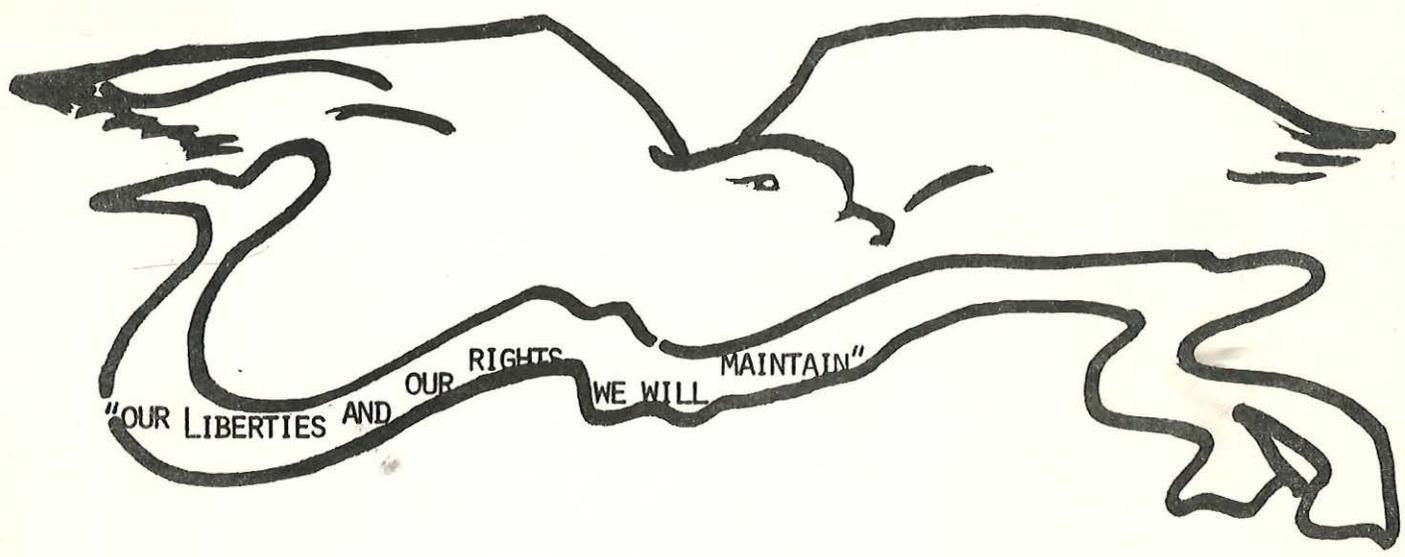


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REPORT OF THE IOWA
STATE DEPARTMENT OF PUBLIC INSTRUCTION
MANAGEMENT REVIEW

DECEMBER 15-19, 1969

COOPERATIVELY ARRANGED AND CONDUCTED BY THE U.S. OFFICE OF EDUCATION
AND THE IOWA STATE DEPARTMENT OF PUBLIC INSTRUCTION

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Introduction

The growth in number of Federal categorical aid programs over the past several years has greatly expanded the scope and complexity of responsibilities required for their management. Each program has been characteristically instituted and conducted under its own particular statutory provisions and administrative regulations and guidelines, with its own distinctive purposes and features, and, therefore, has usually been regarded as having its own distinctive pattern of management requirements. Moreover, Office of Education personnel have in the past periodically conducted separate onsite State reviews for each individual program, thereby overemphasizing program isolation to the neglect of program interrelationships.

This Management Review of the Iowa State Department of Public Instruction constitutes a new approach which was used in fiscal 1969 on an experimental basis in 13 State education agencies and is being used in 17 others during the fiscal 1970. This new approach calls for onsite review of a number of federally assisted programs collectively rather than in isolation. By decision of the State Superintendent of Public Instruction, all federally funded programs except vocational rehabilitation were included.

Review of these various programs collectively was made in terms of management functions that are common to all of them. These management

functions were: educational planning, project administration, evaluation, dissemination of information, management information systems, financial management, and personnel management. In order to achieve Review purposes, all of the above management functions except project administration were dealt with in their departmentwide context rather than their specific application to Federal program management.

Thus, the basic purposes of this Review were (1) to ascertain the Department's goals and objectives, (2) to identify the status of Federal program management in the Department and problems being encountered, (3) to assist in examining alternative approaches for improving managerial techniques, processes, and services, and (4) to explore and assess cooperatively the administrative possibilities for achieving better coordination among programs in order to maximize their educational effectiveness.

Review Highlights

The Iowa Department of Public Instruction gives strong emphasis to leadership and service functions designed to advance educational progress in the State. Significant strategies have been developed and are being implemented for improving the quality of educational opportunities.

While much progress has been made, large unfinished tasks lie ahead. Recognizing this, the Department and the State Board have identified 11 major educational needs. (See Appendix 5.) These needs are regarded by the Department as goals to be achieved. Prominent among the goals is an expanded emphasis on evaluating the effectiveness of educational programs.

The Department has the philosophy that federally supported programs must be integrated with those supported by the State. There were significant examples of Federal programs being used, in a manner consistent with their purposes, to advance other important educational strategies. Progress is being made in achieving greater coordination among Federal programs.

Development of a modern management information system has been a major undertaking. Considerable emphasis has been given to educational planning. There is an emerging emphasis on developing capability in using modern techniques of management.

The Department exhibits a marked sensitivity to the problems and needs of urban school systems. An outstanding illustration is the support being given to the Des Moines Model Cities Project.

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS
ON THE
SEVEN MANAGEMENT FUNCTIONS

Educational Planning

Definition as used in the Review: A series of activities involving assessing needs, defining objectives, identifying problems, establishing priorities, examining alternative solutions, selecting possible approaches, and formulating action programs, including strategies for their evaluation, to achieve specified goals.

Within the context of the above definition, it is apparent that the Department has been giving much emphasis to educational planning, that planning in the Department embraces a broad spectrum of activities, and that strategies are under consideration for achieving greater progress.

Needs, Priorities, and Planning Goals

Educational planning took on added dimensions and urgency a few weeks before the Review when the State Board of Public Instruction formally adopted 11 major educational needs to be met in the next 5 years. This action was preceded by weeks of departmental study and discussion, with the entire professional staff organized in study teams to determine the most pressing educational needs in the State. After discussion and approval by the Administrative Cabinet, 10 major needs were presented to the State Board. (To the Department's list of 10, the State Board added an 11th -- on research and evaluation -- which, although already covered, was considered to merit special emphasis.)

Most of the major needs, or goals as the State Superintendent considers and terms them, are not new but constitute areas of educational need on which the Department has been working and has achieved substantial progress. But major unfinished tasks remain, and it is significant that the Department has proposed and the State Board has agreed that major emphasis be given to them.

Determination of the goals, while essentially a planning process, has generated needs for increased emphasis on the development of plans directed toward their achievement. This the Department recognizes and has started shaping up the necessary planning strategies. In that connection, a noteworthy decision has been made to develop specific measurable objectives for each goal although this will require a recasting or revision of objectives previously established.

As a part of the overall strategy, it would seem that consideration should be given to an intermediate process before measurable objectives are formulated on a comprehensive basis. As the Department recognizes, many of the goals are interrelated in one way or another, and activities designed to achieve some would appear to be mutually supportive of others. The Department also recognizes that achievement of most of the goals is not its exclusive province but will require collaboration with local and intermediate districts, area school and community college districts, and other agencies having educational responsibilities. Moreover, for some goals

the scope of departmental responsibility most likely cuts across organizational lines, involving in one way or another different organizational units within the Department. Therefore, with respect to the planning strategies under development, it is recommended:

1. That consideration be given to development of a statement setting forth the Department's mission, or scope of responsibility, with respect to each of the goals. For each goal, this would involve identifying the legally mandated regulatory and oversight responsibilities; the supervisory, service, and related supportive functions; and the nature of the leadership activities that will be required, particularly with respect to interagency relationships and coordination of efforts. If this is done, it would be important to arrange for the active participation of all departmental units which have responsibility for each of the goals.

2. That strategies for working on those goals for which more than one organizational unit of the Department has responsibility be developed. Exclusive dependence on traditional line-staff arrangements would have limitations that should be overcome through use of other mechanisms, such as ad hoc committees or task forces, that will insure a coordinated approach.

3. That the description of the Department's scope of responsibility for each goal be used as a basis for determining the specific measurable objectives necessary for achieving it.

4. That emphasis be given in staff development, or inservice training, activities to developing skills in formulating measurable objectives. It is understood that plans are underway for such training which is commendable. Greater efforts along this line will also be an important factor in developing PPBS capability which will be commented on later in this report.

5. That optimum progress toward achievement of goals may be facilitated through organizational changes and adaptations within the Department. Already one major change has been made and it was reported that the Department recognizes that other changes may be needed. It is suggested that analyses of the Department's mission or scope of responsibility for the various goals and the interrelationships of these responsibilities should be systematically considered in determining needed organizational changes.

Central Planning Unit

In 1965, the Department took a significant step in establishing an organizational unit responsible for planning, development, and evaluation. It is noteworthy that ESEA Title V funds are used to support all of the staff of this Unit, except for one member who is supported by Title IV of the Civil Rights Act.

The Unit exemplifies several sound organizational concepts: its functions are separated from program management decisionmaking; and the Unit head,

officially designated "Coordinator," is directly responsible to the State Superintendent.

Another basic strength is the provision for maintaining interagency planning relationships. One of the major responsibilities of the Coordinator is to serve as liaison with the Governor's Office of Planning and Programming. This would be important at any time but is particularly so at present because of the work of the Governor's Educational Advisory Committee whose chairman is the Director of the Office of Planning and Programming. It is also noteworthy that a staff member from that Office has been assigned to maintain liaison with the Department.

The functions of the Planning, Development, and Evaluation Unit cover a broad range of services. Many are departmentwide in scope or applicability, but some are primarily for a particular departmental branch or other line unit. The capabilities of the Unit to provide a broad variety of different services is further reflected in the range of specialization in assignments of the staff members.

Major emphasis appears to have been given to activities of a developmental nature. This is illustrated by the work on developing a handbook and policy manual for the State Board; by the preparation of legislative proposals, and the compilation and editing of school laws, rule-making decisions, and related legal matters; by the development of the 1967

standards for approval of schools; and by the current work on developing a personnel administration program. These illustrations -- and there are others equally relevant -- constitute tasks which decisionmakers have given high priority and which could be provided most logically and effectively by a unit not having program operational responsibilities.

Other activities were noted which either directly deal with or are related to development of long-range planning strategies. The Department participated in the ESEA Title V, Section 505, interstate project "Comprehensive Planning in State Education Agencies," and produced a document that should be useful in developing future planning strategies. Also noteworthy for its relevance to future progress is the work on systems analysis and synthesis and on other newer managerial tools such as PERT and GANTT charting of developmental activities and program management planning.

Thus, both from the standpoint of organizational structure and relationships and the developmental work that has been done, it would appear that substantial progress has been made and that the basic groundwork has been laid for greater emphasis on a long-range comprehensive approach to planning.

