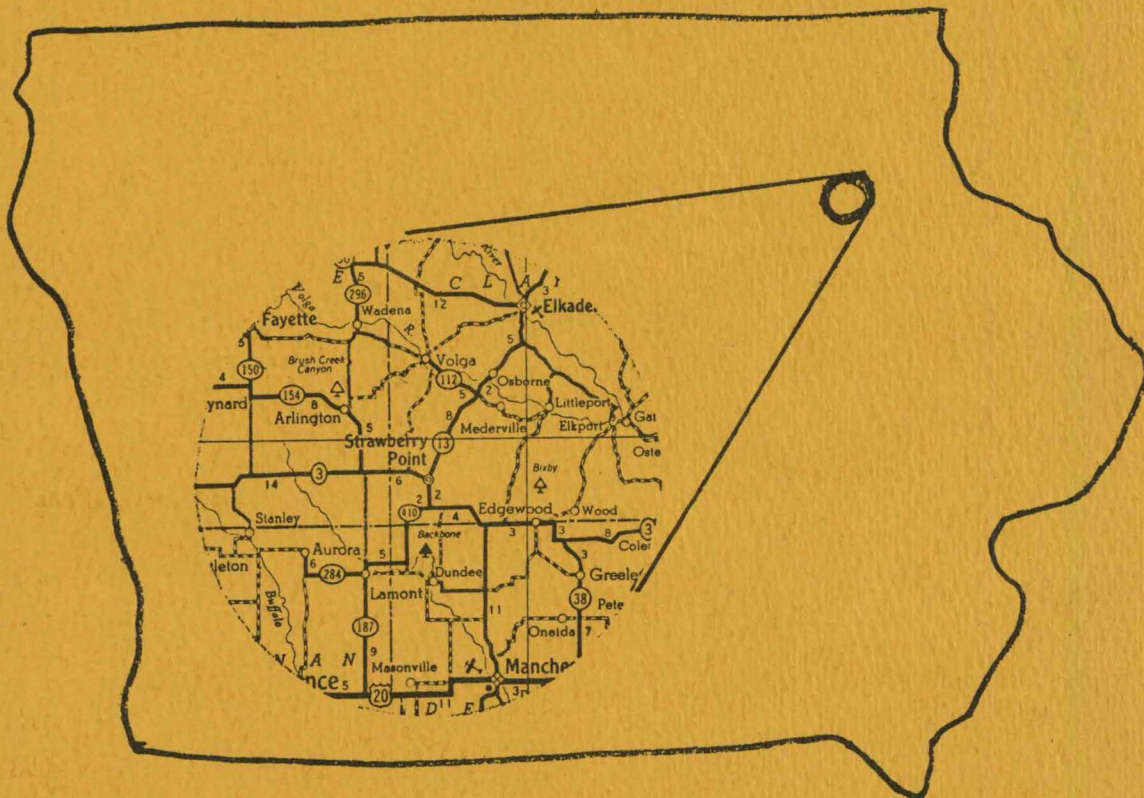


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THE COMMUNITY SCHOOL DISTRICT IN IOWA



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Research Project 302-53

August, 1967

A report of how one of the fifteen Mid-Plains States
reorganized local school districts from
4,558 in 1952-53 to
501 in 1966-67

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Cedar Falls, Iowa 50613

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Chapter I

School Districts in Iowa--B.C. (Before Community)

"Bringing Up the Rear in Education in Iowa" was the title of Macy Campbell's presidential address to the Iowa State Teachers Association in 1923. He pictured the great column of public schools marching through the twentieth century. At the head of the column are the strong, vigorous schools of the better towns and cities. At the rear of the column are the stragglers, the country schools, weakened and maimed by financial disasters. The most difficult task, he said, is that of bringing up the stragglers in the rear. Unless they are constantly brought up to their place in the procession, the whole column will gradually disintegrate.

The concept of bringing up the lowest number to improve their lot and consequently that of the entire group has been used in this decade in the Title I programs of the Elementary and Secondary Education Act of 1965. Other programs such as Head Start and the Job Corps have zeroed in on the children and youth who have either been neglected by the school or who have neglected to use the present types of opportunities found in their school and are stragglers, far behind their so-called average, normally achieving agemates.

At the local and state level the weakest link in the educational structure has been the many local school taxing units. The districts were too small to be able to offer a program for the range of educational needs of their citizens. In addition they were too proud and pleased with their own local leadership to be able to change. Finally they were aware that if their present programs, though inadequate, were taking too large a property tax bite, any change or improvements in the program could only bring further burdens to taxpayers who were already demanding less, not more of the school in order to keep taxes down.

The problems and complications of bringing about a better educational program with the resources of pupils and property divided among many cities and towns and again into two-by-four districts has long been noted. (A two-by-four district is one two miles across and four sections in area, or four square miles in size. It was the rural independent district of Iowa and the common school unit of the Mid-Plains States.)

The consequence of many small school taxing units was called to the attention of the general public again in James B. Conant's 1958 study of The American High School Today. Only if local school districts could get on with their process of reorganization, he said, could they gather together enough students so the comprehensive high school could really function. He suggested a minimum of 100 pupils in the graduating class of the high school as the goal toward which the continued reorganization of school districts should work.

A. Early Districts

Iowa's first state constitution (1846) had very little to say about school districts in Article X Education and School Lands. Section 3 was a five-line sentence about common schools and stated ". . . The general assembly shall provide for a system of common schools . . ." The second and present constitution (1857) contains Article IX with the same title as the former Article X but about twice the content. Besides establishing the Board of Education, Article IX states: "All rules and regulations made by the Board shall be published and distributed to the several Counties, Townships, and School Districts, as may be provided for by the Board . . ." Records indicate that eleven years after the state was established it had not only township school districts, but also city, town, and village independent districts as well as the two-by-four districts. These last were

either Rural Independent districts or sub-districts of a School Township.

1. The Township District in Iowa. The spring following the acceptance of the Second Constitution, the Iowa General Assembly passed a school law with radical changes which supported provisions on education which had taken effect in 1857. The new law, passed and approved by March 12, 1858, made the civil township the basic unit for school organization. (In the Mid-Plains States the regular township included a 36 square mile area. The townships in groups of 12 or 16 made a county.) The 1858 law provided for independent school districts only in incorporated towns or cities with a population of 1,000 or more.

The impact of this law can be seen in the summary of school district organization in Iowa prepared by Hanson in 1967. He reports the state had 5,973 districts in 1856-57, but only 3,133 in 1857-58. The 1858 law cancelled out some 3,265 village, town and city independent school districts and added 932 school township districts. See Table I.

The Township District Law, which was a recommendation of the Mann Commission, was supported by Senators Jonathan W. Cattrell of Cedar County and J. B. Grinnell of Poweshiek County. With their help a State Board of Education had been established by Article IX of the 1857 State Constitution and the school law of 1858 had been passed. The policy had come from Horace Mann's own experience in Massachusetts and was his contribution to the commission, appointed in 1856, to help prepare articles for the state's second constitution, which would spell out the state's responsibility for education.

All of the gains made by the school law of 1858 were soon nullified by the Iowa Supreme Court. On December 9, 1858, the court held the act unconstitutional on the grounds that such legislation had been vested in the new State Board of Education. This Board was abolished in 1864, (evidence of "school-killers" according to Hart) by the General Assembly.

(Section 15, Article IX said the General Assembly had power to abolish or reorganize the Board of Education any time after 1863.)

2. The Township District in Missouri. No doubt the writings and recommendations by Horacé Mann suggesting the township as the smallest unit for the school district were read and heard in other states. In Missouri, for example, Fitzgerald reports that by 1853 approximately 2,500 township districts had been created. However, legislation enacted that year resulted in virtual abandonment of the township system by giving greater autonomy to sub-districts within townships. As a result, the number of districts more than doubled by 1860. The township system was reestablished in 1866, but was again abandoned in 1874 in favor of the small district system. By 1880 the state of Missouri had over 8,500 districts, by 1900 nearly 10,000, and in 1932 it still had 8,764. In this respect it was out-numbered in 1932 only by Illinois with 12,070 districts and New York with 9,467. Indiana, a state that had in the main kept the township as the basic unit for a local school district, had 1,292 districts in 1932.

B. School Districts in Iowa and the Mid-Plains States During 1930 and 1950.

Iowa's pattern during its first 100 years is typical, no doubt, of at least the fifteen Mid-Plains States, if not of all of the 50 United States. (See Table I again, page 5.) In 1846 Iowa became a state with 416 school districts. The number had increased to 5,973 in 1856, decreased to 3,133 in 1857 and started to increase again, reaching the all time high of 17,522 in 1900. Hanson utilized the Biennial Reports of the State Superintendent of Public Instruction to the General Assembly. The total number of separate districts remained over 17,200 until 1905-1906 when it dropped to 5,010. In 1904-1905, the 17,211 total included 12,263 rural independent districts and also reported 9,403 sub-districts. In 1905-1906 the Biennial

Table 1.
 School District Organizations in Iowa for
 Selected Years Between 1846 and 1951*

Year	Type of District					Total Number of Districts
	Sub- District	School Township	Independent (Town, City, and Village)	Rural Independent	Consol- idated	
1846-47			416			416
1847-48			693	105		798
. . .						
1856-57			3,265	2,708		5,973
1857-58	4,109	932		2,200	(1 County High School)	3,133
. . .						
1904-05	9,403	1,182	3,766	12,263		17,211
1905-06	9,236	1,187	906	2,887	30	5,010
. . .						
1918-19	8,153	1,095	830	2,893	246	5,064
1919-20	7,844	1,065	766	2,774	347	4,952
1920-21	7,409	1,012	687	2,605	580	4,884
1921-22	7,196	931	693	2,597	418	4,639
. . .						
1931-32		1,010	649	2,808	412	4,879
. . .						
1946-47		971	614	2,697	424	4,706
. . .						
1950-51		965	608	2,655	424	4,652

*Ellis Hanson, Planning for School District Organization in Iowa, Iowa Department of Public Instruction, Des Moines, 1967, p. 37-41, (42 pages).

Reports showed a total of 5,010 districts and in addition, 9,236 sub-districts. The total dropped but for both years an additional 9,000 plus sub-districts were reported. After 1905, no doubt, these sub-districts were recognized as a part of the School Township, under the direction of the Township School Board, and not as a separate school taxing unit as were the Rural Independent districts. After 1921-22 The Biennial Reports ceased listing the number of sub-districts.

During the first half of the Twentieth Century the pattern of many small school districts changed little in Iowa. The number increased to 5,064 in 1918-1919. In 1920-21, the peak in Consolidated Districts (580), the total local school tax units were 4,884. Ten years later, 1932, the number of school districts was 4,879. After 100 years of statehood, in 1946, the number was 4,706. By 1950 it had been reduced slightly, to 4,652. Between 1920 and 1950 school district organization in Iowa was stable. (It was not bringing up the rear because it wasn't even moving!) What about other Mid-Plains States? Illinois, Missouri, and Indiana have been mentioned. Figures on number of school districts per state are available for these and other Mid-Plains States for 1932.

Table 2 shows for the fifteen Mid-Plains States, area in square miles, population in 1930 and 1950, and the number of school districts in 1932 and 1953. The total for the United States for each of these items is also shown, with the percent accounted for by the Mid-Plains States.

In land area the fifteen Mid-Plains States are of medium size; they make up 30 percent of the fifty states in number and include 25.8 percent of the land area of the United States. In 1930 they contained 35.8 percent of the nation's people and 65.3 percent of the nation's school districts. The imbalance was even more extreme twenty years later when the fifteen states accounted for 33.1 percent of the population and 72.5 percent of the school districts.

Table 2

Area, Population, and Number of School Districts of

The 15 Mid-Plains States and of the United States, 1930 and 1950

State	Area in Sq. Miles	Population		Total School Districts	
		1930	1950	1932	1953
Arkansas	53,104	1,854,482	1,909,511	3,193	423
Colorado	104,247	1,035,791	1,325,089	2,041	1,147
Illinois	56,400	7,630,654	8,712,176	12,070	2,607
Indiana	36,291	3,238,503	3,934,224	1,292	1,144
Iowa	56,290	2,470,939	2,621,073	4,870	4,558
Kansas	82,276	1,880,999	1,905,299	8,748	3,903
Michigan	58,216	4,842,325	6,371,766	6,965	4,736
Minnesota	84,068	2,563,953	2,982,483	7,773	5,298
Missouri	69,674	3,629,367	3,954,653	8,764	4,331
Nebraska	77,227	1,377,963	1,325,510	7,344	6,276
North Dakota	70,665	680,845	619,636	2,228	2,111
Ohio	41,222	6,646,697	7,946,627	2,043	1,365
Oklahoma	69,919	2,396,040	2,233,351	4,933	1,888
South Dakota	77,047	692,849	652,740	3,433	3,385
Wisconsin	56,154	2,939,006	3,434,575	7,662	5,463
Total					
15 states	992,800	43,880,413	49,928,713	83,359	48,635
United States	3,615,209	122,775,046	150,697,361	127,649	67,075
Percent in Mid-Plains	25.8%	35.8%	33.1%	65.3%	72.5%

In Macy Campbell's words, the Mid-Plains States were not only close to the rear in ratio of population and school taxing units but were falling further behind as the Twentieth Century moved to midpoint.

C. Early Use of the "Community School" Term.

Meanwhile, at the head of the education parade a new phrase was getting a lot of attention in the early 1950's. The yearbook of the National Society for the Study of Education for 1953 was entitled The Community School. The 1954 yearbook of the Department of Rural Education, N.E.A. was The Community School and the Intermediate Unit. Harper and Brothers published Burton Kreitlow's Rural Education: Community Backgrounds in 1954. Prentice-Hall in 1954 put out a second edition of School and Community which had first been printed in 1945 with Edward B. Olsen as its editor and chief author. Olsen also edited the 1953 yearbook of the Association for Supervision and Curriculum Development, N.E.A.: The Modern Community School. "A Community School in a Complex Urban Center" by Edith S. Luckman appeared in the November-December, 1953, issue of American Unity. A final example is the January, 1953, issue of School Executive which had "Schools and Community Improvement" as its theme.

1. As High School District in Illinois. While the term "Community School" was new to many educators in the 1950's, its use went back at least thirty years in the Mid-Plains state of Illinois. Paul Belting reported in his 1923 book, The Community and Its High School, a study of school board members of that state in 1918-1919. In his analysis of 2,000 board members he included 906 representing 151 township or community high school districts. It was common for many states, including Illinois, to have dual control. Elementary education might be provided by a common school district (the two-by-four kind) and the secondary education by township or community

high school district which also included many elementary districts. Property in the dual control areas was taxed once for elementary education and again for secondary schools.

The dual control system not only doubled the times the property was taxed for public education but also doubled the number of school taxing units. In total number of districts, Illinois ranked number one among the forty-eight states in 1935. (Whether this meant first or last in the parade depends, of course, on the direction.) With 11,977 districts in 1934-35, Illinois accounted for approximately one-seventh of all the school districts in the United States.

Grouping together many of these two-by-four districts was the township or community high school. A study of local school units in Illinois reported in 1937 by E. L. Coberly, director, stated: "If Illinois has given any forward development to education within the United States, it has been the community high school. These high schools are almost invariably erected in centers of community interest. In this way they have become an integral part of the economic and cultural development of each center of population."

2. By Olsen as a School Philosophy. Olsen's concept of the community school was a philosophy and methodology of education rather than a matter of organization. He listed seven distinct characteristics which he believed must be found in some degree before "Community School" could be properly used.

1. The community school improves the quality of living here and now.
2. The community school uses the community as a laboratory for learning.
3. The community school makes the school plant the community center.
4. The community school organizes the curriculum around the fundamental processes and problems of living.
5. The community school includes lay people in school policy and program planning.
6. The community school leads in community coordination.
7. The community school practices and promotes democracy in all human relationships.

The remainder of this report relates how the community school idea was used in Iowa. It will begin with 1952-53 when Iowa (not a dual control state like Illinois, but a unit control state like Indiana) had 4,558 local school districts. These districts included 832 high school districts and 3,726 non-high school districts. After recording the growth and extent of the Community School District in Iowa this report will discuss some influences and issues relating to local school district reorganization. Another chapter will present some comparisons of big modern type consolidated districts as described in 1920 and selected large size community districts of 1966. The fourth chapter will also look at fourteen other Mid-Plains States and their changing number of local school districts. The final chapter will suggest some next steps for Iowa and the Mid-Plains States to keep them moving to the head of the parade, mindful that bringing up the rear requires a continuing effort and sometimes drastic action.

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4. Irving H. Hart, Milestones, Iowa State Education Association, Des Moines, Iowa, 1954. (p. 158)
5. Ellis G. Hanson, Planning for School District Organization in Iowa, Iowa Department of Public Instruction, Des Moines, Iowa, 1967. (42 pages)
6. C. O. Fitzwater, School District Reorganization: Policies and Procedures, Office of Education, U.S. Department of Health, Education, and Welfare, Washington, D.C., 1957. (p. 228)
7. James B. Conant, The Education of American Teachers, McGraw-Hill Book Company, Inc., New York, 1963. (p. 248-9)
8. Edward G. Olsen, School and Community, Second Edition, Prentice-Hall, Inc., New York, 1954. (p. 23, and pp. 14-18)
9. Paul E. Belting, The Community and Its High School, D. C. Heath and Company, New York, 1923. (p. 37)
10. E. L. Coberly, director, Study of Local School Units In Illinois, Herald Poster Co., Collinsville, Illinois, 1937. (p. 10 and 12)

Chapter II

The Community School District in Iowa

In 1953 the 55th General Assembly of Iowa passed a Reorganization of School Districts law which filled seven pages in the 1955 School Laws of Iowa. Section 275.27 said: "School districts created or enlarged under the provisions of this chapter shall be known as community school districts and shall be part of the county school system . . ." This new bill, Chapter 275, replaced Chapter 276 "Consolidated School Districts" which over the years had been expanded to almost seven pages of School Laws.

There were many ways in which the new law differed from the Consolidated Law it superseded. The earlier movement placed economics first and added education as a second thought, while the Community School Law stressed the combining of districts for the best interests of all children. The code of 1897, which Mays cites as the source of the Consolidated movement, granted the school directors the authority: ". . . when there will be a saving of expenses, and the children will also thereby secure increased advantages, (to) arrange with any person outside the board for the transportation of any child to and from school in the same or other corporation, and such funds shall be paid from the contingent fund." In contrast, the first line of the 1953 law read: "It is hereby declared to be the policy of the state to encourage the reorganization of school districts into such units as are necessary, economical, and efficient and which will ensure an equal opportunity to all children of the state."

The second difference was the background of planning. The second sentence of the 1953 law reads: ". . . the county board of education in each county of the state shall initiate detailed studies and surveys of the school districts within the county and territory adjacent thereto for the purpose of promoting such reorganization . . ." Much of the responsibility for

creating an orderly plan for the combination of districts was placed with the county (intermediate level) board. That it was an intermediate or middle point between the local and state educational interests can be seen in two sections of the law: "Any proposal for merger, consolidation or boundary change shall first be submitted to the county board of education for approval before being submitted at an election," (275.5) and ". . . the county boards of education in adopting reorganization plans which conform to the statewide plan of education and to state laws . . ." (275.4). In contrast the Consolidation Law required only local planning. The 1919 Code said: "When a petition . . . asking for the establishment of a consolidated independent school district . . . is filed with the county superintendent of the county . . . he shall within ten days give public notice of the place and date when all objections shall be filed." (279.4a) The 1919 law, as well as the 1951 Chapter 276, called for planning by neighborhoods and town for a better school district. The Community School law combined county, state, and local planning.

The standards set for the Consolidated and Community Districts in Iowa were quite different. The School Laws of Iowa, of 1919 as well as those of 1951, used the area standard for the Consolidated School. This had been set in 1906 and was a minimum of sixteen sections of land. In contrast the Community School District Law had a paragraph on standards in terms of numbers of children and set the minimum of ". . . at least 300 persons of school age who were enrolled in public schools in the preceding school year." This figure assured the Community School District of at least a room of 25 children per grade for the twelve-grade district. It also meant that all of the then (1952-53) non-high school districts would have to join a high school district and at least two-thirds of the high school

districts would have to add to their present attendance area to meet this standard. Specifically, this requirement said that 4,250 of the existing 4,558 districts had to change.

The fourth and final difference to be noted between the two laws was the "central school" concept of the Consolidated District and the "attendance center" concept of the Community District. The 1919 School Law included section 279.4c "Central school--transportation" which suggests that the one school-one district idea of the two-by-four unit had not been changed; it had only been expanded from eight to twelve grades. In contrast Section 275.32 of the 1955 School Law begins: "The board of any school corporation shall establish attendance centers and provide suitable buildings for each school in the district . . ."

Before the steps to create a new Community School District are described and the results of fourteen years of combining to form Community districts are related, some of the other acts of the Iowa General Assembly which preceded and followed the 1953 Law should be identified.

A. Acts of Iowa General Assembly, 1945 to 1965, Relating to School District Organization.

1945 - 51st General Assembly

- A. Provided for surveys by county boards of education for the purpose of promoting district reorganization. No time limit was set on completion of the survey. Certain kinds of information were to be secured, local school district officials were to be consulted, and the boards were to consider the securing of technical assistance.

- B. Provided \$500,000 to be used as a credit against the tax on agricultural land in school districts in which the millage for the school's general fund exceeded 15 mills. (Called Ag Land Tax Credit.)
- C. Permitted local school districts of both elementary and elementary plus high schools to discontinue school facilities and to contract with other districts to furnish such facilities under certain conditions.

1947 - 52nd General Assembly

- A. Amended the 1945 survey act and directed that surveys be commenced within six months after the effective date of the act.
- B. Established a County Schools System, with the elected County Board of Education to appoint a superintendent as its executive officer. Truesdell says that after this the county superintendent ceased to be a supervisor of rural schools and became a director of an office for service to schools in the county. One of the first tasks of the county superintendent was to supervise a comprehensive study of all the educational resources of the county to determine what plan of reorganization would best fit the needs of that county.
- C. Created a new method for districts to reorganize, with the proposal coming from county study. Needed a favorable vote in 80 percent of the districts involved, and those districts with majority not in favor did not become part of the new district.
- D. Prohibited all other kinds of reorganization (consolidations, joint-agreements, etc.) until June 30, 1953.

1949 - 53rd General Assembly

- A. Changed tuition rates from a maximum of \$10 and \$17 per month for elementary and high school students to one based on the 75 percentile of actual costs for schools in districts or corporations within population range of 1,000 to 14,999.
- B. Provided \$5,000,000 for Ag Land Tax Credit. For the first time since its establishment in 1945, the claims were paid in full to all farm landowners who asked for refunds for school taxes which they had paid over 15 mills.

1951 - 54th General Assembly

- A. Changed 1947 reorganization plan to require majority, rather than 80 percent, of districts to favor new unit.
- B. Moratorium on other types of reorganization passed by 1947 General Assembly was repealed. All reorganizations must be approved by County Board of Education before being submitted to the voters of the district.

1953 - 55th General Assembly

- A. Provided that a Board of Public Instruction be created as an advisory and policy making body for Department of Public Instruction. The Board to consist of nine members who would appoint the State Superintendent of Schools, subject to confirmation by two-thirds vote of the Senate.
- B. Systematized and codified laws relative to school district reorganization. Substituted more complete steps for laws of 1947 and 1951, eliminated chapter 276 on consolidation, and identified the new combined area as a Community School District, (became Chapter 275 in 1954 School Laws of Iowa)

- C. Required County Board to adopt and file a tentative county plan with State Department of Public Instruction in 60 days if a proposal for a merger or boundary change was presented to them.

1955 - 56th General Assembly

Increased Ag Land Tax Credit to \$10,500,000. Claims for agricultural land in school districts where taxes paid for general school fund exceeded 15 mills were paid in 1954 at only 48.5 percent. The new amount covered 92.9 percent of 1955 claims.

1957 - 57th General Assembly

- A. Required county plans for reorganization of districts to be filed with State Department of Public Instruction by July 1, 1958.
- B. Mandated all area in the state to be a part of a high school district by July 1, 1962, either through merger or assignment by county board, if the Ag Land Tax Credits had been paid in full before that date.
- C. Permitted two or more adjacent county boards of education to employ one superintendent and other personnel to serve both counties.

1959 - 58th General Assembly

(Appropriations for the Ag Land Tax Credit covered 53.6 percent of claims in 1959 and 44.0 percent in 1960.)

1963 - 60th General Assembly

Allowed a high school district to participate in more than one merger per year under section 275.40.

1965 - 61st General Assembly

- A. Changed 1957 mandate on non-high school districts to read:

"If any area of the state is not a part of such district . . . (high school) . . . by April 1, 1966, or is not included in a reorganization petition . . . the area shall be attached by the county board of education to a district, or districts maintaining twelve (12) grades, such attachment to become effective July 1, 1966."

- B. Repealed subsection thirteen (13) of section 257.18, and added new section to Chapter 257 Department of Public Instruction. The State Board of Public Instruction shall establish standards, regulations and rules for the approval of all public, parochial and private schools, nursery through junior college.

B. Sequence of Steps and Events Followed by Merging Districts to form a Community School.

It's not easy, in a state governed by law, to take a unit apart. But the process of bringing units of government together is even more complicated. Nevertheless, the 1953 School District Reorganization law, having been tried in parts in 1947 and 1951, was found workable. It was coordinated by the County Superintendent and was not basically changed during the fourteen years it has been in action.

For the sequence of steps in the joining of districts, a part of a first page news story from The Sigourney News, November 25, 1964 is presented.

PROPOSED DELTA-SIGOURNEY-HARPER COMMUNITY SCHOOL DISTRICT

A proposal to form a Community School District including most of the area now served by the Sigourney public schools will be made at a meeting next Monday evening at 8 p.m. at the Sigourney High School building. Members of school boards of all of the area served by Sigourney have been invited to the meeting, and the Sigourney board of education also invites all other interested individuals to attend.

It is proposed to circulate petitions asking for an election on the formation of a Community School district in each of 28 individual school districts which are now served by the Sigourney schools.

In order to form a reorganized Community School district, and place all of the territory in a single district, with a single school board four steps would be necessary, each of which must be entirely completed.

1. Petitions must be circulated in each of the 28 school districts involved, and in each of the districts is necessary for petitions to be signed by 20 percent of the eligible voters of the individual district. If it is impossible to secure signatures of 20 percent of eligible voters in even one district, the entire procedure is nullified.

2. If petitions are circulated successfully, the Keokuk County Board of Education must approve the petition, and grant an election.

3. In the election there must be a majority vote in three-fourths of the districts concerned. If there is a majority vote in three-fourths of the districts, the entire proposal for a reorganized Community School district is carried.

4. The reorganized district becomes a fact on July 1 following the election.

The story went on to explain that the 28 districts involved included 1,111 pupils in public schools, of whom 896 were then attending the Sigourney school. The Sigourney Independent School Board had been on record for over ten years as favoring a reorganized Community District.

