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T. H. Jensen
suggested unit in the social studies



a great american institution

YOUR IOWA PUBLIC SCHOOLS

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STATE OF IOWA • DEPARTMENT OF PUBLIC INSTRUCTION

State of Iowa

1967

A GREAT AMERICAN INSTITUTION: YOUR IOWA PUBLIC SCHOOLS

Suggested Unit in the Social Studies

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FOREWORD

A strange lethargy seems to pervade some Iowa communities. Despite many encouraging signs and activities in recent years, the educational effort is still short of the educational need. Bond issues designed to offset building shortages and inadequate teaching facilities are defeated in approximately 25 per cent of the attempts. Overcrowded classrooms persist, and farsighted planning to accommodate the expanding school enrollments of tomorrow fails to enlist wide or enthusiastic public attention. Teachers' salaries, although improved over several years back, are conspicuously below wage and salary schedules in occupations less demanding in preparation and training, a situation which makes it difficult to man the schools with a quality of personnel competent to meet contemporary challenges to the schools of Iowa.

One explanation for this lethargy is a want of confidence in public education. It would seem that this lack of confidence points up the need for a thorough knowledge of our Iowa public schools.

Use of this unit in schools will give the student an excellent exposure to the Iowa public school structure and role, and in time should help build confidence in this great American institution.



PAUL F. JOHNSTON

State Superintendent of Public Instruction

INTRODUCTION

The subject matter of this unit has been planned and developed so it will have an appeal to students from the junior high through the senior high school. It will consist of facts concerning schools in all levels of structure. Schools are so much of the day-to-day living that they are taken for granted and as such seem to be losing much of their true values to many people.

It is not the purpose of this unit to give a history of education either from a federal or state viewpoint.

With this unit used for class discussion and local application it is hoped that the students will have a more thorough knowledge of the functioning and purposes for which the public schools exist. With this basic knowledge they will be fortified to:

1. Aggressively work for quality public schools
2. Resist the attacks that are being made on the public schools such as:
 - a. Public schools are not important.
 - b. Schools fail to measure up to normal requirements.
 - c. Public schools are too costly.
 - d. The gifted children are crippled rather than encouraged.
 - e. The handicapped and mediocre are taught neither to read nor write in any degree of proficiency.
 - f. Character education is neglected and delinquents are the results.
 - g. Schools are run by just a few people; others have no say.
3. Build schools that keep pace with our great "knowledge explosion" and constantly changing social, economic, and culture patterns.

$$\sum_{k=0}^{\infty} \frac{(-1)^k}{(k+1)!} = e^{-1}$$

$$\sum_{i=1}^n \frac{1}{i} \log \frac{1}{i} = -\log n$$

$$\frac{1}{2} \sum_{i=1}^n \log \frac{1}{\lambda_i} = \frac{1}{2} \log \frac{1}{\lambda_1 \lambda_2 \cdots \lambda_n} = \frac{1}{2} \log \frac{1}{\det A}$$

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$$0 \rightarrow \mathcal{O}_X(-n) \rightarrow \mathcal{O}_X(-n+1) \rightarrow \mathcal{O}_X \rightarrow 0$$

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$$S_1 = \{1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100\}$$

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1. $\text{Pr}(\text{no } \text{C}_{\text{max}} \text{ violation}) = \prod_{i=1}^n \text{Pr}(\text{no } \text{C}_{\text{max}} \text{ violation} \mid \text{no } \text{C}_{\text{min}} \text{ violation})$
 2. $\text{Pr}(\text{no } \text{C}_{\text{min}} \text{ violation}) = \prod_{i=1}^n \text{Pr}(\text{no } \text{C}_{\text{min}} \text{ violation} \mid \text{no } \text{C}_{\text{max}} \text{ violation})$

$\sigma_{\text{eff}}^{\text{eff}} = \frac{1}{N} \sum_{i=1}^N \sigma_i^{\text{eff}}$

[illegible]

A METHOD OF PROCEDURE

A unit of this nature encompasses the learning of some facts, however, it does not intend to be a unit in memory work. It is hoped the facts presented will prove to be both challenging and interesting. It is hoped that many stimulating thoughts will be brought forth in the minds of the students which will lead them to further discovery.

We erroneously assume that knowledge is dynamic. When well-informed individuals fail to support the public schools we call them by various names, forgetting that their motives, as truly as their beliefs, are products of education. We say that knowledge is power; but in truth knowledge is but the machinery through which the power of motive operates. Knowledge is the means by which desires are attained.

If we wish to improve the conduct of people toward public schools we must focus our efforts on motives at least no less than on facts. We must shift from emphasis on knowing about means, to at least equal emphasis on caring about ends. If the people of Iowa can be induced to care enough about the public schools, they will be motivated to find the needed means more effectively than at present. Policies and methods rotate about desires. Knowledge is subservient to motive.

The public schools of Iowa are not static; they are in constant change. Many facts learned today may not be applicable tomorrow. In order for this unit to be dynamic and challenging both to the student and teacher, attention should be given to the following approaches:

1. Students should be channeled into investigating the structure and functions of public education in Iowa.
2. The public schools of Iowa should be compared and contrasted with other types and systems of education. How do they compare or contrast with the schools of England, Russia, or other foreign countries?
3. Students should study national forces that affect Iowa public schools.
4. Emphasis should be placed on the uniqueness of local autonomy. When, how, and why local autonomy came into being.
5. The student should be made aware of how he as an individual fits into the pattern of Iowa schools both as a student and future adult citizen.
6. Emphasis should be placed on the real functions of public education. The student should become aware of his individual role if these functions are implemented.

The purpose of this unit, as stated before, is an attempt to give a very brief background of educational movement in the nation and state without making it a history of education. Some attention should be directed to the following:

1. The American public schools did not come into being overnight. The present institution is the result of a long process of evaluation.
2. The public schools of America and Iowa are examples of local autonomy. They are part of the American tradition of local self-government, a tradition which derives from the peculiarities of settlement in the colonial period and which has been reaffirmed by each generation thereafter. This local autonomy is with the consent of the state.

John Dewey in "My Pedagogic Creed" expressed this local autonomy and responsibility thus: "The community's duty to education is its paramount moral duty. By law and punishment, by social agitation and discussion, society can regulate and form itself in a more or less haphazard and chance way. But through education society can formulate its own purposes, can organize its own means and resources, and thus shape itself with definiteness and economy in the direction in which it wishes to move."

At this point one might direct the attention of the students toward the answering of the following questions:

1. What part did the educational theory of Benjamin Franklin play toward establishment of public schools?
2. What part did the Jeffersonian theory play toward the establishment of the public schools?
3. Compare the nature of society during the Franklin and Jefferson period with society today.
4. Did the university exist before the public schools?
5. When did the public school come into being?
6. How did the public school come into being?
7. Why did the public school come into being?
8. The public school is a national dictation. Note what Harry S. Truman has said about education: "Education is our first line of defense. In the conflict of principal and policy which divides the world today, America's hope, our hope, the hope of the world, is in education. Through education alone can we combat the tenets of communism. The unfettered soul of free man offers a spiritual defense unconquered and unconquerable."

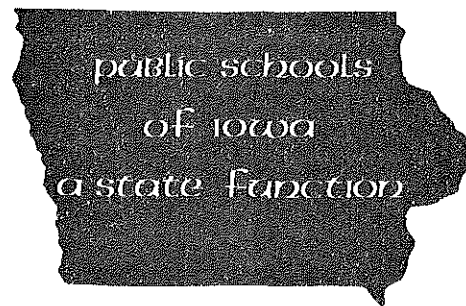
The above questions would lend themselves to student research and student participation.

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WHAT ARE PUBLIC SCHOOLS?



Public controversy over public schools of Iowa will be lifted from the all-too-prevalent level of mere frustrations and emotional conflict to that of intelligent consideration of basic contradictions and resolutions of vital issues, if this unit receives the careful study it deserves in some social study course.

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PART ONE -- What Are Public Schools?

The public school of the United States is an institution known nowhere else in the world. The public schools belong to the people and exist to serve the individual and public interests.

The public schools have evolved from a turbulent educational philosophy. In order to truly understand the public schools one would need to view the history of education in Greece and Rome, among the Jews, and in early Christian times, in the turbulent Middle Ages, Renaissance, Reformation and Enlightenment.

The History of Education, p. vii
John Wise, S. J.
Sheed and Ward, New York, 1964

The schools in the United States have been established by the people to perform an important part of a task of educating each new generation, in order that each person can find or make his appropriate place in the society. In early days the American public school carried a limited and rather specialized responsibility, chiefly for the 3 R's; the important job of educating youth for his role of making a living and being a good, upright citizen was carried on in the home and the community. As the nation grew and the economy became more complex, it seemed necessary for more and more of this second phase of education to be carried on by the school. The purpose of such education continued, in theory at least, to be preparation for life in the community, the society. There is, therefore, an inherent relatedness of school and community which is fundamental to the effective functioning of both institutions in American life.

Rural Education, 1955 Yearbook, pp. 30-31
--A Forward Look
Department of Rural Education
National Education Association
1201 16th Street, N. W.
Washington, D. C.

Public education holds that every child regardless of race, or color, or situation, wherever he may live under the flag of the United States of America has the:

Right to a satisfactory, modern elementary education--This education should be such as to guarantee the child an opportunity to develop and maintain a healthy body and a balanced personality, to acquire the skills needed as tools of learning,

to get a good start in understanding and appreciating the natural and social world, to participate happily and helpfully in home and community life, to work and play with others, and to enjoy and use music, art, literature, and handicrafts.

Right to a satisfactory, modern secondary education--This education should assure the youth continued progress in his general, physical, social, civic, and cultural development begun in the elementary school, and provide initial training for occupations and an open door to college and the professions.

Right to an educational program that bridges the gap between home and school, and between school and adult life--This program requires, on the one hand, cooperation with parents for the home education of children too young for school and for the joint educational guidance by home and school of all other children, and, on the other hand, the cooperative development of cultural and vocational adult education suited to the needs and desires of the people of the community.

Right, through his school, to health services, educational, and vocational guidance, library facilities, recreational activities, and where needed, school lunches and pupil transportation facilities at public expense--Such special services, because they require the employment of specially qualified personnel, can be supplied most easily through enlarged units of school administration and the cooperation of several small schools.

Right to teachers, supervisors, and administrators who know public schools and who are educated to deal effectively with problems peculiar to public schools--Persons so educated should hold state certificates that set forth their special qualifications, should be paid adequate salaries, and should be protected by law and fair practices in security of their positions as a reward for good and faithful services. The accomplishment of these objectives is the responsibility of local leadership, state departments of education, the teacher-education institutions, and national leaders.

Right to educational service and guidance during the entire year and full-time attendance in a school that is open for not less than 9 months in each year for at least 12 years--The educational development of children during vacation time is also a responsibility of the community school.

Right to attend school in satisfactory modern building--The building should be attractive, clean, sanitary, safe, conducive to good health, equipped with materials and apparatus essential to the best teaching, planned as a community center, and surrounded by ample space for play grounds, etc.

Right through the school to participate in community life and culture--For effective service the school plant must be planned and recognized as a center of community activity; the closest possible interrelationships should be maintained between the school and other community agencies; and children and youth should be recognized as active participants in community affairs.

Right to a local system sufficiently strong to provide all the services required for a modern education--Obtaining such a school system depends upon organizing amply large units of school administration. Such units do not necessarily result in large schools. Large schools can usually provide broad educational opportunities more economically.

Right to have the tax resources of his community, state, and nation used to guarantee him an American standard of educational opportunity--This right must include equality of opportunity for minority and low economy groups. It is necessary for the development of the democratic way of life that the wealth and productivity of the entire nation should aid in the support of the right of every child to a good education.

A Charter of Education
(The First White House Conference on
Rural Education in 1944)

Following the discussion of the above the instructor should then turn attention to the fact that not only is education a right but it is also a privilege. Continue then to emphasize that with every privilege man also has responsibilities.

In the United States we look to the schools to provide our young people with sound bases for developing value judgments and for acquiring skills in observation and in formulating generalizations necessary for successful interrelationships with others.

The Mission Called O/OS
AASA, 1966

LET'S THINK A LITTLE DEEPER

1. What is the difference between public schools and private schools?
2. What is the difference between public schools and parochial schools?
3. We speak about free public schools. Is it really true that public schools are free?
4. How long have public schools been in existence?
5. Name some types of schools that are run for profit.
6. Do you think all public schools are of the same quality? Give reasons for your answer.
7. The public schools do not always reflect the "ideal characteristics" which have been ascribed to them. Why is this many times true?
8. How can technological advances be used to build and strengthen the public schools, not disintegrate them?
9. To insure a high quality of living, good education is essential. Explain how this thinking would fit into your community.
10. In many areas of the state the educational opportunities which are available in our public schools are grossly inadequate. Can you think of ways this might be remedied?

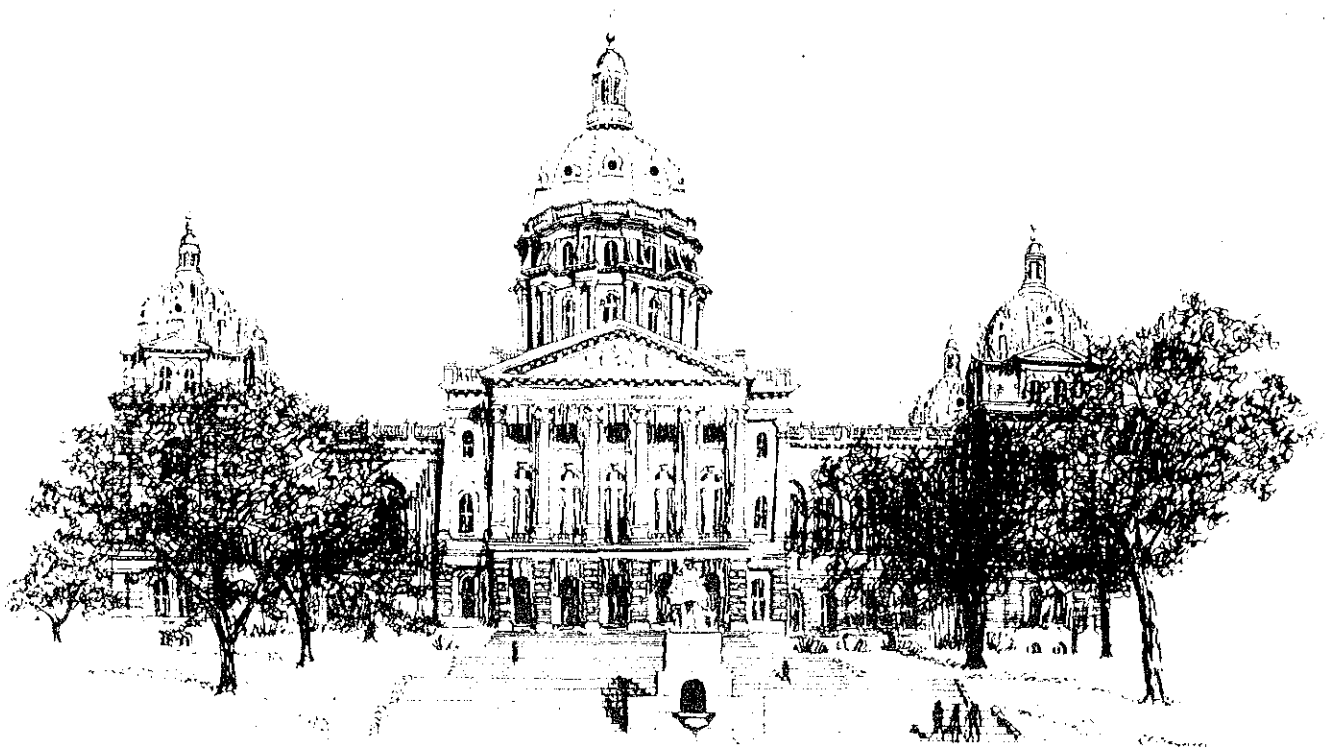
the structure and role of the
STATE DEPARTMENT OF PUBLIC INSTRUCTION



public schools
of iowa
a state function

There is hereby established a department of public instruction to act as an administrative, supervisory, and consultative agency under the direction of the superintendent of public instruction and the state board.

Acts 1953 (55 G. A.)
Ch. 114, Sec. 19
(Sec. 257.19, Code of Iowa)



GENERAL ASSEMBLY



**STATE BOARD
PUBLIC INSTRUCTION**



**STATE DEPARTMENT
PUBLIC INSTRUCTION**



**MERGED
AREA**

**COUNTY
SYSTEM**

**LOCAL
DISTRICT**

PART TWO -- The Structure and Role of the State Department of Public Instruction

I. Historical Development of the State Education Agency

Superintendent

The office of the State Superintendent of Public Instruction in Iowa has had an interesting and variable history. Created in 1841 by the Territorial Legislature, the office has had the experience of twice being discontinued and subsequently reestablished. Through legislative enactment, it has at times been an appointive office and at other times an elective office. The following chronology gives this information in detail:

| <u>Year</u> | <u>Status of the Office</u> | <u>Length of Term</u> |
|-------------|---|-----------------------|
| 1841 | Office created by the Territorial Legislature with superintendent appointed by the governor and confirmed by the council. | 3 years |
| 1842 | Office legislated out of existence. (Considered needless expenditure.) | |
| 1846 | Office reestablished as an elective office. | 3 years |
| 1858 | Office again discontinued. | |
| 1864 | Office recreated as an elective office. | 2 years |
| 1913 | Office made appointive by governor. | 4 years |
| 1917 | Office made elective. | 4 years |
| 1953 | Office made appointive by Board of Public Instruction with appointment to be confirmed by the Senate. | 4 years |

Boards

The first State Board of Education was created by Article IX, Part 1, of the Constitution of Iowa, adopted September 3, 1857. This provided that the educational interests of the state should be under the management of a state board of education, which board consisted of the Governor, Lieutenant-Governor, and one member elected from each judicial district in the state. The term of office for these was to be four years. The Lieutenant-Governor was president of the state board. This board was required to provide for the education of all the youths of the state, through a system of common schools, and possessed full power and authority to legislate and make all needful laws and regulations in relation to common schools. However, the board could not levy taxes, nor

make appropriations of money. All actions of the board were subject to revision by the General Assembly which was authorized to abolish the board at any time after the year of 1863. The original state board held three sessions between 1858 and 1861, but on March 23, 1864, the state board was abolished.

Under Chapter 257, Code of Iowa, the Fifty-Fifth General Assembly created a new Board of Public Instruction, effective July 4, 1953. One of the functions of this board is to formulate, with the State Superintendent, educational policies relating to the state's place in guiding and improving education in Iowa.

Department

In the beginning, it appears to have been the intent of the General Assembly to make the State Superintendency largely an advisory office. As late as 1910, the office of the State Superintendent of Public Instruction consisted of only three positions, that of the State Superintendent, a deputy superintendent, and a stenographer. A Department of Public Instruction was created by the General Assembly in 1913. The responsibilities and supervisory functions of the Department gradually grew over the years with much of the growth coming as a result of federal legislation.