Comprehensive Strategy

That consideration has been given to further development of a comprehensive strategy for planning is evident from the paper presented by the State Superintendent to the Governor's Conference on Education in October 1969. Contained in this paper are the major organizational factors, the functional and service concepts and requirements, and the intra- and interagency relationships of an overall strategy that should be implemented. In other words, what is set forth constitutes the essential ingredients of a plan for comprehensive educational planning.

Recognizing that this basic design of a "plan for planning" cannot be fully developed and implemented immediately under present conditions, it would appear that the time is ripe for a concerted effort in that direction, building upon the progress already made. Therefore, it is recommended that consideration be given to the following:

1. Planning priorities on major goals. The adoption by the State Board of 11 major educational needs establishes the goals toward which the Department's major planning efforts should be directed. Although a commendable amount of planning has been and currently is being given to meeting these needs, they should continue to receive major priority in the further development of planning strategies.

2. Central planning unit functions and services. To the extent that resources and conditions permit, efforts should be directed toward further development and expansion of the planning functions of the Planning, Development, and Evaluation Unit. Among other things this would involve giving greater emphasis to applications of modern management techniques on which commendable work is currently being done. It will also involve greater emphasis on providing technical planning services to the program operational units of the Department. Such services should be given priority consideration, in order to assist program operating units in their planning to meet the 11 major educational needs. An important extension of technical planning assistance would be to Area Schools, to Regional Educational Service Agencies (RESAs) as they become operational, and to the larger local districts. Determination of the specific kinds of assistance that should be provided, both in the coming months and later on as resources and capabilities permit, would be desirable; in fact, this will be a necessary element in the overall "plan for planning." In the further development and implementation of comprehensive planning strategies, the need for a resource center of technical planning services will become increasingly important.

This is not intended to imply that all planning should eventually take place in program operating units, either within the Department or in the field. Planning tasks of urgent priority to top levels of management should continue to be an important function of a central planning unit.

Provision should be made, however, for assistance from specialists in program operating units whenever their expertise is needed.

3. Planning linkages and mechanisms. With program management units in the Department having important planning responsibilities and with steps being taken to develop objectives under the 11 major goals, consideration should be given to establishing planning mechanisms and linkages which will facilitate a departmentwide planning effort. Task force arrangements, such as suggested for determining the Department's mission and formulating the objectives for the various goals, would be desirable. Linkages should be established between such groups and the central planning unit to insure provision of needed technical assistance. Provision should also be made for coordination among task forces. It would appear that a systems approach would be desirable for determining the mechanisms and linkages that will be needed.

With further development of the Department's planning role, it will also be important to design and implement planning linkages and mechanisms for helping to initiate and support planning by Area Schools, RESAs, and the larger local districts.

4. Planning support for Area Schools. The nearly completed state-wide configuration of Area Schools for administration of vocational-technical and community college programs is an outstanding accomplishment. Their long-range potential becomes increasingly apparent as progress is made in development of their programs.

Achievement of these potentials, a major Department goal, will depend in considerable degree upon the planning capabilities that are developed in each Area School. This apparently will be a major responsibility of the Planning Support Section recently established in the Area Schools Branch under the new organization.

Carrying out that responsibility will call for increased technical assistance from the Central Planning Unit. It also calls for coordination of planning efforts with other departmental units, as exemplified by the effective working relationships already established with the Special Needs Section. The potential fruits of such coordinated planning support is outstandingly illustrated by the cooperative agreements in 14 of the Area Schools which are conducting sheltered workshops and are providing rehabilitation counseling services to secondary and post-secondary age groups which are handicapped or disadvantaged.

It would appear that in planning for further development of Area School programs in vocational-technical education, consideration should be given to downward extension of programs to include secondary school age groups, especially those in grades 11 and 12. Apparently the Area Schools legislation intended that high school age groups would be served. This need also seems apparent from the 1968-69 school year study which showed that only 53 high school districts were providing instruction in more than two occupational fields. Although part of the need is being met by county school systems, that approach will become increasingly limited with continued progress toward a statewide pattern of RESAs.

It is also recommended that emphasis be given in vocational education planning to encouraging groups of local districts to cooperate in developing more comprehensive programs on a shared basis. The approach is being tried in Minnesota and Wisconsin, apparently with some success. Such planning, however, should be coordinated with redistricting planning in order to insure that the district groupings will constitute a sound basis for their eventual reorganization.

5. RESA planning strategies. An unusual degree of emphasis has been given to the planning of federally assisted programs on a regional basis, or in terms of a long-range strategy for development of a statewide pattern of RESAs. This is evidenced by the use of a 16 regional configuration in the administration of ESEA Titles II, V ("flow through" funds), and VI-A. It is also worthy of note that an ESEA Title III planning project was conducted in one of the 16 areas to determine the programs, services, and operational procedures of a soundly organized RESA.

Since development of a statewide pattern of RESAs is one of the Department's 11 major goals, planning efforts designed to hasten progress toward this goal merits emphasis. The need for stronger legislation is apparent if the goal is to be achieved within a reasonable time limit.

6. Information systems planning. Although dealt with later in this report, it is suggested here, for emphasis, that all departmental units having informational needs should be involved in planning for further

development of the Department's information systems. It is further suggested that this involvement is of sufficient importance to justify setting up a planning task force to provide for it.

7. Greater emphasis on planning information in Data Book. The Data Book contains an impressive amount of detailed information on the major aspects of public education in the State. Much of this information is obviously useful for purposes of educational planning, assessment of educational needs, and determination of major problems (tables 33 and 59 in the 1967-68 edition are outstanding examples of problem identification). However, if other important purposes of the Data Book would not be restricted, it should be modified to give greater emphasis to data relating directly to the 11 major goals, and organized for use in planning toward their achievement.

8. Organizing information for planning. Both in the Data Book, if feasible, and in other data collations for planning purposes, emphasis should be given to classifying data by regions according to the 16 Area Schools configuration.

Consideration should be given to developing a data profile of each local district within each region, and a regional summary of the various items of data composing the profiles. Selection of data should be governed by planning needs. Thus, profiles should include such data as pupil enrollments, number of schools, pupil-teacher ratios, per-pupil costs, assessed valuation of property per pupil and related financial information, and

the number of high school course offerings in the various subject fields. This would be basic information for school district reorganization planning. (It was reported that approximately 120 local districts were currently involved in redistricting planning.)

District profiles could also be useful, with carefully chosen additions, for other kinds of planning, including Area School program planning, planning of RESAs and the programs and services they should provide, and planning by the 16 ESEA Title VI-A area committees. It might also have relevance for planning ESEA Title V "flow-through" project and perhaps for ESEA Title II.

9. Developing program budgeting capability. Discussions during the Review indicated recent increasing interest in program budgeting both in the Governor's Office and the Legislature. There is also interest in the Department. In view of this, it is recommended that steps be taken toward development of a departmentwide capability in program budgeting. Such an undertaking should be regarded basically as a planning enterprise, involving use of newer concepts of management planning. Current capabilities in systems analysis would be particularly applicable. The recently emerging plans for developing staff competencies in formulating measurable objectives under the 11 major goals will also be an important factor in developing program budgeting capabilities.

Steps could also be taken toward development of PPBS capability at the local district level on a pilot project basis. This could be undertaken

under the ESEA Title V "flow-through" program, or perhaps under ESE Title IV, Section 402, of the Elementary and Secondary Amendments of 1967.

10. Making "plans for planning" under Section 402, Title IV, 1967 ESE Amendments. The Department appears to be in good position or readiness for making effective use of the Section 402 program. In developing plans under that program, it will be important to take into account its potential contribution to achieving a comprehensive planning capability. This calls for a choice of activities that will make the most useful contribution to that end, the only basic constraint being that activities under Section 402 must be attributable to planning for other federally assisted programs.

Planning for Section 402 programming would also offer a timely opportunity for reexamination of the current functions and staffing of the Planning, Development, and Evaluation Unit. As noted earlier, these functions appear to be largely developmental and a number of the staff are carrying out responsibilities most usually located elsewhere in other State education agencies. As a result, the Unit appears at first glance much larger than it really is for planning functions. In fact, more planning expertise would be desirable. If the Unit is to have evaluation responsibilities, additional staff specialization will also be needed. Consequently, a reorganization of the Unit would seem worthy of careful consideration.

Evaluation

Definition as used in the Review: Continuous process for determining extent to which management and program objectives are being achieved using measures of efficiency and effectiveness.

Evaluation is essential to educational planning and decisionmaking, requiring information about educational context, input, processes, and outcomes. It is evident that various elements of this broad concept of evaluation are being used by the Department in advancing educational progress in the State. A number of Department activities, as well as recently initiated efforts and State Board decisions on major educational needs, support this conclusion.

Earlier Evaluation Guides

That the Department's concern for evaluation is not entirely a new development is indicated by the emphasis given in past years to developing evaluation guides for local use. Among these were guides for evaluating local school system quality, for determining the adequacy of local district structure, and for evaluating particular programs or services, such as pupil transportation. In recent years, however, emphasis has been directed more to other strategies which have greater potential.

Team Visitation Program

The evaluative reviews of local districts conducted under the Department's team visitations are similar in many respects to the State

management reviews conducted by the Office of Education in cooperation with State education agencies. Several aspects of this visitation program merit mention:

- The basic purpose is evaluation oriented, aimed at facilitating school program improvements.
- Self-evaluation by the local school system staff working in committees, is accomplished before the team visit using a Department-developed instrument Self-Evaluative Criteria for Iowa Schools.
- Department staff participation in team visitations is regarded as an important service function. With the average visiting team numbering about 20 members, all but a few of which are departmental staff members, the degree of staff service commitment per visit is apparent. After the 3-day visit, a staff report is developed and copies sent to the school system.
- The underlying philosophy is that the visitation program should be made available, to the extent that Department resources permit, for all school system, both large and small. It is noteworthy that a majority of the larger systems, including Des Moines, have had team visits. In view of the significant progress made, it is regrettable that because of budgetary cutbacks, the program had to be substantially curtailed this year.

Annual Evaluation Guide

For carrying out its responsibilities regarding compliance with school standards mandated by the Legislature, the Department collects evaluative information from all schools (public and private elementary and secondary schools, nursery schools, and Area Schools) by means of evaluation guides developed specifically for that purpose. These guides furnish information the State Board must have, and reportedly has been using to good effect, especially in the last year or so, in securing compliance with minimum standards. The evaluation guide for K-12 programs has important potential use beyond securing minimum standards compliance, as will be indicated later.

Evaluating Federally Assisted Programs

In this report, evaluative information contained in local district project reports is dealt with under the section "Project Administration." Other activities of the Department in evaluating federally assisted programs merit mention.

Noteworthy examples include:

- the ESEA Title I evaluation made under contract with the Iowa Educational Information Center.
- the pilot evaluation study of ESEA Title II in which responses regarding use of media center materials were obtained from teachers and administrators in four of the 16 regions.

-- the vocational education follow-up studies of students who completed or withdrew from completing approved vocational-technical programs.

