

Iowa Area Education Agency Taskforce Final Report

January 2011



Contents

| | Page |
|---|------|
| Executive Summary | 1 |
| Background | 3 |
| A History of Iowa’s AEA System | 6 |
| An Overview of the AEA Taskforce Workgroups | 9 |
| Final Recommendations of the AEA Taskforce | 9 |
| High Priority Recommendations | 10 |
| Moderate Priority Recommendations | 20 |
| Remaining Recommendations | 29 |
| Additional Review Required Pursuant to Senate File 2376..... | 41 |
| Conclusion | 41 |
| References..... | 43 |
| Appendixes | 44 |
| Appendix A. Glossary of Acronyms | 45 |
| Appendix B. AEA Taskforce Legislation | 46 |
| Appendix C. AEA Taskforce and Workgroup Membership | 47 |
| Appendix D. AEA Taskforce Meeting Agendas | 50 |
| Appendix E. Finance Workgroup Documents | 59 |
| Appendix F. Structure Workgroup Documents | 68 |
| Appendix G. Recommendation Voting, Alignment, and Action Required | 74 |
| Appendix H. Additional Materials Reviewed Pursuant to Senate File 2376..... | 84 |
| Appendix I. Theory of Action If Statement Alignment..... | 95 |

Executive Summary

House File 2295 required that the Iowa Department of Education (DE) “convene a task force to review the present mission, structure, governance, and funding of the area educational agency system to determine if the current model is applicable to the challenges and requirements of 21st century learning.” To meet this responsibility, the Area Education Agency (AEA) Taskforce was convened. Three workgroups were formed to investigate the organizational finance, governance, and structure of the AEA system. Each workgroup presented findings, recommendations, and a rationale for their topic to the taskforce. The taskforce then debated each recommendation, sometimes providing amendments, before voting on the recommendation’s inclusion in the final report.

Six recommendations were considered to be particularly important by the larger taskforce. The following recommendations received a vital rating by five or more taskforce members (for the full recommendation or at least one sub-part of the recommendation):

- Governance Recommendation Seven: Address issues of parity and statewide collaboration.
- Structure Recommendation One: Identify core services.
- Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps.
- Structure Recommendation Four: Provide specialized support teams.
- Structure Recommendation Seven: Implement a statewide accountability system and steering committee.
- Taskforce Recommendation: Change the AEA System to achieve 21st Century learning needs.

These highest priority recommendations emphasize two key themes: 1) focusing the mission of the AEA system to enhance its ability to serve schools and districts in the 21st century; and 2) engaging in collaborative long-range planning and continuous improvement of the AEA system.

Three recommendations speak primarily to the first theme of focusing the system on critical needs. Structure Recommendation One recommends that the system work to better define those core services that must be made available to LEAs statewide. Structure Recommendation Four recommends that support teams be cultivated in order to serve the state in areas that require a high degree of specialized knowledge. Similarly, Governance Recommendation Seven advances the idea that the system collaborate to develop centers for specific functions and innovations.

The remaining high priority recommendations embody the second theme of collaboration for systems change. Structure Recommendation Two encourages key stakeholders to work together to redesign the system in order to eliminate achievement gaps, particularly the persistent gap between children/students with and without disabilities. Structure Recommendations Seven recommends advancing improvement in the system through a statewide accountability system and steering committee. The Taskforce Recommendation was developed by the full taskforce in response to an extended discussion on systems reform that took place at the voting session at the final in-person meeting.

Seven recommendations were perceived to be of moderate importance by the larger taskforce. The following recommendations received a vital rating by more than two by fewer than five taskforce members (for the full recommendation or at least one sub-part of the recommendation):

- Finance Recommendation Two: Enable AEAs to generate additional funds in order to provide new services.
- Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services.
- Governance Recommendation Four: Maximize AEA/DE collaboration.
- Governance Recommendation Five: Improve AEA Board member effectiveness.
- Structure Recommendation Three: Establish a statewide service plan process.
- Structure Recommendation Five: Create a process to increase statewide collaborative efforts.
- Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements.

The recommendations in this grouping also supported the general themes of collaboration and systems change. Two of the recommendations were put forth by the Finance Workgroup and contained ideas for ways to increase funding for the provision of AEA services by generating new funds (Finance Recommendation Two) or increasing efficiencies within the current system (Finance Recommendation Five). Some of the recommendations contained specific strategies and processes for carrying out reforms such as establishing statewide processes for service plans (Structure Recommendation Three) and the pursuit of collaborative initiatives (Structure Recommendation Five and Governance Recommendation Four). Two of these recommendations emphasized accountability and improvement for specific components of the system (Structure Recommendation Six and Governance Recommendation Five).

The remaining 12 recommendations were rated as vital by two or fewer taskforce members. Some of these additional recommendations support the previously discussed themes, while others addressed new areas of concern. While these recommendations were not perceived as particularly vital, many were passed unanimously or with little dissent.

In the time spent on the preparation of this report, the taskforce was able to formulate an underlying theory of action and put forth 25 recommendations for strengthening the AEA system. The deliberations of the taskforce and the workgroups were grounded in the theory of action formulated by the taskforce.

The taskforce recognizes that systemic change is an ongoing process, and the work does not end with this report. Strengthening the AEA system will require a sustained commitment from the taskforce membership and the entities that they represent. It is the hope of the membership that the AEA system will be a model regional system of support, striving to do what is required to improve the capacity of schools and districts to serve the students of Iowa and prepare them for success in career, college, and citizenry.

Background

House File 2295 required that the Iowa Department of Education (DE)¹ “convene a task force to review the present mission, structure, governance, and funding of the area educational agency system to determine if the current model is applicable to the challenges and requirements of 21st century learning.” In addition, Senate File 2376 provided the taskforce with a mandate to “review how area education agency administrative services are funded and the percentages of state, federal, and local moneys used to pay for administrative services and salaries, the services provided by area education agencies, the number of students served by each area education agency, and the funding options for area education agencies subject to uniform reductions in appropriations ordered by the governor pursuant to section 8.31.” The full text of the legislation can be found in Appendix B.

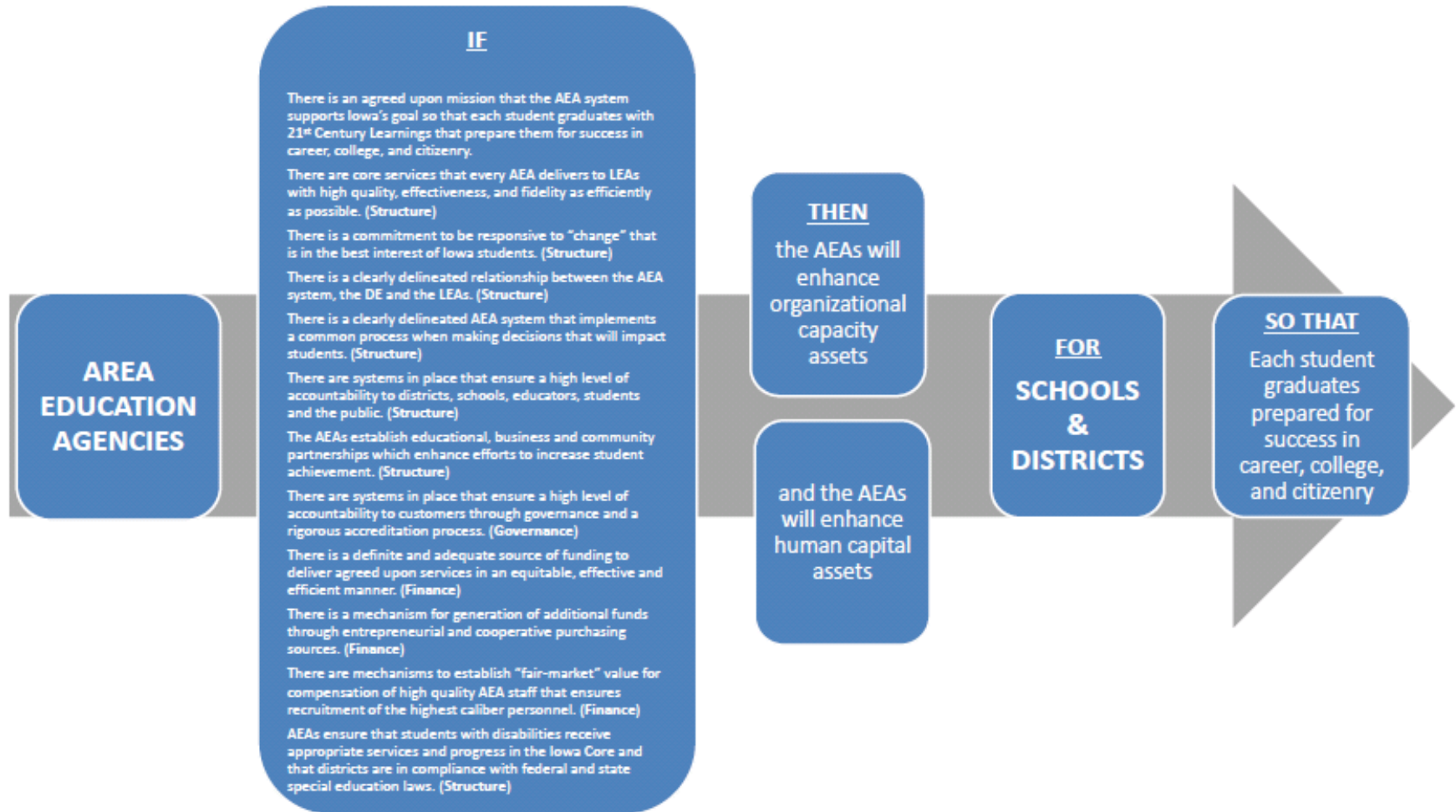
To meet this responsibility, the Area Education Agency (AEA) Taskforce was convened. Membership included representatives of the Iowa Department of Education, area education agencies, the Iowa Association of School Boards, the Iowa State Education Association, the School Administrators of Iowa, accredited nonpublic schools, and the Senate and House standing committees on education, among others (see Appendix C for a full membership list). Three workgroups were formed to investigate the organizational finance, governance, and structure of the AEA system. Each workgroup presented findings, recommendations, and a rationale for their topic to the taskforce. The taskforce then debated each recommendation, sometimes providing amendments, before voting on the recommendation’s inclusion in the final report. In addition to the workgroup recommendations, two ad hoc recommendations were brought to the taskforce outside of the workgroup process. One of these ad hoc recommendations was ultimately approved and is discussed in this report.

The taskforce work began with a Web conference on August 19, 2010. The taskforce convened five in-person meetings—August 30, 2010; September 17, 2010; October 8, 2010; October 29, 2010; and a formal voting session on November 15, 2010. Two follow-up Web conferences were held on November 29, 2010, and December 8, 2010, to discuss and vote on a small number of recommendations that were not resolved during the November 15, 2010 meeting. The agendas for the Web-based and in-person meetings are included in Appendix D. The Regional Educational Laboratory Midwest (REL Midwest) and the North Central Comprehensive Center provided support services for the taskforce.

To guide workgroups through their process of formulating recommendations, the taskforce developed the AEA Theory of Action (Figure 1).

¹ A glossary of acronyms used throughout the report may be found in Appendix A.

Figure 1. Iowa AEA Theory of Action Flowchart



The theory of action developed and agreed upon by the taskforce sets out the following 11 “if statements”:

1. There is an agreed upon mission that the AEA system supports Iowa’s goals so that each student graduates with 21st century learnings that prepare them for success in career, college, and citizenry.
2. There are core services that every AEA delivers to local education agencies (LEAs) with high quality, effectiveness, and fidelity as efficiently as possible.
3. There is a commitment to be responsive to “change” that is in the best interest of Iowa students.
4. There is a clearly delineated
 - a. relationship between the AEA system, the DE, and the LEAs
 - b. AEA system that implements a common process when making decisions that will impact students
5. There are systems in place that ensure a high level of accountability to districts, schools, educators, students, and the public.
6. The AEAs establish educational, business, and community partnerships which enhance efforts to increase student achievement.
7. There are systems in place that ensure a high level of accountability to customers through governance and a rigorous accreditation process.
8. There is a definite and adequate source of funding to deliver agreed upon services in an equitable, effective, and efficient manner.
9. There is a mechanism for generation of additional funds through entrepreneurial and cooperative purchasing sources.
10. There are mechanisms to establish “fair-market” value for compensation of high quality AEA staff that ensures recruitment of the highest caliber personnel.
11. AEAs ensure that students with disabilities receive appropriate services and progress in the Iowa Core and that districts are in compliance with federal and state special education laws.

According to the theory of action, if all eleven conditions are in place, then the AEAs will be able to enhance the organizational capacity assets and human capital assets for schools and districts², which will in turn result in each Iowa student graduating prepared for success in career, college, and citizenry. Much of the discussion of the taskforce and the workgroups was grounded in the theory of action. Ultimately, each recommendation was aligned with at least one “if” statement in the AEA Theory of Action.

