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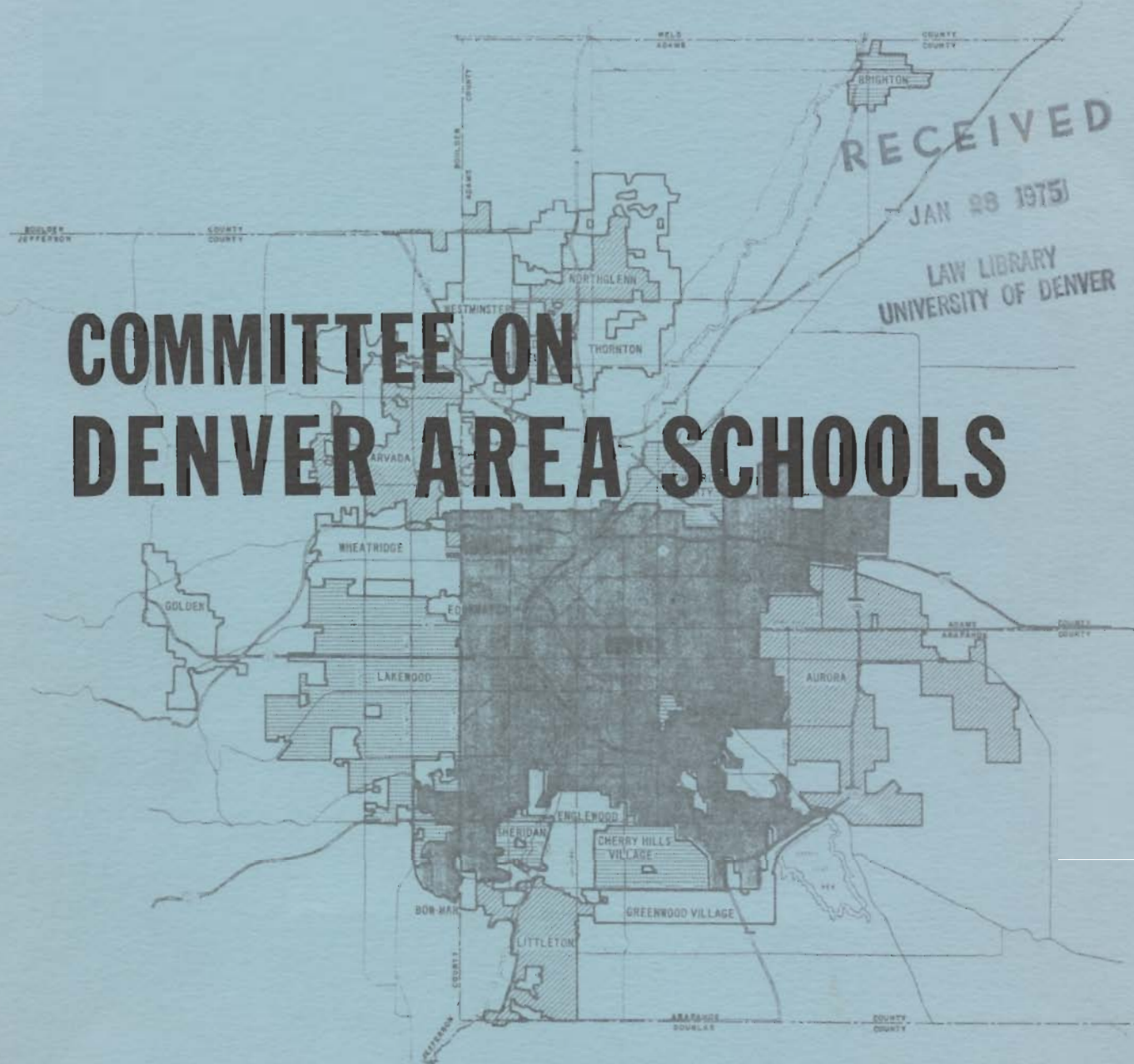
0209 Committee on Denver Area Schools

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REPORT TO THE COLORADO GENERAL ASSEMBLY

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COMMITTEE ON DENVER AREA SCHOOLS



COLORADO LEGISLATIVE COUNCIL PUBLICATION No. 209
DECEMBER 1974

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REPORT TO THE COLORADO
GENERAL ASSEMBLY

Committee on Denver
Area Schools

Colorado Legislative Council
Research Publication No. 209
" December, 1974

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December 31, 1974

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Members, 50th Colorado General Assembly

Dear Colleagues:

The Committee on Denver Area Schools submits herewith its report in accordance with the provisions of Senate Joint Resolution No. 18 of the 1974 session of the General Assembly.

Senate Joint Resolution No. 18 directed that a special one-year legislative study be conducted and recommendations made concerning "feasible methods available to improve educational opportunities and equitably apportion the costs thereof in the Denver metropolitan area with specific emphasis on the economic, organizational, technical, social, and legal aspects of achieving such benefits by the cooperation, coordination, or reorganization of the various school districts having territory within the metropolitan area". The resolution specified that the committee elect its own chairman and vice-chairman, and be comprised of four members of the House of Representatives to be appointed by the Speaker of the House and four members of the Senate to be appointed by the President of the Senate. The resolution also directed that appointments to the committee be made equally from members of the two political parties.

The following members of the General Assembly were appointed to the Committee on Denver Area Schools: Senator George Brown, Denver; Senator Hugh Fowler, Littleton; Senator Don MacManus, Adams County; Senator Richard Plock, Denver; Representative Hub Safran, Denver; Representative Austin Moore,

Englewood; Representative A. J. Spano, Arvada; and Representative Wellington Webb, Denver. At the committee's first meeting, Senator Plock and Representative Moore were elected as co-chairmen for the interim study.

By no means has the committee been able to examine all the many aspects of the directive from the General Assembly. Instead, the interim committee work should be regarded as a first step toward a fuller understanding of and response to the problems, challenges, and opportunities of providing public elementary and secondary education in the Denver metropolitan area. This, in part, accounts for a committee recommendation that the study of metropolitan Denver school districts be continued by a subcommittee of the Legislative Council's interim Committee on Education, if that committee is continued for the 1975 interim. On the other hand, part of the impetus for the work of the Committee on Denver Area Schools was neutralized during the interim by a July 25, 1974, decision of the United States Supreme Court (Milliken v. Bradley). That decision stated that, in the case in point, multi-school district desegregation cannot be ordered by the courts to cure de jure segregation in one school district without a finding that racially discriminatory acts of the state or of one or more local school districts have been the substantial cause of inter-district segregation. Prior to the court's decision, considerable concern had been expressed as to the effect the ruling would have on the involvement of suburban school districts in Denver's court-ordered school desegregation program.

The committee wishes to acknowledge the aid and assistance rendered by many individuals and organizations in the work of the 1974 interim. Specific recognition should be given to Dr. Calvin Frazier, Commissioner of Education, and his staff, and to the Denver Area School Superintendents' Council (Dr. Ray McGuire, Chairman). David Hite and John Silver, Legislative Council staff, provided staff assistance to the committee.

Finally, we want to acknowledge the time, advice, and counsel of our colleagues on the committee whose names appear above.

Respectfully submitted,

/s/ Senator Richard Plock

/s/ Representative Austin Moore

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SUMMARY OF COMMITTEE FINDINGS AND RECOMMENDATIONS

Listed below are the findings and recommendations of the Committee on Denver Area Schools developed during the 1974 interim.

(1) The committee finds that there is no clear case at this time for metropolitan school district reorganization.

(2) The committee endorses the concept of a legislative proposal formulated by the Legislative Council's Committee on State and Local Finance which would alter the provisions of the Public School Finance Act of 1973 as they relate to compensation of school districts with declining enrollments.

(3) The committee encourages the use of public transportation for school district purposes, and recommends that a proposal presently being prepared by the Colorado Department of Education be given serious consideration during the 1975 session of the General Assembly. This proposal will give incentive to school districts throughout the state to make agreements with local public transportation systems for the transportation of students.

(4) The committee endorses the concept of a measure formulated by the Legislative Council's Committee on State and Local Finance which would revise the formula for reimbursement by the state of school district transportation expenses.

(5) The committee encourages the continued development of educational techniques oriented to the specific individual needs of children, including specifically the needs of socio-economically disadvantaged children and gifted or talented children.

(6) The committee encourages the use of bilingual education for the purpose of assisting students to proceed in or continue school studies in English.

(7) The committee supports the concept of facilitating the interchange of teachers among school districts.

(8) The committee recommends the adoption of a Department of Education legislative proposal relating to the state's tuition law during the 1975 session of the General Assembly. The proposal is designed to expedite the movement of funds between districts when tuition is involved, and to create greater equity

in the method through which tuition is calculated and attendance entitlements determined.

(9) The committee supports a Department of Education proposal for the creation of a departmental position of urban educational specialist, should an implementing budget request for such a position be made to the 1975 General Assembly.

(10) The committee recommends that its study of metropolitan Denver school districts be continued by a subcommittee of the Legislative Council's Committee on Education, if that interim legislative committee is re-established for the 1975 interim.

INTRODUCTION

The legislative resolution which established and gave direction to a study of the twelve Denver area school districts called for recommendations which would achieve greater equality of educational opportunity for metropolitan area students and reduced fiscal inequalities among districts. "Equal educational opportunity" can be defined as equal opportunity for each student to participate in programs of similar quality to develop the skills, interests, behaviors, and attitudes needed by him to function adequately in society. "Fiscal inequalities" can be defined as differences in financial resources among school districts which result in the inability of one district to provide the level of educational opportunities provided in another. An alternate definition for "fiscal inequalities" is the expenditure of a greater level of resources in one district to provide a level of educational opportunity available in another district at a lower level of expenditure.

Efforts toward dealing with the myriad of issues involved in comprehending and responding to these concepts were not begun with the formation of the Committee on Denver Area Schools. Past legislatures and their interim study committees have endeavored over the years to achieve greater equality of educational opportunity for students and reduced fiscal inequalities among districts in the state. The products of these efforts are impressive: the Public School Finance Act of 1973; the Handicapped Children's Education Act; the Boards of Cooperative Services Act; the Educational Achievement Act; the Migrant Children Education Act; and the Public Education Incentive Program Act. Yet the goals of equal educational opportunity and fiscal equality have not been fully attained.

The Committee on Denver Area Schools is, however, the first legislative interim committee formed to deal with what many have referred to as the special problems of Denver and Denver area public elementary and secondary schools. The committee studied several measurements of the strengths and weaknesses of the metropolitan school districts. To be sure, the information and committee time needed to gain a complete understanding of the complex of issues were not available. With this limitation in mind, it should nevertheless be reported that the committee's work did not result in a finding of conclusive evidence that Denver, in relation to its metropolitan neighbors, or in relation to other districts in the state, has unique educational needs or unique problems in meeting those needs. Nor was there a finding that the metropolitan districts, in relation to the other districts in the state, have unique educational needs or problems

in meeting those needs. It was, however, generally agreed that the magnitude of specific problems may be greater for the Denver district and for some of the other metropolitan school districts.

