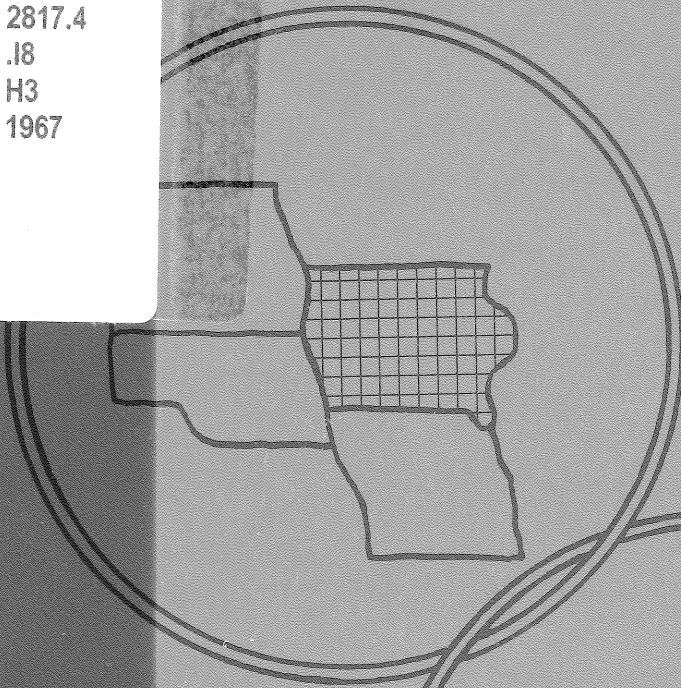


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GREAT PLAINS
SCHOOL DISTRICT
ORGANIZATION PROJECT

PLANNING FOR
SCHOOL DISTRICT
ORGANIZATION
IN IOWA

CONFERENCE
REPORT
JULY 25, 1967

CONFERENCE
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INTRODUCTION

On July 25, 1967, the Iowa staff of the Great Plains School District Organization Project conducted the first in a series of three initial state conferences. The conference was held at the Holiday Inn South, Des Moines, Iowa. The topic for this conference and the next two in the planned series was "Planning for School District Organization in Iowa". The first conference was designed to involve professional organizations representing the total spectrum of education in Iowa. The second conference in this series will involve business, industrial and labor forces, and the third conference will involve legislators, state board members, and key lay groups and individuals.

This first series of conferences have been designed to accomplish three basic objectives. (1) relate to conference participants information regarding the organization and objectives of the Great Plains School District Organization Project, (2) present a historical perspective and status report on school district organization in Iowa, and (3) invite conference participants to active involvement in the project development.

The following digest was compiled from the speeches presented at the conference. Following the speeches all conference participants engaged in round table discussions utilizing a structured questionnaire. A summary of the reports of each of these round table discussions is presented in this publication.

The project staff extends its sincere appreciation to the conference participants from throughout Iowa who attended and contributed to State Conference I. As reports and position papers are received from the various groups and individuals they will be published and distributed to all the conference participants. In addition it is planned that all individuals participating in the initial three state conferences will be involved in later conferences during the spring of 1968.

Ellis G. Hanson
Iowa Director

THE GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

Its Purposes and Objectives

David Gilliland, Iowa Steering Committee Member

The State Departments of Education of Iowa, Missouri, Nebraska, and South Dakota have cooperatively undertaken an interstate project on school district organization. The overall purpose of the project is to strengthen state leadership for school district organization. Hopefully, this will be realized by actively promoting an interchange of ideas and experiences directed toward an objective and comprehensive assessment of existing and potential structural organization in relation to present and projected educational needs.

Titled the Great Plains School District Organization Project, the project was funded by the U. S. Office of Education as a special project grant under Title V, Section 505, Public Law 89-101 (Elementary and Secondary Education Act of 1965). The Nebraska State Department of Education is the administering agency for the project. Dr. Ralph Purdy, on leave of absence from Miami University, Oxford, Ohio, is serving as overall project director, with offices in Lincoln, Nebraska.

Efforts of the project will be directed toward providing opportunities for the states to take a long hard look at a problem which has plagued the midwest for many years. Hopefully, the research, discussion, and planning activities of the project will (1) help participating states see the problems more clearly, and (2) provide a basis for developing acceptable and reasonable units for the administration of education.

Each participating state has unique school organization problems, but all four have many more common than unique problems. Some of the specific problems faced by each state in the region are: (1) states do not have

proper legislation to facilitate needed school district organization changes; (2) a lack of awareness of the relationship that exists between tax structure, rates, and school district organization; (3) the articulate implementation of intermediate school district organizations is not clearly defined or readily understood within the area; (4) the methods for adequate and appropriate follow-up services for newly organized school districts are not firmly established. The project is designed to help each state identify the common problems and allow cooperative work toward their solution.

The prime movers of the project, the chief state school officers from the participating states, have identified semi-permissive legislation in each state as the major legal machinery presently available to bring about a better school administrative structure. Under this type of legislation, heavy reliance is placed upon local initiative. Leadership at the local level is frequently handicapped by lack of awareness of acceptable criteria for an adequate school administrative structure. Hence it is imperative that state leadership be marshalled, so that the adoption of an adequate structural organization for education can be realized in each state.

Since the responsibility for education clearly rests with the state, the state must play a primary and increasing role in educational leadership. Changes are needed and eminent in both local and intermediate units. State leadership must be a key factor in shaping these changes into needed and desirable patterns.

One area in which state leadership can play an important part is to devise means of creating an awareness of these needs. This can be facilitated through cooperative state efforts in working with lay and professional leaders in each state. Another is through the general dissemination of facts, ideas and plans through news and other media. State legislators want and need this kind of information. Also, educators, board members, and laymen at the state and local levels display the same desire for information.

Another thrust of the project will be that of developing and nurturing support for project goals. Citizens in general, political leaders, individual educational leaders and established education and civic organizations and groups will support worthy and valid efforts to improve education. The Project Director and staff are working to build a communications network toward this end.

The task ahead is a complex one. There have been and will continue to be problems in organizing and in coordinating the project efforts of the four states. Yet, the potential of this project is so great that cooperative efforts of the four states will persist to accomplish an adequate organization of school administrative units in each state.

AN INVITATION TO PLANNING IN EDUCATION

by

Dr. Ralph D. Purdy

Project Director

FOREWORD

This is an invitation to planning in education extended to any and all associations, organizations, institutions and interested citizens who have a vital concern for the quality of public school educational programs, and for the providing of these programs with efficiency and economy.

The structure for public school education, or school district organization, has merit to the extent that it makes possible excellence of educational opportunity for all boys and girls, and to the extent that it provides essential programs and services with an optimum utilization of the tax payers dollar. Basic to this purpose is the identification of the needs to be met by the public schools. Citizens, business and industrial organizations, labor, and professional organizations in education have a significant contribution to make in this identification of needs for today and the foreseeable future. Programs and services to meet these needs must be provided. After needs, programs and services have been identified, consideration can be given to the type of educational structure which will efficiently and economically provide these programs and services at the desired level of quality or excellence.

Every professional association for administrators and for program areas is directly and vitally concerned with this kind of a study. Each one has a contribution to make to the project in terms of the beliefs and values held by its members, its objectives, and its needs. Each lay organization interested in or affected by public education has a contribution to make to the study. It is the intent of this invitation to facilitate the making of this constructive contribution for the benefit and value of desirable educational opportunities for all boys and girls in each of the four states in the cooperative study.

AN INVITATION TO PLANNING
IN EDUCATION

SCHOOL DISTRICT ORGANIZATION - A STATE AND NATIONAL PROBLEM

School district organization is a problem of national concern in the second half of the twentieth century. More than twenty of the fifty states are actively engaged in efforts to improve the structure for public education. The challenge of science and technology in bringing about a new way of life within this generation is taxing the existing school district beyond its capacity to meet the emerging needs. The expectations of the people for "the good life" have changed significantly within the past generation, and these expectations will change again within our lifetime. Unprecedented demands upon the educational structure to meet the needs of the people, of the state, and of the nation have revealed serious limitations and have emphasized the urgency of the situation.

The explosion of knowledge, the adaptation of science and technology to improved educational programs and to the methodology of these programs, the knowledge and the skills demanded today to fill the ever changing employment opportunities, the problem of just how to learn to live and work together in peace, both at home and abroad, are but a few of the problems that could be listed. As people focus their attention on the educational needs of these times, they have been compelled to examine the educational structure which was created and which is maintained to provide programs and services to meet those educational needs. As a result, the strengthening of the structure for education has been accepted as one of the imperative needs of this century by the people of the several states.

There are many and varied reasons why school district organization is a major concern to the people, to the state and to the nation at this time. These may be listed briefly as follows:

1. The scientific and technological revolution has brought new demands upon the schools. The nature of these new demands are such in the areas of vocational education, special education, improved and expanded programs and services, that an examination of the structure for education has become imperative in order to provide programs at a level of excellence or quality with efficiency and economy.
2. The educational needs of all pupils are expanding, with these needs being identified by:
 - a. The Federal Government, in the interest of national defense & the general welfare.
 - b. The state government, with education as a primary function and responsibility of the state.
 - c. The local level, with the identification of local needs indigenous to that community.

