

SCHOOL SYSTEMS AND STANDARDS STUDY COMMITTEE

**Report to the Legislative Council
and the Members of the
First Session of the Sixty-fifth General Assembly**

F I N A L R E P O R T

SCHOOL SYSTEMS AND STANDARDS STUDY COMMITTEE

The School Systems and Standards Study Committee met during the 1972 legislative interim to continue its study of the following areas:

1. Intermediate Unit School Organization.
2. School District Reorganization.
3. Statutory School Standards.

At its April meeting the Legislative Council also assigned the Committee the task of studying the recent court decisions regarding school finance and reviewing how these decisions might affect the Iowa method of financing schools.

Committee members were sorry to lose Mr. Paul Eckert of Davenport, a citizen advisory member who found it necessary to resign from the Committee, and appointed Mr. Robert Buck of Waukee, a former member of the Governor's Educational Advisory Committee, to serve on the Committee.

During the Sixty-fourth General Assembly, Second Session, three bills recommended by the Committee were introduced and two were enacted. The first bill shortens the length of contracts of county and joint county superintendents of schools from three years to one year and the second gives the State Board of Public Instruction authority to approve, coordinate, and supervise the use of electronic data processing by local school districts, county or joint county school systems, and merged areas.

The third bill passed the House of Representatives, but was not acted upon by the Senate. This bill implemented the Committee's recommendations to abolish the county school system and to grant the merged area schools the authority to provide special services to school districts.

Members of the School Systems and Standards Study Committee during its second interim of study were:

Senator W. Charlene Conklin, Waterloo, Chairman
Representative Charles E. Grassley, New Hartford, Vice Chairman
Senator Wilson L. Davis, Keokuk
Senator Gene V. Kennedy, Dubuque
Senator Cloyd E. Robinson, Cedar Rapids
Senator Richard L. Stephens, Crawfordsville
Representative Charles E. Knoblauch, Sr., Carroll
Representative Norman G. Rodgers, Adel
Representative Elizabeth O. Shaw, Davenport
Representative Delwyn D. Stromer, Garner
Dr. Roderick Bickert, Mason City

Mr. Robert Buck, Waukee
Mr. Roger E. Leavitt, Marcus
Mrs. Jane Paul, Henderson
Dr. Ralph Scott, Cedar Falls

The Committee decided at its first meeting of the 1972 interim to study areas assigned to it, other than the county school system, first to see if conclusions reached in the other areas will alter the Committee's recommendation concerning the abolishment of the county school system.

A Subcommittee on School Standards was established by the Chairman and Vice Chairman to review the provisions of Chapter 280 and section 257.25 of the Code. Chapter 280 of the Code presently prescribes a required course of study for all public and nonpublic schools in Iowa, except for the exempt Amish schools. Section 257.25 of the Code prescribes a minimum curriculum for schools and school districts which wish to be approved by the State Department of Public Instruction. With the help of Department of Public Instruction personnel, the Subcommittee reviewed each section and drafted a bill to be presented to the full Committee.

Members of the Subcommittee were:

Representative Elizabeth Shaw, Chairman
Senator Wilson Davis
Senator Cloyd Robinson
Representative Norman Rodgers
Mr. Roger Leavitt

After review and amendment the bill was finalized and is recommended for passage by the School Systems and Standards Study Committee. A copy is attached and by this reference made a part of this report.

The bill eliminates all duplication between section 275.25 and Chapter 280 of the Code. Chapter 280 will prescribe uniform school requirements and section 257.25 will set forth the minimum educational program.

A list of some of the changes made in section 257.25 follows:

1. Prekindergarten activities will stress the role of the family and its relationship to society.
2. Kindergarten activities will include those activities designed to develop a capacity for completion of individual tasks.
3. Children in grades one through six must be taught the effects of tobacco and drugs on the human body.
4. Students in grades nine through twelve must be taught government and cultures of other people and nations and

comparative and consumer economics, within their social studies programs.

5. A procedure is provided for approval of schools and school districts which wish to provide innovative programs and wish to be exempt from certain of the prescribed curricular requirements.
6. The Department of Public Instruction is allowed to set the requirements for school librarians and guidance counselors.
7. References to junior colleges and to area vocational schools and area community colleges have been removed. There no longer exist public junior colleges and Chapter 280A of the Code regulates area schools. However, the Committee recommends that the House and Senate Committees on Schools draft legislation providing approval procedures and procedures for removal from the approved list for merged area schools, to be placed in Chapter 280A of the Code. A copy of correspondence from the Chairman of the State Advisory Committee on Area Schools is attached to this Report and by this reference made a part thereof.
8. Minimum requirements concerning number of required library books in schools have been stricken.
9. School districts which have been removed from the approved list lose all state aid. The Superintendent of Public Instruction and the President of the State Board must confer with the school board and with boards of contiguous districts to assist the affected board in determining how best to offer an approved program. If the district does not merge and cannot provide an approved educational program, the State Board must merge the affected district with one or more contiguous districts.
10. The provisions relating to number of principals and to the joint employment of services and facilities by districts were moved to Chapter 280.

Chapter 280 has been completely rewritten and does not contain any provisions which are contained in section 257.25.

A new provision has been added to Chapter 280 which requires all schools to incorporate into their regular course offerings, teaching about career education to enable students to become familiar with the values of a work-oriented society.

A new provision has been added which requires each school board and the authorities in charge of each nonpublic school to evaluate their educational program and to develop long-range plans.

The section which establishes Bird Day on March 21 is repealed as well as the section which removes from the approved

list a school from which more than ten percent of the students drop out over a five-year period.

With regard to the school finance court decisions, the Committee was provided with summaries of court decisions in California (Serrano v. Priest), Minnesota (Van Dusartz v. Hatfield), Texas (Rodriguez v. San Antonio), and New Jersey (Robinson v. Cahill). In connection with the court decisions, the Committee heard a presentation from Mr. John Murray, Assistant Attorney General, concerning the suit which has been brought in Iowa opposing the present method of school finance. Mr. Murray also described Iowa's role as an amicus curiae, along with thirty other states, in the appeal to the United States Supreme Court of the Rodriguez case which was decided by the United States District Court in San Antonio. Mr. Murray expressed the belief that the Iowa Supreme Court will not act until after the United States Supreme Court has rendered a decision on the Rodriguez case.

Mr. Jim Henry of the Iowa Property Taxpayers Association, which has endorsed the Iowa suit, appeared before the Committee.

The following persons presented the views of their associations and organizations regarding the equity of the present school finance system in Iowa and changes to bring the Iowa plan in line with the recent court decisions:

Mr. Kenneth Wells, Iowa State Education Association
Mr. Ted Davidson, Iowa Association of School Boards
Mr. Marvin Selden, State Comptroller
Mr. Sam Wiley, School Budget Review Committee

The Committee recommends that the following amendments be made to the present school aid formula:

1. The surtax levy, if imposed, should not be included in a school district's subsequent budget ceiling.

2. A one-year delay in entering the surtax in the district's budget should be provided.

3. Maximum district cost (maximum budget) should be based on the previous year's budget rather than on the previous year's actual expenditures.

4. School districts should be allowed to use either the second Friday in February of the preceding school year or the second Friday in September of the current year whichever is higher when determining state aid, and a district with increased enrollment should be permitted to increase its maximum budget by the amount of increased state aid.

5. Any school district spending less than ninety percent of the state average per pupil cost should be allowed one hundred twenty-five percent of the allowable growth, but this should not affect the computation of the state average cost.

6. The maximum millage reduction should be eliminated.
7. The \$200 minimum aid per pupil should be eliminated.
8. School districts should be allowed to adjust their state aid computations to the new uniform financial accounting manual.
9. Special education should be removed from the definition of miscellaneous income in order that funds appropriated by the General Assembly for special education will not displace state aid funds which a school district is entitled to receive.

A copy of the bill to accomplish the preceding is attached to this Report and by this reference made a part thereof.

The Committee agreed that there are diversities in a district's ability to finance summer school programs, and some school districts which wish to expand their summer school programs will not be able to receive additional state aid. The Committee recommends that the Department of Public Instruction and the Office of State Comptroller review the present procedures used by school districts in financing summer school programs, with consideration given to allowing school districts to add summer school pupils to the fall enrollment in the same manner as full-time equivalency is added for shared-time students. The Department of Public Instruction and the Office of State Comptroller are directed to report their conclusions and recommendations to the House and Senate Committees on Schools of the Sixty-fifth General Assembly.