Seven years before, in 1957, the same area had made an attempt to start the reorganization process of these 28 districts. Interested citizens had been unable to secure the signature of 20 percent of the eligible voters asking for a vote in each district. This was not a problem in 1964, and the people in the Delta-Sigourney-Harper Community District voted later in 1964. See Figure 1 for map showing the towns, local districts, and mills of school property tax.

The proposal failed because it did not receive a majority vote in

three-fourth of the 28 districts. The following fall the determined school people tried again. The entire process, beginning with the petitions, was accomplished. In late September, 1965, another vote was taken. This time 20 districts voted in favor, two districts had tie votes, and six districts voted against the proposal. The total votes were 1,111 for and 354 against. Since the proposal had not received a majority in 21 districts it failed. Figure 1 shows the location of the 20 districts favoring the plan and those who voted against it.

Sigourney is the county seat of Keokuk County, located in southeast central Iowa. It is about 35 miles northeast of Ottumwa. Old-timers in the area discussing the reorganization could remember when Harper, Hayesville, and Delta, all had their own elementary and high schools. The Iowa school directory for 1919-20 reports Harper operated a one-teacher school with 21 pupils in the village and Hayesville a two-teacher school with an enrollment of 29. Delta operated its own independent district high school until 1960-61. That year the enrollment was 53 in high school and 156 in the grades. All 209 students were sent to other districts the following year. The high school students and most of the elementary pupils went east to Sigourney. A few elementary pupils went south to the Hedrick Community School.

In recent years a Catholic elementary school had been established in Sigourney and it had about 180 pupils. The other non-public school in the area was the Catholic elementary school at Harper which had been in operation many years and had about 170 pupils.

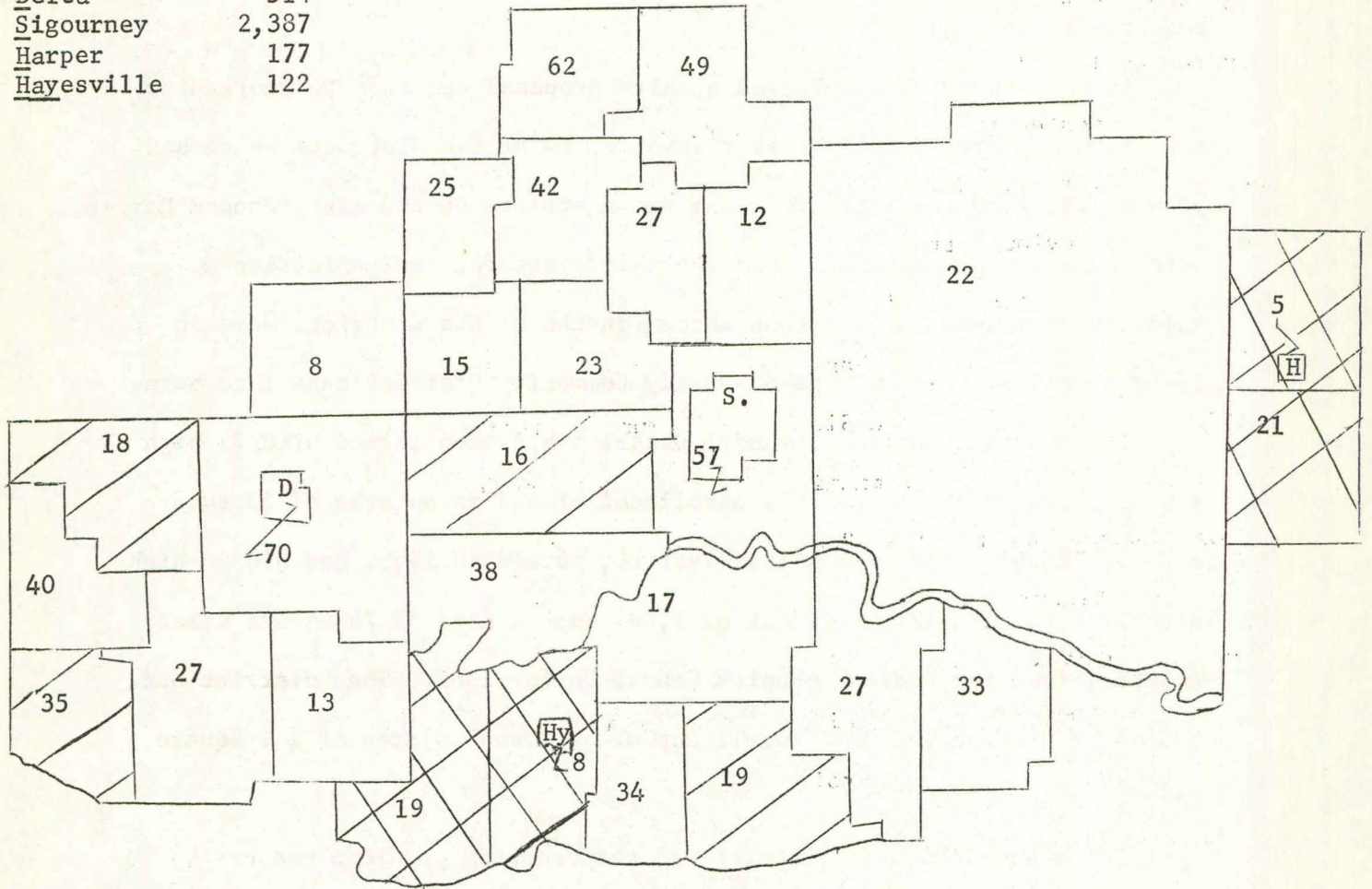
In the early fall of 1965, immediately following the second defeat of the reorganization, there was much citizen activity. Petitions for a 12 district Community School combining Delta and Hedrick were circulated


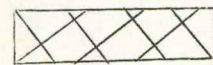
Figure 1.

Proposed Area for Delta-Sigourney-Harper
Community School District
Nov. 1964

Figure is mills of property tax for schools for the district for 1964

Towns	1960 Population
Delta	514
Sigourney	2,387
Harper	177
Hayesville	122



 majority did not vote for reorganization in 1965
 omitted from third proposed reorganization

and presented to a joint Keokuk and Wapello County Board of Education meeting. The Hedrick School attorney, however, asked that the petition be withdrawn. This was allowed. Then the County Boards further rejected it because 20 percent of eligible voters had not signed the petition as required by Iowa law.

In the months that followed a third proposal was made to reorganize the Sigourney area. This attempt involved 24 of the districts which had been in the previous attempts. The two districts on the east, around Harper, were omitted. See Figure 1. On the third vote for reorganization a majority of voters in more than three-fourths of the districts were in favor. On July 1, 1966, the Sigourney Community District came into being.

In 1965 the Hedrick Community District had been formed with 72 high school students and total K-12 enrollment of 302 in an area of 53 square miles. The Sigourney Community District, formed in 1966, had 310 in high school, a total K-12 enrollment of 1,045 and an area of 75 square miles. Harper joined the Keota Community School during 1965. That district had 183 in high school, a K-12 enrollment of 521, and an area of 136 square miles.

Not every Community District had the creation problems met by Sigourney. Their third reorganization was included among the last 52 new community districts voted during the entire 1951-52 to 1965-66 period. Table 3 lists only the 869 successful reorganizations of the fourteen years. These could begin when the moratorium on reorganization was lifted in 1951. The new districts created after July 1, 1953, were called Community Districts. Fifty were established in 1953-54 and are included along with the other reorganization which took place between January 1, 1951, and June 30, 1954, and involved some 356 districts merging to form 113 new school units. (See Table 3, next page.)

Table 3
 Reports of School District Reorganization In
 Iowa From January 1, 1951, to June 30, 1966

Reporting Date	Author of Report	Median Enrollment		No. of Districts	
		9-12	K-12	Agreeing to Merge	Reorganized Units
Jan. 1, 1951 to June 30, 1954	John G. Shultz "Review of School District Reorganization of Iowa Jan. 1951 to July 1955"		385	356	113
July 1, 1954 to June 30, 1955			431	348	73
July 1, 1955 to June 30, 1956	John G. Shultz "Review of Reorganization"		491	531	80
July 1, 1956 to June 30, 1957	John G. Shultz "Review of Reorganization"	183	684	449	84
July 1, 1957 to June 30, 1958	R. F. Van Dyke "Review of Reorganization"	193	721	627	83
July 1, 1958 to June 30, 1959	Sept. 1959 <u>Educational Bulletin</u>	190	708	829	102
July 1, 1959 to June 30, 1960	Sept. 1960 <u>Educational Bulletin</u>	181	695	557	80
July 1, 1960 to June 30, 1961	Sept. 1961 <u>Educational Bulletin</u>	206	862	258	74
July 1, 1961 to June 30, 1962	Sept. 1962 <u>Educational Bulletin</u>	270	1,085	208	49
July 1, 1962 to June 30, 1963	John G. Schultz, "Review of Reorganization"	49	1,658	81	25
July 1, 1963 to June 30, 1964	No Author "Review of Reorganization"		1,253	99	29
July 1, 1964 to June 30, 1965	David J. Gilliland "Review of Reorganization"		870	66	25
July 1, 1965 to June 30, 1966	David J. Gilliland "Review of Reorganization"		819	239*	52
				Total	869

* In addition the State Board of Public Instruction approved the elimination of 365 non-high school districts done by a total of 505 attachment actions by County Board of Education. A total of 219 high school districts had some territory added to their district during the 1965-66 school year.

C. Results of Fourteen Years of the Community School District--1952-53 to 1966-67.

The number of new community districts averaged 60 per year for the first six years after 1953. The following years the number of new Community Districts formed for the first time decreased. The Community Districts which had once been formed found more districts willing to join and so went through the reorganization process again. Figure 2 shows 1958-59 was the peak in total reorganization approved (102). Table 4 shows the peak year for Community Districts to vote again was 1959-1960 (62). An average of 58 successful reorganizations were accomplished each year from January 1, 1951 to June 30, 1966. A total of 434 new Community Districts were established. Table 5 shows the change in number of districts after 1945-46. The 1965 law gave the County Boards the responsibility of attaching the remaining non-high school districts to high school units. The 3,911 operating and non-operating elementary school districts in 1945-46 all became part of high school districts by July 1, 1967, except for 19 involved in court action. The total number of local school districts in Iowa had changed from 4,795 in 1945-1946 when the County Boards of Education began their surveys to 474 in 1967-1968.

The entire area of the state participated in the development of Community Districts. Figure 3 shows the pattern for the first 186 successful reorganizations, between 1951 and June 30, 1955. Figure 4 shows the pattern of the last 106 reorganizations, which occurred between July 1, 1963, and June 30, 1966. All but a dozen of the 99 counties had one or more Community Districts formed during these seven years. While the early years found some counties requesting and receiving permission to form new districts with a total enrollment of less than 300, this did not happen

Figure 2

Number of New Community Districts Formed and Voting to Add New Area Each Year 1953-4 to 1965-6

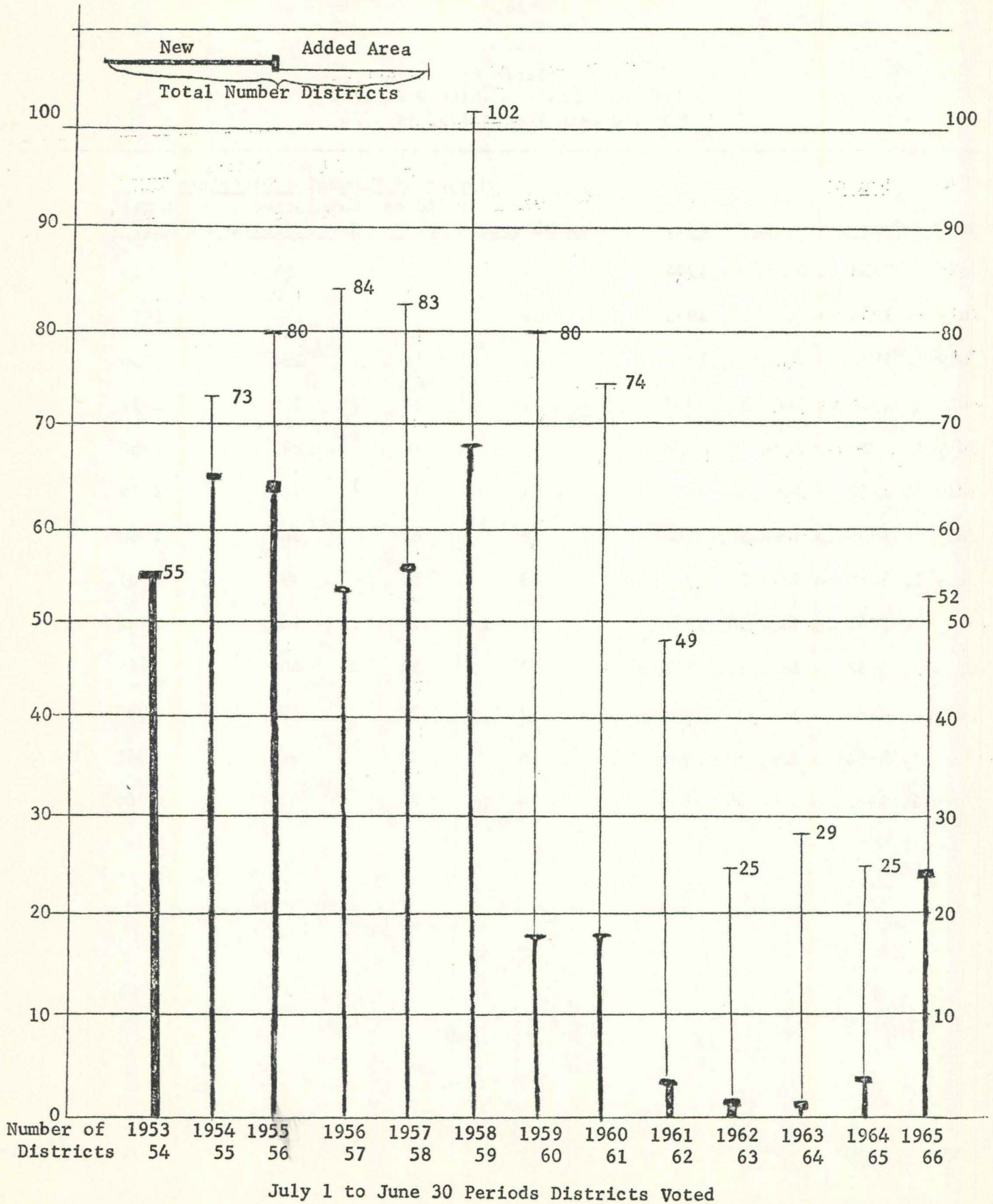


Table 4
 Number of New Community Districts
 Created Each Year - 1953 to 1966

<u>Months When Districts Voted</u>	<u>Number of Community Districts</u>			<u>Total July 1</u>
	<u>New Districts</u>	<u>Added Area</u>	<u>Cumulative New Districts</u>	
July 1, 1953 to June 30, 1954	55		55	1954
July 1, 1954 to June 30, 1955	65	8	120	1955
July 1, 1955 to June 30, 1956	64	16	184	1956
July 1, 1956 to June 30, 1957	54	30	238	1957
July 1, 1957 to June 30, 1958	55	28	293	1958
July 1, 1958 to June 30, 1959	69	47	362	1959
July 1, 1959 to June 30, 1960	18	62	360	1960
July 1, 1960 to June 30, 1961	18	56	398	1961
July 1, 1961 to June 30, 1962	4	45	402	1962
July 1, 1962 to June 30, 1963	2	23	404	1963
July 1, 1963 to June 30, 1964	2	27	406	1964
July 1, 1964 to June 30, 1965	4	21	410	1965
July 1, 1965 to June 30, 1966	24	28	434	1966

Legend
District Enrollment
- Under 300
. 300 to 2,999
+ 3,000 or over

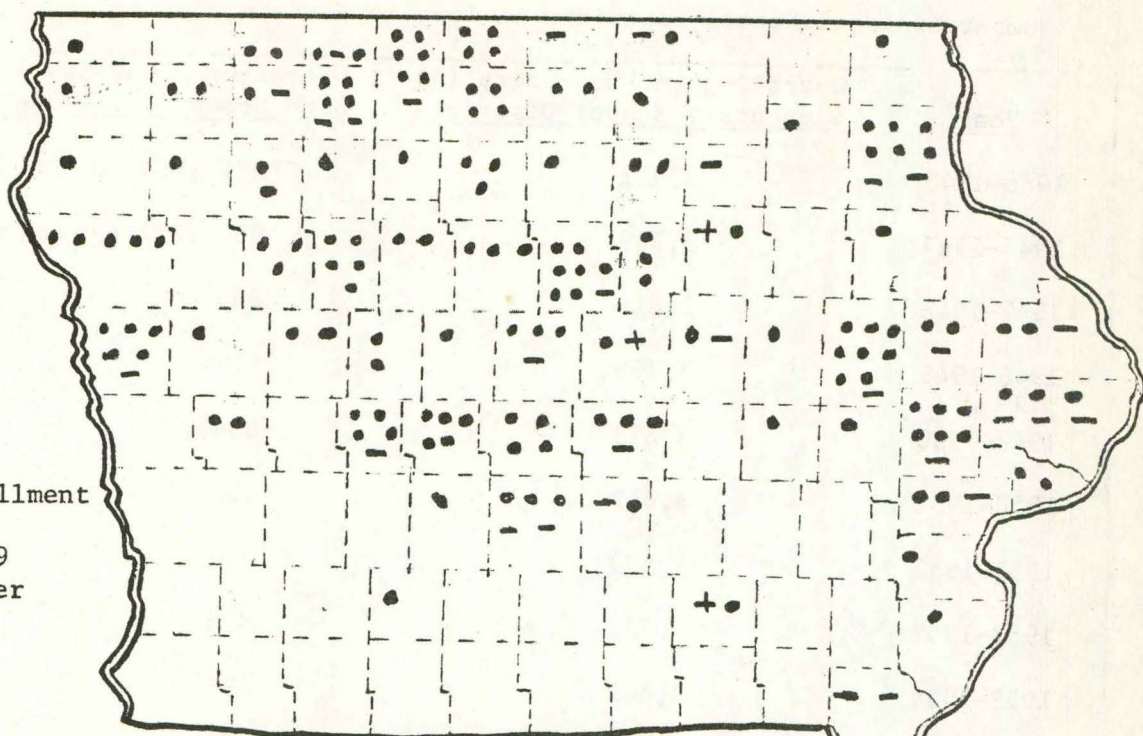


Figure 3. Local School District Reorganizations
Between January 1, 1951, and July 30, 1955.
(N=186; under 300-28; 3,000 plus-3; other-155)

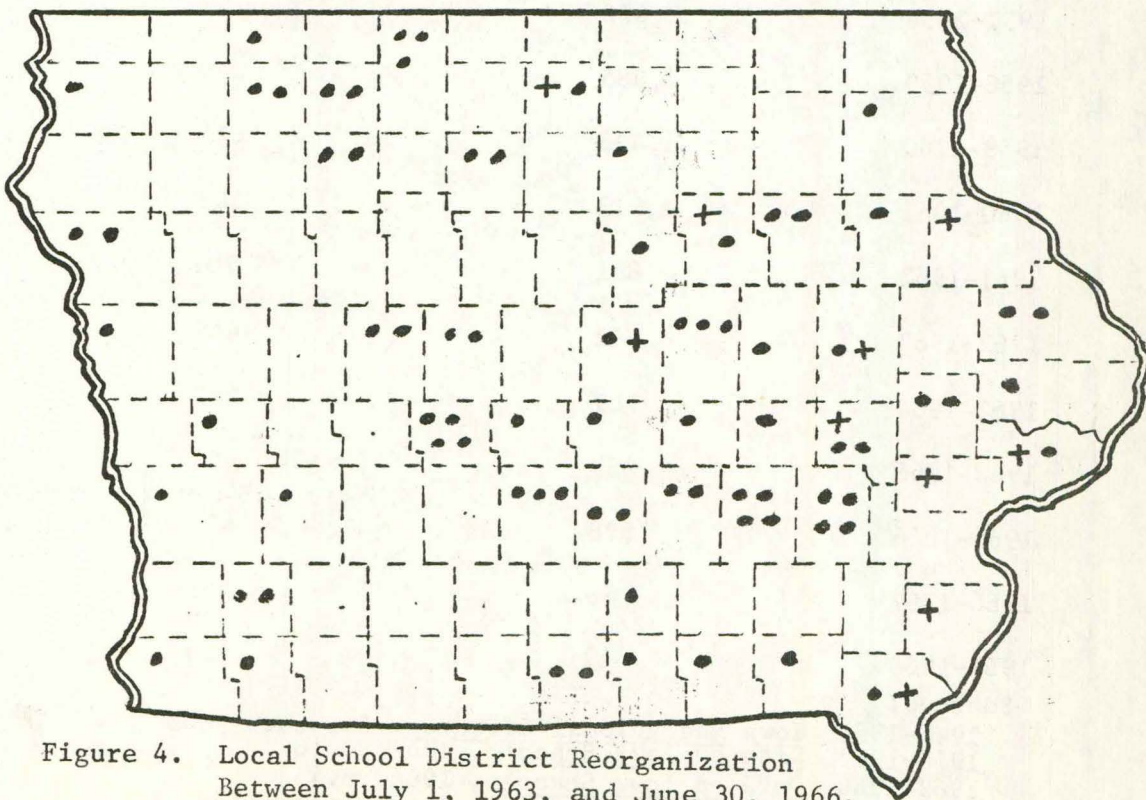


Figure 4. Local School District Reorganization
Between July 1, 1963, and June 30, 1966.
(N=106; under 300-0; 3,000 plus-12; other- 94)

Table 5
 Number of Local School Districts in Iowa in Each Year as of July 1 - 1945 to 1967*

<u>Year</u>	<u>Operating and Non-Operating Elementary School Districts</u>	<u>Operating K through 12 High School Districts</u>	<u>Total Local Districts</u>
1945-1946	3,911	884 (874 approved)	4,795
1946-1947	3,849	857 (852 approved)	4,706
1947-1948	3,816	845	4,661
1948-1949	3,799	854	4,653
1949-1950	3,813	834	4,652
1950-1951	3,813	839	4,652
1951-1952	3,809	840	4,649
1952-1953	3,722	836	4,558
1953-1954	3,663	829	4,492
1954-1955	3,598	819	4,417
1955-1956	3,334	808	4,142
1956-1957	2,903	788	3,691
1957-1958	2,578	745	3,323
1958-1959	2,085	694	2,779
1959-1960	1,438	614	2,052
1960-1961	1,013	562	1,575
1961-1962	881	510	1,391
1962-1963	762	469	1,231
1963-1964	701	463	1,164
1964-1965	639	459	1,098
1965-1966	598	458	1,056
1966-1967	46	455	501
1967-1968	19	455	474

*Sources:

1945-1950 Iowa Educational Directory for each year
 1950-1962 Data on Iowa Schools, 1962, p.16
 1962-1966 Data on Iowa Schools, 1966, p.45
 1967-1968 State Dept. of Public Instruction, Aug. 2, 1967

after July 1, 1963. In contrast 12 of the new units formed after 1963 had 3,000 or more students while only three of the 186 first reorganizations were that large.

Eight of the small districts formed early were Community School units, the other 20 were accomplished before the 1953 law as Consolidated Districts.

After 1963 a district could participate in more than one merger during the academic year. (Before that one merger per calendar year was allowed.) There are six districts on Figure 4 which voted more than once during the 1963 to 1966 period. In fact one district kept the number of reorganized reorganizations in its name and was listed in the 1966-1967 Iowa Educational Directory as the Griswold Community District #4.

The number of local school districts in the fall of 1967 was less than 500. The total, 474, is still 1.32 times the number of districts the 99 County Boards of Education proposed. Their county plans were filed with the State Department of Public Instruction in 1958. Figure 5 shows the number of districts proposed in each county. Only three, or less than one percent, had a total enrollment of less than 300 students. Another 28 or seven percent had a total enrollment of 3,000. Many counties proposed five or more districts (24 of the 99) but only two suggested more than seven local districts.