The workgroup and taskforce discussions demonstrated a sincere attempt of the members to meet the legislative charge and develop thoughtful and, if necessary, bold recommendations for

² All references to “schools and districts” or “LEAs” refer to both public school districts as well as accredited non-public schools.

improving the AEA system. The discussion revealed an acute awareness of the state’s financial profile and the importance of strengthening the AEA system in order to provide needed supports and services in an efficient and coordinated manner. The taskforce recognized that the AEA system cannot be all things to all people and that the system should be focused on those services that are most critical. In addition, the taskforce recognized, although the system must ensure that schools and districts get needed services, not every AEA must be engaged in all aspects of the development, production, delivery, and evaluation of needed services. At the same time, there was acknowledgement by the taskforce that the AEAs play an important role in Iowa’s educational system.

A History of Iowa’s AEA System

Historically, through the 1960s, Iowa schools operated under a county system. In 1965 the Iowa General Assembly passed legislation that allowed for joint county school systems, and planted the seed for what would become Iowa’s system of Area Education Agencies.

The following year, the University of Iowa began a study on how to best utilize such a system to deliver services for education. The study – which involved Dr. Bob Stephens, an ex officio member of the current AEA Taskforce – looked at intermediate service agencies around the country, made recommendations of what a system would look like in Iowa, and created a seven-county pilot program that led to today’s Grant Wood AEA 10.

The Iowa General Assembly approved legislation in 1974 to create the Area Education Agency system, a year prior to the U.S. Congress passing the Education for All Handicapped Children Act. The AEAs began operations in 1975 as the 16 entities listed in Table 1.

Table 1. AEAs Beginning Operation in 1975

| AEA | Administrative Center |
|-------------------------|------------------------------|
| Keystone AEA 1 | Elkader |
| Northern Trails AEA 2 | Clear Lake |
| Lakeland AEA 3 | Cylinder |
| AEA 4 | Sioux Center |
| Arrowhead AEA 5 | Fort Dodge |
| AEA 6 | Marshalltown |
| AEA 7 | Cedar Falls |
| Mississippi Bend AEA 9 | Bettendorf |
| Grant Wood AEA 10 | Cedar Rapids |
| Heartland AEA 11 | Johnston |
| Western Hills AEA 12 | Sioux City |
| Loess Hills AEA 13 | Council Bluffs |
| Green Valley AEA 14 | Creston |
| Southern Prairie AEA 15 | Ottumwa |
| Great River AEA 16 | Burlington |

Several studies have taken place and legislation adopted over the years to improve the AEA system. In 1989 a bill was passed that directed there be no fewer than four and no more than

twelve AEAs in Iowa. That same year a report – *Iowa’s AEAs: Foundation for the Future/Recommendations on Restructuring Iowa’s Area Education Agencies* – was prepared by DE staff and approved by the State Board of Education. In 1995 legislation was approved by the Iowa General Assembly making several significant changes, including requiring accreditation standards for the AEAs. Key components of the law included:

- Requiring AEAs to provide services to school districts and accredited nonpublic schools;
- Permitting AEAs to offer management support services to districts; and
- Directing the DE to create an accreditation system.

Legislation approved in 2000 allowed for the voluntary merger of AEAs. That same year the DE completed *Area Education Agencies: Restructuring and Reorganization Study*. Since that legislation and study a decade ago, several AEA mergers have taken place (see Table 2).

Table 2. AEA Mergers

| Date | Merging AEAs | New AEA |
|--------------|---|--------------------------------------|
| July 1, 2003 | Northern Trails AEA 2 AEA 6 AEA 7 | AEA 267 |
| July 1, 2003 | Lakeland AEA 3 Arrowhead AEA 5 | Prairie Lakes AEA 8 Pocahontas |
| July 1, 2006 | AEA 4 Western Hills AEA 12 | Northwest AEA 12 Sioux City |
| July 1, 2008 | Southern Prairie AEA 15 Great River AEA 16 | Great Prairie AEA 15 Ottumwa |
| July 1, 2010 | Loess Hills AEA 13 Green Valley AEA 14 | Green Hills AEA 13 Council Bluffs |

Today, nine AEAs serve Iowa. Table 3 lists the AEAs that are currently in operation.

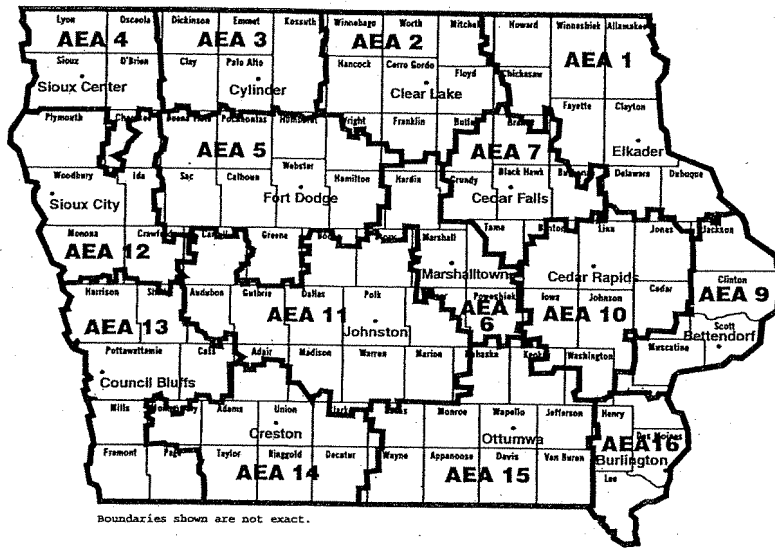
Table 3. Current AEAs

| AEA | Administrative Center |
|------------------------|------------------------------|
| Keystone AEA 1 | Elkader |
| AEA 267 – AEA 7 | Cedar Falls |
| Prairie Lakes AEA 8 | Pocahontas |
| Mississippi Bend AEA 9 | Bettendorf |
| Grant Wood AEA 10 | Cedar Rapids |
| Heartland AEA 11 | Johnston |
| Northwest AEA 12 | Sioux City |
| Green Hills AEA 13 | Council Bluffs |
| Great Prairie AEA 15 | Ottumwa |

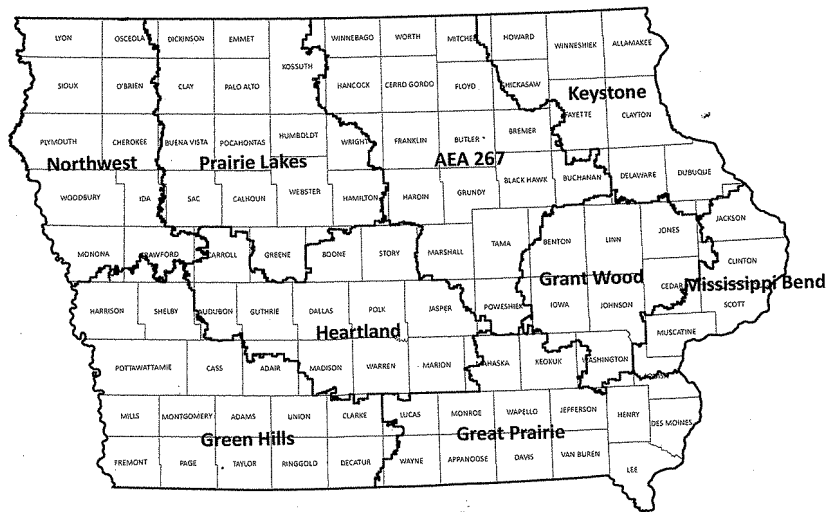
Figure 2 contains two maps, one depicting the geographic boundaries of the original AEA system in 1975 and one depicting the AEAs in Iowa today.

Figure 2. Comparison of Iowa AEA Boundaries: 1975 - 2010

Iowa's AEAs – 1975



Iowa's AEAs – July 1, 2010



An Overview of the AEA Taskforce Workgroups

In order to best complete its work, the AEA Taskforce conducted a portion of its efforts through workgroups that focused on the three primary areas identified for review in House File 2265: finance, governance and structure. Members of these workgroups consisted of members of the full Taskforce as well as ex officio members invited to participate due to their expertise on the specific topics. The workgroups were facilitated by outside consultants.

While the work and recommendations of the workgroups are cited throughout this report, the following provides a brief overview of the effort and focus of each workgroup:

Finance

Finding a financial balance that is both equitable to and supportive of AEAs obligations and at the same time is cognizant of tightened spending and reduced revenue is a significant challenge. The Finance Workgroup reviewed several key areas in developing recommendations, including current funding restrictions, the lack of taxing authority, the ability to finance facilities, the potential of ‘fee for service’ arrangements, and the compensation of AEA personnel. The Key documents reviewed by the Finance Workgroup can be found in Appendix E.

Governance

Members of the AEA Boards of Directors are to serve as the lynch pin in assuring that best governance practices are in place at Iowa’s nine AEAs. The Governance Workgroup focused on several aspects relating to the composition and selection of Board members, the process by which they do their work, and even connecting the Board’s work to the AEA accreditation process. The workgroup also looked at the various working relationships of the AEAs: amongst themselves, with the LEAs, the community colleges, and the DE.

Structure

Providing services by all AEAs across the state in a manner that is of the highest quality and the most efficient is critical to the success of the system and its users. The Structure Workgroup reviewed how to improve the AEA system in order to consistently meet this goal. Among the wide range of areas reviewed as a part of their work included the AEA’s decision-making process, staffing, delivery of core services, and accountability and accreditation. Documents relating to the Structure Workgroup can be found in Appendix F.

Final Recommendations of the AEA Taskforce

What follows are the recommendations approved by the AEA Taskforce. The discussion of the final recommendations is divided into three sections: high priority recommendations, moderate priority recommendations, and remaining recommendations. The taskforce members were asked to indicate which recommendations they perceived were most vital. The priority levels were determined using these “vital” designations.

For each recommendation, the recommendation is shown in a shaded box, preceded by the finding and followed by the rationale. A summary of the taskforce deliberations follows the rationale. In Appendix G, a table for each recommendation shows how it aligns with the theory

of action if statements, the workgroup vote, the taskforce vote, the number of taskforce members who indicated that the recommendation was a vital one, and the taskforce's estimation of which entities may be required to carry out the recommendation, as well as possible funding sources for the recommendation.

The authors of this report have made every attempt to report the final recommendations and the relevant deliberations that informed each recommendation as accurately as possible. In generating this summary, the authors strived to preserve the work of the taskforce and refrain from editorializing or making substantive changes to the recommendations and the findings and rationale that are associated with each recommendation.

I. High Priority Recommendations

Six recommendations were considered to be particularly important by the larger taskforce. The following recommendations received a vital rating by five or more taskforce members (for the full recommendation or at least one sub-part of the recommendation):

- Governance Recommendation Seven: Address issues of parity and statewide collaboration.
- Structure Recommendation One: Identify core services.
- Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps.
- Structure Recommendation Four: Provide specialized support teams.
- Structure Recommendation Seven: Implement a statewide accountability system and steering committee.
- Taskforce Recommendation: Change the AEA System to achieve 21st Century learning needs.

These highest priority recommendations emphasize two key themes: 1) focusing the mission of the AEA system to enhance its ability to serve schools and districts in the 21st century; and 2) engaging in collaborative long-range planning and continuous improvement of the AEA system.

Three recommendations speak primarily to the first theme of focusing the system on critical needs. Structure Recommendation One recommends that the system work to better define those core services that must be made available to LEAs statewide. Structure Recommendation Four recommends that support teams be cultivated in order to serve the state in areas that require a high degree of specialized knowledge. Similarly, Governance Recommendation Seven advances the idea that the system collaborate to develop centers for specific functions and innovations.

The remaining high priority recommendations embody the second theme of collaboration for systems change. Structure Recommendation Two encourages key stakeholders to work together to redesign the system in order to eliminate achievement gaps, particularly the persistent gap between children/students with and without disabilities. Structure Recommendations Seven recommends advancing improvement in the system through a statewide accountability system and steering committee. The Taskforce Recommendation was developed by the full taskforce in

response to an extended discussion on systems reform that took place at the voting session at the final in-person meeting.

Governance Recommendation Seven: Address issues of parity and statewide collaboration.

Finding

There are currently several examples of important system collaborations among the AEAs in Iowa (e.g., Iowa Educator’s Consortium, Iowa AEA On-Line, Budget Communications Toolkit, KU-SIM project, on-line courses). The existing 28E agreement mechanism in Iowa helps to facilitate collaboration among AEAs, LEAs, and other governmental units. Still, some LEAs are victims of geography if they lie in more remote, sparsely populated areas of Iowa and are at a disadvantage from the fact that funding for AEAs is based on enrollment. Currently, the AEA system lacks parity and offers few mechanisms to address this problem. Previous efforts to establish Centers for Excellence/Innovation have not resulted in a standardized, formal approach to establish and govern such centers.