- d. The culture and society of which we are a part, for a perpetuation of the ideals of that society, and an appreciative understanding of the heritage of all of its members.
 - e. The individual, for education, to be meaningful, must have value as understood and in the eyes appreciated by the student.
 - f. Business and industry, for the labor and management needs of our economy is dependent on the productivity of the business and industry upon which it is established.
3. As more and more money is required to support public school education, the citizen, the community, state leaders, and the legislators are demanding:
 - a. A higher quality of educational programs and of instruction.
 - b. Increased efficiency in the operation of the schools.
 - c. An economical expenditure of the tax payers' dollar.
 4. The mobility of the people, the shifting of the population from a rural to an urban economy, the development of great metropolitan areas, and the changes resulting from the scientific and technological revolution have placed demands upon the educational structure making a critical examination of that structure essential and imperative.
 5. The increased cost of education due to inflation, increased enrollments, expanding and high cost programs (such as vocational education), have necessitated a reexamination of the structure for education.
 6. School finance factors contributing to a reexamination of school organization includes the following:
 - a. The heavy tax burden on real estate.
 - b. The spiraling costs of all governmental costs.
 - c. The increasing disparity of wealth and the inequalities of educational opportunity as a result of these disparities.
 - d. The competitive struggle for the tax payers dollar (local government, state government, federal government).
 - e. The increasing costs resulting from a liberalization of policies pertaining to children attending private and parochial schools.
 - f. The rapidly expanding cost to the state for technical and higher education.

A COMMITMENT TO EDUCATION

Education a State Responsibility: Education is a function and responsibility of the state. The inclusion of an article in the constitution accepting this responsibility was one of the requirements for admission into the Union of States, and education has been a state responsibility from the creation of the state to the present time.

Responsibility for All: Since education is a function of the state, the state has the responsibility for guaranteeing an educational program that will meet the educational needs of all pupils living in its boundaries. The state, then, must define what these needs are, establish the programs and services required to meet these needs, and determine the quality of the programs to be maintained, the financial level at which they shall be supported, and the organizational level at which they will be administered.

Meeting the educational needs of all pupils implies that this responsibility shall be met regardless of the geographic location of any pupil, or of his socio-economic status. Every pupil of the state, regardless of his parentage, his background or his economic status, has an inalienable right to education at public expense, and the guaranteeing of that right is an obligation of the state.

Equitable Opportunity for All: Education as a state responsibility requires that provision be made for equitable opportunities for all pupils. "Equitable" opportunity isn't "equal" opportunity, nor is it the "same" opportunity. Rather, it requires "justness" and "fairness" of opportunity in relation to the respective needs and potential of each and every child. Thus, if the child is exceptionally talented, if he has learning difficulties, if he has physical or emotional problems, or if he has special interests and abilities, an equitable educational opportunity requires a program offering designed to help each and everyone to become a worthy person, to become a contributor to the community and society of which he is a part, and to become an effective participant in the business and industrial development of the state and nation.

A Commitment to Boys and Girls: All of the above is a commitment to boys and girls. The strength of our communities, of our state, and of our nation rests in our youth. Each one is important, his respective needs must be satisfactorily provided for, regardless of where he lives or of his socio-economic status. As provided in the constitution of each state, the guaranteeing of these rights and privileges to each and everyone is a responsibility of the state, and that these opportunities be equitable in relation to the respective needs of each one.

SOME BELIEFS ABOUT PLANNING IN AND FOR EDUCATION

1. The people want good educational opportunities for their children.
2. People interested in or affected by a proposed policy should have the opportunity to share in and to contribute to the development of that policy.

3. Constructive change occurs when there is an understanding of all the facts and information that can be provided on the problem, and when there is a desire to seek improvement.
4. Faith and confidence can be placed in the judgment of knowledgeable people (lay and professional).
5. Leadership, in major part, is providing the opportunity for:
 - a. Personnel with specialized training and experience to contribute their understandings, their judgments, and their insights upon a given problem as it relates to their field of specialization.
 - b. People affected by or interested in a program or policy to study, analyze and evaluate the contributions of specialized people in a given area as it relates to the problem or issue being studied.
 - c. People in executive, legislative and policy making positions to be knowledgeable about, to evaluate and to act upon the best information available as a result of (a) and (b) above.
6. Constructive change takes place as a product of the involvement of people as indicated above. Thinking through a problem, planning together concerning that problem, and initiating cooperative action is a part of the process essential for improvement in education. It is democracy in action.

BASIS FOR PLANNING

Planning the organization or structure for education is like the designing of a house. Before the blueprint can be drawn, careful consideration must be given to what you want and need in the house. For example, how many bedrooms will be needed? Is a family room desirable? A recreation room? A living room? What is the desired size of each room? How much closet space is needed, and where should it be located? What is the desired relationship between rooms? How should they be connected? And, above all, just what do you, the owner, want in a house that will help it to become the home that you have always wanted, and which is structured to satisfy both existing and projected future needs. All of this must be done within the financial ability of the home-owner.

Planning the structure for education or school district organization, is just like planning the house. Each parent should give consideration to what is needed and wanted for his sons and daughters so that they may become worthy members of their communities, or of the communities to which they may move. Each and every citizen should give thought to the expanding educational needs required for youth to become economically productive in a world vastly different from that of a generation ago. Furthermore, the major problem of learning how to live and work together at peace and for the welfare of the immediate community in which they live, in the state, in the nation, and in the world today is an ever present need to be met.

The house being built today is vastly different from those constructed one and two generations ago. Science and technology have created new conveniences which we, the people, have come to accept as essential in the home in which we want to live. Similarly, science and technology have created new educational needs to be met, new kinds of job opportunities with new skills and abilities for success or competence as a worker in this new position. Likewise, new programs have become essential, such as vocational education to prepare youth with saleable skills in this new world of work, thus enabling them to be competitive for job placement wherever they may seek employment.

The designing of the structure for education must, therefore, be determined in relation to three broad areas, including:

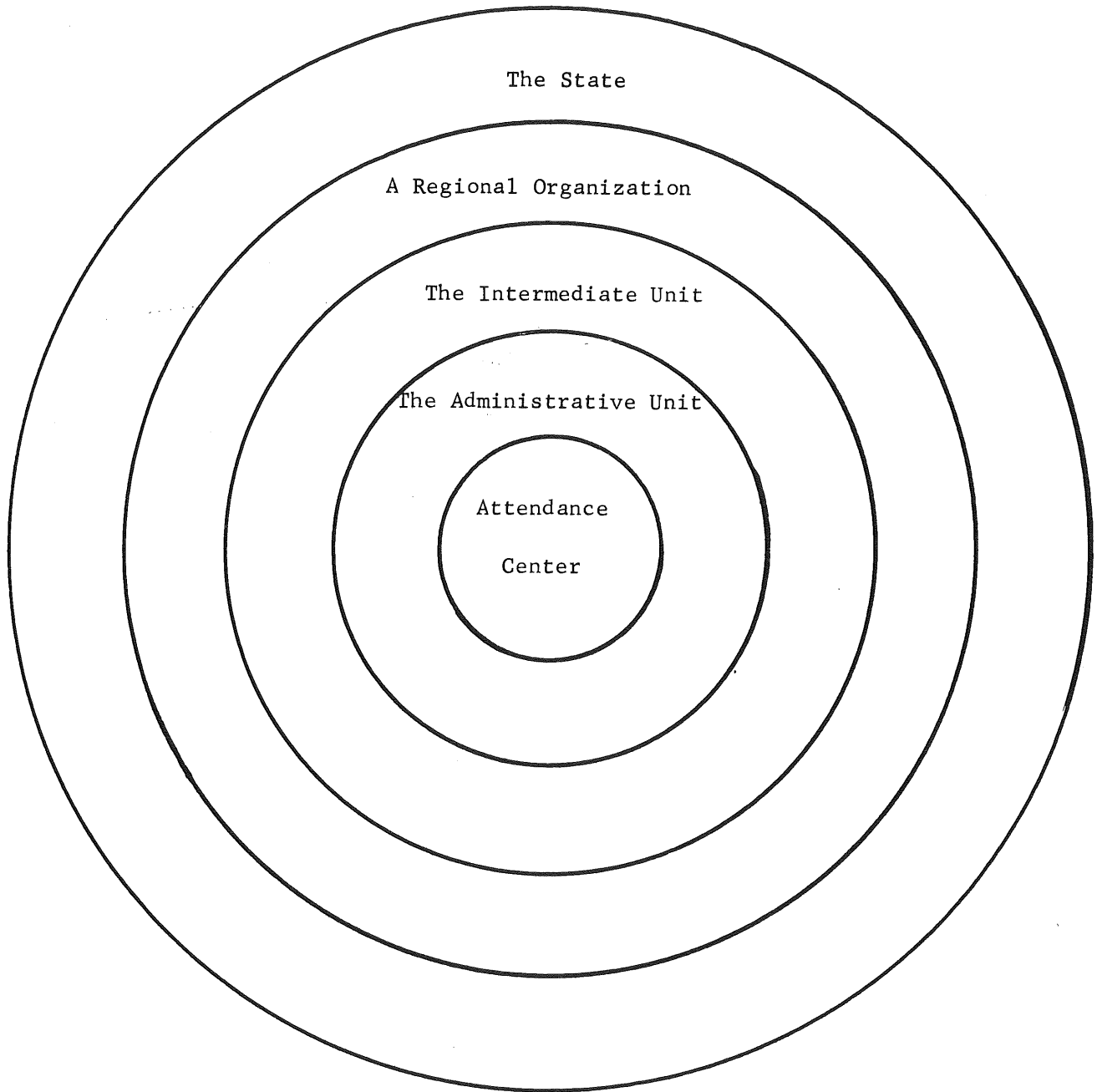
1. The needs which can and should be met in the public schools of the state must be identified. As stated above, needs today are being identified at six different levels or classifications. These are at the federal, state and local levels; and, the needs considered to be essential by the pupils, by our society, and by business and industry. The identification of needs to be met is the first step to be taken in planning a structure through which they may be realized.
2. Programs must be designed to meet the identified needs. Whatever the need may be, a program must be developed to fulfill that need. This is true, whether the need is to prepare for admission to a college or a university, to prepare for a vocation, to prepare for intelligent citizenship, or to meet special needs of the handicapped. Programs scientifically designed to meet identified needs is the second major step to be taken.
3. Services must be provided which will support the programs which have been designed to meet the needs. Among other things this includes supervisory services, statistical accounting for pupils, staff and business management, remedial services to pupils, and the provision of the facilities essential to make these services functional and practical.