The Committee spent many hours wrestling with the problem of school organization and discussed at length the advantages and disadvantages of school districts containing large numbers of pupils and those districts containing lesser numbers of pupils. The Committee heard testimony from personnel from the Department of Public Instruction concerning the declining school enrollment. It was disclosed that the fall enrollment taken the second Friday in September and including both public and nonpublic school pupils (not including full-time equivalency figures for shared-time pupils) declined from 730,686 for fall 1970, to 722,455 for fall 1971, to 711,845 for fall 1972. It has been estimated by the Department of Public Instruction that the fall enrollment in 1973 will decline to 701,775 and in 1974 to 691,067. Personnel from the Department also prepared summaries of studies on the effect of school size and pupil achievement and adjustment.

Mr. Jack Menne, Student Counseling Service, Iowa State University; Mr. Thomas Schulze, Supervisor of Employment and Development, John Deere Des Moines Works; and Mr. Travis Martin, Hawkeye Institute of Technology, discussed achievements of the post high school student in relation to the size of his high school.

The Committee agreed that the declining enrollment of many school districts constitutes a serious problem, especially since state school foundation aid is paid on the basis of fall enrollment. However, the Committee members disagreed on the best procedure for a solution to the problem. Numerous proposals were

made by Study Committee members, but none received the requisite affirmative votes of three Senators and three Representatives.

Some members of the Committee believe that a commission should be established to evaluate the need for local school district organizational changes which will provide the greatest available educational opportunity, coupled with the most efficient use of the tax dollars. These members anticipate that the commission would employ adequate staff and consultants to study each district's needs and whether these needs are being provided under the district's present organization. The commission would be required to present a master plan to the General Assembly.

Other members of the Committee believe that if school reorganization occurs, it should occur voluntarily under the present reorganization law with plans being initiated by local school districts. These members believe that the only valid evidence presented to the Committee as an advantage of large school districts is wider diversity of curriculum. They also believe that school districts with low enrollments serve a useful purpose and can achieve considerable savings and enrich their programs by means of cooperative endeavors between districts and the use of new techniques such as educational television.

A minority reports recommending an assessment of selected school districts by the Department of Public Instruction is attached to this Report and by this reference made a part thereof.

The Committee also found that the quality and availability of special education services varies widely throughout the state. Although many Study Committee members agree that utilizing the merged area schools for providing special education services does not appear to be the best solution, the Committee was unable to agree on a delivery system for special education services and other special services. Many Committee members believe that the manner in which special services should be provided will depend upon the future school reorganization which occurs, either voluntarily or mandatorily.

Again, various procedures were proposed by Committee members, but none received the required affirmative votes of three Senators and three Representatives. The Committee is gratified, however, that when it began its study of the county school system in the spring of 1971, the only major proposal was the Department of Public Instruction's proposal for establishment of regional educational service systems, but since that time school personnel, school board members, and other persons interested in education have all met to discuss possible alternatives to the county school system.

The Iowa Association of School Boards has polled school board members and administrators and recommends that by July 1, 1975 all counties in the state be required to be members of joint county school systems of two or more counties which would meet minimum enrollment criteria. The Iowa Association of School Superintendents has recommended a similar proposal with a minimum of 20,000 pupils in the system or at least three counties.

A special committee composed of local district superintendents, county school superintendents, and area school superintendents was established by the Iowa Association of School Administrators. This Service Structure Committee made two alternative proposals. The first proposal offered, which would be effective in 1976, is to transfer all regulatory powers to the State Department of Public Instruction and to mandate that local school districts provide special education services individually, on a cooperative coordinated basis, by local districts contracting for services from another district, or by any other method approved by the State Board of Public Instruction. In-service training programs and consultant services could be provided in any of a number of different ways including by the individual district, through the area schools, by cooperative endeavors, by the Department of Public Instruction, or by institutions of higher education. The media centers would be administered by the area schools.

The second alternative offered by the Service Structure Committee is to require the formation of not more than twenty joint county systems approved by the State Board of Public Instruction with not less than 30,000 pupils and not less than \$300,000,000 total assessed valuation.

Passed Senate, Date _____ Passed House, Date _____
Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____
Approved _____

A BILL FOR

1 An Act relating to the educational program of schools.

2 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. Section two hundred fifty-seven point twenty-
2 five (257.25), Code 1973, is amended to read as follows:

3 257.25 EDUCATIONAL STANDARDS. In addition to the responsi-
4 bilities of the state board of public instruction and the
5 state superintendent of public instruction under other
6 provisions of the Code, the state board of public instruction
7 shall, except as otherwise provided in this section, establish
8 standards, regulations, and rules for ~~the approval of~~ approving
9 ~~all public, parochial, and private nursery, kindergarten,~~
10 ~~elementary, junior high, and high~~ nonpublic schools and ~~all~~
11 ~~area vocational schools, area community colleges, and public~~
12 ~~community or junior colleges~~ in Iowa offering instruction
13 at any or all levels from the prekindergarten level through
14 grade twelve. A list of approved schools shall be maintained
15 annually by the department of public instruction. ~~With respect~~
16 ~~to area or public community or junior colleges, such standards,~~
17 ~~regulations, and rules shall be established by the state board~~
18 ~~of public instruction and the state board of regents, acting~~
19 ~~jointly.~~ ~~Such~~ The approval standards, regulations, and rules
20 established by the state board shall ~~prescribe~~ delineate and
21 implement the ~~minimum curriculum~~ educational program described
22 below:

23 1. ~~Nursery school activities shall be designed to help~~
24 ~~children use and manage their bodies, extend their interests~~
25 ~~and understanding of the world about them, work and play with~~
26 ~~others and to express themselves.~~ If a school offers pre-
27 kindergarten activities, they shall emphasize the role of
28 the family and the child's developing sense of self and his
29 perception of others. Planning and carrying out
30 prekindergarten activities designed to initiate cooperative
31 efforts between home and school shall focus on parental consent
32 and community resources which parents and schools may wish
33 to utilize. A prekindergarten teacher shall hold a certificate
34 certifying that the holder is qualified to teach in
35 prekindergarten.

1 2. Kindergarten If a school offers kindergarten programs,
2 they shall include experiences designed to develop healthy
3 emotional and social living habits as well as a capacity for
4 the completion of individual tasks, protection and devel-
5 opment of physical being, and growth in expression, and the
6 language arts and communication readiness. A kindergarten
7 teacher shall hold a certificate certifying that the holder
8 is qualified to teach in kindergarten.

9 3. The following areas shall be taught in ~~the elementary~~
10 ~~school~~; grades one through six: Language arts, including
11 reading, handwriting, spelling, oral and written English,
12 and literature; social studies, including geography, history
13 of the United States and Iowa, history and contributions of
14 minority economic, racial and ethnic groups, cultures of other
15 peoples and nations, and American citizenship, including the
16 ~~elementary~~ study of national, state, and local government
17 in the United States; mathematics; science, including
18 conservation of natural resources; health and physical
19 education, including the effects of alcohol, ~~narcotics~~ tobacco,
20 drugs, and poisons on the human body; music; and art.

21 4. The following shall be taught in grades seven and eight
22 as a minimum program: Science, including conservation of
23 natural resources; mathematics; social studies, including
24 history and contributions of minority economic, racial and
25 ethnic groups, cultures of other peoples and nations, and
26 American citizenship; language arts which may shall include
27 reading, spelling, grammar, oral and written composition,
28 and may include other communication subjects; reading; physical
29 education; music; and art.

30 5. Provision for special education services and programs,
31 ~~which may be shared by public schools~~, shall be made for chil-
32 dren requiring special education, who are or would otherwise
33 be enrolled in kindergarten through grade eight of such
34 schools.

35 6. ~~School districts with organized and administered junior~~

1 ~~high-schools-not-limited-to-grades-seven-and-eight-must-include~~
2 ~~the-aforementioned-minimum-program-for-grades-seven-and-eight~~
3 ~~regardless-of-the-organizational-structure-of-the-district.~~

4 7 6. A-high-school; In grades nine through twelve, a unit
5 of credit shall consist of a course taught throughout the
6 academic year. The minimum program for grades nine through
7 twelve shall be:

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

11 b. Four units of the social studies. ~~Instruction-in~~
12 American history, American government, government and cultures
13 of other peoples and nations, and economics, including compara-
14 tive and consumer economics, shall be included taught in said
15 the units but need not be required as full units. All students
16 shall be required to take one unit of American history which
17 shall include the history and contributions of minority
18 economic, racial, and ethnic groups and one half unit of the
19 governments of Iowa and the United States.