Recommendation

Governance Recommendation Seven: Address issues of parity and statewide collaboration.

- 7a: The DE, working with the AEA community, should develop a set of principles and operating policies for establishing and sustaining greater collaboration across AEAs to include, but not be limited to, AEA system centers for specific functions and innovations.
- 7b: These centers would specialize in various curricula or program areas and extend their expertise to a region broader than a single AEA and possibly even statewide.

Rationale

Centers for Excellence/Innovation are a viable policy choice to deal with the parity issue, help eliminate duplication of services, increase innovation and efficiency, and allow expertise to be concentrated and focused on priority areas.

Full Taskforce Deliberations

Both recommendations were unanimously passed by the taskforce. Five members thought that 7a was a vital recommendation.

Structure Recommendation One: Identify core services.

Finding

According to an analysis performed by DE’s Bureau of Student and Family Support Services, there are variances in the services offered across the AEA system.

Recommendation

Structure Recommendation One: Identify core services.

The department should form a committee composed of representatives (including professional staff) from the DE, AEAs, LEAs, and parent groups to identify the specific core services that will be provided by the AEAs to all LEAs across the state.

- The core services must address at a minimum the following:
 - Federal and state mandates at both the AEA and LEA levels
 - Ways to support students in achieving at high levels in the Iowa Core and in the context of 21st century learning
 - Ways to support AEA and LEA educators in helping students achieve at high levels in the Iowa Core and in the context of 21st century learning
- AEA staff members must be highly trained professionals who can assist educators in accelerating student learning through student-centered classrooms; teaching for understanding; assessment for learning, rigor and relevance; and teaching for learner differences.
- Highly trained professionals will also provide assistance to school leaders and teachers in understanding and meeting the needs of children/students with disabilities.
- Those core services identified will include quality indicators and methods for monitoring fidelity of implementation and effectiveness/impact.
- Besides the identification of specific core services, this committee will explore innovative ways to provide the core services that could result in a reallocation of funds to better meet the needs of students and educators across Iowa.

Rationale

The following rationale was provided:

- Because of the heterogeneity of student populations, we recognize that not every AEA may need to provide each service. Nevertheless, it is each AEA's responsibility to ensure that every LEA has access to all identified core services.
- AEAs are responsible for supporting all K–12 students in achieving at high levels in the Iowa Core.
- AEAs receive state funding allocations for educational, media, and school technology services. These funding allocations are used for services to support LEA educators and students.
- The AEAs are responsible for meeting federal and state mandates.
Since AEAs are the recipients of federal and state special education dollars, the agencies are responsible for ensuring that children/students with disabilities receive appropriate

services and progress in the general education curriculum and that districts are in compliance with federal and state special education laws.

- As Iowa’s intermediate educational service agencies, AEAs have legal obligations to support families of children receiving services through Early ACCESS—Part C of the Individuals with Disabilities Education Act (IDEA)—to ensure that those children enter school ready to learn.

Full Taskforce Deliberations

With a consensus vote, the taskforce approved Recommendation One. Moreover, it was considered by the most members of the taskforce to be a vital recommendation. After discussion, the taskforce decided that the Iowa Legislature should provide a mandate for the committee, and the DE would serve as the lead organizing entity. Several members thought, however, that the DE should take the initiative to form the committee rather than waiting for a mandate from the legislature. As for committee membership, there was overwhelming support for ensuring that the committee includes professional staff from the LEAs and AEAs rather than just administrative staff. Some of the taskforce members also noted that the current AEA accreditation system does identify a set of core services that should be provided by the AEA, but those members supported the recommendation to further consider the list of core services and the time and resources required to carry them out.

Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps.

Finding

The Structure Workgroup found that

- According to the 2009 NAEP reading data, at Grade 4, 81 percent of students with disabilities were below basic, as compared with 31 percent of all students in Iowa. At the national level, 66 percent of students with disabilities were below basic, as compared with 34 percent of all students (Iowa Department of Education, 2010a).
- According to the 2009 NAEP reading data, at Grade 8, 66 percent of students with disabilities were below basic, as compared with 20 percent of all students in Iowa. At the national level, 66 percent of students with disabilities were below basic, as compared with 27 percent of all students (Iowa Department of Education, 2010a).
- According to the 2009 NAEP mathematics data, at Grade 4, 40 percent of students with disabilities were below basic, as compared with 13 percent of all students in Iowa. At the national level, 41 percent of students with disabilities were below basic, as compared with 19 percent of all students (Iowa Department of Education, 2010a).
- According to the 2009 NAEP mathematics data, at Grade 8, 73 percent of students with disabilities were below basic, as compared with 24 percent of all students. At the national level, 64 percent of students with disabilities were below basic, as compared with 29 percent of all students (Iowa Department of Education, 2010a).

Recommendation

Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps.

- In order to accelerate the learning of students with disabilities and, therefore, eliminate the achievement gap, the AEAs, in collaboration with the DE and LEAs, will research, design, implement, monitor, and evaluate a model to meet the needs of children/students with disabilities and support all educators who work with children/students with disabilities.
 - In designing the new model, the designers must examine best practices in state systems, such as state models in Kansas and Massachusetts.
 - In accordance with federal and state laws, the model will incorporate the least restrictive environment for students with disabilities.
 - The model must address consistent procedures for assignment of support and related service providers that is based on workloads, travel, and student enrollment.
 - The new model will examine how AEAs can collaborate and provide support services across boundaries when there is a child with a need that cannot be met by the AEA in which the child resides.
 - Support and related services providers must implement proven or promising practices consistently across the state.
- Special education staff, in collaboration with general education staff, must be involved in the system design and improvement for the purpose of ensuring that general education environments address the needs of children with disabilities.

Rationale

The following rationale was provided:

- Considering the success of other states (e.g., Kansas, Massachusetts) and the needs of Iowa students, the achievement gap between students with disabilities and students without disabilities can be and must be eliminated.
- Focusing on accelerating achievement of students with disabilities within the general education environment will positively affect the achievement of all students. In the course of doing so, it is important to analyze the use of funds through the point of delivery in the classroom.
- This recommendation would move Iowa toward the vision of the DE and the State Board: *Iowa students will become productive citizens in a democratic society, and successful participants in a global community* and allow Iowa to achieve the goal that *all K–12 students will achieve at a high level*.

Full Taskforce Deliberations

The taskforce unanimously approved this recommendation and considered it one of the more vital recommendations presented. Several members of the taskforce thought that it was important that any model that seeks to eliminate achievement gaps should be inclusive of all subgroups that exhibit achievement gaps, such as racial and ethnic minority groups and English language learners. The Structure Workgroup wanted to make sure that special education and general education staff collaborate once the model is in place. Finally, the taskforce decided that this was a task the DE and the AEA system should pursue collaboratively.

Structure Recommendation Four: Provide specialized support teams.

Finding

The Structure Workgroup found the following achievement data for Iowa students:

- The 2009–10 Annual Measurable Objectives, which represents the percentage of students who must meet or exceed the proficient level by subject area in grades 3–8 and 11, indicated the following achievement by Iowa students in reading and mathematics based upon ITBS/ITED results:
 - Reading: The percentage of proficient students (i.e., *all*) in Grades 3–8 and Grade 11 ranged from 69.7 percent to 79.3 percent. The subgroups of Asian, white, and female exceeded these percentages at several grade levels.
 - Mathematics: The percentage of proficient students (i.e., *all*) in Grades 3–8 and Grade 11 ranged from 72 percent to 79.3 percent. The subgroups of Asian and white exceeded these percentages at several grade levels (Iowa Department of Education, 2010a).

With regard to Iowa’s NAEP scores:

- NAEP Reading 2009: Grade 4 – Data showed 66 percent (compared with 68 percent at the national level) of Iowa students in Grade 4 at the basic/below basic levels in reading; 34 percent are proficient or advanced (Iowa Department of Education, 2010a).
- While ranked fifth in Grade 4 NAEP reading scores in 1992, Iowa was ranked 27th in 2009, its lowest ranking in years (U.S. Department of Education, 2010).
- NAEP Reading 2009: Grade 8 – Data showed 64 percent (compared with 70 percent at the national level) of Iowa students in Grade 8 at the basic/below basic levels in reading; 35 percent are proficient or advanced (Iowa Department of Education, 2010a).
- While ranked either 13th or 14th in Grade 8 NAEP reading scores between 2003 and 2007, Iowa was ranked 28th in 2009, its lowest ranking in years (U.S. Department of Education, 2010).
- NAEP Mathematics 2009: Grade 4 – Data showed 58 percent (compared with 62 percent at the national level) of Iowa students at the basic/below basic levels in mathematics; 41 percent are proficient or advanced (Iowa Department of Education, 2010a).

- While ranked second in Grade 4 NAEP mathematics scores in 1992, Iowa was ranked 22nd in 2005. It was ranked 15th in 2007 and 19th in 2009 (U.S. Department of Education, 2010).
- NAEP Mathematics 2009: Grade 8 – Data showed 66 percent (compared with 68 percent nationally) of Iowa students at the basic/below basic levels in mathematics; 34 percent are proficient or advanced (Iowa Department of Education, 2010a).
- While ranked as high as first in Grade 8 NAEP mathematics scores in 1992, Iowa was ranked 28th in 2009, its lowest ranking in years (U.S. Department of Education, 2010).

In addition, implementation of the Iowa Core is mandated and requires highly trained professionals to ensure its full implementation.

The workgroup cited the following in their findings on the critical role of teachers and leadership on student achievement:

- A one-standard-deviation increase in teacher quality raises reading and mathematics test scores by approximately 0.1 standard deviations on a nationally standardized scale. In addition, teaching experience has statistically significant positive effects on reading test scores, controlling for fixed teacher quality (Rockoff, 2004).
- A significant body of evidence indicates that among all school resources, teachers have the greatest impact on student achievement, and that teachers vary a great deal in their ability to improve student learning. In fact, the difference between the most effective and least effective teachers can be up to a year’s difference in learning growth for students (Chait, 2009).
- “Effective leadership adds value to the impact of classroom and teacher practices and ensures that lasting change flourishes. Awareness of the school and teacher practices that impact student achievement is critical, but without effective leadership, there is less of a possibility that schools and districts will address these variables in a coherent and meaningful way” (Miller, 2003).

Recommendation

Structure Recommendation Four: Provide specialized support teams.

In addition to highly trained professionals across the AEAs, the DE, AEAs, and LEAs will collaborate to develop specialized teams with expertise in critical areas that can provide needed supports. For example, a critical area identified by the structure team was the need for experts/specialized teams who could serve the forty-one Persistently Low Achieving Schools currently located across the state. Specialty teams should be created when there is a low incidence of need, as determined by number of schools or student need, and/or when highly specialized training is required.

Rationale

The following rationale was provided:

- There needs to be a recognition that not all children learn in the same way and that we need to have a variety of effective instructional strategies in order to help each and every child succeed. This includes an increased focus on technology and its use in the classroom.
- All professionals within the AEA system should be cognizant of and proficient in their knowledge of the essential concepts and skills of the Iowa Core and direct their services in that direction.
- Professional development should assist school leaders and teachers in understanding that children with disabilities cannot be successful if:
 - Students do not have access to the Iowa Core;
 - Students do not feel they can achieve;
 - Teachers are not deploying a variety of strong instructional practices.
- Expert teams will be important for serving the districts/buildings with critical needs, such as persistently low-achieving schools. An example of an expert team would be one focused on best practices of turning around schools within three years. This team would be highly knowledgeable about the best school turnaround practices that have resulted in dramatic increases in student learning in a short amount of time; they would also have the skills to coach and monitor schools in achieving those same results.

Full Taskforce Deliberations

The taskforce passed the recommendation unanimously. Although endorsing the concept, several members of the taskforce were concerned about the details of implementation. For example, questions remain about what areas the specialized teams will specialize in and who will get priority service. It was recognized that schools are currently using services outside the AEA system for persistently low-achieving schools; small districts, however, often do not have the resources to hire this type of support. Members of the taskforce also thought it important that providing the determined services should be the sole focus of team members.

Structure Recommendation Seven: Implement a statewide accountability system and steering committee.

Finding

Currently, the only statewide accountability system to monitor the performance of Iowa's AEAs is in the area of special education. Each AEA must develop and submit to the DE a corrective action plan for any Special Education State Performance Plan indicator(s) not met as part of the response to the AEAs State Special Education Determination. All AEAs must complete and submit a five-year Comprehensive Improvement Plan (CIP) during the school year following its AEA accreditation visit.

The plan is reviewed at the DE for the completeness of each section and the quality of its agency-wide goals and measurements to track those goals. The agency-wide goals must include one goal related to student achievement and one goal related to school improvement. Each year, AEAs must complete and submit an online Annual Progress Report (APR). The APR is reviewed at the DE for the completeness of each section but not the quality of AEA performance on its agency-wide goals.