When the needs have been identified, and the programs and services considered to be essential for the meeting of these needs have been determined, consideration can then be given to the establishment of structure (school district organization) which will provide these programs and services at an acceptable level of quality or excellence, with efficiency and economy of operation.

RELATIONSHIP TO ORGANIZATIONAL FACTORS

The designing of a structure for education has followed many patterns, and the patterns of the past are under critical examination as a result of new needs to be met by the public schools, and new and more costly programs which must be provided to meet these needs.

An Organization Structure
For Education



It is becoming increasingly apparent that district organization must be determined in relation to the programs and services which it can provide with efficiency and economy, and at the desired level of quality. For example, the state may be the district for schools for the deaf and the blind. But only one state, Hawaii, has adopted the state as the district for all programs and services.

One criterion may be important. Whatever the program, whatever the service, it should be delegated to a subdistrict which can provide that program and service at a high level of quality, with efficiency and with an economical expenditure of the tax payers' dollar. Therefore, consideration needs to be given to the possible subdistrict organizations within the state which can achieve this objective. Five such districts, including the state will be suggested for consideration.

Attendance Center: Most programs and services can be provided at the attendance center. For example, some vocational educational courses can be offered in the high school attendance center. However, very few high school attendance centers can provide comprehensive vocational educational programs as conceived to be needed today. Certain activities in a good guidance program must be carried on within the attendance center. Likewise, each and every program, each and every service has certain standards which should be met. Those which can be provided at an acceptable level of excellence, with efficiency and economy, should be provided in the attendance center.

Administrative District: The administrative district may be composed of one, two, or more attendance centers. There are certain programs and certain services which can and should be provided by the administrative district which cannot be provided at an acceptable level of quality, with efficiency and economy, at the attendance center.

Intermediate Unit: The expanding program and service needs today have caused many states to explore the advantages of an intermediate administrative and/or service unit which serves several administrative districts. In many states, these have become multi-county in order to provide the desired programs and services at a reasonable and justifiable cost to the local and state taxpayer.

Regional Organization: Some professional educators are of the belief that a regional structure of some kind is needed. For example, the public school leaders in curriculum in one state held the belief that six to eight regional organizations were needed in order to optimally provide and to coordinate curriculum research and development in the state. Each program, each service, may have a need for some form of regional organization.

The State: The state is ultimately responsible for education at any level within the state. This means that the state should be the district for some programs and services. Also, it means that the state has the responsibility for guaranteeing an equitable, efficient, and economical educational opportunity for all children within a substructure of local school district organization.

INVITATION TO PLANNING

Several areas of structure have been identified above. The challenge at this point is for the professional educators, through their respective state associations (administrators, school business officials, program and curriculum areas, and others) to provide professional leadership at the level of educational statesmanship for the identification and determination of what is needed and where in the educational structure it is needed in order to optimally achieve the objectives and goals of the area which they represent. THE INVITATION IS EXTENDED TO ANY AND ALL SUCH ASSOCIATIONS, ORGANIZATIONS OR INSTITUTIONS TO CONTRIBUTE TO THIS PLANNING FOR EDUCATION IN THE STATE.

There are several ways by which a professional association, or an individual, may contribute to this study. These include the following:

1. Develop a statement of position or belief about the needs, the program, the services, and the structural organization considered to be desirable for the program or service area represented by the organization. Such statement should present -
 - a. The best in the research field on this topic.
 - b. An analysis of the literature in this field.
 - c. The best professional judgement of the members, either of a committee of the organization, the executive committee, or of the membership.

If the statement is at the level of educational statesmanship, it will meet the following tests:

- (1) It will have the support of a noted and respected leader in the field, but who is not a member of the association.
 - (2) It will convey with understanding and appreciation the ideas contained in the report to other committees, to the administrators of the state, to the State Board of Education, and to members of the legislature.
 - (3) If it does not meet the above tests, one of two things may need attention. First, the position paper may need to be revised and redrafted in plan and content; or, second, the position paper may be valid, but further consideration needs to be given to interpretation and communication with understanding by those who are not members of the professional area being presented.
2. Appoint a committee, or use the Executive Committee of the Association, to react to the findings and to the reports of the Project Staff.
 3. Participate in some advisory capacity as may be appropriate to the Association and to the Project Staff.

MINIMUM-OPTIMUM-MAXIMUM

For many years, many states have established standards on the basis of "minimums", which were basically designed for the typical school. As a result, districts which organized on the basis of these minimum standards were forced to reorganize as the standards were raised, and as new and expanding needs to be met required a different kind of structure in order that the program or service could be provided with efficiency and economy.

If the needs of all boys and girls are to be met which will enable them to benefit by the opportunities that exist for them today in the college, in the university, or in the world of work, consideration must be given to the desirable or optimum program or service. What should the program be according to the best professional judgment of the educational leaders in the state? According to the best judgment of lay personnel? Once this has been determined, then consideration can be given to "minimum" standards, or those levels below which the program, the curriculum, the educational service should not go in order to acceptably meet the needs of the boys and girls.

In like manner, consideration may need to be given to the problem, "When do you become too big?" Is there a point beyond which structure, organization, or size should not go for achievement of the desired objectives? Admittedly, this is a very nebulous topic, but there are evidences in several parts of the country that increased attention should and must be given to this problem. As the professional leaders of the state contribute their best judgment of the problems as outlined above, they may wish to give some consideration to the factor of "maximum".

The three terms may be interpreted as follows:

- Minimum: the lowest level or conditions for growth acceptable in providing programs and/or services at an acceptable level of adequacy or quality, with efficiency and economy.
- Optimum: "The most favorable condition for growth".-Webster. "Optimum" refers to a balance of all factors (size, adequacy, quality, efficiency, economy) which provides the most desirable conditions for educational growth and development in the state.
- Maximum: A level or conditions for growth beyond which the values attained may be increasingly subject to question.

UTILIZATION OF REPORTS

Position papers and reaction reports will be of significant value to many people. In order to facilitate this utilization, the following plan will be followed:

1. All reports received will be reproduced as submitted. Each will be accompanied with a one-two page summary or outline of the contents of the paper.

2. Distribution of each report will be made to:
 - a. Other committees within the state.
 - b. Committee members working on the same topic in the other three states.
 - c. Advisory committees to the project.
 - d. Division or Department Chairman, the State Department of Education.
 - e. The State Board of Education.
 - f. Interested members of the legislature.
3. The Project Staff will accept the responsibility for attempting to develop guidelines for school district organization which will represent a pattern of relationships for and between the several program and service areas, and for the presentation of such guidelines for review, analysis, and appropriate modification by an advisory committee or other representative group.

FINANCES

A limited amount of project money is available for expenses of a few association and organization committees appointed to develop a position paper or reaction report. In addition, some money is available for consultative services, but this will have to be used quite sparingly. However, a consultant serving an association committee may, at the same time, be an advisor at a state or regional conference. State board members and interested members of the legislature may wish to meet with him for a question and answer session.

Associations or organizations desiring to form working committees which do not have expense money should contact the State Director immediately.

THE FOUR STATE APPROACH

The four states of Iowa, Missouri, Nebraska, and South Dakota entered into this cooperative study in the belief that each would benefit from the thinking, planning and developmental problems of each of the others. The State Directors and the Project Director have held monthly planning and coordinating meetings. As participation increases within each of the states, it is hoped that the following plan may be followed:

1. Publication of a series of brochures on several of the pertinent and relevant topics pertaining to school district organization. This will be a four page brochure, with the first three pages being devoted to research information, reports from the literature and related data. The fourth page will be redesigned for each state, under the title, "Implications for _____ (Name of the State)".

2. From one to three conferences are planned in each of the four states. (The number will depend upon the funding by the Federal Government. Present funding extends through August 31, 1967).
3. Three four-state regional conferences are planned, and each will concentrate upon critical areas of school district organization. Participation will be by professional organizations, state department personnel, lay and business organizations, and members of the legislature.
4. Four-state regional conferences will be held as appropriate for selected program and/or services areas as related to school district organization. For example, if the leaders in the area of guidance in each of the four states develop widely different proposals, then the representatives from each of the four states will be invited to a meeting at which time each one may explore the thinking and reasoning of the others, and to reevaluate their own positions.