During the early history of the office of State Superintendent and later after the creation of a Department of Public Instruction much of the work and service performed by the present state education agency consisting of the State Board of Public Instruction, the State Superintendent, and the staff was done by separate boards. For many years, the licensure and certification of teachers was handled by the Board of Educational Examiners. A State Board for Vocational Education was created by the General Assembly in 1917. The work of these three boards was coordinated by virtue of the fact that the State Superintendent also served as chairman of the Board of Educational Examiners and of the State Board for Vocational Education.

Coordination of the services of the various agencies to insure maximum benefit to the State of Iowa has long been an interest of the State Superintendents and the General Assembly. In more recent years this concern has deepened because of the demands placed upon education, the importance education plays in highly volatile times, and the rapidity with which new legislation appears on the scene. It is now recognized that a coordinated team approach must be utilized to insure the greatest possible benefit to all the people of the state. Chapter 257, Code of Iowa, provides a more feasible and efficient possibility for this.

It should be noted that the services and functions of the Department of Public Instruction vary widely among the states, each state system of education being based on its own constitution, laws, and regulations. Thus, while the Iowa Department of Public Instruction has many features in common with other state departments; it has an individuality which reflects the will of the Iowa citizenry and the educational beliefs of those who have given leadership to the Department.

In Iowa, the influence of the office of the State Superintendent and of the State Department of Public Instruction has been largely the result of leadership rather than regulation, although education is legally and constitutionally a state function. This has not resulted in a system whereby local schools are directly administered by a state educational agency. On the contrary, authority to administer the public schools has been delegated to local school districts through their locally-elected school boards. Emphasis is placed on developing local initiative and control, along with lay and professional participation in the formation of educational policies for use within the local school system.

In conformance with its leadership functions in the state, the office of the Iowa Superintendent of Public Instruction has assumed numerous responsibilities. At all times it has been the intent to meet these responsibilities with sincere purpose and practical action.

The statutory basis and administrative structure at state level are hereinafter described.

II. State Board of Public Instruction

- A. Establishment--Statutory basis for the existence of the State Board of Public Instruction is provided in Chapter 257 of the Code of Iowa, as follows:

257.1 State board established. There is hereby established a State Board of Public Instruction for the State of Iowa. The State Board of Public Instruction, hereinafter called the state board, shall consist of nine members.

Chapter 257 also provides for:

1. The method of selecting members of the state board.
2. Duties and powers of the state board.
3. The appointment of a State Superintendent of Public Instruction.
4. The appointment of not more than two assistant superintendents and such other staff members and employees by the State Superintendent subject to approval of the state board.
5. Powers and duties of the State Superintendent, the assistant superintendents and staff.
6. Abolition of the Board of Educational Examiners and transfer of the powers and duties of the State Board of Public Instruction.
7. Designation of the State Board of Public Instruction as the State Board for Vocational Education.

All sections of the Code which were in conflict with this status were amended or repealed by the Fifty-Fifth General Assembly in 1953.

- B. Selection and Membership--Prior to 1965, members of the State Board were elected by district conventions from eight districts corresponding to the congressional districts that existed in 1953. One member at large was appointed by the governor to make the board an odd number. In 1965 the law was amended to provide for selection of two nominees of each district convention with the final selection made from each pair of nominees by the governor. The statutes, as they appear in the Code, are as follows:

257.2 Qualifications of members. The members of the state board shall be qualified electors of the state, shall hold no other elective or appointive public office, and in order to preserve the lay character of the board, no person, the major portion of whose time is engaged in professional education or who derives a major portion of his income from any business or activity connected with education, shall be eligible for membership on the state board.

257.3 Terms - districts. The terms of members of the state board shall be for six years beginning on the second secular day in January following their appointment. No member who is either appointed or elected for a six-year term will be permitted to succeed himself.

The state is hereby divided into State Board of Public Instruction districts the boundaries of which shall be coterminous with the eight congressional districts as they exist on January 1, 1953, and there shall be one member of the board appointed from each such district.

One member of the board shall be appointed by the governor from the electors of the state at large, subject to confirmation by two-thirds of the Senate in executive session.

At the first meeting of the board in each even-numbered year the board shall elect a president and vice-president who shall serve for two years.

257.4 Oath - vacancies. The members of the state board shall qualify by taking the regular oath of office as prescribed by law for state officer. Vacancies occurring on the state board in the district membership shall be filled by the remainder of the state board by appointment. A vacancy in the office of the member at large shall be filled by appointment by the Governor.

Appointees to fill vacancies in the district membership on the board shall hold office until the second secular day in January of the next even-numbered year, unless the vacancy occurred after May 31 in an odd-numbered year, not the last year of a regular term, in which event the appointee shall serve until two years from the second secular day of the next January.

257.5 Election of members. The nomination and appointment of district members of the state board shall be conducted in the following manner:

1. In each county of the state board of public instruction district where nominations are to be made for a member of the state board, the county board of education shall nominate and elect delegates and alternates to the district convention provided for in this section and the board of education of each community, independent or consolidated school district within such state board of public instruction district maintaining a four-year high school and containing a city of five thousand or more population shall elect delegates and alternates to said convention.

a. The number of delegates to be elected by each such board of a community, consolidated or independent district maintaining a four-year high school and having a city of five thousand or more population shall be as follows:

(1) In the event the population of the city in such school district as shown at the last federal census is twenty thousand or less one delegate shall be elected.

(2) In the event the population of the city in such school district is over twenty thousand, one delegate shall be elected for each twenty thousand of population or major fraction thereof.

b. The number of delegates to be elected by each county board of education shall be determined as follows:

(1) When the population of any county is twenty-two thousand five hundred or less the county board shall elect one delegate unless there is no community, independent or consolidated school district within the county maintaining a four-year high school and containing a city having a population of at least five thousand in which event the county board shall elect two delegates.

(2) If the population of the county is in excess of twenty-two thousand five hundred the county board shall elect two delegates. In no case shall a county have less than two delegates. Said election shall be held on the second Monday in July of odd-numbered years when necessary to elect members to the state board for unexpired terms where vacancies have been filled by appointment or choose successors for members whose terms will expire in the following January. The names of those chosen as delegates and alternates shall be certified to the secretary of state by the county board of education and boards of education of said school district within the district within ten days after the election.

2. Not later than ten days before the third Monday in August, each odd-numbered year, the secretary of state shall call a convention in the most conveniently located county seat

as determined by him in each of the state board districts making nominations for board members, designating the date, time, and place of meeting, and designating the county superintendent of the county in which the convention is held to act as chairman of the nominating convention. He shall supply the chairman of each district convention with a list of delegates and alternates previously certified to him by each county board of education and boards of education of said school districts within the district and shall notify each delegate and alternate in writing of time and place of the convention. This official list shall constitute the list of those eligible to participate in the district convention. At the designated time and place the county superintendent so appointed shall convene the meeting, cause a secretary to be elected, and the convention shall then proceed to the nomination of two (2) persons known to them to be interested in education for member of the state board from the district by a majority vote of those present. A quorum shall constitute sixty percent of those eligible to attend. The nominations shall be from the floor and voting by ballot. The county superintendent in charge shall certify to the governor and to the secretary of state the names of the two (2) persons nominated for membership to the state board from the district. Within thirty (30) days after receiving such certification, the governor shall appoint one (1) of such two (2) persons as the member of the state board for the district, and such member shall take office and qualify as provided in this chapter.

3. The cost of conducting the district convention shall be borne by each county board of education and the boards of education of said school districts sending delegates to said convention, to be paid from county board of education funds, and by boards of education of community, independent or consolidated districts sending delegates to said convention, to be paid from the general fund and shall be based upon the actual expenses incurred by such delegates.

- C. Compensation of Members--Members of the State Board receive a per diem allowance and expenses rather than an annual salary. The Code provides:

257.6 Per diem of members. The members of the state board shall be allowed a per diem of fifteen dollars and their necessary travel and expense while engaged in their official duties.

- D. Meetings--The State Board performs its duties at regular and special meetings. As you may guess from the variety of duties conferred upon the board by the statutes, the board's agenda is usually long and a great deal of "homework" on the part of each member is required before meeting day. The Code provides:

257.7 Place of meeting. The place of office of the state board shall be in the office of the department of public instruction in the capitol of the state.

257.8 Regular and special meetings. The state board shall hold at least six regular meetings each year, the first of which shall be on the second secular day in January. Special meetings of the state board may be called by the president or by any five members of the board on five days' notice given to each member. All meetings shall be held at the office of the department of public instruction unless a different place within the state of Iowa is designated by the state board or in the notice of the meeting.

- E. Powers and Duties--As you read the following lists of general and specific duties performed by members of the State Board, try to imagine the amount of preliminary work and study done by each member before the meetings and the discussion and debate involved in resolving each matter at the meeting.

257.9 General powers and duties of board. The state board shall exercise the following general powers and duties:

1. Determine and adopt such policies as are authorized by law and are necessary for the more efficient operation of any phase of public education.
2. Adopt necessary rules and regulations for the proper enforcement and execution of the provisions of the school laws.
3. Adopt and prescribe any minimum standards for carrying out the provisions of the school laws.
4. Perform such duties prescribed by law as it may find necessary for the improvement of the state system of public education in carrying out the purposes and objectives of the school laws.

257.10 Specific powers and duties. It shall be the responsibility of the state board to exercise the following specific powers and perform the following duties:

1. Employ adequate clerical help to keep such records as are necessary to set forth clearly all actions and proceedings of the state board.
2. Direct the distribution of all moneys under the provisions of the law for the distribution of various state and federal aids to schools, when the amounts of the same have been computed by the superintendent of public instruction according to formulae provided by law and rules of the state board.
3. Adopt and transmit to the state comptroller as provided by law, on blanks provided by him for that purpose, on or before September 1 prior to the meeting of each regular session of the general assembly, estimates of expenditure requirements for all functions and services, including the department of public instruction, under the supervision of the state board, when the same have been prepared and submitted to the state board by the superintendent of public instruction, except as otherwise provided by law, for each fiscal year of the ensuing biennium.

4. Advise and counsel with the state superintendent of public instruction and other school officials and citizens concerning the school laws and the rules and regulations adopted pursuant thereto; and to review the record and decision of the superintendent of public instruction in all appeals heard and decided by said superintendent, whereupon it shall approve same or may direct a rehearing before said superintendent.

5. Authorize, approve, and require to be used such forms as are needed to promote uniformity, accuracy, and completeness in executing contracts, keeping records, and in pupil and cost accounting, making reports, and to require such reports to be made in such manner as may be recommended by the state superintendent of public instruction.

6. Approve plans when submitted by the state superintendent of public instruction for co-operating with the federal government whenever it may find it desirable to do so, and provide for the acceptance and the administration of funds, subject to the approval of the legislature, which may be appropriated by Congress and apportioned to the state for any or all educational purposes relating to the public school system and for the acceptance of surplus commodities for distribution when made available by any government agency.

7. Approve plans submitted by the state superintendent for co-operating with all other agencies, federal, state, county, and municipal, in the development of regulations and in the enforcement of laws for which the state board and such agencies are jointly responsible and approve plans for co-operating with other proper agencies in the improvement of conditions relating to the state system of public education.

8. Adopt a long-range program for the state system of public education based upon special studies, surveys, research, and recommendations submitted by or proposed under the direction of the state superintendent of public instruction.

9. Constitute a continuing research commission as to public school matters in the state and cause to be prepared and submitted to each regular session of the general assembly a report containing such recommendations as to revisions, amendments, and new provisions of the law as the state board has decided should be submitted to the legislature for its consideration.

10. Constitute the state board for vocational education, and have and exercise all the powers and perform all the duties imposed upon said board under the provisions of chapters 258 and 259, including both vocational education and vocational rehabilitation.

11. Constitute the board for the certification of administrative, supervisory and instructional personnel for the

public school systems of the state; prescribe types and classes of certificates to be issued, the subjects and fields and positions which such certificates shall cover and determine the requirements for certificates; establish standards for the acceptance of degrees, credits, courses, and other evidences of training and preparation from institutions of higher learning, junior colleges, normal schools, or other training institutions, both public and private, within or without the state, for the certification of their students. The state board shall have and exercise all the powers and perform all the duties imposed upon the board of educational examiners under the provisions of chapter 260.

12. Prescribe such minimum standards and rules and regulations as are required by law or recommended by the state superintendent of public instruction in accordance with law, and as it may find desirable to aid in carrying out the provisions of the Iowa school laws.

F. State Board for Vocational Education--The State Board of Public Instruction has additional and ex officio duties as the State Board for Vocational Education. "Ex officio" means that the board members "wear more than one set of hats." Additional duties arising out of this ex officio function are provided in the statutes as follows:

258.2 State board for vocational education. The state board of public instruction shall constitute the board for vocational education.

258.4 Duties of board. The board shall:

1. Co-operate with the federal board for vocational education in the administration of said act of congress.

2. Provide for making studies and investigations relating to prevocational and vocational training in agricultural, industrial, and commercial subjects, and home economics.

3. Promote and aid in the establishment in local communities and public schools of departments and classes giving instruction in such subjects.

4. Co-operate with local communities in the maintenance of such schools, departments, and classes.

5. Establish standards for teachers of such subjects in approved schools, departments, and classes.

6. Co-operate in the maintenance of teachers training schools, departments and classes, supported and controlled by the public, for the training of teachers and supervisors of such subjects.

7. Establish standards for, and annually inspect as a basis of approval, all schools, departments, and classes, area vocational technical high schools and programs, area vocational schools and programs and all teachers training schools, departments, and classes, applying for federal and state moneys under the provisions of this chapter.

- G. Vocational Rehabilitation--The State Board of Public Instruction, in its ex officio capacity as board for vocational education, has additional duties relating to vocational rehabilitation. These are largely financed by federal aid. Acceptance of federal aid must be authorized by the General Assembly for the reason that without such acceptance Congress would be usurping the powers of the state legislative branch. Statutes accepting such aid and creating such additional duties are as follows:

259.1 Acceptance of federal act. The state of Iowa does hereby, through its legislative authority, accept the provisions and benefits of the Act of Congress, entitled, "The federal vocational rehabilitation Act as amended," and will observe and comply with all the requirements of such Act.

259.3 State agency. The state board of public instruction constituting the state board for vocational education is hereby designated as the state board for the purpose of co-operating with the secretary of health, education, and welfare in carrying out the provisions and the purposes of said federal Act providing for the vocational rehabilitation of persons disabled in industry or otherwise and is hereby designated to discharge the duties and exercise the powers hereinafter set forth.

259.4 Duties of said board. The state board for vocational education is hereby empowered and directed to:

1. Co-operate with the secretary of health, education, and welfare in the administration of said Act of Congress.

2. Administer any legislation pursuant thereto enacted by this state, and direct the disbursement and administer the use of all funds provided by the federal government and this state for the vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment.

3. Appoint such assistants as may be necessary to administer the provisions of this chapter and said Act of Congress in this state and fix the compensation of such persons.

4. Study and make investigations relating to the vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment and to formulate plans for the vocational rehabilitation of such persons.

5. Make such surveys with the co-operation of the state commissioner of labor and the state industrial commissioner as will assist in the vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment.

6. Maintain a record of all such persons together with all measures taken for their rehabilitation.

7. Utilize in the rehabilitation of persons disabled in industry or otherwise such existing educational and other facilities as may be advisable and practicable, including public and private educational institutions, public or private establishments, plants, factories, and the services of individuals specially qualified for the instruction and vocational rehabilitation of handicapped persons.

8. Promote the establishment and assist in the development of training agencies for the vocational rehabilitation of persons disabled in industry or otherwise.

9. Supervise the training of such persons and confer with their relatives and others concerning their vocational rehabilitation.

10. Make every possible endeavor looking to the placement of vocationally rehabilitated persons in suitable remunerative occupations, including supervision for a reasonable time after return to civil employment.

11. Utilize the facilities of such agencies, both public and private, as may be practicable in securing employment for such persons; and any such public agency is hereby authorized and directed to co-operate with the state board for vocational education for the purpose stated.

12. Co-operate with any agency of the federal government or of the state, or of any county or other municipal authority within the state, or any other agency, public or private, in carrying out the purposes of this chapter.

13. Make such rules and regulations as may be necessary for the administration of this chapter and said Act of Congress within this state.

14. Do all things necessary to secure the rehabilitation of those entitled to the benefits of this chapter.

15. Report on call or biennially to the governor the conditions of vocational rehabilitation within the state such report to designate the educational institutions, establishments, plants, factories, etc., in which training is being given, and to contain a detailed statement of the expenditures of the state and federal funds in the rehabilitation of persons disabled in industry or otherwise.

16. Enter into an agreement with the secretary of the United States department of health, education and welfare relating to the matter of making determinations, or disability under title II of the federal social security Act as amended.

17. Provide services as may be desirable and practicable for the vocational rehabilitation of severely handicapped persons and others entitled to the benefits of this chapter, including the establishment and operation of rehabilitation facilities and workshops.

18. Provide rehabilitation services to homebound and other handicapped individuals who as a result thereof can wholly or substantially achieve such ability of self help as to dispense or largely dispense with the need of an attendant.

19. Provide financial and other necessary assistance to public or private agencies in the development, expansion, operation or maintenance of sheltered workshops or other rehabilitation facilities needed for the rehabilitation of the disabled when consistent with the policies of the board.

20. Provide vocational rehabilitation services to socially disadvantaged persons who are substantially impaired in their ability to earn a living. This may include but is not limited to recipients of public assistance, inmates of correctional institutes or rejectees of the selective service system, who because of lack of training, experience, skills or other factors, which if corrected would lead to self-support instead of dependency.

259.5 Plan of co-operation. It shall be the duty of the state board for vocational education and the state labor commissioner and the state industrial commissioner as administrator of the workmen's compensation law to formulate a plan of co-operation in accordance with the provisions of this chapter and said Act of Congress, such plan to become effective when approved by the governor of the state.

259.6 Gifts and donations. The state board for vocational education is hereby authorized and empowered to receive such gifts and donations from either public or private sources as may be offered unconditionally or under such conditions related to the vocational rehabilitation of persons disabled in industry or otherwise as in the judgment of the said state board are proper and consistent with the provisions of this chapter.

259.7 Fund. All the moneys received as gifts or donations shall be deposited in the state treasury and shall constitute a permanent fund to be called the special fund for the vocational rehabilitation of disabled persons, to be used by the said board in carrying out the provisions of this chapter or for purposes related thereto.

259.8 Report of gifts. A full report of all gifts and donations offered and accepted, together with the names of the donors and the respective amounts contributed by each, and all disbursements therefrom shall be submitted at call or biennially to the governor of the state by said state board.