Therefore, the conclusions and recommendations which follow do not, in all instances, affect only metropolitan schools. As a preamble to those findings and recommendations which endorse legislative enactments, the committee states that, although there is a great deal which the state and local school districts must still do to accomplish equal educational opportunity and reduced fiscal inequalities among districts, there are limits to the state's ability to deal with many of the factors which affect educational programs. The socio-economic status of students and the amount of parental influence upon students' educational goals are, for example, primary factors over which the state cannot exercise an immediate influence.

COMMITTEE FINDINGS AND RECOMMENDATIONS

Metropolitan School District Reorganization

The committee finds that there is no clear case at this time for metropolitan school district reorganization. The Colorado Constitution presently provides (in Article XX, Section 7) that "the city and county of Denver shall alone always constitute one school district, to be known as District No. 1...". Thus, a division of the Denver district to combine with other metropolitan districts or the creation of several smaller districts within the present District No. 1 would require submission of a constitutional amendment to the electorate at a general election.

Fundamental questions remain to be answered in the committee's consideration of district reorganization. What is the optimum size, or range of sizes, for school districts in the metropolitan area? What is a logical system of boundary lines to define school districts of optimum size in the Denver area?

Additional questions were raised in an examination of the School District Organization Act of 1965. These issues may reflect shortcomings in the act:

- as the law would apply to a reorganization effort in the metropolitan area, does the structure for the school planning committee need alteration?

- how effectively does the act respond to reorganization on a regional basis?

- what incentives does the present law provide for reorganization?

- should the state assume some responsibility when bonded indebtedness questions threaten the success of reorganization efforts?

- the act focuses on the enlargement of districts but does not address the issue of permitting portions of a large district to separate from the district. Should this issue be addressed?

In its report to the committee, the Colorado Department of Education made the following comment regarding reorganization:

One of the questions raised throughout the

study was that of the desirability of a metropolitan reorganization of school districts. There is little basis for recommending this approach at this time. While a different "mix" could be achieved by the districts of socio-economic concentrations, improved educational opportunities and outcomes may or may not follow. This alternative, along with other possible solutions, should be explored further, and the work begun by this committee should be continued. With further clarification of the problem, solutions to some concerns may be achieved within the present organizational structure. Since reorganization is such an emotional issue, the desirability, feasibility, and acceptability of such a step should be weighed carefully.

Revisions to the Public School Finance Act of 1973 -- Declining Enrollments

The Committee on Denver Area Schools endorses the concept of a legislative proposal formulated by the Legislative Council's Committee on State and Local Finance which would alter the provisions of the Public School Finance Act of 1973 as they relate to compensation of school districts with declining enrollments. The finance committee recommends that the present act be expanded to allow a district to compute attendance entitlement by using the average attendance of the four years preceding the budget year in question. The present provisions of the act call for the use of attendance during either the first or second year preceding the budget year.

In recommending such a change, the finance committee found that declining enrollments in some districts may be prolonged and gradual. Thus, the present limits of the law impose hardships on certain districts. It was reported to the finance committee that 102 of the state's 181 school districts experienced declining enrollments between the fall of 1973 and the fall of 1974.

The Committee on Denver Area Schools was advised by the Department of Education that, for the period 1971-1974, six of the twelve metropolitan school districts show enrollment decreases. The table on page 7 details the student population changes for the twelve districts for this period.

AVERAGE DAILY ATTENDANCE ENTITLEMENT FOR THE TWELVE
METROPOLITAN SCHOOL DISTRICTS, 1971 - 1974

District	1971	1972	1973	1974	1974 Rank Order - Metro Districts	Increase (Decrease)	
						Number	Percent
ADAMS							
Mapleton #1	6,814.9	6,681.0	5,974.3	5,731.1	9	(1,083.8)	(15.9)
Eastlake #12	14,982.2	15,464.0	15,979.9	16,362.2	5	1,380.0	9.2
Adams County #14	7,695.9	7,461.3	7,154.4	6,616.0	8	(1,079.9)	(14.1)
Brighton #27J	3,769.0	4,022.2	4,055.8	4,053.8	11	284.8	7.5
Westminster #50	15,920.0	15,922.2	15,697.2	15,495.2	6	(424.8)	(2.7)
ARAPAHOE							
Englewood #1	5,363.9	4,974.1	4,845.6	4,468.3	10	(895.6)	(16.7)
Sheridan #2	2,217.1	2,208.7	2,058.1	1,934.0	12	(283.1)	(12.8)
Cherry Creek #5	9,043.1	10,487.3	11,510.2	12,695.2	7	3,652.1	40.4
Littleton #6	16,494.2	17,076.6	17,156.1	16,847.3	4	353.1	2.1
Aurora #28J	17,906.7	18,297.8	18,322.5	18,847.3	3	940.6	5.2
DENVER							
Denver #1	86,645.6	83,754.1	79,706.8	72,973.2	1	(13,672.4)	(15.8)
JEFFERSON							
Jefferson #R1	65,761.9	69,406.1	71,205.0	72,933.0	2	7,171.1	10.9

SOURCE: Colorado Department of Education, December, 1974

School District Use of Public Transportation

The table on page 9 of this report depicts the growing impact which transportation expenses have on the budgets of a number of Denver area school districts. As a result of court-ordered integration of the Denver schools, the greatest problems and budgetary impacts are on the Denver district.

While metropolitan school districts operate individual transportation systems to serve their students, massive efforts are being made to strengthen a system of public transportation for the metropolitan area through the Regional Transportation District. The Committee on Denver Area Schools recommends that efforts should be made by the school districts of the metropolitan area, the Regional Transportation District, and the General Assembly to develop a plan through which public transportation could be more extensively used for school district purposes.

Some limited use of public transportation is now being made by the Denver Public Schools. It is presently unclear whether the Denver district will be reimbursed for this part of its transportation program by the Colorado Department of Education through provisions of the Public School Transportation Act. The Regional Transportation District is of the opinion that the Urban Mass Transportation Act of 1964 allows buses purchased with federal financial assistance to be used in the transportation of public school students, under certain broad guidelines. It is less clear, however, whether the present Colorado statutes regarding reimbursement and bus safety standards can facilitate transportation agreements between school districts and local public transportation systems.

The Colorado Department of Education (in cooperation with the committee's staff, the Regional Transportation District, and the Denver school district) is currently developing a proposal for consideration by the 1975 session of the General Assembly which will give incentive to school districts throughout the state to make agreements with local public transportation systems for the transportation of students. This proposal for legislative consideration will address the following needs: (a) an affirmative statement of legislative intent to both foster agreements for the use of public transportation and reimburse districts for pupil utilization of public transportation services; (b) a formula for state reimbursement of local district expenditures in the use of public transportation; and (c) exemption of public transportation vehicles from rules and regulations of the State Board of Education and Colorado law

SCHOOL BUS TRANSPORTATION, 1973-1974

<u>District</u>	<u>Estimated Number of Pupils Transported Per Day</u>	<u>Estimated Number of Transported Pupils as a % of Total ADAE</u>	<u>Number of Buses</u>	<u>Reimbursable Transportation Expenditures</u>	<u>State Transportation Payment</u>	<u>Total Bus Miles Traveled</u>
ADAMS						
Mapleton #1	3,000	50.2%	23	\$ 100,180	\$ 24,545	119,473
Eastlake #12	4,335	27.1	39	625,296	196,817	532,900
Adams County #14	2,367	33.0	26	235,625	43,729	212,847
Brighton #27J	1,855	45.7	21	180,395	68,218	332,045
Westminster #50	6,347	40.4	40	314,119	67,739	329,713
ARAPAHOE						
Englewood #1	84	1.8	7	66,460	3,960	19,276
Sheridan #2	1,046	54.0	17	52,019	14,598	71,058
Cherry Creek #5	9,000	70.6	72	850,063	399,931	1,070,936
Littleton #6	5,650	33.5	58	413,042	123,331	600,299
Aurora #28J	3,700	19.6	39	273,575	103,282	502,716
DENVER						
Denver #1	18,179 <u>1/</u>	22.8	142 <u>1/</u>	1,645,383	472,609	1,914,528
JEFFERSON						
Jefferson #R1	35,191	49.4	253	2,071,470	581,035	2,589,001

1/ Statistics for Denver do not reflect court ordered bussing for integration which was initiated in the Fall of 1974. Denver reports that beginning in the Fall of 1974, approximately 25,000 pupils are transported in Denver and some 91 buses have been added to the district's fleet of transportation vehicles.

Statistics provided by the Colorado Department of Education, School Finance and Data Services Section, December, 1974.

regarding certain safety standards for school buses. When the department's legislative proposal is fully developed, the committee recommends that the General Assembly give it serious consideration.

Revisions to the Public School Transportation Act

The committee endorses the concept of a measure formulated by the Legislative Council's Committee on State and Local Finance which would revise the formula for reimbursement by the state of school district transportation expenses. The finance committee's measure would alter the present distribution formula to provide state reimbursement at a rate of twenty-four cents per bus mile traveled in transporting students, plus twenty-five percent of the district's current operating expense in excess of twenty-four cents per bus mile traveled. The proposal would also provide state reimbursement for fifty percent of the cost of the purchase of buses, subject to the limitation that no district receive state reimbursement for more than ninety percent of its total transportation costs.

In supporting the finance committee's proposed changes to the state's school transportation act, the Council on Educational Development (COED) noted that "the cost of buying buses is a necessary part of the process of providing transportation services, and it is proper that a plan to equalize cost burdens should consider school bus costs". The Committee on Denver Area Schools concurs with this observation.

Two provisions of the finance committee's proposal complement the Committee on Denver Area Schools' recommendation that metropolitan school districts be encouraged to use public transportation for school district purposes. First, the proposal defines "pupil transportation" to include transportation in vehicles owned or rented by a school district or "under contract with a school district". Second, for purposes of calculating the distribution of state reimbursements, the proposal defines "current operating expenditures for pupil transportation" as expenditures including costs of "contracted services...and reimbursements to pupils who utilize public transportation services".

Development of Techniques to Meet the Individual Needs of Children

The Committee on Denver Area Schools encourages the continued development of educational techniques oriented to the specific individual needs of children, including specifically the needs of socio-economically disadvantaged children and gifted or talented children.