REGIONAL AND NATIONAL TRENDS

More than 20 states are actively engaged in a planning program for the strengthening of school district organization. Two distinct patterns of school district organization are emerging in the United States. One would make each school district in the state an administrative unit that could economically provide and financially support a program of education sufficiently broad to meet the various post high school career needs of its students, including those entering college, technical schools, the labor market and other post high school careers. Normally, this requires a fairly large pupil population. The second has the same general objective, but would create smaller administrative districts that could provide selected programs at an optimum level, such as general education and college preparatory programs, but would delegate those programs and services requiring a larger pupil base for efficiency and economy of operation to an area or intermediate type of service unit.

* The emerging intermediate unit appears to be gaining acceptance in many parts of the country. It is known by various names, such as Intermediate School District, Educational Service Unit, Board of Cooperative Services, Cooperative Educational Service Agency, Area Educational District, and others. In many states these districts are multicounty. Some provide services only, while others provide both services and administer programs, such as vocational education and selected programs of special education.

TIME CONSIDERATIONS

The presentation of position papers and reaction reports should be received by the State Director in late summer or early fall. It is hoped that such materials will be available for utilization in both state and regional conferences in October and November. Four-state conferences in specialized areas of the program should be held prior to the State and Regional conferences, if possible. The final date for the presentation of position papers and reaction reports, to be of value in project development, should be received no later than the first of the year.

THE INVITATION RESTATED

Planning for school district organization is so complicated and so involved that no one person, or even small group of persons, can possibly have all of the desired information essential for the development of appropriate guidelines to meet all of the program and educational service requirements. The assistance of specialists in the field, those persons in positions of professional leadership within these respective areas, and who have responsibilities in State Departments of Education, in public schools, in professional associations, and in colleges and universities is essential for the appropriate development of the project. It is these people who possess a full and appreciative understanding of available research in each of the several areas. They are knowledgeable concerning the contributions in the literature on this topic, and are in a position to assess the valued judgment of knowledgeable people within these programs and services concerning what is desired and what is essential for the operation and maintenance of high quality programs with efficiency and economy.

This is an opportunity for the professional educator to assist in the development of a professional statement concerning the needs to be met, the programs and services required to meet these needs, and to propose essential considerations for the structure and organization of education to efficiently and economically provide these programs and services for all children, regardless of where they live in the state, or of their socio-economic status in the community of which they are a part.

In a like manner, many lay, business, industrial and labor organizations have a significant contribution to make. Some have an over-all interest in the total project. Others have an important contributions to make in the identification of needs. For example, business and industry are the employers of the finished product of the public school system. In working with these new employees, they are in a position to assess the strengths and limitations of the graduates of the public schools in relation to their ability to assume a responsible position and to contribute constructively to the business or industry. Also, they are in a position to anticipate changing needs, the appropriate adaptation of programs to meet these needs, and through this identification to lessen the gap between recognition of need and the implementation of programs to meet the need.

PROFESSIONAL AND LAY PERSONNEL, INDIVIDUALLY OR THROUGH THEIR RESPECTIVE ASSOCIATIONS AND ORGANIZATIONS, ARE INVITED TO SHARE IN THE DEVELOPMENT OF CRITERIA TO BE USED IN THE DESIGNING OF GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION.

A FIVE POINT THRUST FOR SCHOOL DISTRICT ORGANIZATION

1. Education for All

Equitable educational opportunity must be provided for all pupils in the state. It is equitable when it makes possible the fulfillment of each individual's interests and needs, and the needs of our society, our state and our nation. It must be equitable education for all, regardless of where the student lives or of his socio-economic status. This is education in and for democracy.

2. Optimum vs. Minimum

For too many years, most states have organized schools on the basis of minimums--minimum standards, minimum enrollments, minimum districts. The rank of Nebraska among the fifty states reveals optimum ability to support education but the achievement of below average results. It is time that each state builds for the optimum, reserving minimums for the exceptional situations as opposed to the accepted, or normal or average.

3. Human and Material Resources

School district organization provides the structure and the framework whereby the human and the material resources of the State can be brought to bear constructively, creatively, efficiently and economically, for the providing of the programs and services to meet the educational needs which we, the people, believe to be important.

4. Flexibility

Flexibility in school district organization to meet the changing needs and demands of our times is imperative. Science and technology have created a new way of life within our lifetime. It will create another for our children. Education must have the potential for adaptation to these changes at the time the changes are needed. The educational organization must have the flexibility to adapt to rural portions of each state as well as the emerging megalopolis. Furthermore, these adaptations must be a part of the process of change itself.

5. Education a Responsibility of the State

Education is a state responsibility. It is not a local responsibility, and it is not federal. It is, or should be, what the people of the state will that it should be for the welfare and in the interest of all. Only to the degree that the state assumes its responsibility for education will it be possible to maintain education as a function of, by and for the people.

PLANNING FOR SCHOOL DISTRICT ORGANIZATION
IN IOWA

by

Ellis G. Hanson

Iowa Director

Great Plains School District

Organization Project

PLANNING FOR SCHOOL DISTRICT ORGANIZATION IN IOWA

In the time allotted to me I would like to explore with you three distinct facets of today's conference theme---Planning for School District Organization in Iowa. First, I would like to analyze for you the present structural organization for education in Iowa in light of our historical development; secondly, we will take a look at the major problems we face in the state as a result of the present structural organization; and lastly we will view together the presently operationalized approach to resolving some of the problems.

Iowa has a long and proud heritage of extensive public school development. At the time of statehood in 1846, a total of 416 public elementary and secondary schools were already operating. The civil township was established as the basic unit for administering public elementary and secondary education at the time of statehood. However, a legislative enactment in 1858 permitted the sub-districting of townships. Consistent with the philosophy of keeping schools close to the people, the creation of new districts and construction of schools flourished during Iowa's great development of the late 1800's. The zenith in numbers of districts was reached in 1900 with 17,522 legally constituted districts.

During this period of rapid proliferation of districts the position of the county superintendent was legislatively created in 1858. The office was created as an arm of the state education agency and served primarily in a ministerial capacity in the areas of teacher certification, school supervision, and in reporting to the state education agency. Since 1858 Iowa has maintained a three eschelon system of education---the state education agency, the county school unit, and the local school district.

The consolidated school movement began in the early 1900's and along

with a major legislative enactment at this time, resulted in reducing the number of school districts to 5,064 by 1918.

The second major movement began in about 1918 and was gaining momentum when the sagging agricultural economy of the early 20's halted the movement completely.

The total number of school districts remained static, approximately 4850, from 1921 until 1952 when the community school movement began. Through a program of permissive legislation and strong leadership from the Department of Public Instruction, the total number of districts had been reduced to 1056 by 1965. Legislation of the 61st General Assembly mandating all areas of the state attached to districts maintaining high schools brought this total down to 502 by July, 1966.

Today we have 473 legally constituted local school districts in Iowa. Four hundred and fifty five of these are maintaining K-12 programs and the remaining 18 non-high school districts are either involved in reorganization or are engaged in litigation as a result of their attachment to high school districts.

When viewing numbers alone we could boastfully say Iowa has been the nations leader in reducing the number of school districts. However, a closer analysis of the 455 existing K-12 districts presents a panorama of incredible inconsistency and inequity.

There are 120 districts enrolling from 200-499 students in K-12 programs. The smallest district enrolls only 195 students and maintains a four-year high school for 48 students. These 120 districts represent 26 percent of all districts in the state and enroll only $7\frac{1}{4}$ percent of the states school age children. There are 120 K-12 districts which range in size from 500-749 students. They constitute another 26 percent of all districts. This size category enrolls 11.78 percent of the states public school pupil population.

If we combine these two groups, it is readily apparent that over half of all legally constituted school districts (240 districts or 52 percent) in the state presently enroll only 18 percent of the students. By comparison, the 25 largest districts, each enrolling 3,000 or more students account for 40 percent of the states total public school enrollment. The present range in enrollments is from a low of 195 students (Rembrandt Cons.) to a high of 44,954 students (Des Moines).

Twenty three districts operated during the 66-67 school year with less than 300 students in K-12 programs, 47 districts with 300-400 students. Five districts maintained high schools with less than 50 students, the smallest being 42 students. Eighty eight districts have high schools of less than 100 students.

Three additional areas are relevant in relation to size of school districts. Data presently available suggests a steady increase in teacher assignment efficiency, and consequently, financial operating efficiency, as school size increases. Elementary pupil-teacher ratios vary from a low of 19.7 in the 200-499 size class up to 28.1 in the 3000 or over class. Junior high school pupil-teacher ratios range from 21.0 in the smallest size class to 22.0 in the largest and senior high ratios range from 11.8 in the 200-499 class to 21.7 in the largest class. This would certainly suggest that as school size increases we see a consistent pattern of increased efficiency in teacher assignment.

Another area of size comparison relates to curricular offerings of the school districts. Unfortunately limited data is available to describe variances in elementary programs. In analyzing what data is available and from personal observations around the state, I would assure you considerable disparity exists in quantity as well as quality in programs offered to elementary and junior high school students of the state.

In viewing curricular programs available to high school students, the number of units of credit offered ranges from 26 to well over 100. Though curriculum semantics confuse a reliable analysis of this phase, we see a steady increase in the number of curricular offerings available to students as school size increases. The median units of credit offered by high schools enrolling less than 200 students is 33. The range in this class is from 26 to 43. By comparison, the mean number of units offered in the largest size class, high schools enrolling 600 or more students, is 60 units. The evidence presently available proves conclusively that students enrolled in the smaller schools of Iowa are being denied equitable educational opportunities by restrictive and limited curricular programs.