- H. Certification--Under the laws of Iowa teachers are required to be certificated (licensed). This requirement results in the "wearing," by the members of the State Board, of an additional set of ex officio "hats" as members of the board of educational examiners. The name of the board is somewhat misleading as certificates are issued on the basis of qualification rather than examination. The statutes on issuance and revocation provide:

257.10 (11). Constitute the board for the certification of administrative, supervisory and instructional personnel for the public school systems of the state; prescribe types and classes of certificate to be issued, the subjects and fields and positions which such certificates shall cover and determine the requirements for certificates; establish standards for the acceptance of degrees, credits, courses, and other evidences of training and preparation from institutions of higher learning, junior colleges, normal schools, or other training institutions, both public and private, within or without the state, for the certification of their students. The state board shall have and exercise all the powers and perform all the duties imposed upon the board of educational examiners under the provisions of chapter 260.

260.1 Members. The state board of public instruction shall constitute the board of educational examiners.

260.2 Powers. The board of educational examiners shall have authority to issue certificates to applicants who are eighteen years of age or over, physically competent and morally fit to teach, and who have the qualifications and training hereinafter prescribed.

260.23 Revocation by Board. Any diploma or certificate issued by the board may be suspended or revoked by it for any cause which would have authorized or required a refusal to grant the same, and the holder shall have ten days' notice by registered mail and be allowed to be present and make defense.

260.28 Accounts. The board shall keep an accurate and detailed account of all money received and expended, which, a list of those receiving certificates or diplomas, shall be published by the superintendent of public instruction in his annual report.

260.29 Printing. The board of educational examiners shall have authority to obtain all the necessary printing for the performance of their duties, as required by law, in the same manner as the printing is provided for state officers.

290.5 Appeal to state board. An appeal may be taken from the decision of the county superintendent to the state board of public instruction in the same manner as provided in this chapter for taking appeals from the board of a school corporation to the county superintendent, as nearly as applicable, except that thirty days' notice of the appeal shall be given by the appellant to the county superintendent, and also to the adverse party. The decision when made shall be final.

- I. Shared Services--In 1965, the General Assembly introduced something of an innovation into the school laws by authorizing local school boards to issue their educational wares in "broken sets," either to enrollees in other public schools or to enrollees in private schools. Approval of such piecemeal programs was made an additional duty of the State Board by the following provisions of statute:

257.26 Shared services. The state board, when necessary to realize the purposes of this chapter, shall approve:

1. The sharing of the services of a single instructor by two or more schools in two or more school districts.

2. The enrollment in public schools for specified courses of students who also are enrolled in private schools, when the courses in which they seek enrollment are not available to them in their private schools, provided such students have satisfactorily completed prerequisite courses, if any, in schools maintaining standards equivalent to the approval standards for public schools, or have otherwise shown equivalent competence through testing.

The provisions of this section shall not deprive the respective boards of public school districts of any of their legal powers, statutory or otherwise, and in accepting such specially enrolled students, each of said boards shall prescribe the terms of such special enrollment, including but not limited to scheduling of such courses and the length of class periods. In addition, the board of the affected public school districts shall be given notice by the state board of its decision to permit such special enrollment not later than six (6) months prior to the opening of the affected public school district's school year, except that the board of the public school district may, in its discretion, waive such notice requirement.

- J. Dropouts--Another matter which caused the General Assembly grave concern in 1965 was the percentage of students failing to finish high school. The legislators manifested their concern by placing the following statutes upon the books:

257.27 School drop-outs. The state board shall establish rules and regulations for recording the number of high school students who drop out or quit each high school before graduation for reasons other than health or transfer to another high school and shall, as provided in this chapter, remove from the approved list any school district in which more than ten percent (10%) of the students so drop out or quit over a five year period.

Summary

The history of the state educational agency reaches back to territorial days, before statehood. The present laws provide for a policy-making board, a state superintendent, and a state department, each with prescribed statutory functions, duties, and powers. The state board also sits, ex-officio, as a board of vocational education and a board of educational examiners. The board makes policy within the framework of the law, and its policies are executed by the state superintendent through the instrumentality of the state department, which is organized, according to cardinal principles of management, into interrelated branches and divisions.

LET'S THINK A LITTLE DEEPER

1. Make a list of advantages that might accrue to our public schools if all members of the State Board of Public Instruction were appointed. List the disadvantages.
2. What do you consider to be the strong points of the present method of selection of members of the State Board of Public Instruction?
3. Could you devise another method for selection of state board members? What would be your basic reason for such a method?
4. Do you feel there should be more than nine members on the State Board of Public Instruction? Less? Give reason for your thinking.
5. What does one mean when the state board members are referred to as an advisory group?
6. Today the state board members are referred to as being a leadership group. What is really meant?
7. Would you change the qualifications necessary for members of the State Board of Public Instruction? Explain?
8. Do you think a six-year term is just right; too long; or not long enough for a state board member? Why?
9. Why do you think it necessary for a state board member to take an oath of office?
10. Would there be any advantage in paying a salary rather than a per diem to state board members?
11. Do you believe that six regular board meetings per year is sufficient to take care of today's school business?
12. Would you add anything to the already spelled-out duties of the state board? Why?
13. Do you feel that the sharing of services of a single instructor by two or more schools leads to quality education?
14. Name the present members of the State Board of Public Instruction. Which were elected and which were appointed?
15. What is an ex officio duty? Name two ex officio powers or duties imposed by law upon the State Board of Public Instruction.

III. Chief State School Officer--The chief state school officer is the state superintendent of public instruction, who also serves as executive officer of the state board in all of its direct and ex officio activities. His office and its powers and responsibilities are set forth in the following statutory source materials:

A. Establishment

257.11 Superintendent appointed. The state board shall appoint, effective January 1, 1955, and each four years thereafter, with the approval of two-thirds of the members of the senate in executive session, a superintendent of public instruction.

B. Qualifications

257.12 Qualifications of superintendent. The superintendent shall hold a master's degree in education or some related field; he shall have had at least five years' experience in educational administration. He shall hold or be eligible to hold a regular Iowa superintendent's certificate based upon training. Assistant superintendents shall have the same qualifications.

257.13 Oath. The superintendent and assistant superintendents shall take the oath of office prescribed by section 63.10.

257.14 Bond. The superintendent and any members of his staff designated by the state board shall give bond as provided in section 64.6.

257.24 Salaries of superintendent and assistants. The salary of the superintendent of public instruction shall be fixed by the General Assembly. The salaries of the assistant or assistants provided for in section 257.22 shall be fixed by the state board but not to exceed eighty per cent of the salary of the superintendent. All appointments to the professional staff of the department of public instruction shall be without reference to political party affiliation, religious affiliation, sex, or marital status, but shall be based solely upon fitness, ability and proper qualifications for the particular position. The professional staff, including the state superintendent, shall serve at the discretion of the state board; provided, however, that no such person shall be dismissed for cause without at least ninety days' notice, except in cases of conviction of a felony or cases involving moral turpitude. In cases of procedure for dismissal, the accused shall have the same right to notice and hearing as teachers in the public school systems as provided in section 279.24, or as much thereof as may be applicable.

C. Powers and Duties

257.15 Office in capitol. The superintendent shall maintain his office in the department of public instruction in the capitol of the state.

257.16 Executive officer. The superintendent shall be the executive officer of the state board.

257.17 Powers of superintendent. The superintendent shall have the following powers:

1. Exercise general supervision over the state system of public education, including the public elementary and secondary schools, the junior colleges, and shall have educational supervision over the elementary and secondary schools under the control of the state board of control, and nonpublic schools to the extent that is necessary to ascertain compliance with the provisions of the Iowa school laws.

2. Advise and counsel with the state board on all matters pertaining to education, recommend to the state board such matters as in his judgment are necessary to be acted upon, and when approved, to execute or provide for the execution of the same when so directed by the state board.

3. Recommend to the state board for adoption such policies pertaining to the state system of public education as he may consider necessary for its more efficient operation.

4. Carry out all orders of the state board not inconsistent with state law.

5. Organize, staff and administer the state department so as to render the greatest service to public education in the state.

257.18 Responsibilities of superintendent. It shall be the responsibility of the state superintendent of public instruction to exercise all powers and perform all duties hereinafter listed; provided, in those categories where policies are to be initiated by the superintendent and approved by the state board, such policies are to be executed by the superintendent only after having been approved by the state board.

1. Attend all meetings of the state board, except executive sessions of the state board, as may be requested by the state board, and call such special meetings of the board as he may be authorized to call by the president or by written request of five members of the board.

2. Keep such records of the proceedings of the board, including complete minutes, as are necessary to locate and identify the actions of the state board.

3. Act as custodian of a seal for his office with which, together with his signature, he shall authenticate all true copies of decisions, acts, or documents.

4. Act as the executive officer of the state board in all matters pertaining to vocational education and vocational rehabilitation.

5. Recommend to the state board the personnel of such committees as are required by law, and to appoint such other committees as may be deemed desirable by him or the state board for carrying out the provisions of the Iowa school laws.

6. Apportion to the respective school districts of the state all moneys provided by law according to the provisions of the various state and federal aid laws.

7. Provide the same educational supervision for the schools maintained by the state board of control as is provided for the public schools of the state and make recommendations to the board of control for the improvement of the educational program in such institutions.

8. Recommend ways and means of co-operating with the federal government in carrying out any or all phases of the educational program relating to the state system of public education in which, in the discretion of the board, co-operation is desirable. Recommend policies for administering funds which may be appropriated by Congress and apportioned to the state for any or all educational purposes relating to the public school system, and execute such plans as adopted by the state board.

9. Recommend to the state board policies and ways and means of co-operating with other agencies, federal, state, county, and municipal, for carrying out those phases of the program in which co-operation is required by law, or in the discretion of the state board, it is deemed desirable and co-operate with such agencies in planning and bringing about improvements in the educational program.

10. Advise and counsel concerning the interpretation and meaning of the school laws and the rules and regulations adopted pursuant thereto; and, when practicable, amicably adjust and settle such controversies arising thereunder as may be submitted to him, directly or by appeal, by all persons directly concerned, to hear and decide appeals as provided by law.

11. Prepare for the approval of the state board, such forms and procedures as are deemed necessary to be used by county boards, district boards, school officials, principals, teachers, and other employees, and to insure uniformity, accuracy, and efficiency in keeping records in both pupil and cost accounting, the execution of contracts, the preparation of budgets, and the submission of reports; furnish, when deemed advisable by him and approved by the state board, those forms which can more economically and efficiently be provided in that manner; and notify the county board, or district board, or school authorities, in any case when any report has not been filed in the manner or on the dates prescribed by law or by regulation of the state board that the school be not approved until the report has been properly filed.

12. Ascertain by inspection, supervision, or otherwise, the condition, needs, and progress of the schools under the supervision of his department and make recommendations to the proper authorities for the correction of deficiencies and the educational and physical improvement of such schools, and recommend to the

state board the need for a state audit of the accounts of any school district, county school system, school official, or any school employee handling school funds when it is apparent that such audit should be made. If deemed advisable the state board may call upon the state auditor to make such an audit and he shall proceed to do so as soon as practicable.

13. (Repealed, 61st General Assembly.) This part of the law referred to the setting of salaries for the superintendent and assistant superintendents.

14. Preserve all reports, documents, and correspondence that may be of a permanent value, which shall be open for inspection under reasonable conditions by any citizen of the state.

15. Keep a record of the business transacted by him.

16. Endeavor to promote among the people of the state an interest in education.

17. Classify and define the various schools under the supervision of his department, formulate suitable courses of study therefor, and publish and distribute such classifications and courses of study and promote their use.

18. Report to the state comptroller on the first day of January of each year the number of persons of school age in each county.

19. Report biennially to the governor, at the time provided by law, the condition of the schools under his supervision, including the number and kinds of school districts, the number of schools of each kind, the number and value of schoolhouses, the enrollment and attendance in each county for the previous year, any measures proposed or plans matured for the improvement of the public schools, such financial and statistical information as may be of public importance, and such general information relating to educational affairs and conditions within the state or elsewhere.

200 Formulate rules and regulations for the administration of chapter two hundred seventy-two (272), Code 1962, in accordance with the terms thereof.

21. Develop, print, and disseminate such information and facts as necessary to promote among the people of Iowa an interest and knowledge in education.

258.3 Personnel. The superintendent of public instruction as executive officer of the state board of public instruction shall, with its approval, appoint, and direct the work of such personnel as may be necessary to carry out the provisions of this chapter. ((Chapter 258 deals with vocational education.))

260.3 Personnel. The state superintendent shall with the approval of the state board direct the work of such personnel as may be necessary to carry out the provisions of this chapter.

260.26 Appeal. The person aggrieved by such order shall have the right of appeal to the superintendent of public instruction within ten days from the date of such mailing and in case of appeal the revocation shall not be effective until the same is affirmed, after full hearing, by the superintendent of public instruction. In the case of life state certificates the revocation shall not be effective until affirmed by the board of educational examiners after full hearing and review by said board.

260.27 Expenditures. All expenditures authorized to be made by the board of educational examiners shall be certified by the superintendent of public instruction to the state comptroller, and if found correct, he shall approve the same and draw warrants therefor upon the treasurer of state from the funds appropriated for that purpose.

17.1 Official reports - preparation. State officials, boards, commissions, and heads of departments shall prepare and file written official reports, in simple language and in the most concise form consistent with clearness and comprehensiveness of matter, required by law or by the governor.

Before filing any report its author shall carefully edit the same and strike therefrom all minutes of proceedings, and all correspondence, petitions, orders, and other matter which can be briefly stated, or which is not important information concerning public affairs, and consolidate so far as practicable all statistical tables.

Any report failing to comply substantially with this section shall be returned to its author for correction, and until made so to comply shall not be printed.

This section shall not be construed as depriving the superintendent of printing of the right to edit and revise said report.

17.2 Made to governor. All official reports shall be made to the governor unless otherwise provided.

Reports after being filed with the governor and considered by him shall be delivered to the superintendent of printing.

17.3 Biennial reports - time covered and date of filing. Reports of the following officials and departments shall cover the biennial period ending June 30 in each even-numbered year, and shall be filed as soon as practicable after the end of the reporting period.

Summary

The chief state school officer is the State Superintendent of Public Instruction. He is appointed by the State Board, subject to Senate confirmation. In addition to serving as executive officer to the State Board, he is the administrative head of the State Department. He has both powers and responsibilities, which are prescribed by statute. Members of the Department of Public Instruction are appointed by the State Superintendent. A biennial report of the activities of the department is made by the superintendent to the governor for the purpose of enabling him to include important educational matters in his message to the General Assembly.

LET'S THINK A LITTLE DEEPER

1. How would you react to electing the state superintendent by popular vote?
2. Has the state superintendent of Iowa ever been elected by popular vote? If so, who was the last one elected?
3. Do you feel that the state superintendent should be required to have professional training? Why wouldn't a good business administrator with public relations training be satisfactory for the position?
4. Why should the state superintendent be required to take an oath?
5. Do you think that a woman would make a good state superintendent? Has Iowa ever had a woman as state superintendent of public instruction?
6. Who is the present state superintendent of public instruction?
7. Who are the present assistant superintendents?
8. Why should the state superintendent be required to post a bond?
9. What is the salary of the present state superintendent of public instruction?
10. How do you feel the salary for this position should compare to the salaries of other school administrators in the state?
11. Why should the state superintendent of public instruction be required to be confirmed by the senate after having been duly elected by the state board?
12. What does it mean when it is said that the state superintendent shall be the executive officer of the state board?
13. What added powers would you give to the state superintendent of public instruction?
14. What powers would you take away from the state superintendent of public instruction?

[illegible]

IV. State Department of Public Instruction--The State Department of Public Instruction is the administrative entity through which the state board and superintendent exercise their respective powers and discharge their responsibilities. It exists by authority of statute and its operation is governed by the statutes and by administrative rules and policies promulgated by the state board and superintendent under the authorization of the statutes.

A. Establishment

257.19 Department of public instruction established. There is hereby established a department of public instruction to act as an administrative, supervisory, and consultative agency under the direction of the superintendent of public instruction and the state board. The state department shall be located in the office of the state superintendent, and shall assist the state superintendent in providing professional leadership and guidance and in carrying out such policies, procedures, and duties authorized by law or by the regulations of the state board, as are found necessary to attain the purposes and objectives of the school laws of Iowa.

B. Functions of the State Department

The functions of the Iowa State Department of Public Instruction are classified into three major categories: leadership, regulatory, and operational. Educational leadership constitutes the major responsibility of the State Department and is included in each of these categories.

1. Leadership Functions--Leadership is the most important function of the Department of Public Instruction. Effective leadership contributes significantly to the improvement of state and local educational programs. It goes far beyond regulations because it relies upon voluntary efforts rather than upon compliance with prescribed standards. It causes people to improve education because they want to.

If there is to be statewide improvement in local educational programs, the importance of well-planned, democratic leadership from the State Department is imperative. To such, the Iowa State Department of Public Instruction is dedicated. In order to provide this type of leadership, however, it is important that certain functions be clearly delineated. Some of these important leadership functions are:

a. The Planning Function--Cooperative planning processes are appropriate means by which resources may be most effectively utilized. It is in the use and development of these processes that the State Department has a fundamental function to perform. Educational plans should be made in terms of local, state, and national needs with State Department services supplementing rather than supplanting local initiative and responsibility. Planning should be a continuous process involving participation of representative groups and individuals. The entire staff of the State Department should participate in the planning process.

b. The Research Function--The purpose of research in education is to evaluate the effectiveness of the educational program and determine methods of improving this program. Research should be a basic function of the State Department, and research carried on by the Department should coordinate with similar activities of other organizations concerned with education. The State Department stimulates local school authorities, colleges, and universities, to conduct research by providing consultative services.

c. The Consultative Function--Consultative services of the State Department constitute one of its most important functions. Newer and better procedures and facilities in education are constantly being developed. The promotion of these better practices can be greatly accelerated through well-organized consultative services. Consultative services are provided by and through the Department to public school systems, state educational agencies, state government officials, and other agencies and organizations subject to the state education laws administered by the Department.

d. The Coordination Function--Coordination, as it relates to state school administration, seeks to insure a balanced and harmonious state program of education. Its goal is the elimination of gaps in educational services, the prevention of over-emphasis on particular services, and the elimination of duplication of effort. It leads to the discovery and resolution of conflicting beliefs and practices. The State Department is charged with the responsibility of coordinating the total state program of education.

e. The Public Relations Function--The State Department has the responsibility for giving strong leadership in the development of public understanding of the schools. Each member of the State Department should recognize that the public relations program is an integral part of the total educational program; consequently, each official act conveys a State Department attitude to the public.

f. The In-Service Education Function--In-service educational programs are equally desirable for the professional staff of the State Department and for the educational forces served by the staff. The State Department assumes leadership in planning institutes, conferences, and workshops for groups which need specialized skills and understandings. In-service education should be continuous and subject to constant evaluation.

2. Regulatory Functions--Regulatory functions are a direct consequence of state responsibility for education. While the state has delegated board authority to local school districts for the management and operation of educational programs, it has also established safeguards to guarantee at least minimum performance.