The state Department of Education offered the committee two measurements of the potential number of disadvantaged students in the Denver metropolitan area: (a) the census of families with annual incomes below \$4,000; and (b) the number of free meals given eligible school children through a federally-funded program. The tables found on pages 39 and 40 of this report detail these measurements for the twelve metropolitan school districts.

Potential for dealing with the problems associated with urban poverty appears to center increasingly on improvement in the methods of educating the culturally deprived children of metropolitan areas. Educators have long recognized that these children enter school under handicaps not imposed on children of the middle class, that socio-economically disadvantaged children often seem immune to standard instructional programs, and that a relatively large proportion of them quit school early and become unemployables or often delinquents.

In addition, school integration has forced communities to pay greater attention to the differences between children of "have-not" parents and children of more fortunate families in their ability to learn from standard instructional programs. Studies of the reasons for these discrepancies have shown educators that the disadvantaged child's learning deficiency is rarely inherent. Instead, it is likely to be a consequence of deprivations in early life.

From experience gained through programs for the socio-economically disadvantaged child, educators are beginning to formulate new guidelines for future improvement. Some educators believe that the best answer is a "saturation" program of additional services and personnel of the traditional type in schools with large numbers of deprived children. Others believe that the problem cannot be met adequately without a basic change in the instructional program itself, involving a comprehensive study of the way in which a deprived child learns.

It has been reported to the committee that special programs for the gifted student are practically non-existent either in the metropolitan districts or in other areas of the state. It is estimated that 13 percent of the public school population of the state is academically gifted or talented. A study should be made of the few existing programs for advanced placement now in operation to determine if their content may be extended to other districts. Study should also be made of the possibility of developing a "magnet" school for gifted students from the twelve metropolitan districts. Finally, the State of Colorado should itself develop a plan for the education of the gifted public school student. Thirty-eight states now have or are currently developing plans in this area.

Bilingual Education

The Colorado Department of Education reports the number and percentage of total enrollment of Spanish-surnamed Americans in the twelve metropolitan districts for 1974 as follows:

<u>District</u>	<u>Number of Spanish-surnamed Americans</u>	<u>Percentage of District's Student Population</u>
ADAMS		
Mapleton #1	127	20.6%
Eastlake #12	1,848	10.4
Adams Co. #14	1,966	27.5
Brighton #27J	919	21.7
Westminster #50	2,406	14.4
ARAPAHOE		
Englewood #1	353	7.3
Sheridan #2	444	22.0
Cherry Creek #5	223	1.6
Littleton #6	282	1.6
Aurora #28J	867	4.3
DENVER		
Denver #1	20,541	25.8
JEFFERSON		
Jefferson #R1	2,402	3.1

The Department of Education also reports that districts with significant percentages of minority students tend to have higher dropout rates, higher percentages of disadvantaged children, and higher percentages of third and sixth grade students reading below the 30th percentile.

The General Assembly has recognized the importance of a program for the development of bilingual skills. Through the appropriations act for fiscal year 1975, the Department of Education was directed to use the services of at least one full-time staff member to encourage and counsel districts in the development of bilingual education skills. The 1974 session of the General Assembly also adopted Senate Joint Resolution No. 20, which directs the department to submit to the legislature a summary report by February 1, 1975. This report will include a review of current school programs throughout the state which are designed to "ameliorate educational difficulties caused by cultural and linguistic differences between the pupil's school and home environments".

Programs directed at improving reading skills and assisting students who have language problems because of cultural differences have been adopted in a number of school districts in Colorado, including districts in the metropolitan area. The Committee on Denver Area Schools recognizes the importance of continued development of comprehensive bilingual programs for those districts in the metropolitan area with concentrations of Spanish-surnamed Americans. If the goal of public education in Colorado is to strive to eliminate the educational deficiencies of individual students, adoption of a non-uniform instructional program is necessary. Bilingual education should be a part of that instructional program for most districts in the metropolitan area. The committee thus encourages the use of bilingual education for the purpose of assisting students to proceed in or continue school studies in English.

Interchange of Teachers

The committee supports the concept of facilitating the interchange of teachers among school districts. Although the interchange of teachers among districts does occur to a certain extent at the present time, the committee is of the opinion that the present tenure laws and varying salary scales prevent greater implementation of the concept.

Personnel mobility is essential to teachers as well as to

school districts and the students within those districts. For teachers, broader mobility may allow for greater attainment of career objectives and certainly facilitates greater flexibility for geographic movement within the state. Mobility allows school districts and their students to gain from the experiences, philosophies, and varying educational approaches represented by teachers from other districts. All of these factors are important in the development of strong educational programs in the Denver metropolitan area.

The table on page 15, provided by the Colorado Department of Education, shows average teacher salary figures for the districts within the metropolitan area.

Amendments to the State's Current Tuition Law

The state Commissioner of Education has requested that the Committee on Denver Area Schools endorse a Department of Education proposal to amend those sections of the Colorado statutes which provide a method through which a school district pays tuition for those of its school-age children who attend public schools operated by another district.

Presently, a school board may pay tuition for a school-age resident of the district to attend a school operated by another district within or outside the student's county or even outside of Colorado. The law provides that such a transfer of attendance can be made "when the board of the district of residence determines for any reason whatsoever that it would be to the educational advantage or general welfare or convenience of said child to attend such school operated by another school district".

The state's tuition law directs that tuition not exceed 115 percent of the current per pupil cost in the district of attendance during the preceding school year. The tuition charge is reduced by the average amount of money per pupil received by the school district of attendance during the preceding school year through the equalization program of the Public School Finance Act of 1973. If the district of residence is located outside the county in which the student is attending school, the law provides that the amount of money received by the district of attendance during the preceding school year from the county public school fund need not be deducted from the tuition charge.

The state Department of Education reports that changes are needed in the present law to establish greater equity in the method by which the tuition is calculated and students are

AVERAGE TEACHERS' SALARIES, 1972 AND 1973

<u>District</u>	<u>Fall 1972</u>	<u>Fall 1973</u>	<u>1973 Rank Order - Metro Districts</u>
ADAMS			
Mapleton #1	\$ 9,042	\$ 9,498	9
Eastlake #12	8,711	9,183	10
Adams County #14	9,221	9,710	8
Brighton #27J	8,590	8,936	12
Westminster #50	9,301	9,770	7
ARAPAHOE			
Englewood #1	10,228	10,957	3
Sheridan #2	9,045	9,157	11
Cherry Creek #5	10,966	11,293	2
Littleton #6	10,320	10,937	4
Aurora #28J	9,892	10,534	6
DENVER			
Denver #1	11,499	12,224	1
JEFFERSON			
Jefferson #R1	10,295	10,660	5

SOURCE: Colorado Department of Education

December, 1974

counted for purposes of determining attendance entitlement under provisions of the state's school finance act.

The Committee on Denver Area Schools recommends the adoption of the department's proposal during the 1975 session of the General Assembly. The proposal, in bill form, is on pages 19 and 20 of this report.

The bill would provide that tuition charges not exceed 120 percent of the current general fund expenditure per pupil in the district of attendance during the preceding school year. The bill would repeal the current provision for a reduction of tuition by the amount of money received per pupil by the district of attendance under the preceding year's equalization program of the school finance act. In addition, the bill would eliminate the present provision of law which requires that money received by the district of attendance from the county public school fund need not be deducted if the district of residence is located outside the county in which the student is attending school.

The bill would also amend the Public School Finance Act of 1973. The finance act currently allows districts which pay tuition for pupils of residence to attend public school in districts in another state to report these students for the purpose of determining their attendance entitlement under the act. The committee's bill would amend the act to provide that districts which pay tuition to other districts within Colorado may also report these students for purposes of determining their attendance entitlement, but that no district may report a student for purposes of establishing the district's entitlement when tuition has been paid to the district for that student by his district of residence.

Urban Educational Specialist

With the assistance of its staff, personnel from the Department of Education, and superintendents from the twelve metropolitan school districts, the committee developed a fair understanding of the diverse factors affecting the delivery of educational programs within the Denver area which could achieve greater equality of educational opportunity and reduce fiscal inequalities among districts. During the latter part of the 1974 interim, the Department of Education and the Denver Area School Superintendents' Council conducted an extensive study of the metropolitan school districts. This study dealt with student characteristics, differences among programs and offerings within

the districts, outcome indicators, and other similar factors. Although a great deal of information useful to the committee as well as to the department was derived from the study, there was agreement that much information about metropolitan school districts was not obtained (or, if this information was obtained, it was difficult to interpret in a meaningful way). In short, the Department of Education does not presently have the capacity to present the kind of profile which is necessary first to fully understand the Denver area's public education system and second to determine in which areas the state can be of greatest assistance.

Because of this lack of understanding about the Denver area's systems of public education, the Department of Education made the following recommendation to the committee:

The department should be more visible in its assistance to districts in the metropolitan area. This would require the addition of an urban area specialist. With this additional personnel, the department should take the leadership in continuing to explore the issues, voids, and proposals growing out of this study.

The committee fully supports the proposal for the creation of a departmental position of urban educational specialist, should a budget request for such a position be made to the 1975 General Assembly.

Continuation of the Committee's Work

As is the case with many interim studies, the activities of the Committee on Denver Area Schools during its first year can only be regarded as groundwork for further study and eventual development of a set of comprehensive recommendations. Therefore, the Committee on Denver Area Schools recommends that its study of metropolitan Denver school districts be continued by a subcommittee of the Legislative Council's Committee on Education, if that interim legislative committee is re-established for the 1975 interim.

The Committee on Denver Area Schools was established as a special legislative committee with a directive to conduct a one-year study and make recommendations directly to the General Assembly. Nearly all of the committee's efforts during the 1974 interim have been toward development of a general understanding

of the characteristics of students in the twelve metropolitan districts and of the educational programs and resources within those districts. By initiating a study, the committee aroused the interests of the state's educational officials and officials of the metropolitan school districts. As a result, cooperative efforts have been initiated to analyze educational opportunity and fiscal inequalities in the metropolitan districts. A legislative interim study group should receive and evaluate the results of this cooperative investigation.

One of the specific topics the committee recommends for further study by an interim Committee on Education is that of methods for furthering cooperation among metropolitan Denver school districts and the possibility and desirability of creating a metropolitan Denver board of cooperative services. This recommendation is in concurrence with the conclusions of the state Department of Education in its report to the committee:

Cooperative efforts between districts should be expanded, although many examples were uncovered during this study. To expedite this potential several approaches might be considered.

- a. Reorganization of the BOCS units now serving most of the metropolitan area and formation of one metropolitan area BOCS.
- b. Provision of stimulation money from the state level, with a matching requirement by the districts, for use in establishing cooperative programs. Such programs might be directed at better service to the talented and gifted, improved management practices, and alternative educational projects.