20 c. Four units of English, including language arts.

21 d. Four units of a sequential program in mathematics.

22 e. One unit of general mathematics.

23 f. Two units of one foreign language. However, the units
24 of foreign language may be taught in alternate years, provided
25 there is no break in the progression of instruction from one
26 year to the next.

27 g. One unit of physical education with one-eighth unit
28 each semester required of each pupil, except that any pupil
29 participating in an organized and supervised high school
30 athletic program which requires at least as much time of
31 participation per week as such one-eighth unit may be excused
32 from the physical education course during the time of his
33 participation in such athletic program.

34 h. Five units of practical arts;--~~Subjects-in-this-area~~
35 which may include business education (including commercial

1 typewriting), industrial arts, homemaking, agriculture,
2 distributive education, and health occupations.

3 ~~A-unit-shall-consist-of-one-academic-year-instruction-in~~
4 ~~the-subject.~~

5 8 i. Courses in the fine arts shall be taught which may
6 include art, music, and dramatics :

7 a.--Art.

8 b.--Music.

9 c.--Dramatics.

10 7. Upon request of the board of directors of any public
11 school district or the authorities in charge of any nonpublic
12 school, the state board of public instruction may, for a
13 number of years to be specified by the state board, grant
14 the district board or the authorities in charge of any
15 nonpublic school exemption from one or more of the requirements
16 of the educational program specified in subsection six (6).
17 The exemption may be renewed. Such exemptions shall be granted
18 only if the state board deems that the request made is an
19 essential part of a planned innovative curriculum project
20 which the state board determines will adequately meet the
21 educational needs and interests of the pupils and be broadly
22 consistent with the intent of the educational program as
23 defined in subsection six (6).

24 The request for exemption shall include all of the
25 following:

26 a. Rationale of the project to include supportive research
27 evidence.

28 b. Objectives of the project.

29 c. Provisions for administration and conduct of the
30 project, including the use of personnel, facilities, time,
31 techniques, and activities.

32 d. Plans for evaluation of the project by testing and
33 observational measures of pupil progress in reaching the
34 objectives.

35 e. Plans for revisions of the project based on evaluation

1 measures.

2 f. Plans for periodic reports to the department of public
3 instruction.

4 g. The estimated cost of the project.

5 9 8. To facilitate the implementation and economical
6 operation of the aforementioned educational program defined
7 in subsections four (4) and six (6) of this section, each
8 junior-ex-senior-high school offering any of grades seven
9 through twelve, except a school which offers grades one through
10 eight as an elementary school, shall have:

11 a. A qualified school librarian who shall meet the
12 certification and approval standards prescribed by the depart-
13 ment of public instruction and adequate library facilities
14 as hereinafter defined.

15 (1) LIBRARIAN. The librarian may be employed on a part-
16 time or full-time basis, or may devote only part time to
17 library service activities, according to the needs of the
18 school and the availability of library personnel, as determined
19 by the local board. The state board shall recommend standards
20 based upon the number of students in attendance, the nature
21 of the academic curriculum, and other appropriate factors.

22 ~~{2}--PREPARATION--The-librarian-shall-meet-the-require-~~
23 ~~ments-for-classroom-teachers-with-reference-to-a-degree-or~~
24 ~~to-general-and-professional-preparation-~~

25 {3} (2) ORGANIZATION AND ADEQUACY OF COLLECTION. The
26 library shall be organized as a resource center of instruc-
27 tional material for the entire educational program. The
28 number and kind of library and reference books, periodicals,
29 newspapers, pamphlets, information files, audio-visual
30 materials, and other learning aids shall be adequate for the
31 number of pupils and the needs of instruction in all courses.

32 ~~{4}--ADEQUACY-OF-COLLECTION--A-minimum-collection-of-one~~
33 ~~thousand-two-hundred-books-exclusive-of-high-school-textbooks~~
34 ~~and-appropriate-for-the-instruction-needs-of-pupils, or at~~
35 ~~least-seven-books-per-pupil-enrolled, whichever-is-the-larger,~~

1 shall-be-provided-in-the-library-until-a-school's-enrollment
2 reaches-five-hundred, at-least-four-additional-books-shall
3 be-provided-for-each-pupil-from-five-hundred-to-two-thousand
4 enrolled, and-at-least-three-additional-books-per-pupil-shall
5 be-provided-for-each-pupil-above-two-thousand-enrolled.--An
6 adequate-collection-of-periodical-and-file-material-shall
7 be-provided.

8 b. A qualified school guidance counselor and-ether-pupil
9 personnel-services who shall meet the certification and
10 approval standards prescribed by the department of public
11 instruction. The guidance counselor may be employed on a
12 part-time or full-time basis, or may devote only part time
13 to counseling services, according to the needs of the school
14 and the availability of guidance personnel, as determined
15 by the local board. The state board shall recommend standards
16 based upon the number of students in attendance and other
17 appropriate factors. Other members of the noninstructional
18 professional staff, including but not limited to physicians,
19 dentists, nurses, school psychologists, speech therapists,
20 and other specialists, may also be employed or shared by one
21 or more schools. The guidance counselor shall meet the
22 certification and approval standards of the department of
23 public instruction and noninstructional staff members shall
24 meet the professional practice requirements of this state
25 relating to their special services.

26 c. Provision Arrangement for special education services,
27 which-may-be-shared-by-public-schools.

28 d. Adequate instructional materials for classrooms
29 including-audio-visual.

30 40.--After-July-1, 1966, no-public-school-shall-participate
31 in-or-allow-students-representing-such-public-school-to
32 participate-in-any-extracurricular-inter-scholastic-contest
33 or-competition-which-is-sponsored-or-administered-by-an
34 organization-as-defined-in-this-subsection, unless-such-organi-
35 zation-(a)-is-registered-with-the-state-department-of-public

1 instruction, (b) files financial statements with the state
2 department in the form and at the intervals prescribed by
3 the state board of public instruction, and (c) is in compliance
4 with rules and regulations which the state board of public
5 instruction shall adopt for the proper administration, super-
6 vision, operation, eligibility requirements, and scheduling
7 of such extracurricular interscholastic contests and competi-
8 tions and such organizations, -- For the purposes of this subsec-
9 tion "organization" means any corporation, association, or
10 organization which has as one of its primary purposes the
11 sponsoring or administration of extracurricular interscholastic
12 contests or competitions, but shall not include any agency
13 of this state, any public or private school or school board,
14 or any athletic conference or other association whose
15 interscholastic contents or competitions do not include more
16 than twenty schools.

17 44 9. The As a basis for inclusion on the annually
18 published list of approved schools, the state department of
19 public instruction shall supervise and evaluate the school
20 educational program in the several school districts systems
21 of the state for the purpose purposes of school improvement
22 and approval, and each public and nonpublic school system
23 shall make such reports as the superintendent of public
24 instruction deems necessary to show compliance with the curric-
25 ulum programs and other requirements prescribed in the Code.

26 The state superintendent shall make recommendations and
27 suggestions in writing to each school, college, and school
28 district which is subject to this section wherein when the
29 department of public instruction determines, after due
30 investigation, that deficiencies exist in any school or school
31 district.