Standards, rules and regulations are established to carry out the intent of the law. Among the major purposes of these standards, rules and regulations are the following:

a. To provide for the protection of life and health in the school environment.

b. To insure minimum instruction and service programs, both in scope and quality.

c. To promote efficiency in organization within the framework of the statute which provides for the organization of local school administrative units.

d. To promote efficiency in school administration.

e. To require proper accounting and economy in the use of public funds, and to insure that funds are spent for the purposes for which they were appropriated.

f. To insure the availability of education opportunities to all.

3. Operational Functions--The state itself is the logical unit for the operation of certain kinds of educational institutions or programs. One example is the case of vocational rehabilitation where contacts are made directly with disabled individuals as well as through local schools or other agencies. The responsibility for the administration of vocational rehabilitation in Iowa has been given to the Superintendent of Public Instruction under the Board for Vocational Education. (The State Board of Public Instruction acts as the State Board for Vocational Education.)

C. Organization and Responsibilities--Organization of any administrative entity, for the purpose of performance of a given set of responsibilities, requires application of four cardinal principles of management. They are:

1. Unity of command--which means that each individual within the organization structure is directly responsible to only one supervisor.

2. Delegation of authority--which means that each delegation of responsibility for the doing of a job should be accompanied by the commensurate delegation of authority necessary for the accomplishment of that job.

3. Span of control--which means that to avoid oversupervision or undersupervision a supervisor should directly supervise no less than three nor more than seven individuals.

4. Homogeneous assignment--which means that the duties assigned one should be as nearly related to each other as possible.

These principles are implemented within the framework of the following statutes and policies:

257.20 Divisions of department. The state department of public instruction shall be organized into such divisions, branches, or sections as may be found desirable and necessary by the state superintendent, subject to the approval of the state board, to perform all the proper functions and render maximum services relating to the operation and improvement of the state system of public education; provided that the organization shall be such as to promote co-ordination of functions and services relating to administration and financial services on the one hand and the improvement of instruction on the other hand.

257.21 Employees of department. The state superintendent shall appoint all employees, with due regard to their qualifications for the duties to be performed, designate their titles and prescribe their duties. If deemed advisable, the state superintendent may for cause effect the removal of any employee in the state department of public instruction. The total amount of compensation for employees shall be subject to the limitation of the appropriation and other funds available for the maintenance of the department. The appointment, promotion, demotion, change in salary status or removal for cause of any employee shall be subject to the approval of the state board.

257.22 Assistant superintendents. The state superintendent may appoint not more than two assistant superintendents subject to the approval of the state board, whose duties shall be directed by the superintendent of public instruction. The qualifications for assistant superintendent shall be the same as required for the superintendent. The assistant superintendent designated by the state board shall, in the absence or inability of the superintendent, perform the duties of that office.

1. Discussion of Authority--The Code of Iowa, Section 257.19 establishes the State Department of Public Instruction. In the same and subsequent sections it also gives some basic guidelines as to the responsibilities, organization, and staffing of the Department. The Code of Iowa indicates that the Department shall "act as an administrative, supervisory, and consultative agency" and "shall be organized into such divisions, branches, or sections as may be found necessary. . . provided that the organization shall be such as to promote coordination of functions and services relating to administration and financial services on the one hand and the improvement of instruction on the other hand." The responsibility for the organization of the Department is given to the State Superintendent, subject to the approval of the State Board.

The Code of Iowa further gives the State Superintendent the responsibility and authority to "appoint all employees, with due regard to their qualifications for the duties to be performed, designate their titles and prescribe their duties." The Superintendent may also "for cause effect the removal of any employee in the state department of public instruction." Such appointment, designation of titles, prescription of duties, or removal from employment of departmental employees "shall be subject to the approval of the state board."

Thus, while the State Board has the responsibility for the final approval, modification or rejection of proposals for the organization and staffing of the Department, the Code is clear in its designation of the State Superintendent as the initiating authority to create, within the guidelines of the law, a state education agency to "perform all the proper functions and render maximum services relating to the operation and improvement of the state system of public education."

Maintaining a state education agency capable of rendering maximum service to the improvement and operation of the state system of public education is not a static proposition. The improvement of the state system of education cannot be accomplished with a preceding and continued improvement in the responsible agency itself, the Department of Public Instruction.

While there were some internal changes in the staffing procedures and organizational structure of the Department since 1954, these were mainly initiated to provide an immediate solution to the administration of some new and specific federal program. The basic structure, created under the provisions of Chapter 257 adopted by the Fifty-Fifth General Assembly, however, remained unchanged.

The Department was divided into thirteen separate divisions with a wide divergency of responsibilities. These divisions were also separated with some reporting to the Assistant Superintendent, Administration, and some to the Assistant Superintendent, Instruction. There were several factors that made this organization structure inadequate. The following is a short discussion of each of these factors.

With the advent of the National Defense Education Act, there was a shift in the type of personnel employed. The concept of the staff being predominately composed of personnel who had had administrative experience to the employment of more people with specific subject or specialty area competencies was one such shift. Prior to NDEA such "specialty" personnel had been mainly limited to the divisions of Special Education and Vocational Education. The limitation of new service programs required that this shift continue.

The increased activity of the federal government in providing categorical aid to education was a second factor. These programs all required the development of specific state plans and the employment of additional staff. The necessity to find some way to give emphasis to the total obligations to the Department above and beyond the promotion of many specific federally aided programs required some organizational adjustments. The need to not have to add a new division or section to the organization for each such program was also evident. A structure needed to be developed that could absorb these programs without a major organizational change.

A third factor was the increasing complexity of the education process and the fact that the state education agency is not the sole state agency involved in the "public education process." If it were to remain in a leadership role, the department needed to find methodology for making its organization structure adaptable to interagency cooperation.

A fourth factor is that it is neither educationally sound nor economically nor politically feasible for the state education agency to attain the physical size to offer the complete range of educational services desired by local school districts. While expansion at the state level in both personnel and services was inevitable there were basic limits beyond which such expansion could not take place. Even such "limited" expansion, however, necessitated internal administrative adjustments.

A fifth and parallel factor to the above-mentioned point is the fact that if Iowa's total program of education is to improve, realistic patterns of intermediate and area district education would be developed. Such area concepts of education would complement the efforts of the state education agency in improving the local education program available to the individual child. The coordination of such programs would cause basic changes in the function of the state agency.

A sixth and most critical factor was the need to have some methodology for specific members of the state staff to devote time to planning and development. While this function had always been a factor in the operation of the Department, it has been done by personnel who also had responsibilities for the day to day operation of a division or section. These responsibilities, with the problems of understaffing, left little time for the critical concept of planning and development needed to give effective direction to the total Department. While the State Superintendent could accomplish this in terms of basic direction he also lacked the time to do the refinement and modification required if such planning were to be effective. Specific personnel needed to be employed with this as their only assignment if this critical function were to be accomplished.

A final factor was the need to give emphasis and authority to a single section for the development of departmental publications. Historically this program had been assigned to the division also having the responsibility for instruction research. While there were some merit to this dual assignment, the need to put more emphasis on both functions required that some adjustment be made. The Department also lacked the capacity for one central office to devote their talents to the uniform development of all major publications of the total office. Each division developed its own unique style, found varied ways to accomplish its own proofreading and went through the unique problems of working with a printer for the final development of a publication. The result was the variance that was beyond the level of acceptance for a state education agency.

2. Organization Structure Adopted July 1, 1965--In an attempt to solve these problems the organization structure was developed for the Department and adopted effective July 1, 1965.

The Department of Public Instruction was organized into the office of the State Superintendent; the office of Assistant Superintendents, with direct responsibility for internal services; a Planning, Development and Evaluation staff; and seven branches which reflect the major programs of the Department. Each of these seven branches was further subdivided into divisions, sections, or units. The following is a brief description of each of these major organizational parts of the Department.

The office of the Assistant Superintendents is a combination of the two Assistant Superintendents included in the old organization structure. This office has the direct supervision of the Associate Superintendent, Systems; and of the Internal Services of the Department. It also has secondary responsibilities to the Planning, Development and Evaluation staff.

The Department of Public Instruction has eight associate superintendents.

- a. Associate Superintendent of Systems
- b. Associate Superintendent of Administrative Services
- c. Associate Superintendent of Professional Education and Teacher Certification
- d. Associate Superintendent of Community College Education and Area Vocational Schools
- e. Associate Superintendent of Curriculum and Instruction
- f. Associate Superintendent of Pupil Personnel Services
- g. Associate Superintendent of Vocational Education
- h. Associate Superintendent of Vocational Rehabilitation

The branch of the Associate Superintendent, Systems, and the Planning and Development staff is discussed separately below. However, the makeup of the Internal Services Section is outlined at this point.

The basic components of the Internal Services Section of the Department are publications and shipping and duplicating machine operations. These areas were directly responsible to the office of the Assistant Superintendent albeit they have department-wide functions.

The Planning, Development and Evaluation staff is responsible for the development of new programs and concepts of education; promotion or explanation of such programs with the administrators of the Sixteen Area Education Districts for the Improvement of Education, teachers, school boards, associations and lay people. Such presentations also require the development of appropriate publications, audio-visual methods, brochures, etc. This staff also has the flexibility to meet as a total group to concentrate on a specific problem, meet with the "Cabinet of Associate Superintendents," form "ad hoc" committees, or to work individually or collectively in the various branches of the Department. This staff is directly responsible to the State Superintendent with secondary responsibilities to the branches in the Department of Public Instruction through the office of the Assistant Superintendents.

D. Systems Branch

The systems branch has two divisions, Data Processing and the Iowa Educational Information Center.

1. Data Processing--The Data Processing Division is responsible for machine processing of data gathered from local and county school systems. This involves the following basic points:

- a. Coordinating, designing, and producing forms for data collection--that required by law and that needed for planning and decision making.
- b. Administering instructions for districts to follow for submission of data to the Department.
- c. Processing the data and providing statistical summaries.
- d. Preparing federal reports.

Machine processing services are also provided to other divisions of the Department. These include the departmental payroll, teacher certification and approval, surplus property distribution and inventory, school lunch records and surplus commodity distribution, calculation and distribution of state and federal aid to school districts and legislative research. Programs of storage and dissemination and educational information are also coordinated with the Iowa Educational Information Center at Iowa City.

Some consultative services are provided to local districts in relation to electronic data processing methods and procedures.

2. Iowa Educational Information Center--The Iowa Educational Information Center was formally organized in 1963 as a joint enterprise of the State Department of Public Instruction

and the College of Education of the University of Iowa. The purpose of the Iowa Educational Information Center is to set up and maintain a comprehensive system for the continuous, systematic and routine collection of information about all phases of the educational program. This would include information about the pupil, teacher, supervisor, counselor, administrator, custodian, school board member and parent. Also about the school, its organization, curriculum, the library, administrative practices, programs of special services, physical plant, etc. A major function of the Iowa Educational Information Center is to tabulate, analyze, summarize, and refine this data and to feed it back to the schools in various forms but suited to fulfillment of their many educational purposes.

E. Administrative Services Branch

The Administrative Services branch is divided into the Division of Administration and Finance, the Division of Transportation, the Section of School Lunch, and the Section of Surplus Property.

1. Division of Administration and Finance--The Division of Administration and Finance is primarily a service division in the fields of administration, finance, school district reorganization, school plant facilities, and school finance and business management. This division provides services in:

- a. General administration of public schools
- b. Finance and statistics
- c. School district reorganization
- d. School plant facilities
- e. Internal office administration and management

The division is held accountable for:

- a. The distribution of state and federal aid to schools on the basis of reports submitted by school districts and in accordance with statutes.
- b. The collection and dissemination of information regarding administrative practices, pupil census and attendance, progress in school district reorganization and trends in school buildings and facilities.
- c. The leadership afforded to local and county school administrators through consultative services, publications, workshops, conventions, and other means. This division also assists in the development of State Department budget. It participates in the hearing of appeals and in liaison work with the legislature.

2. Division of Transportation--The Division of Transportation is responsible for the general supervision of public school transportation in the state. In the administration of this program, the division places major emphasis upon the development of these practices in local districts which will protect and improve the health and safety of all children transported and which will result in efficient and economical operation of transportation equipment. All vehicles used as school buses are inspected annually by the Division of Transportation personnel and the Iowa Highway Safety Patrol. Schools of instruction are also provided annually for school bus drivers and mechanics. It is also responsible for processing school district applications for transportation aid and the issuance of school bus driver's permits.

This division also has the responsibility for developing the consultant services regarding programs of driver education in the local school districts of the state. This function was greatly expanded as a responsibility of the Department with the amendments to Chapter 321, Code of Iowa, by the 61st General Assembly.

3. School Lunch Section--The State Department of Public Instruction operates under a contract with the U. S. Department of Agriculture which covers the general administrative procedures of the school lunch program. The section of school lunch in turn negotiates a similar agreement with each public school district which is approved for participation in school lunch programs and determines the basis upon which schools will be approved for such a program. It sets the local rate of reimbursement and determines all other administrative procedures in conformity with the federal state agreement. This section also has the responsibility for the administration and supervision of the Commodity Distribution Program which distributes donated food from the U. S. Department of Agriculture to public and private schools, nonprofit summer camps for children, and eligible state institutions.

The section provides consultative services in planning new school lunch kitchens and school lunchrooms and assists in planning the remodeling of existing facilities. It further aids in the selection of school lunch equipment. It also has the responsibility for the auditing and reimbursement from federal funds of monthly school lunch claims.

4. Surplus Property Section--This section is the state agency for surplus property and accepts such federal property for distribution on an equitable basis to all tax supported and tax exempt colleges, schools, and public health institutions and civil defense units in the state. No money is appropriated from the state general fund to defray the cost of operating this section. Its support comes from a nominal charge made to the receiving institution for cost of transporting, handling, and the operation of the section. This

section is established in the Department of Public Instruction in accordance with Public Law 152 of the Eighty-first Congress as amended. For convenience in the distribution of property, a centralized warehouse is maintained at the Iowa State Fairgrounds in Des Moines from which schools may make a selection of available property and materials.

5. Veterans Education Section--The Department of Public Instruction has been designated by the Governor of the state as the approving agency for veterans education and operates under a contract with the Veterans Administration.

The Veterans Education Section is responsible for the approval of institutions offering training to all eligible veterans and children of veterans under Chapter 36, Title 38, U. S. Code. The section is responsible for the supervision of these institutions and to provide consultative services in developing training programs for veterans in all institutions who are approved under Chapter 36, Title 38, U. S. Code.

F. Professional Education and Teacher Certification Branch

The Branch of Professional Education and Teacher Certification is divided into the Division of Teacher Education, the Section of Civil Defense Education, and the Section of Basic Adult Education.

1. Division of Teacher Education--The State Board of Public Instruction, through the Division of Teacher Education, establishes rules as provided by law for the approval of teacher education programs in colleges and universities. This division also establishes procedures for the certification and approval of all teachers desiring to hold position in this state.

There are three public and twenty-five private colleges in Iowa that have designed and are operating programs that meet the approval standards for teacher education established by this Department. Department personnel periodically visits these colleges to evaluate their programs and facilities. They also counsel with college personnel in the development of new teacher preparation programs.

Certification requirements and approved teacher education programs now require secondary teachers to be four-year college graduates with at least forty or more semester hours of preparation in academic foundations, thirty or more semester hours in subject matter specialization and twenty semester hours in professional education including teaching under supervision. Elementary teachers must also have four-year degree programs.

2. Civil Defense Education--In cooperation with the Department of Defense, U. S. Office of Education and the state office of civil defense, the Department employs personnel for the purpose of carrying on a program of civil defense adult education. The major responsibilities of this section are the training of teachers to lead adult groups which in turn participate in civil defense classes in the various communities of this state.

3. Adult Basic Education--The Section of Adult Basic Education has the responsibility for initiating Title II, Part B of Public Law 88-452. This provides programs of instruction for individuals who have attained age eighteen whose inability to read and write the English language constitutes a substantial impairment of their ability to obtain or retain employment. Programs are operated to help eliminate this individual inability by raising the basic level of education of such individuals with the purpose of making them less likely to be dependent on others. It is also the objective to improve their ability to benefit from occupational education and otherwise increase their opportunities for more productive employment.

G. Division of Community-Junior Colleges and Area Vocational Schools

Divisional status in the Department for community-junior college education was created by the Sixty-first General Assembly. Prior to the passage of this legislation, this area had been serviced by a consultant for community-junior college education operating in the branch of Advanced Education. Iowa has in operation sixteen public community-junior colleges that are under the direct supervision of the Department of Public Instruction. This division also has responsibility for the creation and supervision of area community colleges established under enabling legislation passed by the Sixty-first General Assembly.

In addition to supervisory duties for area and public community-junior colleges, this division has the responsibility, in conjunction with personnel assigned from the Board of Regents, for the establishment of standards for two-year college education in this state.

H. Curriculum and Instruction Branch

The Branch of Curriculum and Instruction is divided into two divisions. These are the Division of Curriculum and the Division of Supervision. As the term applies, the Branch of Curriculum and Instruction is primarily concerned with problems directly related to the improvement of teaching in the schools of the state. Through the development of materials, the provision of consultative services and the direct supervision of local programs, this branch endeavors to help local school systems develop forward-looking curricula, improve teaching methods, utilize the best instructional materials, and employ acceptable techniques in evaluating learning.

1. Division of Curriculum--The Division of Curriculum employs the curriculum specialists in the various program areas of general education. It is also the responsibility of this division to initiate the development of guides in the basic subject-matter areas. Those consultants employed under the various areas of the National Defense Education Act work

through this division. The activities of this division are directed primarily to the purpose of improving the curricula of the local school systems of the state. This division also works in close unison with the Division of Supervision in carrying out its various activities.

2. Division of Supervision--The State Department endeavors to maintain close contact with local K-12 school districts through regular visitations by regional consultants. Through these contacts, an effort is made to help individual districts see their local situation in relation to:

- a. All schools in Iowa
- b. Other schools of their own size in Iowa
- c. Desirable trends and practices as revealed by observation and research

The visitation program of this division calls for an annual visit to each high school district to review its progress in improving administrative practices, programs of offering, facilities and equipment. With the passage of the school standards legislation enacted by the Sixty-first General Assembly, this division will have supervisory responsibilities over program standards for both public and private parochial schools of the state. The personnel of this division will also have the responsibility of working with local school administrators in the sixteen area districts organized for the improvement of education.

Since the personnel of this division are the Department's direct contact with each local administrator, close liaison is maintained by the Division of Supervision personnel with the activities of the other personnel in the Department for maximum efforts in the improvement of the total education offering of the individual local school district.

I. Pupil Personnel Services Branch

The Branch of Pupil Personnel Services is divided into the Division of Special Education and the Section of Guidance Services. The basic responsibilities of this branch are directly related to those aspects of the school system that deal with the pupil rather than directly with the curriculum.

