of which if adopted will secure to the parent the needful manual assistance, without lessening the value of school instruction.

"Respectfully,

"AARON GOVE."

In addition to Greeley and Windsor, extension schools have been opened this summer at the following places: Evans, Galetton, District No. 1 (Dailey School). Children who attend these schools will be given a leave of absence during the harvest season for as many days as they have attended the extra session, provided that their services are actually needed. Children who do not attend these extension terms will be compelled to go to school during the regular session.

We recommend to school boards throughout the county that they watch the progress of the summer schools now in operation, and note the effect they will have upon the scholarship of the pupils attending them. Our confidence in this remedy is so supreme that we are willing to abide the decision of any fair, unprejudiced investigator.

It will undoubtedly be said that the above remedies cannot take the place of energetic enforcement of the compulsory education laws. This asseveration cannot be disputed. It has been and will continue to be our policy rigidly to enforce these laws whether the reforms advocated herein are adopted or not. If these remedies are adopted, the task of enforcing the laws will be much lighter; but, more to the point, they can then be enforced without injustice or hardship to anyone; whereas, under present conditions their enforcement will inevitably entail unnecessary injury to many persons, including the children themselves. Perhaps, when the good people understand what the strict enforcement of compulsory education laws means to them individually and when this understanding is transmitted into realization by the personal application of these laws to parents here and there throughout the county, they will then perceive the seriousness of the situation and the necessity of changes in our school laws and customs along the lines we have indicated.

But whether these changes are made or not, there is one thing we wish to emphasize. That is, that under the law as it exists the County Court is nearly powerless to act until the local school authorities have exhausted their resources. No parent can be convicted of unlawfully keeping his child out of school until the local truant officer has notified him to have his child in school. The Chief Probation Officer, living in Greeley, cannot keep in touch with each of the fifteen thousand school children of the county, and cannot handle all minor offenses of truancy and delinquency occurring from the Wyoming line to the border of Adams County. All unimportant cases must be taken care of by the local authorities.

The law provides the machinery by which this may be done by the appointment in each district of a tactful, fearless, and impartial truant officer. With such an officer in every school district acting in close harmony with the Chief Probation Officer, infinite good may be done for the schools and for the children in them. School boards should realize that good truant officers are as necessary to the proper conduct of their schools as their teachers. It is futile to establish schools for children who do not attend them, and it is foolish to conduct those schools in a haphazard, inefficient manner, when, by exercising a little discretion and a modicum of intelligence they may be made efficient.

We fear that the reader may have obtained the impression that we are too ambitious in our work and too sanguine of its good results—that we have painted possibilities in too rosy a hue. No one can be better aware than are we of the almost insurmountable obstacles that stand in the way of reaching the ends toward which we are striving. That the work is not only meritorious but, as we believe, necessary for the best welfare and prosperity of the growing generation, can be our only apology for undertaking so herculean a task. As one progresses, he becomes appalled at the labor and time it will be necessary to expend to achieve widespread and permanent results; but as he advances his horizon also broadens, and manifold opportunities for the alleviation of suffering and promotion of happiness become apparent. We believe it to be a practical application of the benign philosophy of Jesus Christ.

PART TWO

*Educational Interpretation of the
Survey*

By EDGAR DUNNINGTON RANDOLPH

THE
STATE TEACHERS
COLLEGE OF COLORADO
Greeley, Colo.

-0-

From the Teacher's Point of View

Aside from the fact that it was promised, there is little reason for the inclusion of another chapter of interpretation of the results of the study of school retardation in Weld County which has been so lucidly described in the foregoing chapters. The investigation has accomplished its initial purpose—the bringing together of the essential facts of the attendance situation in the county for the sake of a clear definition of the problem of the Court in the enforcement of the compulsory attendance law. The weakness of our existing local organization of educational administration and child protection, and the lack of a purposeful correlation between economic and educational activities are revealed with altogether unusual clarity and concreteness. The facts reported are indisputable. They may be verified by just anybody who is interested enough to do the necessary drudgery. And the cautiously drawn conclusions in regard to the appropriate action for the community to take are thoroughly warranted both by the conditions now existing in the county and by the best educational thought of the day. It would seem as if all those who have a notion of the nature of evidence and know when a thing is proved, must give their energetic support to the necessary administrative reorganization of the educational and child-protective agencies of the county. So, what follows here in this final chapter amounts only to casual comment on a few matters of personal interest and a few others of more or less general significance:

In the first place, it is worth remarking that in a real and very important sense this published report of the results of a long and laborious piece of educational research is pioneer work of much more than local importance. It is the first survey of its kind made in the United States. Though for more than ten years gifted students of educational problems have been reporting to the public the facts of retardation among elementary school pupils, up to this time practically all the useful studies have been confined to city school populations. Such random surveys of rural regions as have been made have been in the main not very conclusive—because done at long range on the basis of available reports in the offices of county superintendents. This report invites us out of the metes and bounds of “estimates” and guess work—thanks to the incisively straightforward method of getting at the facts; and offers us the challenge afforded by an interpretation of the discovered facts in terms of our own related community problems. It thus breaks new ground in the most neglected field of American education. It will be easy, with this example, for other similar communities to take stock accurately of their condition.