It was observed, however, that the basis for evaluation is determined largely by the characteristics of the particular Federal program administered. This applied not only to special studies that are made but particularly to evaluative measures of local district project accomplishments. The concepts of evaluation in some programs are strongly educational output-oriented (stressing pupil performance) while the concepts in other programs are highly means-oriented (accounting for quantities of program supportive elements that have been added). Consequently, there appeared to be a general absence of Federal program evaluation of a multi-program nature or applicability, except in the ESEA Title III needs assessment.

Needs Assessment and Evaluation Goals

New and complex dimensions to the Department's responsibilities for evaluation have been added by the needs assessment provisions of ESEA Title III and, more recently, by the strong emphasis on evaluation in the 11 major educational goals. The applicability of the ninth goal to current and projected assessment efforts is plainly evident: "To develop and implement assessment procedures for the purpose of determining the effectiveness of education." The importance and urgency of that

goal can be inferred from another goal: "To expand programs of educational research and evaluation at the state department level." Clearly, challenging opportunities lie ahead.

In reviewing what has been done under the ESEA Title III needs assessment, a number of promising features were noted, including:

- the establishment of a departmental committee having expertise in various needs areas to assist with the first phase of the assessment.
- the formulation of basic assumptions regarded as indicators of, or having close ties to, educational program quality.
- the identification and use of contextual factors and measures for testing basic assumptions.
- the outlining of processes to be used in later phases of the assessment.
- the approaches under development emphasizing assessment of educational output in terms of pupil performance.

Thus, it appears that what has been accomplished to date constitutes important groundwork for a more intensive and comprehensive approach.

In that light, the following recommendations are made.

1. Comprehensive evaluation strategies. The evaluation strategies should be sufficiently comprehensive to provide means of determining progress in achieving the 11 major educational goals.

The development of measurable objectives under the various goals, as currently planned, will be an essential step in this. For some goals it will be important to emphasize factors of efficiency as well as factors of educational effectiveness. Other important aspects of the total educational enterprise not specifically covered by the goals should also be included in the comprehensive design -- the full range of federally assisted programs, for example.

To the maximum extent feasible, the overall plan or comprehensive design should be integrated. If separate components must be maintained, efforts should be made to interface as many of their elements as possible with the major overall portion of the design to avoid duplication of effort, particularly in collection and analysis of data for evaluative purposes.

2. Relation to planning. Arbitrary distinctions between planning and evaluation should be avoided. Designing evaluation strategies is essentially a planning enterprise -- the techniques used in designing the first phase of the current needs assessment under ESEA Title III are a case in point. On the other hand, planning to bring about educational improvements is dependent upon evaluation. Thus, hard and fast lines of demarcation cannot properly be drawn between planning and evaluation functions. They overlap; they are mutually supportive and interdependent.

3. Giving appropriate emphasis to critical educational needs. In the ESEA Title III State plan, some critical educational needs have been identified that have not been specifically singled out for emphasis in the 11 major needs or goals. Two cases in point are (1) vocational education program lacks in the great majority of high schools, and (2) the sizable proportion of high school teachers teaching outside their major fields of preparation, and the large proportion of elementary teachers who have not completed a 4-year State-approved teacher education program. It would seem that appropriate emphasis should be given to these needs in developing plans for achieving vocational education and teacher education goals.

4. Further expansion of assessment efforts. Although a broad spectrum of educational needs is being studied, it would appear there is room for reasonable expansion. One illustration is the needs assessment in special education, in which the National Incidence Ratio was used in making a statewide projection study. A more accurate count would seem desirable. Also desirable would be a more intensified assessment effort regarding the culturally disadvantaged in metropolitan centers and in rural areas, particularly farm migrant pupils.

5. Use of test data. The recent efforts to secure access to pupil performance data available within existing testing programs merit strong encouragement. This data would not only be highly useful in refining and adding specificity to areas of need identified under the present

assessment program, but also for use in other Federal program management activities. The data could be analyzed both on a statewide and regional basis without violating the confidentiality of local district test results. With such data the Department could insist that local districts make comparative analyses of their pupils' needs. Larger districts are reported currently to be making such analyses.

6. Expanded informational requirements. As greater emphasis is given to development and implementation strategies, the necessity of adequate and relevant evaluative information will become increasingly urgent. Determination of these informational needs, as mentioned elsewhere in this report, should be regarded as a planning undertaking, and an important part of designing evaluation strategies.

7. Technical assistance to local districts. Provision of technical assistance to local districts merits high priority. In addition to developing local district capability in using a management-by-objectives system, mentioned later in this report, emphasis should be given to other aspects of evaluation. These would include capability in evaluating input factors and, particularly, contextual factors that influence educational output as measured by pupil performance. Assistance should be provided in identifying and using information on sociological and other environmental factors affecting pupil performance.

8. Broader use of current evaluation data. The possibilities of making greater use of evaluative data in stimulating educational progress

should be fully explored. A case in point is the information currently collected by means of the Annual Evaluation Guide. Although necessary for carrying out Department responsibilities for local district compliance with the legislatively mandated minimum standards for schools, this information, which is now being computerized, could serve other useful purposes. Emphasis could be given to school systems that are exceeding the minimum standards, reporting on evidence of their progress. A year-by-year informational picture of the educational progress of reorganized districts could be maintained.

A close tie between all evaluation and dissemination efforts should be established so that the types of information disseminated to local districts will be practical and useful.

9. Using opportunities afforded by Section 402, Title IV, ESE 1967 Amendments. As with educational planning, the Section 402 program offers new opportunities for achieving greater capability in evaluation. Moreover, just as a "plan for planning" is of primary importance, so is a plan for evaluation. Planning decisions made the first year will have a strong impact on what happens later. Evaluation plans designed to evaluate federally assisted programs in multiple, can become a powerful contributing factor to coordinating their administration.

Not only that, but Section 402 offers new opportunities for further implementing the philosophy voiced by the State Superintendent in the

opening session of the Review: that federally assisted programs must be integrated with State-supported programs.

10. Organizational considerations. With the heavy emphasis on evaluation in Department goals, the current and projected needs assessment efforts, and the opportunities for expanded evaluation activities under Section 402, organizational considerations become more prominent.

Several aspects of the current situation come to mind. As noted earlier, the evaluation functions of the Planning, Development, and Evaluation Unit appear extremely limited at present. Moreover, there is need for greater emphasis on planning functions.

On the other hand, the major evaluation effort in the Department is the needs assessment being conducted by the ESEA Title III staff located in the Division of Instruction. Since this is a global undertaking whose output is of departmentwide interest and concern, it is basically more a staff than a line function and merits high organizational visibility. This will become even more desirable as evaluation efforts are expanded, particularly since the needs assessment has the prime purpose, as set forth in the goals statement, of "determining the effectiveness of education."

But there is also the question of interdependence of evaluation and planning functions. Because they are mutually supportive and interdependent,

there is strong justification for placing responsibility for both in the same organizational unit.

Some State education agencies have placed responsibility for ESEA Title III in a planning and evaluation unit. But this gives the unit project administration responsibility, which runs counter to the proposition that planning should be kept separate from program operations. This has been avoided by the Ohio State Department of Education where the Title III needs assessment staff has been placed in a new central planning unit, and the responsibility for administering Title III projects has been assigned to a separate unit. Other State education agencies may find much merit in this innovative arrangement.

Project Administration

Definition as used in the Review: Department activities related to the granting of funds to a local education agency (LEA) from the inception of the project in the LEA through submission of a final report of activities conducted under the grant.

In the first general session of the Review the State Superintendent pointedly observed that the Department's philosophy was that federally supported programs must be integrated with State supported programs. There was much evidence that this philosophy was being implemented as illustrations cited later in this section of the report will indicate.

In maximizing its efforts in achieving an integrated program approach with efficiency and economy, the Department has to operate under severe handicaps imposed by inadequacies in local district structure. This the Department fully recognizes and is trying to overcome. Thus, the Department's goal of soundly organized districts throughout the State would not only improve school program quality and eliminate unnecessary financial inefficiencies (currently estimated at \$27 million annually). It would also greatly enhance the Department's opportunities for carrying out its leadership and service functions, including administration of federally funded programs.

District structure and project work loads. Under current conditions the handicapping influences of school district inadequacies on departmental functions in Federal program administration were clearly apparent.

Vocational education program grants are made to 303 local districts, only a few of which can offer reasonably comprehensive programs. Local districts having ESEA Title I projects number well over 400. Last year, projects under NDEA Titles III and V-A projects numbered about 250 and 100, respectively.

In contrast are other federally assisted programs which involve much smaller numbers of projects, most of which have been developed to serve groups of local districts. Where most districts are very small this is usually essential to achieving program scope and effectiveness. Thus, over half the ESEA Title III and EPDA, Part B-2 projects; over four-fifths of the ESEA Title VI-A and all of the ESEA Title V "flow-through" projects each involved groups of districts. It is suggested that the applicability of this cooperative approach be explored for other federally assisted programs, notably ESEA Title I, and also for vocational education, as suggested earlier in this report.

Distribution of staff time on project administration activities. The impact of numbers of projects on staff activities was strikingly revealed by responses in the self-analysis guide estimating the proportionate amounts of time spent on project development, review, monitoring, and reporting. In programs where the number of projects is relatively small, the preponderance of staff time is devoted to assisting in project development and project monitoring. But for ESEA Title I and NDEA Title III*

*In this report reference to NDEA Title III and ESEA Title II project administration apply to Fiscal Year 1969.

half or more of the total staff time was spent on reviewing project applications. For the ESEA Title I staff this imposes a particularly heavy work load.

Project Development

From the materials presented and discussions held during the Review, it was apparent that the Department attaches major importance to assisting local districts in developing federally supported projects and programs. There was also evidence of a wide variety of techniques and procedures being used to provide such assistance and of efforts to make the various federally assisted programs mutually supportive in ways consistent with their statutory purposes.

Assessment of needs of target groups to be served. In addition to the needs assessment under ESEA Title III, which is dealt with in another section of the report, administrators of other federally assisted programs stressed assessment of needs as a basis for developing projects. An outstanding illustration is ESEA Title VI-A in which Department designed surveys were made by the 16 regional committees to identify the most critical needs to be met under that program. Another is the work of the Planning Support and Special Needs Sections in their identification of target groups to be served.

Developmental activities and services. Review of the activities of Federal program staffs support a number of generalizations concerning

their leadership and services in the development of local district project proposals. These generalizations are:

1. Strong emphasis has been given to preparation and distribution of guidelines and other materials designed to assist local districts in project development. An outstanding example is the ESEA Title III materials which include manuals for preparation of proposals and operation of programs, and also guides for development of behavioral objectives and for evaluation. Other especially noteworthy examples include the many materials produced by the NDEA Title V-A staff and also the ESEA Title I monthly newsletter, which has had to be curtailed this year.

2. Conferences and workshops have been used extensively to provide assistance in project development. Especially significant has been the emphasis on regional workshops and conferences for some programs, most notably ESEA Titles I, II, and VI-A. Statewide workshops and institutes have been a prominent means used to encourage needed program adaptations and changes in emphasis, as in elementary guidance and guidance services for the handicapped.