1. Division of Special Education--The Special Education Division is responsible for the promotion, direction, and supervision of public school programs for handicapped children. General requirements have been established for the approval of such programs and for equitable reimbursement, in whole or in part, to school systems for the excess cost incurred in carrying out these programs. Consultant and counseling services are made available from the staff to school systems in the organization of special classes and instructional facilities for children handicapped in vision, speech, hearing, physical, emotional, and mental retardation.

The work of this division is carefully integrated with the general instructional program within a school system. Every possible assistance has been given in an effort to help schools provide an adequate instruction program for all pupils.

2. Guidance Services Section--The consultants of the Guidance Services Section give leadership and assistance to Iowa public schools in developing services in guidance, counseling and testing. Financial assistance is made available to local school districts through this section for the development of local guidance services programs. This assistance is made available through Title V-A of the National Defense Education Act. With the passage of the New Vocational Education Act of 1963, additional assistance for programs of vocational guidance are now available to local districts. It is the philosophy of this section that guidance services are a part of the school program organized to:

a. Assist pupils in gaining knowledge about their interests, abilities, skills, and talents.

b. Help pupils select an appropriate course of study from among the many kinds and levels of courses available to them.

c. Help pupils gain knowledge about the kind of training or schooling opportunities available after leaving school.

This section has responsibilities for working with guidance programs in the elementary, secondary, and community-junior colleges.

J. Vocational Education Branch

The purpose of the programs offered through the Branch of Vocational Education is to prepare secondary, out-of-school, and post-high school youth and adults for successful entrance into an occupation and to assume their responsibilities as citizens and homemakers. Vocational education also provides a continuing education program for adults to either improve skills and knowledge in their present work or to retain them for new occupations.

The Branch of Vocational Education promotes, develops, and supervises vocational-technical education for which state and federal funds are available to aid local education agencies. Programs are developed in agriculture, distribution, home economics, health occupations, trade, and technical education. Under the provisions of the Vocational Education Act of 1963, programs have also been extended to include, in addition to the above-mentioned areas, programs in office education, and provision for programs for the academic and socio-economic handicapped and school dropouts. This Act also includes an expanded program in counseling and guidance, teacher training, research, evaluation, and experimental programs.

The branch is further divided into four sections with specific consultant personnel reporting to the director. The sections operating under the director are Vocational, Agriculture, Home Economics Education, Business Occupations, Manpower Development and Training. There are also consultants in Industrial Education and Health Occupations. In addition to these personnel, there is a separate organization of the branch titled Program Coordinator of Ancillary Services. This organization structure has responsibilities for liaison with other branches of the Department as well as specific research and accounting procedures within the branch of vocational education.

No specific attempt will be made to define the duties of each of the sections. The personnel in each section has basically the same responsibilities with emphasis on their particular area of specialization. The responsibility of the personnel in each of these sections is to explain the purposes of the various programs, the policy guides and standards associated with each program to insure education of a high quality. They further assist school officials in making surveys of occupational and employment trends in school districts and surrounding areas to determine the individual training programs that are needed. When such surveys have indicated a specific training need, the staff gives advice on organizing and developing such programs; provides occupational information and vocational counseling to student groups, when requested by school officials; and advises administrators as to the facilities, equipment, and supplies needed for instruction. The staff further assists teachers in organizing instructional materials, assists in training teachers individually and in workshop groups, and helps in evaluating, improving, and revising programs as changes in occupations occur.

K. Vocational Rehabilitation Branch

Vocational rehabilitation is a public service offered by the State Department of Public Instruction to help develop and conserve the working usefulness of disabled men and women to the extent that they may be gainfully employed. Any person of employable age residing in Iowa who has a disability that prevents satisfactory employment (except aged or helpless persons requiring custodial care, or blind persons being assisted by the Iowa Commission for the Blind) may apply for services. Persons with disabilities resulting from birth, disease, accident, or emotional causes may be eligible. The following services are provided without cost to eligible disabled persons regardless of their financial status:

1. Complete medical diagnosis and vocational evaluation.
2. Vocational guidance and planning based on medical, social, and aptitude records.
3. Training for the right job in established vocational schools or colleges, on-the-job training in industrial establishments, or by correspondence or tutor.

4. Placement on a job in which the disability does not prevent satisfactory performance.

Additional services of medical, surgical, and psychiatric care, provisions of artificial appliances, supplies, and maintenance while in a training program, and occupational tools and equipment for a selected job are dependent upon the financial need of the individual.

The Branch of Vocational Rehabilitation, under an agreement between the State of Iowa and the U. S. office of the Secretary of Health, Education and Welfare, is given the responsibility of evaluating the disabilities of persons applying to district social security officers for benefits based on total disability. A separate "work evaluation" section was established in June, 1955. The disability determinations section is financed entirely through federal social security trust fund.

L. Organizational Changes Since July 1, 1965

Since July of 1965 there have been several changes and additions to the organizational structure of the Department. These are reviewed below.

1. Midwestern States Educational Information Project--The Iowa Department was designed as the administering state for a special grant project under Title V, Section 505 of Public Law 89-10 (Elementary and Secondary Education Act of 1965). The purpose of the project, which was funded January 3, 1966, is to develop a total integrated educational information system compatible among 13 midwestern states. The participating states are: Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

The efforts of the project are directed toward the five educational information areas of facilities, finance, instructional programs, personnel, and the pupil. The system will be so designed that information from one educational area can be related with information from any or all of the four other educational areas.

While in some phases operating as a unit itself, the staff of this project is an integral part of the professional staff of the Department. Organizationally it has been placed under the Associate Superintendent, Systems. Members of the central staff of the project also works in cooperation with the other branch associate superintendents in their respective speciality areas.

2. Title I, Elementary and Secondary Education Act--The original placement of Title I, ESEA, within the Department was under the Internal Services Section responsible to the office

of the Assistant Superintendents. This was done since Title I cuts across all operational phases of the Department. Placement, giving it direct responsibility to the office of the Assistant Superintendents, gave it a lateral function that was not possible with an assignment to one of the branch associate superintendents. With the development of the program, however, it was determined that the original placement of the responsibility for this title was not the most advantageous. As a result, the personnel of this section were made responsible to the Associate Superintendent, Pupil Personnel Services effective June 2, 1966.

3. Title II, Elementary and Secondary Education Act--The state plan for Title II, ESEA, was written so that the title to all materials purchased under this Act remained with the state. The materials are made available to teachers and pupils through sixteen Regional Sub-Agencies. These Regional Sub-Agencies were designated by the Department and consist of the county superintendents in the central county of the pattern for area vocational schools or area community colleges. Where this pattern was not complete a county was assigned in the center of an "anticipated" district. To service this system from the Department, a Title II Section was established in the Branch of Curriculum and Instruction. This section is directly responsible to the Director of the Division of Curriculum.

4. Great Plains School District Organization Project--Iowa is one of four states engaged in a comprehensive two year study to analyze the organizational structure of school districts in the Great Plains area. The other three cooperating states in the project are Nebraska, Missouri, and South Dakota. This is a project under Section 505 of Title V of the Elementary and Secondary Education Act with the Nebraska State Department assigned as the administering agency.

The total project was approved on March 4, 1966, with specific personnel employed by the Iowa Department on July 1, 1966. Personnel in this project have been assigned to the Division of Administration and Finance, working in cooperation with the Reorganization Consultant in this Division.

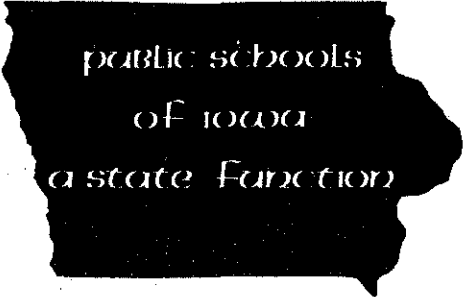
Summary

Authority for staffing and organization of the Department of Public Instruction, under the Superintendent and Assistant Superintendents, is conferred by statute upon the Superintendent. Such organization has been accomplished through application of four cardinal principles of management. Organizational structure presently includes eight branches, each responsible for a group of related functions, and each under the direction of its own associate superintendent. Each branch is further subdivided into functional divisions under the supervision of a director. In addition there is a planning and development staff directly responsible to the State Superintendent.

LET'S THINK A LITTLE DEEPER

1. At times the Department of Public Instruction becomes confused with the Iowa State Education Association. What is the difference?
2. Explain why it is impossible to have state leadership in education without some degree of regulation.
3. Give suggestions as to how the State Department might make its public relations more valuable.
4. Make a list of in-service education functions in which your school participated or could have participated.
5. Make a list of personnel to fill the structure chart as shown.
6. Choose any one of the divisions; do some research and write a somewhat detailed report.
7. List some ways in which the cardinal principles of management are exemplified in the present organization of the State Department.

the structure and role of the
COUNTY BOARD OF EDUCATION



public schools
of iowa
a state function

COUNTY BOARDS OF EDUCATION
were organized to do what
"will contribute to the
more orderly and efficient
operation of the county
school system."

Section 273.12(2)
Code of Iowa

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PART THREE -- The Structure and Role of the County Board of Education

- I. County School System--Historically, a need existed for some immediate unit of government, between the state agency and the more than four thousand local school districts, which existed prior to the wave of reorganization of the past fourteen years. This need was met through County Boards of Education and the office of County Superintendent of Schools. The reduction in total number of local districts has created a situation in which it is feasible to discharge the intermediate function through larger geographic units, than those based on a single county. Some progress has been made in that direction, through the sharing of County Superintendents and merger of systems. However, for the most part, the single county system remains the basic intermediate unit at this time.

A. Establishment

273.1 System created. There is hereby created in each of the several counties of the state, a county school system which shall be a part of the public school system of the state.

273.2 Schools included. The county school system shall embrace all the public schools of the county, except independent and consolidated school districts that maintain four-year high schools and shall be under the direction of the county board of education as provided in this chapter. Any independent school district or consolidated school district may become a part of the county school system upon approval by the voters of the district in the manner provided in chapter 278, and notifying the county superintendent, the superintendent of public instruction and the county auditor, in which case the district shall become a part of the county school system on the first secular day of July next following. The county board of education shall effect no change in the operation of the schools in said district coming into the county school system prior to the first of July following its becoming a part of the county school system.

An independent or consolidated school district joining the county school system by such vote, situated in more than one county shall be a part of the county school system of the county in which the building is located.

In the event an independent school district or consolidated school district is proposed to be formed from one or more school districts within the county school system, the new district shall be a part of the county school system unless composed in part of an independent or consolidated district maintaining an approved four-year high school not in the county school system.

273.3 Election areas. The territory of the entire county shall be divided into four election areas, as nearly as possible

of equal size and contiguous territory, to be designated as the first, the second, the third and the fourth election areas. Where districts have territory in more than one county, the district will belong to the election area of the county where the school buildings are located. In the event of changes in the limits of school districts, the county board of education shall make any such adjustments as may be necessary to equalize the territorial size of the election areas, provided that no such change shall be made less than sixty days prior to the date of the annual school election.

- B. County Board of Education--The policy-making body, at county level, is the County Board of Education. It possesses original jurisdiction in the field of school district reorganization and the creation of merged education areas; whereas the State Board possesses only appellate jurisdiction in the field of reorganization and general approval power over creation of merged areas. Prior to the virtual abolition of non-high school districts, County Boards also exercised wide powers over the approval of extraterritorial bus routes and pupil designation. However, the incorporation of territory into twelve grade systems has reduced the transportation and designation function to a status of mere historical interest.

273.4 County board--election. The county board of education shall consist of five members, electors of the county, one member to be elected from each of the four election areas by the electors of the respective areas, one member to be elected at large from the area of the county school system by the electors thereof. Their terms of office shall commence on the first Monday in October following their election.

Elections to the county board of education shall be held at the annual school elections in odd-numbered years for members whose terms expire on the first Monday in October following said elections and their term of office shall be for six years. Vacancies on said board shall be filled at the next regular meeting of the board by appointment by the remaining members of the board until the next odd-numbered year election at which election a member shall be elected to fill the vacancy for the balance of the unexpired term. A vacancy shall be defined as in section 277.29.

273.5 Nomination papers. Nomination papers in behalf of a candidate for member of the county board of education shall be filed with the county superintendent of schools not more than forty-five days, nor less than twenty days prior to the election at which a member is to be elected. Each candidate shall be nominated by a petition signed by not less than twenty-five qualified electors of the area from which a member is to be elected, which petition shall state the name of the area from which a member is to be elected, the office to which he is to be elected, the name of the candidate and that

he is a resident and elector in the named area. Signers of the petition shall, in addition to signing their names, show their residence, including street and number, if any, the school district in which they reside, and the date of signing, and each nomination paper shall have appended to it an affidavit of an elector other than the candidate in substantially the form provided in section 43.17 except as to the party affiliation.

273.8 Oath--expenses. The members of the board shall qualify by taking the oath required of county officers but shall not be required to give bond. They shall serve without compensation, but shall be paid their actual and necessary expenses including travel, in performing their duties. All such claims shall be audited by the board and paid from the county board of education fund.

273.9 Organization. The county board of education shall meet and organize on the first Monday in October in each odd-numbered year, at ten o'clock a.m. by electing a president for a term of two years.

273.10 Regular meetings. The board shall meet regularly four times each year according to a schedule adopted at the organization meeting and shall meet in special session upon call of the president or upon call of the secretary when a request is filed with the secretary signed by two members of the board.

C. Powers and Duties

273.12 Powers and duties--general. The county board shall exercise such powers as are specifically assigned to it by law. In general their powers and duties shall relate to matters affecting the county school system as a whole rather than specific details relating to individual schools or districts. It shall be the duty of the county board after considering the recommendations of the county superintendent to exercise the following general powers:

1. The county board shall determine and adopt such policies as are deemed necessary by it for the efficient operation and general improvement of the county school system.

2. The county board shall adopt such rules and regulations as in its opinion will contribute to the more orderly and efficient operation of the county school system.

3. The county board shall adopt such minimum standards as are considered desirable by it for improving the county school system.

4. The county board shall have the power to perform those duties and exercise those responsibilities which are assigned to it by law and which are not in conflict with the powers and duties assigned to the local board by law, in order to improve the county school system and carry out the objectives and purposes of the school laws of Iowa.

273.13 Specific duties. The county board of education shall:

1. Appoint a county superintendent of schools provided in this chapter and fix his salary. The board shall also fix traveling expense of the superintendent. Upon the recommendation of the county superintendent, the county board may appoint an assistant county superintendent and such other supervisory, and clerical assistants, as are deemed necessary and fix their salaries and duties. During the absence or disability of the superintendent the assistant superintendent shall perform all the duties of the county superintendent.

2. Select a county attendance officer, if deemed expedient, on recommendation of the county superintendent, either on a part or full-time basis; and fix his duties and salary within limits prescribed by law.

3. Approve the curriculum as recommended by the county superintendent in conformity with the course of study prescribed by the state department of public instruction.

4. Adopt textbooks and other instructional aids for rural school districts under the administration of the county superintendent, and purchase, sell, rent or loan them as provided in sections 301.15 to 301.28, inclusive, and serve as a central depository and purchasing agent of such books and instructional aids for school districts under its jurisdiction, and make proper accounting for same or the county board of education may, with its own funds, buy such books and instructional aids for the school districts under its jurisdiction and rent them to the pupils of the various districts, and make proper accounting for same.

5. Purchase and provide such general school supplies, school board supplies, and other materials as are necessary to the conduct of its office.

6. Adopt rules and regulations, where deemed expedient, and make provisions for establishment and maintenance of county school libraries, in conformity with the provision of chapter 292.

7. Enforce all laws, and rules and regulations of the department of public instruction for the transportation of pupils to and from public school in all school districts of the county.

8. Act with the county superintendent as an appeal board in and for all school districts of the county, in all matters properly brought before it as provided by law.

9. Co-operate with federal, state, county and municipal agencies, and with local school officers in territory adjacent to, but outside the county, in all matters relating to the improvement of the educational program, when deemed expedient.

10. At the regular or a special meeting held between July 1 and July 15, consider the budget as submitted by the county superintendent, and certify to the board of supervisors the estimates of the amounts needed. Such estimates shall follow the budget procedure under chapter 24. The board of supervisors shall then levy a tax on all the taxable property in the county for the amount certified, and the money so raised shall go into a fund hereinafter called the county board of education fund.

11. At each meeting of the board, audit all bills and claims which upon approval shall be paid by warrants of the county auditor, upon the written order of the secretary, countersigned by the president, from the county board of education fund. All regular employees of the board shall be paid monthly by warrants drawn on the above fund by the county auditor.

12. With the assistance of the county superintendent and the co-operation of the boards of the districts within the county, plan and supervise the orderly reorganization of districts, by union, merger or centralization, into larger and more efficient attendance and administrative units. No reorganization shall be submitted to a vote of the people of the district until the plan of reorganization has been referred to and approved by the county board of education.

13. Cause to be published annually in the official newspapers of the county a list of the bills and claims allowed, with the name of each individual receiving such payment, the amount thereof, and the reason therefore.

14. In any county of more than one hundred twenty-five thousand (125,000) population, upon request of the board of supervisors, provide suitable curriculum, teaching staff, books, supplies and other necessary materials for the instruction of children of school age who are inmates of the detention home of such county provided for in section two hundred thirty-two point thirty-five (232.35), Code 1958.

II. County Superintendent--The County Superintendent possesses both original powers and also directed powers as executive officer of the County Board. He has original jurisdiction over disputes between individuals and local boards and sits with the County Board on transportation and designation appeals. He has power to revoke teacher's certificates for cause. He is charged with responsibility for enforcement of the school laws within his county. Historically, he directly supervised elementary schools in districts not having a high school and gave the eighth-grade examination to graduates thereof. Without a certificate from the county superintendent, a graduate of such a school could not be admitted to high school.

A. Establishment

273.14 County superintendent. In each county of the state, the county board of education shall appoint a county superintendent whose term of office shall be for three years, from the first secular day in August following his election and until his successor is elected and qualified. The first regular term under the provisions of this chapter shall begin the first secular day in August in 1948. The president of the board shall certify the appointment to the county auditor and to the state superintendent of public instruction; provided, however, that county boards of education may, in any two or more adjacent counties, by mutual agreement act as a joint board to appoint one county superintendent for all such counties, to employ professional and clerical assistants, and to provide such services as can be carried on jointly and will operate to their mutual benefit. Such agreement shall be written and entered in their respective minutes. Prior to the adoption of any such agreement it shall be approved by the state department of public instruction. The superintendent appointed under such an agreement shall be the official county superintendent for each of the respective boards and shall be appointed for a term of years one to three, but, in no event longer than the period of time that the mutual agreement between the boards is to be in effect. The written agreement providing for joint action by the boards shall provide for the determination of the cost of such joint program and the manner of allocation of such cost to each board for inclusion in the respective budgets. For payment of salaries and other cost of such joint program, the boards by mutual agreement shall designate one board to make such payment and be reimbursed by the other board or boards pursuant to their joint agreement. Such boards are hereby authorized to meet together for the transaction of joint business and at such joint meetings the individual boards may also separately transact their own business.