A BILL FOR AN ACT

1 CONCERNING STUDENTS ATTENDING PUBLIC SCHOOLS IN DISTRICTS OTHER
2 THAN THEIR DISTRICTS OF RESIDENCE.

Bill Summary

(NOTE: This summary applies to this bill as introduced and does not necessarily reflect any amendments which may be subsequently adopted.)

Allows a school district paying tuition for pupils to attend public schools in other Colorado school districts to count such pupils for its attendance entitlement and prevents the district educating pupils from tuition-paying districts from counting such pupils for the district's attendance entitlement. Provides that tuition paid for such students will not exceed 120 percent of the current per pupil general fund cost of the district of attendance during the preceding school year.

3 Be it enacted by the General Assembly of the State of Colorado:

4 SECTION 1. 22-32-115 (2) (a), Colorado Revised Statutes
5 1973, is amended to read:

6 22-32-115. Tuition for resident school-age children. (2)

7 (a) The tuition, to be paid as authorized by subsection (1) of
8 this section, shall not exceed one hundred ~~fifteen~~ TWENTY percent
9 of the current per pupil GENERAL FUND cost in the district of
10 attendance during the preceding school year. ~~The average amount~~
11 ~~of money per pupil received by the school district of attendance~~

1 during-the-preceding-school-year-under-the--equalization--program
2 of-the-^UPublic-School-Finance-Act-of-1973^U-shall-be-deducted-from
3 the--amount--of-tuition-authorized-by-this-subsection-(2);-except
4 that-if-the-district-of-residence-is--situate--entirely;--or--its
5 headquarters--is--located;--in--a-county-other-than-the-county-in
6 which-the-district-of-attendance-is-situate;-or-its--headquarters
7 is-located;-then-the-amount-of-moneys-received-by-the-district-of
8 attendance--during--the--preceding--school--year--from-the-county
9 public-school-fund-need-not-be-deducted; ATTENDANCE ENTITLEMENT
10 FOR A PUPIL NOT ATTENDING HIS SCHOOL DISTRICT OF RESIDENCE UNDER
11 THE PROVISIONS OF THIS SECTION SHALL BE ALLOCATED AS PROVIDED IN
12 SECTION 22-50-104 (3).

13 SECTION 2. 22-50-104 (3), Colorado Revised Statutes 1973,
14 is amended to read:

15 22-50-104. Attendance entitlement. (3) Districts paying
16 tuition for pupils of residence in the district to attend public
17 schools IN OTHER COLORADO SCHOOL DISTRICTS AND in districts of
18 adjoining states shall also report and be entitled to support for
19 such pupils on the same basis as under subsections (1) and (2) of
20 this section; EXCEPT THAT NO DISTRICT SHALL REPORT ANY PUPIL WHO
21 IS FROM ANOTHER DISTRICT AND WHOSE TUITION IS PAID BY THE PUPIL'S
22 DISTRICT OF RESIDENCE.

23 SECTION 3. Effective date. This act shall take effect July
24 1, 1975.

25 SECTION 4. Safety clause. The general assembly hereby
26 finds, determines, and declares that this act is necessary for
27 the immediate preservation of the public peace, health, and
28 safety.

ATTACHMENTS

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Major Conclusions and Recommendations Excerpted from a Report of the Colorado Department of Education to the Committee on Denver Area Schools, November 26, 1974

"In this final section, only major conclusions will be presented as an expansion on many summary comments contained in the body of the report. Recommendations are listed that involve follow-up possibilities by the districts, the Department of Education, and the legislature. One overriding conclusion of the study would have to be that the problems explored are not those of the legislature, or the districts, or the department. They are our problems and the solutions will involve a working together by all parties.

"CONCLUSIONS:

1. Almost all districts indicated a concern over their capability to plan adequately, implement and monitor programs effectively, and evaluate the results of these efforts. Reporting effectively to the community was done on an erratic basis in most districts. Since all of these components relate to the intent of the accountability act, it can be concluded that the full force of this statute has not been realized evenly by all districts in the metropolitan area. This would not be unlike the pattern existing across the entire state.
2. There are wide variations across the districts in terms of student characteristics and outcomes. These variations are generally greater than the resource input variations among the districts.
3. Differences in the human and physical resources are probably less for the metropolitan districts studied than would be found in the state as a whole.
4. Four of the districts with higher proportions of minority students or students from low income families tended to have more children reading below the 30th percentile and tended to have smaller student-teacher ratios, fewer teachers with master's degrees, and lower salaries. Denver would be an exception for the latter two factors.
5. As has been found in national studies, affluent schools or districts tend to have larger classes, higher achievement, and more experienced and better educated teachers than do the districts or schools having larger concentrations of minority and low income families. Expenditure variations appear not so great between these districts because teachers' salaries (high) and class size (low) seem to be a trade-off.

6. Federal categorical monies have been the main means of addressing the special problems of the low income and minority area schools. Title I of the Elementary and Secondary Education Act, free and reduced lunches, and special dropout prevention programs would be examples. The Handicapped Children's Educational Act at the state level has also been important. These monies have been provided in recognition of differing student characteristics, and have been the means by which special compensating programs have been operated. They do not appear to have equalized outcomes, and it would appear that the mere provision of more money may or may not achieve the outcomes desired. A word of caution should be offered. One can only speculate on what results might have been forthcoming without the special categorical assistance, and this fact should be considered when examining any outcome data.
7. Information collected on the program offerings of the districts proved to be inconclusive. Course titles and broad program labels were insufficient descriptions to allow any inter-district comparisons. In addition, the quality of these programs might be more important than their existence. For example, although two districts might indicate the existence of an elementary counseling program, one may be far better than the other or one may operate in only one school while the other might be found in all elementary schools in the district. These quality differences, which may be very critical to judging equal educational opportunity, remain largely unknown.
8. District achievement data was difficult to interpret. No common testing pattern was followed by all districts. Over the last few years, individual districts made internal testing changes that made it difficult to analyze even that district's trends. Some general conclusions can be drawn, however. Districts tended to be "holding their own" in the basic skill area test results and some improvement was being shown in elementary area results. Secondary test patterns and results were very erratic.
9. Few districts systematically collected data on student attitudes and opinions. Nor was there indication of a systematic sampling of parent perceptions regarding the school system and the experiences provided their children.
10. In the time available, attention was given to collecting district level data. Many of the quality questions raised by all of us can probably not be fully answered without study of the individual school units. Much of this information was not available.

"RECOMMENDATIONS:

1. One of the questions raised throughout the study was that of the desirability of a metropolitan reorganization of school districts. There is little basis for recommending this approach at this time. While a different "mix" could be achieved by the districts of the socio-economic concentrations, improved educational opportunities and outcomes may or may not follow. This alternative, along with other possible solutions, should be explored further and the work begun by this committee should be continued. With further clarification of the problem, solutions to some concerns may be achieved within the present organizational structure. Since reorganization is such an emotional issue, the desirability, feasibility, and acceptability of such a step should be weighed carefully.
2. Another question posed by the committee related to the need for special categorical grants to the metropolitan area districts. While some recommendations below would point to a special need of the twelve districts studied, most of the suggestions made relate to the state as a whole, since other districts of the state face similar problems. For this reason, the legislative committee may want to consider support of these broader proposals as a means of addressing the metropolitan concerns:
 - a. Changes in the school finance act that would help districts having declining enrollments. This would be particularly important because of the related educational problems found in many of these districts. Also, aid should be provided for the "growing" enrollment districts of the area by changes in the frequency and timing of attendance counts on which state/local aid is based.
 - b. In addition to changes being proposed in the transportation act provisions, study should be given to the possibility of reimbursing districts for students utilizing the regular city bus transportation system. This could be beneficial to the community as a whole as well as to the districts.
 - c. To truly equalize district financial resources, the state needs to equalize the inequities in facility construction capability and the bonded indebtedness of districts. For example, in the districts studied, Denver has a mill levy for general fund purposes that would be about that of the state average. A considerable amount of bonded indebtedness, as permitted by state law, is available to Denver for school construction purposes. In some of the neighboring districts, a low property tax base, limited bonded indebtedness leeway, and a need for new construction combine to create a major problem for these districts.

- d. Changes should be sought in the finance act that would expedite the transfer of students between districts when enrollment variables exist and both districts could better utilize facilities without adversely affecting racial distribution patterns.
3. The legislative study committee may want to lend their public support to proposed legislation having relevance to this study, namely:
 - a. Follow-up proposals evolving from the legislative resolution SJR 20 as it relates to problems of low achievers, particularly in the area of reading and aid to students having limited English language ability:
 - b. Career education programs; and
 - c. Middle management development projects.
 4. The legislative committee may want to address possible legislation, not now being proposed to our knowledge, in the area of dropout prevention programs and stimulation to districts to upgrade their planning, program monitoring, and evaluation commitments.
 5. Districts, internally, should give greater attention to central office leadership in the area of planning, program monitoring, evaluation, and reporting to the community. From the study findings, evaluation would appear to be worthy of special attention. Not just the achievement information needs to be considered, but districts should develop systematic procedures for collection of student and community feelings and concerns.
 6. Cooperative efforts between districts should be expanded, although many examples were uncovered during this study. To expedite this potential several approaches might be considered.
 - a. Reorganization of the BOCS units now serving most of the metropolitan area and formation of one metropolitan area BOCS.
 - b. Provision of stimulation money from the state level, with a matching requirement by the districts, for use in establishing cooperative programs. Such programs might be directed at better service to the talented and gifted, improved management practices, and alternative educational projects.
 7. The department should be more visible in its assistance to districts in the metropolitan area. This would require the

addition of an Urban Area Specialist. With this additional personnel, the department should take the leadership in continuing to explore the issues, voids, and proposals growing out of this study."