32 In addition to all other requirements of the laws of Iowa,
33 every school, college or school district subject to this
34 section shall have and provide adequate administration, school
35 staffing, personnel assignment, teacher qualifications,

1 certification, facilities, equipment, grounds, graduation
2 requirements, instruction, instructional materials,
3 maintenance, and policies on extracurricular activities.
4 ~~Public-junior-or-community-colleges-shall-provide-adequate~~
5 ~~courses-of-study.~~

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

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

24 ~~42~~ 10. The state board of public instruction shall remove
25 for cause, after due investigation and notice, any such school,
26 ~~college,~~ or school district failing from the approved list
27 which fails to comply with such approval standards, rules,
28 and regulations ~~from the approved list, which removal shall,~~
29 ~~during the period of noncompliance, permit parents of children~~
30 ~~eligible for school attendance to request the county board~~
31 ~~of education to designate their children to an approved school~~
32 ~~with the district of residence responsible for the tuition~~
33 ~~and transportation costs. The county board of education is~~
34 ~~hereby authorized to make such designation. Procedure, insofar~~
35 ~~as applicable, shall be that provided in chapter 285. In~~

1 the event a parent of such child so designated is dissatisfied
2 with said designation, appeal may be made to the state
3 superintendent of public instruction as provided in section
4 285.42. -- A school, college, or school district which is removed
5 from the approved list in accordance with this section shall
6 be ineligible to receive state financial aid during the period
7 of noncompliance. The state board shall allow a reasonable
8 period of time, which shall be at least one year, for
9 compliance with such approval standards, rules, and
10 regulations, if such school, college, or school district is
11 making a good faith effort and substantial progress toward
12 full compliance and if the failure to comply is due to factors
13 beyond the control of the board of directors or governing
14 body of such school, college, or school district. In allowing
15 such time for compliance, the board shall follow consistent
16 policies, taking into account the circumstances of each case.
17 The reasonable period of time for compliance may be, but need
18 not be, given prior to the one-year notice requirement that
19 is required under subsection 43 eleven (11) of this section.
20 A school or school district which is removed from the approved
21 list pursuant to the provisions of this section shall be
22 ineligible to receive state financial aid during the period
23 of noncompliance.

24 The superintendent of public instruction and the president
25 of the state board shall confer with the affected school board
26 and with the school boards of contiguous school districts
27 to assist the affected school board in determining how best
28 to offer the students of that district an approved educational
29 program. When a school district has been removed from the
30 approved list, is ineligible to receive state aid, and can
31 no longer continue to operate, the board of directors shall
32 seek to merge the territory of the school district with one
33 or more contiguous school districts pursuant to the provisions
34 of chapter two hundred seventy-five (275). If by the first
35 of July the following school year, the district has not met

1 the approval standards and any portion of the district has
2 not been merged with one or more contiguous school districts,
3 the portion that has not been merged shall be merged with
4 one or more contiguous school districts by the state board
5 and the provisions of sections two hundred seventy-five point
6 twenty-five (275.25) through two hundred seventy-five point
7 thirty-eight (275.38) shall apply.

8 43 11. The department of public instruction shall give
9 any school, ~~college~~, or school district which is to be removed
10 from the approved list at least one-year notice. Such notice
11 shall be given by registered or certified mail addressed to
12 the superintendent of the school district or the corresponding
13 official of a private school, and shall specify the reasons
14 for removal. Such notice shall also be sent by ordinary mail
15 to each member of the board of directors or governing body
16 of the school, ~~college~~, or school district, and to the news
17 media which serve the area where the school, ~~college~~, or
18 school district is located; but any good faith error or failure
19 to comply with this sentence shall not affect the validity
20 of any action by the state board. If, during said year, the
21 school, ~~college~~, or school district remedies the reasons for
22 removal and satisfies the state board that it will thereafter
23 comply with the laws, approval standards, rules, and
24 regulations, the state board shall continue such school,
25 ~~college~~, or school district on the approved list and shall
26 give the school, ~~college~~, or school district notice of such
27 action by registered or certified mail. At any time during
28 said year, the board of directors or governing body of the
29 school, ~~college~~, or school district may request a public
30 hearing before the state board of public instruction, by
31 mailing a written request to the state superintendent by
32 registered or certified mail. The president of the state
33 board shall promptly set a time and place for the public hear-
34 ing, which shall be either in Des Moines or in the affected
35 area. At least thirty days' notice of the time and place

1 of the hearing shall be given by registered or certified mail
2 addressed to the superintendent of the school district or
3 the corresponding official of a private school. Notice At
4 least ten days before the hearing, notice of the time and
5 place of the hearing and the reasons for removal shall also
6 be published by the state department in a newspaper of general
7 circulation in the area where the school, college, or school
8 district is located, at least ten days before the hearing.
9 At the hearing the school, college, or school district may
10 be represented by counsel and may present evidence. The state
11 board may provide for the hearing to be recorded or reported.
12 If requested by the school, college, or school district at
13 least ten days before the hearing, the state board shall
14 provide for the hearing to be recorded or reported at the
15 expense of such school, college, or school district, using
16 any reasonable method specified by such school, college, or
17 school district. Within ten days after the hearing, the state
18 board shall render its written decision, signed by a majority
19 of its members, and shall affirm, modify, or vacate the action
20 or proposed action to remove the school, college, or school
21 district from the approved list.

22 44 12. Notwithstanding the foregoing provisions of this
23 section and as an exception to their requirements, a private
24 high school or private combined junior-senior high school
25 operated for the express purpose of teaching a program designed
26 to qualify its graduates for matriculation at accredited four-
27 year or equivalent liberal arts, scientific, or technological
28 colleges or universities shall be placed on a special approved
29 list of college preparatory schools, which list shall signify
30 approval of the school for such express purpose only, provided
31 that:

32 a. Such school complies with minimum standards established
33 by provisions of the Code other than this section, and adminis-
34 trative rules thereunder, applicable to:

35 (1) Courses comprising such limited program.

1 (2) Health requirements for personnel.

2 (3) Plant facilities.

3 (4) Other environmental factors affecting such programs.

4 b. At least eighty percent of those graduating from such
5 school within the annually most recent four calendar years,
6 other than those graduating who are aliens, graduates entering
7 military or alternative civilian service, or graduates deceased
8 or incapacitated before college acceptance, have been accepted
9 by accredited four-year or equivalent liberal arts, scientific,
10 or technological colleges or universities.

11 Any school claiming to be a private college preparatory
12 school which fails in any year to comply with the requirement
13 of paragraph "b" of this subsection shall be placed on the
14 special approved list of college preparatory schools proba-
15 tionally if such school complies with the requirements of
16 paragraph "a" of this subsection, but such probational approval
17 shall not continue for more than four successive years.

18 ~~15.--The board or governing body of each school or school~~
19 ~~district shall provide such principals as it finds neces-~~
20 ~~sary to provide effective supervision and administration for~~
21 ~~each school and its faculty and student body.~~

22 ~~16.--Any two or more school districts may jointly employ~~
23 ~~and share the services of any school personnel, or acquire~~
24 ~~and share the use of classrooms, laboratories, equipment,~~
25 ~~and facilities.~~

26 Sec. 2. Chapter two hundred eighty (280), Code 1973, is
27 amended by striking the chapter and inserting in lieu thereof
28 sections three (3) through sixteen (16) of this Act.

29 Sec. 3. NEW SECTION. TITLE. This chapter may be known
30 and shall be cited as the Uniform School Requirements Chapter.

31 Sec. 4. NEW SECTION. DEFINITIONS. The term "public
32 school" means any school directly supported in whole or in
33 part by taxation. The term "nonpublic school" means any other
34 school.

35 Sec. 5. NEW SECTION. DUTIES OF BOARD. The board of

1 directors of each public school district and the authorities
2 in charge of each nonpublic school shall prescribe the minimum
3 educational program for the schools under their jurisdictions.
4 The minimum educational program shall be the curriculum set
5 forth in section two hundred fifty-seven point twenty-five
6 (257.25) of the Code, except as otherwise provided by law.

7 A nonpublic school which is unable to meet the minimum
8 educational program may request an exemption from the state
9 board of public instruction. The authorities in charge of
10 the nonpublic school shall file with the superintendent of
11 public instruction the names and locations of all schools
12 desiring to be exempted and the names, ages, and post office
13 addresses of all pupils of compulsory school age who are
14 enrolled. The superintendent, subject to the approval of
15 the state board, may exempt the nonpublic school from
16 compliance with the minimum educational program for two school
17 years. When the exemption has once been granted, renewal
18 of the exemption for each succeeding school year may be
19 conditioned by the state superintendent, with the approval
20 of the board, upon proof of achievement in the basic skills
21 of arithmetic, the communicative arts of reading, writing,
22 grammar, and spelling, and an understanding of United States
23 history, history of Iowa, and the principles of American
24 government, of the pupils of compulsory school age exempted
25 in the preceding year. Proof of achievement shall be
26 determined on the basis of tests or other means of evalua-
27 tion prescribed by the superintendent of public instruction
28 with the approval of the board of public instruction. The
29 testing or evaluation, if required, shall be accomplished
30 prior to submission of the request for renewal of the
31 exemption. Renewal requests shall be filed with the
32 superintendent of public instruction by April fifteenth of
33 the school year preceding the school year for which the
34 applicants desire exemption. This section shall not apply
35 to schools eligible for exemption under section two hundred

1 ninety-nine point twenty-four (299.24) of the Code.

