



REPORT



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GOVERNOR'S EDUCATIONAL ADVISORY COMMITTEE

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FROM THE DIRECTOR'S DESK...

In his first Inaugural Address, Governor Robert D. Ray said:

The surest underpinning of public order, human rights, better government, material prosperity and all other benefits prized by human beings is adequate, effective education. . . . There can be no doubt about our commitment to this goal, because I am sure that about half of all state and local government expenditure in Iowa goes for education.

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The immense size of our investment in education -- both for plant and for operations -- imposes on all of us the obligation to conduct a continuing analysis of the effectiveness with which this huge investment is being used. . . .

Therefore, I will name a Governor's Educational Advisory Committee, consisting entirely of lay people, who will examine the whole field of Iowa education from nursery through professional and graduate schools and recommend to the Legislature and Governor how the educational dollar can best be spent. . . .

The Committee was formally organized in August of 1969 and has worked intensively during the past year and a half to carry out their assignment. Current members of the Committee are: John D. Baldrige, Chariton; J. Harold Bragg, Marshalltown; Robert K. Buck, Waukee; John C. Buckner, Davenport; Alvin F. Bull, Des Moines; Sutherland Cook, Cedar Rapids; Mrs. Terese Dieter, Des Moines; Mrs. Mary Grefe, Des Moines; Harold Hoffman, Storm Lake; Lindley Hoopes, Muscatine; Mrs. Barbara Johnson, Cedar Falls; Angelo J. Kerper, Dubuque; Max McCord, Indianola; Robert B. Niemann, Camanche; Herbert W. Pike, Whiting; Mrs. Ruth Riessen, Hartley; Carl G. Riggs, Tingley; Sharm Scheuerman, Iowa City; Chester L. Sedore, Ottumwa; Paul H. Seltz, Des Moines; Richard L. Stebbings, Keokuk; Mrs. Ellen Swanson, Mason City; Clarence M. Updegraff, Jr., Bettendorf; Spencer Vanderlinden, Harlan; Mrs. Alice Van Wert, Hampton.

Governor Ray designated me Chairman of the Committee. OPP staff members furnished support to the Committee. In some instances, the Committee sought the assistance of technical advisors and also contracted to have special research projects undertaken. They conferred with many state and local officials and visited as many schools as their time permitted. The Committee's final recommendations will be presented in a report to be published this summer. Work has not been completed in certain subject areas including higher education, early childhood education, student aid programs and finance.

The purpose of this newsletter is to report the preliminary recommendations of the Committee in 7 study areas. The recommendations reflect a majority opinion of the Committee; in several cases there were minority opinions. Explanations and supporting data for the recommendations are necessarily very brief, so I would urge readers to write to us outlining their questions and comments. Our office has substantial research data and several publications which were prepared specifically for the Committee. These publications may be borrowed from our library since they were not published in sufficient number for wide distribution. (For listing, refer to page 6.)

Iowa's commitment to quality education has been an historic fact. As a state, we rank 1st in literacy. It has recently been called to our attention that we rank 4th in support of medical education. NEA statistics report that Iowa ranks 5th in the combined public support of elementary-secondary and area school education. In public support of higher education, we rank 21st. Our non-public elementary-secondary schools are educating 75,312 children, and our private colleges and universities have a current enrollment of 37,596 students.

The 1969-70 average annual expenditure for state services was \$722 Million. Of this amount, \$294.3 Million or 40.8% of total state tax dollars were committed to the support of education in one form or another. \$194 Million or 26.9% of the state tax dollar is earmarked for road use, and \$85.1 Million or 11.8% is expended by the Department of Social Services. The dollar commitment to education at the state level is greater than the combined totals for construction and maintenance of roads and the support of the Department of Social Services.

At the local level, property tax dollars are used to support educational services provided by the local elementary and secondary schools, the county or intermediate school system, and the area community colleges and vocational-technical schools. Education in Iowa consumes \$413,970,918 or 61.1% of the total property tax dollars. The second and third most costly services supported at the local level are county services and cities and towns, which consume \$153,239,373 and \$109,955,376, respectively.

Special tribute should be paid to the members of this Committee who have given many days of their time, without payment, except for expenses, in carrying on the work of the Committee. Whether or not you agree with the recommendations, they deserve careful consideration because they represent the consensus of a dedicated and competent group of Iowa citizens who have willingly tackled a very tough assignment.

LEROY H. PETERSEN, Director

GOVERNOR'S EDUCATIONAL ADVISORY COMMITTEE

HIGHLIGHTS OF PRELIMINARY RECOMMENDATIONS

Part I - Organization of Public
Elementary & Secondary Education

The number of local administrative districts for elementary and secondary education in Iowa should be drastically reduced. The Committee feels that the new organizational structure should consist of county-like units except in situations where population or geographic conditions preclude this possibility.