From another point of view, however, this survey is still more notably a piece of pioneer work. It is the first approach to the study of retardation from the angle of the Juvenile Court. An attack upon the problem from this angle has long been needed, and has in fact only awaited some one with the necessary initiative, energy, and insight to plan and undertake it; for, consider what the Juvenile Court is. It is a “stop-gap”, an “emergency treatment”—a treatment of the symptoms of a bad social condition. Or, less figuratively, it is a new institution which was made necessary by the increased complexity of modern life and the consequently lowered power of home and school to adjust children to things as they are. Methods of child-rearing and educating which were evolved under prevailing rural and provincial conditions of life a century ago are not adequate when life has become essentially urban and cosmopolitan. What was “good enough for us”, even, becomes

quite inadequate for our children simply because "times have changed!" Under new conditions, to hold inflexibly to old ways of doing is merely stupid. Every Juvenile Court case represents, first, the failure of a family to adjust a child to the existing conditions of life; second, the failure of a public school to offset a family's inadequacy; and, third, the failure of a community to provide an adequate organization of protective agencies to guard its children from growing into anti-social and ruinous habits. An efficient Juvenile Court must continually feel the futility of a routine handling of delinquent children. It must, in proportion as its Judge and probation officers are wise, continually seek for means of lessening the stream of warped or gravely endangered young humanity. To hear cases and pass judgment, however wisely, is still in the main only to deal with a bad situation too late. It is too like taking morphia to escape pain—too like using headache tablets when the trouble inhabits eyes or alimentary tract. Behind each delinquent are the efficient causes of delinquency, and delinquency itself remains untouched until the causes are removed. One of the chief causes of delinquency among normal children is non-attendance of school, whether as truants or otherwise; and while non-attendance of school is a main cause of retardation, retardation is equally effective in causing non-attendance—especially truancy. The handling of delinquent children in Weld County constantly discloses the coincidence of non-attendance and delinquency; so, the close relation between the Court's function of enforcing the attendance law and its function of dealing in a curative manner with delinquency is obvious. The two fields overlap. Juvenile Court and public school are parts of one whole. Judge and teacher have in part a common problem. Both have responsibilities created by family and community.

The hopeful aspect of juvenile delinquency is that so many of the causes are removable, so many of the predisposing factors are preventable by an intelligent readjustment of existing organizations to the conditions of life. The aim of society is to secure the greatest values of life. The readjustment which will make least disturbance of existing activities is the best one, provided it secures these values. A further hopeful aspect of juvenile delinquency is the fact that Americans are in general promptly responsive to any clear need of readjustment. Usually all that is needed to insure a beneficial readjustment of established arrangements is to present full evidence of the need. That is, after all, what is done in this bulletin. Those who read it with ordinary attention can not avoid the conclusions which the authors reach. As members of a democratic state they can not accept the conclusions without also accepting their responsibility for promoting the necessary changes. The groups upon which this responsibility rests are probably clearly enough indicated in the bulletin. The Court, upon which responsibility for enforcing the existing law rests, has vigorously enforced that law, and then in this published study has reacted as an intelligent citizen to the conditions that make law enforcement socially painful. The teachers, upon whom rest the varied responsibilities for giving the most useful instruction, forming the most socially useful habits, shaping the attitudes, and determining the effective motives of the rising generation have reacted in their official capacity by thorough co-operation with the Court throughout this investigation, and must further react in their capacity as intelligent citizens by supporting the necessary readjustments of established arrangements which have been proved not to work well under existing conditions. The families of the community are of course vitally interested in every condition that affects their children. Where existing conditions involve a seeming conflict between present and remote interests (as where for the necessary end of saving crops children are, when other labor is not available, withdrawn from school

at the cost of retardation and its cumulative evil results) a clear consciousness of their responsibilities for the general welfare of society must stimulate them to interest themselves in the adjustments necessary to secure an immediate good without sacrificing a more remote but wholly indispensable good. While it is necessary to make a living, it is not necessary to lower the chances of having a progressive community by arrangements which threaten to give the community an undue proportion of half-literate and provincial citizens. So the compulsory attendance law must be enforced, therefore. But it is not necessary to choose the very hardest conditions for the successful operation of the law. A readjustment of the period of school sessions to the periods when children are most needed at home will lessen the injustice to the children and the difficulties of the teachers, and the problems connected with the physical effects of seasonal farm labor on children will then be in turn for investigation.