Lastly, cost factors present a similar picture. As school district size increases, per pupil costs consistently decline. The range in per pupil costs in 1965-66 was from \$387 to \$1069, with the average state per pupil costs computed at \$493. A consistent pattern of per pupil cost reduction is apparent until we reach the high school size group of 900-999. In the largest two size categories costs tend to rise again.

The average costs for varied instructional levels within school districts for 1966-67 was:

	Total Per Pupil Cost	Range	
		High	Low
Elementary	\$431	927	302
Junior High School	544	1076	116
Senior High School	604	1336	326

It is interesting to compare per pupil costs with size of school districts. During this same period, 11 districts had high school per pupil costs that exceeded \$1000. Seven of the 11 enrolled 101 or fewer students.

District	Per Pupil Cost	H. S. Enrollment
Pleasant Valley	1336	323
Marathon	1158	82
Fonda	1134	70
Palmer	1127	62
Boone Valley	1116	116
Cylinder	1115	72
Burt	1051	78
Montezuma	1046	191
Sabula	1035	101
Dysart	1035	157
Lytton	1010	100

In analyzing cost comparisons, two additional areas will be noted--- those of administrative costs and general instructional costs. Within the thirteen size classifications for Iowa schools, the range in administrative costs was from \$11.30 in the 1000 student and above class to a high of \$47.40 per student in the 75-99 size class. The state average per pupil administrative cost during the 1965-66 school year was \$20.02. The percent of the school budget allocated to administrative expenditures ranged from 2.37 percent to 8.05 percent. We see a consistent pattern of administrative cost reduction as school size increases to 800 students. In the 800-999 student classifications we note a slight rise in administrative costs and beyond 1000 students a marked decrease in per pupil administrative costs.

A similar pattern is discernible when viewing per pupil instructional costs within the thirteen size classifications. The range of instructional costs is from a low of \$384.19 in the 800-899 classification to a high of \$406.13 in the smallest size category schools enrolling from 50-74 students in grades 9-12. The state average per pupil cost for instructional services during this year was \$344.65. This constituted 69.88 percent of the total school expenditures.

In addition to this local district picture, we have a similar pattern in the organization of intermediate districts. Some consolidation has occurred in the reorganization of county school government. Under present permissive legislation three mergers have become operational. The first of these, the Scott-Muscatine County Merged Area, became operational a year ago. The remaining two became operational July 1, of this year. One of these is the Black Hawk-Buchanan County Merger and the other the Cerro Gordo, Worth, Mitchell and Floyd County Merger.

A number of counties are presently operating cooperative programs under a single administrator but maintaining their atonomy as governmental units. We presently have 67 county superintendents serving the 99 counties. Variances in the extent and quality of services rendered by these agencies are as great as those found between local school districts. Some county school systems provide nothing more than ministerial services required by law. Other have developed extensive programs and provide services ranging from data processing to comprehensive in-service training programs for teachers and administrators within their jurisdiction.

In addition to local districts and intermediate units we have the recently created area vocational technical schools and community college organizations. I would make only two comments regarding them. First, they did survive the scathing scrutiny of the 62nd General Assembly, and secondly,

their mushrooming enrollments indicate public acceptance and enthusiasm beyond all expectations. With the creation of this unit of school government we see some modification to our historical three eschelon system of organizational structuring. Though the roles, responsibilities, functions and interrelationships between the various strata of the structure are not presently clearly defined, the structure would appear graphically as illustrated below.

STATE EDUCATION AGENCY

COUNTY SCHOOL SYSTEM
(INTERMEDIATE UNIT)

AREA VOCATIONAL TECHNICAL SCHOOLS
& COMMUNITY COLLEGES

LOCAL SCHOOL DISTRICTS

The Problems

With this background of Iowa's educational organization, a number of major problems face us today. I would like to relate to seven specific problems we have identified and are seeking alternative solutions to in connection with the Great Plains Project development.

1. The organization for education must be based upon an identification of educational needs to be met in Iowa and we have never defined these needs.

The organization for education is only a means to an end, not an end in itself as conceived by many. It is imperative that we specify comprehensively the end product desired from the educational system and then suggest a structure which will provide for the optimimal development of this product. Educational needs are presently identified at six distinct levels and these must be identified and integrated into a comprehensive state wide plan. Needs are being identified by the Federal Government, by the state, by the local community, by the individual, by the general society, and by business

and industry.

2. Iowa has an excessive number of legally constituted operating local school districts.

Certainly, when we view the 455 existing K-12 districts of the state and note that 240 of these districts are presently attempting to meet the educational needs of only 18 percent of the pupil population of the state, we must seriously question the efficiency and economy we are presently prompting. Equally as important to question is the level of quality presently tolerated by many citizens in Iowa.

3. Iowa has an extremely inequitable distribution of pupils among existing local school districts.

When we view demographic changes taking place in the distribution of the states population we can only predict that this situation will become more acute. The areas of Iowa with sparse population are the areas which are loosing population at the highest rate. With few exceptions all population growth during the past 15 years has been recorded in cities of 5,000 or more or in communities within the immediate proximity of major population centers. Communities of 2500 have tended to remain stable or have declined slightly in population and most other areas of the state are recording consistent, and in many instances acute, population declines. If schools are to serve pupils where they live, we can reasonably project a state educational system with 75-80 percent of the pupils residing in urban centers.

4. Iowa has an extremely inequitable distribution of financial resources among existing districts.

The present range in assessed valuation per pupil is from a low of \$3,739 to a high of \$57,586 per pupil. The median assessed valuation per pupil during the 1966-67 school year was \$11,985. One hundred and sixty eight districts possessed valuations of less than \$10,000 per pupil, 30 of these districts with per pupil valuations of less than \$7,000. On the other end of the continuum

67 districts possessed valuations in excess of \$15,000 per pupil. Closely associated with variances in valuation is the consequent tax millage levies. General fund levies ranged from a low of 15.444 mills to a high of 100.619 mills during the 1966-67 school year. The average general fund levy was computed at 43.991 mills.

5. The present structure of intermediate units is inadequate to provide comprehensive programs and services.

As a result of extensive local district reorganization and general societal changes, many of the functions originally conceived for the county superintendent in 1858 have become extinct. The contemporary concept of extensive programs and services being provided by an intermediate unit necessitates a substantially larger population base than most Iowa counties presently possess. The incidence of need for special services necessitates a considerably enlarged population base in order to insure efficiency and economy in the conduct of qualitative programs.

6. There is an absence of comprehensive planning and coordination between various levels of education in Iowa.

Structural organization has historically proceeded in an unplanned and piecemeal manner. Legislation has resulted from the exigencies of the time for specific elements of the educational structure without regard for other elements. We must become increasingly more concerned about the relationships between all elements of the state education system as well as relationships between educational government and all other facets of state government.

7. The present legal framework for the organization of education in Iowa is inadequate and archaic.

The legislation presently guiding the formation of new school districts specifies a minimum of 300 students must have been enrolled in a proposed district the previous year. The newly adopted standards are requiring considerations beyond this minimum but it still persists on the books. In addition, existing legislation is lengthy, confusing and found in numerous

places throughout the code.

The Master Plan

A number of varied approaches have been taken over the years attempting to resolve some of these school problems. The present effort is, however, the first comprehensive endeavor to seek an identification of educational needs to be met in the state and then recommend an organizational structure designed to provide for these needs. This is, in essence, the basic purpose of the Great Plains Project for Iowa. The Master Plan for the Organization of Education in Iowa is the vehicle for accomplishing this.

I will not spend a great deal of time this morning discussing the Master Plan because it is presented in detail in the publication included in your folders. Let me briefly, however, explore with you the rationale and the operational procedures conceived for this development.

Basic to the total development of this plan is the firm conviction that if change is to take place those affected by change must have an opportunity to share in determining the direction, the magnitude, and the rapidity with which change is to occur. This is why you are present today. We are sincerely interested in having you share with us today and in the next 11 months, the expertise you bring to this meeting.

The specific objectives of the Master Plan are:

1. Determine the educational needs to be met in Iowa. These needs are identified at the six levels previously mentioned.
2. Recommend programs and services to meet the identified needs.
3. Recommend a structural organization to provide for the identified programs and services.
4. Assign programs and services to specific levels within the state-wide structural organization.
5. Allocate resources, both human and financial within the recommended structural framework.

6. Establish evaluative procedures that will permit flexibility in subsequent organizational structures and plan of resource allocation.

The Master Plan is designed to progress through six developmental phases. Phase I was a period of identification. During this period project goals and objectives were established, working relations established with participating states, and background data assimilated.

Phase II is intended as a means of involving personnel within the Department of Public Instruction in the study. We are seeking, from within our own department, an identification of educational needs to be met in the state.

Phase III is intended to solicit this same identification of educational needs from the multiplicity of lay and professional organizations that are active within the state. This is one of the most important phases of the project. For the first time the employers and consumers of our educational products will have an opportunity to share in an identification of what they feel are essential elements in the states educational system.

Phase IV is designed to provide a period for the assimilation of all reports and papers submitted to the project staff and the development of publications from these reports. Hopefully, the Master Plan for School District Organization in Iowa will be completed by July 1, 1968.

Phases V and VI are designed as periods for state-wide information dissemination and overall project evaluation.

A quick look at the schematic development proposed for the project will suffice at this time.