3. In many programs significant use has been made of specialized expertise from outside the Department to assist in project developmental activities. For example, expert consultants have been widely used in statewide workshops and conferences. Another illustration is the use of consultant assistance for developing capability in formulating behavioral objectives in ESEA Title III.

4. In addition to ESEA Title III, the development of innovative projects or demonstration models has been encouraged in other programs. Projects involving innovative approaches have been an especially prominent feature of the EPDA program. In NDEA Title III considerable emphasis was given to development of model laboratories and exemplary programs before funds were reduced.

5. The project development activities of most Federal program staffs involve coordination with other Federal program staffs. This, however, was a more prominent feature in some programs than in others. An outstanding illustration is ESEA Title I in which project development is coordinated with ESEA Titles II, III, and VI-A, NDEA Titles III and V-A, and the vocational education special needs program. Apparently this coordination is arranged and conducted on an informal basis.

6. In most Federal programs assistance in project development is provided by Department consultants and other staff members who do not have Federal program management responsibilities. The staff members most involved in providing assistance include the elementary education, curriculum and special education consultants, and the regional supervisors. The Federal programs using variety of consultant assistance included ESEA Titles I and III and EPDA Part B-2.

7. Some Federal program officers assist in developing related programs not administered by the Department. For example, the EPDA consultant helped plan the RESA 10 project involving multi-program funding for training teachers for ghetto schools.

8. Management of some programs is characterized by extensive contact with a wide variety of noneducational agencies for information and other assistance related to project development. Although vocational education provides perhaps the most noteworthy example, others include ESEA Titles I, III, and VI-A.

Consultant services and assistance for the Des Moines Model Cities

Program. It would be difficult to find a more outstanding example of State education agency staff assistance on the urgent educational problems of big cities than that of the Iowa Department in planning and developing the education components of the Des Moines Model Cities Program. The Special Needs Section provides consultant services in planning and program development, has helped set up a "drop-in" center for ghetto pupils, and assisted in establishing a summer-vacation job location and placement service for students. The EPDA consultant helped plan a multiprogram funded project for training locally recruited teacher aides, in which ESEA Title I funds will be used. Both the Urban Education consultant and the Homemaking consultant are assisting in the planning and developmental activities for the program.

Recommendations. With respect to facilitating possible extensions and improvements in the activities and services of the Department in project development, the following recommendations are made:

1. That as soon as feasible the Department institute a management-by-objectives system for all federally assisted programs. The development

of the management-by-objectives system would appear to be an appropriate and timely undertaking of the Planning, Development, and Evaluation Unit, utilizing the assistance of Federal program managers.

2. That, concurrently with the development of the management-by-objectives system a program of inservice training be designed and conducted to develop further staff capabilities in using the system. Such a program could include a series of seminars designed to increase staff skills in formulating performance objectives in measurable terms, PERT or flow-charting of managerial activities, and evaluation techniques and procedures that can be used in determining the degree to which project objectives are achieved.

3. That as soon as feasible after completion of the above, a program of inservice training in management-by-objectives be undertaken for local and intermediate district personnel responsible for federally assisted programs. The regional workshop approach currently being used in several Federal programs would appear a desirable means for conducting such training.

4. That managers of all federally assisted programs maintain a high degree of alertness to possibilities for developing integrated comprehensive local district projects involving several funding sources. It is further recommended that information on current projects having this characteristic be collected and disseminated with the Department and in the State.

5. That efforts be continued and, to the maximum extent practicable, intensified in coordinating the project development responsibilities and activities of Federal program managers.

6. That efforts be made to develop ways and means for maximizing communication among Federal program staff members and among the entire Department staff.

7. That consideration be given to the possibilities of using more extensively a regional approach in coordination and provision of supportive services in the development, review, and monitoring of local district projects. The current plan for ESEA Title VI-A uses this concept, which would appear to have possible applicability to other programs as well. Its applicability to ESEA Title I would seem to merit emphasis, particularly because of the large number of small districts participating in that program and their need for assistance in developing and conducting projects. With further progress in high school consolidation and continued growth of Area Schools, regional coordination of high school and post-high school vocational programs will become increasingly urgent.

The full range of possibilities and needs for regional coordination and provision of managerial assistance would appear to merit a systematic planning study. The development of a comprehensive model in one or two of the larger existing Joint County Systems would be beneficial in implementing plans that may be developed along these lines.

It may be relevant to mention here that in Ohio where the legislature is presently considering establishing a statewide configuration of regional educational service agencies, the current bill contains a section specifically making these agencies responsible for coordinating federally assisted programs and providing program management assistance to local districts. Inclusion of a comparable provision might well be considered in the development of stronger RESA legislation, as recommended earlier in this report.

Project Review

Thorough review of local district project proposals is a basic necessity in effective administration of federally assisted programs. It was evident that the Department staff members having that responsibility recognize its importance.

As noted earlier, that responsibility was the most time-consuming aspect of project administration in programs involving large numbers of projects. Among other programs it was also a relatively large time consumer, depending upon the number of proposals to be reviewed.

In addition to assuring that proposals meet legal requirements project review includes assessing their educational merits, which requires competent professional judgment. For many programs this requires a considerable range or variety of expertise. Thus, it is unrealistic to expect within each program administration unit the range of professional

expertise that may be needed to assess adequately the educational merits of all proposals it receives.

The Department recognizes this need, but the amount of intra-agency assistance administering units obtain varies markedly. Especially noteworthy in their use of available expertise within the Department are the ESEA Title III and NDEA Title III staffs. Also exceptional are the procedures in ESEA Title VI-A which provide for review of proposals by regional committees.

Since the big majority of proposals or applications in most programs are for continuation of projects already underway emphasis is generally given to assessment of their achievements. Such assessments are made by onsite visits or reviews of projects in operation and by evaluation of written reports of accomplishments submitted by the local districts. In some instances, however, these reports are received too late for use in reviewing applications. This appeared to be a particularly difficult problem in ESEA Title I.

With respect to the processes used in formal approval of project proposals, the methods used by the State Board in detailed examination of particular proposals and questioning professional staff judgments regarding them appear to be unnecessary, and apparently have sometimes resulted in handicapping efficient administration of federally assisted programs. This conclusion is in no way intended to suggest any diminution in exercise

of State Board responsibility. It does, however, prompt the observation that there are more effective ways to exercise it.

Recommendations. In view of the foregoing, it is recommended:

1. That the State Board consider a reexamination of its policies and procedures for approval of project proposals. If existing Department guidelines for project development in any federally assisted program are not fully adequate for judging the merits of particular proposals, then the Board should consider adoption of any additional criteria that may be needed. Such guidelines and any necessary additions to them should be treated as matters of Board policy, the execution of which is delegated to Federal program managers. Board review of individual projects for purposes of deciding whether they are sufficiently meritorious should be made only in cases in which the administrative staff needs assistance in interpreting relevant policies, or in cases of controversy. Local district objections to administrative decisions that cannot be resolved by the Department's administrative staff should be brought before the Board only by means of a formal hearing procedure.

2. That an analysis be made of the application forms used by the Department for purposes of eliminating all unnecessary duplication of information requested from local districts and also for determining the feasibility of developing a composite application that could be used for several federally supported programs. This effort should be approached on a systematic basis coincident with development of consolidated reporting procedures.

3. That consideration be given to the feasibility of setting up review teams composed of staffs of federally assisted programs, and curriculum and other consultants in order to maximize use of available expertise and to facilitate program coordination. It might be possible for such teams to review all, or most, proposals from a given local district at the same time.

Project Monitoring

Oversight of projects in operation to assure adherence to program regulations and policies, to determine whether they are being implemented as proposed, and to identify ways of improving their effectiveness constitutes an important responsibility in administering federally assisted programs. Exercise of that responsibility is accomplished largely, although by no means entirely, by making onsite visitations.

Responses to the self-analysis guide indicated that, except for vocational education for which responses were not obtained, much emphasis generally is given by program management staffs to onsite visitation, especially in the ESEA programs. All of the ESEA Title II-funded media centers and all of the ESEA Title III projects were visited two or more times during the previous year. In ESEA Title I, over 300 projects were visited and some two or more times, a major undertaking with a relatively small staff.

With respect to the purposes of these visits, the responses indicated, especially in the ESEA programs, that strong emphasis is given to evaluation of project activities and accomplishments and to advising on educational programming as well as to checking on compliance with legal requirements. There appeared to be a general lack of instruments specifically designed for monitoring visits, although a checklist is used in ESEA Title I and materials for monitoring were being developed for EPDA.

Most program staffs are assisted to some extent by Department consultants in making monitoring visits, especially in ESEA Titles II, III, and VI-A. Many program managers indicated a lack of sufficient staff for optimum monitoring of their programs.

Several program managers indicated use of other techniques in addition to onsite visits. The most common of these was the use of local district evaluation reports.

Recommendations. In considering further development and expansion of project monitoring, it is recommended:

1. That efforts be made to devise ways and means of providing more comprehensive onsite visitations for all federally assisted programs. The assistance of curriculum and other consultants should be utilized, to the extent their regularly assigned duties permit, in all situations where their expertise can be beneficial. Consideration should

also be given to the possibilities of monitoring services which could be provided by consultants or specialists in existing RESAs and in others as they are established and staffed.

2. As progress is made in using a management-by-objectives approach in project administration, that emphasis be given to onsite visitations to reviewing the procedures being used to achieve measurable objectives as set forth in project applications.

3. That appropriate instruments or monitoring materials be developed for all federally assisted programs.

4. That in all federally assisted programs the findings of onsite visits be fully utilized in reviewing applications for continuation of projects.

Project Reporting

The Department has been engaged in important activities which have a long-range significant relationship to project reporting. These are dealt with under Management Information Systems in another part of this report. It should also be mentioned that the Department is one of the 17 State education agencies participating with the Office of Education in developing an integrated system of project reporting (CPIR).

Under current reporting requirements and procedures, report forms are distributed with sufficient lead-time for local districts to prepare

and submit project information on a timely basis. However, this process is often handicapped because of late receipt of report forms furnished by the Office of Education. Since the Department must in such instances anticipate Office requirements, sometimes more information is requested from local districts than would otherwise be necessary.

In some programs considerable emphasis has been given to objective data on project accomplishments. This is especially apparent in ESEA Titles I, III and VI-A where objective test data on pupil achievement and needs is requested. It was reported that in the NDEA Title III program, local district information on materials and equipment had been put on automatic data processing and used in approving projects.

Recommendations. In viewing the Department's project reporting functions and activities, it is recommended:

1. That emphasis be concentrated on developing of a management information system that gives top priority to the informational needs of the Department for carrying out its functions and responsibilities.
2. That the informational requirements and needs for Federal program administration be incorporated as an integral part of the Department's management information system.
3. That, as an interim step under current reporting procedures, the information compiled for a given program be shared with the staffs of other programs having related purposes or beneficiaries.

4. That plans be developed whereby information on local district reports can be processed in time for use in project development and review activities. This would involve receipt of reports containing evaluative data early enough for use in reviewing applications for continuation of projects.