Since in the matter of school retardation, as in all other conditions, every community represents a somewhat different combination of operative factors, it is peculiarly useful in promoting the general well-being to have so full and clear an exposition of the various causes that contribute to our present state of school attendance and retardation. It should and no doubt will make a cogent appeal to all those who prefer to be guided in their action by the realities of the situation rather than by heedlessly acquired preconceptions about it. If this bulletin can be timely brought to the attention of those who have the power to promote the needed reorganization, the response given to it by the people may fairly be regarded as a measure of the estimation in which they hold public education—or, better, as a measure of their foresight and progressiveness. It may, therefore, be worth while in this concluding chapter to focus attention upon the social significance of the elementary or grade schools in a democracy like the United States. The essential purpose of the elementary schools was long ago perceived and stated by the leaders who established our nation. But custom tends to obscure reasons, and changing conditions of life always create a need for restatement of ends and readjustment of means to suit the unforeseen conditions. So, the question, "Why do we tax ourselves to have public schools carried on?" may profitably be reconsidered in the light of such facts as Judge Baker and Mr. Lee have collected and interpreted for us.

The public schools are not merely a customary or traditional activity. They exist for definite ends far other than "to tax citizens to employ teachers to occupy children when they are not needed at home"—as they have been cynically described. However it may have come to seem to casual opinion or near-sighted self-interest, the public schools of a democracy exist primarily to maintain and forward the purposes of democracy—for the sake of insuring that the kind of social life established in America by liberty loving people, the kind of individual freedom now possessed by both men and women in America, the kind of opportunities now open to both men and women, and so on, may continue to exist and be extended. In other words, the public schools are an expression of our belief in (1) the desirability of institutions that give scope to all individuals to make the most of their capacities, and in (2) the moldability of children to common ideals and attitudes that will promote the ends of democracy. Or, in other words, the belief that the success of democratic government rests upon an intelligent citizenry. This is in brief the traditional description of the social warrant for free public schools. True though it is, it is probably less moving today than when America first sought to give it effect. It, like all formulations produced by a particular past set of conditions, needs to be translated into terms of present social needs. This need is freshly suggested by the

facts of the Weld County Survey of Retardation which adds its eloquent local testimony to the astounding conditions which the world war has shown to exist in America.

Briefly, from a social point of view, the elementary or grade schools are a public agency for the promotion of social harmony, stability, solidarity, national unity—call it what you like. One essential condition of national survival in the presence of rival and hostile civilizations is an ingrained cohesiveness of the people—such as comes only from unity of ideals and attitudes and a sense of common life and interests, a feeling of interdependence and mutual worth, and a “consciousness of kind.” In times of crisis the social value of national unity of this sort needs no emphasis. It is rather the neglected means to unity and the unheeded conditions that promote disunity that require to be stressed. Disunity, instability, division, and the like are the product of effective or deeply felt differences of many kinds.

Now, one of the chief functions of the public school, probably its basic function, is to **reduce disorganizing differences in the rising generation**; to reduce or remove the potent causes of friction and ill-will **between elements of the community, between sections of the nation, and finally between nations.** In other words, it is to make us alike. It is to off-set effective and demoralizing differences due to significant contrasts of social background, custom, language, and the like. It is likewise to offset family inadequacy; to transmit the socially needed standards and attitudes, the essential approvals and disapprovals. It is to **equalize opportunity** and increase and diffuse the possibility of cooperation for the general welfare. In short, the “common” school, as the elementary school is often called, is the place in which young Americans are educated, among other things, in what should be the “common” possession of all Americans. The purpose is to **make us alike in certain fundamentals**, and the warrant for this is at bottom, simply the warrant for national self-preservation; it is an essential condition of the general well-being, and even perhaps of the survival of the peculiar civilization represented in the group, its prized institutions, and so on. All this does not mean that general “uniformity” is required for effective social education. Social efficiency is as necessary to social survival as is social unity; and efficiency requires making the utmost of individual abilities and useful variations. The real problem of education in a democracy like ours is simply the problem of harmonizing a great deal of individual freedom, initiative, scope to live one’s own life, and the like, with such a degree of willingness to put public welfare before private ends as will insure national security. So much for this.

Now, to make the application in a few words! To do all these things requires exposure to proper influences during a considerable period of time. The greater the differences to be removed, the longer the time necessary. The native American child from an inefficient home is the native child most in need of the socializing contacts and instruction of the public school. The child from an essentially foreign home obviously, from a social point of view, can least of all children be freed from the democratic discipline of American school life and associations. If our democratic desire to secure social justice for all and our humanitarian urge to protect the “inalienable” rights of children will not move us to put and keep the children of aliens in school until they are Americanized, then our selfish interest in our own safety and in the continuance of our prized institutions must move us to insist that little Germans, little Russians, little Slavs, little Italians, little Greeks, and so through the round of American-dwelling foreigners, all, no less than little Americans, be kept in school through the entire eight grades. This is little enough. The growing complexity of life is such that we should now contemplate urging high school graduation—and making it possible

for all. England and France are now both planning to make education compulsory up to eighteen and twenty, and so in turn must the United States eventually. But at all events the compulsory attendance law which we have should undoubtedly be enforced upon all. If we do not like to "extend the privileges of Americanism" to aliens in this way, perhaps our only active response to the danger involved in increasing the proportion of foreign-minded to native will have to be found in urging a new policy of immigration restriction. But in the meantime that is not our problem. We have to Americanize the foreign whom we have with us and use for our purposes. As the proportion of foreign to native increases, the impossibility of leaving this essential change of language, customs, family standards, and the like to **accomplish itself** is ever more obvious. When every foreigner was surrounded by a score of Americans we had a condition which automatically and quickly effected the necessary transformations. Now, we have to become conscious of the means to Americanization. The most important means at hand is the public school; and the social warrant for a compulsory education law is stronger than it ever was. Only at grave risks can we suspend its operation for **any** cause whatever. The first draft of young men for the present war revealed thousands of young men who were unable to speak or understand English—because it was not necessary in their communities; and other thousands were illiterate—because we had not enforced the existing compulsory attendance law.