The complexity of our emerging human resource oriented urban technological society necessitates a much more concerted effort in cooperative planning and development. When we view the multiplicity of presently operationalized educational endeavors and the increasing resources, both human and financial,

being allocated to these efforts, their magnitude is staggering. We must seek cooperatively new approaches to school district organization in order to insure all children of Iowa equitable qualitative educational opportunities---and do this with efficiency and economy in order to conserve human and financial resources and to produce citizens capable of adapting to and of contributing to the emerging human resource era.

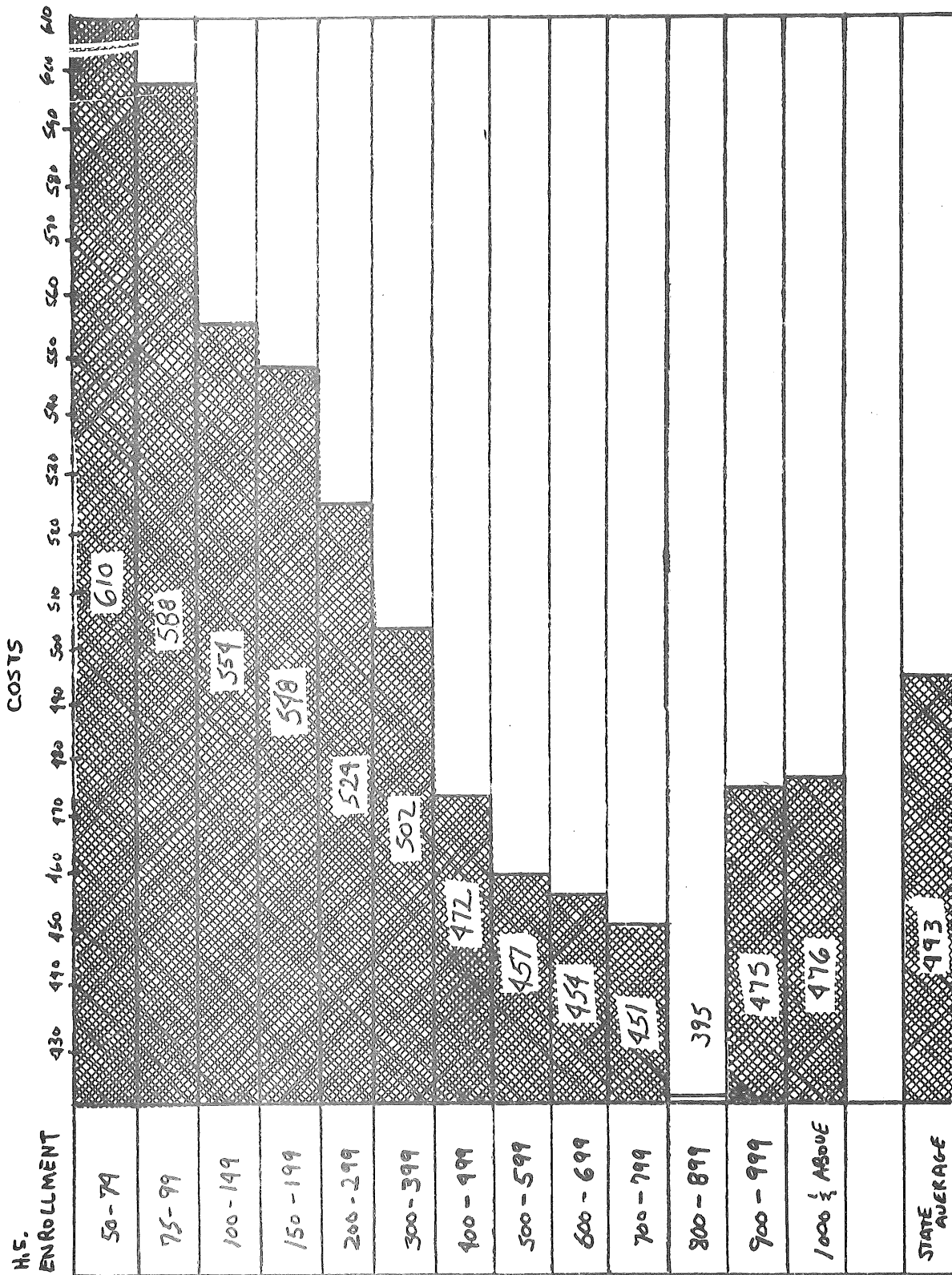
SUPPORTING DOCUMENTS

ENROLLMENT BY SIZE OF SCHOOL, 1966-1967



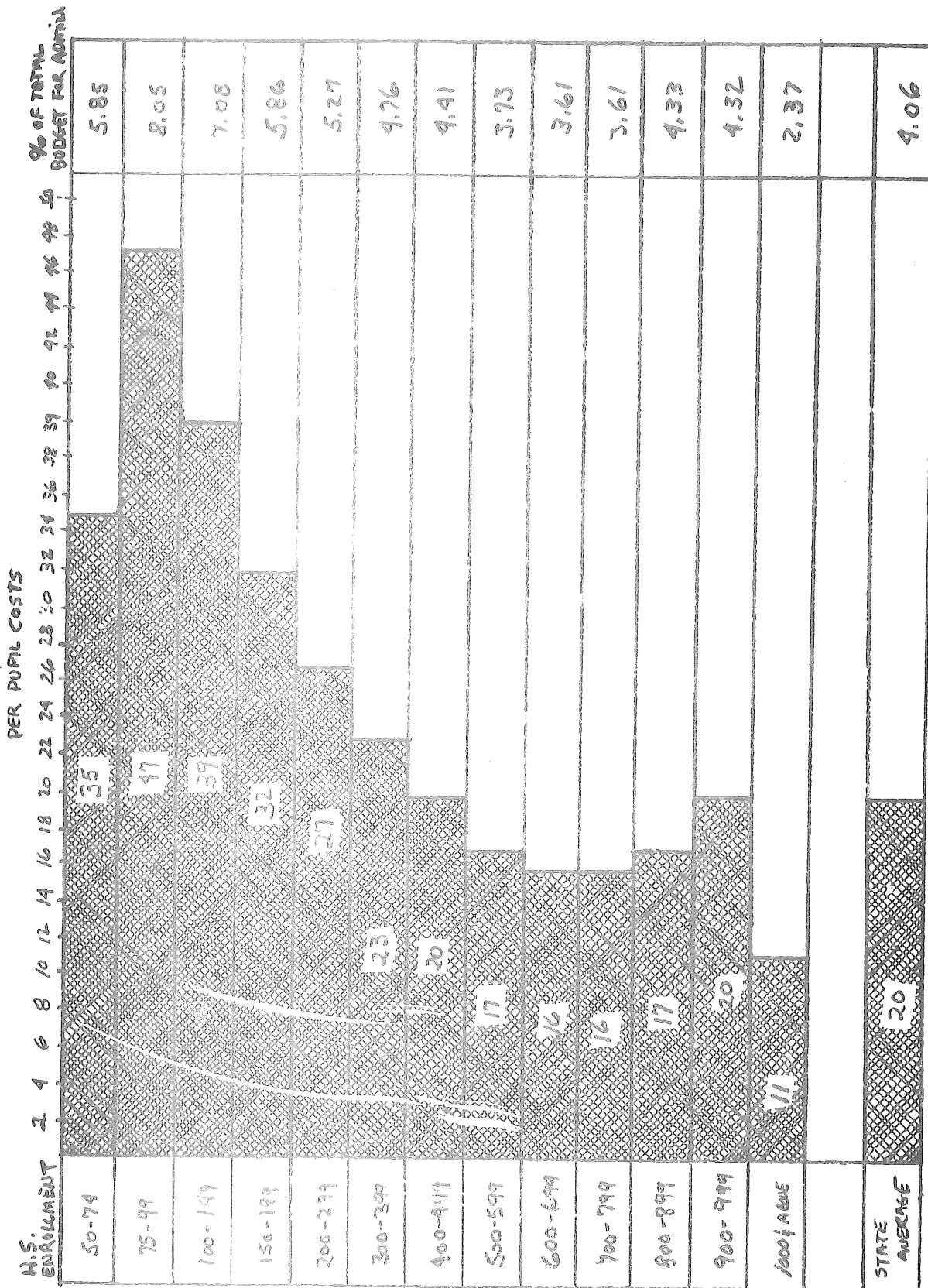
NUMBER OF DISTRICTS % OF TOTAL PUPILS IN PUBLIC SCHOOLS

PER PUPIL COSTS BY SCHOOL SIZE
1965-1966



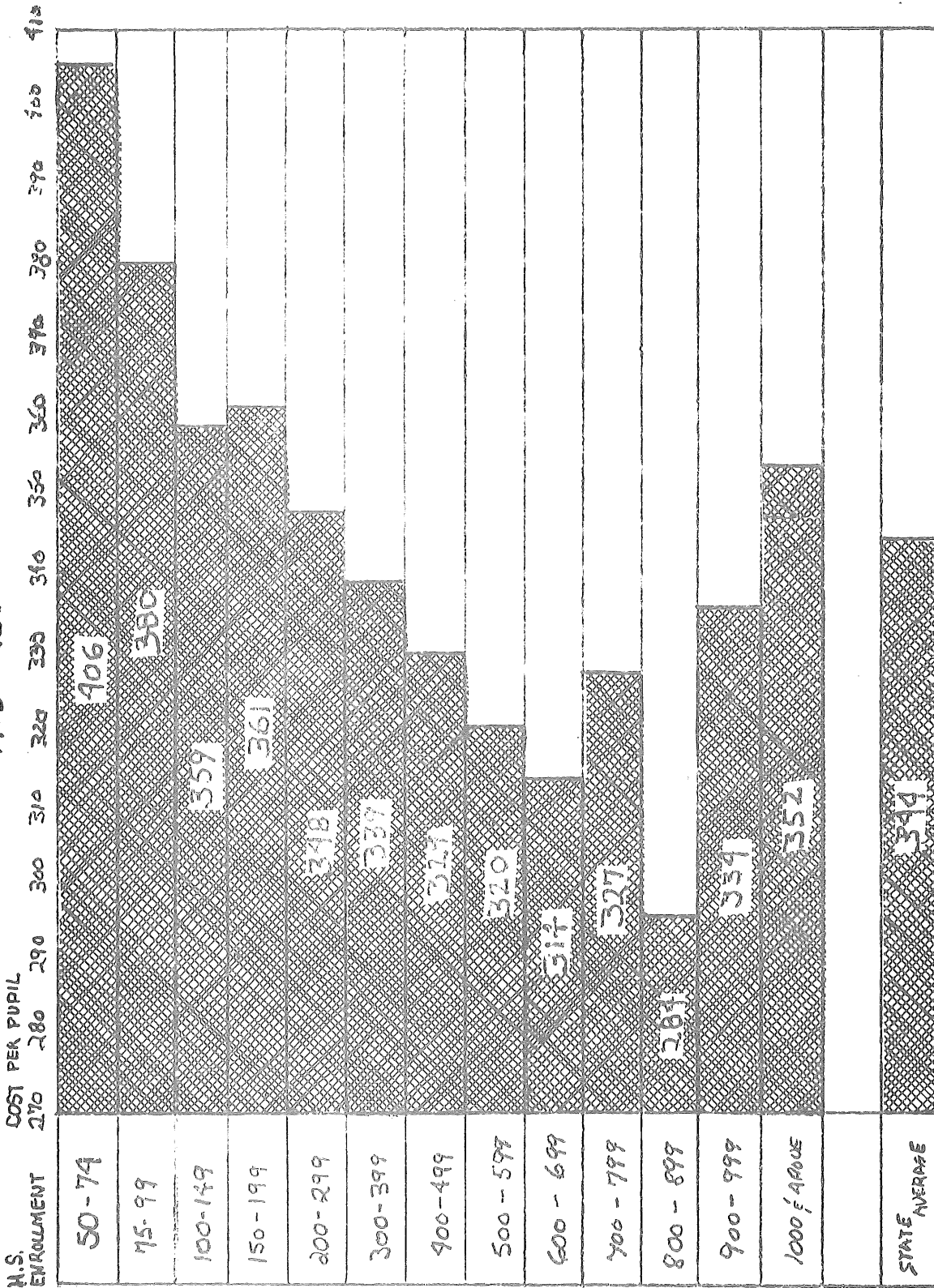
PER PUPIL ADMINISTRATION COSTS BY SCHOOL SIZE

1965-1966

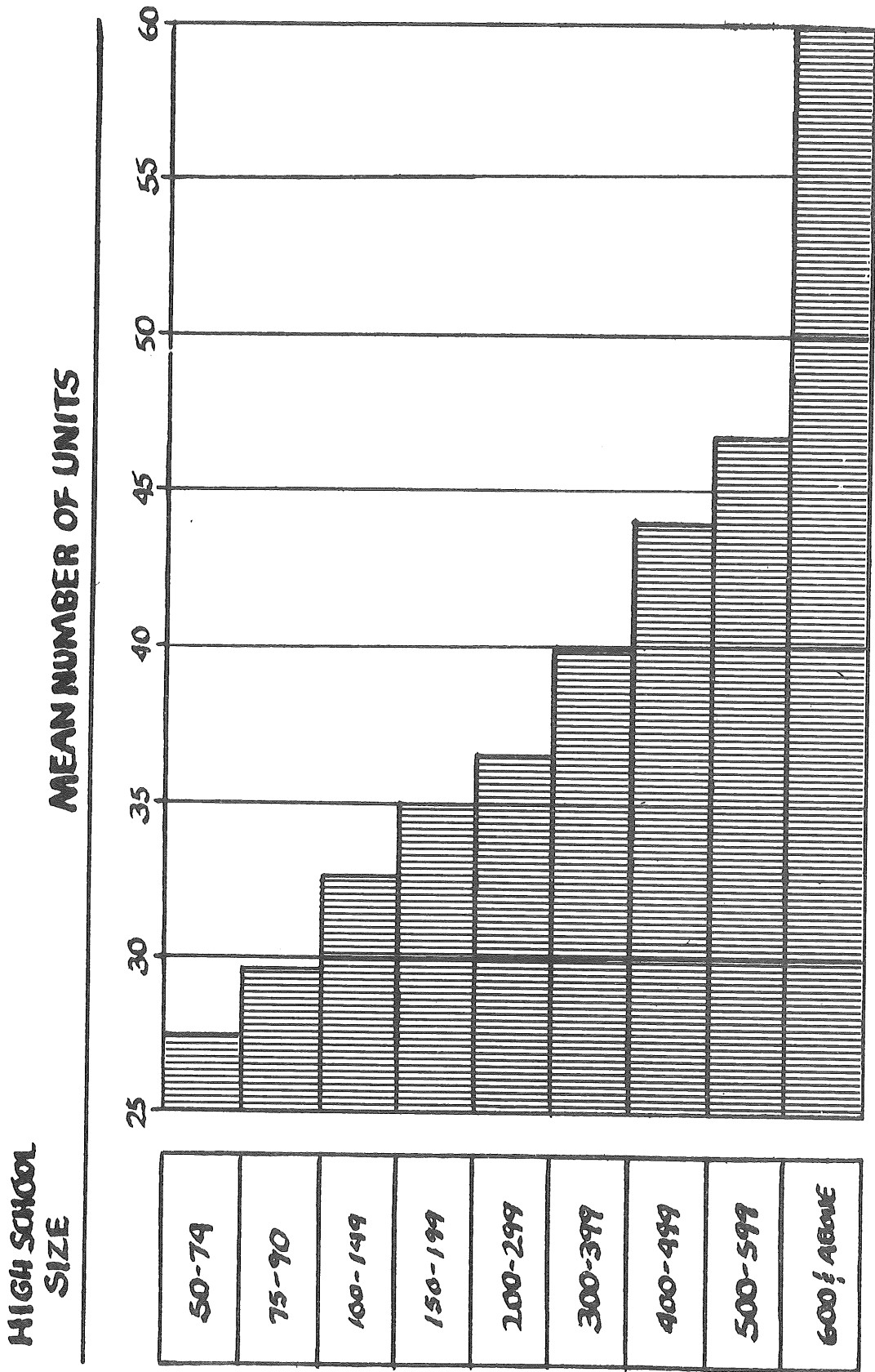


PER PUPIL INSTRUCTIONAL COSTS

1965 - 1966



THE MEAN UNITS OFFERED IN GRADES 9-12, PUBLIC SCHOOLS 1965-1966



PATTERNS AND TRENDS IN SCHOOL DISTRICT ORGANIZATION

William E. Inman
U. S. Office of Education

The following is presented as a summary of the presentation made by Mr. Inman to the conference participants:

INTRODUCTION

States have organized into patterns of educational government which typically consist of two or three echelon systems and no state utilizes a single echelon system.

In two echelon states, the components are the state and local levels. In three echelon systems an intermediate component exists between the local and state components. In Hawaii, only the state component exists.

Each component is part of a state system of education - each has a role to play. Total system should provide the people of a state with an educational framework within which educational needs can be met.

Part I

Trends in School District Organization

