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REPORT

OF

REGIONAL CONFERENCES

OF

COLORADO SCHOOL
SUPERINTENDENTS

1957-58

PLANNING TOGETHER



FOR BETTER SCHOOL ADMINISTRATION

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REGIONAL SCHEDULE

September 26, 1957	Pagosa Springs	High School Library
September 27, 1957	San Luis	Centennial High School
October 2, 1957	Grand Junction	High School Library
October 18, 1957	Rangely	Rangely High School
October 21, 1957	Carbondale	Union High School
October 30, 1957	Loveland	Loveland High School
November 6, 1957	Springfield	Springfield High School
November 8, 1957	Hugo	High School Auditorium
November 18, 1957	Holyoke	Holyoke High School
November 21, 1957	Walsenburg	Washington Elementary
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THE STATE BOARD OF EDUCATION

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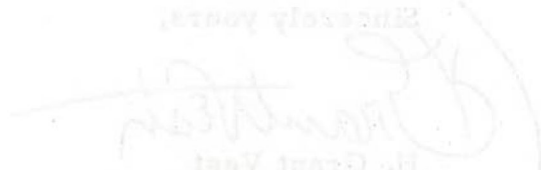
Topic I -- School District Organization

Topic II -- Vital Educational Services

Topic III -- Essential School Plant Services

Topic IV -- Problems From the Field

Topic V -- Progress Report of the State Department


H. Grant Vest
Commissioner of Education

Dear Superintendent:

The Colorado State Department of Education and its professional staff have eagerly awaited this series of regional conferences which provide such excellent opportunity for full discussion and exchange of viewpoints on current problems in Colorado's instructional program.

This particular series of conferences -- September 26 through November 27, 1957 -- has been the fourth of such annual get-togethers. Again, there has been a chance to review mutually the situations which confront the public schools system of the state.

We have anticipated these conferences to enable the professional staff of the State Department of Education to bring the state level philosophy to those in the field, but it has been equally important for the department personnel to receive and absorb the viewpoints of those who are in the grass roots teaching roles.

This brief report of the several conferences can not contain a full resume of every topic, but we have resolved to put down the highlights of the agenda to which we can refer from time to time.

This material, we hope, will serve to remind all of us of the items which continue to demand our attention. We are confident that our mutual findings will afford all of us a sense of direction, a path to follow for the improvement of education.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "H. Grant Vest". The signature is stylized with a large, sweeping initial "H" and a long, horizontal flourish extending to the right.

H. Grant Vest
Commissioner of Education

HIGHLIGHTS OF REGIONAL CONFERENCES

Approximately 90 per cent of all school superintendents in Colorado took part in 11 regional conferences conducted by the State Department of Education between September 26 and November 27.

Regional conferences for better school administration have been arranged annually for the last four years in Colorado, always with the theme of providing a basis of mutual understanding between the Department of Education and school districts. Colorado educators, as demonstrated by their attendance and interest, have welcomed these sessions for planning together.

School superintendents and principals in the state have expanded their opportunities for interchange of ideas to more than the State Department regional conferences. During the school year, they participate in as many as three or four meetings in their own areas, to discuss better school administration, and they benefit also from the annual statewide meeting of the Colorado Association of School Boards, the week-long summer workshop for administrators, and through area group meetings promoted through Kellogg Foundation grants.

It was inevitable this year, in the regional meetings, that major attention was focused on school district organization (Senate Bill 385, '57). Discussions were not limited to district boundary changes only, but explored further into concepts of educational programs that might reasonably develop under the new administration units to serve our times effectively. Superintendents are maintaining an objective point of view on district changes, relegating their personal reactions to secondary consideration. The overall benefits to education take priority in their analysis.

Most heartening has been the educators' recognition of the fact that boundary changes for districts have no magic, as such, to produce better

schools, but that superintendents and principals must be prepared for leadership to take full advantage of the new potential for better school programs. Colleges and universities are likewise alert to this approaching challenge for educational leadership.