Figure 6 presents the picture of local districts per county as they existed in September 1966. In 27 counties, each have six or more local districts. Twenty are located in the northern half of the state. Five of the seven counties which include a Standard Metropolitan Statistical Area have five or more local school districts. If the state is divided into quadrants, 5 of the 47 large-area Community Districts (over 200 square miles in size 1966-67) are located in the northwest, 14 in the northeast,

Legend:
 District
 Enrollment
 - Under 300
 + 3,000 or more
 □ Over 200 square miles
 ○ Non-High School District

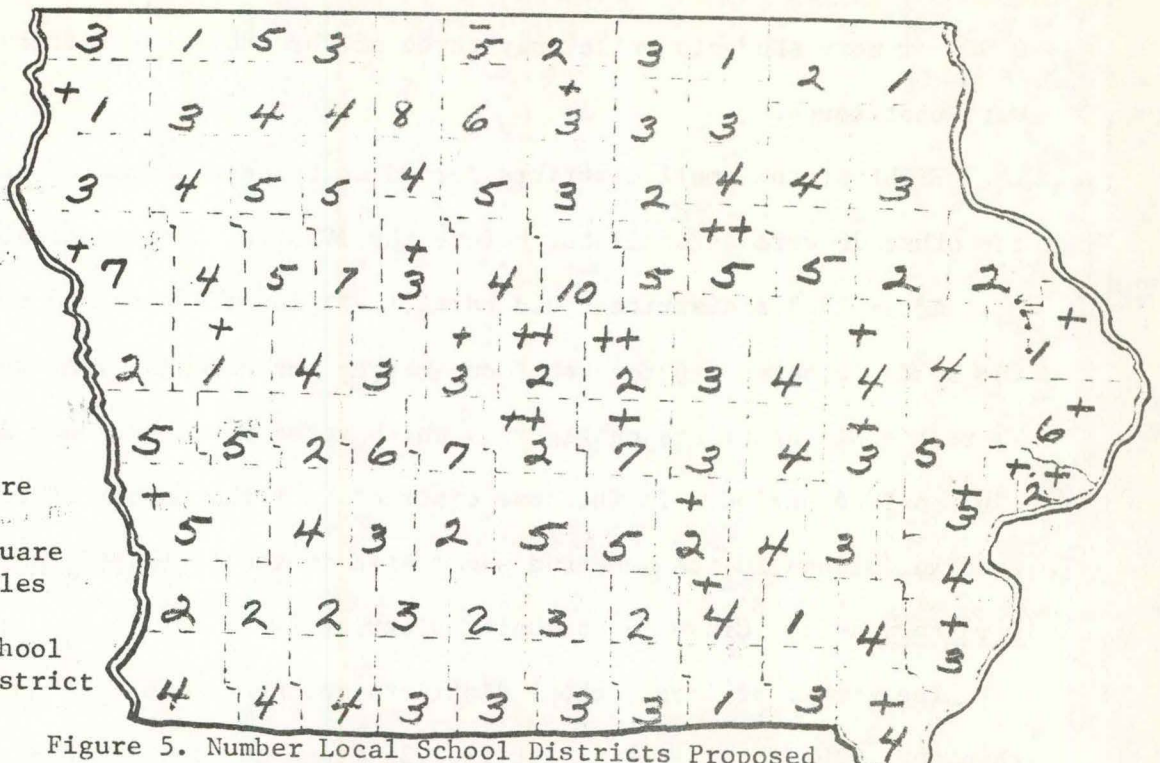


Figure 5. Number Local School Districts Proposed by Plans of County Boards of Education-1958 (N=358; under 300-3; 3,000 plus-28; other-327)

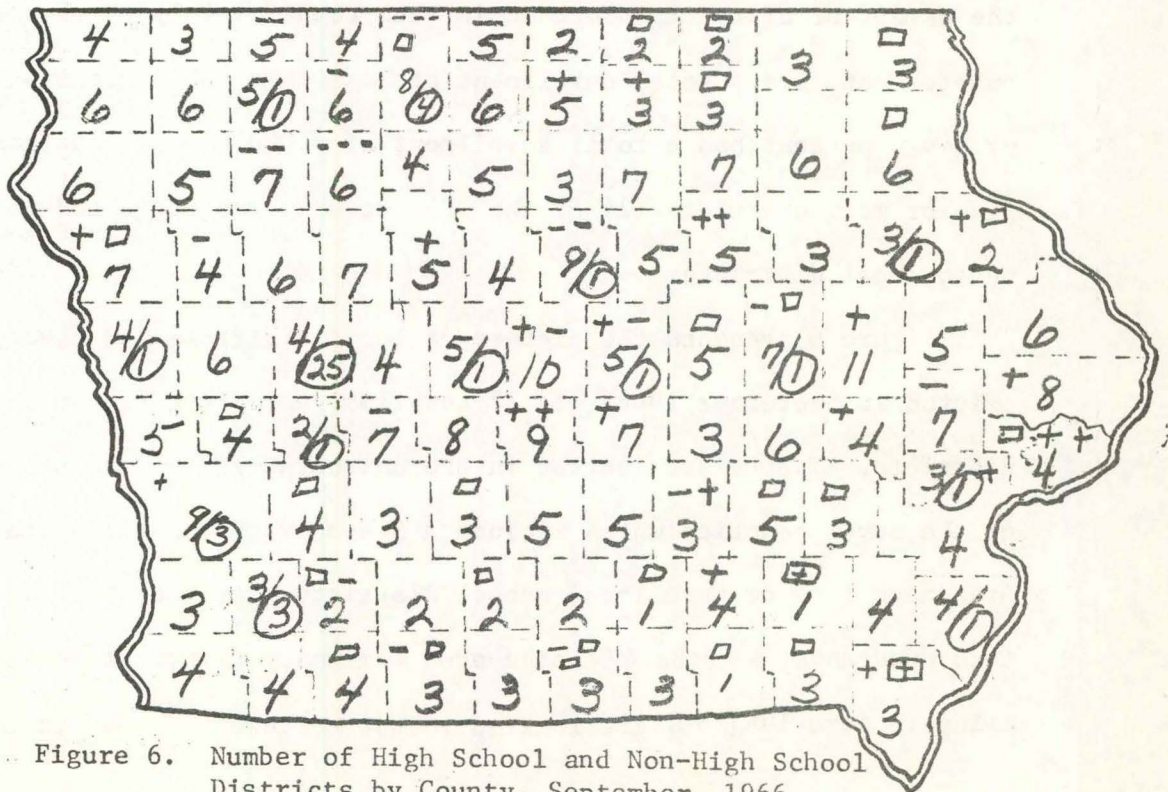


Figure 6. Number of High School and Non-High School Districts by County, September, 1966. (N=500; Non-High School-45; under 300-23; 3,000 plus-25; other-407; over 200 square miles in area-49)

16 in the southeast, and 12 are in the southwest quarter of the state. The west half of the state has the fewest large cities. The north and west half of Iowa had a substantial number of consolidated districts. About an equal number of consolidated districts were established in the north central, central and east central areas of the state.

The last change brought about in the fourteen years of the Community School District, which will be presented in some detail, is in the number of students enrolled in the high school districts. Figure 7 shows that before the Community School District 75 percent of the high schools had a total enrollment of 383 or less and the smallest high school had 35 in its twelve grades. Sixteen years later the average district enrolled over 700 students. In 1966, 75 percent of the districts had nearly 500 or more students enrolled in K through 12 grades, and one-fourth had an enrollment of very close to 1,200 or more students. Truly the Community District reorganization plan had not only brought up the rear (the smallest district was now six times as large), but had moved ahead the whole parade since the size of the third quartile school was three times greater in 1966 than in 1953.

Many other comparisons could be made and perhaps should be made. A few more specific ones will be presented in a table. Additional information about changes will be gained from the next three chapters.

The present chapter on the Community School District in Iowa is concluded and summarized by Table 6. Under the four headings of Number and Kind of Local Districts, Enrollments, Tax Base and Local Property Tax, and Transportation, are 27 specific comparisons. Dates are given for before, (1952-53) and after, (1966-67) the Community School Law and school district reorganization. The index of change shows that in 1966 Iowa had only 1.1

Figure 7
 Range of Total Enrollment of Iowa High School Districts
 for Four Year Periods, Starting with 1950 and Including 1966
 Showing Lowest, 25th., 50th., and 75th. Percentile Numbers

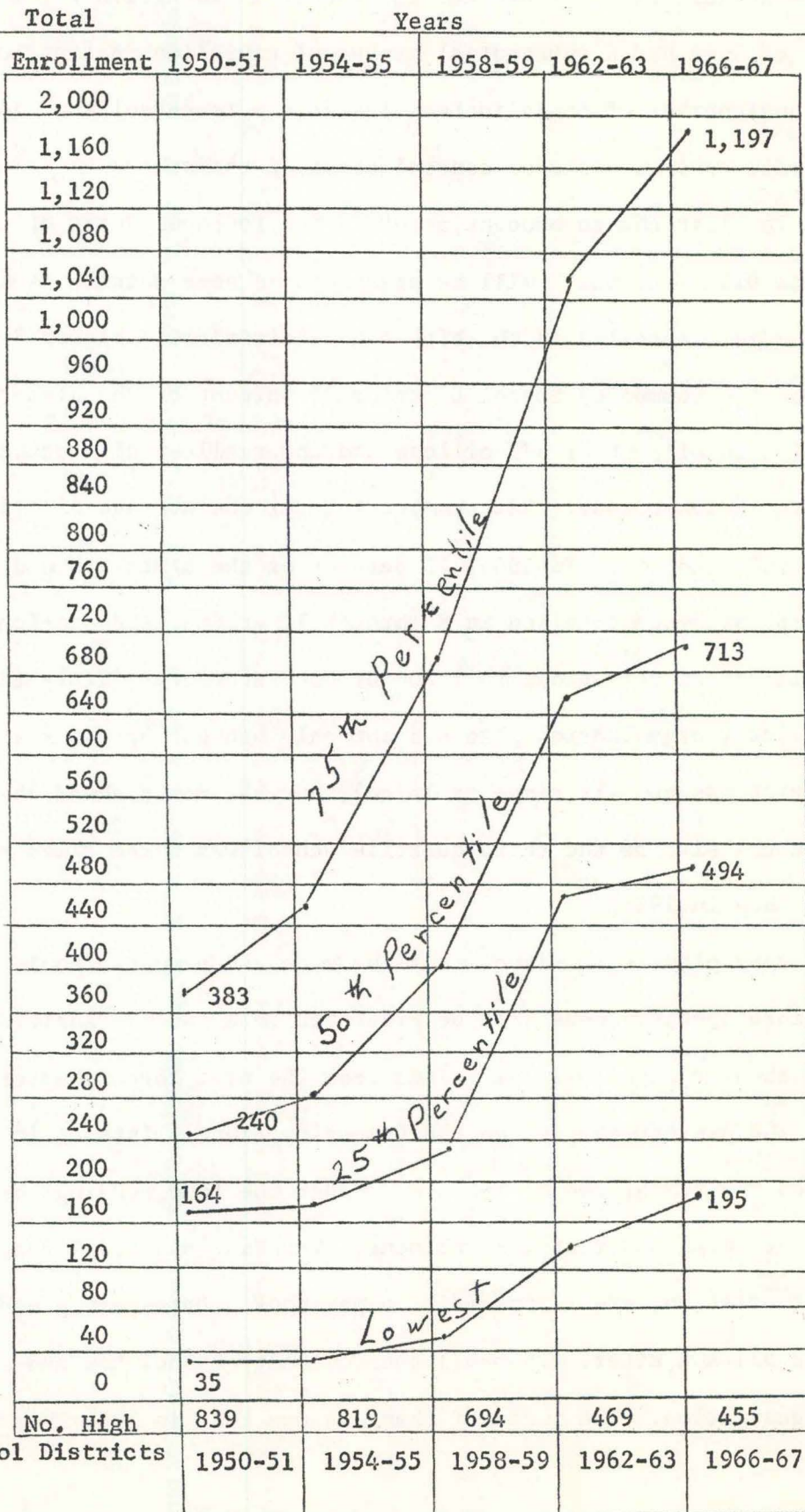


Table 6
 Specific Comparisons Before and After School
 District Reorganization in Iowa—Showing Index of Change

	1952-1953 BEFORE (JUNE 30, 1953)	1966-1967 AFTER (JULY 1, 1966)	INDEX OF CHANGE
A. Number and Kinds of Local Districts			
1. Total Number of local districts	4,558	501	.011
2. Non-high school districts	3,722	46	.001
3. High school districts	836	455	.544
4. Townships	8	0	
5. City or Town Indep.	398	4	
6. Consolidated	441	17	
7. Community	0	434	
B. Enrollments			
8. No. districts total enroll. under 300	4,250	68	.016
9. No. districts total enroll. over 3,000	79	152	1.924
10. No. Child. enrolled in kinder.	43,672	59,757	1.368
11. Grand total K-12 enrollment	573,490	737,772	1.286
12. Public schools	510,933	638,066	1.249
13. Non-public schools	62,557	99,706	1.594
C. Tax Base and Local Property Tax			
14. Percent of all land in high school district	29.6%	98.0%	3.311
15. Median no. sq. mi. in H.S. dist.	16.0 sq. mi.	101.8 sq. mi.	6.362
16. Average of grand tot. mills property tax	26.215 mills	49.002 mills	1.869
17. General fund	23.369	43.991	1.882
18. Schoolhouse fund	2.099	5.011	2.387
19. Special course fund	.747	discontinued	
20. Percent school taxes collected from local sources for all purposes are of total pupil school expenditures	92.1%	(1965-1966) 92.1%	.00
21. State funds for Ag Land Tax Credit	\$5,000,000	\$15,000,000	3.000
22. Percent of Claims Paid	65.3	36.6	.560
D. Transportation			
23. Average length of bus routes	(1953-1954) 21.81 miles	(1965-1966) 25.21 miles	1.155
24. Cost per pupil transported at district expense	\$58.23	\$68.12	1.117
25. Cost per mile for bus operation	.264	.317	1.201
26. Number of pupils transported	157,318	266,098	1.670
27. Cost to local school districts for pupil transportation	\$ 8,905,402.04	\$17,170,771.26	1.928

percent of the number of total local school districts that it had in 1953. In 1966 Iowa still had 54.4 percent of the high school districts, but only .1 percent of the non-high school districts which existed in 1953.

The number of districts with a total enrollment of 3,000 or more students nearly doubled while the number of children enrolled K through 12 and in kindergarten increased only by a third and a fourth, during the fourteen years.

The percent of all land in a high school district reached nearly 100 and in 1966 was 3.3 times the amount it was in 1953. The area in the average high school district increased by 6.3 times to 102 square miles. The average total mills of property tax for schools increased by 1.87 to 44 mills. One of the changes that didn't occur between 1953 and 1965 was in the proportion of total public school expenditures supported by local tax sources. This was 92 percent in 1952-1953 and 92 percent in 1965-1966. While the amount of state funds paid to farm owners for Ag Land Tax Credit was tripled during this time the percent of the claims paid dropped from 65.3 to 36.6.

Much was said about pupil transportation during the signing of petitions and deciding about ways to vote when the new community districts were proposed. Statewide the average bus route increased less than four miles during the twelve year period 1953-1954 to 1965-1966. The cost per pupil transported and the cost per mile for bus operation was 1.12 and 1.20 times the 1953 figure in 1965. These ratios were all smaller than the increase in the number of children transported which was 1.67. The grand total cost to all the school districts was 1.93 larger in 1965 than in 1953.

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Chapter III

Some Influences and Issues Involved With
School District Reorganization in Iowa

"Every well wisher of his kind will more cordially co-operate in measures which bring forward those who are in the rear, than with measures which carry still further onward those already in advance."

Horace Mann

This chapter will discuss some of the influences and issues (official and unofficial) which were part of the Community School movement in Iowa from 1952-53 to 1966-67.

A. Official Influences

Three official groups will be briefly considered: the acts and laws passed by the Iowa General Assembly, the State Department of Public Instruction, and the Iowa Supreme Court. Since individual men and women make up these three bodies and since as individuals they are also a part of and respond to the unofficial influences, it is very difficult to precisely separate one influence from the other. In most cases the influence cited will come from public documents, journals, articles, and newspaper accounts.

1. The work of the Iowa General Assembly. Education in Iowa is a function of the state and the responsibility of the Board of Education. The Constitution of the State of Iowa states: ". . . all acts, rules, and regulations of said Board may be altered, amended or repealed by the General Assembly: and when so altered, amended, or repealed they shall not be reenacted by the Board of Education." (Article IX, Part 1, Section 8c.) In addition: "At any time after the year One thousand eight hundred and sixty three, the General Assembly shall have power to abolish or reorganize said Board of Education, and provide for the educational interest of the state in any other manner that to them shall seem best and proper." (Article IX, Part 1, Section 15.) This has meant that even during the

times when a state board has existed, since 1953 in the Twentieth Century, the General Assembly has had the greatest influence on the organization and reorganization of school districts.

Chapter two of this report listed some of the acts of the Iowa General Assembly which have contributed to the reorganization of local districts and formation of Community Schools during the 1952-53 to 1966-67 period. In this chapter reference will be made to those acts which seem at this time and to this reporter, to have had an influence on the creation of new Community Schools and combining of smaller school districts.

a. The 1945 bill which provided for surveys to be made by the County Boards of Education for the purpose of reorganization of school districts; this started the movement.

b. The 1945 law which established a state fund to be used as credit against the tax on agricultural lands in school districts in which the millage for general funds for school purposes exceeded 15 mills. When the amount authorized was not sufficient to cover all such excess tax, the amount granted was pro-rated.

c. The 1945 law which permitted both elementary and secondary schools to discontinue school facilities and contract with other districts. This increased the number of non-operating school districts but got children, parents, and teachers thinking about better facilities.

d. The 1947 bill which established a County Schools System. The Board was now authorized to hire a professionally qualified administrator and the school surveys had a leader in each county.

e. The 1947 act which called a halt to all kinds of reorganization except that which had been voted by the same General Assembly. This moratorium, to continue from 1947 to 1953, was to enable the County Surveys to be completed. It had the psychological effect, no doubt, of causing many people to suddenly think about their desire to form a consolidated district even though such earlier thoughts, when permitted, had brought about few if any new consolidations between 1922 and 1947.

f. The 1949 law which changed the base of the amount of tuition to be paid the district operating the school, was most significant. It not only put a stop to districts who were competing for high school students and attempting to get them by offering a lower tuition rate, but it meant that records of costs would be kept and published showing the tremendous difference in per pupil cost from one size district to another. By placing the maximum to be paid at the 75 percentile, the state was making it more difficult for the high per-pupil cost districts to secure tuition students. It is interesting to note that the law specifies that the receiving district cannot charge more than the state maximum, but the sending district could pay more than the state maximum tuition rate. (1951 School Laws of Iowa, 282.24)

g. The 54th General Assembly was under such pressure to let the people vote for reorganized school districts that the 1947 to 1953 moratorium was lifted in 1951. The new districts created at this time helped determine the next steps taken by the following 55th General Assembly.

h. A 1953 law created a State Board of Public Instruction. The nine members were to be laymen elected by school board representatives

in each of the eight congressional districts and one to be named by the Governor. This policy making board would in turn select their own chief executive, subject to confirmation by a two-thirds vote of the Senate. The State Superintendent would have a four year term and coordinate all those educational interests of the state which had not been made the responsibility of the State Board of Regents, who mainly looked after the interests of the three state institutions of higher education.

i. Another 1953 act created the Community School District and substituted it for the old consolidation school law. This systematized the reorganization process and placed the major responsibility for securing adequate new districts on the shoulders of the County Board of Education because the only state standard was a minimum of 300 pupils in the proposed area. It also made sure the local citizens wanted a new district by requiring a majority vote for reorganization in at least three-fourths of the districts involved in the reorganization. By requiring the County Boards of Education to file their proposed plans the State Department of Public Instruction could keep up-to-date with proposals, see that they at least met state requirements, and be in a position to work out differences in boundary lines suggested by County Boards for local districts whose area included more than one county.

i. A 1957 law stated that all non-high school units would have to become part of a high school district by 1962. It further stated that the county boards would assign areas not in such districts to the appropriate high school unit in 1962, if the Ag Land Tax Credits had been paid in full at least once before that date. This law was a great help to the high school districts with over 300 total enrollment

who needed to get the local districts which sent them tuition students into their Community School. At first it was thought the appropriation for Ag Land Tax Credit might be greatly increased and all claims paid in full, but this did not happen. One County Superintendent told his local boards that since the Ag Land Tax Credit had been paid in full once before 1962 (this had happened in 1949) he would be able to attach districts. This proved not to be so since the payment had occurred before the 1957 law was passed.

k. On July 1, 1962 there were still 1,231 local districts in Iowa. The idea of a mandate to have all the state in public high school districts was not popular in 1963. However, it was passed by the following General Assembly. April 1, 1966 was the date after which County Boards could act to assign non-high school districts. This was the Act of the General Assembly which assured the end of the non-high school districts in the state by July 1, 1966, or whenever all lawsuits over the details were completed. By July 1, 1966, there were still 46 non-high school districts not assigned and one year later the number had dropped to 19.

2. The State Department of Public Instruction and the State Board of Public Instruction were very important influences and much involved with school district reorganization. Many specific as well as general illustrations could be described. In this brief report some attention will be given to five ways in which the influence of the Department was used to support school district reorganization.

Iowa has selected its State Superintendent of Public Instruction in a number of ways. During the history of the state the position has even been abolished twice. Since 1864 the position at various times has been

elective, appointive by the governor, and since 1953 appointive by the Board of Public Instruction and confirmed by the Iowa Senate. Jessie Parker was the last elected superintendent. She ran successfully for the position every two years. Her 15 years of service, 1939 to 1954, exceeded any of the twenty superintendents who preceded her. She worked many years for the creation of the State Board of Public Instruction. In 1946 she hired Paul F. Johnston who became the assistant superintendent in 1953. After the 1953 General Assembly created the State Board of Public Instruction, Miss Parker retired in December, 1954. The new Board hired J. C. Wright, the city superintendent of schools at Keokuk from 1940 to 1954. Mr. Wright was serving his second four year term when he resigned in 1960 to accept a position with the American Association of School Administrators, Washington, D.C. The Board then appointed Paul F. Johnston as Superintendent. This appointment was confirmed by the Senate in 1963 and again in 1967.

a. The Department of Public Instruction not only had one person who was chief consultant for District Reorganization, but involved most of the staff in this work. After the 1953 law was passed creating the Community School, John G. Shultz was named the Reorganization Consultant and worked directly with Paul F. Johnston who had just been named Assistant Superintendent, Administration. This division also included supervisors for Plant Facilities, Research, and Finance.

Much of the work of this division was out in the state meeting with county boards of education, local school boards, and citizen committees who were studying plans for school district reorganization. Most of this work was with citizen study committees. A two page outline, "Citizens Help Plan New School Districts" was prepared and first printed in

the March, 1956 issue of the Educational Bulletin. It was reproduced as a separate sheet and widely distributed. It was printed again in January, 1960 and in 1961, and is reproduced on the next pages of this report.

Many interesting stories are told by Department members about their experiences with citizen groups. In one instance the layman became so concerned about protecting his town and his profession (he was a dentist) that he struck out with his fist and gave the state department officer a very black eye. In another case, John Shultz remembers having told the people about the need for the combining of high school districts and what it would do for the education of their children. A much concerned matron came up after the meeting and said, "All you have said is true. But you have not answered one question. Where will the church hold its annual bazaar if they close the school?"

The Reorganization Consultant published a quarterly and annual report in the Department's Educational Bulletin. The annual reports, beginning in 1955, were also mimeographed and available for use in the state and by other states. A sixteen page bulletin, A Report to the People of Iowa On the Progress and Goals of School District Reorganization, was printed in 1958 and widely distributed throughout the state. This attractive, colorful, and informative bulletin had several editions and new information was added with each printing. Articles and reports about the newly formed districts were also printed in the Educational Bulletin. Examples are: Clermont-Elgin story in February, 1956; story and pictures of old and new boards of the North Scott Community District in April, 1956; and an interview with high school students about leaving one high school for another in March, 1957, issue of the Educational Bulletin.

b. A second example of the influence of the Department of Public Instruction is its participation in and use of specific studies and re-

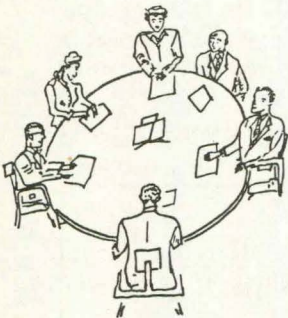
Citizens Help Plan New School Districts

John Shultz, Reorganization Consultant

Citizens committees have provided invaluable help and will continue to contribute to the planning required for reorganization of school districts in Iowa. These committees have come into existence in various ways—by appointment by the interested school boards; through the efforts of parent-teacher groups, service clubs, commercial clubs, and other civic and community groups; and by school superintendents, principals and teachers from the area concerned. Committee membership has ranged from 30 to 60 or more. It is suggested that these members make up a steering committee and five subcommittees within the structure of the committee as a whole.

Committees have been more successful when the membership included objective people, when they have included few with pre-conceived answers to the problem of reorganization in their particular area, when they have been chosen with deliberate intention to include a few citizens who are against reorganization in general and when they have been chosen so that each possible component district would be represented on the committee.

Steering Committee



These committees largely have started with what has most often been called a steering committee. Such a committee has normally consisted of from seven to fifteen people. Its functions have been about as follows:

- ▶ Organize themselves—elect officers
- ▶ To get the membership for an over-all committee of 35 to 60 people
- ▶ Arrange for the first meeting of the whole committee, issuing notices of the time and place of such meeting
- ▶ To orient themselves and then the committee as a whole as to purposes of such a study group
- ▶ Arrange for a resource person familiar with committee functions to be present
- ▶ Organize the committee as a whole—elect officers—into five subcommittees
- ▶ Arrange for a discussion of the committee as a whole to divide itself into five subcommittees:

Area and school population
School program or curriculum
Building and school plant facilities
Transportation
Finance

- ▶ See that each subcommittee has an understanding of what they are to do and how they should go about it
- ▶ Coordinate the work of the subcommittee since there is a great deal of interdependency among them

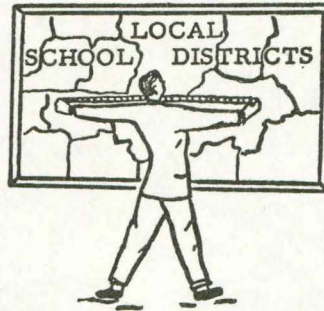
▶ See that reports of subcommittees are reproduced and that an over-all report of the committee as a whole is prepared and made ready for distribution

▶ Act as the public relations leader for the committee as a whole. See that small meetings throughout the area are called so that the public can be informed and their questions answered

▶ Help provide resource people for the subcommittees and the committee as a whole. For example, informed persons in the areas of school population, school finance, curriculum, school buildings, and transportation.

The Subcommittees

Area and School Population Subcommittee



- To tentatively determine the area (or areas) to be studied, using maps, design the boundaries of such an area (or alternative areas)

- To determine the number of pupils to be served and to spot by residence the pupils to be transported by grades and to make a pre-school census

- To locate the attendance centers that might be used and to suggest the grades that each attendance center should house

School Program and Curriculum Subcommittee

- To evaluate present programs offered in existing districts

- To suggest a program for the new district, listing the subjects to be offered and the educational services that should be provided. For example, in the high school program—basic subjects—

How many years in the English skills—literature, speech, dramatics, grammar, debate, journalism
Foreign Languages—Latin, French, Spanish
Mathematics—general, algebra, geometry, advanced mathematics

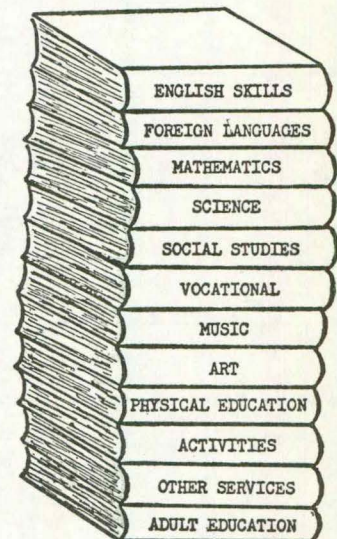
Science—general, biology, physics, chemistry (with adequate laboratories)

Social Studies—history, sociology, economics, government, citizenship

Vocational Subjects—agriculture, shop, homemaking, distributive education (business education—typing, shorthand, bookkeeping, etc.)

Music—instrumental and vocal

Art—all grades



Physical Education—safety, health

Extra-curricular—competitive athletics, clubs, class plays, student organizations, social and recreational activities

Services—guidance, social, educational and vocational, special education for exceptional children, school nurse, remedial reading, supervision, school lunch program, etc.

Adult education

- To compare the existing program with committee recommended program
- To make estimates of personnel needed to carry out program
- To make recommendations as to type of internal organization needed (8-4, 6-6, or 6-3-3)

Building and Plant Facilities Subcommittee



- To survey and evaluate existing buildings, sites, and equipment

facilities will and can be utilized in the new district

- To suggest how these facilities will and can be utilized in the new district
- To estimate costs for alterations and for new structures that may be needed

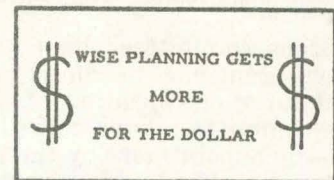
Transportation Subcommittee



- To design and describe bus routes needed
- To estimate new bus needs and costs

- To estimate time on bus for each pupil transported
- To estimate total costs for transportation

Finance Subcommittee



- To obtain total assessed valuation
- To determine assessed valuation per child
- To determine the amount of moneys and credits
- To list present millage rates by districts
- To determine present bonded indebtedness
- To determine bonding limit of the new district
- To estimate amount of state aid available for new district
- To estimate a budget for new district
- To estimate a millage rate for new district

This suggested outline of citizens committee activities is brief but will point to the potentialities and effectiveness of such groups who are willing to devote some time to the affairs of local public school problems.