B. Qualifications

273.15 Qualifications of superintendent. The county superintendent may be of either sex, shall be a graduate of an accredited university or college, or a four-year course above the secondary level in an accredited normal school, the holder of a superintendent's certificate, and shall have had at least five years experience in administrative or supervisory work or in teaching; provided that any serving as a legally qualified county superintendent on the first Monday in April, 1948, shall be deemed qualified to fill the office of county superintendent.

273.16 Oath and bond. The county superintendent shall qualify by subscribing to the oath required of county officers and filing a bond as provided in section 64.8.

273.17 Vacancies filled. Vacancies in the office of county superintendent shall be filled for the unexpired term by the county board of education in the same manner in which the county superintendent is regularly appointed for the unexpired term. If a vacancy is not filled by the county board within forty days the superintendent of public instruction, subject to the approval of the state board of public instruction, shall appoint a county superintendent who shall serve until the next regular election and until his successor is elected and qualified.

C. Powers and Duties

273.18 Powers and duties of superintendent. The county superintendent shall, under the direction of the board, exercise the following powers and duties:

1. Act as secretary, ex officio, and executive officer of the board.
2. Preside at the organization meeting of the county board on the first Monday in April in the odd-numbered year of each biennium, and transmit to the state superintendent within two weeks following such meeting a certified copy of the proceedings or organization, including the schedule of regular meetings and the names and addresses of all county school officials.
3. Attend all regular and special meetings of the county board, and advise the board on all questions under consideration.
4. Provide for keeping the minutes of all meetings of the board, recording all proceedings and official actions and keeping such other records as may be necessary for complete information regarding the schools under his administration and supervision.
5. Act for the county board as custodian of records, reports, documents, correspondence, or other school property that may be placed in his charge by the board.
6. Advise and counsel local boards of education concerning their immediate problems and the general development of a long-time plan of education.
7. Supervise, or arrange for supervision of, instruction in the schools of the county system.
8. Conduct teachers' meetings, institutes, demonstrations and other professional meetings for the in-service training of teachers provided by law, and in accordance with the regulations of the department of public instruction.
9. Endeavor to promote through meetings and conferences with school officers, teachers, parents and the public generally, and by the distribution of pamphlets and bulletins, an active interest in all desirable types of public school education and to suggest needed changes and improvements in the public schools of the county.

10. Submit to the county board for its approval plans for the proper accounting of all children of school age, for the attendance and control of pupils at school and for the proper attention to health, safety and other matters which will best promote the welfare of the children of the county; provided that such pupil accounting practices shall be in keeping with the system established by the state department of public instruction.

11. Establish rules and regulations for admitting, classifying, promoting and graduating pupils to or from the various rural schools in the county school system within the limits prescribed by law.

12. Recommend for the adoption of the board, plans and procedures for the enforcement of compulsory attendance laws and for the appointment of qualified attendance officers when the board deems the same to be necessary or desirable and supervise the work of the same, if and when appointed.

13. Recommend plans and supervise arrangements for the periodic physical and dental examination of all children of the county school system and for the general promotion of health throughout the county.

14. Recommend plans for the establishment and maintenance of such school libraries and school library services, including the use of the state traveling library, as are needed for the proper operation of the schools of the county.

15. Co-operate with the county board of education in developing an adequate, efficient, safe and economical system of pupil transportation in the county.

16. Prepare and submit a detailed itemized budget for approval of the county board of education prior to the first day of July of each year.

17. Assist all district school boards upon request, in making budgets, certifying tax levies, and maintaining uniform accounting procedures.

18. Recommend to the board of educational examiners the revocation of any teachers' certificate for any good cause in the manner provided by law.

19. Assist the county board of education in handling, in the manner prescribed by law, all appeal cases that may come to it.

20. Serve, under the direction of the superintendent of public instruction, as a means of communication between the department of public instruction and the various school officers and teachers in the county, and transmit or deliver to them all books, papers, circulars and communications designed for them, when so requested by the superintendent of public instruction.

21. Visit each public school in the county at least once during each school year; and when requested to do so by a majority of the directors of any school corporation, visit the schools therein.

22. Visit and report upon, at the request of the state superintendent of public instruction, such schools as may be designated.

23. See that all provisions of the school law, so far as they relate to the schools or school officers, within his county, are observed and enforced, and to this end he may require the assistance of the county attorney, who shall at his request bring any action necessary to enforce the law or recover penalties incurred.

24. Order to be closed, any public school or school room taught by any teacher not certified as required by law. If his order is not immediately obeyed, he shall enforce the same against the teacher and the school board by an action for a mandatory injunction in a court of competent jurisdiction.

25. When any school corporation is organized or reorganized according to law, and no director has been elected, or any director elected has not qualified and resigned, so that the matter of the completion of the organization or reorganization of such school corporation is prevented, and the objects of its organization are thereby defeated, appoint a director or board of directors of such corporation, who shall act as such until their successors have been elected and qualified, and designate which term or terms each director appointed shall fill. In consolidated districts situated in more than one county, such appointments shall be made by the county superintendent of the county in which the schoolhouse is located or is to be located.

26. Report annually to the superintendent of public instruction, at times designated by the latter, giving a full abstract of the several reports made to him by the secretaries and treasurers of school boards, stating the manner in and extent to which the requirements of the law regarding instruction in physiology and hygiene are observed, and such other matters as he may be directed by the state superintendent to include therein, or he may think important in showing the actual condition of the schools in his county. He shall file a duplicate of such report with the county board of education.

27. Keep accurate school census records for the county and file annually, on or before the last secular day in July, with the county auditor, a statement of the number of persons of school age in each township and independent district in the county and make such other reports thereon as may be required by law.

28. Report on or before August 1 of each year, to the superintendent of the school for the blind, the name, age, residence, and post office address of every person resident of the county, without regard to age so blind as to be unable to acquire an education in the common schools; to the superintendents of the school for the deaf, with corresponding detail, persons under the age thirty-five, whose faculties with respect to speech and hearing are so deficient as to prevent them from obtaining an education in the common schools; and to the institution for the feeble-minded all persons of school age, who, because of mental defects are entitled to admission therein.

29. Recommend to the rural boards of education in the county school system, teachers to be employed by them.

30. Have power to administer the oath of office to any school officer.

31. The county superintendent shall exercise any or all of the foregoing powers and duties and provide any or all of the foregoing services for any or all public schools not in the county system when they indicate by board action the need for such services.

D. Other Specifics

273.19 Application limited. The powers and duties of the county board and the county superintendent heretofore enumerated shall be construed to apply only to the county school system except as otherwise specified.

273.20 Federal co-operation. The county board of education or a school board in a county wherein is located an Indian reservation shall have power to enter into a contract with the United States government to operate and maintain a school or schools to be operated as a public school approved as provided for by the laws of this state for the purpose of educating Indian children. The expense of such operation and maintenance shall be paid by the United States government.

273.21 Penalty. Should the county superintendent fail to make any report required of him by law to the superintendent of public instruction or the county auditor, he shall forfeit to the school fund of his county the sum of fifty dollars, to be recovered in an action brought by the county for the use of the school fund, and in addition shall be liable for all damages occasioned hereby.

273.22 Permits merging of county school systems with adjacent counties. County boards of education, in any two or more adjacent counties, may, by the concurrent action of the respective boards of directors at their regular meetings in July, or at special meetings thereafter, called for that purpose, merge the respective county school systems into one

school system; provided, however, that said merger shall be approved by the state board of public instruction before becoming effective and provided further that notice of the proposed merger shall be published at least twenty days prior to the proposed merger. For further information see section 273.22, Code of Iowa.

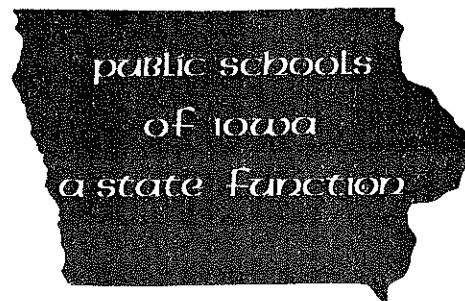
Summary

The County School System serves as an intermediate agency between the state agency and the local districts. It is made up of the County Board of Education and the County Superintendent of Schools. The County Board has extensive powers in the field of district reorganization and in the creation of merged education agencies. The County Superintendent is the executive officer of the County Board and also has power to hear appeals from acts of local school boards, authority over registration and revocation of teacher's certificates, and supervisory powers relative to special education, as well as many other powers. Reduction in number of school districts has initiated a trend toward larger intermediate units.

LET'S THINK A LITTLE DEEPER

1. What advantages or disadvantages would there be if a county board were appointed rather than elected?
2. Do a little research to determine if any states appoint their county boards of education.
3. Given the assignment to write the qualifications needed for a good county board members, what would you submit?
4. What are the election areas in your county?
5. Do the people of your community take a genuine interest in your county board of education?
6. Why should county board members take an oath of office?
7. Although diversity of thought among members of any county board of education is desirable and wholesome, such diversity is a hindrance to administration if such diversity represents provincialism. Why would this be true?
8. Should board members be elected on promises?
9. Intermediate units are an integral part of educational organization in a majority of states. What is the function of the intermediate unit?
10. Should some educational decisions and implementations for all schools be made at the county level? If so, what are some?
11. How long do you think the term of a county superintendent should be?
12. Would you take away or add any general or specific duties to the power of the county superintendent? Write in some detail.
13. What role does the county superintendent play in the community school of Iowa?
14. In light of the fact that very few really rural schools exist any longer in Iowa, is the county system still needed?
15. What is your attitude toward merging county school systems?

the structure and role of IOWA SCHOOL BOARDS



LOCAL BOARDS OF EDUCATION

"The board shall make rules for its own government and that of the directors, officers, teachers, and pupils, and for the care of the school house, grounds, and the property of the school corporation and aid in the enforcement of the same and require the performance of duties by said persons imposed by law and the rules."

Section 279.8
Code of Iowa

[illegible]

PART FOUR -- The Structure and Role of Iowa School Boards

I. Historical Development of the School Board

The local school board as it exists today is also a result of an evolutionary process.

We thus see that both the psychology of learning and conditions within American society during the first third of the twentieth century, broadly speaking, cooperated in developing types of curriculum organization and methods of teaching which emphasized the acquisition of information, habits and techniques for adjustment, and even the development of those attitudes which empirical studies of society seemed to validate. Moreover, our discussion of Skinner and teaching machines reveals that the concept of education as adjustment is not merely a matter of historical interest.

These were developments within subject matter and method. The spirit of science and business efficiency were equally potent in bringing about administrative reforms. Originally, the people in public assembly administered their schools as they conducted other affairs of the community. Here they voted to establish a school, to employ a teacher, and to provide the essentials of maintenance. In time, it seemed advisable to delegate the details of administration to a committee or to an individual. Before long, however, this method, too, proved inadequate for the proper conduct of the school, and a specially designated officer came into being charged with the responsibilities of executive secretary or school superintendent. In Connecticut, for example, "school visitors" or a "school committee" undertook the task of preparing courses of study, supervising methods of instruction, and enforcing discipline, but eventually these functions were delegated to one individual. However, the inferior service rendered by laymen resulted, in time, in the selection of a trained educator with the title of superintendent.¹

The school committee has also set the pattern for the administration of city school systems. Since our cities have commonly enlarged through the absorption of communities that were once independent, school systems have grown by a similar process. Often these new additions insisted upon maintaining a direct interest in their schools, with the result that the central board of education became an aggregate of semi-independent committees, each tending to put the interests of its own district first. In other instances, a central board was established with control over the schools as a whole. In either case, it was the general practice to perpetuate district or ward representation, with the result that city boards of education increased in size with the growth of the city. As late as 1902, for example, the Philadelphia board of education was composed of some five hundred members.

¹Frank P. Graves, The Administration of American Education (New York: The Macmillan Company, 1932), pp. 407-08.

It soon became obvious that large boards with district representation and the inevitable log-rolling methods of arriving at decisions on critical matters could result only in the demoralization of the schools. Committee administration of matters such as the purchase of school supplies, employment of teachers, selection of textbooks, and so on, not only fostered inefficiency but encouraged graft and favoritism.² Maladministration of public education became one aspect of what Lincoln Steffens, writing early in the century, characterized the "shame of the cities," and the rescue of the schools from the clutches of special interests was one of the leading objectives of all who labored for reform.

In their search for ways and means of bettering school administration, reformers turned to business organization as a model. Nor is it strange that they did so. Both the conduct and the structure of large business corporations seemed at the time to possess characteristics the schools were sadly lacking, which lack had brought school systems to their low estate. In contrast with the large board of education whose operations involved waste of time, log-rolling, and, all too often, the subordination of public interest to special interests, the governing boards of corporations were small, evidenced a singleness of purpose, and concerned themselves with the formulations of policy as distinct from the details of administration. Superintendents of schools, as the executive officers of boards of education, were commonly checked in their administration of details by the self-seeking and petty interference of laymen. Boards of directors of corporations defined general policies, assigned the task of their execution to a manager and encouraged him from that point on to exercise initiative and independence.

A similar comparison can be made of the internal structure of the business corporation. The general manager appointed the heads of departments on the basis of merit, and department heads were held immediately responsible to the manager for results. Centralized responsibility and control, clearly defined functions, and single-hearted concentration of each functionary upon his own sphere of duties seemed ideal, a method worthy of incorporation in the conduct of public affairs.

Out of these contrasts came the general pattern of school organization and administration as we see it today in the United States. The large board has been replaced by the small board, which, in ideal at least, concerns itself with the formulation of policy rather than the details of administration. Ward or district representation has given way largely to city wide or nongeographical

²Samuel T. Dutton and David Snedden point out that in the city of Rochester, New York, lay members of the board of education once served on the following committees: finance, qualification and employment of teachers, organization of schools and grievances, textbooks, library and apparatus, repairs, buildings, supplies, fuel and fire fixtures, printing, free academy salaries, janitors, and law apportionment. Administration of Public Education in the United States (New York: The Macmillan Company, 1915), p. 141.

representation, either by appointment or election. Within the school system, there are clearcut divisions of labor and authority which run from the board of education to the superintendent and from him to associate or assistant superintendents, to principals, to heads of departments, to teachers.

II. Iowa State School Board

- A. Organization--The manner of election, organization, membership, term of office and succession of school boards in Iowa is governed by statute. Perusal of the statutes hereinafter set forth will reveal that many of the existing provisions were conceived primarily with a view toward the governing of small rural districts. Of the following statutes, section 279.8, Code of Iowa, is of particular significance as it is the basis for a major segment of the local boards useful powers.

277.1 Regular election. The regular election shall be held annually on the second Monday in September in each school corporation and in each subdistrict for the purpose of submitting to the voters thereof any matter authorized by law, except that in all community or independent school districts which embrace a city and which have a population of one hundred twenty-five thousand or more such election shall be held biennially on the second Monday in September of odd-numbered years.

277.2 Special election. The board of directors in any school corporation may call a special election at which election the voters shall have the powers exercised at the regular election with reference to the sale of school property and the application to be made of the proceeds, the authorization of a schoolhouse tax or indebtedness, as provided by law, for the purchase of a site and the construction of a necessary schoolhouse, and for obtaining roads thereto.

277.3 Notice of election. There shall be a written notice of all regular or special elections, which notice shall be given not less than ten days next preceding the day of the election, except as otherwise provided in this section, and shall contain the date, the polling place, the hours during which the polls will be open, the number of directors or officers to be elected and the terms thereof, and such propositions as will be submitted to and be determined by the voters.

In those corporations where registration is not required and in which only one voting precinct has been established said notice shall be posted by the secretary of the board in five public places in the corporation.

In those corporations in which registration of voters is required or in which more than one voting precinct has been established the secretary shall post the notice in each precinct, and also publish it once each week for two consecutive weeks preceding the election in some newspaper published in the county and of general circulation in the corporation.

In subdistricts said notice shall be posted by the subdirector in three public places within the subdistrict, one of which shall be on the front of the school building. If the subdirector fails to post the required notice not less than ten days next preceding the day of the election, or if there be no subdirector, then any other voter in the subdistrict may secure from the county superintendent the proper form for the required number of notices filled out in the manner provided in this section and such notices, if signed by the county superintendent and said voter and posted as required in this section not less than five days next preceding the day of the election, shall constitute due and legal notice of said election.

277.4. Nomination required. Nomination papers for all candidates for election to office in each community or independent city, town, or consolidated district shall be filed with the secretary of the school board not earlier than thirty days nor later than noon of the tenth day prior to said election. Each candidate shall be nominated by a petition signed by not less than ten qualified electors of the district, except that in city, community, or independent districts where the regular election is held biennially such petition shall be signed by not less than fifty qualified electors of the district. To each such petition shall be attached the affidavit of a qualified elector of the district that all the signers thereof are electors of such district and that the signatures thereto are genuine.

277.12 Right to vote. To have the right to vote at a school election a person shall have the same qualifications as for voting at a general election and must have been for ten days prior to such school election an actual resident of the corporation and precinct or subdistrict in which he offers to vote.

1. Citizen of the United States
2. Resident of the precinct
3. Twenty-one years old
4. Resident of the state six months
5. Resident of the county 60 days
6. Resident of the school district 10 days

277.21 Tie vote. If there is a tie vote for any elective school office in any school corporation or subdistrict the judges of election or the board canvassing the returns, as the case may be, shall decide the election by lot substantially as provided in section 50.44.

277.23 Directors--number. In any district including all or part of a city of fifteen thousand or more population the board shall consist of seven members; in all other community or independent city or town districts, in consolidated districts, and

in rural and village independent districts having a population of over five hundred, the board shall consist of five members; in all other rural and village independent districts having a population of five hundred or less and in school townships not divided into subdistricts the board shall consist of three members; in school townships divided into subdistricts the board shall consist of one subdirector from each subdistrict with a director-at-large in those school townships that are divided into an even number of subdistricts.

277.24 Term of office. Members of the board in all community or independent districts and undivided school townships shall be chosen at the regular election for a term of three years to succeed those whose terms expire at the organization of the board the third Monday in September immediately following and shall hold office for the term for which elected and until their successors are elected or appointed and qualified, except that in those community or independent districts which embrace a city and which have a population of one hundred and twenty-five thousand or more the term shall be six years. In school townships divided into subdistricts the subdirector and the director-at-large where one is required shall be elected at the regular election for a term of one year and until his successor is elected, or appointed, and qualified.

In all school corporations and subdistricts the term of office shall begin at the organization of the board on the third Monday of September.

277.25 Directors in new districts. At the first election in newly organized districts the directors shall be elected as follows:

1. In districts having three directors, one director shall be elected for one year, one for two years, and one for three years.
2. In districts having five directors, two shall be elected for one year, two for two years, and one for three years.
3. In districts having seven directors, two shall be elected for one year, two for two years, and three for three years.