To maintain and constantly improve the schools of the people is essential to democracy. The task is difficult enough when the schools have only to serve a homogeneous people, like the French, for example. The changing conditions of life make constant readjustments of courses of study necessary—because the function of the schools is not only to safeguard the peculiar institutions of a people, but also to **adjust the young to the conditions of life**. In this problem alone there is enough to employ the best intellects among teachers constantly. Every extraneous duty hampers the school in essential work. Retarded pupils "clutter up the program". They are "out of place" by several years, inches, pounds, and life experience. Under normal conditions boys and girls of an age flock together—just as do "birds of a kind". Everybody knows, or should know, that it is abnormal and unnatural for boys or girls 13, 14, 15, and 16 years old to group themselves voluntarily with boys or girls 6, 7, 8, and 9 years old. That is what the feeble-minded do by choice. They thus reveal themselves to us upon the playground—as they unconsciously class themselves with their mental peers. The retarded child is not a feeble mind, but is grouped with much younger children, as if he were sub-normal. The normal child is deeply conscious of something unfit and wrong in this school-grouping—in his "out-of-place-ness", though he does not analyze it as an insult to his intelligence. Nothing short of genius on the one hand, with an insatiable desire to master the tools of culture, or sheer stupidity on the other, with vegetable-like resignation to his lot, should be expected to enable a retarded child to accept this situation as a fitting one. It is normal to resent it, to shrink from it with crude and unexpressed shame, and to **escape it**. So the retarded child has usually a short school career—which in modern times means shortness in many essential matters, with corresponding loss to both the individual and society.

From the point of view of the teacher the situation is equally unsatisfactory. The teacher has to **teach**—which means that he has to help children capitalize themselves for social purposes. The technique of the teacher is called **method**—or "method of presentation". Method is nothing obscure after all. It consists purely and simply of the concessions that have to be made to immaturity and inexperience. But the amount and the kind of concessions which must be made by the teacher to the

pupils' immaturity and inexperience are obviously determined mainly by the age of the children he teaches—since, normally, age and experience go somewhat together. In short, the method of teaching, no less than the subject-matter taught in a given grade of the elementary school, is usually quite unadapted to the over-age or retarded pupil. This is as distressing to the teacher as it is to the pupil, and as unjust. It "clutters up" the program. It makes much effort ineffective. From the teacher's point of view, the chemist's definition of dirt as "simply matter out of place" applies to the retarded child, and the general consequence of all these circumstances is that the child suffers the common fate of dirt, so far as the school is concerned; that is, is swept out or "eliminated".

From the point of view of society the case is no more satisfactory. Enough "retardates" in a community gives a general tone of provincialism and unprogressiveness; and if the "retardates" are from foreign-minded homes it gives, in addition, un-Americanism. So we are back again to the considerations earlier set forth concerning the function of the school as an agency for promoting the ends of democracy. "The community that bravely insists on protecting its young from being used up in helping families make a living, soon finds itself getting a better living, and with it other things of much more worth"; so speaks one of the wisest living students of human affairs.

The conclusion of the whole matter is simply this: that today's education is tomorrow's defense. The school children of today will tomorrow have to deal with questions of international relationship which are altogether new in the world. They will not be able to do this successfully with such insight and outlook as are provided by the incidental training given by farm and home and a narrow, broken district-school education. If free governments are to endure in the world, they must expect to endure not by the sufferance of autocratic nations, where all the thinking is done at the top, but by enough of such equally distributed public education as will provide us with a unified, intelligently-informed, thoughtful, law-abiding, liberty-loving citizenry; for in a democracy thinking must be done by all who have a part in determining what all are to do through the government. About one-half of the children in the United States are enrolled in rural and village schools—where today they do not have opportunities at all comparable to those possessed by children enrolled in our city schools. Are not country children "as good as" city children? as worthy of due preparation for life's responsibilities? No one doubts it. But under our present system of school support, under our present district organization, it is altogether impossible to give them equal opportunity. What a rural district school can do for its children is limited not by the good will of the rural people but by their purses. They have perhaps done as well as they could by their school—but that has never been enough to equalize opportunity. Country children as a group get less education than city children, and must continue to be so handicapped until we adopt an organization which gives them a share in the benefit of the superior wealth of the urban communities. A county organization will do this—and in due season Federal Aid to the States will give effect to a principle long recognized in the United States: namely, that in the interest of the nation as a whole, it is just to tax all the people for the support of education for all the people's children.