ASSESSED VALUATIONS AND LOCAL MILL LEVIES FOR METROPOLITAN SCHOOL DISTRICTS: 1973 AND 1974 ^{1/}

County and School District	Assessed Valuations			General Fund Mill Levy		Capital Reserve Fund Mill Levy ^{5/}		Bond Redemption Fund Mill Levy		Total Mill Levy		% Decrease in Total Mill Levy
	1-1-73	1-1-74	% Change: 1973-74	1973	1974	1973	1974	1973	1974	1973	1974	1973-74
ADAMS												
1 Mapleton	\$ 59,531,780	\$ 62,807,690	5.5%	60.55	39.03	2.00	4.00	13.55 ^{4/}	12.42 ^{4/}	76.10	55.45	(27.1)%
12 Eastlake	87,796,130	106,273,950	21.0	62.50	41.80	1.00	4.00	16.10	19.50	79.60	65.30	(18.0)
14 Adams County	46,034,030	48,579,720	5.5	74.88	39.68	2.00	4.00	14.75	8.63	91.63	52.31	(42.9)
27J Brighton ^{2/}	27,729,270	33,339,980	20.2	68.67	38.19	2.00	4.00	6.00	10.90	76.67	53.09	(30.8)
50 Westminster	83,259,140	95,548,010	14.8	71.98	39.30	1.01	4.00	11.38	9.90	84.37	53.20	(36.9)
28J Adams-Arapahoe ^{3/}	41,896,480	43,481,610	3.8	74.26	40.48	2.00	4.00	10.17 ^{4/}	10.10 ^{4/}	86.43	54.58	(36.9)
ARAPAHOE												
1 Englewood	70,845,290	77,332,550	9.2	58.92	45.35	2.00	3.00	4.88 ^{4/}	5.07 ^{4/}	65.80	53.42	(18.8)
2 Sheridan	14,116,380	15,723,850	11.4	71.00	41.67	2.00	4.00	12.76 ^{4/}	11.77 ^{4/}	85.76	57.44	(33.0)
5 Cherry Creek	137,403,300	191,728,030	39.5	68.55	49.10	2.00	4.00	11.40	11.99	81.95	65.09	(20.6)
6 Littleton	141,457,320	159,345,720	12.6	66.19	39.20	2.00	4.00	12.15	12.15	80.34	55.35	(31.1)
28J Adams-Arapahoe ^{3/}	89,521,650	108,968,230	21.7	74.26	40.48	2.00	4.00	10.00	10.00	86.26	54.48	(36.8)
DENVER												
1 Denver	1,569,626,950	1,665,119,860	6.1	48.62	40.75	2.00	2.59	2.43	2.43	53.05	45.77	(13.7)
JEFFERSON												
R1 Jefferson	578,200,000	671,550,050	16.1	65.90	38.65	2.00	4.00	8.50	8.50	76.40	51.15	(33.1)

^{1/} Data are taken from the 2nd and 3rd Annual Reports of the Colorado Division of Property Taxation, with the exception of percentage changes and weighted average bond redemption levies, which were computed by the Legislative Council staff.

^{2/} A portion of Brighton 27J school district is located in Weld County. Data are presented only for that portion of the district located in Adams County.

^{3/} Adams-Arapahoe 28J district is located in both Adams and Arapahoe Counties. Data are presented separately for the portion of the district located in each county.

^{4/} Bond redemption levies are weighted averages of mill levies carried over from former school districts consolidated into the existing school district.

^{5/} The maximum allowable capital reserve fund mill levy was increased from 2.0 to 4.0 mills by Senate Bill 40 from the 1973 session of the General Assembly.

AVERAGE DAILY ATTENDANCE ENTITLEMENTS, GENERAL FUND EXPENDITURES, STATE EQUALIZATION AID, AND ASSESSED VALUATIONS FOR METROPOLITAN SCHOOL DISTRICTS: 1973 1/

County and School District	Average Daily Attendance Entitlement (ADAE) 4/		Increase or (Decrease): 1973-74	General Fund Budgeted Expenditure Per ADAE 5/		% Increase Over 1973	1974 State Equalization Aid 6/		Assessed Valuation Per ADAE
	1973	1974		1974	\$ Per ADAE		% of 1974 Gen. Fund Budgeted Expen. Per ADAE	1974	
ADAMS									
1 Napleton	6,681.0	5,974.3	(706.7)	\$1,294.30	662.40	26.0%	51.2%	10,510.98	14.6%
12 Eastlake	15,494.0	15,979.9	485.9	985.44	617.66	21.5	62.7	6,650.48	17.4
14 Adams County	7,461.3	7,154.4	(306.9)	1,110.50	714.63	16.2	64.4	6,750.19	15.1
27J Brighton 2/	4,022.2	4,055.8	33.6	1,127.60	617.15	13.4	54.7	8,344.75	10.4
50 Westminster	15,922.2	15,697.2	(225.0)	1,055.75	670.68	15.5	63.5	6,056.95	16.4
28J Adams-Arapahoe 3/	6,343.1	5,987.3	(355.8) Z/	1,156.03	653.36	11.3	56.5	7,362.51	10.0
ARAPAHOE									
1 Englewood	4,974.1	4,845.6	(128.5)	1,420.46	439.92	13.5	31.0	15,959.33	12.1
2 Sheridan	2,208.7	2,058.1	(150.6)	1,124.97	692.51	18.4	61.6	7,529.93	14.5
5 Cherry Creek	10,487.3	11,510.2	1,022.9	1,384.70	409.49	6.7	29.6	16,457.33	25.1
6 Littleton	17,076.6	17,156.1	79.5	1,071.10	615.83	8.7	57.5	9,257.99	13.1
28J Adams-Arapahoe 3/	11,954.7	12,335.2	380.5 Z/	1,156.03	653.36	11.3	56.5	8,233.92	13.0
DENVER									
1 Denver	83,754.1	79,706.8	(4,047.3)	1,617.12	379.80	12.5	23.5	20,400.56	11.5
JEFFERSON									
R1 Jefferson	69,406.1	71,205.0	1,798.9	1,177.89	601.78	15.2	51.1	9,431.22	12.2
Totals	255,785.4	253,665.9	(2,119.5)						

1/ Data are taken from a publication of the Colorado Department of Education, "The Impact of the Public School Finance Act of 1973". Assessed valuations per ADAE and percentage changes were computed by the Legislative Council staff.

2/ A portion of Brighton 27J school district is located in Weld County.

3/ Adams-Arapahoe 28J district is located in both Adams and Arapahoe Counties. Data are presented separately for the portion of the district located in each county.

4/ The per pupil breakdowns in this table employ the ADAE concept. In those districts with declining school enrollments, different breakdowns would be obtained by using the "attendance entitlement" (AE) concept. (The AE concept is that employed in the Public School Finance Act of 1973 to provide local school districts the option of choosing either current ADAE or the previous year's ADAE for purposes of allocating funds among school districts.)

5/ "General fund budgeted expenditures" is larger than the combination of state equalization aid and local general fund property tax revenue. It includes such additional revenue as state and federal categorical aid, additional local revenue, miscellaneous revenue, and cash balances.

6/ "State equalization aid" is the amount of state money provided under the Public School Finance Act of 1973.

Z/ The 1973 ADAE for the entire district was 18,297.8. The 1974 ADAE for the entire district was 18,282.5. This resulted in a district-wide gain of 34.7 ADAE.

FEDERAL REVENUES

	<u>TITLE I (COMPENSATORY EDUCATION) ESEA 1974</u>		<u>ALL FEDERAL REVENUE 1972-1973</u>	
	<u>Dollars</u>	<u>No. Participants October, 1974</u>	<u>Total Federal Dollars</u>	<u>Federal Dollars as Percent of General Fund Total Revenue</u>
ADAMS				
Mapleton #1	\$ 85,140	365	\$ 319,388	5%
Eastlake #12	125,241	601	402,494	3
Adams County #14	214,511	549	372,184	5
Brighton #27J	68,606	273	208,339	5
Westminster #50	183,072	626	601,350	4
ARAPAHOE				
Englewood #1	118,564	343	170,796	3
Sheridan #2	87,871	129	677,918	26
Cherry Creek #5	18,960	120	303,675	2
Littleton #6	79,446	355	183,636	1
Aurora #28J	218,481	454	1,205,344	6
DENVER				
Denver #1	3,166,217	4,956	8,248,470	8
JEFFERSON				
Jefferson #R1	564,484	766	2,460,667	4

SOURCE: Colorado Department of Education, December, 1974.

STUDENT ENROLLMENTS BY
ETHNIC GROUPS

The following is a brief abstract of the data presented in the table on page 35, titled "Student Enrollment by Ethnic Group, Metropolitan School Districts: 1970-1974".

All metropolitan districts. Between 1970 and 1974, the total student enrollment of the 12 metropolitan school districts decreased by 851 (a percentage decrease of .32%). The ethnic group distribution of this all-metropolitan enrollment decrease is shown below.

<u>Ethnic Group</u>	<u>Absolute Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment as Compared to Total Enrollment</u>
Non-Minority	(4,936)	(2.2%)	(1.6%)
All Minorities	4,085	8.3	1.6
Spanish-Surnamed	1,780	5.6	.7
Black	1,551	10.3	.6
Asian American	271	14.8	.1
American Indian	483	74.1	.2
TOTAL	(851)	(.3%)	

During the period between 1970 and 1974, the all-metropolitan enrollment in no individual minority ethnic group increased more than 1.00%, when expressed as a percentage of total enrollment. The non-minority all-metropolitan enrollment for the same period, also expressed as a percentage of total enrollment, decreased by 1.6%.

All Adams County districts. Between 1970 and 1974, the total student enrollment of the five Adams County metropolitan school districts increased by 432 (a percentage increase of .8%). The ethnic group distribution of this Adams County enrollment increase is shown below.

<u>Ethnic Group</u>	<u>Absolute Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment as Compared to Total Enrollment</u>
Non-Minority	(1,394)	(3.2%)	(3.5%)
All Minorities	1,826	23.4	3.5
Spanish-Surnamed	1,474	21.3	2.7
Black	186	68.1	.4
Asian American	(6)	(1.3)	.0
American Indian	172	142.1	.4
TOTAL	432	.8%	

During the period between 1970 and 1974, the Adams County enrollment for only one individual minority ethnic group increased more than 1.00%, when expressed as a percentage of total enrollment. This was a 2.7% increase in the Spanish-Surnamed American enrollment. The non-minority Adams County enrollment for the same period, also expressed as a percentage of total enrollment, decreased by 3.5%.

All Arapahoe County districts. Between 1970 and 1974, the total student enrollment of the five Arapahoe County metropolitan school districts increased by 6,459 (a percentage increase of 12.4%). The ethnic group distribution of this Arapahoe County enrollment increase is shown below.

<u>Ethnic Group</u>	<u>Absolute Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment as Compared to Total Enrollment</u>
Non-Minority	4,452	9.0%	(3.0%)
All Minorities	2,007	86.9	3.0
Spanish-Surnamed	607	38.9	.7
Black	1,064	364.4	1.7
Asian American	240	69.4	.3
American Indian	96	87.3	.2
TOTAL	6,459	12.4%	

During the period between 1970 and 1974, the Arapahoe County enrollment for only one individual minority ethnic group increased more than 1.00%, when expressed as a percentage of total enrollment. This was 1.7% increase in the Black enrollment (which can be largely attributed to a 4.0% increase in the Black enrollment in Adams-Arapahoe 28J district). The non-minority Arapahoe County enrollment for the same period, also expressed as a percentage of total enrollment, decreased by 3.0%. (This non-minority enrollment decrease for all Arapahoe County districts can be contrasted with a decrease of 6.4% in the non-minority enrollment in Adams-Arapahoe 28J district.)