Experience thus far in the reorganization program would indicate that elections have been held and some districts formed when the majority of the electors were not adequately informed.

Adequate planning by local people is imperative if redistricting results in sound basic units that can provide the breadth and quality of program desirable at a reasonable cost per unit or per pupil.

Pupil Teacher Ratios and High School Tuition Costs in the 614 Districts Maintaining Approved Public Four Year High Schools for the 1959-60 School Year

These annual costs are computed for the 1959-1960 school year but are based on costs for the preceding school year as provided in Sections 279.18 and 282.20, Code of Iowa, 1954. These are actual costs and in some cases may exceed the maximum tuition rates as determined by the Department of Public Instruction in accordance with Section 282.24.

A Line Number	B High School Enrollment	C Number of Districts	D Cumulative Number of Districts	E Total High School Enrollment	F Total Cumulative High School Enrollment	G Total High School Teachers	H Average High School Pupil Teacher Ratios	I HIGH SCHOOL TUITION COSTS—GRADES 9-12			
								J Median	K High	L Low	Average
1	0- 24	2	2	48	48	9	5.3	\$827.04	\$1,179.05	\$475.02	\$827.04
2	25- 49	64	66	2,501	2,549	290	8.6	622.84	1,196.64	461.25	659.48
3	50- 74	86	152	5,343	7,892	502	10.6	590.30	1,047.42	402.53	616.22
4	75- 99	88	240	7,658	15,550	629	12.2	568.77	861.84	272.66	561.09
5	100-149	135	375	16,685	32,235	1,267	13.2	555.97	870.09	346.00	563.02
6	150-199	72	447	12,480	44,715	836	14.9	509.93	749.46	333.61	515.81
7	200-299	76	523	17,881	62,596	1,144	15.6	510.94	784.88	347.55	528.48
8	300-399	32	555	10,935	73,531	620	17.6	447.21	770.60	339.67	470.13
9	400-499	19	574	8,415	81,946	435	19.3	442.03	704.50	337.51	454.16
10	500-599	13	587	7,073	89,019	356	19.9	476.83	609.21	399.87	488.17
11	600-above	27	614	48,112	137,131	2,280	21.1	482.89	660.40	327.33	499.93
12	Totals or Averages	614		137,131		8,368	16.4	\$547.12	\$1,196.64	\$272.66	\$558.71

PLEASE NOTE: This study shows that per pupil costs tend to decrease as the size of the school increases. An important factor which is not shown in the study is that larger schools, since they make more efficient use of teachers, invariably offer a broader and more comprehensive program for all of the pupils. Schools having an enrollment of 500 high school pupils and above usually pay substantially higher salaries for teachers, which accounts for their slightly higher costs.

search to support the need for school district reorganization. The first of these studies which comes to mind is the Survey of Public School Facilities in Iowa. This study was directed by the 81st Congress and additional funds were provided by the 54th General Assembly in 1951. A. B. Grimes, Supervisor of Plant Facilities, prepared the first report in 1952. This 90 page bulletin was followed by the final report, also prepared by A. B. Grimes, in 1955. The second 28 page report contained tables, graphs, and charts showing the need for public school facilities. This last report included an eight page chapter on "The Past, Present, and Future of Iowa School Districts." It stated two basic aims: (1) that all of the state should be in a 12-grade district, and (2) that every district should enroll in public schools a minimum of 600 pupils.

Another study was The Drop-out Problem in Iowa High Schools by L. A. Van Dyke and Kenneth B. Hoyt. This study was summarized in the February, 1959, issue of the Educational Bulletin. It reported a drop-out of 19.8 percent of the eighth grade graduates before high school graduation. A third study is current and is the involvement of the Department of Public Instruction with the Great Plains School District Organization Project. This was written up in the May, 1967, Educational Bulletin. One of its first publications was Hanson's Planning for School District Organization In Iowa.

c. A third example of the way the Department of Public Instruction called attention to the continuing need for district reorganization was their series of state studies showing the pupil-teacher ratios, elementary and secondary school tuition costs for the previous year, the programs offered by the high school districts, and the future plans of the high school graduates. The first of these came out in December, 1958, and in later years was published in an early fall issue of the Educational

Bulletin. The grouping of high school districts by the size of their 9-12 enrollments made it easy to see the difference in the per pupil expenditure (as evidenced by high, median, and low tuition costs) of the districts with less than 75, around 200 and over 600 students.

In March, 1958, a report was made of the mathematics and science offerings of the various high school districts in the state. This was followed by a report on art, English and foreign languages in October, 1958. In April, 1959, a more complete report was given for the 1958-59 school year showing mathematics, science, English, social studies, foreign languages and art. The number of units in these subjects offered by various size high school districts was repeated in the October, 1960, Educational Bulletin. This information was widely used. The success of Sputnik I in October, 1957, focused national attention on the schools and the subjects of math and science in particular and Iowa had the information.

A final example of a state study repeated which had an impact on the education program in general was the survey of how the Iowa high school graduate planned to continue his education. The first report in April, 1960, indicated 43.7 percent of 1959 graduates were continuing their education with 28.5 percent attending a four year college. Two years later, the September, 1962, issue of the Educational Bulletin reported 48.2 percent of the 1961 high school graduates continuing their education, and 29.7 percent thinking of a four year college. These reports supported the need for comprehensive secondary schools since over half the youth would complete their education with the twelfth grade, or earlier if they dropped out.

d. A fourth example of the influence of the Department of Public Instruction was its increased contact with the citizens of the state through the public news media. The Biennial Report for period ending

June 30, 1958, speaks of the coordination of news releases. The 1962 report mentions a one-page factual Weekly News Release (800 copies) mailed to all newspapers, radio stations, and county superintendents. These releases often used the basic information from the various studies, reports, and surveys mentioned in previous pages of this report.

e. The fifth and final example had perhaps the greatest impact on school district reorganization of any one thing done by the Department of Public Instruction. In October, 1957, the front page article of the Educational Bulletin announced that "the staff of the Department of Public Instruction with the counsel of the State Board of Public Instruction and in consultation with educators and school patrons is preparing a guide for use in evaluating the quality of local school systems in Iowa." The guide was prepared in mimeographed form and later printed as a bulletin. The Biennial Report, 1958 makes this statement about it.

"Probably, the most important guide released during this biennium was Bulletin No. 100, "How Good Is Your Local School System?" This bulletin was prepared by a committee which worked more than a year reviewing educational literature and counseling with lay people, teachers, principals, superintendents and college professors.

From this bulletin, the brochure "Some Characteristics of Good Schools" was prepared.

This was followed by Circular No. 100a "Tentative Standards for the Approval of School Districts." This circular gave eighty-two standards which were adopted by the State Board of Public instruction and were placed in immediate use by the Department in setting directions for the Iowa Public Schools."

The Standards for the Approval of School Districts, dated Summer, 1961, superseded Circular 100a (Revised), Summer, 1960. The 1961 model was also mimeographed and contained 71 standards arranged in such a way that the State Department supervisor or any evaluator could use it. The sub-title of Circular 100a was "A Guide for the Self-Evaluation of a School System."

The introduction concluded on page 2 with this statement:

The code suggested below for recording this evaluation is similar to that used by the North Central Association of Colleges and Secondary Schools.

(E) Provision or condition is made extensively.

(S) Provision or condition is made to a moderate extent.

(L) Provision or condition is very limited or missing.

A copy of page 15 of Circular 100a (Revised) Summer, 1961, has been included with this report and is found on the next page. It shows that the general format was to state the standard or define the term, include a short paragraph of comment or explanation, and conclude with a number of descriptive criterion which included a blank space for the evaluator to add any criteria which the school might also follow in regard to the standard being considered.

Each of the revisions of Circular 100a contained this statement on the front cover:

"Pursuant to authority conferred upon the State Board of Public Instruction by provision of Section 257.10(12), Code of Iowa, the standards described within shall govern the approval of school districts as provided in Section 257.18(13), Code of Iowa."

Chapter 257 of the Code refers to the Department of Public Instruction and section 10 lists specific powers and duties.

"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. Acts 1953 (55G.A.) Ch. 114, p. 10."

Section 18 of Chapter 257 lists the responsibilities of superintendents.

"13. Formulate standards, regulations, and rules subject to the approval of the state board, for the approval of all schools and public junior colleges under his supervision: subject to the approval of the board remove for cause, after due investigation and notice, any such school failing to comply with such approval standards, rules, and regulations from the approval list; which removal shall, during the period of noncompliance, make such school ineligible for participation in the state distributive funds, and the collection of tuition from non-residents from other districts which do not maintain approved high schools."

Using this and earlier authority the Department of Public Instruction from time to time had found schools that were not meeting the

liberal and professional education. In today's world, more than ever, it is important that professional knowledge and techniques be evaluated and kept "up to date."

Descriptive Criteria

- () 1. The superintendent and the certificated personnel evaluate themselves continuously in terms of one or more check lists of common and specialized competencies, skills and practices generally expected of effective members of the profession.
- () 2. These self-evaluations are carried on in an atmosphere of freedom and mutual respect with the objective of professional growth kept in mind at all times.
- () 3.

Standard 28: Professional Library for Teachers

Each school district shall establish and maintain a library of books, magazines, and other materials essential to the professional growth of its employed teachers.

Comment

This standard logically follows Standard 27. It encourages the school district to aid teachers to keep abreast of changing techniques. Professional books, periodicals, and other materials should be properly cataloged and maintained.

Descriptive Criteria

- () 1. The professional library includes books, magazines, and other materials in sufficient number and variety to meet the needs of each specialized type of administrative, supervisory, or teaching service represented on the staff of the school system.
- () 2. A representative committee of the staff selects the items to be purchased for the professional library each year.
- () 3. A planned procedure is used to encourage the use of professional material; i.e., staff meetings, conferences, reporting, etc.
- () 4.

Standard 29: Elementary School Defined

The elementary school shall be defined as consisting of kindergarten, if operated, and grades one through eight or grades one through six when grades seven and eight are included in the secondary school as defined herein.

*Circular 100a (Revised)
Summer, 1961
Dept. of Public Instruction - 15 -*

*STANDARDS FOR THE APPROVAL
OF SCHOOL DISTRICTS
Des. Moines, Iowa*

standards. The schools were warned and if corrections were not made the districts were omitted from the list of accredited schools. Table 5 in this report on page 28, notes that in 1945-46 the state had 884 high school districts of which 874 were approved and in 1946-47 there were 857 high school districts of which 852 were approved. A Des Moines Register editorial says that between 1958 and 1964, 130 high school districts had been denied approval:

1958	-	6
1959	-	44
1960	-	70
1961	-	7
1962	-	2
1963	-	<u>1</u>
		130

The editorial states: "Almost all of the 130 districts which did not solve their problems by improvement of schools, equipment, or courses did so by reorganizing with stronger districts or by dropping high schools and sending the students to stronger high schools. Only two schools continued to operate without approval or state aid. The fact that nearly 100 schools went into reorganizations shows the importance of the outlawed section of the law."

The reference is to the action of the Iowa Supreme Court. On March 10, 1964, the court had ruled the state law unconstitutional under which the Department of Public Instruction had required districts to provide schools with certain staff facilities and educational programs.

3. The Iowa Supreme Court. While a number of disputes over school district reorganization went to the courts not many went as far as the Supreme Court of the state of Iowa. A quick check of the first 30 cases in volume 255 of Iowa Reports and volume 257 of Iowa Reports found only one in each of the thirty which involved school district reorganization.

Lloyd Weppler and Riley Clark, two residents of the Lewis Consolidated School District of Cass County, took the decision of the State

Board of Public Instruction to court when the school was threatened with removal from the state-approval list in 1962, but remained approved when the Lewis School Board agreed to limit itself to operation of an elementary school.

The Polk County District Judge ruled in favor of the State Superintendent and the Board of Public Instruction. Not so the Supreme Court. All members of the Court taking part in the case agreed with Justice G. K. Thompson's opinion which said: "A statute which gives an administrator the right to enforce or waive penalty at his discretion confers upon him an arbitrary power, which he may exercise in one case and ignore in another. Such a statute and the acts of the administrator under it are each unconstitutional."

At the time of the Supreme Court decision one high school, Blakesburg Independent District, was operating without state approval and state aid. The Department had a policy of notifying districts about 18 months in advance that they were likely to be removed from the approved list. Van Meter Community, Harris Community, Rembrandt Consolidated, Marathon Consolidated, Steamboat Rock Consolidated and Urbana Consolidated had been notified they might be taken off the approved list on July 1, 1964, and Greenville-Rossie Consolidated and Westfield Consolidated faced a similar action on July 1, 1965.

The 1964 Supreme Court decision left a void until the General Assembly passed a lengthy standards bill in 1965. Section 13 of 257.18 in the 1962 Code was repealed and a new section was added to chapter 257, Department of Public Instruction. The new law said the State Board of Public Instruction shall establish standards, regulations, and rules for the approval of all public, parochial, and private nursery, kindergarten, elementary, junior high, and high schools and all area vocational schools, area

community colleges, and public community or junior colleges in Iowa. A minimum program for high school, grades 9 through 12, was spelled out in detail. The section, 257.25 Educational Standards, has 12 sub-sections in the 1966 School Laws of Iowa. A copy of this section of the School Laws of Iowa - 1966, has been included in the appendix.

B. Unofficial Influences - Mainly Organizations which Were Active During the School District Reorganization Period from 1952-53 to 1966-67.

In this section of the chapter the influences of two major groups and two small groups will be presented. The farmers and agricultural landowners will be considered by looking at policy statements of the Iowa Farm Bureau Federation and results of opinion polls taken by the Wallace-Homestead Magazine. The influence of educators in general will be considered by looking at the Iowa State Education Association and reports in its official journal, Midland Schools. Two other groups of people interested specifically in the small rural schools will be considered last, the Iowa School Organization and the Iowa Committee, Rural Education Department, National Education Association.

1. Farmers and agricultural landowners have been organized in Iowa and active in school legislation for many years. When the 51st General Assembly in 1945 selected a committee to make a sweeping inquiry into all phases of Iowa taxation, for example, the chairman was Francis Johnson of Terrill. He was a farmer, former Speaker of the House of Representatives, and from 1936 to 1943 president of the Iowa Farm Bureau Federation. The twelve member committee included representatives of: agriculture, cities, counties, schools, industry, labor, House of Representatives and Senate. Among the twelve were four farmers - the other three were members of the General Assembly, representing agriculture as well as the House and Senate.

In 1943 the 50th General Assembly authorized the appointment of a new school code commission to report to the 51st General Assembly. The seven member committee included two appointed by the Speaker of the House, two appointed by the Lieutenant Governor from the Senate, and three appointed by the Governor. The Governor appointed H. K. Peterson, of Council Bluffs; N. D. McCombs, Superintendent of Schools of Des Moines; and Mrs. Raymond Sayre of Ackworth. Mrs. Sayre was a farm homemaker who since 1937 had been chairman of the Women's Committee of the Iowa Farm Bureau Federation. The Senators appointed were G. W. Hunt of Guttenburg, former Superintendent of Schools of that city and then a lawyer, and Robert Kerr of Spencer, farmer, and a past-president of the Clay County Farm Bureau. The Representatives were A. L. Doud of Douds, a lawyer, and B. S. Moyle of Maquoketa, former Superintendent of Schools of that city, and then in sales work.

The effectiveness of this Committee and the groups which worked to help support the Commission whose report had been widely circulated by Governor Hickenlooper after he had received it on July 1, 1944, is seen in the school laws passed by the 51st General Assembly in 1945. Some of these laws were referred to earlier in this chapter and in chapter one.

The Iowa Farm Bureau annually acts on resolutions which become the basis for their support in the following sessions of the state legislature. These resolutions, especially in later years, have come from county meetings and the completion of questionnaires filled out by many members at the grass roots level.

To indicate, in a small way, the feeling and the influence of the Iowa Farm Bureau Federation, permission was secured to study and reprint their resolutions which were concerned with public education, school district reorganizing, and school taxes. Here are some selected annual

meeting resolutions on school district reorganization passed between 1942 and 1966 by the Iowa Farm Bureau Federation.

November, 1942 . . . We believe that state aid should be made contingent upon meeting certain minimum statewide educational standards and the conduct of an efficient school program as determined by elected county boards of education . . .

November, 1945 . . . We especially urge that county school committees lend all possible assistance in helping school boards get all information necessary to present to local school districts contemplating reorganization.

November, 1946 . . . The question to be answered is, "Are the schools really doing their jobs?" High costs, poor administration and inadequacy of teaching are inevitable with lack of proper organization, too many small schools and inadequate or unfair school finance. These are some of the problems we must overcome We shall continue to try and accomplish the legislative goals set up by the Iowa School Code Commission. We commend those members of the last General Assembly who worked hard in getting enacted some preliminary and constructive steps in sound school legislation.

November, 1947. We urge that local Farm Bureau leaders take an active part in assisting County Boards of Education in making surveys and preparing final plans of reorganization of schools in their local areas. We believe there should be a State Commission to supervise school district reorganization supplied with adequate personnel and finances. We do not believe that school reorganizations should be limited to such reorganizations as are permitted under the law enacted by the 52nd General Assembly. We believe that the law should be amended to provide that schools be allowed to reorganize under any existing applicable law providing that the approval and consent of the State Department of Public Instruction is first obtained. All facts that have any bearing on a proposed reorganization plan should be given public distribution in order that they may be thoroughly evaluated . . .

November, 1948 . . . Every boy and girl should have equal education opportunities. We have too many small rural districts in Iowa to make this equal opportunity a reality. The one-room school with its many grades is the most difficult type to provide with adequate facilities, well-trained, capable teachers, and proper supervision.

November, 1949 . . . We recommend that broader publicity be given all phases of school reorganization in order that all people concerned will be fully cognizant of it . . .

. . . We believe that each school district should be allowed the privilege of deciding whether or not they desire to enter the proposed reorganization plan.

November, 1950 . . . We believe that continued study should be made of school reorganization by local groups as well as by Farm Bureau as an organization.

We believe that a date should be established when all county surveys should be completed and presented to the people.

We believe that a method of petition should be authorized in the reorganization law which would allow local people interested in reorganization to initiate a plan.

We believe in the principle that each district should have the privilege of deciding whether or not it desires to enter a proposed reorganization plan.

We are opposed to the use of incentives in the form of state aid to bring about school district reorganization.

November, 1952 . . . We again urge that farm people continue the study of school reorganization as it affects their community and the state.

We urge that laws affecting school district reorganization and school district boundary line changes be revised and that one procedure be developed to cover all situations.

We reaffirm the principle that each district should have the privilege of deciding whether or not it desires to enter a proposed reorganization plan.

We oppose the use of incentives in the form of state aid to bring about school district reorganization.

We would favor a provision in the laws governing reorganization and school district boundary line changes which would require that any proposed reorganization plan must include a certain amount of assessed valuation or a specified number of children before the plan may be submitted to the people for a vote.

November, 1955. SCHOOL REORGANIZATION-School reorganization is a primary rural problem. Most reorganization plans involve the combining of rural property with urban property. Some school reorganization has taken place under the new law and there is considerable interest in the subject at this time.

Farm people realize the importance of improving the public school system and are studying the problem. Their interest is real. They have the most to gain and the most to lose through reorganization.

November, 1956 A majority of the counties feel that reorganization should be accomplished within the next five years in their communities. This means that the reorganization rate will accelerate considerably over present and previous years and that farm people must immediately acquaint themselves with their local situation.

County Farm Bureaus should encourage studies of school problems and school reorganization in the various communities and should urge farm people to become active in this vital issue. Farm Bureau as an organization must assume the responsibility for workable reorganization laws that will provide sound procedure in developing adequate school districts.

November, 1957 . . . A majority of the counties feel that the minimum requirement of 300 pupils should be maintained in the law. This, of course, does not preclude districts from reorganizing on a larger scale and they should be encouraged to do so. The present method of vote has been criticized in that persons voting for a plan have no assurance that the new district would be formed and have the number of children and tax base as proposed. We would not oppose a change in the method of vote providing there is protection against indiscriminate forcing of reorganization and that the proposal must be adopted by a majority vote.

November, 1960 . . . STATE STANDARDS FOR SCHOOL DISTRICTS: Although school reorganization is progressing at a rapid rate, local problems in some areas have made it desirable to proceed slowly in an effort to achieve the most satisfactory results. The State Department of Public Instruction is charged with the responsibility of determining the standards required of school districts to be eligible for state aid funds. In an apparent effort to hasten the elimination of small school districts, standards have been established which cannot be achieved in some districts. The resulting loss of state aid has been a financial hardship to these districts. General opposition has been expressed to this policy.

We urge that the State Board of Public Instruction establish standards required of school districts which are more in accord with the desires of the people, and make interpretations which are more considerate of those districts having difficulty solving the problems of school reorganization.

November, 1962 . . . As school reorganization continues and functions of county boards and superintendents are curtailed or eliminated, the legally authorized positions of county school officials must be changed. This problem should be studied thoroughly. The ultimate objective should be the establishment of an effective system for administering public schools throughout the state. We are not in favor of establishing an intermediate school district system at this time.

November, 1966 . . . County school systems are combining to create larger intermediate school units to offer special services to the local school districts.

Recommendations have been made to have the intermediate school unit boundary lines correspond with the new vocational and technical school district boundary lines. We believe these two types of districts should remain separate and distinct at the present time.

The local school district should continue to be the basic educational unit in Iowa.

The Wallace-Homestead Poll has been conducted regularly since about 1953. It is reported in the Wallaces' Farmer and Iowa Homestead, (now called the Wallace Farmer) and often includes questions about schools and

school district reorganization. From the published articles and information from the basic surveys three questions have been selected to give additional evidence of the feeling of farm people about their schools. The questions with responses collected over a number of years are reported in Table 7.

In most cases the point of view of the farmers polled about the school questions asked did not change much during the period of time reported. In 1956 just 50 percent voted for a high school of around 300 or more and in 1963 it was 54 percent. In 1955, 46 percent favored a maximum of 31 minutes or longer for high school children to ride one way on a bus, while in 1963 it was 60 percent. In 1963, 58.9 percent said their local high school had 200 or more students, and in 1966 the percent was 47.1. Since half the high school districts in Iowa had a total (K to 12) enrollment of 680 or more, in 1963-64 and 689 or more in 1965-66 (see table in the appendix), it would be logical to expect over half the farm children would be attending high schools with 9 through 12 enrollments of 200 or more after 1964.

The significance of the third question is that even though about one-fourth of the sample had children in high school, the percent who did not know the size of their school doubled (from 14.7 to 29.4 percent) during the three years. Perhaps the changes were coming so frequently the adults could not remember. We do know it is much easier to remember a smaller number. In 1963, 26.3 percent reported the size of their high school was less than 200 and in 1966, 23.5 percent reported this size school. The numbers of such size schools were actually decreasing much faster. (See Figure 7 and table in the Appendix.)

Table 7

Three Questions from the Wallace Farmer
Poll About Schools-With Responses Reported Over
 A Period of Years From 1956 to 1966

- (a) What size of high school do you think is likely to provide the best education for your children?

	<u>Dec.</u> <u>1956</u>	<u>Feb.</u> <u>1958</u>	<u>Feb.</u> <u>1959</u>	<u>Mar.</u> <u>1961</u>	<u>Mar.</u> <u>1963</u>
Around 100 pupils	18%	13%	13%	17%	15%
Around 200 pupils	32	24	35	31	31
Around 300 pupils	30	35	25	27	28.5
Around 400 pupils	11	15	13	16	17.3
500 or more	9	13	14	9	8.2

- (b) What do you think is the maximum time children should spend riding bus one way to high school?

	<u>Feb.</u> <u>1955</u>	<u>Mar.</u> <u>1963</u>
15 minutes or less	19%	3.2%
16 to 30 minutes	36	36.7
31 to 45 minutes	29	43.9
46 to 60 minutes	12	14.9
61 to 90 minutes	4	1.3

- (c) About how many total students attend your local high school?

	<u>Aug.</u> <u>1963</u>		<u>Jan.</u> <u>1966</u>
100 or less	1.3%	100 or less	4.9%
101 to 150	9.3	100 to 199	18.6
151 to 200	15.8	200 to 299	16.8
200 or more	58.9	300 to 399	7.2
Don't know	14.7	400 to 499	8.8
		500 or more	14.3
		Don't know	29.4

(Percent of sample with children in school
 1963 - 25% and 1966 - 28.3%)

2. The Iowa State Education Association did not create a department of public relations until 1944. That year the executive board hired B. S. Moyle. He had served a quarter of a century as an Iowa superintendent of schools and had been a member of the Iowa legislature for two terms. During one session he had served as chairman of the House Schools Committee.

The ISEA and Moyle were most active during the 51st, 52nd, and 53rd General Assemblies, when laws were passed which formed the backbone of the reorganization movement. The success of Mr. Moyle's work and his influence is indicated by a paragraph from Milestones. It was written by Irving Hart on the 100th anniversary of the Iowa State Education Association.

"Mr. Moyle made valuable use of his previous contacts and his valuable experience to help advance the ISEA legislative program during the 51st, 52nd, and 53rd General Assemblies. During this time some of the most important proposals in the ISEA legislative program were enacted into law."

Another indication of the influence of the ISEA on the 1945 General Assembly is found in the summary of the session prepared by Walter A. Shupp, the Linn County Superintendent of Schools who was the Legislative Chairman. Writing in Midland Schools, September, 1945, he said: "Progress was made in five of the six areas of the six-point program and foundations were laid for further progress in the coming sessions."

One of the points made by the ISEA in its full page spread describing the Blueprint Campaign, which supported their six-point program and the recommendations of the School Code Commission, was the large number of rural schools in Iowa. Another graph on the page compared children from rural, consolidated, and town and city schools. In both graphs the rural child was most prominent as the one least likely to enter high school

and also to graduate from high school. Many other instances could be used to illustrate that the word "rural" was used as a synonym for a small ungraded elementary school or a one-teacher school. For example, the ISEA had both a Department of Classroom Teachers and a Rural Teachers Department until 1960.

Since the ISEA was very active in its support of the reorganization of school districts and since this called for the joining of small districts and the closing of one-teacher schools, the Rural Teachers Department was the one section of the ISEA which lost numbers as others gained numbers during the post-World War II years. Most one-room schoolteachers were proud to teach and were as well prepared as elementary teachers in the consolidated schools. Some teachers, and many other Iowa leaders, used the term Rural Education in a broader sense, to include the consolidated, village, town and city teachers who were located in the open country, in unincorporated places, in cities of less than 2,500 (the U. S. Census definition for rural) and/or those whose classes included children from the open country, ranch, timber or isolated areas.