The AEA accreditation process has no expectation that the AEA will report progress toward the agency-wide goals included in the CIP. Currently, the AEA accreditation process only allows for continued accreditation or conditional accreditation.³ It does not permit the DE to cite AEAs for discrepancies for services provided to support IAC Chapter 72.

Recommendation

Structure Recommendation Seven: Implement a statewide accountability system and steering committee.

- 7a: Create a state accountability system in coordination with the DE accreditation system that includes a consistent set of expectations for exemplary performance that are applied to all AEAs, the purpose being to hold AEAs accountable for annual progress on agency-wide and system-wide goals, including goals related to assisting schools and districts with the school improvement process and improving teaching and learning according to Indicators of Quality and to recognize exemplary supports that can be taken to scale for the purpose of increasing student achievement and meeting the needs of children and students with disabilities.
- 7b: A corrective action plan will be required for those AEAs who do not show adequate progress on agency-wide and system-wide goals.
- 7c: A steering committee would evaluate and make recommendations for revisions to Chapter 72 standards, develop a set of accountability expectations, and provide oversight to ensure effective, equitable, and efficient services that positively affect student performance in the Iowa Core. Chapter 72 should have provisions that enable DE to cite AEAs as in the provisions of Chapter 12 for LEAs.
- 7d: This state steering committee shall have a rotating membership appointed by the State Board of Education that includes members from AEAs, LEAs, the DE, parents, and other educational partners. This committee is also responsible for monitoring the implementation and impact of the model for eliminating the achievement gap (see Structure Recommendation Two), service plan process (see Structure Recommendation Three), and collaborative efforts (see Structure Recommendation Five). This committee would be chaired by a DE-appointed (and financially supported) person with authority to take action when needed to assure that, for example, collaborative efforts were implemented with consistency and quality in all AEAs.

³ IAC Chapter 72.11(4)a and b

Rationale

The goal of the accountability system is to ensure that AEAs are accountable for positively affecting student acquisition of the Iowa Core and eliminating the achievement gap between students with disabilities and students without disabilities.

Full Taskforce Deliberations

Recommendation 7a was approved by the taskforce with only one dissenting vote; 7b was approved with only one dissenting vote; 7c was approved with three dissenting votes; and 7d was approved with one dissenting vote. A large portion of the taskforce considered each of the four elements of Recommendation Seven to be a vital step. The taskforce decided that implementation should be under the purview of the DE and would probably require a team of individuals. The taskforce felt that it was also important to provide AEAs with a rubric for exemplary practice and to recognize those AEAs that are meeting all the criteria for exemplary practice. In the end, the goal of the accountability system is to ensure that AEAs be accountable for positively affecting student mastery of the Iowa Core and for eliminating the achievement gap between students with disabilities and students without disabilities.

Taskforce Recommendation: Change the AEA System to achieve 21st Century learning needs.

The taskforce found that:

- We are not getting the student achievement results each and every student needs to achieve at high levels in the new knowledge economy. Iowa students are not achieving at the levels that will enable them to be productive in the new knowledge economy; the gap among the sub-groups continues to widen rather than close.
- AEAs are not currently structured and funded to successfully serve schools and students. For example, due to the way the AEA system is funded, organized and structured to serve students with IEPs, there are perceptions at both the AEA and LEA levels among staff that there is not a collective and shared responsibility for the levels of learning each and every student achieves. In addition, 75 percent or more of AEA budgets is directed towards special education services. There has been a shift in the expectations that we have for achievement and growth for all students. Current initiatives at each level of the system are working to address student achievement for all.

Taskforce Recommendation: Change the AEA System to achieve 21st Century learning needs.

1. Clarify the interpretation of both state and federal guidelines for serving students, including those with IEPs to improve student achievement
2. Expect and fund innovative practices.

Rationale

The following rationale was provided:

The current system is not working as well as we need it to, as evidenced by our flat-lining achievement levels, the disparity between IEP and general education students, and the under-performance of kids in poverty and from ELL backgrounds. The system must reinvent itself not just tinker or reform and must retool to support LEA efforts to provide 21st century learning outcomes for all. This cannot be done without a reciprocal relationship with LEAs in which those served agree to implement AEA services with fidelity.

Full Taskforce Deliberations

The Taskforce Recommendation emerged from the deliberation of the full Taskforce at the final in-person meeting held on November 15. The Taskforce agreed on the overall concept, and appointed a sub-group to work on developing this recommendation for further review. It was deliberated in two follow-up conference calls and unanimously approved by the Taskforce in its final conference call. The Taskforce also determined that this recommendation should be highlighted as being particularly vital.

II. Moderate Priority Recommendations

Seven recommendations were perceived to be of moderate importance by the larger taskforce. The following recommendations received a vital rating by more than two by fewer than five taskforce members (for the full recommendation or at least one sub-part of the recommendation):

- Finance Recommendation Two: Enable AEAs to generate additional funds in order to provide new services.
- Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services.
- Governance Recommendation Four: Maximize AEA/DE collaboration.
- Governance Recommendation Five: Improve AEA Board member effectiveness.
- Structure Recommendation Three: Establish a statewide service plan process.
- Structure Recommendation Five: Create a process to increase statewide collaborative efforts.
- Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements.

The recommendations in this grouping also supported the general themes of collaboration and systems change. Two of the recommendations were put forth by the Finance Workgroup and contained ideas for ways to increase funding for the provision of AEA services by generating new funds (Finance Recommendation Two) or increasing efficiencies within the current system (Finance Recommendation Five). Some of the recommendations contained specific strategies and processes for carrying out reforms such as establishing statewide processes for service plans (Structure Recommendation Three) and the pursuit of collaborative initiatives (Structure Recommendation Five and Governance Recommendation Four). Two of these recommendations

emphasized accountability and improvement for specific components of the system (Structure Recommendation Six and Governance Recommendation Five).

Finance Recommendation Two: Enable AEAs to generate additional funds in order to provide new services.

Finding

While AEAs have some ability to generate funds to support new statewide AEA initiatives through a fee-for-service to LEAs (Iowa Code 273.7A), currently this option is difficult to implement. Districts often believe that any service they request from the AEA is a basic service that is paid for through state, federal, or local property taxes. Currently the AEA accreditation standards define what services AEA must offer. The standards are quite broad and do not easily allow AEAs to determine which services are basic and which may be beyond basic or considered to be a “fee for service.”

The Iowa Code does not give AEAs permission to generate funds through entrepreneurial opportunities to other public or nonpublic entities, such as services to public libraries, not-for-profit organizations, health care agencies, and so on.

Recommendation

Finance Recommendation Two: Enable AEAs to generate additional funds in order to pay for new services.

- 2a: AEA system: In order to create a source of funding for new AEA initiatives, the AEAs need to establish a designated fund for such purposes. Once AEA core services are defined and consistent across all AEAs, all other services requested by districts and schools may be considered “fee for service.” The AEAs should agree that fee for service should allow for total cost recovery for the service plus an additional amount determined by the district superintendents in the region. This amount will be designated and earmarked for new AEA initiatives. (It would be expected that each AEA provide documentation on how the funds are used for development of new services and products.)
- 2b: Iowa General Assembly: Modify Iowa Code to allow AEAs to generate funds by marketing certain services that the AEAs are already providing to school districts. For example, mandatory reporter training is already provided by AEAs to school districts. This training could be offered to other entities such as health-care workers and would generate additional funds to the AEAs without taking away from the AEA core services to districts and schools.

Rationale

The AEAs currently lack a funding mechanism for new or startup initiatives without taking away from current services to districts and schools. By consistently charging an additional fee for services above and beyond the basic or core services, AEAs will have an opportunity to create a fund for new services that will benefit LEAs statewide. In addition, AEAs currently have

services that may be of particular interest to other public entities, especially in the area of professional development. Offering these services on a fee basis to related professionals may generate additional resources for the AEA without detracting from the quality of services provided to LEAs.

Full Taskforce Deliberations

Recommendation 2a was approved by the taskforce with four dissenting votes, and Recommendation 2b was approved with one dissenting vote. Four members of the taskforce considered Recommendation 2a vital, and one member considered Recommendation 2b vital. Members of the taskforce were concerned that this recommendation would put more pressure on the committee from Structure Recommendation One that will be deciding what services are considered core. Moreover, some members were concerned that a broad interpretation of this recommendation would allow funds that were earmarked for special initiatives to be diverted to salaries because one could justify a given salary as necessary to the new initiative. There was also a fear that AEAs could pursue a service that results in a fee to the detriment of core services. The taskforce considered it extremely important that the AEAs be held accountable for the new initiatives they are creating in an effort to ensure that LEA needs are being met.

Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services.

Finding

The Finance Workgroup found that

- There are systemic barriers in place that make it costly and cumbersome for AEAs to provide shared statewide services. For example, for every shared service, a separate 28E agreement must be developed. The preparation of such legal paperwork is costly and time-consuming.
- AEAs have been collaborating across the state to purchase resources and to increase buying power. Some of these collaborative efforts have involved other agencies such as the State Library of Iowa. (For example, the *AEA Online* initiative resulted in an economical statewide buy of online databases. By engaging in a group buy for these databases, all districts and citizens benefited, and AEAs saved money.)
- In order to fund AEA statewide collaborative initiatives, the AEAs have generally used a 50/50 formula to pay for statewide efforts: Each AEA has contributed an equal share to 50 percent of the collaborative services and pays the other 50 percent on a per-pupil basis. This voluntary formula has been in place for more than a decade.
- AEAs have been consolidating physical service centers during mergers. For example, as AEAs merged, they consolidated physical print shops.

Recommendation

Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services.

- 5a: Iowa General Assembly: Modify Iowa Code to streamline the sharing process among AEAs.
- 5b: DE and the AEA systems: Conduct a feasibility study to examine the following for collaborative efforts and consolidation of physical centers:
 - Determine where consolidation of physical service centers and related personnel will bring more system efficiency while providing LEAs with quality service. Consolidate and reduce the number of service centers such as print shops and media centers.
 - Determine where statewide electronic services should be established. For example, establish a single statewide media resource cataloging system to allow a teacher in southwestern Iowa, for example, to access a resource in northeastern Iowa.
 - Determine where more statewide collaborative initiatives should be established that tap into the expertise from various AEAs rather than replicating the same initiatives in each of nine AEAs. The recently established AEA Center for Online Professional Development is an example of such a collaborative effort.
- 5c: AEA system: When purchasing new instructional resources for statewide use, it should be considered whether electronic resources are more appropriate and whether these resources lead to a consistent statewide networked system. In order to support LEA efforts to foster 21st century learning, the AEA system should focus on assisting districts in transitioning from reliance on print resources to anytime, anyplace digital resources and services.
- 5d: DE: Determine where collaboration between the DE and AEAs will create efficiencies. Especially determine efficient data warehousing and backup storage.

Rationale

The Finance Workgroup thought it important to ensure that quality AEA services be available statewide. Although there always will be physical instructional resources that need to be transported to and from the AEAs and school districts, with growth in the transition to digital resources, there is less need for print materials. With advances in telecommunications, expertise in various instructional and operational fields can be “located” anywhere in the AEA system and need not be replicated in each and every AEA.

Full Taskforce Deliberations

Recommendation 5a and 5c were passed unanimously by the taskforce. Recommendations 5b and 5d were passed with one dissenting vote. Four members considered Recommendation 5b vital for AEA success.

Governance Recommendation Four: Maximize AEA/DE collaboration.

Finding

AEA executive leaders meet monthly with the director of the DE and his or her senior leadership team for the purpose of joint innovation, planning, and evaluation of their collaborative support for Iowa schools. In addition, the DE routinely involves AEA leaders and staff in statewide initiatives and system development. AEA administrators report that their colleagues in other states express deep respect for the efforts here, for it appears this practice is unique to Iowa.

Recommendation

Governance Recommendation Four: Maximize AEA/DE collaboration.

- 4a: The AEA and DE should maximize joint innovation, planning, and evaluation of their collaborative support for Iowa schools.
- 4b: A study should be conducted by the DE, AEAs, and other stakeholders to investigate and define a process to streamline the research, selection, and implementation of future statewide initiatives that enhance student learning.

Rationale

The current practice allows for capable specialists to be involved in critical work in both the upfront design and the deployment of initiatives. In addition, it likely allows for better efficiency and alignment of limited resources.

Full Taskforce Deliberations

Recommendations 4a and 4b were passed unanimously by the taskforce. One member considered 4a a vital recommendation, and three members considered 4b vital.

Governance Recommendation Five: Improve AEA Board member effectiveness.

Finding

There is a perception that AEA Board members are less than effective or accountable. The effectiveness of AEA Boards has not been subject to recent examination despite the fact that their roles and responsibilities, and the role of their AEAs, have changed significantly during the past 35 years. Evidence suggests that AEA Board members are making diligent attempts to stay abreast of education issues and to develop themselves as public officials. Numerous current and past AEA Board members have been active participants in the conferences and professional development programs offered by their AEAs and professional associations.