Denver 1 district. Between 1970 and 1974, the total student enrollment in the Denver school district decreased by 18,258 (a percentage decrease of 18.6%). The ethnic group distribution of this Denver enrollment decrease is shown below.

<u>Ethnic Group</u>	<u>Absolute Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment as Compared to Total Enrollment</u>
Non-Minority	(17,143)	(28.4%)	(7.3%)
All Minorities	(1,115)	(3.0)	7.3
Spanish-Surnamed	(1,357)	(6.2)	3.4
Black	174	1.2	3.6
Asian American	(108)	(13.5)	.1
American Indian	176	51.6	.3
TOTAL	(18,258)	(18.6%)	

During the period between 1970 and 1974, the Denver enrollment for two individual minority ethnic groups increased more than 1.00%, when expressed as a percentage of total enrollment. These increases were a 3.4% increase in the Spanish-Surnamed American enrollment and a 3.6% increase in the Black enrollment. The non-minority Denver enrollment for the same period, expressed as a percentage of total enrollment, decreased by 7.3%.

Jefferson R1 district. Between 1970 and 1974, the total student enrollment in the Jefferson R1 school district increased by 10,516 (a percentage increase of 15.5%). The ethnic group distribution of this Jefferson County enrollment increase is shown below.

<u>Ethnic Group</u>	<u>Absolute Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment</u>	<u>Percentage Change in Ethnic Group Enrollment as Compared to Total Enrollment</u>
Non-Minority	9,149	13.9%	(1.4%)
All Minorities	1,367	79.4	1.4
Spanish-Surnamed	1,056	78.5	1.1
Black	127	178.9	.1
Asian American	145	64.7	.2
American Indian	39	48.8	.0
TOTAL	10,516	15.5%	

During the period between 1970 and 1974, the Jefferson County enrollment for only one individual minority ethnic group increased more than 1.00% when expressed as a percentage of total enrollment. This was a 1.1% increase in Spanish-Surnamed enrollment. The non-minority Jefferson County enrollment for the same period, also expressed as a percentage of total enrollment, decreased by 1.4%.

STUDENT ENROLLMENT BY ETHNIC GROUP, METROPOLITAN SCHOOL DISTRICTS: 1970-1974

County, School District, and School Year	Total Enrollment	Non-Minority Enrollment % of Total	All Minorities Enrollment % of Total	Spanish-Surnamed Enrollment % of Total	Black Enrollment % of Total	Asian American Enrollment % of Total	American Indian Enrollment % of Total
ADAMS COUNTY METROPOLITAN DISTRICTS							
<u>All Adams County Metropolitan Districts</u> 1/							
1970 2/	51,517	43,721 (84.9%)	7,796 (15.1%)	6,936 (13.5%)	273 (.5%)	466 (.9%)	121 (.2%)
1971 3/4	53,454	44,864 (83.9%)	8,590 (16.1%)	7,702 (14.4%)	305 (.6%)	429 (.8%)	154 (.3%)
1972 2/	51,898	42,881 (82.6%)	9,017 (17.4%)	7,987 (15.4%)	387 (.7%)	468 (.9%)	175 (.3%)
1973 1/	51,949	42,327 (81.4%)	9,622 (18.6%)	8,410 (16.2%)	459 (.9%)	460 (.9%)	293 (.6%)
Increase or (Decrease)	432	(1,394) (3.5)	1,826 (3.5)	1,474 (2.7)	186 (.4)	(6) (.0)	172 (.4)
<u>Mapleton</u>							
1970	7,143	5,857 (82.0%)	1,286 (18.0%)	1,162 (16.3%)	77 (1.1%)	35 (.5%)	12 (.2%)
1971	7,294	5,904 (80.9%)	1,390 (19.1%)	1,222 (16.7%)	76 (1.0%)	64 (.9%)	28 (.4%)
1972	7,160	5,848 (81.7%)	1,312 (18.3%)	1,183 (16.5%)	59 (.8%)	44 (.6%)	26 (.4%)
1973	6,449	5,142 (79.7%)	1,307 (20.3%)	1,168 (18.1%)	69 (1.1%)	44 (.8%)	26 (.4%)
1974	6,173	4,732 (76.7%)	1,441 (23.3%)	1,271 (20.6%)	70 (1.1%)	49 (.8%)	51 (.8%)
Increase or (Decrease)	(970)	(1,125) (5.3)	155 (5.3)	109 (4.3)	(7) (.0)	14 (.3)	39 (.6%)
<u>Eastlake</u>							
1970	15,129	13,799 (91.2%)	1,330 (8.8%)	1,126 (7.4%)	68 (.4%)	100 (.7%)	36 (.2%)
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	16,737	15,095 (90.2%)	1,642 (9.8%)	1,400 (8.4%)	111 (.7%)	112 (.7%)	19 (.1%)
1973	16,697	14,765 (88.4%)	1,932 (11.6%)	1,594 (9.5%)	124 (.7%)	156 (.9%)	58 (.3%)
1974	17,687	15,415 (87.2%)	2,272 (12.8%)	1,848 (10.4%)	143 (.8%)	147 (.8%)	104 (.6%)
Increase or (Decrease)	2,558	1,616 (4.0%)	942 (4.0%)	722 (3.0%)	75 (.4%)	47 (.1%)	98 (.6%)
<u>All Adams County</u>							
1970	8,823	6,572 (74.5%)	2,251 (25.5%)	2,041 (23.1%)	97 (1.1%)	81 (.9%)	32 (.4%)
1971	8,240	6,061 (73.6%)	2,179 (26.4%)	1,989 (24.1%)	88 (1.1%)	52 (.6%)	50 (.6%)
1972	8,062	5,826 (72.3%)	2,236 (27.7%)	2,039 (25.3%)	96 (1.2%)	52 (.6%)	49 (.6%)
1973	7,712	5,511 (71.5%)	2,201 (28.5%)	1,993 (25.8%)	143 (1.9%)	41 (.5%)	24 (.3%)
1974	7,153	4,953 (69.2%)	2,200 (30.8%)	1,966 (27.5%)	169 (2.4%)	43 (.6%)	22 (.3%)
Increase or (Decrease)	(1,670)	(1,619) (5.3)	(51) (5.3)	(75) (4.4%)	72 (1.3%)	(38) (.3%)	(10) (.1%)

County, School District, and School Year 1	Total Enrollment	Non-Minority		All Minorities		Spanish-Surnamed		Black		Asian American		American Indian	
		Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total
<u>Adams County (Continued)</u>													
<u>27J Brighton</u>													
1970	3,744	2,736	73.1%	1,008	26.9%	932	24.9%	1	.0%	74	2.0%	1	.0%
1971	4,048	3,023	74.7	1,025	25.3	953	23.5	4	.1	68	1.7	0	.0
1972	4,346	3,300	75.9	1,046	24.1	977	22.5	7	.2	62	1.4	0	.0
1973	4,389	3,322	75.7	1,067	24.3	999	22.8	6	.1	58	1.3	4	.1
1974	4,228	3,241	76.7	987	23.3	919	21.7	3	.1	61	1.4	4	.1
Increase or (Decrease)	484	505	3.6	(21)	(3.6)	(13)	(3.2)	2	.1	(13)	(.6)	3	.1
<u>50 Westminster</u>													
1970	16,678	14,757	88.5	1,921	11.5	1,675	10.0	30	.2	176	1.1	40	.2
1971	17,197	15,005	87.2	2,192	12.7	1,956	11.4	24	.1	167	1.0	45	.3
1972	17,149	14,795	86.3	2,354	13.7	2,103	12.3	32	.2	159	.9	60	.3
1973	16,651	14,141	84.9	2,510	15.1	2,233	13.4	45	.3	169	1.0	63	.4
1974	16,708	13,986	83.7	2,722	16.3	2,406	14.4	74	.4	160	1.0	82	.5
Increase or (Decrease)	30	(771)	(4.8)	801	4.8	731	4.4	44	.2	(16)	(.1)	42	.3
<u>ARAPAHOE COUNTY METROPOLITAN DISTRICTS</u>													
<u>All Arapahoe County Metropolitan Districts 1/</u>													
1970	52,046	49,736	95.6	2,310	4.4	1,562	3.0	292	.6	346	.7	110	.2
1971 1/2	--	--	--	--	--	--	--	--	--	--	--	--	--
1972	56,450	53,265	94.4	3,185	5.6	1,888	3.3	701	1.2	443	.8	148	.3
1973	57,330	53,696	93.7	3,634	6.3	1,935	3.4	1,017	1.8	488	.8	194	.3
1974	58,505	54,188	92.6	4,317	7.4	2,169	3.7	1,356	2.3	586	1.0	206	.4
Increase or (Decrease)	6,459	4,452	(3.0)	2,007	3.0	607	.7	1,064	1.7	240	.3	96	.2
<u>1 Englewood</u>													
1970	5,984	5,589	93.4	395	6.6	328	5.5	15	.2	29	.5	23	.4
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	5,381	4,938	91.8	443	8.2	358	6.6	16	.3	42	.8	27	.5
1973	5,150	4,713	91.5	437	8.5	356	6.9	20	.4	41	.8	20	.4
1974	4,896	4,480	91.5	416	8.5	353	7.2	23	.5	32	.7	8	.1
Increase or (Decrease)	(1,088)	(1,109)	(1.9)	21	1.9	25	1.7	8	.3	3	.2	(15)	(.3)
<u>2 Sheridan 2/</u>													
1970	2,185	1,722	78.8	463	21.2	418	19.2	26	1.2	6	.3	7	.6
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	2,226	1,754	78.8	472	21.2	427	19.2	26	1.2	6	.3	13	.6
1973	2,164	1,647	76.1	517	23.9	462	21.3	31	1.4	3	.1	21	1.0
1974	2,015	1,475	73.2	540	26.8	444	22.0	28	1.4	6	.4	62	3.1
Increase or (Decrease)	(170)	(247)	(5.6)	77	5.6	26	2.8	2	.2	0	(.1)	49	2.5