The Midland Schools issues carried many articles addressed to rural teachers but, with one exception, these were dropped during the decade of the 1940's and few references were made to rural schools, rural teachers, and rural education after reorganization got under way after 1951.

The one exception was the leadership role, which started in 1913 and continues to date (1967), of the state of Iowa in Rural Education at the national level and specifically in the Department of Rural Education of the NEA. Starting with E. C. Bishop, of Iowa State College, Ames, in 1913-15; continuing with Mary Campbell of Iowa State Teachers College, Cedar Falls, in 1924-25; and Agnes Samuelson, State Superintendent of Public Instruction, Des Moines, in 1932-34; Iowa has

had a total of eight presidents of the Department of Rural Education, NEA.

In addition to their leadership at the national level, these educators were also active at the state level and supported the policy of the ISEA in its work for larger districts, for dissolving the non-high school district, and combining the small high schools to form high school attendance units with at least 200 students in grades 9 through 12. They saw this strengthening the rural school, not eliminating it. It was their hope for making the Charter of Education for Rural Children a reality.

The idea that the elimination of the one-teacher school ends rural education still persists. A recent Iowa Ph. D. thesis says: "Rural school supervision remained the most important function of county superintendents until 1947; in that year the number of rural schools had been much reduced and his functions were redefined by law. July, 1966, will see the closing of the last rural school. But for one hundred and twenty years they were an important phase of elementary education . . ."

A section of the ISEA which saw change from the one-teacher schools and small high schools to larger and stronger Community Schools as an aspect of Rural Education was the Department of County Superintendents. In 1946 they organized and held the first national conference for County and Intermediate Unit Superintendents at Des Moines, Iowa. Miss Ellen Hartnett, Jasper County Superintendent, Newton, was their first national president. This group continued to meet each year. As a professional group they work as a Division of the Department of Rural Education, NEA, and within the AASA. Ernest Barker, Pottawattamie County Superintendent, Council Bluffs, served as president of the national group of county superintendents in 1954-55, and Louis Pickett, Scott County Superintendent of

Schools, Davenport, was president in 1964-65. Ralph Norris, Polk County Superintendent, Des Moines, was one of Iowa's eight presidents of the Department of Rural Education, serving in 1957 and 1958.

In addition to supporting legislation for reorganization with their membership, with the department of public relations, and with leadership for rural education in such national groups as the County and Intermediate Units Superintendent and Department of Rural Education, NEA, the Iowa State Education Association had at least two other important influences on school district reorganization. One was to discuss and consider programs which might later be submitted to the Department of Public Instruction or to the General Assembly. The fourth influence was negative, or the reverse of the first influence mentioned several pages before.

An example of the third influence of the ISEA on school district reorganization is found in the action of the Executive Board in their December, 1955, meeting. This session is reported by the Secretary, in the February, 1956, Midland Schools. The president of the ISEA was Charles Woodruff, Des Moines County Superintendent of Schools, Burlington. The thirteen members of the Executive Board included four county superintendents and five other administrators. A rural teacher from a western Iowa county and an elementary principal from a south-central county seat town of 2,509, represented the small schools of the state. Five of the twenty-five largest school districts had one or more representatives on the board.

The Board considered a proposed required set of minimum standards for standard schools submitted by their public relations committee. It was discussed and amended and the final form was printed with the minutes.

The page containing the standards and the part of the "Board Briefs" has been reproduced on the next page. The fact that this discussion took place in December, 1955, means that leaders in the state had been thinking seriously of standards before the State Superintendent announced in the October, 1957, Educational Bulletin that the Department of Public Instruction was counseling with educators and school patrons in the preparation of a guide for evaluating the quality of local school systems.

The fourth and final influence of the Iowa State Education Association was to work through their memberships, the delegate assembly, the Executive Board, and especially the Department of Public Relations to retain certain sections of the School Laws of Iowa and prevent legislative action which would weaken the Department of Public Instruction, the State Board of Public Instruction or the authority of the State Superintendent in their work for school district reorganization.

An example is the opening paragraph of the article prepared by Roy E. Jennings, Director of ISEA Public Relations, summarizing the school legislation passed by the 59th General Assembly in 1961.

"The recent session of the General Assembly was rather unique in that the Iowa State Education Association had to spread a good deal of its time and resources in opposing legislation that was fiscally unsound and detrimental to the cause of education in the state. Such legislation was represented by bills to eliminate the State Board of Public Instruction, the county board of education and office of County Superintendent, the penalty clause on the distribution of general aid, and the effort to distribute general aid to unapproved schools."

At this time the president of the ISEA was Roy Nyhan, Junior High Principal, Marshalltown, and the past-president, who worked with the public relations committee, was Dr. Ray Bryan, Head of Vocational Education, Iowa State University, Ames. The 13 member Executive Board

included six public school administrators, a college department head, a junior college dean, and five teachers. No county superintendents were on the Board. The twenty-five largest school systems of the state were represented by six members. Four of the superintendents on the Board were from districts whose largest town had a population of less than 3,000 people. One of the Superintendents represented a town of 1,050 whose district had a total enrollment of 343 in 1958-59, of which 108 were in grades 9 to 12. Although his name was included in the list of Superintendents on the last page of the annual Iowa Educational Directory, the school, its enrollment, and faculty were not listed among the approved high school districts for 1959-60, 1960-61, or 1961-62. No directory was published in 1962-63, or 1963-64, and the 1965-66 directory shows the high school had joined another to form a Community District with a total enrollment of 677, including 221 in grades 9 through 12.

The fact that no Iowa Educational Directory was published for two years, 1962-64, was due to the limited amount of funds made available to the Department of Public Instruction by the General Assembly. In addition the Educational Bulletin was not published during this time and neither was School Laws of Iowa. When these publications were resumed, September, 1965, State Superintendent Paul Johnston included this final paragraph in a brief announcement which appeared on the cover page of the Educational Bulletin.

"We are grateful for the fact that increased operating funds from both state and federal sources have enabled us to resume and increase our production of important Department publications. We ask your patience during a necessary period of waiting while manuscripts are transferred into printed books."

board briefs

by CHAS. F. MARTIN
ISEA EXECUTIVE SECRETARY

THE ISEA Executive Board met in regular session on December 10.

The first business to come before the Board was the review and adoption of the budget for the fiscal year 1956-57. The Board directed that copies be mailed to county and city superintendents, local and county association presidents, and ISEA delegates. Additional copies were to be made available to members upon request.

The Board adopted a series of eight topics for group discussion at the mid-winter meetings and the Delegate Assembly. The Board approved the Delegate Assembly program, and the responsibilities of the Executive Board at Assembly time were discussed and agreed upon. (See January issue of MIDLAND SCHOOLS for the Delegate Assembly program.)

A report was given to the Board on the joint meeting of the field service committee and special committee of the Iowa Department of Classroom Teachers. The purpose of the meeting was to discuss the possibility of the two groups jointly sponsoring a spring conference on the improvement of instruction.

After considerable discussion and clarification of certain aspects of the proposal, the Executive Board agreed that further study be given to the project by the Department of Classroom Teachers and concrete recommendations be presented to the Board.

Tax Case

The legal counsel assigned to the ISEA tax exemption case was called before the Executive Board to discuss details of forthcoming litigation. The counsel pointed out that if the Association is successful in this endeavor it will enjoy tax exemption on the building site, Salisbury House, and personal properties. He pointed out that the Association must convince the court that Salis-

bury House and grounds are used solely for the appropriate objects of the Association and they are not leased or otherwise used for pecuniary gain.

The chairman of the public relations committee discussed standard school aid legislation with the Board. A proposed score card of minimum eligibility standards to qualify for state aid was submitted, and after due deliberation, the Board amended

the score card, adopting it in the form shown below as a tentative statement of its thinking. It was understood that certain aspects, particularly the point weighting of the nine items, would be subject to modifications after the number of schools affected had been determined.

For the purpose of standardizing the scoring process, the Board directed that items 5, 6, 7, 8, and 9 be studied to simplify them in terms of their objectivity.

The Executive Board voted to continue its policy of not accepting any advertising from small loan companies. The publications committee informed the Board that the directive of the 1955 Delegate Assembly regarding a stepped-up publicity program of the Association had been carried out by adding a part-time employee to the staff. Mrs. Betty Flynn has been appointed to direct radio and television activities.

Propose Resolutions Change

The resolutions committee suggested that the following proposals
(Turn to page 29)

REQUIRED MINIMUM STANDARDS FOR STANDARD SCHOOLS

1. Twelve-graded school district.
2. Local effort—15 mills.

SUGGESTED MINIMUM STANDARDS TO BE USED IN DETERMINING A SCHOOL'S ELIGIBILITY FOR STANDARD AID

1. Minimum teacher contract year—190 days, including holidays and professional meetings	8 points
2. Training of teachers.	
Principal—Principal's Certificate	3 points
Teachers—High School—BA	5 points
High School—Bachelor's degree plus 30 hours, or permanent professional certificate, or MA.	10 points
Elementary—two years	3 points
Elementary—BA	5 points
Elementary—MA	10 points
3. Pupil-teacher ratio (number of pupils enrolled per teacher)	
Elementary—15-30	10 points
High School—15-30	10 points
4. Basic curriculum	
English	3 years 3 points
Social studies	3 years 3 points
Science	3 years 3 points
Mathematics	3 years 3 points
Foreign language	2 years 2 points
Homemaking	2 years 2 points
Vocational ag.	2 years 2 points
Industrial education or	
industrial arts	2 years 2 points
Commercial	3 years 3 points
Physical education	4 years 2 points
Art	2 years 2 points
Music	2 years 2 points
Driver education	½ year 1 point
	Total
	30 points
5. General supervisory and special supervisory services	8 points
6. Health and counselor service	9 points
7. Minimum library facilities	10 points
8. School plant and instructional equipment	12 points
9. Adequate site and playground facilities	8 points
	Total possible score
	133 points
	Qualifying score for participation
	100 points

3. The Iowa School Organization is one of the two last unofficial influences which will be considered as having an impact on school district reorganization in Iowa during the period 1953 to 1967.

Small towns are likely to be in the news in Iowa in March. The year of 1957 was no exception as the first week came to a climax with the championship game for the Girls State Basketball Crown. On Saturday the consolation game was good, not close, but successful because the little town, Merservey Consolidated with a population of 331 and total school enrollment of 240, had beaten Blakesburg Community, town of 401 and school of 231, by a score of 60 to 48. Everyone was poised by radio, television, if not packed into Veterans Auditorium, at Des Moines, for the final championship game.

Would little Garrison Consolidated (total enrollment 288) beat the giant of the northeast? (Maynard Consolidated had a total of 411 in school.) Even though Maynard was the 1956 champion, it was hopeful because Garrison had posted a near perfect season. Much to the joy of everyone (well at least everyone who was cheering for the underdog) Garrison won in a well played, very close game, 47 to 46.

The small towns were in the news again during the last week of March, 1957. This time headlines hit the other pages of the news section. "Merger Foes 'March' on Assembly", was the headline of the story that began:

"Irate supporters of small schools converged on the Iowa legislature Monday and offered these opinions on the school situation:

1. The morals problem is much less serious in a small school than a large one.
2. Colleges would just as soon enroll in their chemistry courses students who haven't taken chemistry in high school.
3. High school students will take the easiest courses if they are offered a wider selection.

4. A big school isn't necessarily superior to a small one.
5. Elimination of the small school would hurt the Iowa high school girls state basketball tournament.

More than 100 visitors, mostly from northwest and northern Iowa, came to protest school bills under consideration in the legislature."

The bill which seemed to draw the most fire, the story said, was the senate approved measure to pay a new form of state financial aid. The aid would be paid only to districts with high schools, and with an average daily attendance of 500 or more.

On Saturday, March 30, 1957, the Des Moines Register carried another story and one issue included a picture of four officers of a new statewide group, the Iowa School Organization. The Little White Schoolhouse had been adopted by the group as their symbol. Riley P. Clark a school board member from Lewis Consolidated in Cass County was the chairman. His school had a total enrollment of 269. Other officers came from schools with total enrollments of 77 and 180. At a later meeting the group announced the names of permanent chairmen in each of the eight Congressional Districts of the state.

The immediate goal of the Iowa Schools Organization, the March 30 news item said, was the defeat of the bill which would establish a minimum of 500 pupils as a basis for an efficient school. The bill which the General Assembly passed mandated all areas of Iowa in a high school district by 1962 and left the minimum the 300 enrollment established by the 1953. bill.

The Iowa Schools Organization seemed to have made their point in 1957. Did the General Assembly listen to their voice or hear someone else? It will be recalled that the Iowa Farm Bureau had this resolution in 1950 (which was repeated in 1952). "We are opposed to the use of incentives in the form of state aid to bring about school district reorga-

nization." When the Iowa Farm Bureau met in November, 1957, one of their new resolutions said, ". . .A majority of the counties feel that the minimum requirement of 300 pupils should be maintained in the law."

When March, 1958, came around the small towns were in the news again. For some it wasn't quite the same because a big school won the girls state basketball championship. The school was called West Central Community. Their town was Maynard and their school enrollment was 643. While the Iowa School Organization did not again make the headlines the name of Riley Clark and Lewis Consolidated did, with the Supreme Court case in 1964, referred to earlier in this report.

4. The Iowa Committee, Rural Education Department, National Education Association was not in the news, did not march on the General Assmby, and probably is known to few. The group held one statewide meeting. The details are available to the writer mainly because he was the chairman of the Committee and of the meeting.

On July 10, 1957, the committee sent out invitations to a statewide meeting. One letter went to each of the five officers of the Rural Teachers Department, ISEA, and to each of their six district presidents. The invitation was to come to the Great Hall, Memorial Union, Iowa State College, Ames, on July 24th to explore and develop an educational policy for rural community schools.

The committee members whose names appeared on the invitation letters included the writer as chairman, Dr. Henry DeKock from the University of Iowa; Earl O. Berge, Superintendent from Seymour (enrollment 490); Walter Edgren and Gladys Horgen, Director of Transportation and Elementary Supervisor, respectively, from the Department of Public Instruction, Des Moines; Ralph Gruenwald, Ag Teacher from Tipton; Edith Kuhl, teacher

in a one-room school in Harrison County and president of Rural Teachers Department, ISEA; Glen Holmes, Professor of Adult Education, Iowa State College, Ames; Catherine Klaus, Elementary Supervisor, Fayette County; Dr. Steve Knezevich, University of Iowa, Iowa City; and Sam Tweed, Winnebago County Superintendent, Forest City.

About 150 people from all corners of the state, representing lay leaders, county and local school administrators, county extension workers and teachers from community districts and non-high school districts were present.

Dr. Steve Knezevich made these general policy statements after conferring with various group recorders and using their notes:

1. Rural youth need the same high quality education found in the best urban schools of the state.
2. Special education to fit the needs of boys and girls with extreme ability is an essential, as is an adequate guidance and counseling service for all youth.
3. Adult education for leisure, for new jobs and for retired rural workers must involve adult sharing of responsibilities as well as participation.
4. The educational programs of the rural community must include a wide range of exploratory courses and vocational courses as well as competent college prep courses.
5. Local school districts in rural communities need high standards, well prepared B.A. degree teachers and should include a minimum of two classes per age group through the elementary grades.

Who did the Iowa Committee, Rural Education Department, NEA represent? No doubt they represented at least the 119 members from Iowa belonging to the Department of Rural Education, NEA. They also represented some of the 3,507 rural teachers in Iowa in 1956-57. Of that group 90 percent belonged to the ISEA and of those 31 percent, or 1,099, also belonged to the NEA. The Committee also represented a contact with other rural groups. When the Women's Committee of the Iowa Farm Bureau wanted a college person to work with them, they selected a person from the Committee. When the Rural Teacher of the Year, sponsored by the

Wallaces Farmer, wanted a selection group they often named one or more persons from the Iowa Committee.

During the fourteen years from 1952-53 to 1966-67 many individuals, organizations, groups, as well as customs, traditions and attitudes have influenced the changes in school districts which have come about as well as those which have not come about. This study has briefly considered some of the influences on the laws passed by the General Assembly from 1945 to 1965, some of the activities of the Department of Public Instruction, and of the acts of the Supreme Court of the State of Iowa. Some attention has also been given to the farmer influence through the Iowa Farm Bureau, the educators influence through the Iowa State Education Association, the Iowa School Organization and Iowa Committee, Department of Rural Education, NEA. No doubt if one were to study some of the factors which were present when proposed community school districts were voted down, another group of influences might be found.

One thing does seem certain, and that is that Horace Mann might have been right about well wishers cooperating cordially when measures are used upon those in the rear--if he were talking about cattle or horses or sheep. With people it seems to be different. People who are moving find it hard to apply the stick or even to verbally encourage the authority who is attempting to move those further in the rear. Both animals and people move faster when they are motivated. But when the innovaters, the leaders and majority have all moved ahead, a stimulator seems necessary to move those most distant from the goal. Some of the immediate effect is hostility and the desire for revenge. However, if the stimulator is well chosen, wisely used, and gets results, then even those who reached the goal last will rejoice with the majority. The leaders, the innovaters and all will then most likely turn their attention to other people

behind in the parade. These people will get all kinds of advice on how to set their goal, how to motivate, how to investigate, and how best to stimulate, because if we did it, we moved ourselves ahead, you can too.

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Chapter IV

Comparisons of Selected Consolidated School Districts
Selected Community School Districts,
and of the Fifteen Mid-Plains States

This chapter of the report will consist of a number of tables and maps. It will not be developed in depth, but will serve as a basis for comparison and may lead to additional analysis at a later date.

A. Modern Type Consolidated School Districts in Iowa

In his bulletin describing the growth of the Consolidated School in Iowa, Macy Campbell has pictures of a few typical Iowa Consolidated School buildings, comparison of the average monthly wages paid horse drivers and motor drivers, and tables showing the number of pupils transported and the cost per-pupil per-month. The bulletin mentions a total of 22 different consolidated schools. In Tables 8 and 9 these districts are listed according to the size of their town, based on 1920 population. Table 8 includes the four consolidated districts which in 1920 were located in open country or in unincorporated places plus the eight located in towns with a population of less than 700. Table 9 includes the remaining ten districts whose town population in 1920 ranged from 708 to 2,412.

The bulk of these consolidated schools, which were large and strong enough to serve as a model in this bulletin, were located in towns whose population was between 400 and 899. Larger towns were a part of five districts; one included a second-class city (population between 2,000 and 14,999) and four others included towns with a population between 1,000 and 1,500. Six districts had no towns or places less than 400. Between 1920 and 1960 two of the smallest towns remained unincorporated, one became part of a large incorporation and three lost population or ceased to exist. Of the

Table 8

Some Modern Type Consolidated School
Districts, Comparing 1920 Population of town, Area and
Enrollments, with 1966 Information, Arranged by Size
of Town - Part I - Towns Under 700 Population

Name 1920 1966	Co. No.	1920				1966-67			
		Town Pop.	No. Sect.	Enrollment Students	Teachers	Town Pop.	No. Sect.	Enrollment Students	Teachers
1. Ideal Cons.	7	No town	48	(Was never completely organized due to law suits and changing economic conditions.)					
2. Orange Twp. Cons. Waterloo Comm.	7	No town	39	220	11	71,755	57	19,469	713
3. Huron Cons. Mediapolis Comm.	29	Not Inc.	34	150	10	1,040	209	1,319	66
4. Sewal Cons. Seymore Comm.	93	Not Inc.	24	115	9	1,117	217	519	41
5. Boxholm Cons. Grand Comm.	8	296	36	290	16	250	77	332	19
6. Macedonia Cons. Carson-Macedonia Comm.	78	352	25	199	9	290	104	579	33
7. Hudson Cons. Hudson Comm.	7	408	36	215	14	1,085	63	657	36
8. Pisgah Cons. W. Harrison Comm.	43	421	32	350	15	343	194	770	46
9. Lamont Cons. Starmont Comm.	10	495	44	300	14	554	201	1,465	91
10. Shelby Cons. Shelby Comm.	83	588	41	336	15	533	84	384	23
11. Sloan Cons. Westwood Comm.	97	608	44	344	15	704	231	1,075	60
12. Whiting Cons. Whiting Gomm.	67	625	50	312	16	595	99	364	21

Table 9

Some Modern Type Consolidated School
Districts, Comparing 1920 Population of town, Area, and
Enrollments, with 1966 Information, Arranged by Size
of Town - Part II - Towns Over 700 Population

Name 1920 ---1966	Co. No.	1920				1966-67			
		Town Pop.	No. Sect.	Enrollment Students Teachers		Town Pop.	No. Sect.	Enrollment Students Teachers	
13. Aurelia Cons. Aurelia Comm.	18	708	51	275	15	904	132	769	36
14. Lohrville Cons. Lohrville Comm.	13	727	44	220	11	653	93	408	28
15. Jesup Cons. Jesup Comm.	10	774	46	365	18	1,488	124	999	44
16. Earlham Cons. Earlham Comm.	61	803	41	400	18	788	107	577	28
17. Scranton Cons. Scranton Cons.	37	843	48	342	15	865	85	436	27
18. Grand Jct. Cons. East Greene Comm.	37	1,010	42	364	15	949	140	652	42
19. Alta Cons. Alta Comm.	11	1,290	50	473	22	1,393	123	850	40
20. Reinbeck Cons. Reinbeck Comm.	38	1,415	45	445	26	1,621	112	750	39
21. Wapello Cons. Wapello Cons.	90	1,480	63	560	26	1,745	112	974	51
22. Tipton Cons. Tipton Comm.	16	2,142	73	664	29	2,862	138	1,340	62

eleven middle sized towns, five lost population and six gained. One of the five towns with a population over 1,000 decreased in size between 1920 and 1960 and the other four increased.

The Ideal Consolidated district was identified only as a district with 48 sections of land in Black Hawk County. A check of the Iowa Educational Directory for 1922 revealed no such district. Neither did the 1920 directory or any other list of public school districts. An interview in July, 1967 with Fred Cram, Professor of Education at Iowa State Teachers College from 1920 to 1950 and a colleague of Macy Campbell, revealed that the Ideal Consolidated School was a project of Macy Campbell and Charles Hearst. Mr. Hearst, a farmer, lived west of Cedar Falls, was active in local civic affairs and from 1924 to 1935 was president of the Iowa Farm Bureau Federation. Cram recalled that the project got under way in the early 1920's but ran into difficulty and a lawsuit developed. Due to these complications and the sudden decline in the value of farm products and farm land, the Ideal Consolidated School never developed beyond the dream stage. Another interview in July, 1967, with Charles Hearst of Cedar Falls, son of Charles Hearst, Sr., confirmed this information and could add no additional details.

When the remaining 21 school districts in Macy Campbell's bulletin are compared, all increased in area between 1920 and 1966. All but one have added area since 1953 and have become Community School units. Scranton Consolidated, located in Greene County in West Central Iowa, has changed the least in the forty years. While its town population has grown about 5 percent, its school enrollment changed only from 342 in 1920 to 436 in 1966-67. Whiting changed from a consolidated to a community district but actually lost ground during the forty years. It lost population and its school enrollment increased little. Whiting and Scranton with four

other districts, Grand Community, Lohrville Community, Seymour Community, and Westwood Community, were the only ones among the 21 districts whose 1960-61 school enrollment was larger than their 1966-67 enrollment.

Nine of the twenty community districts in this group operated attendance centers in more than one town or center in 1966-67. Orange Township just south of Waterloo, in Black Hawk County, came into the Waterloo city limits as well as its school district during the 1953-1967 reorganization period. That district operates three high schools, six junior high schools and many elementary schools in Orange, Evansdale, Washburn, and Waterloo. Westwood Community in Woodbury County has attendance centers in Hornick, Salix, and Smithland as well as at Sloan. The West Harrison Community District in Harrison County has centers at Little Sioux, Modale and Pisgah. The Starmont Community School in Clayton County has area in four counties and schools at Strawberry Point, Arlington and Lamont. East Greene Community in Greene County includes Dana, Rippey, and Grand Junction. Mediapolis Community in Des Moines County includes Huron, Sperry, and Mediapolis. The Seymour Community School District has centers at Promise City, Sewal, and Seymour in Wayne County on the Missouri-Iowa state line. Grand Community School in Boone County consists of Boxholm and Pilot Mound. Carson-Macedonia Community School District has an attendance center in each town in Pottawatomie County.

Fifteen of the "big, modern type Consolidated School Districts in Iowa" were identified as such by Macy Campbell in his 1921 bulletin. The list included the name of Ideal Consolidated with no town, Orange Township, no town, and thirteen other districts which included towns with populations ranging from 600 to 2,000. These 15 districts are included in Tables 8 and 9 but are listed separately in Table 10. In 1966-67 their student enrollment ranged from 19,469 to 387 compared with a 1920 range from 664 to 215.

Table 10

Fourteen Former Big Modern Type Consolidated Schools With
1966-67 Student Enrollment, Total Number of Teachers and
1965-66 Per Pupil Costs

School	1966-67 Enrollment					No. of Teachers	1965-66 Total Per Pupil Costs		
	Elem.	Jr.Hi.	Sr.Hi.	Sp.Ed.	Total		Elem.	Jr.Hi.	Sr.Hi.
Waterloo	10,885	4,309	3,888	387	19,469	713	\$408	\$454	\$523
Starmont	707	376	373	9	1,465	91.3	479	523	615
Tipton	727	312	301	--	1,340	61.8	403	445	548
Westwood	549	273	253	--	1,075	60.0	510	603	651
Jesup	561	224	214	--	999	44.5	319	---	510
Wapello	516	231	227	--	974	51.5	467	510	645
Alta	469	188	193	--	850	40.0	430	---	629
Aurelia	412	192	165	--	769	35.6	427	---	665
Reinbeck	407	177	166	--	750	39.0	387	---	639
Earlham	288	151	128	10	577	27.7	426	---	483
East Greene	319	156	163	12	652	42.0	572	622	829
Scranton	245	95	96	--	436	27.0	415	---	850
Lohrville	208	87	103	10	408	28.3	538	---	762
Whiting	174	101	89	--	364	21.0	416	---	887
Range	10,885	4,309	3,888	387	19,469	713	572	622	887
Median	412	192	166	---	769	40	427	445	645
Low	174	87	89	---	364	21.0	319	---	483

The range in per pupil costs, based on 1965-66 enrollments, can be compared with other community districts listed on Tables 11, 12, and 13.

B. Large Size Community School Districts in Iowa

Three criteria were used to select the fifteen large size community school districts listed in rank order by total enrollment on Table 11. First, the five community districts in the state with the largest total enrollment were selected. They are number 1 through 5. Second, the five community districts were chosen whose area included four or more former high school districts in their present reorganization and whose enrollment was the largest. These districts were: 7. Allamakee, 8. West Delaware, 9. Davis County, 13. Central Clinton County, and 14. Western Dubuque. The third group of five consisted of those community districts having the largest area, measured in square miles. A table in the Appendix lists the 47 Community School Districts in Iowa in 1966-67 which had 200 or more sections of land in their district. Since some of the largest in area had been chosen on the second criterion the next largest were taken. The five districts selected on this base include: 6. Fairfield, 10. Albia, 11. Howard-Winneshiek, 12. Chariton, and 15. Mount Ayr.