1. Since 1931-32 total number of school districts has been reduced over 81 percent.
2. In the past decade, 1957-58 to beginning of 1966-67, school district numbers have been reduced over 50 percent from the previous decade.
3. In the past decade, 1957-58 to beginning of 1966-67, 35 states reduced school district numbers, nine states had no change, and six states increased numbers of school districts.
4. In the past decade, 1957-58 to beginning of 1966-67, non-operating

school districts have decreased from over 5,200 to 1,777. Over 1,400 of these are located in four states.

5. The number of school districts offering only elementary school programs is decreasing.
6. Some states have decreased or entirely eliminated districts offering only high school program while others, only in the middle Atlantic and New England areas, have shown an increase in the number of such school districts.
7. As new districts are being organized there is a trend toward forming unified K-12 school districts.
8. New districts are being formed which contain more than one small K-12 or 1-12 type of district.
9. New districts are being formed from districts which were formerly known as reorganized school districts.
10. Small and medium-size cities are merging with small school districts adjoining such smaller cities.
11. Large suburban districts are developing on the fringes of major cities.
12. In the Southeastern sector of the nation, a few city and county school systems have merged.

Part II

Results of Reorganization Activity

1. Fewer school districts are educating more of the nations public school enrollment. Fall 1964 information indicated that over 97 percent of the public school enrollment was in approximately 47 percent of the nation's school districts.

2. The effects of the rural to urban movement has also contributed to the increasing size of the nations school districts. Numbers of school districts with more than 1,200 students grew in the period of 1957-65 while the number of school districts with less than 1,200 students decreased in the same time period.