The current AEA Board election process helps to ensure that people with considerable experience in public board governance and broad education-related experience can be elected to the AEA Board. An examination of current members of those boards indicates that they do have

a breadth and richness of experience. Currently, there is no mechanism in the Iowa Code that requires board orientation and induction, development, or required attendance for AEA Board members.

Recommendation

Governance Recommendation Five: Improve AEA Board member effectiveness.

- Because of the role and responsibility that AEA Board members have to Iowa school districts, it should be expected that they participate in various activities that will enhance their effectiveness. Participation should be documented and coordinated as part of the AEA accreditation process. These activities should include, but not be limited to, the following:
 - 5a: A common comprehensive induction and orientation program shall be provided, with required attendance, in the first year after an individual's election to the board.
 - 5b: Participation in various board development activities related to their governance role should be required of members. This participation should be considered similar to the completion of "continuing education units" or CEUs. Board development could be provided using various state and national resources.
 - 5c: Attendance at board meetings should be required, and a process should be developed to replace inactive members during their term of service.
 - 5d: DE and AEAs should develop and implement various new methods for AEA Boards to increase and improve communication with LEA boards.
- These requirements should be documented and coordinated as part of the annual APR.
 - 5e: The effectiveness of the newly established AEA Board Advisory Council should be monitored and evaluated.

Rationale

AEA Board members, like other public officials, should be expected to be as present, effective, and accountable as possible. Specific measures to help ensure this should not be seen as punitive; rather they should be seen as a mechanism to help standardize best practices across the system. The increased knowledge and understanding gained from participation in the recommended activities should contribute significantly to effective governance.

Full Taskforce Deliberations

Recommendations 5a–5e were passed by the Taskforce. One member expressed a reluctance to require participation in various board development activities related to their governance role. Three members considered required attendance at a common comprehensive induction and orientation program for new board members vital. Three members considered required attendance at board meetings with a process developed to replace inactive members during their term of service a vital recommendation, and two members considered more and better communication with LEA boards to be vital.

Several members expressed concern with Recommendation 5b in that there was no mechanism for reprimand if the board is found to be ineffective.

Structure Recommendation Three: Establish a statewide service plan process.

Finding

Each AEA has its own process to determine how and what services will be provided to each accredited nonpublic school and public school districts.

Recommendation

Structure Recommendation Three: Establish a statewide service plan process.

- The AEA system, in collaboration with the DE and LEAs, will create a statewide service plan process to identify the following:
 - Key AEA and school and district personnel needed to develop the service plan
 - The data that are available to demonstrate needs
 - Additional data needed to assess needs
 - What the data indicate
 - AEA special education services required by children/students with disabilities within the districts
 - Appropriate research-based services to meet the needs of schools and districts
 - Needed resources (e.g., money, personnel, time)
 - How services will be monitored for implementation and effectiveness
 - Timelines and criteria for evaluating the effectiveness of the services
 - Definition of roles and responsibilities of districts
- The statewide service plan process will take into account all the above and provide flexibility to meet the needs of individual schools and districts.
- The process will take into account the core services first but also other needed supports.

Rationale

The following rationale was provided:

- Providing a consistent way of determining AEA services across the state would lead to an equitable availability of services for all schools and districts. It would also provide flexibility to meet the needs of individual schools and districts.
- The goal is to establish a consistent process for determining (a service plan) services for a district, not to mandate identical (plans) services for each district.

- District service plans should not be a set program of what the AEA will provide nor a wish list of everything an LEA wants. It should be based on data that reveal what the district requires to meet the needs of children and assist them in succeeding in the Iowa Core.
- This process would provide standardized data that could be used to assess needs and to measure the implementation and effectiveness of the statewide system.

Full Taskforce Deliberations

The taskforce approved of this recommendation unanimously, and two individuals considered it one of the most important recommendations to ensure success of the AEA system. In its discussion, the taskforce concluded that it was imperative that the LEAs and AEAs take mutual accountability when deciding which services are needed. It was pointed out that Structure Recommendation Three is directly connected to Structure Recommendation One. Once the core services are defined, the AEA will determine its service plan for the district. Through the development of a service plan, the AEA will focus not only on the core services that are provided to the district but also on the specialized services that are necessary for ensuring student success. Through a standardized service plan development process, data can be collected on AEA effectiveness and efficacy. The taskforce decided that this is primarily an AEA responsibility, but collaboration with the DE and LEAs may be necessary. One of the major challenges presented will be engaging LEAs throughout this process because of time constraints in the districts.

Structure Recommendation Five: Create a process to increase statewide collaborative efforts.

Finding

There have been increases in collaboration and coordination of services across the AEA system in partnership with the DE and that these collaborative efforts have been successful. Examples include the following:

- Statewide IEP documents
- Child Find (process used by the AEAs and districts to identify, locate, and evaluate children who have a disability and determine if they are in need of special education services)
- Information Management System
- Web-based individualized education program
- Iowa Educators Consortium
- Iowa Core development/rollout
- Iowa Online Learning
- AEA Statewide Special Education Procedures

- Iowa Support System for Schools and Districts in Need of Assistance (assistance to districts/schools to increase standards, focus accountability of results, and integrate quality educational practices)
- Iowa Education Data Structure

Recommendation

Structure Recommendation Five: Create a process to increase statewide collaborative efforts.

- Create a process to ensure additional statewide collaborative efforts within the AEA system. The process, created by a representative group (the DE, AEAs, LEAs with representatives of administrators, providers, and recipients of services), will include a set of criteria that will be used to determine whether a collaborative effort would be
 - Effective and efficient for Iowa’s educational system
 - Based on data influenced decision-making
 - Knowledge of prior success
 - Designed to be a statewide system
 - Address funding issues
 - Meet federal and state mandates

Rationale

Previous collaborative state efforts have resulted in cost savings, time savings, consistency, and efficiency as well as common terminology and practices across the AEA system. Two such examples are the Iowa Support System for Schools and Districts in Need of Assistance and Special Education Child Find process. Both have focused on achieving consistency in standards and processes and have resulted in cost and time savings and a more positive impact in the system.

Full Taskforce Deliberations

The taskforce unanimously approved this recommendation, and one member considered it vital for future success. The taskforce recognized that AEAs currently collaborate as the need arises but that a streamlined process for proposing and assessing collaborations is needed. It was determined that the steering committee outlined in Recommendation Seven of the Structure Workgroup would be well suited for undertaking this task.

Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements.

Finding

Currently there are no licensure checks of AEA professional staff and administrators during the AEA accreditation site visit.

Recommendation

Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements.

- Make changes to the Iowa Code to include licensure requirements for AEA administrators and professional staff that provide educational services. Make changes to Chapter 72 that require verification of appropriate licensure for AEA administrators and professional staff during the accreditation process.

Rationale

The following rationale was provided:

- All AEA professional staff in education services, special education, and media technology shall have proper licensure that aligns with the services they supervise or provide.
- All AEA administrators shall have proper licensure that aligns with the services they supervise or provide for the AEA.

Full Taskforce Deliberation

A majority of the members of the taskforce voted to approve this recommendation; six members voted against approval. One member considered this recommendation a vital change. During discussion, taskforce members expressed concerns about whether job titles match the duties that individuals are actually performing. Some members were concerned that moving toward standardized job titles would limit the flexibility of individual AEAs to provide specialized services. It was noted that it would require action by the Iowa Legislature for this recommendation to be implemented. Legislative representatives present for discussion were concerned that the workgroup did not provide enough guidance in the recommendation for what legislative action was to be taken. Generally, taskforce members expressed concerns that licensure requirements may be too rigid for the diverse types of administrators and professional staff who are employed by AEAs.

III. Remaining Recommendations

The following 12 recommendations, all from either the Finance Workgroup or the Governance Workgroup, were rated as vital by two or fewer taskforce members. Some of these additional recommendations support the previously discussed themes, while others addressed other areas of concern. While these recommendations were not perceived as particularly vital, many were passed unanimously or with little dissent.

Finance Recommendation One: Restructure funding for AEA facilities and operations.

Finding

The Finance Workgroup found that AEA funding as described in the Iowa Code was written in the 1970s. The Iowa Code established allowable uses for AEA funding. The 1970s-era funding restrictions were designed to meet the needs of that time period but do not meet the needs of providing services to learners and educators in the 21st century. Some examples of legacy funding limitations are these:

- There is no current fund to acquire and operate AEA *facilities*. LEAs have a separate funding stream for operation and facilities but AEAAs do not.
- Ch. 273.3(7) restricts the AEAAs' ability to maintain, update, or acquire facilities in a cost-effective manner. State law requires any facility acquisition or repairs in excess of \$25,000 to be a lease-purchase.
- Ch. 273.2(2) requires the AEA to obtain DE approval for any facility-related cost item that exceeds \$25,000.

The Iowa Code fails to identify funding sources to *operate* AEAAs. Ch. 256B restricts the use of special education funds to special education services, which limits the AEAAs' ability to provide basic operational services.

Recommendation

Finance Recommendation One: Restructure funding for AEA facilities and operations.

- 1a: Iowa General Assembly: Modify Iowa Code 256B to allow for operational costs in an AEA to be proportionally funded from special education support services funds.
- 1b: Iowa General Assembly: Because AEAAs do not have a separate funding stream for facilities, set aside a portion of new monies in the Property Tax Equity and Relief (PTER) fund as a funding source for AEA facilities.
- 1c: Iowa General Assembly: Modify Iowa Code 273.2(2) and 273.3(7) to allow AEAAs to purchase facilities (rather than simply lease facilities). Remove the requirement that if any lease-purchase agreement exceeds \$25,000, the director of the DE must approve the agreement. Replace the existing \$25,000 cap language with the requirement that if AEAAs need to incur debt to purchase, lease, or remodel facilities, then a public hearing is required along with approval by the AEA Board of Directors and approval by the director of the DE.

Rationale

The following rationale was provided:

- To the extent possible, the funding for AEAAs should be used to provide services that will directly benefit students.

- In order to pay for AEA facilities (including the acquisition, maintenance, and renovations of facilities) funding must come from funds generated to provide services in media, educational, and special education services. Therefore, services that would be provided to benefit students have to be diminished in order to pay for facilities.
- Rather than restrict AEA facilities to lease or lease-purchase only, it may be more cost-effective for AEA's to purchase and own facilities. Any cost savings realized in operations and facilities would free up funds to directly benefit students.

Full Taskforce Deliberations

Finance Recommendation 1a was approved by the taskforce with five dissenting votes; 1b was approved with three dissenting votes; and 1c was approved with three dissenting votes. Members of the taskforce expressed concerns that special education funding would be used to pay for administrative and facility costs rather than programs and services. Because PTER will fluctuate from year to year, there also were concerns about the prospect that in certain years there will be no new monies for AEA facilities. Further discussion addressed the issue that any PTER funds diverted to AEA's will no longer be available to LEA's.

Finance Recommendation Three: Address the inequity in funding in state-funded special education.

Finding

The Finance Workgroup found that

- The state per-pupil funding for AEA special education services is not consistent across all AEA's. There is almost a 10 percent variance in state per-pupil funding.
- The per-pupil funding for special education services does not tell the whole story about the lack of equity and parity of funding. Density of population and districts separated by driving distances influence costs of delivery for AEA's. In addition, needs of LEA's differ (for example, there may be only a few students requiring speech therapist services in one AEA and there may be several dozen students needing such services in another AEA).
- Because state-funded AEA special education resources are based upon per-pupil funding, when AEA's lose enrollment, they lose funding. But just because there are fewer pupils in an AEA does not necessarily mean there is a corresponding decrease in demand for special education services in that AEA.
- As the more rural AEA's faced declining enrollment (and a resulting decline in funding), these AEA's have consolidated in an attempt to maintain a comparable level of special education services to their LEA's.

Recommendation

Finance Recommendation Three: Address the inequity in funding in state-funded special education.

- Iowa General Assembly: To close the 10 percent variance in per-pupil special education funding, the legislature should restore the final state foundation \$2.5 million funding cut as a means of bringing all AEAs closer to parity in per-pupil funding. The AEAs with the lowest per-pupil allocation should receive the funds.

Rationale

The following rationale was provided:

- Although all AEAs received cuts in state funding during several consecutive years, restoring the \$2.5 million to the AEAs with the lowest per-pupil funding would provide more equity of funding and related special education services across the nine AEAs.

Full Taskforce Deliberation

Recommendation Three was passed by the taskforce with one dissenting vote. One member of the taskforce considered this one of the vital recommendations.

Finance Recommendation Four: Fund AEAs through local property taxes.