The regional meetings, this year and in the years before, have been a channel for the exchange of ideas and viewpoints on many statewide problems of school administration. These gatherings have also served as a media for two-way direct communication between local school officials and the State Department of Education. The 1957 series of conferences embraced discussions on several currently pressing situations: New school finance act, issuance of administrators' certificates, problems created by the flu epidemic, transportation regulations, school plant planning, and many other matters.

Conspicuous in all discussions, on any of the subjects, was the unmistakable determination and desire of the superintendents to be identified with school programs that give dignity to the place of man in the universe. Intelligent, analytical approach to all problems was always uppermost.

The whole atmosphere of all the regional conferences was help without domination, and partnership without control.

SCHOOL DISTRICT ORGANIZATION

The Colorado State Department of Education (Fall of 1957) is just beginning to get under way with the administration of Senate Bill 385 (School District Organization Act).

**COUNTY COMMITTEES
GET FORMED UNDER
SENATE BILL 385**

All Colorado counties which have been requested to form local committees for school district organization have complied, and the committees have begun their work. Members of the staff of the State Department of Education have met with practically all of the committees. The State Department of Education, in all its contacts, has emphasized its faith and confidence that the local committees have the ability to cope with their school district organization problems.

School administrators have been briefed regarding the duties, under the law, that relate to the county school planning committees. School administrators have been anxious to learn how they could be of assistance to the local committees in the project.

The first phase of action for the school planning committee was outlined as "the making of a careful and thorough study of the public school system in its county."

**HOW THE STATUTE
WORKS TO ACHIEVE
EDUCATIONAL GOAL**

A broad outline of committee responsibilities under S. B. 385 embraces the following steps:

1. A careful and thorough study of the school system of the county.
2. A decision, in the light of the facts gleaned from the county-wide study, regarding elementary and secondary attendance centers necessary

to provide conveniently the educational facilities for all children of school age.

3. Examination of several reasonable alternatives, including those necessary attendance centers in the kind of administrative unit which could best utilize the human and financial resources of the area to provide the broadest kind of educational program consistent with the community's ability to pay.
4. A tentative decision as to which of the various alternatives of district organization would provide the most in educational services at reasonable cost for the greatest number of children.
5. Enlargement of the committee personnel, by adding advisory members who could review the study efforts of the committee and help analyze the committee's tentative decision on what the best solution might be for improved education.
6. A public relations program through the entire community, calling upon the resources and assistance of the enlarged committee to disseminate as much information on the problem and its solution as possible.

ADMINISTRATORS IN STATE GLADLY TAKE EXPLAINERS' ROLES

School administrators seemed willing to carry out their important role in this enterprise. As professional school people, they seemed willing to accept the fact that lay citizens have the responsibilities for making the ultimate decisions, but that the quality of these decisions could be enhanced greatly if the school people were readily available to dig out, present, and help interpret the facts most pertinent to the formulation of decisions. The administrators were agreed that they would not be expected always to be called upon by the committees to perform these services at formal meetings of the committee, but that each of them might well be approached by individual committee

members outside of the formal meetings, and, on these occasions, they could best perform the role of the professional school man by dealing objectively with the questions presented.

The discussions found much emphasis being laid on the idea that the professional school people had the responsibility of helping the people of the community to understand school district reorganization, not only as a matter of re-distributing the assessed valuation and equalizing the tax levies of the county, but also for the more important and major objective of a quality educational program for every child.

While it is relatively easy for most people to understand and evaluate tax matters, the real challenge to educational leadership lies in the broadening of the understanding of how to improve the hour-by-hour, day-by-day experiences of every child in every classroom through really adequate school district reorganization. The real opportunity for making the financial problems of education fall into proper perspective lies primarily in establishing the kind of school districts which best promote educational efficiency.

GUIDES, POINTERS
FROM STATE BOARD
DEFINE 'QUALITY'

The "Guides to School District Organization" prepared and distributed by the State Board of Education were referred to as a good basis for discussion in improving understanding of a quality educational program.