5. That emphasis be given in all Federal programs to securing objective information on project accomplishments.

6. That continued assessment be made of possibilities for simplifying local district reporting requirements and eliminating duplication in information requested.

Dissemination of Information

Definition as used in the Review: Communication about the operation and outcome of an educational activity in order to create an awareness and understanding of its value, leading to adaptation and adoption.

Immediate impressions of the Iowa Department's dissemination function are that it addresses "general" educational and lay publics as if these exist, and that it relies almost totally on print media. Closer observation, however, reveals a much broader communications concept permeating departmental philosophy and practice: advisory groups actively involved in identifying and solving problems, demonstration projects funded at the discretion of the State Board, potential statewide communication networks in the Area Schools and Educational Media Centers, alliances with other States to investigate common concerns, sophisticated equipment for non-print productions, and a variety of personal consultative services.

It is upon this broader base that the Department should seek to strengthen its information program, striving toward policies and mechanisms that will carefully delineate both its audiences and the kinds of information they have the right or the need to know. With a clear understanding of who these publics are and why they should be reached, the entire staff can more effectively choose and use appropriate media.

Worthy departmentwide dissemination goals might include:

- To make appropriate publics aware of educational needs in such a way that they will act to meet them.

- To make school personnel and others aware of the resources available to them to solve educational problems -- both through grants of money and consultative assistance from Department staff.
- To identify successful educational practices and create a widespread understanding of their value in order to encourage their adaptation and adoption in other schools.

At the time of the Management Review, the Iowa Department was considering a number of important steps to strengthen the dissemination function. Among these were: formalizing a program of public information, hiring a public information officer, launching a campaign to publicize the 11 major educational needs, and improving two-way communication about departmentwide staff concerns.

For the most part, the means for accomplishing these aims are available within the Department itself. But to capitalize fully on the talents and experiences of Agency personnel will require careful planning. Therefore, the following are suggested as planning guides basic to an adequate, action-oriented information program for the Iowa Department.

1. Set your sights on a comprehensive communications program that is aimed at achieving the Department's goals.

By setting forth 11 major educational needs, the Department has, in effect, established dissemination priorities for the next 5 years. Plans for

resolution of each need must provide for the gathering, analysis, and dissemination of information. These plans should include the identification both of groups whose involvement is needed for success and of ways to obtain their commitment and action. Dissemination efforts can then be targeted to particular audiences at the time and in the manner most likely to produce the desired response. Wherever possible, educational improvements used as illustrations -- be they real or imaginary -- should be linked causally to the ll needs.

Consideration must be given to the special information needs of user, policy, and voting publics. For example, a message about the value of public nursery schools may require different emphases when presented to the State Board for policy adoption, the General Assembly for funding, school administrators for management, classroom personnel for instruction, and so on for local boards of education, parents, civic groups, and others. Nor can internal communications be neglected.

Adequate dissemination strategies must provide for meeting the Department's own needs to reach its publics through all avenues: the mass media -- newspapers and magazines, radio, commercial and educational television; Department publications; nonprint Department productions; and personal contact.

2. Take a careful look at your present information efforts. Locate the successful techniques now being practiced in various units of the

Department. Uncover as well those that fall short of their intent and plan to rejuvenate or discard them. Identify the resources at hand that can be directed toward a better communications program. These would include the talents of all staff members, available equipment and materials, and, of course, money.

3. Determine the difference between where you are and where you'd like to be.

In planning to get there, bite off feasible chunks at a time. In other words, determine what is needed in the way of more staff, equipment, and money to implement a comprehensive program. And, working backward from an ideal, identify steps or phases to receive immediate attention and those of a longer range.

4. Clarify the role and responsibilities of organizational units and individuals in achieving hoped-for outcomes.

Even the creative energies of those involved in dissemination might be more effectively harnessed through the writing of performance objectives. These should, however, be so designed that evaluation of the information program is measured by impact or response-in-context, not solely by the pound.

Written policies and procedures dealing with the production and release of informational materials and with conferences and workshops should be expanded and understood by all personnel. These procedures should include the development and appropriate approval of proposals for such materials or meetings early in their planning.

5. Concentrate on developing reliable sources of accurate and timely information about educational programs.

An essential leadership function of the Department is systematically identifying and collecting appropriate information about successful educational practices regardless of their funding source. And this information should be readily accessible in a meaningful form to both the Department's staff and its clients.

6. Give special attention to the need for, and interest in, additional training and involvement of staff members to improve communication techniques and attitudes.

Review discussions revealed staff frustrations about internal communications and access to external audiences, not wholly unexpected in an Agency of this size and complexity. Fortunately, the degree of dissatisfaction appears to be counterbalanced by a strong interest among individuals and units in improved communication. In fact, a recent survey showed that topics of primary interest for future staff meetings were: (1) communications with others and within the Department, and (2) information on Divisions and Branches.

Off and Running

Through its approval of manuscripts and forms, the Cabinet serves the Department as a communications coordinating group -- a role that should be more clearly defined as new procedures are developed. It is therefore recommended that the Cabinet be responsible for overall development and implementation of plans to reinforce present efforts into a more cohesive

and comprehensive information program. Planning tasks, however, should be identified with the help of the Planning and Publications specialists, and delegated to small work groups representative of the entire Department. These persons might be chosen for their information skills and interests thus forming a reservoir of talent to be tapped as plans become operational. Use of outside consultants, particularly from other State education agencies, should be considered as a source of fresh ideas.

The Department already is off to a running start. In the paper "A Program of Public Information for the Department of Public Instruction," the Cabinet has outlined a dissemination function approaching the scope suggested here. Too, the ESEA Title III State plan incorporates promising, though untested, components of a good dissemination program. Awareness of the products of Project Public Information also may be helpful.

To assist in planning, there follow specific suggestions for ways in which communication might be improved both within the Department and between the Department and its publics. Limited to immediate concerns, these possibilities hopefully will help the Agency to tailor-make its own solutions.

Evaluating and expanding present activities. Present responsibilities of the Publications Section appear circumscribed by statements of objectives and job descriptions that focus, almost without exception, on printed materials. As a relatively new unit, the Publications Section

has contributed markedly to improving the readability and appearance of Department publications. It can, and should, play a lead role in an expanded communications effort that galvanizes the energies of personnel throughout the Department in achieving Agency goals.

1. Broaden the responsibilities (and eventually the name) of the Publications Section to reflect a comprehensive concept of communication. Changes in present duties, however, should be undertaken only after a thorough evaluation, taking into account cost/effectiveness factors. Current staff could be balanced and strengthened by the addition of an information specialist experienced in television.

2. Expand current written policies and procedures for publications and other informational materials as well as Department-sponsored conferences and workshops. These procedures should call for the development of proposals for such materials or meetings, outlining their content, intended audience, estimated cost, and evaluation criteria. The Cabinet could be responsible for approving such proposals, leaving the reading of complete manuscripts to the discretion and professional judgment of the Publications Director and the Associate Superintendent for the originating unit. Cabinet approval of proposals should lead to better coordination of activities for maximum impact.

Procedures should spell out the constraints imposed on the dissemination function by law and policy. And they should make clear to all personnel the range of services available to them from the Publications Section and

the Media Center, where to date the desired degree of coordination has not been reached. Early involvement of an information specialist in the development of a manuscript should not only reduce misunderstandings concerning editorial license, but result in a more professional product. Likewise, each staff member should be aware of his responsibility for the success of such regular efforts as the Educational Bulletin, "News of the Week," and press releases.

Plans for feedback and evaluation should be made as a manuscript is being developed or a conference planned. Without exception, the Department should require some impact measure of dissemination efforts, ranging from teacher use of curriculum handbooks and pupil response to the activities they suggest, to periodic reader surveys of the Educational Bulletin.

Expanded policies might be incorporated into the excellent stylebook Copy Into Print or as a new section in the Handbook for Professional Personnel. Publications procedures used by the State agencies of Colorado and Texas may be helpful.

3. In lieu of the discontinued clipping service, periodically ask Area School and Media Center personnel to return news clips from their area. Use these to determine the extent to which press releases, particularly those issued weekly, are finding their way into print, and are being used as submitted. An eye-catching standard heading giving the name and

phone number of a Department contact would be helpful. Duplicate releases may help in localizing stories. News copy for use by commercial television stations should be prepared to meet their needs and accompanied appropriately by Department-made tape of high quality.

4. Consider the possibility of periodically reissuing the ESEA Title I newsletter, but broaden the focus to cover all federally assisted programs and possibly State programs as well. Such a newsletter might keep local and area districts posted on changes in policies, procedures, and other technical aspects of program administration. Further it could stimulate increased program coordination at the local and State levels if examples of multiple funding and unique activities are included from time to time. Planning should receive a generous dose of the spirit in the flyer "An Equal Chance To Learn." Production responsibility could be shared among program units, possibly through a task force.

5. Examine carefully the potential audience for descriptions of federally assisted projects. Question the value of separate publications summarizing projects whose common denominator is their source of funds. Experiment with problem-oriented accounts of successful projects however funded, and provide enough cost/benefit information, as in This Was Title I - 1966, to suggest the feasibility of replication by another district.

6. Among film possibilities, consider one to promote the potential of the Area Schools, particularly in terms of jobs, salaries, successful transfers to 4-year colleges for students and benefits to businesses and industries. A low-cost color film on Louisiana's vocational-technical schools produced by the State's Department of Education may offer ideas.

Improving internal dialogue. Erasing completely all traces of staff dissatisfaction with internal communications is probably not only impossible but undesirable in a dynamic organization. Insofar as possible, however, steps should be taken continually so that each employee feels he knows where the Department is headed and how his efforts fit in. Too, one of the least costly, and probably most effective, means of disseminating information about an idea is its promotion by personnel throughout the Department. This can't happen unless the staff is systematically made aware of what's going on and is provided ample opportunity to exchange information.

1. Reassess the intent of "News of the Week" and survey the staff regarding how well this weekly bulletin is fulfilling that intent. If it is continued, the Calendar and Cabinet Minutes probably should be retained as regular features; however, Cabinet Minutes should be less sketchy concerning decisions made and should list topics that will be considered at the next meeting.

2. Continue to survey staff interests in planning Department staff meetings; share the results with the staff; and follow up to see that desired changes are noticeably implemented. Brief reaction sheets for each meeting might provide immediate feedback regarding the relevance of a speaker or topic, appropriateness of time allotment, opportunities for staff participation, and the like. Expand opportunities for inter-unit small group discussions.

3. As a major emphasis of the staff development program, investigate possibilities for further training for information specialists as well as opportunities for them to meet with professionals in similar jobs in other State education agencies to discuss common problems. Encourage Department information specialists to conduct inhouse workshops for staff interested in improving their communications techniques, such as more effective use of audiovisual media.

Generating information sources. Singling out as a major goal assessment of the effectiveness of school programs is but one indication of the Department's concern for educational accountability. Assessment should provide for the systematic collection and dissemination of information about successful educational practices. This need not be wholly dependent on electronic data processing.

1. Set the collection of information about successful and new educational practices as an objective of the school visitations headed by regional consultants. Specify criteria for such information. Make the reports widely available to Department staff.