This chapter began with a tribute to the originality of this study of retardation, and if I, a teacher, fairly represent the other teachers who will read it, it may properly enough close with another. It needs no effort to appreciate the impersonal attitude of the scientific student of affairs which is so finely exemplified in this piece of work. It may not be so readily appreciated that the method employed in working on the problem is the method used by those whose only concern is to find out

what is true—in order that what is done may be useful. Perhaps one of the greatest services rendered by the report here published will be in its concrete illustration of the only fruitful way of working upon any educational problem. Education is, unhappily, one of the last of the vital human activities to avail itself of scientific methods of working upon its difficulties. Its way has typically been “rule-of-thumb”, or unscientific procedure. It has typically relied upon the mere opinions of “educators” and “influential citizens”. Though today it is rapidly adopting the methods of inductive science, it is still true that even national gatherings of teachers spend much time in rediscussing the same problems that were discussed in the time of their great, great grandfathers—and many are content thus to dawdle in the face of things to be done. This would not be possible except in the absence of a general tendency to use scientific methods of investigation and determination. The gatherings of scientists (say, physicists and chemists) and of those whose work relies upon scientific method and its results (say, physicians and surgeons or farmers) exhibit in the main no repetitions of identical topics, because every year sees definite advance over last year’s state of definite knowledge. Problems get settled, and the necessary applications of knowledge are made and fresh undertakings are initiated. The adopting of the inductive method of science by school men will do for education much the same sort of service that it has already done for industry, medicine, philanthropy, and finally, for agriculture. The sample scientific study of an educational problem provided in this bulletin should be highly suggestive to educational administrators and the more thoughtful part of the public.

APPENDIX

The following forms are those which have been thus far adopted in our plan to correlate the common powers of the court and the school, described in the fifth chapter of part one. They were adopted after conferences with the following:

Hon. A. B. Copeland, County Superintendent of Schools, Greeley, Colorado.

Miss Rilda Betts, Superintendent of Schools, LaSalle, Colorado.

G. E. Brown, Superintendent of Schools, Greeley, Colorado.

H. E. Black, Superintendent of Schools, Eaton, Colorado.

E. A. Lanning, Superintendent of Schools, Windsor, Colorado.

T. E. Burns, Superintendent of Schools, Ault, Colorado.

George J. Mayer, Superintendent of Schools, Severance, Colorado.

Ray Fitzmorris, Superintendent of Schools, Gill, Colorado.

Edgar W. Burbridge, Superintendent of Schools, Gilcrest, Colorado.

B. V. McCready, Superintendent of Schools, Galeton, Colorado.

E. A. Hotchkiss, Director Training School, State Teachers College, Greeley, Colorado.

I.

The first form is a general letter of instruction issued to all truant officers, secretaries of school boards, and teachers.

JUVENILE DEPARTMENT County Court of Weld County

J. WALTER LEE
Chief Probation Officer

To the Truant Officer:

The school board of your district informs us that you have been appointed truancy officer. Please get the copy of the school laws in the care of the secretary and read carefully the paragraphs dealing with compulsory education, truants and truant officers. This letter has to deal especially with the word "Truant".

As defined by the law:

74. TRUANT—WHO IS JUVENILE DISORDERLY PERSON. Every child within the provisions of this act who does not attend school, as provided in section one of this act, or who is in attendance at any public, private or parochial school, and is vicious, incorrigible or immoral in conduct, or who is an habitual truant from school, or who habitually wanders about the streets and public places during school hours without any lawful occupation or employment, or who habitually wanders about the streets in the night time, having no employment or lawful occupation, shall be deemed a juvenile disorderly person, and be subject to provisions of this act.—R. S. 533.

You will see by this definition you have a much greater field than is implied by the title "Truant Officer". You are a probation assistant and as such I trust you will keep me informed not only of children who are persistently absent from school but also of the following:

(a) Blind or deaf children not being educated or cared for particularly.

(b) Feeble-minded, epileptic or neglected crippled children or children with marked speech defect.

(c) Children who are being brought up in vicious surroundings or whose parents systematically overwork them or otherwise abuse and neglect them.

(d) Boys up to sixteen and girls up to eighteen who are incorrigible, who indulge in persistent street loafing and unruliness, or immoral conduct, or who commit crimes.

This office has done its best work when we have been able to give a child such timely assistance as tended to forestall any necessity for bringing him into court. This preventive work especially needs your assistance and is one of the reasons I have worked to get a truant officer appointed in every district. We have a fine organization of over eighty men and women, and those districts who have as yet not appointed some one have promised to do so in the near future. It is reasonable, therefore, to hope that the children whom we may be able to help will not be neglected because of our ignorance of their very existence and that no case will become a neighborhood scandal before we have an opportunity to adjust it.

You will probably want to know about those children whose parents wish to use them during school session. I enclose a form of permit issued by the County Superintendent, Mr. Copeland of Greeley. Every child not in school must have a permit. The grant of a permit is up to your Superintendent or the County Superintendent. I may state that the teacher can get as many of these blank applications as she may need from the County Superintendent of Schools, Greeley, Colorado.