2 The board of directors of each public school district and
3 the authorities in charge of each nonpublic school shall
4 establish and maintain attendance centers based upon the needs
5 of the school age pupils enrolled in the school district or
6 nonpublic school. Kindergarten and prekindergarten programs
7 may be provided. In addition, the board of directors or
8 governing authority may include in the educational program
9 of any school such additional courses, subjects, or activities
10 which it deems fit the needs of the pupils.

11 Sec. 6. NEW SECTION. MEDIUM OF INSTRUCTION. The medium
12 of instruction in all secular subjects taught in both public
13 and nonpublic schools shall be the English language, and the
14 use of any language other than English in secular subjects
15 except as is necessary for the teaching of foreign languages
16 is prohibited.

17 Sec. 7. NEW SECTION. DISPLAY OF UNITED STATES FLAG.
18 The board of directors of each public school district and
19 the authorities in charge of each nonpublic school shall
20 provide and maintain a suitable flagstaff on each school site
21 under its control, and the United States flag shall be raised
22 on all school days when weather conditions are suitable.

23 Sec. 8. NEW SECTION. BIBLE. The Bible shall not be
24 excluded from any public school or institution in the state,
25 nor shall any child be required to read it contrary to the
26 wishes of his parent or guardian.

27 Sec. 9. NEW SECTION. DENTAL CLINICS. Boards of directors
28 in all public school districts may establish and maintain
29 dental clinics for children and offer courses of instruction
30 on mouth hygiene. The boards may employ such legally qualified
31 dentists and dental hygienists as may be necessary to
32 accomplish the purpose of this section. The cost of the
33 dental clinic shall be paid from the general fund.

34 Sec. 10. NEW SECTION. SPECIAL EDUCATION REQUIRED. The
35 board in each public school district shall make provision

1 whereby special education services are made available to all
2 handicapped pupils enrolled or who would otherwise be enrolled
3 in its schools. Programs offered under this section shall
4 comply with rules and standards promulgated by the state board
5 of public instruction and shall be subject to approval and
6 reimbursement of excess costs as provided in chapter two
7 hundred eighty-one (281) of the Code. Programs offered under
8 this section may be carried on by cooperative arrangements
9 between district boards of directors and county boards of
10 education as provided by chapter two hundred eighty-one (281)
11 of the Code.

12 Sec. 11. NEW SECTION. CAREER EDUCATION. The board of
13 directors of each local public school district and the
14 authorities in charge of each nonpublic school shall
15 incorporate into the educational program the total concept
16 of career education to enable students to become familiar
17 with the values of a work-oriented society. Curricular and
18 co-curricular teaching-learning experiences from the
19 prekindergarten level through grade twelve shall be provided
20 for all students currently enrolled in order to develop an
21 understanding that employment may be meaningful and satisfying.

22 Essential elements in career education programs shall
23 include, but not be limited to:

- 24 1. Awareness of self, others, and the needs of society.
- 25 2. Experiences in awareness and exploration in employment
26 and personal decision making.
- 27 3. Experiences which help students to implement work
28 values and work skills into their lives.

29 Sec. 12. NEW SECTION. EYE-PROTECTIVE DEVICES. Every
30 student and teacher in any public or nonpublic school, or
31 college or university shall wear industrial quality eye-
32 protective devices at all times while participating, and while
33 in a room or other enclosed area where others are
34 participating, in any phase or activity of a course which
35 may subject the student or teacher to the risk or hazard of

1 eye injury from the materials or processes used in any of
2 the following courses:

3 1. Vocational or industrial arts shops or laboratories
4 involving experience with any of the following:

5 a. Hot molten metals.

6 b. Milling, sawing, turning, shaping, cutting, grinding,
7 or stamping of any solid materials.

8 c. Heat treatment, tempering, or kiln firing of any metal
9 or other materials.

10 d. Gas or electric arc welding.

11 e. Repair or servicing of any vehicle while in the shop.

12 f. Caustic or explosive materials.

13 2. Chemical or combined chemical-physical laboratories
14 involving caustic or explosive chemicals or hot liquids or
15 solids when risk is involved. Visitors to such shops and
16 laboratories shall be furnished with and required to wear
17 the necessary safety devices while such programs are in
18 progress.

19 It shall be the duty of the teacher or other person super-
20 vising the students in said courses to see that the above
21 requirements are complied with. Any student failing to comply
22 with such requirements may be temporarily suspended from
23 participation in the course and the registration of a student
24 for the course may be canceled for willful, flagrant, or
25 repeated failure to observe the above requirements.

26 The board of directors of each local public school district
27 and the authorities in charge of each nonpublic school shall
28 provide the safety devices required herein. Such devices
29 may be paid for from the general fund, but the board may
30 require students and teachers to pay for the safety devices
31 and shall make them available to students and teachers at
32 no more than the actual cost to the district or school.

33 "Industrial quality eye-protective devices", as used in
34 this section, means devices meeting American National Standard
35 Z87.1-1968, Practice for Occupational and Educational Eye

1 and Face Protection promulgated by the American National
2 Standards Institute, Inc.

3 Sec. 13. NEW SECTION. EVALUATION OF EDUCATIONAL PROGRAM.

4 The board of directors of each public school district and
5 the authorities in charge of each nonpublic school shall:

6 1. Determine major educational needs and rank them in
7 priority order.

8 2. Develop long-range plans to meet such needs.

9 3. Establish and implement continuously evaluated year-
10 by-year short-range and intermediate-range plans to attain
11 the desired levels of pupil achievement.

12 4. Maintain a record of progress under the plan.

13 5. Make such reports of progress as the superintendent
14 of public instruction shall require.

15 Sec. 14. NEW SECTION. REQUIREMENTS FOR INTERSCHOLASTIC

16 CONTESTS AND COMPETITIONS. No public school shall participate

17 in or allow students representing a public school to

18 participate in any extracurricular interscholastic contest

19 or competition which is sponsored or administered by an

20 organization as defined in this section, unless the

21 organization is registered with the state department of public

22 instruction, files financial statements with the state

23 department in the form and at the intervals prescribed by

24 the state board of public instruction, and is in compliance

25 with rules and regulations which the state board of public

26 instruction shall adopt for the proper administration,

27 supervision, operation, adoption of eligibility requirements,

28 and scheduling of such extracurricular interscholastic contests

29 and competitions and such organizations. For the purposes

30 of this section "organization" means any corporation, asso-

31 ciation, or organization which has as one of its primary pur-

32 poses the sponsoring or administration of extracurricular

33 interscholastic contests or competitions, but shall not include

34 an agency of this state, a public or private school or school

35 board, or an athletic conference or other association whose

1 its faculty and student body.

2 Sec. 16. NEW SECTION. JOINT EMPLOYMENT AND SHARING.
3 Any two or more public school districts may jointly employ
4 and share the services of any school personnel, or acquire
5 and share the use of classrooms, laboratories, equipment,
6 and facilities.

7 Sec. 17. Section four hundred forty-two point thirteen
8 (442.13), Code 1973, is amended by adding the following new
9 subsection:

10 NEW SUBSECTION. The committee may recommend that two or
11 more school districts jointly employ and share the services
12 of any school personnel, or acquire and share the use of
13 classrooms, laboratories, equipment, and facilities as
14 specified in section sixteen (16) of this Act.

15 Sec. 18. Sections two hundred fifty-seven point twenty-
16 seven (257.27) and two hundred seventy-nine point thirty-nine
17 (279.39), Code 1973, are repealed.

18 EXPLANATION

19 This bill clarifies present law regarding curriculum
20 requirements for schools in Iowa. Presently chapter 280 of
21 the Code prescribes a required course of study for all public
22 and nonpublic schools in the state, except for the exempted
23 Amish schools. Section 257.25 of the Code prescribes a minimum
24 curriculum requirement for those schools and school districts
25 which wish to be approved by the State Department of Public
26 Instruction. The bill eliminates all duplications between
27 the two. Schools are required to meet the requirements for
28 approval, but may request exemption from the state board of
29 public instruction.