277.26 Treasurer. In districts composed in whole or in part of cities or towns a treasurer shall be chosen at the regular election. He shall serve without pay and his term shall begin on the first secular day of July following his election and continue for two years and until his successor is elected or appointed and qualified.

277.28 Oath required. Each director or subdirector elected at a regular district or subdistrict election, as the case may be, shall qualify by taking the oath of office on or before the

time set for the organization meeting of the board the third Monday in September, and his selection and qualification entered of record by the secretary. The oath may be administered by any qualified member of the board, the secretary of the board, or the county superintendent of schools, and may be taken in substantially the following form:

"Do you solemnly swear that you will support the constitution of the United States and the constitution of the state of Iowa and that you will faithfully and impartially to the best of your ability discharge the duties of the office of _____ (naming the office) in _____ (naming the district) as now or hereafter required by law?"

If the oath of office is taken elsewhere than in the presence of the board in session it may be administered by any officer listed in sections 78.1 and 78.2 and shall be subscribed to by the person taking it in substantially the following form:

"I, _____, do solemnly swear that I will support the constitution of the United States and the state of Iowa and that I will faithfully and impartially to the best of my ability discharge the duties of the office of _____ (naming the office) in _____ (naming the district) as now or hereafter required by law."

Such oath shall be properly verified by the administering officer and filed with the secretary of the board.

The treasurer selected at a regular election in city and town districts shall qualify by taking the oath of office in the manner herein required and filing a bond as required by section 291.2 within ten days after the first secular day in July following his election.

277.29 Vacancies. Failure to elect at the proper election or to appoint within the time fixed by law or the failure of the officer elected or appointed to qualify within the time prescribed by law; the incumbent ceasing to be a resident of the district or subdistrict; the resignation or death of incumbent or of the officer-elect; the removal of the incumbent from, or forfeiture of his office, or the decision of a competent tribunal declaring his office vacant; the conviction of incumbent of an infamous crime or of any public offense involving the violation of his oath of office, shall constitute a vacancy.

277.30 Vacancies filled by election. When vacancies are to be filled at a regular election, the election shall be for the number of years required to fill the vacancy and until a successor is elected, or appointed, and qualified.

277.31 Surrendering office. Each school officer or member of the board upon the termination of his term of office shall immediately surrender to his successor all books, papers, and moneys pertaining or belonging to the office, taking a receipt therefor.

279.1 Organization. The board of directors of each school corporation shall meet and organize at two o'clock p.m., or at seven-thirty o'clock p.m., if so ordered by the president of the board, on the third Monday in September each year at some suitable place to be designated by the secretary. Notice of the place and hour of such meeting shall be given by the secretary to each member and each member-elect of the board.

Such organization shall be effected by the election of a president from the members of the board, who shall be entitled to a vote as a member.

279.2 Special meetings. Such special meetings may be determined by the board, or called by the president, or by the secretary upon the written request of a majority of the members of the board, upon notice specifying the time and place, delivered to each member in person, or by registered letter, but attendance shall be a waiver of notice.

279.3 Appointment of secretary and treasurer. At the meeting of the board the first secular day in July the board shall appoint a secretary who shall not be a teacher or other employee of the board. It shall also, except in the districts composed in whole or in part of a city or town, appoint a treasurer. Such officers shall be appointed from outside the membership of the board for terms of one year beginning with the first secular day in July which appointment and qualification shall be entered of record in the minutes of the secretary. They shall qualify within ten days following their appointment by taking the oath of office in the manner required by section 277.28 and filing a bond as required by section 291.2 and shall hold office until their successors are appointed and qualified.

279.4 Quorum. A majority of the board of directors of any school corporation shall constitute a quorum from the transaction of business, but a less number may adjourn from time to time.

279.5 Temporary officers. The board shall appoint a temporary president or secretary, in the absence of the regular officers.

279.6 Vacancies filled by board--qualification--tenure. Vacancies occurring among the officers or members of a school board shall be filled by the board by appointment. A person so appointed to fill a vacancy in an elective office shall hold until the organization of the board the third Monday in March immediately following the next regular election and until his successor is elected and qualified. A person appointed to fill a vacancy in an appointive office shall hold such office for the residue of the unexpired term and until his successor is appointed and qualified. Any person so appointed shall qualify within ten days thereafter in the manner required by section 277.28.

279.8 General rules--bonds of employees. The board shall make rules for its own government and that of the directors, officers, teachers, and pupils, and for the care of the school-house, grounds, and property of the school corporation, and aid in the enforcement of the same, and require the performance of duties by said persons imposed by law and the rules.

Employees of a school corporation maintaining a high school who have the custody of funds belonging to the corporation or funds derived from extracurricular activities and other sources in the conduct of their duties, shall be required to furnish suitable bond indemnifying the corporation or any activity group connected with the school against loss, and employees who have the custody of property belonging to the corporation or any activity group connected with the school may be required to furnish such bond. Said bond or bonds may be in such form and penalty as the board may approve and the premiums on same shall be paid from the general fund of the corporation.

279.11 Number of schools--attendance--terms. The board of directors shall determine the number of schools to be taught, divide the corporation into such wards or other divisions for school purposes as may be proper, determine the particular school which each child shall attend, and designate the period each school shall be held beyond the time required by law.

279.14 Superintendent--term. The board of directors of any community or independent school district or school township where there is a township high school shall have power to employ a superintendent of schools for one year. After serving at least seven months, he may be employed for a term of not to exceed three years. He shall be the executive officer of the board and have such powers and duties as may be prescribed by rules adopted by the board or by law. Boards of directors may jointly exercise the powers conferred by this section.

B. Powers and duties

For the remaining discussion of the local board of education excellent material can be found in the publication, The Iowa School Board Member. This publication deals specifically and in quite some detail with the following:

1. General powers and duties

- a. Develop unity
- b. Develop leadership
- c. Executive function
- d. Staff and group relationships
- e. Personal relationships
- f. Courageous action

2. Specific powers and duties

- a. Comply with laws and regulations
- b. Determine the educational objectives of the public school

- c. Select the superintendent
- d. Improve educational opportunities
- e. Professional personnel responsibilities
- f. Provide school plant
- g. Secure financial resources
(Develop the methods of financing the schools)
- h. Keep the public informed
- i. Evaluate

III. Forces Affecting School Boards

The following may be pursued further by reference to The Iowa School Board Member: A Guide to Better Boardmanship by S. J. Knezevich and H. C. DeKock:

The school board meeting

- a. Factors making for good board meetings
- b. Meeting time and place
- c. Meeting procedure
- d. The agenda
- e. Board meetings--private or public
- f. The superintendent at school board meetings
- g. The secretary and the board meeting
- h. Hearing delegations
- i. The minutes

IV. Policy

- A. What is policy?
- B. Why written policy?
- C. What should be covered by policy?
- D. How do policies grow and develop?

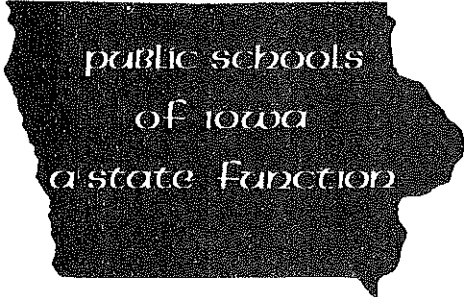
V. Developing Effective Working Relationships

- A. The board and the community
- B. The board and the superintendent
- C. The board and the community group
- D. The board and the professional staff
- E. The board and the secretary to the board
- F. The board and the Iowa State Department of Public Instruction
- G. The board and the Iowa Association of School Boards
- H. The board and other educational groups

LET'S THINK A LITTLE DEEPER

1. Do you feel there should be an educational requirement for members of local boards of education? Give reason for your answer.
2. In school districts, at times, part of the district lies in two counties. One might change homes and still not change school districts but would change counties. This might be done one month before a school election. The voter then loses his right to vote because he has not been in the new county 60 days. Do you think this qualification to vote should be changed?
3. Do you feel that a three-year term is too long or not long enough for a local board member? Give reason for your answer.
4. What would be your reaction to a law which would state that a local board member could only serve three successive terms?
5. Conduct a reorganization meeting.
6. Name your locally elected board members.
7. Who is your local school board secretary?
8. Who is your local school board treasurer?
9. What are your local needs as far as plant is concerned?
10. How are the people in your community kept informed about their schools?
11. What is the regular meeting date of your local board of education?
12. Do you feel that there is ever a time when there should be a "closed" board meeting? Defend your opinion.
13. Carry on a hearing before a board of education.
14. Secure and examine local board minutes. These may be secured from either your superintendent or your board secretary.
15. Examine some of your local board policies. Do you feel there should be more or less written policy?
16. Write a new policy for your school.
17. Do you feel that there is good working relationship between your board and the local community? If not, how would you improve it?
18. Discuss "power structure" in a community.
19. List organizations that exert impacts on education.

FINANCING THE PUBLIC SCHOOL IN IOWA



public schools
of iowa
a state function

The educational and school funds and lands, shall be under the control and management of the General Assembly of this state.

Art. IX, 2nd, Sec. 1
Constitution of Iowa

PART FIVE -- Financing the Public School in Iowa

One cannot look at the public schools of Iowa without giving thought to financial aspects of the school. Unfortunately public school education is expensive. This has been an accepted axiom ever since the public school came into being. Also, there is a direct relationship between cost and quality in public education. It is a responsibility to inform people that the outstanding schools are devoting a much greater proportion of their resources to education than are some other districts.

The financing of the public school is also undergoing change. At one time it was almost wholly a local and state obligation; however, today the federal government is becoming more and more involved. Thomas P. Lantos in his article, "A Free Profession in a Free Society," says:

"During the past five and one-half years, the United States has enjoyed an unprecedented period of prosperity. This period of prosperity, the longest in American history, has coincided with the largest increase in national investment in public education. I submit that this coincidence is more than accidental. The knowledge industry--the production, distribution, and consumption of knowledge in all its forms--is now not only the largest but also the most rapidly growing and the most dynamic segment of the American economy. Even if the present high level of defense expenditures continues, within twelve to fourteen years our annual investment in public education will exceed our defense budget.

"It is well within the capabilities of the American economy to extend post-high school education, for at least two years, to every single person who is capable of taking advantage of such an historically unprecedented opportunity. As a matter of fact, I am convinced that unless we significantly, even dramatically, expand our investment in human beings from pre-school to post-graduate school, our economy will slow down and will lose its present momentum.

"It is well known that the rate of return on investment in human beings is one of the most impressive rates obtainable on any form of investment. Permit me to give you a specific example. In 1963, the Vocational Rehabilitation Administration undertook a program of retraining and rehabilitating a group of physically handicapped adults. Their annual income jumped from \$47 million, pre-rehabilitation, to \$238 million, post-rehabilitation. During their lifetimes, this group of men and women, who for the first time became self-supporting and self-respecting citizens in this free society, will be paying \$7 in federal income taxes for every \$1 invested in their program of rehabilitation.

"I believe it is the task of all of us to tell the story day in and day out of the causal relationship between investment in people and the prosperity of our economy and quality of our society. In this society, there is very little room for the unschooled. The world of work is now a pyramid of opportunities standing on its head. There is virtually no room at the bottom, but there is endless opportunity at the top. This is the first time in the history of man that the world of work, which has always been a pyramid standing on its base--with vast opportunities for the unskilled and the unschooled and with very little room at the top--has been turned upside down.

"This, I submit, is the most permeating phenomenon of the American economy. Yet only one in six college-age young men and women succeeds in finishing a four-year education. Somehow, inexplicably to me, we seem to be assuming that we have reached an age where most people graduate from college. In point of fact, when you take a group of eighteen-year-olds, two out of six never finish high school; two out of six graduate from high school; the remaining two enter some institution of a post-high school character, but only one of those two actually receives a baccalaureate degree. Thus at present, only one in six of this age group is preparing to fill the unlimited unemployment opportunities at the top; but the reservoir of those who are fighting for the few places at the bottom of the pyramid is growing by millions each year.

"With an economy in which there is little room for the unschooled, and with a clear causal relationship between investment in education and prosperity, the breakthrough of federal support that we accomplished this past year is highly significant. I realize that there are problems in new programs. There is a period of learning, a period of trial and error. But there is also, I think, a growing awareness that the most important single business of this nation, the job of developing human resources, cannot be financed alone at the state and local level. Of course, for some people, the battle over federal aid to education will never end. But I suppose it is often the case, as Galbraith once remarked, that "when the noise is at its loudest, the battle is actually being fought with blank cartridges over ground that has already been won in a war which is over."

The funding system for Iowa public school districts provides for two separate funds: Schoolhouse Fund and General Fund. All receipts and expenditures of public moneys for schools should be accounted for under these two funds.

Schoolhouse Fund

Receipts

School district receipts from the following sources should be deposited in the Schoolhouse Fund:

1. Proceeds of a schoolhouse tax authorized by the electors. (275.32, 278.1 subsection 7, 291.13)
2. Proceeds of the sale of bonds authorized by law. (275.32, 291.13)
3. Proceeds of a tax levied to pay principal and interest on bonded indebtedness. (291.13, 298.18)
4. Proceeds of a tax levied for the purchase of sites. Authority to certify such a levy, not exceeding one mill, rests with the board of directors only in a high school district which has a total enrollment of six hundred or more and which maintains a kindergarten through grade twelve program. (297.5, amended 61st G.A.)
5. Proceeds of a tax levied for the establishment and maintenance of playgrounds. (This tax, not to exceed one-half mill, may be levied by the board of directors of any district containing a city, upon authorization of the voters.) (300.2, 300.3, 291.13)
6. Proceeds from the sale of a schoolhouse or site, unless the voters have directed that such proceeds shall revert to the General Fund. (278.1, subsection 2)
7. Proceeds from the sale of other property, providing the voters have directed that such proceeds shall revert to the Schoolhouse Fund. (278.1, subsection 2)
8. Proceeds of insurance on buildings. Ltr. OAG, March 26, 1924.
9. Sales tax refund on construction.
10. Federal monies received for construction under the Federally Impacted Area Act (Public Law 815).
11. Federal monies received for construction under the Vocational Education Act of 1963 (Public Law 88-210).
12. Federal monies received for construction under the Elementary and Secondary Education Act of 1965 (Public Law 89-10).

Expenditures

Expenditures from the Schoolhouse Fund include the following:

1. Payments to contractors and architects for construction, repairs, improvements, or remodeling. (If a bond issue for new construction carries, the architect's fees should be paid from the Schoolhouse Fund. If the bond issue does not carry, any architect's fees should be paid from the General Fund.) Ltr. OAG Oct. 14, 1954.
2. Purchase of sites. (296.1)
3. Improvement of sites. (296.1)
4. Principal and interest due on lawful bonded indebtedness. (298.18)
5. Payment for a contractual agreement for rental or lease-purchase of a building. (278.1 amended 61st G.A.)

General Fund

The General Fund is intended to take care of all moneys received for any purpose other than those listed above under Schoolhouse Fund.

Receipts

General Fund receipts are further divided for accounting purposes into:

1. Revenue receipts--those coming either directly or indirectly from taxation and which neither increase indebtedness nor deplete school property, and
2. Nonrevenue receipts--those which increase indebtedness of the district or deplete the assets in some form.
3. Transfers--money which is taken from one fund under the control of the board of education and added to another fund under the board's control. Transfers also include amounts received from other school districts for services rendered, or as a result of reorganization.

Following is an outline of the major sources of receipts for the General Fund:

I. Revenue Receipts

A. Local Taxes

1. District Tax (298.1)
2. Emergency Levy (298.2)
3. Moneys and Credit Tax Replacement Fund (429.2)
4. Pension Fund Tax (97B.9, 97C.10, 294.9)
5. Tax Loss Reimbursement (Chapter 284)

B. State Appropriations

1. General Aid (Chapter 286A)
2. Supplemental Aid (Chapter 286)

- 3. Transportation Aid (Chapter 285)
 - 4. Handicapped Children Aid (281.9)
 - 5. Vocational Aid (State) (258.8)
 - 6. Driver Education Aid
 - C. Semi-Annual Apportionment (298.11)
 - D. Federal Appropriations
 - 1. School Lunch (unless handled in a separate account and not in the General Fund)
 - 2. Vocational Aid (Federal)
 - 3. Maintenance and Operation (Public Law 874)
 - 4. National Defense Education Act
 - 5. Elementary Secondary Education Act
 - 6. Economic Opportunity Act
 - E. Tuition--from individuals
 - F. Transportation--from individuals
 - G. Rents and Donations
 - H. Clearing Accounts
- II. Nonrevenue Receipts
- A. Sales of Supplies, Property, and Equipment (Receipts from sale of real property should be deposited in the Schoolhouse Fund unless otherwise directed by the voters as provided in Section 278.1, subsection 2)
- III. Transfers
- A. Tuition
 - 1. High School and Junior High School (282.17 - 282.24)
 - 2. Elementary (279.18)
 - B. Transportation
 - C. Reorganization

Expenditures

Expenditures from the General Fund cover those items which are normally considered to be "operating costs." Following is a brief summary of the General Fund expenditure classifications as provided in Uniform Financial Accounting for Iowa Schools:

- 1. Administration
This includes all general administrative costs that are system-wide. Costs such as salaries of superintendents, assistant superintendents, secretary, business manager, office personnel, office supplies, election expense, census expense, publication costs, legal fees, and travel expense for administrators and board members are included here.
- 2. Instruction
This classification consists of those activities dealing directly with or aiding in the teaching of students or improving the quality of teaching. The activities of the teacher, principal, consultant or supervisors of instruction are included to the extent that they provide instruction or supervision of those areas of the school program which are included in the basic curriculum. Expenditures for all instructional supplies, textbooks and library books, testing materials, and audio-visual aids are also included under instruction.

3. Other Educational Costs

Those activities which have as their primary purpose the promotion and improvement of children's attendance at school through the enforcement of compulsory attendance laws are included in this classification. Salaries of certified and non-certified attendance, personnel attendance, supplies and expenses, services and salaries for physical and mental health, and salaries, supplies and expenses for transportation services are included here.

4. Fixed Charges

This account includes those expenses which are recurrent in nature and which are not readily allocable to other expenditure accounts. These expenses are fairly uniform from year to year, such as insurance premiums, rent, surety bond premiums, and the district's share of the local, state, and federal retirement payments. (When a remittance is made to a retirement system, that portion representing the amount withheld from salaries should be charged to the appropriate salary account; the district's share of the payment should be charged to Fixed Charges.)

5. Operation and Maintenance of Plant

This classification provides for those activities concerned with keeping the physical plant open and ready for use. It includes cleaning, disinfecting, heating, lighting, communication, power, moving furniture, handling stores, caring for grounds, replacement of equipment, and repair of facilities.

6. Other School Services

This classification covers those accounts which may be financed entirely by revenue produced through the activity itself, partly by revenue produced through the activity itself and partly from appropriations or tax money, or as a third possibility, financed entirely from appropriations or tax money. Food services and student body services activities are included here.