Please feel free at any time to consult me personally or by letter. In case of emergency wire or phone at our expense.

May I suggest that you keep letters from this office in a file as I shall have to refer to them?

Yours very truly,

J. WALTER LEE,
Chief Probation Officer.

II.

The following is a copy of card used in our enrollment record printed for use in card index $3\frac{1}{2}$ by 5 inches. As pupils are withdrawn the card is taken out. As they are transferred, new cards are filed under the school to which the transfer has been made.

ENROLLMENT RECORD							
1918-1919							
District No.				Name of School			
Name of Student	Grade		Room				
	Month	Day	Year	Month	Day	Year	
Age	Date of Birth		Date of Enrollment				
Name of Parent or Guardian				Nativity of Father			
Post Office Address of Parent				Phone No.			
Occupation of Parent							
Name of Teacher				Address of Teacher			

III.

The following is a copy of notice of transfer to be filled out by the teacher of the pupil who is moving to another district. This card is sent to the Chief Probation Officer. The form immediately following is a copy of the notification of transfer sent by the Chief Probation Officer to the teacher in the district to which the pupil has removed. It is our intention to place these forms in the office of the County Superintendent of Schools when the system has been better worked out. The form that will probably be adopted is a return postal form addressed to the County Superintendent and containing in duplicate the information as outlined in these forms and combining the instructions therein.

TRANSFER NOTICE

(Fill out as completely as possible and mail upon withdrawal of pupil from school.)

This is to certify that the pupil named below has removed from this district to the.....School, Dist. No....., near the town of.....in the County of....., State of.....and of which the teacher is.....as I am informed
Name of pupil.....
Grade.....Age.....Years. Date of Birth.....
Date of withdrawal.....Present this year.....days
Parent's Name
Occupation of parent.....
Postoffice address of parent while in your district.....

Signed.....Teacher
.....School, Dist. No.....

Herbert M. Baker, Judge

J. F. Redman, Clerk

JUVENILE DEPARTMENT
County Court of Weld County

J. WALTER LEE
Chief Probation Officer

NOTICE OF TRANSFER

To.....,
....., Colorado.

Dear.....:—

This is to notify you that the pupil named below has removed from
.....School, District....., into

your District. If such pupil is enrolled in your schools, kindly notify us immediately. If not, give this notice together with the attached notice to your Truant Officer with instructions to report in accordance with the usual procedure concerning Form T 8.

Name..... Grade..... Age.....years.

Date of Withdrawal....., 19..... Present this

year.....days. Father's Name.....

Yours truly,

J. WALTER LEE,
Chief Probation Officer.

Dated at Greeley, Colo.,....., 19.....

IV.

The following is a copy of application to the County Superintendent of Schools for permit to keep child out of school. Copies of these applications are furnished each teacher in those districts where the local superintendent has not authority to issue permits. The teacher sees that the application is properly filled out and sent to the County Superintendent of Schools.

APPLICATION TO COUNTY SUPERINTENDENT TO BE
ABSENT FROM SCHOOL

Grounds. (Specified by Law)

1. That the child's help is necessary for its own or its parent's support.
2. That the child has been duly certified by a reputable physician to be physically or mentally unable to perform school duties.
3. That the child shall receive adequate instruction as provided by law during the time of such absence, from a qualified teacher in the home or in a private school. This instruction must be in the following subjects: viz., Reading, Writing, Spelling, Arithmetic, Geography and English Grammar.
4. That the superintendent be satisfied that some other condition exists under which it is for the best interest of the child to be excused from school duties during the time of such permit.

I,, hereby make application to
*Parent or Guardian)

THE COUNTY SUPERINTENDENT OF SCHOOLS, GREELEY, COLORADO, to permit....., a pupil of School

District No....., to remain out of school from.....the.....

day of....., 19..... to.....the.....

.....day of....., 19....., inclusive, for the.....

.....of the grounds stated above, and hereby certify that the grounds upon which this permit is asked, actually exist and that I will promptly return said pupil to school at the expiration of the permit or as soon as the grounds upon which it is granted cease to exist prior to the termination of this permit.

Data to be Furnished by Parent or Guardian.

Date of Child's birth.....Place of birth.....
 Physical defects or weakness.....
 Occupation of parents.....
 Nativity of parents.....
 Number in family.....Number of wage earners.....
 Residents of present school district since what date.....
 In cases requiring physician's certificate such certificate must accompany
 the application.
 If the pupil is to be instructed outside of the public school the following
 data is required:

Name of proposed teacher.....Age.....
 Education.....
 Teaching experience.....
 License to teach,—by whom issued.....
 When issued.....For how long.....
 Further information.....

Dated at.....Weld County, Colorado, this.....
 day of.....19.....

(Signed).....

(*Parent or Guardian)

*Erase according to fact.

On the back of these applications are printed the following instructions and blanks for data.