30 The bill revises the requirements for prekindergarten pro-
31 grams and makes some changes in requirements for the minimum
32 educational programs of school students.

33 A new subsection has been added to provide a procedure
34 for schools and school districts who wish to provide innovative
35 programs to be approved but to be exempt from certain of the

1 prescribed curricular requirements.

2 The Department of Public Instruction is empowered to set
3 the requirements for school librarians and guidance counselors.

4 References to junior colleges and to area schools and area
5 community colleges have been removed from section 257.25.

6 There no longer exist junior colleges and chapter 280A of
7 the Code regulates area schools.

8 A procedure is prescribed for school districts which have
9 been removed from the approved list.

10 A new section requiring every school to teach about career
11 education has been added.

12 The authorities in charge of each school and the board
13 of each school district are required to develop long-range
14 plans for their educational programs.

15 For a more complete explanation of the bill, please see
16 the Final Report of the School Systems and Standards Study
17 Committee.

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Tentative Draft #2
Legislative Service Bureau
December, 1972
Prepared for the School
Systems and Standards
Study Committee

Passed Senate, Date _____ Passed House, Date _____
Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____
Approved _____

A BILL FOR

1 An Act relating to the state school foundation program.
2 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. Section four hundred forty-two point one
2 (442.1), Code 1973, is amended to read as follows:

3 442.1 STATE SCHOOL FOUNDATION PROGRAM. This chapter
4 establishes a state school foundation program. For each
5 school year, each school district in the state is entitled
6 to receive state school foundation aid, which shall be an
7 amount per pupil ~~in-fall-enrollment~~ equal to the difference
8 between the amount per pupil ~~in-fall-enrollment~~ of foundation
9 property tax plus miscellaneous income in the district, and
10 the state foundation base or the district cost per pupil,
11 whichever is less. ~~However, if the amount so determined for~~
12 ~~any district is less than two hundred dollars per pupil in~~
13 ~~fall enrollment, the district is entitled to receive not less~~
14 ~~than two hundred dollars per pupil in fall enrollment except~~
15 ~~when a district's total general fund millage rate for any~~
16 ~~school year, is reduced to ninety percent of the district's~~
17 ~~total general fund millage rate for the school year beginning~~
18 ~~July 1, 1970. In this case the district is entitled to receive~~
19 ~~only that portion of the two hundred dollars per pupil neces-~~
20 ~~sary to retain that ten percent reduction.~~

21 Sec. 2. Section four hundred forty-two point three (442.3),
22 Code 1973, is amended to read as follows:

23 442.3 STATE FOUNDATION BASE. The state foundation base
24 for the school year beginning July 1, 1972, is seventy percent
25 of the state cost per pupil for that year. For each suc-
26 ceeding school year the state foundation base shall be in-
27 creased by the amount of one percent of the state cost per
28 pupil, up to a maximum of eighty percent of the state cost
29 per pupil. ~~The district foundation base is the larger of~~
30 ~~the state foundation base or the amount per pupil in fall~~
31 ~~enrollment which the district will receive from foundation~~
32 ~~property tax, miscellaneous income, and state school foundation~~
33 ~~aid.~~

34 Sec. 3. Section four hundred forty-two point four (442.4),
35 Code 1973, is amended to read as follows:

1 442.4 FALL ENROLLMENT. Fall enrollment ~~shall be~~ and
2 spring enrollment are determined by adding the resident pupils
3 and the out-of-state pupils who are enrolled on the second
4 Friday of September or the second Friday of February of each
5 year in public elementary and secondary schools of the
6 district, in public elementary and secondary schools in another
7 district or state for which tuition is paid by the district,
8 and in special education programs for which tuition is paid
9 by the district whether the special education program is
10 conducted by a county board of education or another school
11 district.

12 Shared-time and part-time pupils of school age shall be
13 counted in the proportion that the time for which they are
14 enrolled or receive instruction for the school year bears
15 to the time that full-time pupils carrying a normal course
16 schedule, at the same grade level, in the same school district,
17 for the same school year, are enrolled and receive instruction.

18 Each school district shall certify its fall enrollment
19 to the state department of public instruction by September
20 25 of each year, and its spring enrollment by February 25
21 of each year, and the information shall be promptly forwarded
22 to the state comptroller. The state comptroller shall
23 determine the amount of state school foundation aid for each
24 school district by using its most recent certified fall
25 enrollment or spring enrollment, whichever is larger.

26 Sec. 4. Section four hundred forty-two point five (442.5),
27 Code 1973, is amended by striking the section and inserting
28 in lieu thereof the following:

29 442.5 MISCELLANEOUS INCOME. For the school year beginning
30 July 1, 1973, and for each succeeding school year, miscella-
31 neous income means income to the school district's general
32 fund which is not obtained directly from any of the following
33 sources:

- 34 1. Property tax.
- 35 2. State aid provided in chapter four hundred forty-two

1 (442).

2 3. State aid provided for special education.

3 4. Federal aids or reimbursements.

4 5. A school district income surtax.

5 Sec. 5. Section four hundred forty-two point six (442.6),
6 Code 1973, is amended to read as follows:

7 442.6 DISTRICT COST--BASE YEAR--BUDGET YEAR. As used
8 in this chapter, "district cost" means the total general fund
9 expenditures budgeted by a district for the-current a school
10 year or-anticipated-expenditures-for-the-budget-year-of-a
11 district-which-are-payable-from-the-school-general-fund, less
12 the amount which is raised by a school district income surtax
13 allocated to that year.

14 As used in this chapter, "base year" means the school
15 year ending during the calendar year in which a budget is
16 prepared, and "budget year" means the school year beginning
17 during the calendar year in which a budget is prepared.

18 Sec. 6. Section four hundred forty-two point nine (442.9),
19 subsection one (1), Code 1973, is amended to read as follows:

20 442.9 MAXIMUM GENERAL-FUND-BUDGET DISTRICT COST AND
21 ADDITIONAL SCHOOL DISTRICT PROPERTY TAX LEVY.

22 1. The state comptroller shall determine the maximum
23 district cost and the additional school district property
24 tax levy for each school district, which-is-in-addition-to
25 the-foundation-property-tax-levy, as follows:

26 a. The district cost per pupil in fall enrollment for
27 the-current-school-year-ending-June-30-each in the base year,
28 plus the allowable growth or the district's modified allowable
29 growth, determines the maximum district cost per pupil for
30 the-school-year-beginning-July-1-each in the budget year.
31 However,-if If the district cost per pupil in fall enrollment
32 for-the-current-school-year-ending-June-30-each in the base
33 year exceeds one hundred ten percent of the state cost per
34 pupil, the school budget review committee shall review the
35 proposed budget and may establish the-amount-of a modified

1 allowable growth for that district, ~~not to exceed the~~
2 ~~limitations in section 442.7~~ which is less than the allowable
3 growth, or if the district cost per pupil in fall enrollment
4 in the base year is less than ninety percent of the state
5 cost per pupil, the state comptroller shall establish a
6 modified allowable growth for that district which is one and
7 one-fourth times the allowable growth.

8 b. The maximum district cost per pupil multiplied by the
9 number of pupils in fall enrollment ~~for the school year~~
10 ~~beginning July 1 each~~ in the budget year, determines the
11 maximum district cost for each district in the budget year.
12 However, if the state comptroller uses a higher spring enroll-
13 ment to compute state school foundation aid for a district,
14 the amount of additional foundation aid so obtained shall
15 be added to the district's maximum district cost in the budget
16 year. A school district may not exceed its maximum district
17 cost unless additional millage is authorized or supplemental
18 state aid is distributed to the district by the school budget
19 review committee as provided in section 442.13, subsection
20 5, or unless an additional amount is raised by a school
21 district income surtax approved by the voters.

22 c. The ~~district~~ state foundation base multiplied by the
23 number of pupils in fall enrollment in the budget year, and
24 the product, plus ~~any moneys~~ state aid for special education
25 and federal aids or reimbursements which are excluded from
26 miscellaneous income, subtracted from the lesser of the actual
27 or maximum district cost ~~for the school year beginning July~~
28 ~~1 each~~ in the budget year, determines the amount to be raised
29 by the additional school district property tax levy, subject
30 to the maximum millage provided in section 442.10, any
31 additional millage authorized by the school budget review
32 committee under section 442.13, subsection 5, paragraph "a",
33 or the maximum millage reduction provided in section 442.21.
34 Any additional millage authorized by the school budget review
35 committee under section four hundred forty-two point thirteen

1 (442.13), subsection five (5), paragraph a, may be added to
2 the additional school district property tax levy.