The Committee has concluded that major changes in the organizational structure of Iowa's local school districts are of paramount importance. It should be emphasized that the recommendation relates to administrative districts only; this change could substantially reduce superintendencies, central office staffs, and central office overhead. Any change in the number of attendance centers (local school buildings) would be the decision of the local board. This new organization could considerably improve educational opportunities for Iowans.

The 64th General Assembly should create an Organization Commission for Quality Education to thoroughly analyze and study the organizational structure of local school districts in Iowa. This Commission should plan a new structure for Iowa's schools, to be submitted to the 65th General Assembly.

The Committee firmly believes it is imperative that Iowa's citizens have both the time and opportunity to gain understanding of existing organizational problems and proposed changes to provide valuable input to the legislature on this question. Part of the Commission's work would involve holding public hearings in every county to hear citizen comment on any proposals developed by the Commission.

The General Assembly should declare a moratorium on new school construction and school reorganization. Proposed new school construction or organizational changes should be required to gain Commission approval during the organizational period.

The moratorium will allow the Commission time to study the question and develop a sound organizational structure without undue influence from new construction and rapidly developed reorganization proposals.

The Committee recommends that, concurrent with the reduction of local administrative districts, the county, joint county, and merged county school systems be abolished.

The new county-like administrative units would have the resources needed to provide services now provided by these districts. In cases where they do not, the new districts could contract separately or jointly with other districts or institutions to provide the service.

The State Board of Public Instruction should restructure its administrative body, the Department of Public Instruction, so that it is better able to provide efficient, quality education through meaningful leadership, research, evaluation, and services on a statewide basis.

The regulatory function of the Department would be greatly reduced due to the much smaller number of local districts. This should allow for greater strengthening of leadership and service functions.

The Committee recommends that the General Assembly take appropriate steps to insure that the Department of Public Instruction is able to offer competitive salaries and fringe benefits comparable with other educational organizations. The salary of the State Superintendent of Public Instruction should be determined by the State Board, should not require Senate confirmation, and should be comparable to any educational position in areas of the superintendent's responsibilities or supervision.

The State Department of Public Instruction must provide statewide educational leadership. To meet this responsibility the Department must be able to recruit and retain quality personnel in all positions. Current salaries place Iowa at a disadvantage in this respect.

Part II - Administration and
Governance of Education in Iowa

The Committee recommends the establishment of an Advisory Commission for System-Wide Coordination and Planning in Education.

The recommended Commission is not meant to replace existing boards, councils or commissions presently involved in education. The responsibility of this Commission would include evaluating Iowa's educational needs; analyzing information on the operation and performance of all levels of the State's education system; recommending policies and plans to the Governor, Legislature, and educational institutions for meeting education needs; and encouraging coordination

(Continued on Page 4)

of programs between public and non-public educational institutions.

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Part III - Vocational Education and the Area Schools

The "comprehensive" nature of the Area School System should be continued with primary emphasis on vocational-technical education.

The mission of the Area Schools should be primarily vocational-technical education but not exclude general, preprofessional, and adult education.

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The Area Schools and the high schools must arrive at a clear delineation of the role each is to play in career education and then develop these roles into complementary rather than competitive programs.

There appears to be far too much duplication of effort resulting in competition between Area Schools and high schools. Local Area School boards should see that cooperative efforts are initiated. The State Board of Public Instruction must see that cooperation is attained if it is not done voluntarily.

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The Area Schools should develop courses and programs on the basis of measures of competence (behavioral objectives) developed by the faculty and advisory groups from business, industry and the professions.

Developing competency measures by use of practitioners in addition to faculty will assist in keeping the programs relevant and up to date.

Recruitment of students by the Area Schools should be concentrated among individuals who can best profit from vocational-technical education.

Many parents, students, and counselors over-emphasize the baccalaureate degree. Many students not suited to academic work enter college due to these pressures. Better career information will point out that success in life is not dependent on a baccalaureate degree.

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A cooperative and thorough effort to evaluate Area School programs must be initiated by the Area School Branch of the Department of Public Instruction.

Statewide follow-up studies of students beyond first placement are needed. Other agencies involved with employment should participate in the work and funding of such studies.

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A continuing re-examination of the State certification requirements for professional personnel in the Area Schools is needed.

Competency for instruction in vocational-technical skills is not necessarily acquired by obtaining an academic degree. Certification in these fields should not be unduly dependent on credit hours or degrees; more emphasis should be placed on experience and training in the field taught.

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Guidelines should be developed specifically for the Area Schools.