Finding

The Finance Workgroup found that

- AEAs receive a portion of their funding (education services and media services) through local property taxes. These funds appear on each local district's aid and levy worksheet and are often referred to as "flow-through" funds.
- There is a common misperception at the district level that these AEA flow-through funds "belong" to the local district, when in reality they are not district funds. Because there is a lack of understanding about these funds, districts often believe they should receive AEA services on a dollar-per-dollar basis because the funds were generated from the district's property-tax payers.
- These property tax-generated funds must, in part, cover all AEA facility, operations, and administrative expenses in addition to providing direct services to children, teachers, families, and districts.
- When the county board system (the predecessor of the AEA system) was originally established, these funds were levied by each county's board of education. When the AEAs replaced the county boards, these funds were placed in the LEA budgets as a means of generating a portion of AEA funding because AEAs do not have taxing authority.

Recommendation

Finance Recommendation Four: Fund AEAs through local property taxes.

- 4a: The Iowa Department of Management, in partnership with the DE, should amend the aid and levy worksheet to more clearly separate the AEA funds and LEA funds which in turn can help clarify the purposes of the flow-through funds .
- 4b: AEA system: Design and implement an education process for LEA boards of education and superintendents so they understand the purpose of flow-through funds. This education process should include comprehensive information such as the fact that these funds provide direct services to children, educators, families, and districts as well as supporting the AEA facility, operations, and administrative costs.

Rationale

This twofold recommendation will provide an accurate portrayal of the source of flow-through property tax funds while helping clear up misunderstanding at the LEA level about the purpose of the funds.

Full Taskforce Deliberations

Finance Workgroup Recommendations 4a and 4b were unanimously passed by the taskforce.

Finance Recommendation Six: Improve flexibility in the use of the AEA media resource dollars.

Finding

The Iowa Code requires that 30 percent of the funds generated by local property taxes for media services shall be utilized for media resource materials (Chapter 257.37). The current annual figure for media resource materials is approximately \$7.2 million statewide. Funds may not be used to pay salaries or associated fringe benefits for full- or part-time agency employees.

Recommendation

Finance Recommendation Six: Improve flexibility in the use of the AEA media resource dollars.

- The Iowa General Assembly should amend Iowa Code Chapter 257.37 to permit a more flexible use of the 30 percent media resource funds in alignment with 21st century instructional learning needs.

Rationale

There is still a need for media resources purchased on behalf of LEAs, although these are increasingly electronic resources. As LEAs purchase hardware and devices for educators and students, the AEAs need the flexibility to utilize media resource funds to provide for 21st century resources and services, such as Web hosting; licenses and leases, including offsite storage;

digital transmission; subscriptions to online resources (e.g., Iowa AEA Online); Internet infrastructure; and iPods, iPads, and similar devices.

Full Taskforce Deliberations

The recommendation was passed unanimously by the taskforce.

Finance Recommendation Seven: No recommendation regarding uniform reductions in appropriations.

Finding

The Finance Workgroup found that when AEAs receive a reduction in state funding after the allowable growth has already been set there is no mechanism for the AEA to make up the revenue shortfall. AEA funding is controlled by the state foundation aid formula and, unlike LEAs, AEAs have no taxing authority. When reductions in appropriations are ordered, the only readily available options are to either run a deficit, relying on fund balances (if they exist), or to utilize property tax funds generated for media or educational services. AEAs are limited when reducing expenditures because Iowa Code Chapters 20 and 279 do not allow AEA personnel contracts to be terminated for lack of funding. Because personnel expenditures are the largest portion of the AEA budget, the impact of reductions generally affects the level of services provided to school districts.

Iowa Code 257.32 established an AEA budget review procedure, similar to the School Budget Review procedure. If an AEA requested additional funds to cover budget shortfalls through this procedure and it was granted by the School Budget Review Committee (SBRC), then the property taxes of each school district within the AEA region would be increased.

Recommendation

Finance Recommendation Seven: On AEA and uniform reductions in appropriations (across-the-board cuts): No recommendation

Rationale

AEAs have very little ability to replenish revenues when there is a reduction in state aid. State aid to AEAs is provided for special education services but local property taxes fund AEA educational services and media services. Therefore, when a state funding reduction occurs, it affects special education services, and if there is no way to supplement the funding with other local revenue, the AEA encounters the following predicaments:

- It is placed in jeopardy of not meeting its maintenance of effort (MOE) federal special education requirement.
- It is limited in resources for making up for any revenue shortfall (AEAs have not been able to accumulate a special education fund balance because of the funding cuts during the past years).

- It is challenged to utilize the SBRC procedure as a last resort because the direct result of SBRC action will increase property taxes for each school district in the region.

Finance Recommendation Eight: Increase transparency about administrative services and salaries.

Finding

LEAs and AEAs annually report salaries, extra salaries, and benefits through the BEDS reporting process. The range of total compensation packages of the AEA chief administrators in 2010-11 is between \$192,510 and 271,441. The total compensation range for the 20 highest paid Iowa LEA superintendents during 2010-11 is between \$183,994 and \$276,332. Comparisons between AEA chief administrator compensation packages and the top 20 LEA superintendent compensation packages do not reveal salaries and benefits packages that deviate greatly from the average. (See Appendix E for additional information on AEA compensation.) The data available from the DE for chief administrators' compensation represent full disclosure of all payments and are public information. Per Iowa Code 273.3(11), the AEA board sets the salary level for the AEA chief administrator, as in the process through which a school district board sets the salary level for the superintendent. AEA Boards generally set salaries that are based upon comparable salary and benefits data from other AEAs and on salaries and benefits paid to district superintendents in their area. All AEAs have reported the percentage of administrator salaries paid through federal, state, and local funds.

Recommendation

Finance Recommendation Eight: Increase transparency about administrative services and salaries.

- As part of the regular and ongoing communication by AEA board members with their LEA boards, AEAs should provide full transparency about the level of AEA chief administrator salary and benefits and the process used to determine this compensation level.

LEA boards are required by the Iowa Code to set the salary and compensation for superintendents, as do community college boards for their presidents. To be consistent with Iowa Code, AEA Boards should retain their responsibility to set the salary and compensation for AEA chief administrators. Because AEA chief administrators are required to have the same certification as LEA superintendents, the compensation for salaries and benefits would be expected to be comparable between organizations of similar enrollment and size.

The taskforce passed this recommendation with three dissenting votes. Some taskforce members were concerned that the recommendation lacked gravity and accountability mechanisms. Moreover, several members wanted to see a state-to-state comparison of salaries, but it was pointed out that area education agencies may have very different mandates from parallel organizations in other states. One member of the taskforce considered this a vital recommendation.

Governance Recommendation One: Retain the current AEA Board member selection process.

Finding

The current Iowa AEA Board selection and election process conforms well with the industry standard for non-taxing educational service agencies in the United States. The practice honors the role of the local school district as the primary constituent of the AEA. Dr. Brian Talbott, executive director of the Association of Education Service Agencies (AESAs), reported that selection processes similar to the one used in Iowa are seen nationally as more effective than other approaches.

Recommendation

Governance Recommendation One: Retain the current AEA Board member selection process.

Rationale

The following rationale was provided:

- Current practice is consistent with the industry standard and is a proven approach according to Dr. Brian Talbott, executive director of the Association of Education Service Agencies.
- The current method is appropriate for a governmental entity that does not have taxing authority.
- The current method is responsive to the primary constituents of the services.
- The current method of governance has allowed Iowa’s AEAs to be seen as among the most successful in the nation.

Full Taskforce Deliberations

The taskforce passed the recommendation with three dissenting votes. Several members of the taskforce voiced the need for more community representation on AEA Boards outside the LEA governance structure. They felt that local community members who are not directly involved in education should have a route to board membership.

Governance Recommendation Two: Retain discretionary authority of the AEA Boards.

Finding

Discretionary authority of the AEA Boards has allowed for the customization of programs and services and, at the same time, has enabled AEAs to respond to the unique needs of the districts they serve. This discretionary authority facilitates innovative practices that best serve the region and can be scaled up and implemented statewide. In a nationally unique phenomenon, according

to Dr. Robert Stephens, leading researcher on education service agencies, this discretionary authority was exercised by several AEA Boards during the last decade to voluntarily merge some AEAs, which reduced the number of units from 15 to nine.

Recommendation

Governance Recommendation Two: Retain discretionary authority of the AEA Boards.

- AEA Boards should retain discretionary authority for functions such as recruitment, selection, and evaluation of staff, fiscal oversight, policy development, and program planning, within the parameters established by the Oversight Committee and defined core services.

Rationale

In order to provide the highest quality of service, AEAs must be competitive in attracting and maintaining talented personnel. This can best be done when an AEA retains discretionary authority. Maintaining discretionary authority would help insulate AEAs from the cyclical, but predictable, political whims that affect public education in the state. The viability and stability of the system would be enhanced.

Full Taskforce Deliberations

The recommendation was passed by the taskforce with four members dissenting. Several members were concerned that the resolution gave too much authority to the board to decide which programs and services would be offered. The taskforce considered it important to reiterate that every board must choose to provide core services, but there should be flexibility for deciding on additional services.

Governance Recommendation Three: Exploit informal and extralegal mechanisms in AEA governance.

Finding

The Governance Workgroup found that within each AEA there is a legally established Board of Directors that oversees operations of the organization. There is also an extralegal or informal aspect to AEA governance that has significant influence. Components of this aspect are

- Monthly area superintendent meetings
- Periodic area superintendent advisory council meetings
- Various program and service advisory councils composed of teachers, administrators, and other staff
- DE policy and leadership impact on the AEA
- An association of AEA Boards and leadership staff that facilitates collaboration on a statewide system and oversees development of the system

- Legislation that recently established and required advisory councils for the AEA Boards (Senate File 2088)

Recommendation

Governance Recommendation Three: Utilize informal and extralegal mechanisms in AEA governance.

- 3a: Encourage the continued use and development of informal or extralegal mechanisms such as monthly superintendent meetings, periodic area superintendent advisory council meetings, program and service advisory councils, AEA/DE collaborative efforts, and state leadership associations (joint boards, program and service directors, chief administrators).
- 3b: AEA leaders should continually seek to increase the effectiveness of these mechanisms and align them with the formal board structure and accreditation process for AEA's.

Rationale

Such informal mechanisms add value to the decisions made by AEA leaders and boards and increase the range of voices that can influence the system.

Full Taskforce Deliberations

Recommendations 3a and 3b were each passed by the taskforce with one dissenting vote. Some members would like to have seen a reciprocal accountability mechanism for AEA's and LEA's included in the recommendation.

Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary.

Finding

The vast majority of education service agencies in the United States maintain significant autonomy from their state education agency. In addition, state efforts to regionalize services within the framework of the state education department have seldom succeeded, according to Dr. Robert Stephens. The current formal and informal relationship between AEA's and the DE has resulted in a statewide system of regional service agencies that is seen by those in other states, as reported earlier in this report, as an effective and innovative infrastructure. AEA accountability is achieved through an accreditation process overseen by the DE.

Recommendation

Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary.

- 6a: Continue the current structure and governance of the AEAs in their formal and informal relationships with the DE as established and maintained over the years by legislation.
- 6b: AEA accreditation standards should be reviewed by the DE and stakeholders and revised as needed to be more consistent with the newly established mission, current or emerging core service areas, Iowa Core, 21st century learning, and competency-based education.

Rationale

The Governance Workgroup provided the following rationale for their decision:

- The difference in the function of state agencies makes it difficult to carry out the service each LEA receives from its AEA partner.
- Although attempted in some states, it is not conventional practice for education service agencies to operate under the umbrella of the state education agency.
- Operating under the umbrella of the state education agency would limit the ability of AEAs to recruit, hire, and maintain talented employees because of limitations on funding to state government and the occasional political decisions that are made about state government.
- School districts of all sizes that are served by AEAs need a stable and predictable system to support their work and improvement efforts. The current system provides for that in an efficient manner and achieves economy of scale through a regional approach.

Full Taskforce Deliberations

Recommendation 6a was passed by the taskforce with four dissenting votes, and 6b was passed unanimously. Two members considered 6b to be a vital recommendation. Some members of the taskforce were concerned that AEAs were often given autonomy at the expense of continuity of service. Moreover, a number of members of the taskforce were concerned that this recommendation, which focuses specifically on the relationship between the DE and the AEAs, fails to recognize the systemic problems that AEAs face. For example, one member remarked on the fact that a large amount of funding goes toward special education; regardless, Iowa still has one of the largest achievement gaps between special education and regular education students.

Governance Recommendation Eight: Review the work of AEA Boards.

Finding

Currently, AEAs and their boards are legally responsible for functions that are not central to their mission and emerging role. For example, they currently have responsibility for mediating transportation issues and disputes within and among districts, and they play a key role in the reorganization of school districts.

Recommendation

Governance Recommendation Eight: Review the work of AEA Boards.

- Review the appropriateness and implementation of responsibilities (e.g., mediating transportation issues and disputes within and among districts and reorganization of school districts) and other criteria that may be outside the central mission and core services of AEAs.

Rationale

Reducing the time boards and administrators spend on nonessential functions will allow them to focus on the mission and core responsibilities of the AEA.

Full Taskforce Deliberations

This recommendation was passed unanimously by the taskforce.

Governance Recommendation Nine: AEA Boards should review compensation policies and processes.