Iowa has twenty-five school districts in the state whose total enrollment in 1966-67 was over 3,000 students. These are all Community School Districts. Their 1966-67 total enrollments and number of teachers are shown in Table 12 along with their per pupil costs based on 1965-66 enrollments. The median per pupil costs for these districts is very nearly the same as for the 15 large size districts listed on Table 11. Since six of the fifteen districts on Table 11 are counted among the twenty-five on Table 12 one would expect few differences in average figures.

Table 11

Fifteen Large Size Community School Districts With
1966-67 Student Enrollment, total Number of Teachers, and
1965-66 Per Pupil Costs

<u>School</u>	<u>1966-67 Enrollment</u>					<u>No. of Teachers</u>	<u>1965-66 Total Per Pupil Costs</u>		
	<u>Elem.</u>	<u>Jr.Hi.</u>	<u>Sr.Hi.</u>	<u>Sp.Ed.</u>	<u>Total</u>		<u>Elem.</u>	<u>Jr.Hi.</u>	<u>Sr.Hi.</u>
1. Des Moines	26, 238	9,665	9,051	1,175	44,954	1,660.6	\$458	\$558	\$561
2. Cedar Rapids	13,628	5,128	4,460	380	23,596	941	421	650	584
3. Davenport	12,930	4,552	4,122	348	21,952	935	455	474	647
4. Waterloo	10,885	4,309	3,888	387	19,469	713	408	454	523
5. Sioux City	10,260	4,219	3,500	345	18,324	725.8	399	532	523
6. Fairfield	1,860	713	668	49	3,290	138	405	497	583
7. Allamakee	1,245	520	451	24	2,240	94.6	367	553	383
8. West Delaware	1,182	482	492	--	2,156	98.5	374	464	542
9. Davis County	1,109	479	471	37	2,096	42.9	417	411	533
10. Albia	1,041	489	487	13	2,030	95.2	340	---	516
11. Howard-Winneshiek	1,115	395	456	30	1,996	94.0	488	---	619
12. Chariton	1,065	461	426	34	1,986	96.7	386	451	534
13. Central, Clinton Co.	1,116	389	362	--	1,867	83.7	435	---	580
14. Western Dubuque	991	266	360	--	1,617	59.0	408	---	627
15. Mount Ayr	560	248	295	12	1,115	63.0	486	---	655
Range									
High	26,238	9,665	9,051	1,175	44,954	1,660.6	\$488	\$650	\$655
Median	1,182	489	489	34	2,156	96.7	408	497	580
Low	560	248	360	--	1,115	42.9	340	---	383

For comparison Table 13 lists the twenty-three high school districts in the state whose total enrollment is less than 300 students. Their total per pupil costs for elementary and high school students are also reported. Fifteen of the 23 are community districts. The Department of Public Instruction gives this breakdown for the total per pupil costs by size of high school enrollment for 1965-66.

(9-12) High School Enrollment	Number of Districts	Per Pupil Cost (K to 12)
50-74	6	\$610.80
75-99	19	588.73
100-149	62	554.01
150-199	87	548.56
200-299	126	524.59
300-399	59	502.87
400-499	36	472.19
500-599	22	457.55
600-699	12	454.64
700-799	6	451.91
800-899	1	395.43
900-999	2	475.44
1,000 and above	<u>20</u>	<u>476.90</u>
TOTALS	458	\$493.18

Table 12

Iowa Community School Districts Whose K-12 Enrollment
Was 3,000 or More, Listing 1966-67 Enrollments and
1965-66 Per Pupil Costs

<u>Rank in Size in State</u>	<u>Co. No.</u>	<u>Name</u>	<u>1966-67 Enrollment</u>		<u>1965-66 Total Per Pupil Costs</u>		
			<u>Students</u>	<u>Teachers</u>	<u>Elem.</u>	<u>Jr.Hi.</u>	<u>Sr.Hi.</u>
1.	77	Des Moines	44,954	1,661	\$458	\$558	\$561
2.	57	Cedar Rapids	23,596	941	421	650	584
3.	82	Davenport	21,952	935	455	574	647
4.	7	Waterloo	19,469	713	408	454	523
5.	97	Sioux City	18,115	726	399	532	523
6.	78	Council Bluffs	15,132	592	330	392	474
7.	31	Dubuque	8,681	323	379	469	484
8.	90	Ottumwa	8,199	337	493	519	496
9.	52	Iowa City	7,870	356	496	611	762
10.	94	Fort Dodge	7,812	336	396	492	514
11.	29	Burlington	7,744	316	404	554	516
12.	17	Mason City	7,397	333	464	579	566
13.	23	Clinton	7,045	269	377	489	536
14.	7	Cedar Falls	6,995	261	372	499	532
15.	70	Muscatine	6,219	237	358	458	479
16.	64	Marshalltown	6,078	267	469	533	620
17.	85	Ames	5,548	244	448	596	583
18.	50	Newton	5,253	239	413	542	543
19.	77	West Des Moines	5,153	215	435	473	509
20.	82	Bettendorf	4,743	210	557		580
21.	56	Fort Madison	3,732	156	418	527	604
22.	56	Keokuk	3,702	152	414	572	648
23.	51	Fairfield	3,290	138	405	497	583
24.	62	Oskaloosa	3,137	134	428	448	486
25.	34	Charles City	3,108	137	416	478	568
Range							
	High		44,954	1,661	\$557	\$650	\$762
	Median		7,045	269	416	527	561
	Low		3,108	134	330	392	474

Table 13

Iowa High School Districts Whose Total Enrollment was Less Than 300 Pupils, Listing 1966-67 Enrollments and 1965-66 Per Pupil Costs.

Rank in Size in State	Co. No.	Name	1966-67		1965-66		
			Enrollment Students	Teachers	Total Elem.	Per Pupil Jr.Hi.	Costs Sr. Hi.
433	39	Menlo Comm.	299	18.2	\$470	\$ --	\$815
434	76	Havelock-Plover Comm.	295	19.8	605	--	846
435	64	Green Mountain Ind.	294	18.0	491	--	866
436	55	LuVerne Comm.	290	20.0	498	--	924
437	85	Collins Comm.	289	19.5	480	--	527
438	47	Galva Comm.	285	20.0	526	--	981
439	55	Ledyard Comm.	280	22.0	499	--	902
440	36	Fremont Comm.	278	16.5	500	675	776
441	55	Burt Comm.	275	22.0	500	--	950
442	30	Arnolds Park Cons.	274	19.0	492	--	958
443	76	Fonda Comm.	271	19.1	544	--	1,133
444	16	Lowden Cons.	266	19.0	521	--	768
445	2	Prescott Comm.	264	17.0	548	--	789
446	80	Diagonal Comm.	261	18.0	371	--	813
447	74	Ayrshire Cons.	261	18.0	498	--	790
448	11	Marathon Cons.	243	17.8	523	--	1,152
449	6	Garrison Cons.	237	17.6	529	--	809
450	76	Palmer Cons.	236	21.0	562	--	1,123
451	42	New Providence Comm.	235	19.0	620	--	539
452	42	Steamboat Rock Comm.	231	18.5	473	--	818
453	93	A C L Comm.	226	18.0	568	--	763
454	95	Rake Comm.	211	18.0	436	--	756
455	11	Rembrandt Cons.	195	18.6	573	--	795

Range

High	299	22.0	\$620	\$1,152
Median	266	19.0	500	866
Low	195	16.5	371	527

C. Local School Districts In The Fifteen Mid-Plains States In 1967

Rural Life at the Crossroads was published by Ginn and Company in 1927. It had been completed by Macy Campbell early in the year. It was the result, he said in his preface, of fifteen years of careful research. He died on April 16, 1927, in Macon Georgia, before his 48th birthday. One of the chapters is "Adequate Schools for the Harder Task". In that chapter he described in brief detail the program, plant, and setting of fifteen consolidated schools located in ten different states. The states ranged all the way from South Dakota to Louisiana, and from Ohio to Utah.

The total enrollments in these fifteen consolidated high school districts ranged from 125 to 3,455 and the median was 422 students. One was located in the open country (a township consolidated school in Ohio), the rest included towns whose population ranged from 80 to 3,000. One consolidated district was more like the present community districts in Iowa. This district included 12 towns and 12 attendance centers. The towns ranged in population from 210 to 2,200. This was the Jordan Consolidated District, of Sandy, Utah.

The median size town was 500, for the fifteen consolidated schools, counting the Jordan District as one unit. The two Iowa schools in the Campbell book were Jesup and Tipton. Outside of Utah, Tipton was the largest town.

One other comparison can be made which is interesting at this point. The number of sections of land in the various consolidated districts ranged from 22.5 (Alberta, Minnesota) to 900 (Del Norte, Colorado). The Utah district included the south half of Salt Lake County, and the other large district was Ramer, Alabama, with 350 sections of land. The median size of the 22 Iowa consolidated districts was 44 sections, ranging from 24 to 73.

The Community School District has its likenesses in many states. This study did not attempt to find them. It did have the full cooperation of fifteen State Departments of Public Instruction and can therefore report the current status of school district reorganization in the Mid-Plains area.

Dave Gilliland, Reorganization Consultant, Department of Public Instruction, Des Moines, Iowa, helped secure much of the current information about Iowa Schools included in this report. He suggested names and with the help of the state directory contact was made with the fourteen other Departments. Fine cooperation of these leaders made possible the map, figure 8, which shows the fifteen states and compares the total number of school districts in each state for 1953 with the most recent figure available on July 30, 1967.

On the page following the map is Table 14 which reports the total number of school districts in each of these states for 1932, 1953, 1965 and 1967. In addition the number of operating K or 1 through 12 grade districts in each state (where such information was available), is presented in the last column on the right. While the Mid-Plains States reduced the total number of districts by 3,298 units between 1965 and 1967 the United States as a whole had 5,230 fewer districts in just one year. Whether the 20.2 percent reduction between 1965 and 1967 will keep the Mid-Plains even with the other 37 states remains to be determined. The United States as a whole had a 19.4 percent decrease in total local school districts during the last reported year, between 1965 and 1966.

Several of the state supervisors also shared detail information about their present status and programs for school district reorganization. The names of all the contact people, with their addresses, are listed in the appendix. About half the states either had a map or

prepared a map showing the number, and in some cases the kind of local schools districts now present in each county of the state. These are found on the concluding pages of this chapter and are grouped for ease in reading. For a comparison of the size of the state and its population change between 1930 and 1960, turn back to Table 2 which is included in Chapter I.

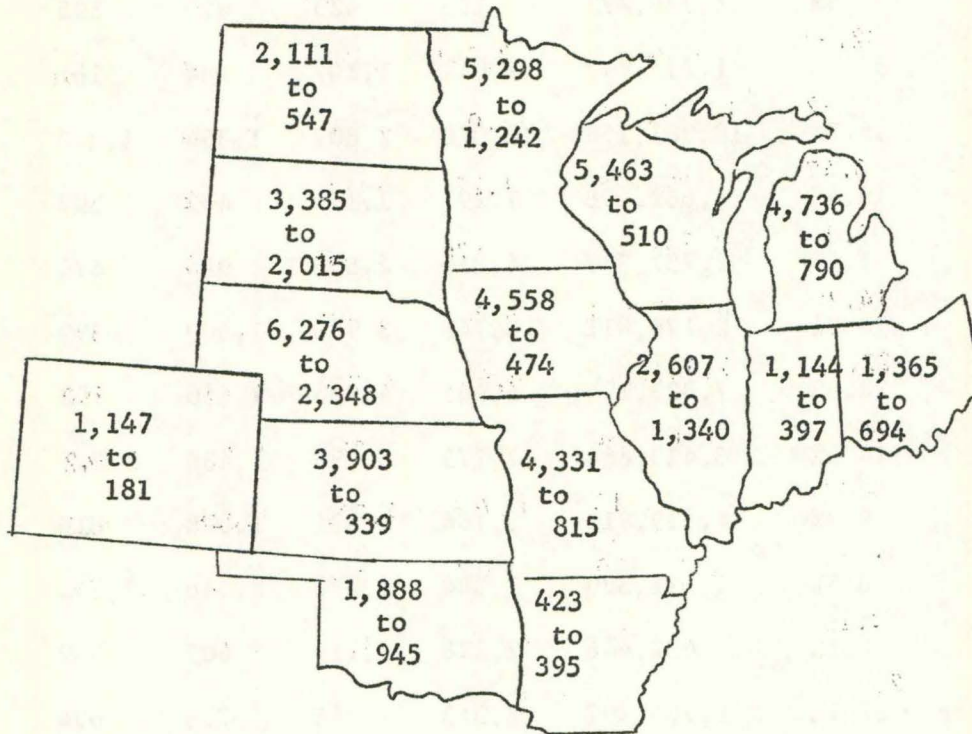


Figure 8

Map of 15 Mid-Plain States Showing Total Number
of Local School Districts in 1953 and 1967

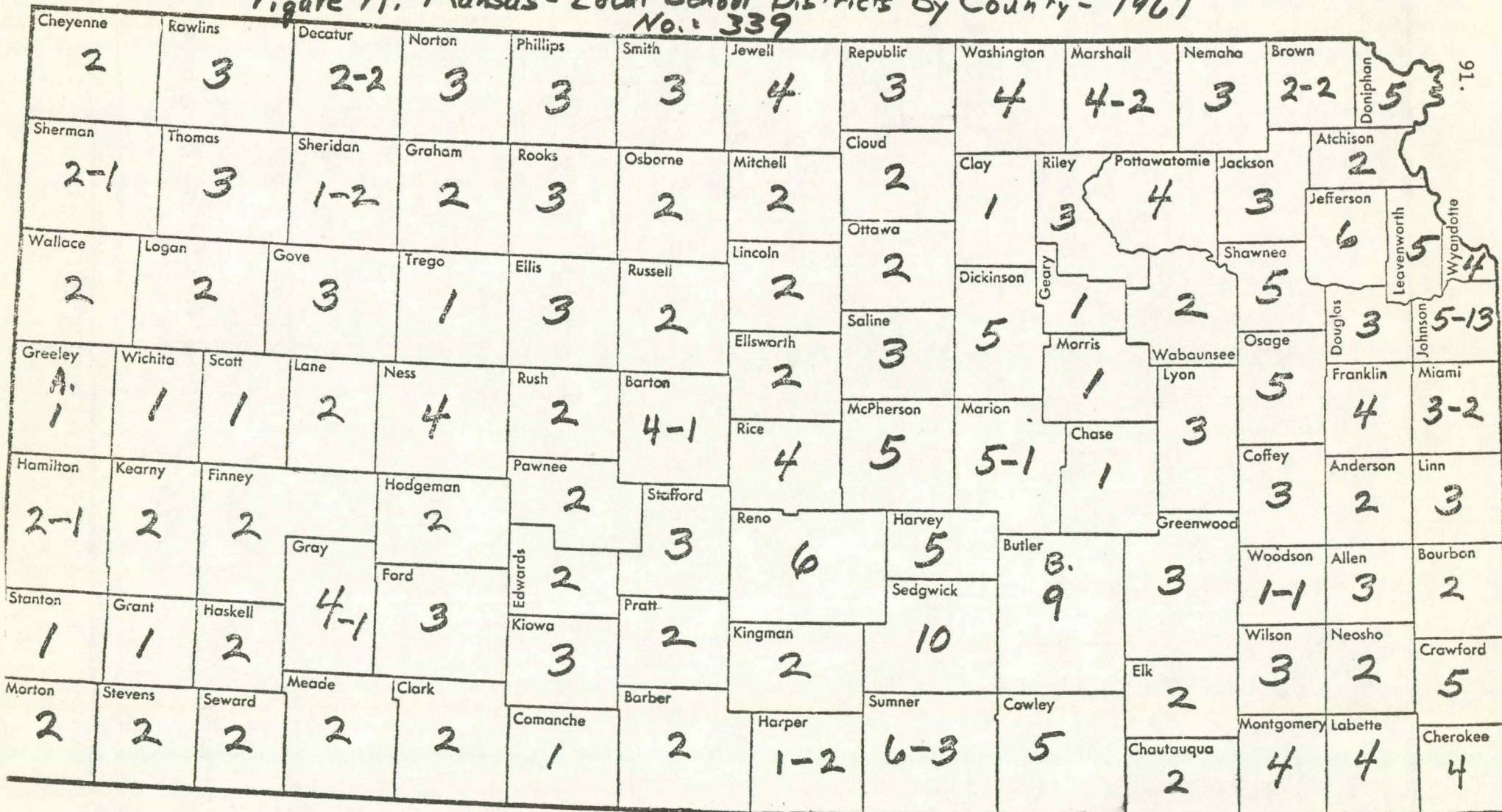
Table 14

Area, Percent of Population Change, 1960 Population, and
Total Number of Local School Districts in 1932, 1953, 1965, and 1967,
of 15 Mid-Plains States and of the United States

State and Area in Square Miles	Percent Population Change 1950 to 1960	1960 Population	Total Number of Local School Districts				
			1932 Total	1953 Total	1965 Total	1967 Total	K or 1-12
Arkansas 53,104	-6.5%	1,786,272	3,193	423	410	395	379
Colorado 104,247	32.4%	1,753,947	2,041	1,147	184	181	178
Illinois 56,400	15.7%	10,081,158	12,070	2,607	1,354	1,340	384
Indiana 36,291	18.4%	4,662,498	1,292	1,144	442	397	397
Iowa 56,290	5.2%	2,757,537	4,870	4,558	984	474	455
Kansas 82,276	14.2%	2,178,611	8,748	3,903	1,500	399	312
Michigan 58,216	22.8%	7,823,194	6,965	4,736	1,150	790	531
Minnesota 84,068	14.5%	3,413,864	7,773	5,298	1,439	1,242	450
Missouri 69,674	9.2%	4,319,813	8,764	4,331	1,028	815	478
Nebraska 77,227	6.5%	1,411,330	7,344	6,276	2,546	2,348	324
North Dakota 70,665	2.1%	632,446	2,228	2,111	603	547	287
Ohio 41,222	22.1%	9,706,397	2,043	1,365	738	694	659
Oklahoma 69,919	4.3%	2,328,284	4,933	1,888	1,049	945	525
South Dakota 77,047	4.3%	680,514	3,433	3,385	2,331	2,015	225
Wisconsin 56,154	15.1%	3,951,777	7,662	5,463	572	510	371
Total 992,800		57,487,642	83,359	48,635	16,330	13,032	
All 50 states 3,615,209		179,323,175	127,649	67,075	26,983	21,753 (1966)	
Percent of Total 25.8%		32.1%	65.3%	72.5%	60.5%		

A SINGLE FIGURE IN A COUNTY INDICATES THE NUMBER OF UNIFIED DISTRICTS IN THAT COUNTY, WHERE THERE ARE TWO FIGURES IN A COUNTY THE FIRST FIGURE INDICATES THE NUMBER OF UNIFIED DISTRICTS AND THE SECOND NUMBER SHOWS THE NUMBER OF NON-UNIFIED DISTRICTS.

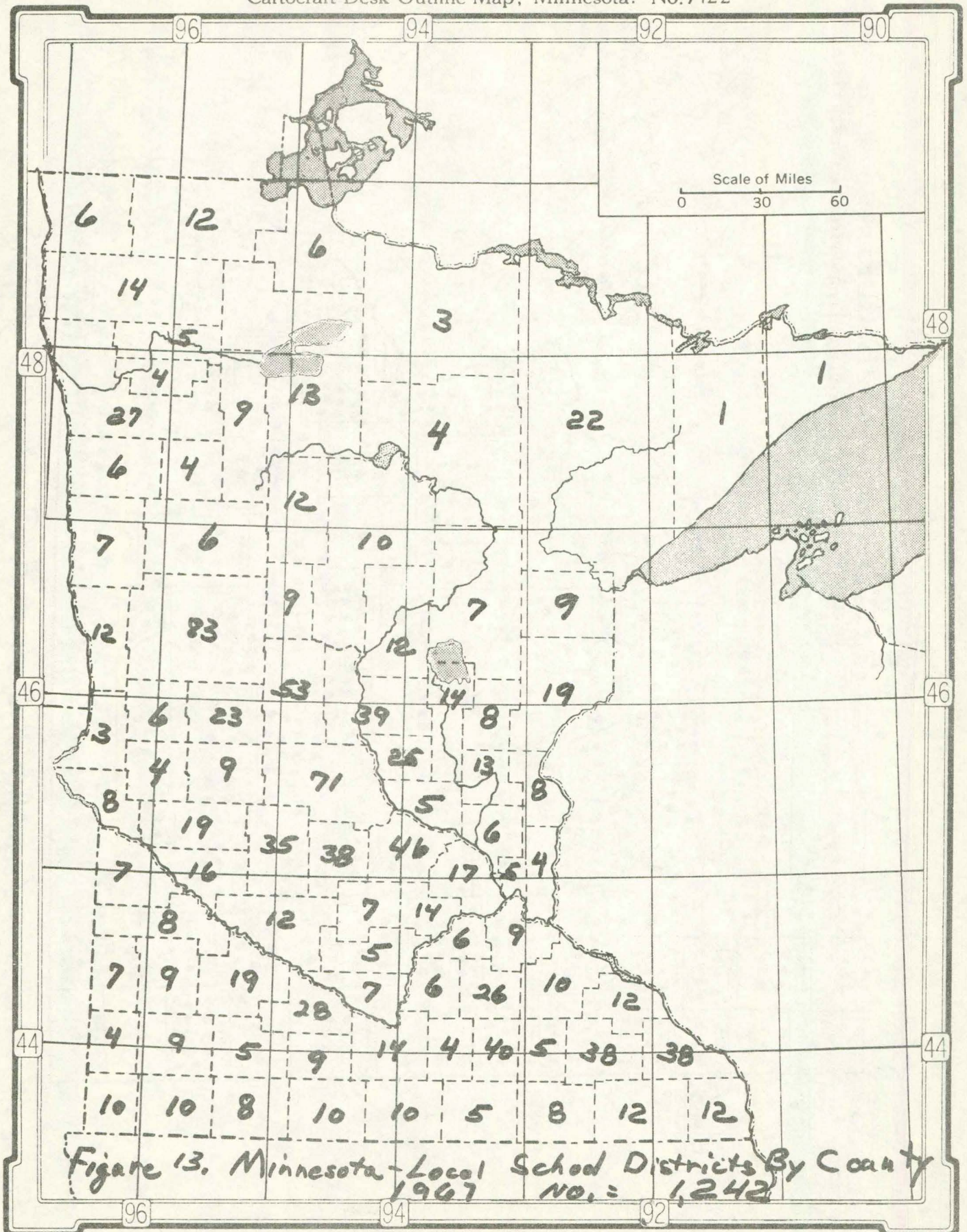
Figure 11. Kansas - Local School Districts By County - 1967
No. 339