3 Sec. 7. Section four hundred forty-two point eleven
4 (442.11), unnumbered paragraph one (1), is amended by striking
5 the paragraph and inserting in lieu thereof the following:

6 For the school year beginning July 1, 1972, and for the
7 next four succeeding school years, the state shall provide
8 guaranteed state aid, in addition to state school foundation
9 aid, in the amount necessary for any school district to meet
10 its actual or maximum district cost, whichever is less, if
11 the sum of the following amounts of income to the district
12 is not equal to that cost:

13 1. Maximum millage, excluding any additional millage
14 authorized by the school budget review committee under section
15 four hundred forty-two point thirteen (442.13), subsection
16 five (5), paragraph a.

17 2. State school foundation aid.

18 3. Miscellaneous income.

19 4. State aid for special education and federal aids and
20 reimbursements which are excluded from miscellaneous income.

21 Sec. 8. Section four hundred forty-two point twenty-one
22 (442.21), Code 1973, is amended to read as follows:

23 442.21 MAXIMUM MILLAGE REDUCTION. If the functioning
24 of the state school foundation program established by this
25 chapter causes a reduction in any school district, for the
26 school year beginning July 1, 1972, of more than ten percent
27 of the district's total general fund millage for the school
28 year beginning July 1, 1970, the reduction for the school
29 year beginning July 1, 1972, is limited to that ten percent;
30 ~~and the reduction for each of the school years beginning July~~
31 ~~17-1973, and July 17-1974, is limited to ten percent of the~~
32 ~~preceding year's millage.~~ However, if this limitation re-
33 sults in a district millage levy which raises more than the
34 district needs to meet the lesser of its actual or maximum
35 district cost, the ten percent limitation does not apply,

1 and the district may reduce its millage as much as can be
2 done without entitling the district to state school foundation
3 aid. The state comptroller shall compute any maximum millage
4 reduction required by this section, and shall notify the
5 school boards accordingly.

6 EXPLANATION

7 This bill amends the state school foundation program to
8 provide the following:

9 1. Elimination of the \$200 per pupil minimum in state
10 school foundation aid. (442.1)

11 2. Elimination of reference to a district foundation base
12 which is other than the state foundation base. With the \$200
13 minimum eliminated, all schools will use the state foundation
14 base. (442.3)

15 3. Provision for computing spring enrollment on the second
16 Friday of February, as well as fall enrollment on the second
17 Friday of September. Also, the comptroller will compute state
18 school foundation aid by using the higher of the two. (442.4)
19 Extra state aid obtained by using a higher spring enrollment
20 will be added to the district's maximum district cost. (442.9)

21 4. Miscellaneous income is redefined to consolidate the
22 definitions contained in the session laws, and to exclude
23 state aid for special education. (442.5)

24 5. District cost is redefined to mean the budgeted expendi-
25 tures, less any school district income tax. (442.6)

26 6. New definitions are added for "base year" and "budget
27 year" to aid in the computation of maximum district cost for
28 the budget year. (442.6)

29 7. Computation of maximum district cost is restated to
30 incorporate the other changes in the program, and to allow
31 for establishment of a modified allowable growth of one and
32 one-fourth times the allowable growth for a district with
33 costs which are 90% or less of the state cost. (442.9)

34 8. Definition of guaranteed state aid is clarified to
35 match other changes in the law.

1 9. Maximum millage reduction is discontinued after the
2 '72 school year.
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STATE ADVISORY COMMITTEE ON AREA SCHOOLS

EARL YODER
Chairman
Iowa City

MRS. WILLIS HOOD
Vice-Chairman
Mt. Ayr

CHARLES R. MOENCH
Recording Secretary
Des Moines

November 22, 1972

Mrs. Diane Bolender
Research Analyst
Iowa Legislative Service Bureau
State House
Des Moines, Iowa 50319

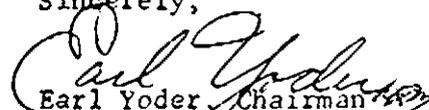
Dear Mrs. Bolender:

The State Advisory Committee on Area Schools appreciates very much your consideration in requesting our recommendations to the proposed amendments to section 257.25, Code of Iowa. After considerable discussion of the proposed amendments, the Advisory Committee concluded it was in general agreement with the proposed amendments and commended the Subcommittee on School Standards of the School Systems and Standards Study Committee for this worthwhile effort to remove all references to area schools. However, the Advisory Committee feels that additional considerations are necessary prior to the development of the final format of these proposed amendments. Specifically, the Advisory Committee would encourage the Subcommittee on School Standards to consider the following items:

1. Serious consideration should be given to what happens to students in a merged area that is not recommended for approval;
2. The effective date of the removal of approval of a merged area should be changed to July 1 with a provision that sufficient advanced notification be provided of this impending change in approval status; and
3. The notice and hearing procedures should be included in Chapter 280A and therefore eliminate the confusion of referring back to section 257.25.

I will be most pleased to discuss these recommendations with the Subcommittee on School Standards if this seems desirable.

Sincerely,


Earl Yoder, Chairman
State Advisory Committee
on Area Schools

EY:dw

cc Dr. Robert D. Benton, Mrs. Virgil Shepard,
Dr. Max Clark

Conclusions and recommendations of this study committee on that part of its study dealing with school organization.

Information made available to the Committee appears to be inconclusive with respect to the relationship between quality education and input factors in education like breadth of curriculum, teacher-pupil ratio and size of school.

This committee considered to great lengths the question of setting up a blue ribbon commission to study and possibly offer changes in the number and structural school organization. However, in light of the absence of a demonstrated relationship between quality education and input factors it is difficult to perceive how such a Commission could arrive at meaningful rational conclusions.

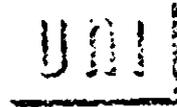
Consequently, we suggest an assessment by the Department of Public Instruction of "conditions" prevailing in (perhaps) 50 Iowa schools considered most vulnerable because of present size and decreasing enrollment projections. We suggest this type of context evaluation could draw upon experiences in other states facing like problems and possibly could deal with sharing of personnel, developing in-service programs for the staff of small schools, and the formulation of local educational priorities.

This investigation by the Department should include the initiating of a cost effectiveness study aimed at ascertaining whether or not in these selected Iowa schools there is any significant statistical relationship between breadth of course offering and student achievements, behavior and self concept.

We recommend that sufficient appropriation be granted to the Department to carry out this study and analysis and that the Department carry out by persuasion or, in any legal way, any adjustments it suggests in the operation of these schools to improve the quality of education. The Department may suggest to the General Assembly any proposed legislation needed to accomplish desired goals not presently permissible under existing law.

The Department shall report its findings to the General Assembly by February 1, 1974.

Thomas D. Rogers
Chas E. Sweeney
Richard Heffron
Roger S. Seaver
Joseph J. West
Car Paul



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EDUCATIONAL CLINIC
Department of Educational
Psychology and Foundations
AREA 319 273-2648

SUPPLEMENTARY STATEMENT, TO THE MAJORITY REPORT:
SCHOOL SYSTEMS AND STUDY COMMITTEE

OBSERVATIONS OF A LAY MEMBER OF THE SCHOOL SYSTEMS AND STUDY COMMITTEE

As a lay member of the School Systems and Study Committee, I should like to convey some of my basic reactions to the work and results of the Committee. Aside from the customary amenities---and I sincerely enjoyed serving on the Committee and profited from varying and insightful viewpoints of Committee members---the experience has increased my concern about the procedures upon which legislators are dependent as they formulate "expert" testimony into policy statements, and policy statements into law.

It seems to me that legislators are not given facts upon which to frame sound legislation. In this regard, consider how often during the past two years we heard experts declare that "structure" was a major, if not the major, factor in determining quality of services. Thus we heard that the structure of larger schools would raise the quality of education, and that the structure of special educational services was tightly linked to quality of services provided for exceptional children.

As Committee members assessed possible relationships between structure, school size, and quality education, they were provided with a September 27, 1972, statement from the Iowa Department of Public Instruction (DPI) which stated that "the most recent educational research summary reports generally identify...six relationships found in a good school." One of these six relationships was breadth of educational program which is often cited by proponents of school consolidation as a prime reason for reorganizing Iowa schools. Strangely enough at no time was the Committee given any evidence of a demonstrated relationship between the number of program units and quality of education.