7. Community Services

Community services are those services provided by the school district for the community as a whole, or some segment of the community, excluding public school and adult education programs operated by the school district.

8. Capital Outlay

This classification refers to an expenditure which increases the amount of property owned by a school district. The purchase of additional furniture or equipment should be charged to this account in the General Fund unless authorized by the electors as indicated below. (Replacement of old furniture and equipment should be charged to Operation and Maintenance.) Purchase of additional school buses should be charged to Other Educational Costs. If the electors of a district have authorized a bond issue for the purpose of erecting and equipping a building, the cost of furniture and equipment should be recorded under

Capital Outlay in the Schoolhouse Fund. However, if the purchase of such furniture and equipment is made upon authorization of the school board (without a vote of the electors), the cost should be charged to Capital Outlay in the General Fund.

9. Debt Service

The major item under this classification is in the interest paid on General Fund warrants stamped "not paid for want of funds." (Chapter 74) The original face amount of such warrant should be changed to the proper account as determined by the purpose of the payment. This classification also includes any expenses such as court costs and other legal services connected with the payment of a debt.

Clearing Accounts

Clearing accounts are used to accumulate total receipts or expenditures either for later distribution among the accounts to which such receipts or expenditures are properly allocable, or for recording the net differences under the proper account. The accounts do not receive their revenue directly from local taxation or other similar public source.

They provide for the financial transactions which involve a double handling of money. Money can be received from the operation of a given activity and subsequently spent again for the same activity in a cycle of operations. In these instances, it would greatly distort the financial picture with respect to the money available for expenditure by the board of education, and money expended during the year by the board.

The accounts included in the Clearing Accounts of the Uniform Financial Accounting System for Iowa Schools are: Petty Cash, Securities Investment, Gifts and Trusts, Operation of Investment Properties, Food Services, Student Body Activities, Adult Education, Summer School, Materials for Resale, Textbooks, and Student Loans and Scholarship Accounts.

Special Activity Fund

All funds collected through school activities are under the financial control of the school board. Monies derived from these activities must be deposited in a separate bank account.

There is no specific provision in the Iowa Code for the establishment of an "Activity Fund." However, the general philosophy of education has tended to embrace the so-called "extra-curricular" activities as an integral component area within the total educational program. The legal machinery for financing the total educational program has not kept pace with this philosophy and consequently the Special Activity Fund has been developed as a means of financing this portion of the school program.

The fact that the source of money for the Activity Fund is other than public taxes does not lessen the stewardship responsibilities of school officials for such funds. The school board should adopt definite policies regarding the raising and expenditure of these funds and the accounting should be the responsibility of a designated school employee who is properly bonded.

Although individual pupils may have contributed in time and effort toward the raising of such funds, they have no vested interest in these funds as individuals. It is important to remember that these funds were accumulated under school sponsorship, in many cases on school time, and under the supervision of school employees who are being paid from public tax funds.

The Report of the Attorney General, 1936, page 375, is the most common authority on the question regarding payment of extra-curricular expenses from public tax funds (General Fund). A brief summary of that opinion is presented below.

The following expenditures may not be made from public funds (General Fund) and hence shall be made from the Activity Fund.

1. ~~Travel~~ Travel expenses for supervisors and participants in interscholastic contests such as athletic contests, music contests, etc.

2. Expenses incurred in providing uniforms for such participants.

3. Expenditures incurred in paying claims for hospital services and for injuries sustained by students participating in interscholastic and intramural contests and exhibitions.

4. Expenses for referees' fees and judges' fees in connection with the above noted contests and exhibitions.

5. Expenses incurred in promoting or sponsoring interscholastic and intramural contests and exhibitions. (Supplies, royalties for class plays, tickets, etc.)

6. Membership fees in national, state, or local associations, the purposes of such associations being to benefit, directly or indirectly, the students or groups who may be members.

The following expenditures may be made from public funds:

1. Expenses incurred in providing basketballs, footballs, and similar equipment, whether they are to be used for interscholastic activities or for regular physical education classes.

2. Expenses incurred in building and lighting athletic fields to be used for interscholastic athletics.

(The opinion pointed out that the above classification was not intended to be all-inclusive, but rather was intended to serve as a guide for such expenditures.)

3. The Department of Public Instruction has ruled that the protective equipment necessary for teaching certain sports may be paid from public funds.

The Budget for an Iowa Public School

A public school district budget should be a well-conceived program of the educational activities of the community for a given period of time, with reasonably accurate plans for making expenditures and raising the necessary revenue.

Although existing legal provisions require an annual budget, the preparation of a budget should not be considered as a periodic activity; it is a continuous process and should involve long-term thought, study, and planning by the board, the superintendent, the faculty, and the citizens.

It is almost axiomatic that the preparation of a sound school budget involves three distinct plans: the educational plan, the expenditures plan, and the financing plan.

1. The Educational Plan

Since the education of children is the only reason for the existence of a school district, the first consideration should be the plan to provide a sound educational program. This plan should give a picture of the entire school program and will indicate the number and type of personnel needed to carry out such a program. The educational philosophy and policies of the board should be expressed in sufficient detail to justify the financial plan which is to follow.

2. The Expenditures Plan

This plan should contain an analysis of the cost of the proposed educational program. An adequate school budget will show considerable detail in regard to salary schedules, bond retirement schedules, material and equipment costs, and unit costs.

3. The Financing Plan³

This plan should show detailed revenue estimates for the school year. Such estimates should be based on those of previous years and also on trends in property valuations, state support funds, tuition receipts, and general economic conditions. Revenues must be estimated accurately and the expected revenue must fully satisfy the demands of the expenditures plan. When a budget becomes unbalanced, it ceases to perform the function for which it was intended.

The budget document should show a detailed breakdown of receipts and expenditures by code numbers as prescribed in the Uniform Financial Accounting System. (See Chapters II and III, Research Bulletin No. 1000, "Uniform Financial Accounting for Iowa Schools," Department of Public Instruction, 1963. Printed copies of the detailed budget outline are available from several commercial printing companies.)

³DeYoung, Chris A., "Budgeting in Public School," (New York: The Odyssey Press, Inc., 1936)

The purpose of this chapter is not to explore the development of the complete budget document, but rather to outline in some detail the legal procedure for certifying a local tax levy for school purposes and for authorizing expenditures for the fiscal year.

Certifying Board

The board of directors of a local school district is a certifying board. This means it has the authority and obligation to certify the tax to be levied and the amount of money to be collected by taxes to the levying board. The levying board in this case is the county board of supervisors. (24.2)

Fiscal Year for School Districts

The fiscal year for school districts is the period of twelve months beginning on the first day of July of the current calendar year and ending on the thirtieth day of June of the next calendar year. (24.2, 24.3) Thus, the budget which is certified to the county auditor in August of a given year is actually for the period of twelve months beginning on the preceding July first and ending on the next June thirtieth.

Local property taxes are collected on a calendar year basis (January 1 to December 31). This means that a tax levy certified by a school board in August of a given year will not yield any revenue to the school district until early in the following calendar year (the second semester of the school year for which the budget was made).

Requirements of Local School District Budget

The school board cannot certify a local property tax levy for the support of schools unless and until the following estimates have been made, filed and considered (24.3):

1. The amount of income for the several funds from sources other than taxation.
2. The amount proposed to be raised by taxation.
3. The amount proposed to be expended in each and every fund and for each and every purpose during the fiscal year. (See definition of fiscal year above.)
4. A comparison of such amounts so proposed to be expended with the amounts expended for like purposes for the two preceding years.

Expenditures Limited by the Budget

A school board may not spend a greater amount of money during a fiscal year than the amount estimated and appropriated by the adopted budget. Thus, the budget is not only the authority for certifying tax levies, but it is also the authority for all expenditures which are to be made throughout the year. (24.14)

Limitations on General Fund Tax Levy;
Approval for Emergency Increases

Iowa law provides that the amount to be raised by taxation for the General Fund shall not exceed the sum of four hundred dollars per person of school age (5-21) and such additional amount as may be necessary to pay the tuition on high school pupils. (298.1, amended 61st G.A.)

If this statutory limitation prevents a school board from raising sufficient General Fund revenue to meet budgetary requirements, the board may apply to the state comptroller for permission to levy an additional amount up to thirty-five per cent of the maximum allowance. It is further provided in the law that the state comptroller may give permission to exceed the thirty-five per cent upon recommendation of the county board of education or the county board of supervisors of the county in which the school is located. (298.2)

Application blanks (Iowa Official Form No. 699-B) for requesting such special permission are available from the office of the county auditor.

However, for the school fiscal year beginning July 1, 1966, and each year thereafter, no school district may levy an amount which is more than twice the state average amount per person of school age raised by taxation during the preceding school fiscal year, unless the proposition to do so has been approved by a majority of the voters at a regular or special election.

Filing of Budget Estimate; Notice of Hearing

The school board is required to file the Budget Estimate with its secretary at least twenty days before the date fixed by law for certifying the estimate to the county auditor. The school board is also required to fix a date for a hearing on the Budget Estimate and to publish the estimate with a notice of the time and place of the hearing at least ten days prior to the hearing. Since the estimate must be certified to the county auditor not later than August fifteenth, the final date for filing it with the secretary of the district would be July twenty-fifth. (24.9, 24.17)

The publication of the Budget Estimate and Notice of Hearing should be in a newspaper published in the district; if no newspaper is published in the district, the publication should be in some newspaper of general circulation within the district. (Rural independent and township districts may post the estimate and notice in three public places within the district in lieu of publication.) (24.9)

The school board is required to meet at the time and place designated in the notice, and any person who would be subject to the school district tax levy shall be heard in favor of or in opposition to the estimate or any part thereof. (24.11)

LET'S THINK A LITTLE DEEPER

Secure the School District Budget Estimate form (Iowa Official Form No. 15K-6377) and build a budget for your school or some fictitious school.

1. What does this budget show about the instructional program?
 - a. Is there anything in the budget that shows "reduction of class size"? Do you think it should?
 - b. Is there anything in the budget that shows the "pupil-teacher ratio"? Do you think it should?
 - c. Does the budget reflect special teachers for remedial reading, speech, special education, guidance, library, etc.? Do you think it should?
 - d. Does the budget provide teachers with relief from clerical duties? Do you think it should?
 - e. Does the budget show "balance" in terms of the school system and program as well as money? Do you believe it should?
 - f. Does the budget show any experimental programs? Do you think it should?
2. What does the budget show about future needs?
 - a. Does the budget show system planning ahead if growth is anticipated? Do you think it should?
 - b. Does the budget show planning so that new sites and building costs are spread over a number of years?
3. Does the budget provide for a public hearing?
 - a. What is the purpose of a hearing?
 - b. Why does the budget provide for a public hearing?

CONCLUSION

If the public schools are to continue to play the role they should, much will depend upon the feeling local people have toward them. Local autonomy is the answer to survival.

This means that the local community must have faith in the public schools. They must always be alert to change.

Dr. Donald J. Stout, Director of Secondary Education, Cedar Rapids, Iowa, in an address on "Some Aspects of Curriculum Innovation and Instructional Change," illustrated the terrific change that has taken place in Iowa society during the past 50 years when he said:

"I have a 13 year old boy in the 8th grade who received a thank you letter after Christmas from his grandfather who is now living in Southern California. He reflected on my son's ice skating, and told of some of his experiences in Northern Iowa 50 years ago, when he, too, was 13--of the taffy pulling, the popcorn ball parties and the thrill he experienced when he finally saved enough money to buy the first Edison phonograph in the community. To illustrate how things were difference when he was 13 (50 years ago), he said:

"Nobody wore or had ever seen a wristwatch.
Nobody in town had a car.
Nobody had appendicitis.
Nobody wore white shoes.
Nobody sprayed orchards.
Nobody knew about radio, TV or moving pictures or talkies.
Nobody had electric lights (in his town).
Most young men had livery bills.
Farmers came to town for their mail.
The heavens had not seen "man-birds" in Iowa.
There were no underwater boats.
Young men learned trades at \$5.00 per week.
The butcher threw in a soup bone and a chunk of liver when you bought meat.
Nobody listened in on the telephone.
There were no electric meters or gasoline stations.
Nobody observed a sane 4th of July.
There were no Bolsheviks, Communists or "isms"--it was dangerous to be unpatriotic.
There were no school buses.
Teachers gave little or no homework.
There were no school lunchrooms.
There were no electric or gas stoves.
There was no pasteurized or homogenized milk.
There were no short dresses, stretch pants, shorts or halters (except horses)."

After reading my father's list I explained to my son that I now knew why he thinks my boyhood was recorded in ancient history, because when I was 13:

There were no genes or even genetics.
There was no DNA--Life's Key; or ATP.
There were no hormones; or vitamins; viruses; or antibiotics--not even sulfa drugs.
There were no blood groupings or RH factors.
The Majestic and Atwater Kent radios were modern wonders.
There was no nuclear physics, or even a radioactive isotope.
Joe Louis was making pugilistic history without TV.
There were no power lawnmowers or supermarkets or packaged meats, or even a deep freeze.

I certainly would hesitate to predict what my 13 year old boy will be able to say to his son, but let's look briefly at what his few years have already experienced?

The commercial TV set became commonplace.
The hydrogen bomb and the Solar Cell emerged.
The practicality of the computer added cybernetics to automation.
The discovery of RNA-DNA-ATP in genetics and energy.
The securing of electric power from bacteria.
The Salk Vaccine proved successful in eliminating polio.
Two new states were admitted and scores of new nations recognized.
In six short years he moved through the jet age into the space age with its orbiting spacemen and communication satellites.

I remember the historic flights of Lindbergh and "Wrong Way" Corrigan--My son's hero is John Glenn in a day when the world is only 80 hours in circumference.

Although predictions have tended to be on the conservative side, we should, to make the picture complete, list a few taken from a recent Kiplinger's letter:

"Population of U. S. in 25 years 300 million--now 190 million.
80 million households--now 55 million.
Microwave ovens, plastic plumbing, TV wall screens.
Fuel cell heat for homes and autos.
Irradiated foods, foods from the sea, and synthetic foods.
Cars more round than square, automated highways, lifetime tires.
Fast trains--200 miles per hour riding on a film of air.
Hydrofoil ships traveling 100 miles per hour.
New wonder drugs.
30 hour workweek--more emphasis on culture--music, art, theater, books.
Global TV; telephone anyone from anywhere by gadget carried in pocket.
Automated supermarkets; selling by TV like catalog ordering now.
Key positions will still go to persons with a broad background of general education."

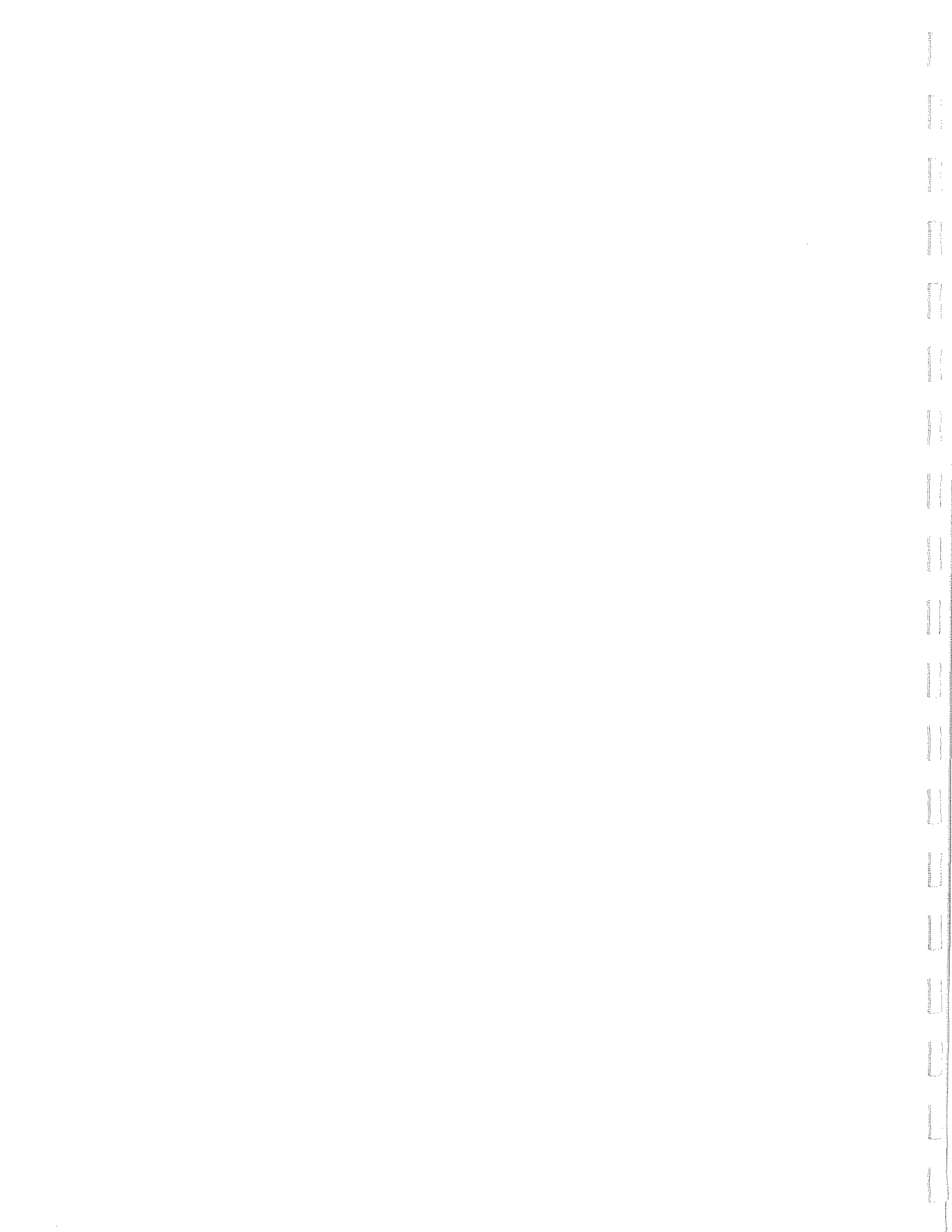
If, as predicted, America's population doubles by the turn of the century, we shall have to continue building at the rate of 65,000 new classrooms (costing \$4 billion) every year, and to replace from 500,000 to a million obsolete classrooms by the year 2000. Iowa is bound to be a part of the figures listed above.

The Iowa school has certain old-fashioned ideas. It has an old-fashioned, wholehearted respect for the truth. It stands up for the old-fashioned principle of individual liberty and dignity of the individual.

"The Iowa school will not compromise on this principle." This principle is in conflict throughout the world with another principle known as communism, totalitarianism, and by other names. In these days, it is important to know where we stand.

The public school in Iowa must be an integral part of all community activity. Economic and social progress of our state's people and the quality and quantity of education are concomitants.

The boys and girls in school today will be the local board members of tomorrow. If they understand their schools, they will recognize the need and will be ready to meet the need with money, manpower, and--most important--imagination.



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