2. Include in the central file for each district information about exemplary practices, both educational and administrative. Devise a master code for practices such as ITA, team teaching, and modular scheduling, that permits easy tabulation of the extent to which they exist in Iowa schools and where. Consultants, then, would have at hand information about where a particular method can be seen; and stories about educational innovations, such as have appeared in the Bulletin, could easily be made more meaningful with examples from Iowa schools.

3. Adapt for the Department use the manual Preparing Evaluation Reports of Educational Programs: A guide for Authors (American Institutes for Research, Palo Alto, Calif.: 1969). Development of this manual under contract with the Office of Education stemmed from the need for more relevant data about federally funded projects. State information collectors, however, should be concerned with what works, not where the money came from.

4. Periodically assess the users of the Media Center (professional library, ERIC materials, audiovisual equipment) in order to estimate the extent to which its potential is being realized. Survey the staff occasionally about how Center services might be improved to better meet their needs.

Building communication networks. A major result of three Department thrusts -- school district organization, regional educational service

agencies, and Area Schools -- will be the creation of highly desirable statewide communication networks. With their realization will come a new information role for the Department, one for which it should be planning now. Careful consideration must be given to what this role might be, how the Department can gradually assume it, and what leadership must be provided at local and intermediate levels whose role is already beginning to take shape in the dissemination activities of the Educational Media Centers.

1. Continue to support the Advisory Council and Coordinating Committee for the Improvement of Education in Iowa as a major means of communication with school administrators and teacher trainers. Explore possibilities for further coordination of the responsibilities and activities of this and other departmental advisory bodies.

2. Involve public relations personnel in Area Schools in a statewide effort to meet the need "to increase public understanding of the comprehensiveness of the community college concept." Provide opportunities for them to exchange information about successful public relations practices and to participate in inservice training. Identify local school personnel responsible for public relations and involve them in similar and joint activities.

3. As RESAs are established, take steps to clarify their dissemination role and to insure that on-paper linkages suggested in the 1967 study The Multi-County Regional Service Agency in Iowa become operational.

Back at the Starting Gate

The Iowa Department has defined its leadership function as "to cause people to improve education because they want to." In meeting the 11 major educational needs, departmental leadership may well prove only as effective as its information program. Therefore, great care should be taken to develop the kind of active program that not only anticipates information needs but creates them.

Personnel Management

Definition as used in the Review: Acquisition, development, use, and maintenance of an efficient and effective work force needed to accomplish State Agency goals and objectives.

Personnel management in the Iowa State Department of Public Instruction is undergoing significant planning and development. The organizational and developmental work is currently being done by a staff member temporarily assigned from the Planning, Development, and Evaluation Unit. With its completion scheduled for June 1970, the Department will have a well developed personnel office which can be managed by a personnel officer on a permanent basis.

The developmental procedures merit mention. A systems approach is being used which involves determination of the administrative, personnel data, and staff service functions. For each of these, detailed provisions are being prepared. It is also noteworthy that the various developmental and approval steps in the total process have been PERT charted.

Personnel administration in the Department has been functioning within a framework having important strengths. This is evidenced by the following:

1. All professional staff members of the Department, and the entire staff of the Division of Rehabilitation Education and Services, are exempt from the jurisdiction of the State civil service system. But all other employees (clerical and other nonprofessional) come under the jurisdiction of the Iowa Merit Employment Department.

2. The Department has developed a set of written personnel policies for its employees and these policies are incorporated in personnel handbooks, one for professional employees and the other for nonprofessional employees. The Department uses a variety of procedures to keep the staff informed about changes in personnel policies and practices. Moreover, the professional and clerical handbooks are periodically updated.

3. Orientation meetings are held for new employees--separate meetings for professional and for clerical employees.

4. Departmentwide professional staff meetings are held monthly. The importance attached to these meetings is indicated by the State Superintendent's regular attendance and also by plans instituted shortly before the Review to obtain staff reactions and suggestions. As a result, a new plan has been instituted calling for advance circulation of the agenda to staff members inviting questions, comments, and reactions which will be given to the appropriate speaker before the meeting.

5. A Department library has been established for the professional staff. Last year's allotment for professional books was \$1,900.

6. Considerable emphasis is given to inservice professional staff development activities, including incentives for graduate work. After 2 years of service, a professional staff member can receive 8 weeks' salary during the summer while working toward a graduate degree; after

4 years' service it is possible to receive half salary or \$500 monthly, whichever is less, for a 1-year period of work toward a graduate degree.

Other important in-house staff development activities are periodically conducted. A recent illustration is seminars held on the systems approach to deriving goals and objectives from identified needs. It may be noted that \$2,000 of ESEA Title V funds was spent last year for staff development.

7. Progress has been made in upgrading staff salaries. It was reported that the average increase for 1969-70 was almost double the increase for the previous year, but, as will be noted later greater progress is needed.

While acknowledging these promising developments, the Review Team feels that the Department is still confronted with a number of difficult personnel administration problems, some of which will require action by other agencies of State government. One of the most serious is the limited response by the Legislature to the Department's need for a sufficient number of positions. This has apparently resulted in the Department recently having to spread work loads among fewer staff members, notably for supervision, thereby reducing the total amount of services that can be rendered. The impact of this problem, coupled with the uncertainties of funding for some Federal programs would appear to be a seriously handicapping factor.

This problem is, of course, part of the larger overall problem of obtaining sufficient allocation of State funds which, with the Federal funds provided, will enable the Department to carry out its responsibilities for advancing educational progress in the State. Although it is realized that decisions on these important matters are under the purview of other agencies of State government, their influence upon the Department makes it appropriate to call attention to them in this report.

With respect to the personnel administration functions and responsibilities within the Department, it is suggested:

- that the systematic approach being used in the development of the personnel office be continued, making any necessary adaptations, after the developmental work is completed and the office is permanently staffed.
- that the Department continue efforts to obtain a salary schedule that will enhance its position in recruiting and retaining professional staff. Achieving a salary schedule that will be equitable for the current staff and realistically competitive with large school systems and institutions of higher education can only be accomplished by revising it upward. From the standpoint of both the current and long-range prospects for maintaining leadership and service, this should be a major goal of the Department and the State Board of Public Instruction.

- that efforts be made to establish a program of fringe benefits for the Department's staff that will be fully commensurate with those provided by other educational agencies in the State.
- that increased emphasis be given to orientation programs for new professional staff members. The design of such programs could well be a part of the work now underway in developing the functions of the personnel office.
- that increased emphasis be given to staff development activities conducted within the Department. This will be important in connection with the development of strategies for achieving the Department's goals, particularly in developing staff competence in formulating measurable objectives, and in other modern management techniques, including PPBS elsewhere in this report.
- that efforts be continued by the Department to secure a larger share of State financial support necessary for carrying out its leadership and service functions. During the Review it was mentioned that over half of the financial support of the Department comes from Federal funds. A sizeable part of this Federal support comes for ESEA Title V; however, rising salary costs, which are entirely justifiable, make it increasingly difficult to maintain levels of services

provided in the earlier years of the program. In that connection, it is important to note that Title V was not intended to become a substitute for State responsibility. On the contrary Title V was intended by the Congress not only to assist but also to stimulate States to strengthen the leadership and services of their State education agency. Acceptance by the State of this fundamental premise would enable the Department to move forward in meeting its growing responsibilities.

Financial Management

Definition as used in the Review: Planning, budgeting, allocating, accounting for, controlling, and reporting on funds used to accomplish specified goals and objectives.

The financial management functions of the Department are under the control of the Assistant Superintendent for Administration. The major functions reviewed were (1) budget preparation procedures, (2) financial reporting, (3) accounting system, (4) letter of credit operation, and (5) audits.

The Review Team feels that the financial management practices of the Iowa State Department of Public Instruction are handled in an effective manner. Particularly noteworthy are (1) accuracy and timeliness of financial reports to the Office of Education, (2) lack of major fiscal audit exceptions, and (3) internal control procedures established for the handling of Federal and State funds.

Current Procedures for Budget Preparation

The Department's budget is formulated on the basis of input data from each unit, branch, and assistant superintendent's office. These data are furnished to the Assistant Superintendent for Administration. There they are reviewed and approved for inclusion in the budget document. The prepared document is disseminated to the units, providing opportunity for review and remarks.

The approved budget, after refinement, is subject to a chain of reviews outside the Department: first by the State Controller; then, by the Governor; and finally, by the Legislature's Appropriation Committees.

The Review Team feels that the budget procedure is adequate and produces a budget document that is uncomplicated and conservative, but is limited in program content. With respect to program content, it is noteworthy that the Department is giving increased consideration to program, planning and budgeting (PPBS).

Financial Reports

Annual financial reports for each Federal program are initiated by the accounting section and cleared and coordinated through the applicable program office. This coordination creates accuracy in reporting and is to be commended.

The Department is also to be commended for the progress made in setting up new procedures in order to complete the new financial report forms for fiscal year 1970 for the vocational education programs. New forms were devised to secure the necessary data from the Area Vocational Schools.

Accounting System

The accounting system is being automated. This implementation includes computerizing the general ledger and monthly financial reports. This

will provide more accurate, complete and timely information. In addition, it was noted that the equipment inventory is in the process of being put on automatic data processing equipment. Assistance is rendered to the local education agencies through guideline clinics and other training devices in the ESEA Title I program.

Letter of Credit Operations

The Department advances funds to local education agencies (LEAs) in only three programs, ESEA Titles I, II, and III. The LEAs report monthly on cash balances, expenditures, and projected cash needs. Sometimes these reports are not received on time, delaying completion of the quarterly letter of credit report for the Office of Education. For other programs, the Department funds the LEAs on a cost-reimbursement basis. Funds are drawn by the Accounting Office on the letter of credit payment vouchers approximately three times a month. Lead time to receive funds is from one to two days.

Audits

State law requires audits of local education agencies to be performed by State Auditors or CPAs. In addition, there are audits of the LEAs by the HEW Audit Agency. The Department provides guidelines for use by the State Auditors and CPA firms. A Department staff member accompanies the HEW Auditor on audits of LEAs. Department personnel audit the ESEA Title I program and hold training sessions with LEAs to provide interpretations and guidance regarding financial management and audit functions. Other programs should have similar guidance.

Recommendations

It is recommended that:

- the Department continue to study the potential advantages and give consideration to the initiation of program budgeting.
- plans be developed for determining the information which will be needed to meet requirements for indirect and prorated costs of Federal program management as set forth in Bureau of the Budget Circular A-87.
- the Department should continue its efforts to further modernize accounting procedures, making more extensive use of electronic data processing.

Management Information Systems

Definition as used in the Review: Systematic collection and processing of accurate and timely information required for effective educational administration.

The Department has given much emphasis to management information systems development. One major undertaking is the Midwestern States Educational Information Project (MSEIP), funded under ESEA Title V, Section 505.

Although evaluation of that project was not a function of this Management Review, the Department is to be commended for the leadership given to it.

Another major enterprise was the Iowa Educational Information Center which was responsible for developing the Card Pac data collection system. It is regrettable that, due to lack of funding for continuation, the system is not currently being administered to the schools.