Unnecessary problems are created by inadequate provisions in the Code and Departmental Rules relating to Area Schools. In some cases, they are too specific and in others not specific enough. Often they unwisely apply guidelines related to secondary schools which are inappropriate to post-secondary institutions.

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The Legislature should appoint a commission to restructure the boundaries of Area School Districts taking into consideration population, tax base, and local needs.

Some Area Schools have insufficient population and tax base to support the necessary comprehensive program. Note that this is a restructuring of administrative districts and not necessarily a change in attendance centers. The Quality Education Commission, proposed for reorganizing elementary-secondary school districts, could also perform this task.

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Differential State funding for vocational-technical, general education, and adult education programs should be implemented.

Vocational-technical education is more expensive than general and adult. Funding by program will put funds in the programs that need it rather than on the basis of enrollment. A vocational-technical class of 30 costs far more than a general class of 30 and should therefore receive appropriate funds.

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A minority report has been filed with regard to the recommendations on Vocational-Technical Education and the Area Schools.

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Part IV - Governance of the Area Schools

The Department of Public Instruction should continue to govern the Area Community Colleges and Vocational-Technical Schools.

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There is a need for increased planning and coordination among levels of education. A new board would further fragment education; would be more costly; and would duplicate other sections of the Department now called upon by the Area School Branch.

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Part V - State Aid for Non-Public Elementary & Secondary Schools

The Committee has concluded that the State of Iowa should not allocate any additional public assistance for the support of non-public elementary and secondary schools.

Space does not permit listing here the detailed reasons for this conclusion. Basically, the Committee believes that the State cannot afford such aid; that aid to non-public education would harm public education; and moreover, that public schools should offer greater service in religious education, as is permissible under Iowa law, than they are currently providing.

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Public school officials should increase their efforts to cooperate with non-public schools in shared-time and released-time programs.

Most public assistance to non-public schools is at the option of the local public school district. In some Iowa districts, there is exemplary cooperation while in others there is little or none. Since the option lies with the public schools, it is their responsibility to extend the legally sanctioned assistance. Such assistance should be given.

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An extensive minority report has been filed with regard to the recommendations on State Aid to Non-Public Elementary and Secondary Schools.

Part VI - Higher Education and Western Iowa

At the present time, the State of Iowa does not need, nor could it adequately support, a new four-year institution of higher education to be located in western Iowa or any other section of the State.

Having reviewed the previous studies on this question and talked with representatives from western Iowa, the Committee reached its conclusion. The Committee feels that strengthening the Area Schools in western Iowa, developing reciprocity with other states, and fulfilling the Regents' plan for an extension center will better answer the needs than will another State university.

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Part VII - Educational Innovation

The Committee recommends that individual school districts experiment with new educational techniques where sufficient resources are available for effective evaluation. We further recommend that specific dissemination procedures should be developed so that all educators, legislators, and the general public in Iowa are aware of innovative practices being tested in the various school systems in the State.

The time lag between an innovative idea and its general implementation is still quite long. Sound evaluation, often the weakest part of an education experiment, and widespread dissemination through several means should more rapidly bring the best ideas into practice.

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Based on Committee study and observation, we specifically recommend that school districts

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GOVERNOR'S EDUCATIONAL ADVISORY COMMITTEE
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consider the implementation or expansion of the following practices:

- Community school -- Use of school facilities and personnel for community as well as school activities.
- Work-study programs in cooperation with local business and industry.
- Greater use of citizen's advisory groups at the local level.

In many schools, these programs are already operative. They should be broadened to include more of the school resource, the community resource, and the citizen resource. Bold imagination should be used to apply these practices where they have not been used before.

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The Committee encourages the continued expansion and evaluation of educational television to provide service to all citizens of the State.

ETV, especially as distinguished from instructional television, can provide advantages to Iowa's citizens not readily available through any other medium.

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The recommendations and comments presented in this newsletter are only a part of the recommendations of the Advisory Committee. Copies of all the recommendations and unabridged supporting comment are obtainable on an as-available basis by written request to OPP.

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PERSONNEL CORRECTION

We regret that Richard Madison was inadvertently omitted from the list of Manpower (CAMPS) and Social Services personnel in the February issue of *OPP REPORT*.

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GEAC RESOURCE DOCUMENTS

Direct inquiries to the attention of Miss Rosalie Redman, Research Assistant.

- (1) *An Introduction to Innovations in the Curriculum of American Schools, 1950-1970*, Dr. John McLure.
- (2) *Proceedings of the Governor's Conference on Education*, Edited by OPP Staff.
- (3) *A Proposed Educational Delivery System*, Administrative Consultant Services.
- (4) *The State's Role in Non-Public Elementary and Secondary Education*, Office for Planning and Programming.
- (5) *Vocational Education and the Area Schools*, Institute for Educational Development

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