CHALLENGES AND
PROBLEMS MOUNT
AS WORK EXPANDS

While the committees have made an excellent beginning on their work, it is already apparent that they were facing problems.

These problems concentrate around the following items:

1. Opposition to change.

2. Differentials in mill levies among school districts.
3. Problems of bonding and building.
4. Fear that local schools would be closed.
5. Fear of "loss of local control"
6. Feelings of insecurity among the professional people.

Discussions indicated that the only satisfactory way of dealing with these problems is through a patient process of creating more understanding of the work of a really adequate school district, and that the more time the committee and the community spends in discussing this topic, the better their ultimate decision will be.

For the most part, the administrators seemed to agree that school district reorganization is Colorado's most critical educational problem.

Numerous questions about the standard expected by the department for size and valuation of proposed new districts were discussed. There was general satisfaction with the "guides", although some felt that the standard would be difficult to achieve in the next few years.

There were also many questions on the status of the county superintendent's office, and also as to their own status in a reorganized district. A minority was rather pessimistic about the prospects for progress under the law, and some were concerned about the unsettling effect on current and long-range plans for their respective districts.

The vast majority, however, expressed a sincere interest in the project and were eager to accept their responsibilities for constructive assistance.

VITAL EDUCATIONAL SERVICES

The basis of all discussions on vital educational services was the following statement of the State Board of Education on guides to school district organization:

"ESSENTIAL EDUCATIONAL SERVICES: The State Board of Education believes that certain services are essential to a quality educational program in each community and school districts should be organized to make such services available. Although each educational service requires special abilities and understandings, it is possible that members with sufficient interest and professional qualifications may be responsible for more than one service. Through this arrangement, educational services may be expanded without increasing the staff or personnel. The desired services include the following:

Competent supervision of all aspects of the school program.

Effective personnel management in the selection, employment, assignment, welfare, and in-service development of all school district employees.

Professional direction of school studies and revision of the curriculum to meet changing educational needs and to provide for the continuous improvement of instruction. "

Able administration of the finances and business affairs of the district.

School health and safety services including medical and dental inspection, immunization, prevention and control of infectious and contagious diseases, accident prevention and sanitation.

Attention to and appropriate education for the physically and mentally handicapped to develop their maximum potential resources and abilities and make their optimum or best adjustments in life.

Services regarded as essential for the support of the instructional program such as: transportation services and school lunch accommodations.

Pupil personnel services including: personal, social, educational and vocational guidance, and the professional leadership and counsel of attendance officers, social workers, psychologists, psychiatrists and others.

Each organized school district should provide instructional leadership for community education programs. These include programs of education for out-of-school youth and adults commonly referred to as adult education and recreational programs for children, youth and adults.

The overall consideration in the organization of school districts requires that attention be given to such matters as pre-school programs, adult educational programs and community junior colleges.

CHILDREN, NOT
SUBJECTS, TAUGHT
IN SCHOOL PROGRAM

Despite the multiple pressures being exerted, school executives of the state subscribed to the statement of the State Board of Education that certain services are

essential to a quality educational program in each community and that school districts should be organized to make such services available.

They recognized that these services, vital to an efficient educational system, went beyond classroom teachers and included competent supervision of all aspects of the school program, effective personnel management, continuing evaluation and revision of curriculum, attention to the teaching of the deviant or exceptional child, and the building of pupil personnel services. These services were needed because children rather than subjects are being taught.

SERVICES MUST BE
GIVEN PLANNING IN
ADVANCE OF PROGRAM

Programs of pupil personnel services need to be planned ahead, and supplied on a systematic and organized basis. Their

provision requires more specialized training than for teachers and administrators in general. At the same time, teachers can not be expected to find time and energy to provide fully even those services in these areas for which they do have the training. If such services are to be adequately provided, and not merely incidental in nature, they must be supported by well kept records, information services, and carefully planned testing programs.