Observations Regarding Current Status

The comments which follow deal with the current status of management information in the Department.

One of the first observations is that the positions of Associate Superintendent, Systems Branch, and the Director, Data Processing Division, were vacant and had been for some time. Because of this, the Systems Branch is not directly represented in the Cabinet. This has resulted in lack of direction for planning of management information systems.

A comprehensive systems development plan has not been developed. Rather the approach for the Department seems to have been to develop single-purpose applications. An exception to this approach is the current effort to improve one of the data collection procedures by combining the General Annual Reports and the Annual Evaluation Guide for the 1970-71 school year.

It should be noted that there appeared to be a general lack of awareness among the staff of the Department's data processing capabilities and the methodology by which they might utilize this service.

Though apparently informal, the lead taken by the Department in working with the area data processing centers to develop a management information system base is commendable.

Evaluation Criteria

An effective information system should mesh with the management processes and the organizational structure which an enterprise creates to carry out its basic role. Systems development should proceed with the development of those processes and organizational structures.

Information systems should provide information tailored to identified needs of management at each organizational level. The informational reports for each level should reflect the managerial responsibilities at that level. Accordingly, such reports should:

1. Contain enough detail to provide management with the facts necessary to take appropriate action;

2. Follow organizational lines closely and cover only those activities within the manager's area of responsibility;
3. Contain specific provisions for highlighting decisionmaking needs and for follow-up when decisions require action at different organizational levels; and
4. Match frequency and timeliness of reporting to varying management needs.

The planning and control of operations management should be facilitated by providing accurate, timely information and trend indicators, by measuring progress against plan, and by reporting exceptions. The Department's information system should incorporate the existing subsystems, both manual and automated, into an integrated system that meets multiple information needs from common data bases. And, finally, an effective information system should provide for procedures and for an organization to discipline and maintain the system and to adapt it to changes in environment that will occur over time.

With these evaluative criteria in mind, the following suggestions are offered:

1. The positions of Associate Superintendent of the Systems Branch and Director of Data Processing should be filled as soon as conditions permit, or as a minimum, insure that Systems Branch representation is included in the Cabinet.

2. Establish a user-oriented committee to guide the systems development activities and to determine the Department's priorities.

3. Establish adequate policies and procedures to govern the systems development activities.

4. Develop short- and long-range systems development plans related to satisfying the information needs of the Department.

5. Develop more active user participation within the Department through staff training and on-the-job requirements analysis activities (orientation sessions, more individual consultation, and the like).

6. Conceptualize integrated data bases that will meet the multiple user needs of the Department. Examples would be data bases that deal with pupils, staff, finances, facilities, and curriculum.

APPENDIXES

Appendix 1

Agenda
Office of Education
Management Review
of the
Iowa Department of Public Instruction
Des Moines, Iowa
December 15-19, 1969

Monday, December 15

10:00 - 12:00 Noon

General Session

Call to order and introductions--
Mr. Richard N. Smith

Discussion of State Management Review--
Dr. C. O. Fitzwater, OE

Goals and objectives of the SEA and
the general plan for their imple-
mentation--Mr. Paul F. Johnston

Review of afternoon schedules and
appointments--Mr. Smith

1:30 - 4:00 p.m.

Committee Sessions

1. Planning, Evaluation, Management Information, and Financial Management (joint session)
2. Dissemination of Information
3. Project Administration

Tuesday, December 16

9:00 - 12:00 Noon

Committee Sessions

1. Planning and Evaluation (joint session)
2. Project Administration
3. Dissemination of Information
4. Financial Management
5. Management Information Systems

1:30 - 4:00 p.m.

Committee Sessions

1. Evaluation
2. Project Administration
3. Dissemination of Information
4. Financial Management
5. Management Information Systems
6. Personnel Management

Wednesday, December 17

9:00 - 12:00 Noon

Committee Sessions

1. Project Administration, Planning, Dissemination of Information, and Financial Management (joint session)

1:30 - 4:00 p.m.

General Session

OE Team and Department participants in joint session with Iowa's Advisory Council and Coordinating Committee to discuss the State's educational posture

Thursday, December 18

9:00 - 12:00 Noon

General Session

OE Team meeting with Assistant and Associate Superintendents and Federal program managers to get reactions to questions on problems identified during previous committee review sessions

1:30 - 4:00 p.m.

Committee sessions and individual interviews scheduled as necessary for continued discussions to complete findings and to firm up conclusions

Friday, December 19

9:00 - 11:30 a.m.

General Session

Presentation of Review findings, conclusions, and tentative recommendations by OE Team before all professional staff members

Appendix 2

The Review Team

Iowa State Department of Public Instruction Participants

Mr. Paul F. Johnston	State Superintendent
Mr. David Bechtel	Administrative Assistant
Mr. Walter Edgren	Assistant Superintendent, Administration
Dr. L. N. Jensen	Assistant Superintendent, Instruction
Dr. William Baley	Assistant Superintendent, Area Schools
Mr. Olaph Brunsvold	Associate Superintendent, Vocational Education
Dr. Donald Cox	Associate Superintendent, Professional Education and Certification
Mr. Drexel Lange	Associate Superintendent, Pupil Personnel Services Branch
Mr. Richard N. Smith	Associate Superintendent, Administrative Services Branch
Mr. Buford Garner	Coordinator, Planning, Development, and Evaluation
Mr. Donald Dunlavy	Consultant, Planning, Development, and Evaluation
Mr. Jesse High	Consultant, Urban Education
Mr. Richard Fischer	Director, Special Education, Pupil Personnel Services Branch
Mr. Frank Vance	Assistant Director, Special Education
Mr. John Lanham	Chief, ESEA Title VI, Pupil Personnel Services Branch
Mr. Daniel Kroloff	Chief, Special Needs, Pupil Personnel Services Branch
Mr. Giles Smith	Chief, Guidance Services, NDEA Title V, Pupil Personnel Services Branch

Personnel (cont'd.)

Mr. Roscoe Van Dyke	Chief, ESEA I, Pupil Personnel Services Branch
Dr. Richard Winter	Consultant, Emotionally Disturbed, and Supervisor, Regional Educational Resource Center
Mr. William Edgar	Director Curriculum and NDEA Title III
Mr. Paul Spurlock	Chief, ESEA Title II, Curriculum and Instruction Branch
Dr. Max E. Morrison	Chief, ESEA III, Curriculum and Instruction Branch
Dr. Wayland Osborn	Consultant, Planning, Development, and Evaluation
Mr. William Scheurmann	Director, Vocational Education
Dr. Kenneth Wold	Director, Research Coordinating Unit, Vocational Education
Mr. Myril Harrison	Chief, MDTA, Vocational Branch
Dr. Doyle Cottrell	Chief, Veterans Education, Area Schools Branch
Mr. Charles J. Johnston	Chief, Adult Basic Education and High School Equivalency
Mr. Mayvor M. Dockendorff	Chief, Civil Defense Education
Mr. Orrin Nearhoof	Director, Professional Education and Teacher Certification
Mr. John Martin	Consultant, EPDA, Professional Education and Teacher Certification
Mr. Gayle Obrecht	Chief, School Plant Facilities, Administrative Services Branch
Mr. Earl Miller	Director, Supervision, Administrative Services Branch

Personnel (cont'd.)

Mr. Henry Galbreth	Chief, Publications Section
Mr. Eldert Groenendyk	Consultant, Planning, Development, and Evaluation
Mr. Joe Wolvek	Consultant, Planning, Development, and Evaluation
Mr. Ed Heim	Accounting Supervisor, Internal Services Branch
Mr. M. L. Vaughn	Financial Assistant, Internal Services Branch

Office of Education Staff Members

Dr. C. O. Fitzwater Chief, Upper Midwest Program Operations Branch, Division of State Agency Cooperation, Bureau of Elementary and Secondary Education (Chairman of Review Team)

Mr. John E. Davis Education Program Specialist, Division of Educational Services, Bureau of Education for the Handicapped

Mr. Louis H. DeTimmerman Management Information Specialist, Division of Systems Planning and Control, Office of Management Information

Mr. Joseph Donahoe Program Officer, ESEA Title III, Division of Plans and Supplementary Centers, BESE

Mrs. Monna G. Clark Writer-Editor, Division of State Agency Cooperation, BESE

Dr. James E. Gibbs, Jr. Chief, Development Staff, Division of State Agency Cooperation, BESE

Dr. Arthur Greene Education Program Specialist, Division of Educational Services, Bureau of Education for the Handicapped

Mr. Robert Jackson, Jr. Grants Management Specialist, Division of State Agency Cooperation, BESE

Mr. Ben Rice Program Officer, Division of Compensatory Education, BESE

Miss Laura M. Trexler Program Officer, NDEA Title V-A, Upper Midwest Program Operations Branch, Division of State Agency Cooperation, BESE

Mr. Len Davison Financial Management Officer, Regional Assistant Commissioner's Staff, Region VI, Kansas City, Missouri

Mr. Thaine D. McCormick Director, Adult, Vocational, and Library Programs, Adult and Vocational Education, Region VI, Kansas City, Missouri

Appendix 3

Review Procedures

In early October 1969, the Review Team Chairman met with Superintendent Paul F. Johnston and his Cabinet for a 1-day planning session to discuss the purposes and procedures for the Review, to agree upon the agenda, to discuss the preparation the Department staff would need to make, and to discuss and agree upon participants. Copies of materials developed in the Bureau of Elementary and Secondary Education were given to the Department, including a statement of review purposes and procedures, and copies of the self-analysis guide.

At the request of the Department, the Team Chairman returned 5 weeks later to explain the purposes and procedures of the Review to the entire professional staff in their regular monthly staff meeting. This second visit provided a much needed opportunity to work with the Department's coordinator for the Review in ironing out details and firming up plans.

Following this second planning session, the Department's coordinator furnished Review Team members with copies of responses to the self-analysis guide which had been completed by the managers of the federally assisted programs and others. This information proved most helpful to the Team in making the necessary preparation. A wide variety of other materials relevant to the Review were also sent.

The Review was held during the week of December 15-19, 1969. As the agenda (See Appendix 1) shows, the opening general session attended by all Review participants, was followed by four half-day sessions in which the participants were divided into committees, each composed of both Department and Review Team personnel. These committees were responsible for exploring, discussing, and developing findings and conclusions with respect to a particular management function. To avoid duplication as well as communication gaps, two or more of these management function committees held joint meetings for a half-day. Depending upon the complexity and nature of the management function, fewer meetings were scheduled for some committees than others. Committee sessions on some management functions were augmented by individual interviews conducted by Review Team members.

In one half-day session the Review Team and Department Cabinet met with the Department's Advisory Council and Coordinating Committee, composed largely of local district superintendents, to discuss local problems in administering federally assisted programs. This session provided evidence of sound working relationships between the Department and local districts. Although not on the agenda, the problems arising from late and uncertain funding, and related financial management matters were repeatedly mentioned by the local superintendents.