The DPI September 27 statement referred to above contains a number of quotations from the widely quoted study of Hooker and Mueller, and accurately cites the views of these authorities. On page 1 of this DPI statement the Committee was informed that "possibly the most significant research concerning educational quality factors in relation to reorganization and size has been a longitudinal study by Kreitlow of the University of Wisconsin." (Kreitlow, Burton W. "Long-Term Study of Educational Effectiveness of Newly Formed Centralized School Districts in Rural Areas - Part Two", The University of Wisconsin, Madison, 1966.)

Page 2 of the DPI statement states that Kreitlow concluded that it is firmly established that youngsters in a reorganized school system outperform students taught in traditional non-reorganized school communities.

Any legislator who reads this is under great pressure to swiftly consolidate schools---or to feel that he is impairing the education of Iowa students. I read this statement with amazement. If Kreitlow is correct on this matter, how then can we explain those extensive research studies which indicate that all school-related factors (of which school size is one) contribute not more than 20% to what a child learns or feels about himself?

In order to get at this question (in fairness, I want to make it clear that I believe DPI staff is sincerely acting on the basis of facts available to them) I went to the original Kreitlow study. To my astonishment, I discovered that the actual facts of that study conflict with information given the Committee.

Kreitlow's data is reminiscent of early Head Start projects which revealed promising gains which were later shown to be only temporary. Thus we indeed do find Kreitlow asserting on page 10 of his 1966 book that students in reorganized districts (SIRD) outperformed students in non-reorganized districts (SINRD). But a close reading of the data reveals that the situation is not all that simple.

On page 10, Kreitlow notes that there was a narrowing of the achievement gap between SIRD and SINRD students by twelfth grade. He also notes (page 10) that the achievement differences between SIRD and SINRD were related to mental age and that the methodology used in comparing initial mental age scores for SIRD and SINRD students is not at all clear. In fact, Kreitlow suggests (page 10) that those few achievement test differences noted at twelfth grade (page 65) would be reduced still further if mental age and home background were controlled. In this vein, it is important that initial Coleman Report conclusions were demonstrated to be partially invalid because no allowance had been made for home background factors. There is reason to believe that the Kreitlow experiment suffered from the same deficiency.

Page 65 of Kreitlow's book reveals that there are only two statistically significant achievement differences in achievements of SIRD and SINRD by twelfth grade, while there are nine such differences between achievement scores of boys and girls. Certainly it could be argued that qualitative education is less dependent on reorganization than upon other factors and that legislative policies should be concerned with action in areas that are more likely to produce constructive changes. Moreover, Kreitlow admitted some of these differences are associated with problems in controlling for mental age and home background factors.

The achievement differences associated with reorganization seem still less significant when we note that one of the two achievement areas in which SIRD did better is Biological Science; this type of result could be invited by a course offering which provides more explicit sex instruction and the value of this could be questioned.

Also, what small achievement gains may be associated with consolidation (and might really be due to a "Hawthorne Effect"*) are more than counterbalanced by

*The "Hawthorne Effect" refers to the fact that sometimes people perform better for a short time just because conditions are different.

increased social and emotional problems of SIRD, particularly boys. Other studies have noted a higher dropout rate in larger schools and a depersonalization process, impairing social and emotional growth, which appears to be associated with attendance in a larger school and Kreitlow reports this same phenomenon (page 67). This raises a very practical question: just how wise is it to reorganize schools if by so doing we raise a few skills, but create social and behavioral problems? Why was the Committee not told that this is really the choice faced by legislators, if Kreitlow's study is employed as a basis for policy action?

During the course of Committee hearings, I heard a number of experts refer to the presumed economic reasons for consolidation. Not one of these experts dealt with the fact that the inter-school per pupil costs for the 22 largest Iowa schools range from \$1109 to \$652 (1969-70 school year). These figures certainly suggest that there is considerable inefficiency in some of our larger schools. This is particularly the case since there apparently is no evidence that the large school which spends \$1109 per pupil does any better job than the large school which spends \$652 per pupil.

Throughout the course of the hearings, we were told that more attention should be given to special education services. Once again, structure seemed to be a prime consideration. Not one "expert" discussed the very real possibility that considerable efficiency and cost savings might be introduced if many special educators had no vested interests in tagging children "exceptional."

In this respect, officials of the Iowa State Education Association, an organization to which I belong, indicated to the Committee that the per pupil cost of educating a child with "specific learning disabilities" is 240% more than the cost of educating a "normal" child. Special education authorities have publicly stated that from 10 to 15% of Iowa school children have "specific learning disabilities." However, and in response to my question, Dr. Stone of the University of Iowa acknowledged before the Committee that many educational authorities don't know what a child with "specific learning disabilities" looks like or how he performs. More importantly, there is not a stitch of evidence that any special programs for children believed to have specific learning disabilities have fostered the learning or adjustment of the children served. Yet legislators are being urged to have a "learning disabilities" teacher in every school attendance center!

There is good reason to believe that many special educators would like open-ended legislation to fund extensive programs for children with "specific learning disabilities." If given legislative encouragement, I have no doubt but that sloppy scholarship and questionable diagnostic and remedial procedures will be employed in providing what promises to be extremely extensive and highly inefficient help for exceptional children.

Education is in trouble, and throughout the past two years I have joined with other Committee members in an honest search for ways to allay those problems. But genuine problems cannot be resolved unless they are validly identified. Such identification must proceed beyond global and emotionally-tinged statements such as "some schools are too small"; "more special education programs are needed"; "in some schools there is insufficient breadth of course offerings."

We need clear factual investigations which tell us with reasonable precision what type of problems we are talking about and, before legislation is passed, what

can be done about these problems. We need to know how quality education is impaired because some schools are too small, and how this influences how students behave, learn and view themselves and others. We need to know how students fare as a result of a breadth, or lack of breadth, of course offerings and in which specific curricular areas. We need to know what happens to children because which specific special education programs are not available to students who are experiencing what types of learning problems.

These are not impossible questions. I don't expect total answers for all questions ~~before~~ legislation for educational change is passed. But I do suggest that a general knowledge of the nature of a problem is a prerequisite to legislative action.

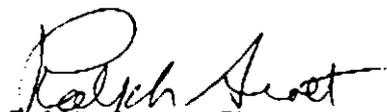
At the heart of the issues is a question which I believe to be of profound importance. I have been astonished at the lack of objective facts available to the Committee as it has groped for answers to complex issues. Why is it so difficult for legislators to get objective facts upon which to base solid social and educational legislation?

I am convinced that the answer to this question is shocking: a central problem lies in our universities where "academic freedom" is denied professors who honestly seek facts. My experience leads me to believe that this is particularly the case in education, psychology, sociology and history. In many universities professors have been rewarded for presenting advisory bodies with misinformation which has led to extensive but futile social action. Conversely, professors who have stuck with facts, irrespective of their popularity on campuses, have been punished. As a single example, professors who maintain that heredity is a factor in shaping intelligence (which has obvious implications with respect to educational intervention) have been denied full membership in the academic community.

Some university administrators and professors will respond to what I have written here by yelling "foul", but I am confident that these statements can stand up under scrutiny of facts. For all practical purposes, the universities have become politicized. As one result, legislative leaders all too often get propaganda from "experts" who are more concerned about "causes" than about truth.

I am not the only one to believe that the problem of formulating effective school legislation is hampered because many of our intellectual elite confuse and obscure the real problems which confront society today. The article "Miracle in Milwaukee: Raising the IQ", Educational Researcher, Vol. 1, No. 10, October, 1972, reveals just how difficult it is not only for the public but also for legislative leaders to understand educational and social problems so as to formulate sound policies.

Summing up, I should like to again express my appreciation to the people of Iowa for the privilege of working with the Schools Systems and Study Committee in investigating complex problems confronting Iowa education. At the same time I should like to reaffirm my disappointment that final Committee action did not endorse Representative Rodgers' proposal for securing additional facts concerning Iowa education so that policies might be drafted on the basis of real, and not imaginary, needs for educational change. Until such facts are available, it seems that there is little merit in legislators listening to the "expert" advice of many professionals who make more difficult the job of formulating meaningful and useful legislation.


Ralph Scott, Ph.D.
Director, Educational Clinic