SPECIALISTS FILL
ROLE IN ASSISTING
FACULTY PERSONNEL

The specialists needed by the existing educational teams to enable them to achieve the educational efficiency desired include professionally trained guidance counselors, school nurses, school psychologists, school social workers, speech and hearing therapists, and special education teachers. The administrators attending the conferences reviewed the practical problem involved and studied possible combinations of specialists, the location of offices, and the sharing with adjacent districts. While it was recognized that it is desirable for every school to have specialists, practical tax and support considerations make it a problem to obtain them.

Because of the breadth of their services, guidance counselors are more commonly found than other specialized personnel in these areas. It must be admitted, also, that because of the present lack of counselor certification in the state, it is possible to assign untrained or poorly trained persons to such positions. It is commonly believed, too, whether properly so or not, that counseling assignments can always be combined with teaching or administrative ones.

Special teachers of music, art, or athletics seem to be more easily secured than are school social workers or psychologists. Communities sometimes fail to understand that they do not escape the tax burden by eliminating the essential educational specialists.

CORRECTIONAL AND
HOSPITAL PROGRAMS
ADD TO TAX COSTS

The annual per capita cost of apprehension, litigation, and holding any person is about ten times the annual per capita cost of education. Colorado has a daily load of approximately 700 children and youth in its state correctional institutions and an unknown number in its county jails. Between 5,500 and 6,000 children and adults are in the State Hospital, and another 1,000 emotionally and mentally disturbed are in private hospitals. Fifteen hundred men and women are in the State penitentiary. The money which supports these institutions comes from the pockets of the taxpayers who pay for schools. It is good economy to prevent anti-social behavior and to reduce mental illness. This is the job of both the home and the school.

ADMINISTRATORS
AGREE ON SCHOOL
ROLE, INFLUENCES

While it was agreed that the development of good social behavior and of mental health was the first responsibility of the home, it was also generally recognized that the school was second only to the home in its moral and emotional influence on the child. It was further recognized that there exist professionally trained persons who are able to help children make vocational and educational decisions, who can greatly improve communication between school and home and school and other agencies. The problem was how to secure such persons, numbers needed, and possible combinations.

QUESTIONS RAISED
ON HOW SPECIALISTS
ADJUST INTO PROGRAM

How many children should a speech therapist, psychologist or social worker be expected to serve? Would the school receive classroom unit aid from the State? Should the specialist be centrally housed and the children brought to him or should

he travel to the schools. If the schools are 50 miles apart, how can travel be paid? Should the worker be expected to report to a central office daily and leave that office at 8:30 or 9:00 for the district school, or should he be expected to report at the school at which he would work by 8:30 or 9:00 and drive home after 4:00 or 4:30? Could a school psychologist also serve as a social worker? Could the school psychologist also be the speech therapist or special education teacher? Could the guidance counselor be the visiting teacher? Is it necessary for a visiting teacher to have training as a school social worker? Could the guidance counselor also be the director of curriculum, the assistant superintendent, or the school psychologist? Consideration of these practical problems indicated a general agreement that these services are vital to an efficient, modern educational program.

AGREE SITUATION
REQUIRES STUDYING
OF MANKIND MOODS

The informally expressed plans of many attending educators indicated general agreement with the need to move ahead in understanding the dynamics of individual and group behavior and to use for this purpose such modern resources as could be mustered. Steps were taken to compare programs, to assess community resources, and to plan forward steps.

ESSENTIAL SCHOOL PLANT SERVICES

ELEMENTS NEEDED TO PROVIDE FULL SCHOOL SERVICES

There seemed to be, among school superintendents, agreement and concurrence in the philosophy that an adequately organized school district embraces a complete program of instruction for grades K-12 under one administrative head. The success of such a program of instruction depends largely on a sufficient number of pupils, adequate financial support, and responsible educational leadership. Such a school district will provide school plant facilities that are thoughtfully planned, efficiently operated, and adequately maintained in direct support of the instructional program. These items comprise the essential school plant facilities.