Part III

How States Reorganize School Districts

1. Two basic patterns:
 - a. Legislative mandate.
 - b. Through legislation requiring or permitting state, intermediate or local school governmental agencies to form new school districts. Some states have used financial incentives to assist with reorganization.
2. Current trends in nine states, 1957-58 - 1966-67:
 - a. Conducting statewide studies.
 - b. Mandating statewide planning programs.
 - c. Recognition that a statewide approach to the task of reorganization is a necessity.
 - d. The designation of state planning agencies with powers to receive and approve locally developed plans for new school districts.
 - e. The designation of local planning agencies which often worked under specific time deadlines and within standards developed by legislation.

Generally, states seemed to be firming up planning and implementation processes.

Summary

Need for Further Reorganization

1. In Fall 1965, over 47 percent of the nations school districts yet had fewer than 300 pupils each.
2. In Fall 1965, 28 states yet had majorities of school districts with less than 1,200 pupils enrolled.
3. In Fall 1965, 39 states yet had majorities of school districts with less than 3,000 pupils enrolled.
4. Even with much more reorganization there will be great variations in local school district reorganization results. Widely differing population distributions will require these variations.

Reactions to Iowa Plan

1. Total statewide approach is only meaningful way to approach the task of examining the structure of a state school system.
2. The components of a state school system are quite interrelated. To change one component, and not consider how such change affects other components, could cause some difficult problems. The master plan approach will prevent this from occurring in Iowa.
3. Iowa plan objectives appears to possess characteristics of a well-planned lesson. (needs, identification, programs to meet needs, organization, assignments to specific levels, allocation of resources, evaluation procedures) Planning for school district reorganization is a process involving teaching, learning and decision making. Iowa objectives do relate to this process.

REPORTS OF CONFERENCE PARTICIPANTS

DISCUSSION GUIDE

1. Is there a need to study school district organization in Iowa?

Why:

2. Comments, reactions and suggestions pertaining to the "Invitation to Planning in Education".

--- The basis for planning school district organization.

--- The plan for involvement of professional associations.

--- The proposal for planning with business, industry, labor, state organizations, etc.

--- Other Suggestions:

3. Should professional educational associations for school administrators, school business officials, subject matter or content areas, service areas and others be involved in and contribute to a study of school district organization?

Yes _____ No _____ Why:

How:

4. Additional suggestions and comments:

GROUPS I and II

GROUP REPORTER: WILLIAM DREIER

What do we see as the future role that may be played by members of this group?

I. Is there a need to review school organization in Iowa?

- Think there are too many districts.
- + Legislature thinks there is need, due to mandate on being in high school district.
- + New funding process should make this more palatable - foresee a "halving" again of the number of districts because no advantage to be out of a high school district.
- + To date we have eliminated the country school...with the new tax legislation more people are concerned with support of schools and will want more for their money - it should spark more interest.
- + We are in a strategic time, we have reached the goals of the 1953 ultimate - it is going to take a concentrated effort - it should show evidence of inefficiency - it will take planning.
- + We have more people involved in every district and thus they are very interested.

Question: What is the desirable size district?

- + There seems to be none - right now we must get small towns together.
- + Transportation remains a major problem.
- + We need to consider the usefulness rather than the size of the school.

Could we convert people if we think on a high level? A 99 school district or a larger regional area? Are we ready for large packages?

- + We have the uniform property tax in some areas...school must serve a meaningful area...it might be more meaningful to the layman to go to a county unit.

Can you efficiently operate a large area?

- + If we are going to get the most out of education, we must move students into the best resources possible and available.

We discussed the question "Should professional educational associations for school administrators, school business officials, subject matter or content area, service areas, and others be involved in and contribute to a study of school district organization?" Our answer to this question was "yes," with certain reservations. We felt that these organizations and associations should serve in an advisory capacity only, and make sure that the policy making decisions be left to the officials elected by the public,-- the school district electorate, the school board, and the state legislature.

Our groups also had a few additional suggestions and comments which were raised mostly in the form of questions as follows:

- a. How do you test for quality of education?
- b. Are the statistics we have seen today the entire story in measuring quality and efficiency?
- c. How do you measure the end product of your educational system?
- d. What about the timing of this project?
- e. Would it be possible to have more advance briefing of this committee so that we could make recommendations based on a more complete knowledge of all of the facts?

In conclusion I would say that we like the idea of improving the coordination of all groups, encouraging cooperation on the part of all those affected by district organization, and improving communications so that recommendations and decisions can be based upon a full knowledge of the available facts. We did, however, wish to reserve judgement on the project for the time when we can see the entire report. We are not quite ready to rubber stamp this project at this time.

GROUP VIII

REPORTED BY: MRS. SHERMAN B. WATSON

1. Is there a need to study school district organization in Iowa?

Answers: Seven members answered "yes" and one answered "I don't know".

Why? School organization seems to be tied up with three things:

- a. The times we are living in.
- b. Economic structure of the school system.
- c. Goals of education -- the education program itself.

2. Comments, reactions and suggestions pertaining to the "Invitation to Planning in Education".

One thing for sure, all school systems are going to change in some way. Therefore, we must study constantly. This is an ongoing project. We must evaluate where we are, to see if we are doing the job needed. We need to continue to study and evaluate and hope if future decisions are made, they will be wise ones. We must keep assessing.

Some school systems are too small, but also we feel some are too large. There is a need to study the school system because of the economic structure. We need to offer courses that the students need. If some schools are too small, it is not economically possible to do this. Also, we felt if there are not enough students in a class, it is hard to get motivation. For the benefit of the students, there really needs to be larger numbers in a class (20 to 28) so they will react to each other. On an economic basis, it is hard to run a school economically, if you have to hire a teacher for five to nine students per class.

Pertaining to planning school district organization, one of the bases for planning an educational program would be to identify the needs which might apply. The needs will vary from area to area within Iowa. It is difficult to say, which criteria is best, but today this seems to be a good starting point. However, this may vary so we need to keep evaluating.

3. Should professional organizations help to identify needs?

Yes, they should help because they can give you the performance aspect of a school system.

Yes, include other groups. Make it a broad inclusion, such as tax associations, community groups, and so forth. These community groups will help to establish if the need is a reality. The guidelines will be different in different parts of Iowa. Community groups can help people understand. We need to have a wider involvement of people because the problems are all over Iowa. Again, it is important that people understand. People are the ultimate consumers, therefore, we urge that "people" be involved quickly or at the beginning of all studies.

4. We thought we heard that the end product would be the publishing of a report. We hope this is not the end. Let's keep this study on-going. Keep it updated, so if certain material is requested - say in 1969 when the General Assembly meets - there will be up to date facts and figures if needed for decisions. Could we perhaps have a continuous research committee? Change is for sure and we must keep abreast.

5. In a reaction to Dr. Purdy's paper, it is our contention that people seem to be satisfied. Is it because of the conservative thinking in Iowa? How can we get people to see if other systems are really better? We do know that children need better educational opportunities all the time. It used to be that a man could live his entire life in one town, and perhaps work for only one employer all during his working years. Now, statistics state a man may work for four or more employers, and will have to be retrained several times, so it seems obvious that we must offer various training in the public school system.

Closing: Because of technological advances, there is a need to offer fundamentals in each public school system. If there is too small a school, there is no readiness to "get ready" for technical skills. Therefore, it is the consensus from Round Table VIII, there is a need to study School District Organization in Iowa.

SUMMARY OF INDICATED PARTICIPATION

GROUP OR INDIVIDUAL	PREPARE STATEMENT OR POS. PAPER	REACT TO MATERIAL	OTHER	REPORT TO EX. COM.	NO. INT.	EXPENSES		
						NO	YES	AMT.
Iowa Assoc. of Secondary School Principals	X						X	520.
Art Educators of Iowa				X				
Ia. Assoc. of School Boards				X				
Ia. Statewide School Finance Committee					?			
A. A. U. W.				X			?	
Dr. Alfred Schwartz, Dean Drake University College of Education	X	X	X					
I. S. E. A.	X			X				
Iowa Industrial Education Association				X		X		
Iowa AFT-CIO			X	X				
Iowa Committee for Community Education			X					
Elementary Principals Assoc.				X				
Equal Educational Opportunity	X			X				
Iowa College Presidents & Deans				X				
Progressive Action for the Retarded	X	X				X		
Iowa Business Educ. Assoc.			X	X			X	?
Iowa Southern Utilities			X					
Iowa Assoc. of Sch. Admin.				X				
A. Assoc. for Health, P.E. and Recreation				X				
Coordinating Committee & Advisory Council				X				
Iowa P. T. A.		X	X					
Iowa Music Educators				X				
Iowa School Organization, Inc.	X	X						

ROSTER OF CONFERENCE PARTICIPANTS

* Indicates Member of State Advisory Committee on School District Organization

Name	Address & Organization Representing
Thomas Bell	University of Idaho Moscow, Idaho
Bernard Bolton	Secondary Schools Principals Association 122 Locust Lodge Council Bluffs, Iowa
Don Briggs	Iowa Department of Classroom Teachers 4025 Tonawanda Drive Des Moines, Iowa
Jerry Caster	Progressive Action for Mental Retardation State Office Building Des Moines, Iowa
William Coppock	Iowa Academy of Science Drake University Des Moines, Iowa
Mrs. Bess Day	Grimes, Iowa
Robert Deal	Elementary Principals Association Coon Rapids Community School Coon Rapids, Iowa
*William Dreier	National Rural Education Association Professor of Education University of Northern Iowa Cedar Falls, Iowa
*Keith Dunton	State Representative Sixty-Second General Assembly Thornburg, Iowa
Elbert Eldridge	Governors Planning Office State Office Building Des Moines, Iowa
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