INSTRUCTIONS TO TEACHER

(Read carefully before filling blanks)

The absence from school, for any cause, of any pupil between eight and sixteen years of age who has not passed the eighth grade is illegal unless such pupil has a permit, from the superintendent, for such absence and no permit to be absent for work can be lawfully issued except to pupils past fourteen. These permits can be issued only by the County Superintendent, unless the district has a district Superintendent (the principal teacher in a school employing five or more teachers is recognized as a District Superintendent). To enable the Superintendent to determine whether his issuance of a permit would be in compliance with the law he should require a signed application from the parent or guardian giving all necessary data, but it should be made clear to such parent or guardian that the mere signing of such application does not constitute a permit and that the pupil has no right to be out of school until the Superintendent has received the application and issued the permit (if he finds the facts justify him in issuing the permit).

It will often be necessary for the teacher to fill the blanks in the application and after the meaning is made perfectly clear to the parent

or guardian he should sign it, after which the teacher will supply his or her own data, as called for by the following form, and mail to the County Superintendent. If he issues the permit he will send one copy to the applicant, one to the teacher and one to the truant officer of the district. Any blanks remaining unused should be carefully preserved for use next year by yourself or your successor.

.....Weld County, Colo.,....., 19....

To the County Superintendent of Schools.

I have the following data to offer regarding the pupil mentioned in this application:

Grade....., Date of birth....., Place of birth.....

Attendance record

Attitude toward school.....

Standing. (State briefly in common language)

.....

Mental or moral defects if teacher chooses to give any such information

.....

Financial condition of family as understood by teacher.....

.....

(Signed).....

(Teacher)

V.

The following is a copy of the permit to be absent from school as granted by the County Superintendent of Schools. This permit is issued in quadruplicate. The original is given to the applicant, a copy is sent to the teacher, another copy to the truant officer, and a third copy filed.

PERMIT TO BE ABSENT FROM SCHOOL

Grounds. (Specified by Law)

1. That the child's help is necessary for its own or its parents' support.
2. That the child has been duly certified by a reputable physician to be physically or mentally unable to perform school duties.
3. That the child shall receive adequate instruction as provided by law during the time of such absence, from a qualified teacher in the home, or in a private school. This instruction as required by law must include Reading, Spelling, Writing, Arithmetic, Geography and English Grammar.
4. That the superintendent be satisfied that some other condition exists under which it is for the best interest of the child to be excused from school duties during the time of such permit.

Upon the grounds checked above, permission is hereby given.....

.....a pupil of.....School, Dist.

.....to be absent from school beginning the.....day of

.....19..... and ending not later than the.....
day of.....19.....

This permit applies only to District No....., Weld County, Colorado, and is revocable at any time prior to its termination if in the opinion of the Superintendent it was not obtained in good faith or if the reasons for issuing it no longer exist. It must be preserved and shown on demand of any police officer or school official. Loss of permit automatically cancels it and a copy must be obtained or the child returned to school.

.....
County Supt. of Schools.

On the reverse side is printed an outline for three reports by the truant officer as follows.

Report of Truant Officer.

Date officer investigated.....

Officer saw

Officer's recommendations in regard to continuance of permit.....
.....
.....
.....
.....

VI.

The following is a copy of the uniform application for permit to be absent from school with which the permit or denial of permit is combined. This form is used by the superintendents of school districts authorized to grant their own permits. For the above purpose we have ruled that a superintendent is one under whom there is employed not less than four grade teachers. These forms are printed in quadruplicate on different colored paper and bound in books of fifty with instructions printed on the cover of each book.

COPY OF COMBINED APPLICATION AND PERMIT.

Form T-4. Original, to Applicant. NO.....

APPLICATION AND PERMIT TO BE ABSENT FROM SCHOOL GROUNDS.

1. () That the child's help is necessary for its own or its parents' support.
2. () That the child has been duly certified by a reputable physician to be physically or mentally unable to perform school duties.
3. () That the child shall receive adequate instruction as provided by law during the time of such absence, from a qualified teacher in the home, or in a private school.
4. () That the superintendent be satisfied that some other condition exists under which it is for the best interest of the child to be excused from school duties during the time of such permit.

I, _____, hereby make application
 *(Parent or Guardian)
 to the superintendent of School District No. _____, to permit _____
 _____ to remain out of school from _____
 the _____ day of _____, 19____ to
 _____, the _____ day of _____, 19____
 inclusive, for the _____ of the grounds stated above, and hereby
 certify that the grounds upon which this permit is asked actually exist,
 and that I will promptly return said pupil to school at the expiration of
 the permit, or as soon as the grounds upon which it is granted cease to
 exist prior to its expiration.

Dated at _____ Weld County, Colorado, this
 _____ day of _____, 19____

 (*Parent or Guardian)

† Upon the grounds checked above, permission is hereby given said
 child to be absent from school beginning the _____ day of
 _____, 19____, and ending not later than the
 _____ day of _____, 19____

 Superintendent School District No. _____

This permit applies only to District No. _____, Weld County,
 Colorado, and is revocable at any time prior to its termination if in the
 opinion of the Superintendent it was not obtained in good faith or if the
 reasons for issuing it no longer exist. It must be preserved and shown
 on demand of any police officer or school official. Loss of permit auto-
 matically cancels it and a copy must be obtained or the child returned
 to school.