Finding

AEA Boards have the authority to establish compensation and benefits for AEA employees. Under Iowa's collective bargaining laws, AEAs must negotiate compensation packages for certified and noncertified support personnel. For employee groups such as management, management support, and salaried groups, AEAs have discretion in establishing salaries and benefits. There is a lack of knowledge about how the AEA Boards go about establishing salary and benefits for those groups not subject to collective bargaining.

Recommendation

Governance Recommendation Nine: AEA Boards should review compensation policies and processes.

- Each AEA Board should do an annual comprehensive market analysis for all job categories. The results of this analysis should be maintained and subject to review as part of the AEA accreditation process.

Rationale

An annual market analysis will not only increase knowledge about how salaries and benefits are established for non-bargaining unit employees, it will increase the accountability of AEA Boards to demonstrate that salaries are being established within the marketplace. Moreover, stewards of public dollars have an obligation to hire the best possible candidates to provide services, thus salaries must be competitive within the marketplace.

Full Taskforce Deliberations

This recommendation was unanimously passed by the taskforce.

Additional Review Required Pursuant to Senate File 2376

Senate File 2376 required that the taskforce “review how area education agency administrative services are funded and the percentages of state, federal, and local moneys used to pay for administrative services and salaries, the services provided by area education agencies, the number of students served by each area education agency, and the funding options for area education agencies subject to uniform reductions in appropriations ordered by the governor pursuant to section 8.31.” Appendix H contains additional data gathered by the Taskforce pursuant to Senate File 2376 that was not already covered in preceding discussion of the recommendations.

Conclusion

In the time spent on the preparation of this report, the taskforce was able to formulate an underlying theory of action and put forth 25 recommendations for strengthening the AEA system. The deliberations of the taskforce and the workgroups were grounded in the theory of action and each recommendation was aligned with at least one if statement in the AEA Theory of Action. Table I-1 in Appendix I provides a crosswalk of the alignment of the recommendations with the theory of action if statements.

The taskforce recognizes that systemic change is an ongoing process, and the work does not end with this report. Strengthening the AEA system will require a sustained commitment from the taskforce membership and the entities that they represent. It is the hope of the membership that the AEA system will be a model regional system of support, striving to do what is required to

improve the capacity of schools and districts to serve the students of Iowa and prepare them for success in career, college, and citizenry.

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Appendixes

Appendix A—Glossary of Acronyms

Appendix B—AEA Taskforce Legislation

Appendix C—AEA Taskforce and Workgroup Membership

Appendix D—AEA Taskforce Meeting Agendas

Appendix E—Finance Workgroup Documents

Appendix F—Structure Workgroup Documents

Appendix G— Recommendation Voting, Alignment, and Action Required

Appendix H —Additional Materials Reviewed Pursuant to Senate File 2376

Appendix I—Theory of Action If Statement Alignment

Appendix A

Glossary of Acronyms

The following is a glossary of various acronyms used throughout this report.

28E: Refers to Section 28E of the Iowa Code, which regulates intergovernmental agreements between political subdivisions.

AEA: Area Education Agencies

AESA: Association of Education Service Agencies, a national organization representing AEAs and their counterparts in 45 states.

APR: Annual Progress Report

CIP: The five-year Comprehensive Improvement Plan

DE: The Iowa Department of Education

ELL: English Language Learner, defined in Iowa Code Chapter 280.4 as "a student's language background is in a language other than English, and the student's proficiency in English is such that the probability of the student's academic success in an English-only classroom is below that of an academically successful peer with an English language background."

IAC: Iowa Administrative Code

IDEA: Individuals with Disabilities Education Act

IEP: Individualized Education Program

ITBS: Iowa Tests of Basic Skills, administered to students in grades K-8.

ITED: Iowa Tests of Educational Development, administered to students in grades 9 through 12.

LEA: Local Education Agency. As used in this report, LEA refers to both public schools districts as well as accredited non-public schools.

NAEP: National Assessment for Educational Progress, an assessment administered nationwide and commonly referred to as the Nation's Report Card

Appendix B

AEA Taskforce Legislation

House File 2295

Section 1. DEPARTMENT OF EDUCATION—AREA EDUCATION AGENCY TASK FORCE.

1. The Department of Education shall convene a task force to review the present mission, structure, governance, and funding of the area education agency system to determine if the current model is applicable to the challenges and requirements of twenty-first century learning.
2. The task force membership shall be comprised of education stakeholders and consumers of area education agency services including but not limited to persons representing the following entities or individuals:
 - a. The Department of Education.
 - b. Area Education Agencies.
 - c. The Iowa Association of School Boards.
 - d. The Iowa State Education Association.
 - e. The School Administrators of Iowa.
 - f. Accredited nonpublic schools.
 - g. A parent or guardian of a child receiving special education services.
 - h. The chairpersons and ranking members of the Senate and House standing committees on education.
3. The task force shall submit its findings and recommendations in a report to the General Assembly by December 15, 2010.

Senate File 2376

Sec. 41. 2010 Iowa Acts, House File 2295, section 1, subsection 1, if enacted, is amended to read as follows:

1. The Department of Education shall convene a task force to review the present mission, structure, governance, and funding of the area education agency system to determine if the current model is applicable to the challenges and requirements of twenty-first century learning. The task force shall review how area education agency administrative services are funded and the percentages of state, federal, and local moneys used to pay for administrative services and salaries, the services provided by area education agencies, the number of students served by each area education agency, and the funding options for area education agencies subject to uniform reductions in appropriations ordered by the governor pursuant to section 8.31.

Appendix C

AEA Taskforce and Workgroup Membership

House File 2295 directed the Iowa Department of Education to convene the taskforce and appoint members who “shall be comprised of education stakeholders and consumers of area education agency services including but not limited to persons representing the following entities or individuals:

- a. The Department of Education.
- b. Area Education Agencies.
- c. The Iowa Association of School Boards.
- d. The Iowa State Education Association.
- e. The School Administrators of Iowa.
- f. Accredited nonpublic schools.
- g. A parent or guardian of a child receiving special education services.
- h. The chairpersons and ranking members of the Senate and House standing committees on education.”

The following individuals served as members of the AEA Taskforce:

- Jim Addy, Division Administrator, Iowa Department of Education
- Nancy Boettger, Education Committee Ranking Member, Iowa Senator
- Shelly Bosovich, Special Education Director, Des Moines Public Schools
- Jan Collinson, Special Education Director, Muscatine CSD
- Joan Corbin, Board Member, Iowa Association of School Boards
- Kevin Fangman, Acting Director, Iowa Department of Education
- Ron Fielder, AEA Chief, Grant Wood AEA
- Troyce Fisher, Leadership Grant Director, School Administrators of Iowa
- Sharon Hawthorne, Consultant, Iowa Department of Education
- Marlin Jeffers, AEA Consultant, Iowa State Education Association
- Alan Jensen, Superintendent, English Valleys CSD
- Gene Ficken, Education Committee Chair, Iowa House of Representatives
- Kevin Koester, Education Committee Ranking Member Designee, Iowa House
- Lana Michelson, Former Bureau Chief, Iowa Department of Education
- Penny Miller, Principal, Kuemper Catholic High School
- Mike Munoz, Chief Academic Officer, Des Moines Public Schools
- Joy Prothero, AEA Board Member, Great Prairie AEA
- Phil Roeder, Special Assistant, Iowa Department of Education
- John Roederer, Superintendent, Mount Pleasant CSD
- Becky Schmitz, Education Committee Chair, Iowa Senate
- Bob Stephens, Ex Officio, Institute for Regional Studies in Education
- Mary Stevens, Special Education Director, AEA 267
- David VanHorn, Associate Administrator, Green Hills AEA
- Jackie Wellborn, Teacher, Linn-Mar CSD

- Jon Wibbels, Media Director, Northwest AEA
- Lisa Woiwood, Panel Member, Special Education Advisory Panel
- Sue Wood, Director of Curriculum, Instruction & Assessment, Fort Dodge CSD
- Cindy Yelick, Representative, Heartland AEA
- Facilitator: Pam Jacobs, American Institutes for Research

The Taskforce conducted a portion of its work in Workgroups that focused on three of the primary areas identified for review in HF 2265: funding, governance and structure. Membership on the Workgroups consisted of members of the full Task Force as well as ex officio members invited to participate due to their expertise on the specific topic.

Members of the three Workgroups were as follows:

Finance Workgroup

- Jim Addy, Division Administrator, Iowa Department of Education
- Steve Crew, Consultant, Iowa Department of Education
- Joe Crozier, AEA Chief, Great Prairie AEA
- Dave King, Business Manager, Heartland AEA
- Kevin Koester, Education Committee Ranking Member Designee, Iowa House
- John Lee, Consultant, Iowa Department of Education
- Kevin Posekany, Finance Director, Marshalltown CSD
- Denise Ragias, Consultant, Iowa Department of Education
- John Roederer, Superintendent, Mount Pleasant CSD
- Jon Wibbels, Media Director, Northwest AEA

Governance Workgroup

- Joan Corbin, Board Member, Iowa Association of School Boards
- Sandra Dop, Consultant, Iowa Department of Education
- Kevin Fangman, Acting Director, Iowa Department of Education
- Ron Fielder, AEA Chief, Grant Wood AEA
- Alan Jensen, Superintendent, English Valleys CSD
- Robin Krueger, AEA Board Member, Mississippi Bend AEA
- Joy Prothero, AEA Board Member, Great Prairie AEA
- Phil Roeder, Special Assistant, Iowa Department of Education
- David VanHorn, Associate Administrator, Green Hills AEA
- Jackie Wellborn, Teacher, Linn-Mar CSD

Structure Workgroup

- Shelly Bosovich, Special Education Director, Des Moines Public Schools
- Jan Collinson, Special Education Director, Muscatine CSD
- Troyce Fisher, Leadership Grant Director, School Administrators of Iowa
- Tim Grieves, AEA Chief, Northwest AEA
- Sharon Hawthorne, Consultant, Iowa Department of Education
- Marlin Jeffers, AEA Consultant, Iowa State Education Association

- Greg Manske, AEA Human Relations, Great Prairie AEA
- Penny Miller, Principal, Kuemper Catholic High School
- Mike Munoz, Chief Academic Officer, Des Moines Public Schools
- Becky Schmitz, Education Committee Chair, Iowa Senate
- Mary Stevens, Special Education Director, AEA 267
- Lisa Woiwood, Panel Member, Special Education Advisory Panel
- Sue Wood, Director of Curriculum, Instruction & Assessment, Fort Dodge CSD
- Cindy Yelick, Representative, Heartland AEA

Appendix D
AEA Taskforce Meetings Agendas

**Iowa AEA Taskforce Webinar
August 19, 2010
4:00 PM**

Webinar Access: <https://iowaec.na4.acrobat.com/erate/>

- Legislative Mandate
- Membership
- Organization
- Key Dates
- Agenda of 1st Meeting
- Survey
- Google Docs

Iowa AEA Taskforce Meeting
Foxboro Conference Center, Johnston, IA
August 30, 2010
9:30 a.m. - 3:30 p.m.

Introductions

Organizational Aspect, Purpose and Outcome of AEA Taskforce

AEA 101—Team presentation moderated by Pam Jacobs

- Brief History—Sharon Hawthorne and Tom Cooley
- Organization—Sharon Hawthorne and Tom Cooley
- Governance/Leadership—Brent Segrist and Phil Roeder
- Accreditation Requirements—Sharon Hawthorne and Tom Cooley
- Financial Support—Jim Addy, Steve Crew, and John Lee

Break

Mission of the AEAs

- Challenges and Requirements of 21st Century Learning—Sandra Dop and Nadine Davidson

Working Lunch—Mission of AEAs

- Review of Current AEA Mission of the AEA per Chapter 273.1/IAC Chapter 72
- Break Into Small Groups to Analyze the Mission to Ensure Alignment With 21st Century Skills
- Reconvene Large Group

Break

Taskforce Group members break into the three work groups (Structure, Governance, and Finance) to discuss:

- Whether they agree with the principles/criteria for decision making
- What information from today needs to be shared with specific work groups in relationship with their work team
- Whether further information is needed for each work group

Large Group Reconvened for Closing Remarks

- Show Google Groups
- Next Meeting and Homework to Get Us Prepared

Adjourn

Iowa AEA Taskforce Meeting
Foxboro Conference Center, Johnston, IA
September 17, 2010
9:30 a.m. - 3:30 p.m.

9:30 Welcome

9:45 *A National Perspective on Educational Service Agencies*

Brian Talbott, Executive Director, Association of Education Service Agencies (AESA)

11:00 Break

11:15 *Moving Forward*

Bob Stephens, Executive Director, Institute for Regional and Rural Studies in Education
Professor Emeritus, University of Maryland–College Park

12:00 Lunch

Question-and-answer session with Brian and Bob

Guided table discussions of the implications of Brian and Bob's comments for the mission of Iowa's AEAs

1:00 Convene small workgroups

3:15 Reconvene to large group for closing remarks

3:30 Adjourn

Iowa AEA Taskforce Meeting
Foxboro Conference Center, Johnston, IA
October 8, 2010
9:30 a.m. - 3:30 p.m.