A. GREELEY COUNTY HAS A COUNTY UNIT ESTABLISHED SEVERAL YEARS AGO BY SPECIAL LEGISLATION.

B. TWO UNIFIED DISTRICTS IN BUTLER COUNTY WERE ESTABLISHED BY SPECIAL LEGISLATION SIX YEARS AGO.

Cartocraft Desk Outline Map, Minnesota. No.7122



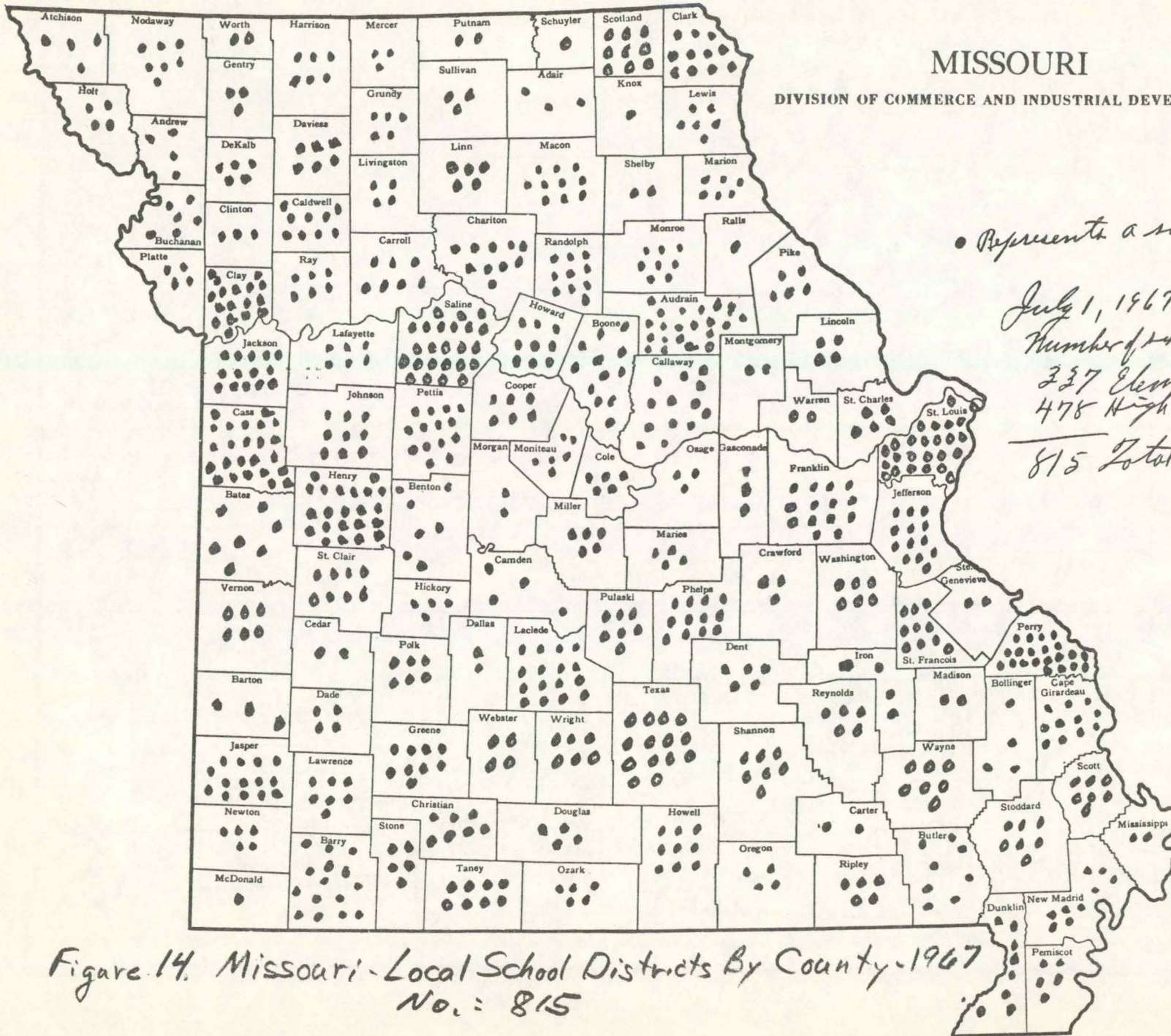
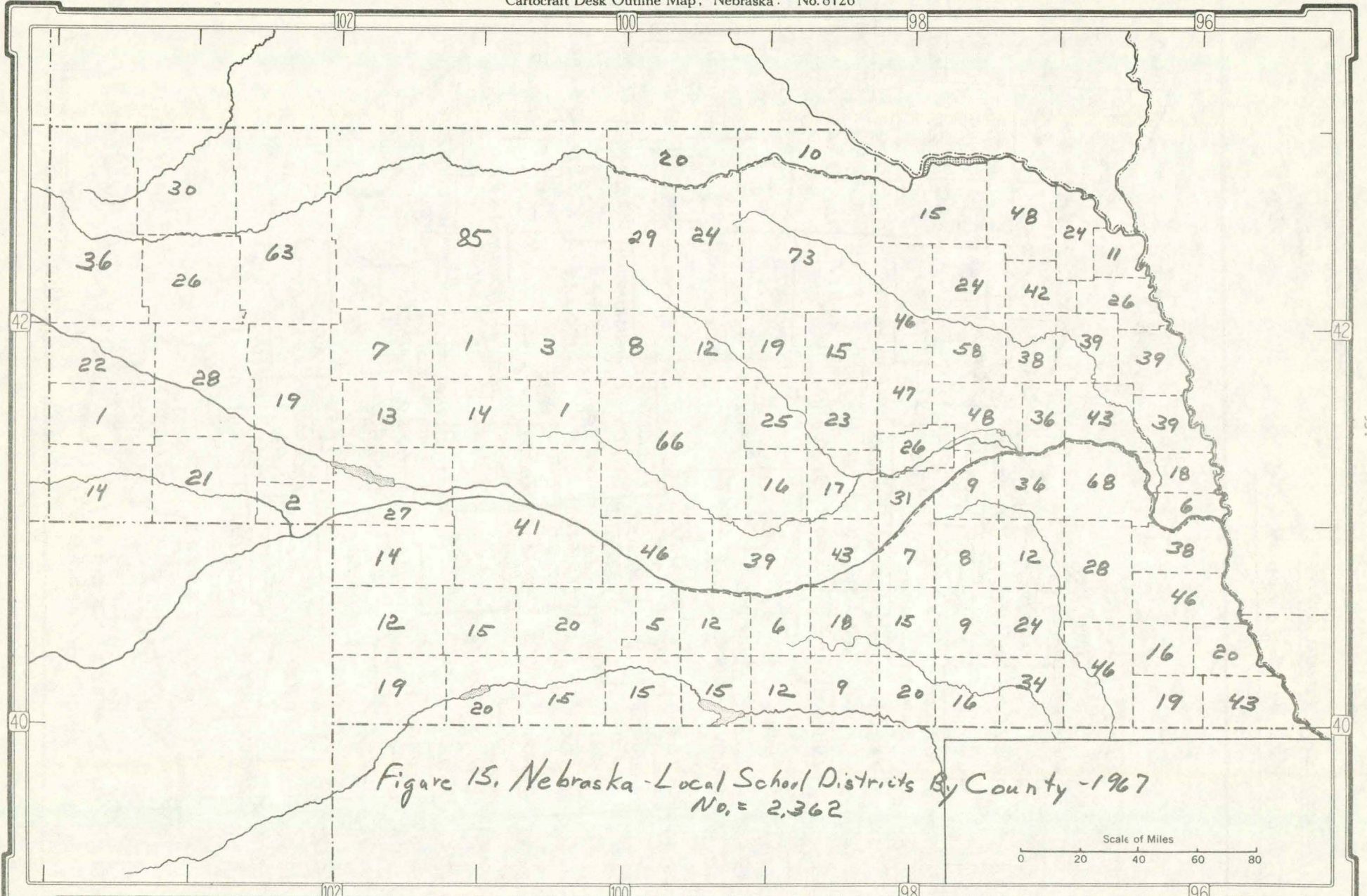


Figure 14. Missouri - Local School Districts By County - 1967
 No. = 815



WISCONSIN

ADMINISTRATIVE UNITS OPERATING HIGH SCHOOLS
GROUPED BY HIGH SCHOOL ENROLLMENTS

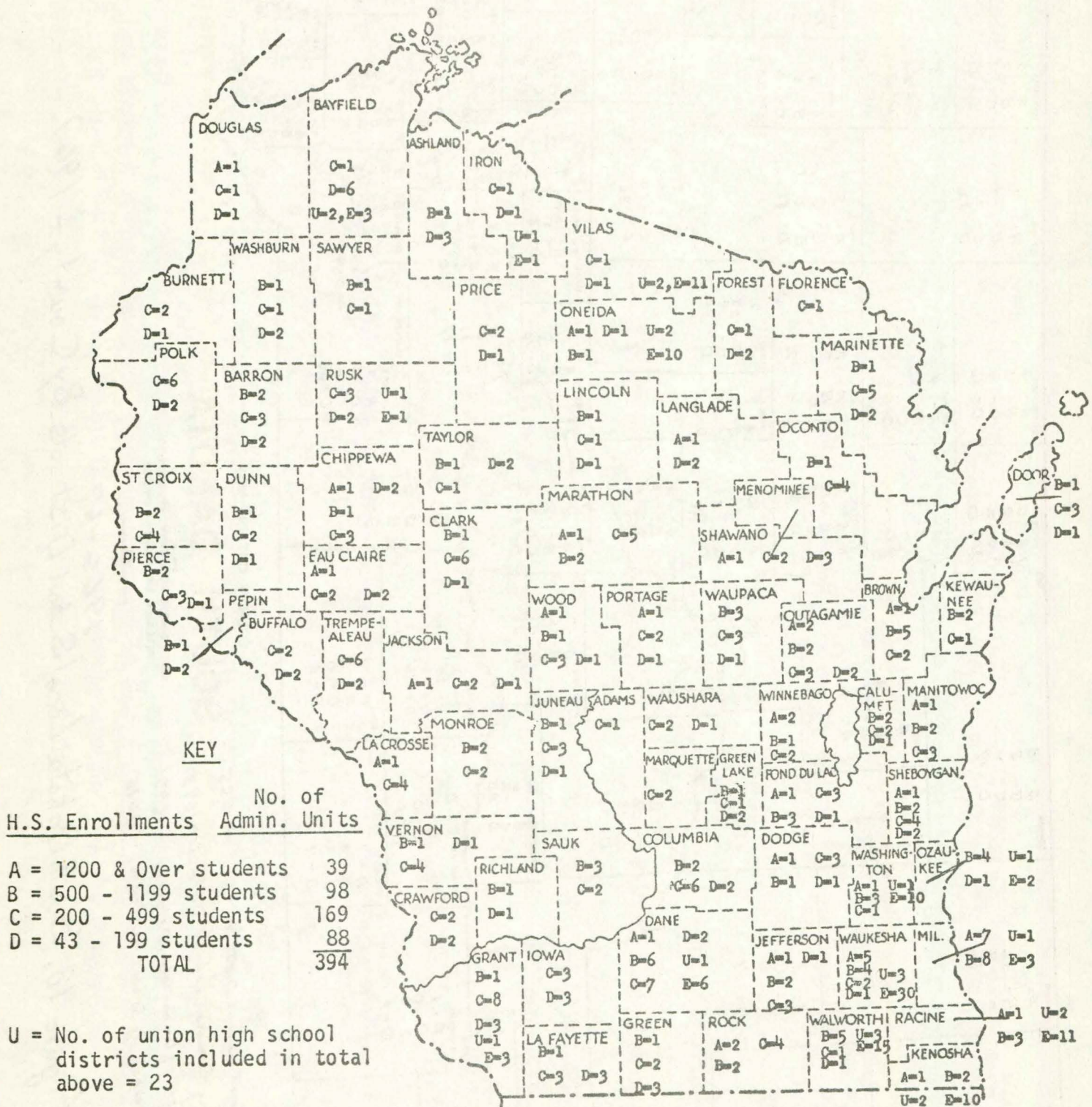
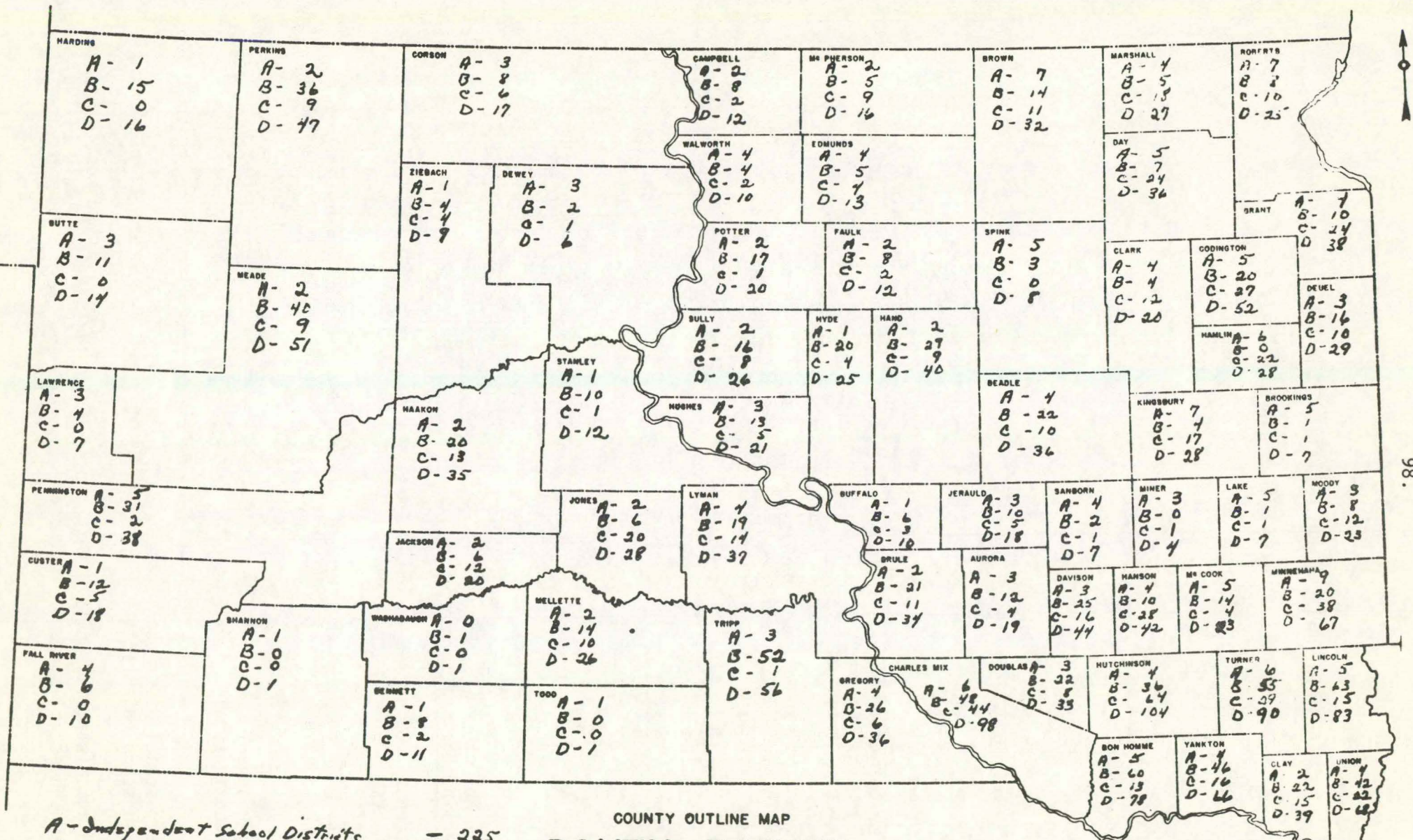


Figure 17. Wisconsin-Local
Department of Public Instruction
School Districts
Madison, Wisconsin
July 1, 1967
By County - 1967 No. 510

NOTE: There are 19 administrative units with 2400 or more high school students included in the Group A.



COUNTY OUTLINE MAP

SOUTH DAKOTA

SOUTH DAKOTA DEPARTMENT OF HIGHWAYS
 RESEARCH AND PLANNING DIVISION

1966-67

Figure 18. South Dakota Local School Districts By County - 1967

Chapter V

What Kind of Community District
Will Best Serve Children, Youth, and Adults?

"Schools, fire engine houses, and police stations are not generally thought of as economic units, but they use resources; they are subject to economies of size; they can be operated efficiently or inefficiently; and (ideally) school principals and fire captains try to provide maximum service within the limits of the budgetary and other restrictions placed upon them."

Karl A. Fox

A brief review of the consolidated school movements seems to show that one of its weaknesses was that it placed the economic reasons for its being at too high a level. It will be recalled that an early authorization for the coming together of districts which formed a consolidated school started with ". . . when there will be a saving of expense . . ."

The concept of the community school district is that enough resources in people and places can be gathered together to adequately support a school which will serve the children, youth, and adults of the community and in this way serve the area which supports the school. If the concept of local control, most recently expressed so strongly by George W. Hohl, is to be maintained then the local School Community must be able to develop its own leaders, operate on a budget which depends on local taxes for not over half of the school finances, and maintain a constant population of children to effectively supply elementary and secondary classes.

While the term "Community School" district has been used, the idea that the district is formed to support and supply the "School Community" has not been mentioned before this chapter. What is the purpose of the school community? The purpose of the school community is to advance the education of the children, youth, and adults in the area which supports the school. Youth and adults needs have often been discussed. In the

remaining pages of this report some of the needs for properly advancing the education of children will be considered. The school community must meet the needs of the least of these, the age from 5 to 12 years; or grades kindergarten through six, then it can consider the needs of its youth and adults.

A. Elementary Education Needs the School Community Must Provide

For over one hundred years we have used the idea that a professionally prepared teacher can work successfully with a group of 20 to 30 children if their range of ability is not too great. To control the range of ability children have been grouped by their chronological ages. In the average elementary school we now have from 20 to 30 children working with a teacher. This unit, kindergarten plus six grades, about 140 to 210 children and seven teachers, is responsible for elementary education in most of the school districts in Iowa. If the school community has enough children for two rooms per grade, its elementary enrollment will be double, or between 280 and 420, and if the school community has three rooms per grade, the enrollment would range from about 420 to 630 children.

The elementary classroom needs have always been considered less demanding than those of secondary and higher education. The 1966 School Laws of Iowa states the maximum tuition rate shall be determined so that the rate for the high school student is one and seventy-five hundredths times the rate for the elementary student. The junior high school rate shall be one and fifty hundredths times the elementary rate. (282.24) When the elementary school is the standard, then it becomes even more important to see that the standard does provide for an elementary school that can advance the education of all the children in its area who are between five and twelve years of age.

What then are the basic needs of the elementary education this school community must provide? Many lists have been made and this study will consider only five.

1. One professional prepared, BA degree teacher for each age group of 20 to 30 children.
2. One teacher with special preparation for work with five year olds. The kindergarten teacher should work with less than twenty-five children in each half-day session throughout the year.
3. Special education facilities for those children whose intelligence, physical development, emotional maturity, school achievement and/or social responsibility is beyond the normal range--say the high three percent and low three percent.
4. An elementary library and teaching resources center for the children and their teacher with a professionally prepared full-time elementary school librarian to help them secure and use the resources.
5. A full-time supervising principal to serve as a professional leader for the elementary teachers. This principal needs a BA degree, teaching certificate, elementary teaching experience, and finally, a minimum of 30 graduate hours in the supervision, administration, and organization of the curriculum for elementary children.

B. Elementary Needs Provided by Present Schools

If these five criteria are compared with the present 455 Iowa school districts which now offer both elementary and secondary education, what would be the results? Table 15 lists the five criteria and compares them with elementary school districts whose enrollments were equal to, or less than, one-room per age group, two-rooms per age group, and three-rooms per age group. The Data on Iowa Schools, 1967, and the Iowa Educational Directory for 1966-67 were the primary sources for this table.

A list was prepared starting with Rembrandt Consolidated and A.C.L. Community Schools. These districts averaged fewer than 15 students for each of the seven age groups in their elementary enrollment. Each school in the rank order of its total enrollment was posted and the Directory consulted to see if the staff listing included: a kindergarten teacher, a full-time elementary librarian, and a full-time elementary principal (who was not also listed as a superintendent). This roster continued until 381 schools were listed.

It was then easy to see that the range in school districts in which the elementary grades had fewer than 200 pupils, or half the total of K-12 enrollment of 400, included the schools from Rembrandt Consolidated (with 195 total enrollment) to Ringsted Community with 398 total enrollment. These were the 69 schools in the first column. Districts from Ruthven Consolidated with a total enrollment of 406 to Logan-Magnolia Community with a total enrollment of 799, made up the second group of 193. The third group started with Tri-Center Community with 802 total enrollment and continued to Commanche Community with a total enrollment of 1,197. This group included 80 schools. Since only 381 schools were listed the final column is based on an actual count of the first 18 districts or from Tri-Center Community to Iowa Valley which had a total enrollment of 856 pupils. See Table 15 next page.

The criterion of provision for special education was determined by counting the number of schools in each of the enrollment groups which had one or more students listed in the special education enrollment column of Table 11, Data on Iowa Schools, 1967, (pages 9 through 9 k).

1. All of the 455 districts seem to be arranged on a room per age group in the elementary school. In 1966-67 most of the elementary teachers in Iowa, 72.5 percent, had at least 120 or more semester hours of college

Table 15

Comparison of Elementary Districts Containing One, Two, and
Three Rooms Per Age Group, With Five Criteria

	<u>One- room per age group</u>	<u>Two- rooms per age group</u>	<u>Three- rooms per age group</u>
a. Number of children needed for rooms of 20 to 30 children	140 to 210	280 to 420	420 to 630
b. Enrollments (K-6) considered for one, two, or three room elementary school district	90 to 200	201 to 400	401 to 600
c. Number of districts with K-6 enrollment within stated numbers	69	193	80
1. Number of classroom teachers required (K-6)	7	13	20
2. Districts with kindergarten teacher Percent with kindergarten teacher	61 88.6%	182 94.3%	* 94.4%
3. Districts with special ed. enrollment Percent with special ed. enrollment	7 10.1%	45 23.3%	35 43.8%
4. Districts with full time elem. librarian Percent with full time elem. librarian	8 11.6%	30 15.5%	* 16.7%
5. Districts with full time elem. principal Percent with full time elem. principal	3 4.3%	68 35.2%	* 100.0%

* Estimate based on count of 18 of the smallest 80 districts

work. This leaves at least 27.5 percent without a BA degree. No doubt some of the teachers with 120 plus hours still lack the necessary courses and specific credits earned in one college to have secured this BA degree.

2. Most of the schools have a kindergarten teacher. About 12 percent of the one-room per age-group do not compare, with 6 percent lacking in the two-room and three-room per grade districts.

3. The number of districts providing special education facilities increases from 10.1, to 23.3 to 43.8 percent with each size school. This kind of service is needed and because it depends on a large number of students it would seem to be best to look for this service from another source, the intermediate unit. If the 100 largest local districts in Iowa are considered, the 1967 Data shows only 81 percent with enrollments in special education. The number of special education teachers in Iowa increased from 929 to 1034 between 1964-65 and 1965-66. In 1964-65 the 1966 Data reported 59.2 percent of the special education children in Iowa were not enrolled that year. This points to a real need still to be met in the state.

4. Districts with full-time elementary librarians are more often found in schools having three-rooms per grade but the size of school seems to make little difference. This is a developing program and Iowa can be proud that about 15 percent of the elementary districts in the community districts with fewer than 850 total enrollment, have a full-time elementary school librarian.

5. The full-time elementary principal was found in 4 percent of the one-room and in 35 percent of the two-room per grade elementary school districts. An elementary principal was assigned to each of the 18 districts checked that had more than 400 elementary (K-6) students.

The twenty elementary teachers, or more, in such a staff make an ideal working group.

What is the conclusion when Iowa's elementary schools are measured against the five criteria?

The one-room per elementary grade district meets criterion one.

The two-room per elementary grade district meets criterion one and two.

The three-room per elementary grade district meets criterion one, two and five. At present all three are about equally distant from criterion four. However, the three-room per elementary grade districts most likely will have a full-time librarian before the others and can make better use of this resource.

The school community which includes at least enough children from ages five through twelve to operate a 20 room school district, or (three-rooms per age group), will most nearly meet the educational needs of kindergarten through sixth grade children. That is, if in addition the school arranges with an intermediate unit or cooperates with other districts to provide for a special education program.

C. Seven Final Suggestions for Securing Adequate School Communities for Elementary Children

1. Iowa has made tremendous strides--moving from the all-grades-in-one-room school district to local school districts with at least one-room per elementary grade. Or have we, since this has taken Iowa from 1910 until 1967? This rate of progress must be stepped-up if Iowa is to stay among the leaders in the Mid-Plains States and not to fall to the rear in the 50-state educational march. The one-room per grade elementary school districts must be brought together. This will more likely insure a half-day kindergarten all year long with a professional prepared teacher, a full-time elementary librarian, and a full-time supervising principal. The research studies by Williams (1933 and 1938) provided evidence needed for teachers to work for graded elementary school districts. At present the research of Kammeyer (1962) suggests plans for continuing the combining

of elementary school districts.

- a. The transportation of pupils is not a real problem in combining school districts.
- b. In the larger districts new ways must be found to help more of the students participate and receive recognition. This is the prime advantage of the small school.
- c. When property taxes for school support are more nearly equal, as they will no doubt be in Iowa after 1967, then it becomes easier for districts to unite.
- d. If several small districts combine first and form a larger unit then it is easier for that unit to combine again with a unit its size. When several one-room per grade elementary districts combine to form a three-room per grade district then it can more easily combine with a nearby three-room per grade district.

2. The entire state school system must be considered along with the elementary program. The Journal on State School Systems Development for spring, 1967, has excellent articles by Emerson on the intermediate unit, by Schroeder describing the Nebraska plan, and by Fitzwater telling of patterns and trends, and using Wisconsin as an example.

3. Some recent studies by Stroud (1959) and Young (1964) have shown that rural children in Iowa have more than the average amount of intelligence. In Stroud's study he found 24 percent of the Iowa children exceeding an I.Q. score of 120 compared with 11 percent nationally. This suggests that every elementary school district not only needs a well prepared teacher, learning resources, librarian, and principal, but must also have special provisions for its gifted children.

4. In the concern for combining districts the matter of adequate state financing cannot be overlooked. Chisholm (1957) has some good statements about Iowa school district reorganization, although a few are out of date. A basic concept, however, is that state funds not be used to favor the inadequate one-room per grade elementary school district.

5. Iowa, like most of the Mid-Plains States, has population growth regions and other large areas that have lost and will continue to lose

population. Williams (1933) and Fox (1962) both suggest that about 22.5 percent of the population is of public school age. (Half the amount or 11.25 percent, is of the elementary age.) This means that an elementary district of 500 children can be expected from a total population group of a little less than 5,000. Eldridge (1962) has documented the decline of population in the open country. For wise, long-range planning, school districts should not be formed which are close to the minimum number of students, especially in areas where the total population is stable or declining.

6. The village with the present or former consolidated high school has enjoyed its lower school property tax base and its boys' and girls' basketball entertainment so long, that many small-town merchants believe a town cannot live without a secondary school. This needs study. My hunch is that the need of a town or village for a secondary school to insure its place on the map is not as great as the kind of other services that locality provides. Consider the following list of seven Iowa towns and villages in Table 16. All these places have not had a public high school within their town limits for some time.

Table 16

Some Iowa Towns With High School Outside Town Limits

Name of Town	County	Population		Name of School District with High School
		1950	1960	
Elgin	Fayette	642	688	Valley Comm.
Evansdale	Black Hawk	3,571	5,738	Waterloo Ind. Comm.
Holland	Grundy	221	264	Grundy Center Comm.
Inwood	Lyon	644	638	West Lyon Comm.
Ridgeway	Winneshiek	307	267	Howard-Winneshiek Comm.
Riverside	Washington	631	656	Highland Comm.
Strawberry Point	Clayton	1,247	1,303	Starmont Comm.

7. The innovators, early adopters, and early majority that Hoffer (1967) describes, are found among elementary education leaders as well as farmers. The present well prepared educators in the one-room, two-room, and multi-more-than-three room elementary districts must become leaders and secure for all elementary children the possibility of quality education. If the elementary leaders in each of the nine ISEA districts of the state would work together they could develop some definite suggestions to submit to county boards of education, for discussion with local PTA and Farm Bureau members and other groups, and for consideration by local school boards. Iowa has the Community School District, now we need a school community that will make sure every child has the kind of elementary education which will carry him successfully through the secondary, the post-secondary school, and the responsibilities of the twenty-first century.