County, School District, and School Year	Total Enrollment	Non-Minority		All Minorities		Spanish-Surnamed		Black		Asian American		American Indian	
		Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total
<u>Arapahoe County (Continued)</u>													
<u>5 Cherry Creek</u>													
1970	8,044	7,911	98.3%	133	1.7%	56	.7%	29	.4%	38	.5%	10	.1%
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	11,198	10,915	97.5	283	2.5	112	1.1	99	.9	67	.6	5	.0
1973	12,324	11,948	96.9	376	3.0	124	1.0	161	1.3	75	.6	16	.1
1974	13,571	12,993	95.7	578	4.3	223	1.7	218	1.6	124	.9	13	.1
Increase or (Decrease)	5,527	5,082	(2.6)	445	2.6	167	1.0	189	1.2	86	.4	3	.0
<u>6 Littleton</u>													
1970	16,944	16,566	97.8	378	2.2	257	1.5	48	.3	44	.3	29	.2
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	18,015	17,556	97.4	459	2.5	266	1.5	97	.5	69	.4	27	.1
1973	18,060	17,590	97.4	470	2.6	276	1.5	91	.5	74	.4	29	.2
1974	17,937	17,448	97.3	489	2.7	282	1.6	104	.6	84	.5	19	.1
Increase or (Decrease)	993	882	(.5)	111	.5	25	.1	56	.3	40	.2	(10)	(.1)
<u>28J Adams-Arapahoe 1/</u>													
1970	18,889	17,948	95.0	941	5.0	503	2.7	174	.9	229	1.2	35	.2
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	19,630	18,102	92.2	1,528	7.8	725	3.7	463	2.4	264	1.3	76	.4
1973 3/	19,632	17,798	90.7	1,834	9.3	717	3.6	714	3.6	295	1.5	108	.5
1974	20,086	17,792	88.6	2,294	11.4	867	4.3	983	4.9	340	1.7	104	.5
Increase or (Decrease)	1,197	(156)	(6.4)	1,353	6.4	364	1.6	809	4.0	111	.5	69	.3
<u>DENVER</u>													
<u>1 Denver</u>													
1970	97,928	60,454	61.7%	37,474	38.3	21,898	22.4%	14,434	14.7%	801	.8	341	.3
1971	94,838	57,177	60.3	37,661	39.7	21,726	22.9	14,901	15.7	698	.7	336	.3
1972	91,616	53,420	58.3	38,196	41.7	21,389	23.3	15,729	17.2	685	.7	393	.4
1973	87,620	49,904	57.0	37,716	43.0	21,104	24.1	15,584	17.8	657	.7	371	.4
1974	79,670	43,311	54.4	36,359	45.6	20,541	25.8	14,608	18.3	693	.9	517	.6
Increase or (Decrease)	(18,258)	(17,143)	(7.3)	(1,115)	7.3	(1,357)	3.4	174	3.6	(108)	.1	176	.3
<u>JEFFERSON COUNTY</u>													
<u>R1 Jefferson</u>													
1970	67,675	65,954	97.5	1,721	2.5	1,346	2.0	71	.1	224	.3	80	.1
1971	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
1972	74,185	71,803	96.8	2,382	3.2	1,863	2.5	144	.2	285	.4	90	.1
1973	76,070	73,160	96.2	2,910	3.8	2,261	3.0	179	.2	349	.5	121	.2
1974	78,191	75,103	96.1	3,088	3.9	2,402	3.1	198	.2	369	.5	119	.1
Increase or (Decrease)	10,516	9,149	(1.4)	1,367	1.4	1,056	1.1	127	.1	145	.2	39	.0

County, School District, and School Year	Total Enrollment	Non-Minority		All Minorities		Spanish-Surnamed		Black		Asian American		American Indian	
		Enroll- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total	Enrol- ment	% of Total	Enroll- ment	% of Total	Enroll- ment	% of Total
ALL METROPOLITAN DISTRICTS													
1970	269,166	219,865	81.7%	49,301	18.3%	31,742	11.8%	15,070	5.6%	1,837	.7	652	.2%
1971 ^{4/}	--	--	--	--	--	--	--	--	--	--	--	--	--
1972	275,705	223,352	81.0	52,353	19.0	32,842	11.9	16,879	6.1	1,847	.7	785	.3
1973	272,918	219,641	80.5	53,277	19.5	33,287	12.2	17,167	6.3	1,962	.7	861	.3
1974	268,315	214,929	80.1	53,386	19.9	33,522	12.5	16,621	6.2	2,108	.8	1,135	.4
Increase or (Decrease)	(851)	(4,936)	(1.6)	4,085	1.6	1,780	.7	1,551	.6	271	.1	483	.2

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1/ Data for the Adams-Arapahoe 28J district are included in this table as though the district were located entirely within Arapahoe County. See body of Memorandum.

2/ With the exception of the Sheridan 2 district, data for 1970 and 1972 are taken from editions of the "Directory of Public Elementary and Secondary Schools in Selected Districts: Enrollment and Staff by Racial/Ethnic Group", a publication of the Office for Civil Rights of the U.S. Department of Health, Education, and Welfare.

For 1970, data were not available for the Sheridan 2 district from this federal source, nor from the state Department of Education or the district itself. It was necessary, however, to include enrollment figures for Sheridan 2 for that year in the table, for purposes of computing county-wide and metropolitan area totals. The 1972 enrollment percentages were therefore applied against the 1970 "fall membership" for the Sheridan 2 district in order to simulate data for that year. (The "fall membership" was taken from the December 1972 edition of "Pupil Membership and Related Information", a publication of the state Department of Education.)

The Sheridan 2 enrollment is relatively small in comparison to the Arapahoe County and metropolitan area enrollments. Therefore, any statistical error which may result from this method of computation is slight.

3/ With the exception of the Adams-Arapahoe 28J district, the data presented for 1971 and 1973 are taken from individual school district forms filed with the U.S. Department of Health, Education, and Welfare in the conduct of the annual Civil Rights Survey. However, these forms were not available for 1971 for the following districts: Eastlake 12, Englewood 1, Sheridan 2, Cherry Creek 5, Littleton 6, Adams-Arapahoe 28J, and Jefferson R1. The Civil Rights Survey was not conducted on a comprehensive basis during that year. The data presented for the Adams-Arapahoe 28J district for 1973 were supplied directly by that district's administration, in the absence of a Civil Rights Survey for that district for that year.

Data for 1974 were provided by the Colorado Department of Education.

4/ The 1971 total is non-computable because of the non-availability of certain individual district statistics for that year. See footnote 3.

1970 CENSUS FAMILIES WITH INCOME BELOW \$4,000

<u>District</u>	<u>Number of Families</u>	<u>Percentage of All Families</u>
ADAMS		
Mapleton #1	223	5.8 %
Eastlake #12	389	3.7
Adams County #14	884	13.0
Brighton #27J	440	14.4
Westminster #50	791	6.2
ARAPAHOE		
Englewood #1	915	11.5
Sheridan #2	220	12.1
Cherry Creek #5	285	4.7
Littleton #6	586	4.3
Aurora #28J	1,539	8.4
DENVER		
Denver #1	17,471	13.7
JEFFERSON		
Jefferson County #R1	<u>3,775</u>	<u>6.3</u>
Range	<u>220 - 17,471</u>	<u>3.7 - 14.4</u>
Metropolitan Total	27,518	10.1 %
State Total	75,819	13.9 %

SOURCE: Colorado Department of Education, December, 1974

FREE MEALS

School District	Students Qualified		No. Free Meals Served	
	72-73	%	72-73	73-74
Adams - Mapleton #1	900	13.5 %	136,916	133,737
Adams #12	360	2.3	50,345	79,568
Adams #14	1,193	16.0	126,595	151,799
Brighton #27J	150	3.7	78,647	82,275
Westminster #50	1,330	8.4	143,726	163,065
Arapahoe - Englewood #1	775	15.6	63,772	69,887
Sheridan #2	280	12.7	44,154	56,761
Cherry Creek #5	107	1.0	9,931	18,169
Littleton #6	267	1.6	34,919	46,446
Aurora #28J	650	3.6	65,625	86,605
Denver - Denver #1	20,541	24.5	2,490,215	2,706,664
Jefferson - Jefferson #R1	3,500	5.0	245,827	241,770

Source: Reported by School Districts to Colorado Department of Education Food Services Unit.

PUPIL DROPOUT RATE BY ETHNIC GROUP

1973-1974

District	<u>American Indian</u>		<u>Black</u>		<u>Asian American</u>		<u>Spanish-Surnamed</u>		<u>Other</u>		<u>Total</u>
	<u>Number</u>	<u>Percent of Total Drop-outs For District</u>	<u>Number</u>	<u>Percent of Total Drop-outs For District</u>	<u>Number</u>	<u>Percent of Total Drop-outs For District</u>	<u>Number</u>	<u>Percent of Total Drop-outs For District</u>	<u>Number</u>	<u>Percent of Total Drop-outs For District</u>	
ADAMS											
Mapleton #1	1	1%	1	1%	1	1%	37	22%	118	75%	158
Eastlake #12	0	0	3	1	2	1	20	3	627	95	652
Adams County #14	1	1	2	1	2	1	118	32	237	65	360
Brighton #27J	0	0	0	0	0	0	19	20	75	80	94
Westminster #50	1	1	1	1	0	0	100	18	446	80	548
ARAPAHOE											
Englewood #1	0	0	1	1	0	0	10	7	138	92	149
Sheridan #2	0	0	0	0	0	0	14	27	37	73	51
Cherry Creek #5	0	0	4	7	0	0	3	6	51	87	58
Littleton #6	2	1	0	0	2	1	11	6	162	92	177
Aurora #28J	1	1	1	1	2	1	46	8	479	85	554
DENVER											
Denver #1	5	1	597	19	3	1	989	32	1,495	47	3,089
JEFFERSON											
Jefferson Co. #R1	2	1	4	1	3	1	45	4	1,095	93	1,149

Source: Colorado Department of Education, December, 1974.

MINORITY STUDENT/MINORITY STAFF RATIO

The Department of Education reports: "The minority student/staff ratio is the ratio of the percent of students from minorities to the percent of certified staff from minorities in the district. The ratio becomes larger as there is less balance between the racial/ethnic mix of students and staff. The ratio runs from essentially 1 (Cherry Creek) up to 8 or 10 (Englewood and Sheridan) where there are 10 times as many minority students, proportionally, as minority staff. The districts with more balanced minority student/staff ratios all have smaller proportions of minority students (less than six percent) and tend to have lower dropout rates and less students reading below the 30th percentile.

"The correlation between the minority student/staff ratio and percentage of students reading below the 30th percentile is moderate (.45), but is significant even after partialling out the effect of the percent of disadvantaged and minority students in the district. This suggests there are factors leading to poor reading by some students in these districts beyond simple socio-economic factors, such as special needs in minority students, teacher preparation, student attitudes, or school climates that affect learning. In general, other than Denver and to some extent Commerce City, Mapleton, and Brighton, the remaining districts have very small percentages of minority staff members (less than 4 percent)."