In the final session the Review Team members met with the entire professional staff of the Department. Their findings, conclusions, and

recommendations were presented regarding each of the management functions as related to the federally assisted programs included in the Review and as applicable to other relevant aspects of the Department's total operational framework. The Department arranged for this meeting to be held in lieu of the regular monthly staff meeting.

Appendix 4

Organization of the State System for
Administering Public Education

Iowa has a three-echelon structure for elementary and secondary education consisting of (1) the State Department of Public Instruction, (2) intermediate administrative agencies currently in transition from a county to a multi-county or regional configuration, and (3) the local educational agencies or school districts.

State Department of Public Instruction

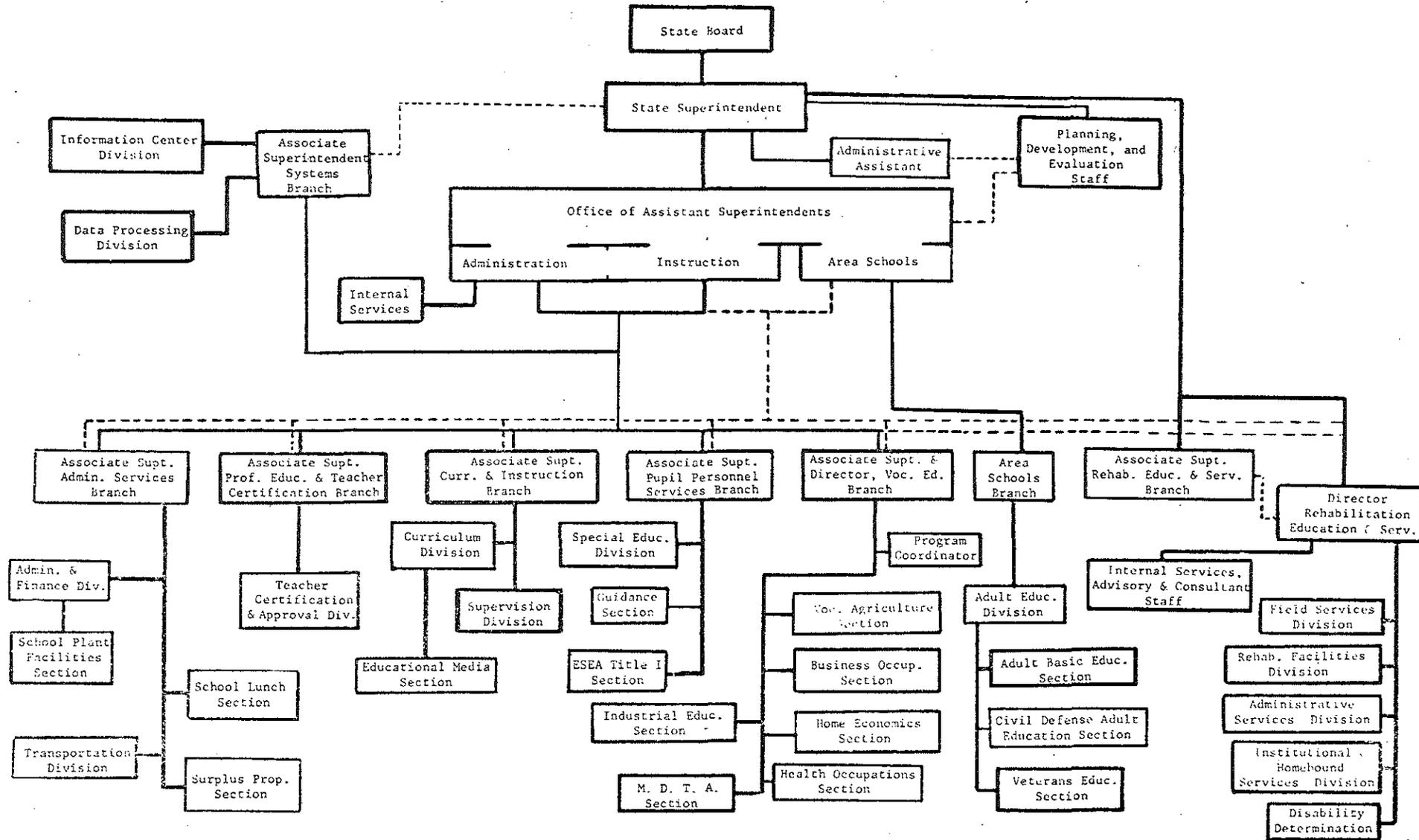
The Department functions under the direction of the State Board of Education whose nine members are appointed by the Governor and confirmed by the Senate. The State Board is responsible for establishing educational policies within the framework of State law. The scope of responsibility encompasses elementary and secondary education, including vocational education both in the high schools and post-high are vocational schools, community colleges, and vocational rehabilitation.

The Superintendent of Public Instruction is appointed by the State Board of Education as its executive secretary and chief administrative officer of the State Department of Public Instruction. The appointment is for a 4-year term and must be approved by two-thirds vote of the Senate.

The Department staff, except for those in vocational rehabilitation, are organized into three major components: Administration, Instruction, and Area Schools which includes both area vocational schools and community colleges. Each of these major components is headed by an Assistant Superintendent who reports directly to the Superintendent; the Assistant Superintendent for Administration also functions as Deputy Superintendent. Under Iowa law the Department is limited to three Assistant Superintendents, and one of the three must be designated for Area Schools. Consequently, the title of Associate Superintendent is used to designate the heads of Branches organized under the Assistant Superintendents for Administration and Instruction. Thus, Associate Superintendents report to Assistant Superintendents, except the Associate Commissioner for the Rehabilitation Education and Services Branch who reports directly to the Superintendent. A few days before the Management Review the State Board of Education approved a major organizational change which involved redesignating of the Vocational Education Branch as the Career Education Branch and transferring it from the jurisdiction of the Assistant Superintendent for Instruction to the Assistant Superintendent for Area Schools. (See organizational chart on next page.)

Outside the line organization and directly responsible to the Superintendent is the Planning, Development and Evaluation Unit headed by a Coordinator and staffed with Consultants. The Superintendent also has an Administrative Assistant who has a broad range of responsibilities.

State of Iowa
DEPARTMENT OF PUBLIC INSTRUCTION
ORGANIZATION CHART



Each of the major organizational components, except the Rehabilitation Education and Services Branch, is responsible for administering one or more of the federally assisted programs that were covered by the Management Review. Of the Department's 318 staff positions in fiscal year 1968, 49 percent were federally funded and 51 percent were State funded.

Structure for Area Vocational Schools and Community Colleges

As a basic part of the overall structure and strategy for advancing education in the State, the nearly completed configuration of area schools and community colleges merit special mention. Acting under a 1964 law, the State Board has approved the formation of 15 merged or regional areas 10 of which were designated for operating community colleges, including vocational-technical programs and 5 for vocational-technical programs only. All except 6 of the 99 counties are included in the statewide plan and the Department is seeking stronger legislation to bring these in also.

The community colleges and area vocational-technical schools function under area boards of education which are empowered to levy taxes for operation of programs and, with approval by the area electorate, to levy taxes or issue bonds for facilities. State subsidy is also provided for program operation and construction of facilities. Continued development of the area vocational schools and community colleges is one of the major goals of the Department.

Intermediate Districts or Regional Educational Service Agencies

Iowa is in transition from single-county intermediate districts to multi-county or regional educational service agencies. Single-county intermediate districts are still the most common pattern but, despite their inadequacies, they are stronger than the traditional county superintendency. A major reform in the mid-1940's provided for elected county boards of education empowered to appoint the county superintendent and to levy taxes to fund staff and services for supplementing local district programs. However, nearly all counties are too small to provide effective programs at reasonable cost.

Legislation enacted in 1965 permits merger of county intermediate districts subject to approval by the State Board. The State Board has adopted the policy of approving proposed mergers only when consistent with the merged areas established for area vocational schools and community colleges. Several mergers have been effected and others are in the planning stages, but the Department has advocated stronger legislation to hasten the process, resulting in a statewide configuration of 16 Regional Educational Service Agencies. This is another of the major goals of the Department.

Local School Districts

In the 1967-68 school year Iowa had 477 local school districts, 455 of which operated K-12 programs. The other 22 districts were under

litigation regarding their continuation; thus, the goal of having all territory of the State in unified, or K-12, districts is almost completely achieved.

Iowa's progress in school redistricting has been outstanding. Since 1945-46 the total number of districts has been reduced by more than 90 percent. Although most of this reduction was achieved by merging elementary districts with existing K-12 districts, the number of districts operating K-12 programs has been cut nearly in half. This has been an important factor in improving the scope and quality of high school programs.

The progress achieved has been due in no small degree to the leadership and services of the Department. In its efforts to achieve establishment of a sound district structure, the Department has been severely handicapped by a lack of strong redistricting legislation and State school aid provisions offering localities financial incentives to reorganize.

Although much progress has been made, major redistricting problems remain. Only 91 of the 455 unified districts have enrollments of more than 1,500 pupils, and over half have enrollments of less than 750 pupils. The handicaps to educational progress imposed by these problems are fully recognized by the Department. Consequently, the "organization of school districts into more effective and efficient administrative units" is one of the Department's major goals.

Other Ecological Influences

Iowa is in transition from a predominantly agrarian to a more industrialized economy. In 1967 about 55 percent of the population was urban, but with continued rural migration the total population has slightly declined since 1960. The increase in public school enrollments has been just slightly over half the national average increase since 1960. Nonpublic school enrollments are declining.

Per capita income is very close to the national average, but the rate of increase has been above the national average. Per capita Federal aid payments of all types and purposes are markedly above average, but Iowa ranks 47th among the States in percent of school revenue from Federal sources. State and local tax collections, per capita, are also markedly above the national average. But Iowa is below average in school revenue per pupil, which prompts the conclusion that other governmental services enjoy stronger financial support than do the schools. About 63 percent of the school revenue comes from local sources, and over 32 percent comes from State sources.

Appendix 5

Needs of Education in Iowa

The State Board of Public Instruction has identified 11 major educational needs to be met in Iowa education during the period 1970-75. The program for meeting these needs includes both immediate and long-range goals. Objectives of the program will be:

1. To further develop and strengthen pre-kindergarten and early childhood education programs and services.
2. To strengthen existing programs and to develop new programs and services for those with special needs.
3. To strengthen vocational education to meet the vocational and technical requirements of persons needing such programs and services to conform to the new State plan for the administration of vocational education.
4. To extend vocational rehabilitation services to all persons in Iowa who are eligible and who can benefit from such services.
5. To strengthen teacher education programs in all areas with special emphasis given to the preparation of teachers of disadvantaged and handicapped pupils.
6. To continue the emphasis on the right of every child to an equal educational opportunity through the organization of school districts into more effective and efficient units.

7. To develop and utilize a statewide system of Regional Educational Service Agencies.

8. To continue the development of each Area School and to increase public understanding of the comprehensiveness of the Community College concept.

9. To develop and implement assessment procedures for the purpose of determining the effectiveness of education.

10. To improve the method of financing education--preschool through the Community College--to more fully provide equal educational opportunities and to provide more equitable sharing of the costs of education.

11. To expand programs of educational research and evaluation at the State Department level.