PLANNING ROUTINE HIGHLY IMPORTANT BEFORE DECISIONS

The proper planning of school buildings is a complex undertaking because of the number and variety of problems to be resolved and because of the number of persons whose ideas must be considered before decisions can be made. It is possible, however, to make the planning process less onerous, if not less complex. In reality the planning process is two things--first, planning for school buildings which results in the educational specifications or instructions to the architect, and, second, planning of school buildings which results in the architectural specifications or the instructions to the builder.

PLANNING FOR SCHOOL UNITS REQUIRES TIME

Planning for school buildings requires the greatest extent of time and involves the greater number of people. It is in this

phase of the over-all planning that good, functional school buildings are determined, or rendered improbable. As already noted, school buildings just serve the instructional program. In order to plan buildings to serve this function, it is necessary to know many things about the program--the order of progression or development of the curriculum; enrollment data; data on the characteristics of the developing community; the potential for change of the teacher's in-service training program; the capability and willingness of the community to employ better trained and better paid teachers; the types of activities engaged in by the children, and many others of equal significance.

PLANNING OF SCHOOL UNITS IMPORTANT, TOO

Planning of school buildings can only be successful when the necessary educational specifications are adequately stated to permit the architect to interpret clearly the educational plan in his drawings. In many instances, the of step is the only one pursued in providing building facilities--the instruction to the architect is to "build us an elementary school," or "build us a high school for 300 kids." Whatever success might be enjoyed in buildings planned in this manner is strictly accidental and points up the obvious irresponsibility of the school administration. At the same time it erroneously credits the architect with super-human understanding of education. The reputed adequacy of such buildings may be regarded as evidence that so little is known about the program of instruction that no one knows whether or not the building and program really work together. About all that is known is that everyone seems to be happy!

COMPLETENESS IN
PLANNING NEEDED
FOR BEST RESULT

A school building must be described as being well or poorly planned in terms of the extent it makes possible the kinds of learning experiences intended in the instructional program. Upon the application of this criterion, some schools are found to be well planned while some are found to be poorly planned. In many instances it is difficult to see where either the program or the building were planned to provide improvement for the learning experiences of children. It would appear that both the program and the building "just happened." Good school buildings result only from complete and competent planning.

Adequately organized school districts will have the type of educational leadership to make complete educational planning possible and the result should be better planned buildings and better designed programs, combined in a mutually sustaining relationship.

PROBLEMS FROM THE FIELD

PROBLEMS OF GENERAL SCOPE GIVEN ATTENTION

A variety of problems from the field was discussed at the "catch-all" sessions. School administrators were encouraged to raise questions and present their point of view concerning specific problems not considered in other portions of the conference programs.

Interest seemed to center around the problems of school finance and pupil transportation, although problems in many other areas of school administration were discussed. Among the more significant problems, on which there appeared to be general agreement, were the following:

PUBLIC SCHOOL FOUNDATION FINANCE ACT

Although it was too early to formulate specific conclusions concerning the statewide effect of the new Public School Foundation Act, it was generally agreed that the new school finance law was functioning well and accomplishing the objective of equalizing the support of public schools, at both the county and state levels.

Full implementation of the state's share of the cost of the foundation program, the equalization of property assessments, and the addition of units for educational and supervisory services other than classroom teaching were felt to be immediate needs for the proper functioning of the Public School Foundation Act.

It was generally agreed that, based upon experience, there should be modifications in the Public School Foundation Act with regard to allowance

of additional classroom units for small school attendance centers, allowance of days of attendance for emergency closing of schools, and positive encouragement of school district reorganization.

Because of the shift from a four and one-half mill levy to a twelve mill levy at the county level under the new school finance law, school districts with fiscal years beginning July 1 were finding it difficult to budget for anticipated revenues from the county fund. This was particularly true of those districts which were required to appeal to the Tax Commission for permission to increase local district revenues in excess of the statutory limit. Assurance was given that the Tax Commission recognized the problem confronting these districts and would give due consideration to the problem in hearing all appeals.