Sources Used In Chapters IV and V

1. Macy Campbell, Growth of Consolidated Schools In Iowa, Bulletin, Volume XXII, Number 3, Iowa State Teachers College, Cedar Falls, Iowa, September, 1921. (16 pages)
2. Macy Campbell, Rural Life at the Crossroads, Ginn and Company, Boston, 1927. (482 pages) (pages 299 to 334)
3. William R. Shipley, "Supervisory Assistance Requested and Received by Fourth Grade Teachers in Iowa High School Districts That Do Not Have Elementary Principals", unpublished Master's Thesis, Iowa State Teachers College, Cedar Falls, Iowa, 1958.
4. George W. Hohl, "Backs Local Control In Achieving Educational Goal", guest editorial in Waterloo Daily Courier, reprinted in Iowa Farm Bureau Spokesman, August 12, 1967. (page 4)
5. R. C. Williams, Educational Programs of Smaller Graded and High Schools, Research Bulletin No. 14, Department of Public Instruction, Des Moines, Iowa, 1933. (72 pages)
6. R. C. Williams, Type of School District As A Factor In High School Attendance In Iowa, Research Bulletin No. 23, Department of Public Instruction, Des Moines, Iowa, 1938. (86 pages)
7. Kenneth C. W. Kammeyer, "Opposition to School District Reorganization In Iowa Communities", Iowa Business Digest, Vol. 33, No. 7, Iowa City, Iowa, July, 1962. (pages 1 to 5)
8. Journal on State School Systems Development, Vol. 1, No. 1, Spring, Department of Rural Education, National Education Association, Washington, D. C., 1967. (82 pages)
9. James B. Stroud, "Distribution of Intelligence Scores of Iowa Public School Children", Iowa Educational Bulletin, Vol. 3, No. 7, March, 1959. (pages 6 and 7)
10. William H. Dreier and Beverly S. Young, "A Study of the Change in Intelligence Distribution Over a Twenty Year Period In Central Iowa", report prepared for 1964 proceedings of the Iowa Academy of Science, Luther College, Decorah, Iowa, 1964. (dittoed 17 pages)
11. Leslie L. Chisholm, School District Reorganization, Midwest Administration Center, University of Chicago, Chicago 31, Illinois, 1957. (97 pages)
12. Karl A. Fox, "Delineating the Area", Iowa Business Digest-Orderly Community Development, Vol. 33, No. 12, Iowa City, Iowa, 1962. (31 pages)

Sources Used In Chapters IV and V

13. Eber Eldridge, "Significant Trends In Iowa", ten page mimeographed paper prepared for the Iowa Council of Churches Long Range Planning Consultation, held at Marshalltown, Iowa, November 5, 1962.
14. Charles R. Hoffer, Modern Communities and Their Development, Research Report 61, Development and Public Affairs, Michigan State University Agricultural Experiment Station, East Lansing, Michigan, 1967. (20 pages)

Table A-1

Range of Total Enrollment of High School Districts in
Iowa from 1950 to 1966 Showing Extremes, 75th, 50th, and
25th Percentiles Based on Fall Enrollments

Year	Highest	75th Percentile	50th Percentile Median	25th Percentile	Lowest
1950-1951	31,889	383	240	164	35
1951-1952	33,372	400	251	165	28
1952-1953	Information not available				
1953-1954	Information not available				
1954-1955	38,007	469	282	181	36
1955-1956	39,110	489	298	184	32
1956-1957*	36,167	509	300	182	41
1957-1958	39,620	573	330	195	39
1958-1959	40,490	620	377	193	49
1959-1960	41,224	758	469	272	46
1960-1961	41,696	852	535	328	105
1961-1962	42,391	964	681	434	117
1962-1963	42,824	1,068	668	453	133
1963-1964	43,618	1,087	680	470	218
1964-1965	44,436	1,092	686	480	222
1965-1966	45,221	1,063	689	387	223
1966-1967	44,954	1,197	713	494	195

Sources:

1950-51 to Data on Iowa Schools, 1962, p. 20, "Total Enrollment".
1955-56

*1956-57 to Data on Iowa Schools, 1966, p. 49, "Beginning of the Year Enrollment".
1965-66

1966-67 Data on Iowa Schools, 1967, from list of schools.

Table A-2

Number of Approved Four Year High School
Districts by Size of 9-12 Enrollment In
Two Year Periods--1954-55 to 1966-67

Enrollment	Year						
	1954-5	1956-7	1958-9	1960-61	1962-3	1964-5	1966-7
1,000 and over							23
800 to 999							4
600 to 799		22	26	28	42	49	29
500 to 599		11	11	18	20	22	18
400 to 499		14	19	18	22	24	26
300 to 399	76	32	27	31	38	42	52
200 to 299	43	44	72	81	98	114	109
150 to 199	47	62	70	72	94	93	80
100 to 149	134	146	138	137	101	85	82
75 to 99	127	120	105	73	39	27	27
50 to 74	199	168	108	72	14	7	5
25 to 49	162	149	115	32	1	0	0
Below 25	31	20	3	0	0	0	0
Total High School Districts	819	788	694	562	469	459	455

Table A-3

Iowa Community School Districts
With a Senior High School Located
Beyond City Limits

Name	County	Address	1966-67	
			K-12 Enrollment	Teachers
CAL Community	Franklin	Latimer, 50452	500	37.5
Cardinal Community	Wapello	Eldon, 52554	1,367	64
Central Lee Community	Lee	Argyle, 52619	1,224	60
*College Community	Linn	R.R. 2, Cedar Rapids, 52404	2,297	123
Harmony Community	Van Buren	R.R. 1, Farmington, 52626	742	40
Highland Community	Washington	Riverside, 52327	666	33.5
*Lewis Central Community	Pottawattamie	Highway 375, Council Bluffs, 51501	2,221	94
*Linn Marr Community	Linn	P.O. Box A, Marion, 52302	1,987	80
Louisa-Muscatine Community	Louisa	R.R. 2, Letts, 52754	828	37
Nishna Valley Community	Mills	Hastings, 51540	552	32.3
North Winneshiek Community	Winneshiek	P.R. 2, Decorah, 52101	573	31.5
Pekin Community	Keokuk	Packwood, 52580	940	57
*Pleasant Valley Community	Scott	Pleasant Valley, 52767	1,875	104.6
*Saydell Consolidated	Polk	5401 Second Avenue, Des Moines, 50313	2,639	117.5
Senral Community	Kossuth	Fenton, 50539	529	35
*Southeast Polk Co. Community	Polk	Altoona, 50009	2,971	139
Starmont Community	Clayton	StrawberryPoint, 52076	1,465	91.3
*Tri-Center Community	Pottawattamie	Neola, 51559	802	43.0
Turkey Valley Community	Fayette	Jackson Jct., 52150	719	31.6
Twin Cedars Community	Marion	Bussey, 50044	708	39.7
United Community	Boone	R.R. 2, Boone, 50036	586	36.0
Valley Community	Fayette	Elgin, 52141	824	36.0
West Lyon Community	Lyon	Inwood, 51240	1,115	59

* Area is Part of a County within a 1962 Standard Metropolitan Statistical Area

Table A-4

Iowa Community School Districts Which Include More Than
200 Section of Land-August 11, 1967
From 1967 S.A.R.
State Department of Public Instruction

<u>District</u>	<u>County</u>	<u>Sections of Land in District</u>
1. Western Dubuque	Dubuque	541
2. Davis County	Davis	468.3
3. Howard Winneshiek	Howard	434
4. Allamakee	Allamakee	416.6
5. Fairfield	Jefferson	351
6. Mt. Ayr	Ringgold	331
7. Chariton	Lucas	325
8. Albia	Monroe	304
9. Bedford	Taylor	288
10. Winterset	Madison	281.6
11. Harlan	Shelby	279.8
12. Wayne	Wayne	276.8
13. East Union	Union	268.9
14. Clarke Community	Clarke	268.5
15. Le Mars	Plymouth	265.6
16. South Tama	Tama	262
17. Corning	Adams	260
18. Van Buren	Van Buren	250
19. New Hampton	Chickasaw	248
20. West Lyon	Lyon	248
21. Central Decatur	Decatur	246.1
22. St. Ansgar	Mitchell	243.9
23. Mt. Pleasant	Henry	243
24. Griswold	Cass	242

Table A-4 (continued)

<u>District</u>	<u>County</u>	<u>Sections of Land in District</u>
25. Fort Madison	Lee	240.3
26. Dubuque	Dubuque	240
27. Benton	Benton	238.8
28. West Delaware	Delaware	237
29. Westwood	Woodbury	231
30. Osage	Mitchell	226.5
31. Charles City	Floyd	224.4
32. Riceville	Howard	223.5
33. Pekin	Keokuk	222
34. Algona	Kossuth	220
35. Grinnell-Newburg	Poweshiek	219.1
36. Seymour	Wayne	217
37. Mid Prairie	Washington	215
38. North Scott	Scott	209
39. Mediapolis	Des Moines	208.9
40. Washington	Washington	208.2
41. New Market	Taylor	208
42. Atlantic	Cass	206.8
43. Rudd, Rockford, Marble Rock	Floyd	205.1
44. Mormon Trail	Decatur	204
45. Williamsburg	Iowa	202.6
46. South Hamilton	Hamilton	202.5
47. Starmont	Clayton	201

amendments, and new provisions of school laws.

- 1-9. [C54, 58, 62, §257.18]
 10. [C73, §1577; C97, §2623; S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 11, 12. [S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 13, 14. [C51, §1078; C73, §1578; C97, §2621; S13, §2627-d; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 15, 16. [S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 17. [C73, §1583; C97, §2625; S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 Referred to in §302.13
 18. [C51, §1086; C73, §1583; C97, §2625; S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 19. [C73, §1577; C97, §2622; S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18; 61GA, ch 226, §3]
 20. [S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18; 61GA, ch 226, §3]
 21. [C51, §§1083, 1085; C73, §1579; C97, §2624; S13, §2627-e, 2823-j; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 22. [C73, §1579; C97, §2624; S13, §2627-e; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]
 23. [C51, §1081; C73, §1577; C97, §2622; S13, §2627-c; C24, 27, 31, 35, 39, §3832; C46, 50, §257.4; C54, 58, 62, §257.18]

Biennial report, §17.3
 Annotations, App. II, III

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. [C54, 58, 62, §257.19]

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. [C54, 58, 62, §257.20]

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. [C54, 58, 62, §257.21]

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. [C73, §§766, 767, 770, C97, §2621; S13, §2627-g; C24, 27, 31, 35, 39, §3835; C46, 50, §257.8; C54, 58, 62, §257.22]

Referred to in §257.24

257.23 Travel expenses. The superintendent of public instruction, his assistants, and the employees of his department shall receive their necessary travel expenses incurred in the performance of their official duties. [C51, §1087; C73, §§1580, 3760; C97, §2627; S13, §2627-h; C24, 27, 31, 35, 39, §3836; C46, 50, §257.9; C54, 58, 62, §257.23]

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. [C54, 58, 62, §257.24; 61GA, ch 8, §4]

Constitutionality, 55GA, ch 114, §43
 Omnibus repeal, 55GA, ch 114, §44

257.25 Educational standards. In addition to the responsibilities of the state board of public instruction and the state superintendent of public instruction under other provisions of the Code, the state board of public instruction shall establish standards, regulations, and rules for the approval of all public, parochial, and private nursery, kindergarten, elementary, junior high, and high schools and all area vocational schools, area community colleges, and public community or junior colleges in Iowa. With respect to area or public community or junior colleges, such standards, regulations, and rules shall be established by the state board of public instruction and the state board of regents, acting jointly. Such approval standards, regulations, and rules shall prescribe and implement the minimum curriculum described below.

1. Nursery school activities shall be designed to help children use and manage their bodies, extend their interests and understanding of the world about

*School Laws of Iowa, 1966 Chapter 257.25
 "Educational Standards"*

them, work and play with others and to express themselves.

2. Kindergarten programs shall include experiences designed to develop emotional and social living, protection and development of physical being, growth in expression, and language arts and communication readiness.

3. The following areas shall be taught in the elementary school, grades one through six: Language arts, including reading, handwriting, spelling, oral and written English, and literature; social studies, including geography, history of the United States and Iowa, cultures of other peoples and nations, and American citizenship, including the elementary study of national, state, and local government in the United States; mathematics; science, including conservation of natural resources; health and physical education, including the effects of alcohol, narcotics, and poisons on the human body; music; art.

4. The following shall be taught in grades seven and eight as a minimum program: Science; mathematics; social studies; language arts which may include spelling, grammar, oral and written composition, and other communication subjects; reading; physical education; music; art.

5. School districts with organized and administered junior high schools not limited to grades seven and eight must include the aforementioned minimum program for grades seven and eight regardless of the organizational structure of the district.

6. A high school, grades nine through twelve, shall teach annually the following as a minimum program:

a. Four units of science including physics and chemistry. However, the units of physics and chemistry may be taught in alternate years.

b. Four units of the social sciences including American history, American government, and economics.

c. Four units of English including language arts.

d. Four units of a sequential program in mathematics.

e. One unit of general mathematics.

f. Two units of one foreign language.

g. One unit of physical education with one-eighth unit each semester required of each pupil.

h. Five units of practical arts. Subjects in this area may include business education (including commercial typewriting), industrial arts, home-making, agriculture, distributive education, and health occupations.

A unit shall consist of one academic year instruction in the subject.

7. Courses in the fine arts shall be taught which may include:

a. Art,

b. Music.

c. Dramatics.

8. To facilitate the implementation and economical operation of the aforementioned program, each junior or senior high school shall have:

a. A qualified librarian and adequate library facilities as hereinafter defined.

(1) Adequate personnel. Such schools with an enrollment of five hundred or more pupils shall employ a librarian who shall devote full time to library services. Such schools with an enrollment of two hundred—four hundred ninety-nine pupils shall employ a librarian who shall devote at least one-half time exclusively to library services. Such schools with an enrollment of less than two hundred

pupils shall employ a part-time librarian who shall devote at least one-third of the school day exclusively to library services.

(2) Preparation. The librarian shall meet the requirements for classroom teachers with reference to a degree or to general and professional preparation.

(3) Organization. The library shall be organized as a resource center of instructional material for the entire educational program. The number and kind of library and reference books, periodicals, newspapers, pamphlets, information files, audiovisual materials, and other learning aids shall be adequate for the number of pupils and the needs of instruction in all courses.

(4) Adequacy of collection. A minimum collection of one thousand two hundred books exclusive of high school textbooks and appropriate for the instructional needs of pupils, or at least seven books per pupil enrolled, whichever is the larger, shall be provided in the library until a school's enrollment reaches five hundred, at least four additional books shall be provided for each pupil from five hundred to two thousand enrolled, and at least three additional books per pupil shall be provided for each pupil above two thousand enrolled. An adequate collection of periodical and file material shall be provided.

b. Pupil personnel services.

Every high school shall employ, or share with one or more other high schools the employment of at least one professionally trained guidance counselor. At least one such counselor shall be employed full time for every three hundred high school students or major fraction thereof in such high school or high schools. Other members of the non-instructional professional staff, including but not limited to physicians, dentists, nurses, school psychologists, speech therapists, and other specialists, may also be employed or shared by one or more schools, and shall meet the professional practice requirements of this state relating to their special services.

c. Provision for special education services, which may be shared by public schools.

d. Adequate instructional materials including audio-visual.

9. After July 1, 1966, no public school shall participate in or allow students representing such public school to participate in any extra-curricular interscholastic contest or competition which is sponsored or administered by an organization as defined in this subsection, unless such organization (a) is registered with the state department of public instruction, (b) files financial statements with the state department in the form and at the intervals prescribed by the state board of public instruction, and (c) is in compliance with rules and regulations which the state board of public instruction shall adopt for the proper administration, supervision, operation, eligibility requirements, and scheduling of such extracurricular interscholastic contests and competitions and such organizations. For the purposes of this subsection "organization" means any corporation, association, or organization which has as one of its primary purposes the sponsoring or administration of extracurricular interscholastic contests or competitions; but shall not include any agency of this state, any public or private school or school board, or any athletic conference or other association whose interscholastic contests or com-

petitions do not include more than twenty schools.

10. The state department of public instruction shall supervise and evaluate the school program in the several school districts of the state for the purpose of school improvement and approval.

The state superintendent shall make recommendations and suggestions in writing to each school, college, and school district which is subject to this section wherein the department of public instruction determines, after due investigation, that deficiencies exist.

In addition to all other requirements of the laws of Iowa, every school, college or school district subject to this section shall have and provide adequate administration, school staffing, personnel assignment, teacher qualifications, certification, facilities, equipment, grounds, graduation requirements, instruction, instructional materials, maintenance, and policies on extracurricular activities. Public junior or community colleges shall provide adequate courses of study.

The state board of public instruction shall adopt approval standards, regulations, and rules to implement, interpret, and make effective the provisions of this section. In adopting the same, the board shall take into account recognized educational standards. Standards, regulations and rules shall be adopted without specific regard to school population.

Such standards, regulations, and rules shall be subject to the provisions of chapter 17A. In addition, such standards, rules, and regulations shall be reported by the state board to the general assembly within twenty days after the commencement of a regular legislative session, and the general assembly may enact changes therein. No school, college or school district shall be removed from the approved list for failure to comply with such standards, rules, or regulations, until at least one hundred twenty days have elapsed following the reporting of such standards, rules, and regulations to the general assembly as provided in this section.

11. The state board of public instruction shall remove for cause, after due investigation and notice, any such school, college, or school district failing to comply with such approval standards, rules, and regulations from the approved list; which removal shall, during the period of noncompliance, permit parents of children eligible for school attendance to request the county board of education to designate their children to an approved school with the district of residence responsible for the tuition and transportation costs. The county board of education is hereby authorized to make such designation. Procedure, insofar as applicable, shall be that provided in chapter 285. In the event a parent of such child so designated is dissatisfied with said designation, appeal may be made to the state superintendent of public instruction as provided in section 285.12. A school, college, or school district which is removed from the approved list in accordance with this section shall be ineligible to receive state financial aid during the period of noncompliance. In lieu of removal, the state board may allow a reasonable period of time for compliance with such approval standards, rules, and regulations, if such school, college, or school district is making a good faith effort and substantial progress toward full compliance and if the failure to comply is due to factors beyond the control of the board of directors or governing body of such school, college,

or school district. In allowing such time for compliance, the board shall follow consistent policies, taking into account the circumstances of each case.

12. The department of public instruction shall give any school, college, or school district which is to be removed from the approved list at least one year's notice. Such notice shall be given by registered or certified mail addressed to the superintendent of the school district or the corresponding official of a private school, and shall specify the reasons for removal. Such notice shall also be sent by ordinary mail to each member of the board of directors or governing body of the school, college, or school district, and to the news media which serve the area where the school is located; but any good faith error or failure to comply with this sentence shall not affect the validity of any action by the state board. If, during said year, the school, college, or school district remedies the reasons for removal and satisfies the state board that it will thereafter comply with the laws, approval standards, rules, and regulations, the state board shall continue such school, college, or school district on the approved list and shall give the school, college, or school district notice of such action by registered or certified mail. At any time during said year, the board of directors or governing body of the school, college, or school district may request a public hearing before the state board of public instruction, by mailing a written request to the state superintendent by registered or certified mail. The president of the state board shall promptly set a time and place for the public hearing, which shall be either in Des Moines or in the affected area. At least thirty days notice of the time and place of the hearing shall be given by registered or certified mail addressed to the superintendent of the school district or the corresponding official of a private school. Notice of the time and place of the hearing and the reasons for removal shall also be published by the state department in a newspaper of general circulation in the area where the school, college, or school district is located, at least ten days before the hearing.

At the hearing the school, college, or school district may be represented by counsel and may present evidence. The state board may provide for the hearing to be recorded or reported. If requested by the school, college, or school district at least ten days before the hearing, the state board shall provide for the hearing to be recorded or reported at the expense of such school, college, or school district, using any reasonable method specified by such school, college, or school district. Within ten days after the hearing, the state board shall render its written decision, signed by a majority of its members, and shall affirm, modify, or vacate the action or proposed action to remove the school, college, or school district from the approved list. [61GA, ch 226, §2]

Annotations, App. III

257.26 Sharing instructors and 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 district shall be given notice by the state board of its decision to permit such special enrollment not later than six 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. [61GA, ch 226,§4]

Annotations, App. III

257.27 Rules and regulations. 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 per cent of the students so drop out or quit over a five-year period. [61GA, ch 226,§5]

257.28 Nonresident pupils. The boards of directors of two or more school districts may by agreement provide for attendance of pupils residing in one district in the schools of another district for the purpose of taking courses not offered in the district of their residence. Courses made available to students in this manner shall be considered as complying with any standards or laws requiring the offering of such courses. The boards of directors of districts entering into such agreements may provide for sharing the costs and expenses of such courses. [61GA, ch 226,§6]

Annotations under 321.177 in App. III

CHAPTER 258

VOCATIONAL EDUCATION

Referred to in §§257.10, subsection 10, 282.7, 286A.4, subsection 3

- 258.1 Federal Act accepted.
- 258.2 State board for vocational education.
- 258.3 Personnel.
- 258.4 Duties of board.
- 258.5 Federal aid—conditions.
- 258.6 Definitions.
- 258.7 Advisory committee—qualifications—tenure—meetings.

- 258.8 Vocational education aid fund—appropriation.
- 258.9 Local advisory committee.
- 258.10 Powers of district boards.
- 258.11 Salary and expenses.
- 258.12 Custodian of funds—reports.
- 258.13 Biennial report.

258.1 Federal Act accepted. The provisions of the Act of Congress entitled "An Act to provide for the promotion of vocational education; to provide for co-operation with the states in the promotion of such education in agriculture and in the trades and industries; to provide for co-operation with the states in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditure", approved February 23, 1917, [39 Stat. L. 929; 20 U.S.C., ch 2] and all amendments thereto and the benefit of all funds appropriated under said Act and all other Acts pertaining to vocational education, are accepted. [C24, 27, 31, 35, 39,§3837; C46, 50, 54, 58, 62,§258.1]

Annotations, App. III

258.2 State board for vocational education. The state board of public instruction shall constitute the board for vocational education. [C24, 27, 31, 35, 39,§3838; C46, 50, 54, 58, 62,§258.2]

See 55GA, ch 114,§25, 40

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. [C24, 27, 31, 35, 39,§3839; C46, 50, 54, 58, 62,§258.3]

See 55GA, ch 114,§25, 40

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. [C24, 27, 31, 35, 39, §3840; C46, 50, 54, 58, 62,§258.4; 61GA, ch 247,§34]

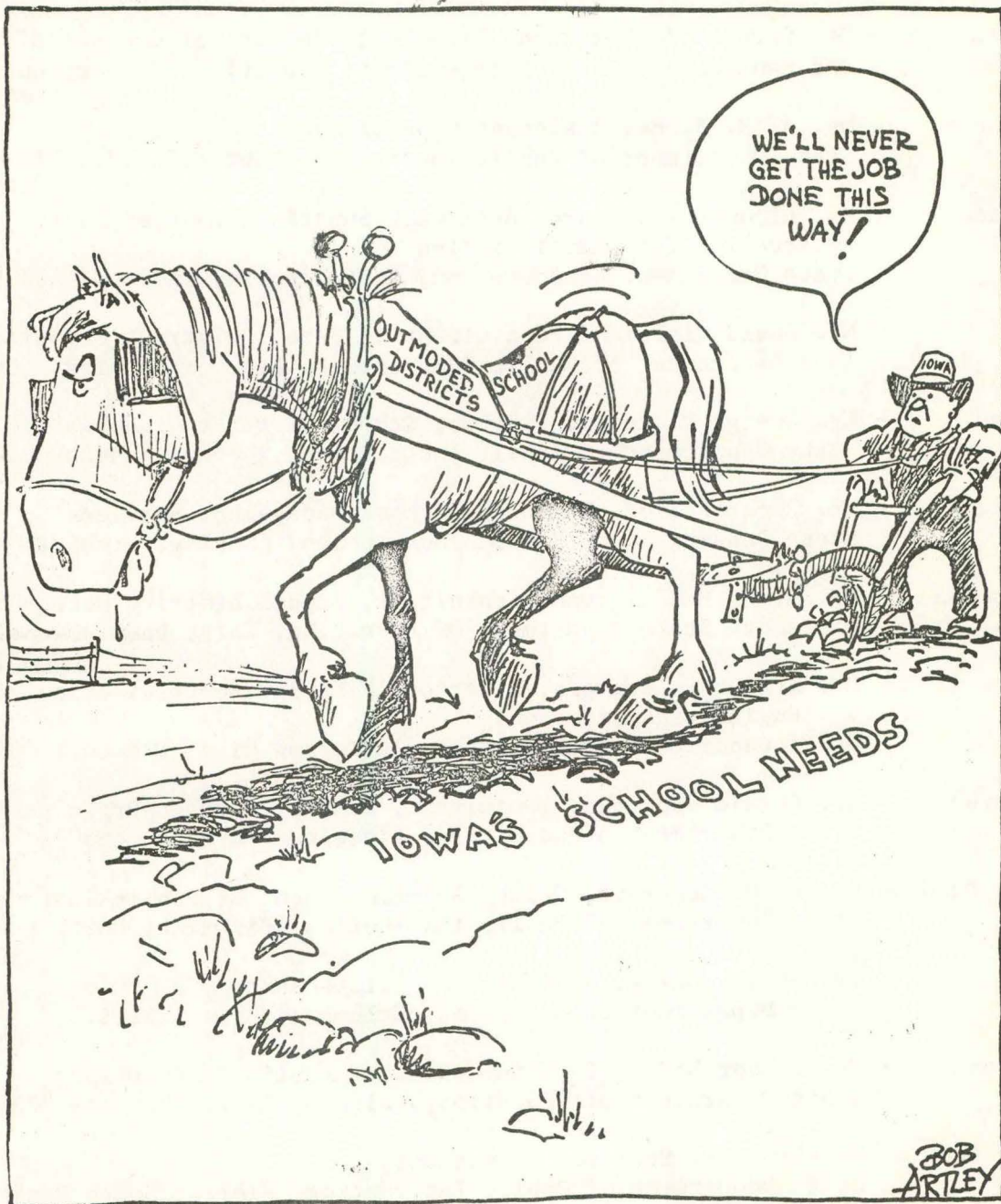
Part-time schools, ch 289

258.5 Federal aid—conditions. Whenever a school district maintains an approved vocational school, department, or classes in accordance with the rules and regulations established by the state board and the state plan for vocational education, adopted by that board and approved by the United States office of education or other federal agency to which its functions are assigned, the state board shall reim-

Appendix C

Leaders in Each of the Fifteen Mid-Plains States'
 Departments of Public Instruction Who Contributed
 Information About Reorganization In Their State

1. Arkansas - Mr. Cecil E. Shuffield, Superintendent of Instruction
 Arkansas State Department of Education, Little Rock, Arkansas
 72201
2. Colorado - Dr. Stanley A. Leftwich, Director, Division of Organization
 and Management, State Department of Education, Denver, Colorado
 80202
3. Illinois - Mr. A. R. Evans, Assistant Superintendent
 State Department of Public Instruction, Springfield, Illinois
 62706
4. Indiana - Mr. Eldon R. Crawford, Assistant Superintendent of Public
 Instruction for Administration
 State Department of Education, Indianapolis, Indiana 46206
5. Iowa - Mr. David Gilliland, Consultant in School District Organization
 Iowa Department of Public Instruction, Des Moines, Iowa 50300
6. Kansas - Mr. George D. Keith, Director School District Organization Section
 State Department of Public Instruction, Topeka, Kansas 66601
7. Michigan - Mr. Roger Boline, Director, School Management Services
 State Department of Public Instruction, Lansing, Michigan 48902
8. Minnesota - Mr. B. N. Hendrickson, Consultant, School District Reorganization
 Minnesota State Department of Education, Saint Paul, Minnesota
 55101
9. Missouri - Mr. Arthur L. Summers, Director, District Reorganization and
 Pupil Transportation
 State Department of Education, Jefferson City, Missouri 65102
10. Nebraska - Mr. Gerald Sughroue, Consultant, School District Organization
 State Department of Education, Lincoln, Nebraska 68509
11. North Dakota - Dr. A. M. Nestross, Deputy Superintendent of Public Instruction
 State Department of Public Instruction, Bismarck, North Dakota
 58501
12. Ohio - Dr. Thomas Quick, Assistant Superintendent
 State Department of Education, Columbus, Ohio 43215
13. Oklahoma - Mr. Oliver Hodge, Superintendent of Public Instruction
 State Department of Education, Oklahoma City, Oklahoma 73105
14. South Dakota - Mr. Elwin R. Schmidt, Consultant,
 State Department of Public Instruction, Pierre, South Dakota 57501
15. Wisconsin - Mr. H. A. Olson, Assistant Superintendent of Related Services
 State Department of Education, Madison, Wisconsin 53702



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