† For good and sufficient reasons to the Superintendent appearing, said
 application is hereby denied.

 Superintendent School District No. _____

* Erase according to fact.

INSTRUCTIONS.

1. Read and follow directions carefully.
2. Fill out all blank spaces.
3. Applications should be made in quadruplicate. Fill out applica-
 tions that are refused as well as those that are granted.
4. If the application is granted, the following instructions apply:
 - (a) Give the original in white to the applicant, after tearing off
 the refusal form at the bottom.
 - (b) Give the first copy in blue to your truant officer and instruct
 him to keep in touch with the case. He will find forms for three investi-

gations. He should return the blank to you with his report fully made out after each investigation, which should be kept by you for your information. You should not fail to have frequent investigations made of each pupil for whom a permit is given. In case the pupil does not return to school when the permit has expired, or the reasons for granting it were unfounded, or have ceased to exist, the truant officer should immediately be instructed to serve notice on the parent to have the pupil in school within five days, on form of notice heretofore furnished him, and make report on blank T 8 heretofore furnished you. If pupil fails to report, proceed according to instructions accompanying form T 8.

(c) Forward the second copy in pink to the County Superintendent of Schools at Greeley, Colorado, in addressed envelope furnished for that purpose.

(d) The third copy in canary is permanently attached to this pad and should be kept by you for your records. On the back of the second and third copies are data forms for your convenience.

5. If the application is **refused**, the following instructions apply:

(a) Forward the original in white with your refusal noted and signed at bottom of the blank left intact thereon, to the Chief Probation Officer of the County Court, at Greeley, Colorado, in the addressed envelope furnished for that purpose.

(b) Treat all copies in the same manner as when the permit is granted, as nearly as may be. Leave the refusal form intact on each copy.

6. Do not grant any permit unless you think proper grounds actually exist. Remember that the first and fourth grounds apply only to pupils over fourteen years of age. No pupil under fourteen may be granted a permit under either of these grounds.

7. **NO CHILD OF SCHOOL AGE HAS A RIGHT TO REMAIN OUT OF SCHOOL WITHOUT A PERMIT FOR ANY REASON WHATSOEVER.** If a pupil is absent for more than two or three days, or is frequently absent for short periods, hand your truant officer form T 8 and instruct him to investigate. Insist that each pupil either have a permit or be in school.

8. Let us have 100% attendance in your school.

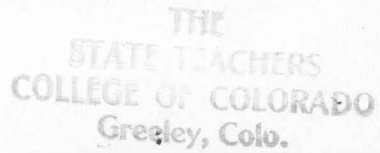
A. B. COPELAND,
County Superintendent.

On the back of the copy of permit given to the truant officer are three forms for reports of truant officer as follows:

Date officer investigated.....
Officer saw
Officer's recommendations in regard to continuance of permit.....
.....
.....
.....

Signed.....

On the back of the copy sent to the County Superintendent of Schools and on the back of the copy retained by the local superintendent is printed the following:



Data to be Furnished by Parent or Guardian.

Date of child's birth.....Place of birth.....

Physical defects or weakness.....

Occupation of parents.....

Nativity of parents.....

Number in family.....Number of wage earners.....

Residents of present school district since what date.....

In cases requiring physician's certificate such certificate must accompany the application.

If the pupil is to be instructed outside of the public school the following data is required:

Name of proposed teacher.....Age.....

Education

Teaching experience

License to teach,—by whom issued.....

When issued.....For how long.....

Further information

Dated at.....Weld County, Colorado, this.....

day of.....19.....

(Signed).....

(*Parent or Guardian)

*Erase according to fact.

.....Weld County, Colo.,....., 19.....

I have the following data to offer regarding the pupil mentioned in this application:

Grade....., Date of birth....., Place of birth.....

Attendance record

Attitude toward school.....

Standing. (State briefly in common language)....

Mental or moral defects if teacher chooses to give any such information

Financial condition of family as understood by teacher.....

(Signed).....

(Teacher)

The following is a copy of notice served by the truant officer on parents to cause the child to attend school. On the back of this form is printed excerpts from Revised Statutes, Colorado, 1908, Section 535, giving the penalty for keeping the child out of school. One service of this notice during any part of the school year is sufficient for the remainder thereof, and intermittent attendance thereafter does not require another notice in order to make the parents liable under the statute.

NOTICE TO CAUSE CHILD TO ATTEND SCHOOL

To.....

You are hereby notified, under and by virtue of Section 535 of the Revised Statutes of Colorado of 1908 to cause..... a child of school age in your custody to attend school in District No. of Weld County, Colorado, within five (5) days from the date of this notice.

Dated at.....this.....day of.....19.....

.....
Truancy Officer.

(Over)

VIII.

Form T 8 together with instructions for its use is printed in full in Chapter V, Part One of this bulletin.