Field auditing of school attendance records was felt to be a necessary and proper function of the Department of Education, in view of the increasing amounts of money being allocated to school districts from state and county funds on the basis of aggregate daily attendance reports.

REGULATIONS FOR
SCHOOL BUS USE
NEED ALTERATION

It was generally agreed that the School Bus Regulations first adopted by the State Board of Education in 1953 were in need of revision in the light of experience over the past several years.

There was considerable concern expressed over the inability of local districts to purchase flashing red lights for school buses, as specified in the new law, and also regarding instructions given to bus drivers as to how to conform to the law and insure the safety of school pupils. Superintendents were advised that the temporary shortage of supply of school bus lighting equipment would be alleviated shortly. It was anticipated that state-level cooperation between the Department of Revenue, Attorney General's office,

State Patrol, and Department of Education would result in a common interpretation of the law and instructions for bus drivers.

Overcrowding of school buses and pupil behavior on buses were identified as two perennial problems which virtually defied solution. Attitudes of parents and increased costs of transportation were cited as reasons why superintendents found it difficult to comply with regulations governing overloading of buses. Strict enforcement of the law by appropriate law enforcement agencies, increased state support of the costs of transportation, and improved training for school bus drivers were suggested as possible aids in solving these problems.

MINIMUM SALARY
REQUIREMENT
FOR TEACHERS

It was apparent in some instances that the new minimum salary requirement for teachers was causing districts having salary schedules lower than the minimum requirement to increase local school levies rather sharply in order to meet minimum salary requirements. However, it was generally agreed that this would have a beneficial effect on the quality of instruction which such districts would be able to offer on a continuing basis.

CERTIFICATE IN
SCHOOL
ADMINISTRATION

The slow procedure in issuing the Colorado Certificate in School Administration was of general concern to the superintendents. The newness of the program and need for the colleges and universities to establish approval procedures were given as explanations for the delay in issuance of certificates. It was reported that the "bottleneck" had been broken and that issuance of certificates would be speeded up in the near future.

QUESTIONNAIRES
TAKE MUCH TIME;
NEED QUESTIONED

The multiplicity of questionnaires from various sources and the time required to complete such questionnaires comprise a problem of general concern to the superintendents. It was agreed that the Department of Education and other agencies sending out questionnaires should weigh carefully the need for such information and the possibility of obtaining it from another source before requesting local school officials to devote their time to filling out more questionnaires.

MINIMUM SALARY
REQUIREMENT
FOR TEACHERS

CERTIFICATE IN
SCHOOL
ADMINISTRATION

PROGRESS REPORT OF THE STATE DEPARTMENT

REPORT REVEALS
DEPARTMENT BUSY
IN MANY MATTERS

In each of the sessions the Commissioner discussed general problems of statewide concern; (1) gearing the schools to give adequate attention to bright children; (2) problems of the autonomous management of schools; (3) district court ruling that professional personnel of the Department are not exempt from Civil Service, and appeal of the case to the Supreme Court; (4) legislation in the 1958 session; (5) the challenge of State Department of Education work continues to grow.

MASS EDUCATION
SHAPES CHALLENGE
FOR ALL EDUCATORS

Growing concern that many schools need better policies for encouraging and educating gifted students is a challenge to all administration. General commitment to mass education seems inevitably to lead us toward pitching the school program to the average student. School leaders need to establish policies which permit each child to live up to his maximum capabilities. This is a problem of motivation, counseling and teaching. Many gifted pupils are not challenged by the typical school opportunities. Our system should make ample provision for counseling and guidance.

Some people seem to think that concern for the able students will build greater respect for scholastic ability among all students. It is not undemocratic to give adequate attention to developing talents of the bright so long as we are not neglecting other students.

AUTONOMY CONTROL
OF SCHOOLS STILL
EXCELS AS 'BEST'

A tendency on the part of prominent people to question the merit of our long established policy of the autonomous management of schools should garner our interest.

These people are saying it would be more economical and more efficient school administration if the mayors, county commissioners and the governor appointed the school administrators and ran schools as an integral part of city, county and state government. We have had an increasing number of questions on this subject.