CERTIFICATED STAFF ETHNIC DISTRIBUTION, 1974

District	American Indian		Black		Asian American		Spanish-Surnamed		Other		Total
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	
ADAMS											
Mapleton #1	-	-	5	1.3	4	1.0	17	4.3	367	93.4	393
Eastlake #12	2	.2	5	.7	7	.8	7	.8	837	97.6	858
Adams County #14	3	.7	9	2.1	1	.2	24	5.6	391	91.4	428
Brighton #27J	0	0	2	1.0	4	2.0	12	4.0	258	93.0	276
Westminster #50	5	.5	6	.5	2	-	15	2.0	942	97.0	970
ARAPAHOE											
Englewood #1	1	.5	0	0	0	0	1	.5	300	99.0	302
Sheridan #2	0	0	0	0	1	1.0	1	1.0	128	98.0	130
Cherry Creek #5	0	0	4	.7	7	1.2	2	.3	579	97.8	592
Littleton #6	3	.5	3	.5	3	.5	3	.5	940	98.0	952
Aurora #28J	1	-	13	1.3	7	.7	14	1.4	1,009	96.6	1,044
DENVER											
Denver #1	6	1	455	9.3	49	1.0	193	3.9	4,204	85.6	4,907
JEFFERSON											
Jefferson #R1	8	.2	15	.4	21	.5	27	.7	3,817	98.2	3,888
STATE AVERAGE	90	.2	624	2.0	62	.5	817	2.6	30,008	94.0	31,701

District Goals

Discussed below are school district goals and their implementation within the Denver metropolitan area. Information relating to district goals and methods of implementing these goals is required of each district within the state pursuant to the Education Accountability Act of 1971.

"GOALS OF METROPOLITAN DISTRICTS AND ACCOUNTABILITY IMPLEMENTATION

(Presented by the Colorado Department of Education
to the Committee on Denver Area Schools, November
26, 1974)

"The 1973-74 accountability reports were analyzed for the metropolitan school districts. Many of the goals, reflecting the basic philosophy, direction, and tone of the districts, are held in common by the districts. No major philosophical differences were noted between the districts.

"Goal statements that are common to the reporting districts include the following:

1. The development of a positive self-image by the students
2. The need for the mastery of basic skills, knowledge, concepts, and attitudes
3. The need to prepare for a productive life and to select a career consistent with the student's interests and talents
4. The need to prepare for and cope with a changing world with emphasis on the value of continuing education.

"The goals also refer to these specific academic subjects: language arts, reading, math, science, and social studies. The skill of decision-making is consistently identified in the goal statements as a basic need for the students.

"In addition to the common goals among the districts, unique goals that reflect the district's individual characteristics or areas of emphasis as delineated by their publics were reported. Examples would be the following:

1. To provide for career counseling (Adams County #14)
2. To encourage completion of the high school program (Adams County #14)
3. To use time wisely (Sheridan #2)
4. To develop a positive attitude toward school (Mapleton #1)

"These goals tend to identify areas of educational needs that are concerns of the individual districts...

"Review of the annual accountability report and other study data would suggest the following:

1. The metropolitan districts are at different stages in their implementation of the accountability school improvement process. If educational opportunity relates to a district's ability to systematically assess the needs of the students served, plan a program to provide for these needs, and evaluate the success in meeting these needs, then it would appear that some districts are more organized to accomplish this than others.
2. The differences in accountability progress between metropolitan districts are not unlike those to be found among all districts of the state.
3. The reports indicate district level information. The progress in implementing an accountability program at the building level is unknown. Individual school reports have not been collected.
4. When asked to identify needed central office personnel, almost every metropolitan district indicated a need for additional planning, implementation, and evaluation support."

Special Programs and Services

Discussed below are: (1) an example of an alternative educational program within the Denver metropolitan area, the Metropolitan Youth Center; and (2) Denver metropolitan boards of cooperative services.

Metropolitan Youth Center. The Metropolitan Youth Center is a facility of the Denver school system, although it provides services to Jefferson County students and receives funds from Jefferson County. The center is characterized as a low-key alternative education program for dropouts from the public school system. Established in 1964, the center has four locations in the Denver area. Students are free to attend any of these four facilities.

The center is open to students between 16 and 21 years of age. An individual may work toward a GED certificate or a high school diploma, providing the work accomplished at the center is accepted by the school from which the student has dropped out. During 1973, approximately 260 students from the center received high school diplomas while a like number received GED's as a result of their work at the center. It is estimated that 3,000 students used the center's facilities in 1973.

The program at the Metropolitan Youth Center is not characterized by the structured approach of the public school system. Some students spend five to six hours per day, while others spend considerably less time at the center; the total duration of a student's attendance may be a month, or three to four years. Class size is small; a student/teacher ratio of less than 10:1 is not uncommon. Two of the facilities within the center offer programs with an emphasis on vocational education. These facilities are open several nights a week. (In addition to vocational offerings (auto mechanics, welding, business courses), the Metropolitan Youth Center offers courses in English, reading, math, art, and science without labs. The center has a staff of forty certificated teachers and eight vocational education teachers.

In 1973, the Metropolitan Youth Center was funded through three sources:

Denver Public Schools	\$ 860,000
Federal ESEA Monies	241,000
Jefferson County Schools	<u>180,000</u>
	\$1,281,000

The amount of funding by Jefferson County is determined by the number of student hours spent in the center by Jefferson County residents.

Boards of Cooperative Services. Boards of cooperative services (BOCS) are voluntary organizations of cooperating school districts which join together to provide a delivery system for educational services which

the individual districts could not afford or could not carry out as economically and efficiently as is possible in a larger scale of operation. In Colorado, the basic enabling legislation for BOCS was passed in 1965.

Presently, there are seventeen BOCS in the state. It is estimated that BOCS serve eighty percent of the state; 153 districts now participate in BOCS.

Creation of a board of cooperative services. Colorado law provides that two or more school districts may establish a BOCS. Initial action in the establishment of a board is taken by the boards of education of the districts. The boards may call upon the state Commissioner of Education and the state Board for Community Colleges and Occupational Education for aid and assistance in the establishment of a BOCS. There can be no less than five members on a board of cooperative services, and each participating school board is entitled to at least one member on the board of cooperative services.

Agreements to establish a board of cooperative services may be amended to admit additional school districts, community and technical colleges, junior college districts, or state-supported institutions of higher education.

Powers of a board. The powers of a board of cooperative services include many of the powers authorized by statute to a board of education. In addition, a BOCS may determine which programs and facilities the board shall operate, award diplomas or certificates of accomplishment, invest funds, and use contributions from the participating school districts to match state and federal funds. A school district participating in a cooperative services agreement is authorized by statute to contract for bonded indebtedness (with voter approval) for the purpose of purchasing sites, constructing buildings, and equipping buildings. The district may charge the other participating districts for the use of the building and equipment with the rental proceeds applied to the retirement of the bonds. A BOCS, when authorized by a vote of all of the districts participating in an agreement, may borrow money for purposes of purchasing sites and erecting buildings for its use.

Participating school boards may refrain from a specific activity proposed by a BOCS. (Any post-secondary programs of occupational education must be approved by the state Board for Community Colleges and Occupational Education.)

Funding. The statutes provide that financing of services performed by a BOCS shall be by contributions from "available moneys in any funds which may be legally expended for such service, of the participating members on the basis of a proportionality agreed upon by the governing boards of the participating members and from the boards of cooperative services". The statute also stipulates that a BOCS must adopt a budget and an appropriation resolution each year.

BOCS are entitled to available state funds upon approval of the BOCS by the state Board of Education. The law provides that the state board shall not approve more than seventeen BOCS. In addition, the law provides that, to be eligible for state funding, a board must meet all of the following criteria:

- (a) the BOCS must serve school districts with a combined total enrollment of not less than four thousand students;
- (b) the BOCS must serve school districts in two or more counties;
and
- (c) the BOCS must serve districts with a combined total valuation for assessment of not less than \$60,000,000 or districts with a combined total area of not less than 4,000 square miles.

Commencing on July 1, 1973, the state initiated a program of granting each eligible BOCS \$10,000 per fiscal year. For both fiscal year 1974 and fiscal year 1975, the annual appropriation was \$170,000.

Denver area boards. There are three Denver area BOCS: Southeast Metropolitan Board of Cooperative Services (SEMBCS), Northern Colorado Educational Board of Cooperative Services (NCEBOCS), and the Adams County Board of Cooperative Services.

SEMBCS was organized in 1967 and serves four Arapahoe County school districts: Cherry Creek, Englewood, Littleton, and Sheridan. Subscribing to services of the board on a contract basis are the Aurora, Douglas County, and Jefferson County school districts and several area colleges and private secondary schools. Course offerings are consolidated into five areas: adult education, special education, vocational education, instructional media services, and professional information services. A brief description of one of those programs (special education) as described in literature from the board, reads, in part, as follows:

Physically handicapped children, ranging in age from four to 18, attend classes five days a week at the SEMBCS facility. Through individual and small group instruction, the children are taught basic educational skills, crafts, art and music.

Through a Title VI grant, SEMBCS is able to serve as a regional day care center for a number of area deaf/blind children. The center utilizes SEMBCS special education teachers who, in addition to teaching basic education, also provide speech and physical therapy instruction.

A number of handicapped children who have participated in special education classes are now attending regular schools. As a result of their specialized training at SEMBCS, they were able to make the transition with a minimum of difficulty.

Visually handicapped children are served by SEMBCS on an itinerant basis. Through special programs, these children are given the assistance they need to successfully continue normal schooling.

In cooperation with Craig Rehabilitation Hospital, the SEMBCS Special Education program provides tutorial services to a number of the hospital's temporarily disabled patients. On-going instruction for these persons -- often victims of spinal damage or paralysis -- is coordinated through the patient's home school district by SEMBCS personnel.

SEMBCS also maintains an ongoing educational program at the Juvenile Evaluation Center. The center is a 24-hour detention facility for counties of the 18th Judicial District which holds youth until proper disposition by the courts is made. SEMBCS personnel coordinate instruction for detained youths through their respective high schools.

Expectant mothers -- referred to SEMBCS by high schools in member districts -- are able to continue their education during pregnancy through daily classes held by SEMBCS. After the birth of their child, students may elect to stay in the program and receive a GED certificate or return to classes in their high school.

NCEBOCS serves six member school districts: Fort Collins, Loveland, and Estes Park in Larimer County; Longmont and Boulder in Boulder County; and Eastlake in Adams County. The University of Colorado, Colorado State University, and the University of Northern Colorado serve as associate members. Some current programs and services provided by the board include the sponsorship of in-service workshops for teachers, the offering of consultative assistance in planning and evaluation for school districts, help to districts in developing models for identifying children with special educational needs, and promotion of cultural programs throughout the service area.

The Adams County BOCS has been organized since mid-1973 and serves four Adams County districts: Mapleton, Adams City, Brighton and Westminster. The BOCS operates solely on the \$10,000 grant made by the state. Necessary administrative services are provided voluntarily by personnel from participating districts.