Our historical policy of autonomous management of schools has provided a strong school system. The object of the policy has always been to prevent the schools from ever being captured by any political party, religious organization or special interest group. There may be some debate on this issue in the next session of the Legislature and in subsequent sessions. The issues involved and the points for or against this matter should be carefully reviewed and the pertinent arguments understood by all school people.

CIVIL SERVICE
STATUS OF THE
DEPARTMENT

The Department lost its initial attempt for the exemption of professionally trained personnel from Civil Service requirements in a hearing in the Denver District Court.

Judge Addison M. Gooding of Steamboat Springs, presiding for the case in Division 2, Denver District Court, held that when the Civil Service amendment was approved by the people in 1918 and when the people, in that amendment, exempted "the teachers and officers of educational institutions," they were thinking of teachers as persons with a classroom, with textbooks and a group of pupils. The judge maintained the people were not thinking of supervisors of teachers, even though such supervisors are trained teachers.

The attorneys for the Department of Education had ample court decisions to show that supervisors, as such, who worked helping other teachers carry out their duties, were indeed teachers of the highest order. In decision after decision in the courts, such personnel has been held to be teachers. Furthermore, courts have held that school districts and Departments such as ours are, in their very nature, educational institutions.

It now appears that the Board will appeal the District Court decision to the Supreme Court. It is hoped the State Department of Education can win the case in the higher court.

If we fail to win the case in the Supreme Court, we feel that the matter is of sufficient importance to be taken directly to the people and have the constitution amended to define explicitly the status of the department as an educational institution and having professionally trained personnel as teachers and officers exempt from Civil Service.

There can be no doubt that the manner of operation in the Department should be comparable to colleges, universities and school districts with which it works.

LEGISLATION FOR SCHOOLS IN 1958 LOOMS IMPORTANT

The Governor has not indicated the scope of subjects he will put on his call for the Legislature in January. There can be no doubt the problems of school finance will garner a great deal of attention. The State Board of Education has no intention to recede from its announced position that the School Foundation Act should be fully implemented despite opposition to the contrary.

Opposition to the Board's position has been on three bases: (1) There should be no further implementation until school district organization has been approved; (2) It is unwise to implement fully until the question of equalization of assessment has been achieved. (3) The Legislature should not distribute

more money until the governor's tax study is complete.

Although we are in accord with the idea back of these allegations, if all of these conditions have to be met before more state aid is provided, schools will suffer. Any one of these points could be the basis of an indefinite postponement.

School district reorganization is moving ahead on schedule. The finance law could be written in such a way as to provide penalties for under-assessment. There will need to be continuous study of assessment, perhaps through the Tax Commission, and continuous adjustments will need to be made on some basis written into the law. It will always be difficult to find a tax source which will supply the amounts of money required by the School Foundation Act.

There can be no doubt the School Foundation Act should be amended to provide classroom units for special services. Some reasonable ratio should be established such as one special unit for every eight or ten teachers.

DEPARTMENT DIRECTS
ITS PROGRAM TOWARD
LEADERSHIP ACTIVITY

Programs of the State Department of Education are administered on the basis that local districts be enabled to conduct their own programs with a minimum of state interference. The Department has many responsibilities established and required by law, but most of its work is carried out through non-regulative consultative activities.

The advice and suggestions of individual citizens and organizations are needed continuously by the State Board of Education and the staff in the Department, if the Department is to fulfill its function effectively. There must be clear channels of communication between our office and yours in keeping the various educational programs up to date and responsive to the will of the people.

It is necessary for the Department to operate through a wide variety of committees and commissions, broadly representative of statewide educational organizations, school boards, etc. This is how a decentralized system of school administration works. It requires a great deal of volunteer cooperation.

We hope the school superintendents will continue to make available the time and personnel needed in these operative ventures. Until we can get funds to pay expenses of such committees, we hope local districts will continue to underwrite the cost of such activity.