- 9:30 Welcome and provide information about the activities of the day
- 9:45 Mission “Walk Around”
- 10:00 Break into workgroups (Structure, Governance, Finance)
- 12:00 Working lunch for workgroups
- 12:30 Continue with workgroup discussions
- 1:30 Structure Workgroup presents draft recommendations and findings to Governance and Finance Workgroups
- 2:00 Governance Workgroup presents draft recommendations and findings to Structure and Finance Workgroups
- 2:30 Finance Workgroup presents draft recommendations and findings to Governance and Structure Workgroups
- 3:00 Reconvene in workgroups
- 3:30 Adjourn

Iowa AEA Taskforce Meeting
Foxboro Conference Center, Johnston, IA
October 29, 2010
9:30 a.m. - 3:30 p.m.

9:00 Welcome and overview of day's objectives

9:15 Workgroups

- Finance
- Governance
- Structure

Noon Lunch

1:00 Workgroups

- Finance
- Governance
- Structure

3:30 Adjourn

Iowa AEA Taskforce Meeting
Foxboro Conference Center, Johnston, IA
November 15, 2010
9:00 a.m. - 2:30 p.m.

9:00 Welcome and overview of the day's objectives

9:15 Structure Workgroup

- Presentation
- Discussion

11:00 Finance Workgroup

- Presentation
- Discussion

12:30 Lunch

1:00 Governance Workgroup

- Presentation
- Discussion

2:30 Next steps/wrapup/adjourn

Iowa AEA Taskforce Conference Call
November 29, 2010
3:30 PM

Call-in Number: 1-866-685-1580 (code 5152815795)
Webinar Access: <https://iowaec.na4.acrobat.com/erate/>

- Follow-up discussion and decision on Item #4 from the Structure Workgroup
- Findings and recommendations from ad hoc work group on cohesive operation of the AEAAs as a system
- Other pending issues

Iowa AEA Taskforce Conference Call
December 8, 2010
3:30 PM

Call-in Number: 1-866-685-1580 (code 5152815795)
Webinar Access: <https://iowaec.na4.acrobat.com/erate/>

- Continuation of discussion and action on the findings and recommendations from ad hoc work group on cohesive operation of the AEA's as a system
- Continuation of discussion and action on Item #4 from the Structure Workgroup
- Review and discussion of LSA memo on AEA salaries
- Other pending issues

Appendix E

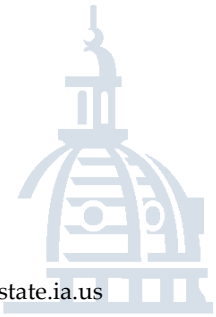
Finance Workgroup Documents

Table E-1. AEA Funding Reductions

| | Fiscal Year Funding Reduction | Explanation |
|---------|--|--|
| 2001–02 | \$10.9 million | House File 755 reduced AEA funding by \$7.5 million and a 4.3% across-the-board (ATB) governor’s cut reduced \$3.4 million. ^a |
| 2002–03 | 7.5 million | Continued \$7.5 million cut. |
| 2003–04 | 29.3 million | Continued \$7.5 million cut plus SF 453 reduced funding by \$10 million and scooped \$10 million in balances. Plus a governor’s 2.5% ATB cut reduced another \$1.8 million. ^a |
| 2004–05 | 19.3 million | Made \$7.5 million cut permanent, legislature continued \$10 million and \$1.8 million reduction. |
| 2005–06 | 19.3 million | \$7.5 million permanent cut and continued \$11.8 million reduction. |
| 2006–07 | 15.5 million | \$7.5 million permanent cut and reduced \$11.8 million cut to \$8 million. |
| 2007–08 | 12.75 million | \$7.5 million permanent cut and reduced \$8 million cut to \$5.25 million. |
| 2008–09 | 11.4 million | \$7.5 million permanent cut and reduced \$5.25 million cut to \$2.5 million plus \$1.4 million governor’s ATB cut. ^a |
| 2009–10 | 22.7 million | \$7.5 million permanent cut and \$2.5 million cut plus legislated \$1.4 million reduction and \$11.3 million governor’s ATB cut. ^a |
| 2010–11 | 10.0 million | \$7.5 million permanent cut and \$2.5 million cut. |

^a AEAs are unable to restore ATB cuts with a levy because they do not have taxing authority. It is, then, an actual reduction that must be met.

**Memorandum E-1:
2010-2011 Area Education Agency Staff Salary Data Information**



Date: 12/2/2010

To: Representative Kevin Koester and Senator Becky Schmitz

From: Shawn Snyder, Fiscal Services Division

Subject: 2010-2011 Area Education Agency Staff Salary Data Information

Based on an email exchange on November 17, I requested staff data for Area Education Agencies for the 2010-2011 school year. The Department sent me that data and I have provided an analysis of the salary information from that file. One of the questions that this analysis does not address is supervisory responsibility or direct management duties. The data collected by the Department does not include that information. However, assignment codes indicate the staff that are non-licensed. The staff in this analysis include:

- Non-licensed staff: All full-time staff with position codes of Business Manager, HF/Personnel Manager, Other Professional, AEA Supervisors/Managers, and Other Supervisors/Manager, had assignment codes indicating they were non-licensed (these positions are reflected with italics in the tables and attachments).
- Licensed staff: All full-time staff with position codes of AEA Chief Administrator, Principal, Special Education Director, AEA Regional/Zone Coordinator, Supervisor, and Other Administrator, had assignment codes indicating they were licensed.

The following tables and attachments provide an analysis of the preliminary staff data submitted to the Iowa Department of Education for the 2010-2011 Basic Educational Data Survey (BEDS). Specific focus was given to salary data for Area Education Agency (AEA) administrators and managers. The analysis included only staff with full-time positions with position codes that identified them as an administrator or manager (positions and definitions of positions are provided in **Attachment A**).

Table 1 provides summary information pertaining to the averages by position type and includes total salary (base salary plus any additional extra duty pay), regular salary (base salary), the number of contract or work days, per diem salary amounts for both total and regular salary, and total compensation (which includes total salary, health benefits, retirement benefits, and other benefits as reported to the Department of Education). **Table 2** ranks each of the averages (from highest to lowest) displayed in Table 1 for the positions.

Table 1
Average Salary for AEA Administrators/Managers by Position (2010-2011)

| Position | Number of Positions | Averages | | | | | |
|--------------------------------------|---------------------|--------------|----------------|----------------------------|-----------------------|-------------------------|---------------------|
| | | Total Salary | Regular Salary | Contract Days or Work Days | Total Salary Per Diem | Regular Salary Per Diem | Total Compensation* |
| <i>Business Manager</i> | 11 | \$ 89,269 | \$ 87,579 | 254 | \$ 352 | \$ 345 | \$ 114,284 |
| <i>HR/Personnel Manager</i> | 11 | 76,640 | 74,950 | 251 | 305 | 298 | 100,302 |
| <i>Other Professional</i> | 35 | 59,814 | 57,165 | 202 | 297 | 283 | 76,558 |
| <i>AEA Supervisors/Managers</i> | 33 | 84,742 | 83,184 | 239 | 355 | 349 | 107,757 |
| <i>Other Supervisors/Managers</i> | 4 | 40,526 | 40,526 | 239 | 170 | 170 | 54,837 |
| <i>AEA Chief Administrator</i> | 9 | 187,095 | 180,071 | 247 | 757 | 729 | 226,441 |
| Principal | 3 | 112,703 | 112,703 | 260 | 433 | 433 | 137,254 |
| Special Education Director | 9 | 128,568 | 126,315 | 254 | 507 | 498 | 157,574 |
| <i>AEA Regional/Zone Coordinator</i> | 66 | 102,137 | 98,375 | 238 | 429 | 413 | 126,078 |
| Supervisor | 14 | 98,074 | 98,074 | 238 | 412 | 412 | 130,501 |
| Other Administrator | 21 | 130,735 | 127,898 | 245 | 534 | 522 | 161,560 |

Italicized print indicates non-licensed positions.

Table 2
Ranking of Average Salary for AEA Administrators/Managers by Position (2010-2011)

| Position | Rankings of Averages by Position | | | | | |
|--------------------------------------|----------------------------------|----------------|----------------------------|-----------------------|-------------------------|---------------------|
| | Total Salary | Regular Salary | Contract Days or Work Days | Total Salary Per Diem | Regular Salary Per Diem | Total Compensation* |
| <i>Business Manager</i> | 7 | 7 | 3 | 8 | 8 | 7 |
| <i>HR/Personnel Manager</i> | 9 | 9 | 4 | 9 | 9 | 9 |
| <i>Other Professional</i> | 10 | 10 | 11 | 10 | 10 | 10 |
| <i>AEA Supervisors/Managers</i> | 8 | 8 | 8 | 7 | 7 | 8 |
| <i>Other Supervisors/Managers</i> | 11 | 11 | 7 | 11 | 11 | 11 |
| <i>AEA Chief Administrator</i> | 1 | 1 | 5 | 1 | 1 | 1 |
| Principal | 4 | 4 | 1 | 4 | 4 | 4 |
| Special Education Director | 3 | 3 | 2 | 3 | 3 | 3 |
| <i>AEA Regional/Zone Coordinator</i> | 5 | 5 | 9 | 5 | 5 | 6 |
| Supervisor | 6 | 6 | 10 | 6 | 6 | 5 |
| Other Administrator | 2 | 2 | 6 | 2 | 2 | 2 |

Italicized print indicates non-licensed positions.

Some observations from **Tables 1 and 2** include:

- The AEA Chief Administrator position had the highest average in all the salary categories and ranked fifth (out of 11 position categories) in average contract or work days.
- The Other Supervisors/Managers position had the lowest average in all the salary categories and ranked seventh in average contract or work days.

- The position rankings were relatively uniform for all the categories related to salary. Rankings of contract or work days did not necessarily align with the rankings of the salary categories.
- Non-licensed staff positions had lower averages in each salary category than licensed staff positions.

Attachment B provides the same information provided in **Tables 1** and **2**. **Attachment C** provides information with maximum, minimum, and range for the categories and positions displayed in **Table 1**.

Data providing detailed salary information for individual AEA staff is not included in this document, however that information is available.

Additionally, limitations in regards to this analysis include:

- Data provided is preliminary and has not been edited by the Department. Finalized and edited data may provide different results than provided in this analysis.
- The data file provided to the LSA included only AEA staff. No comparisons were made to school district staff with similar positions in this analysis.
- The Department of Education provided responses to LSA questions regarding the data provided in this file. However, the LSA scope of knowledge pertaining to this data may be limited and results may be impacted as a result of any limitations.

If you have additional questions regarding this analysis or would like more information, please contact me at: 515-281-7799 or shawn.snyder@legis.state.ia.us.

Legislative Services Agency: Area Education Agency Administrative/Management Position Descriptions

| Position | Position Description |
|-------------------------------|--|
| Business Manager | Person who coordinates office services such as personnel, financial accounting, budget preparation and control, records control, and special management activities. |
| HR/Personnel Manager | Person who directs individuals and manages functional supporting services in the human resources area, under the direction of a senior staff member. |
| Other Professional | A general job classification that describes staff that performs duties requiring a high degree of knowledge and skills such as staff lawyers, internal auditors, and CPAs. Non Public Religion teachers who do not have a folder number would also be reported here. |
| AEA Supervisors/Managers | Person who directs individuals and manages functional supporting services under the direction of a senior staff member. |
| Other Supervisors/Managers | Person who directs individuals and manages functional supporting services under the direction of a senior staff member. |
| AEA Chief Administrator | Person who performs the highest level, agency-wide executive management functions of an Area Education Agency. |
| Principal | Person who is a member of a school's instructional staff who serves as an instructional leader, coordinates the process and substance of educational and instructional programs, coordinates the budget of the school, provides formative evaluation for all practitioners and other persons in the school, recommends or has effective authority to appoint, assign, promote, or transfer personnel in a school building, implements the local school board's policy in a manner consistent with professional practice and ethics, and assists in the development and supervision of a school's student activities program. |
| Special Education Director | Person who administers or directs special education programs or functions and supervises other staff members. |
| AEA Regional/Zone Coordinator | Person who performs high level executive management functions in a region or zone. |
| Supervisor | A person who directs or manages a program or function and supervises other staff members |
| Other Administrator | Person who performs administrator duties not listed elsewhere. |

Source:

Iowa Department of Education, 2011-2012 Staff File layout

Legislative Services Agency: Area Education Agency Average Salary by Position for 2010-2011

| Position | Number of Positions | Total Salary | Rank of Total Salary | Regular Salary | Rank of Regular Salary | Contract Days or Work Days | Rank of Days | Total Salary Per Diem | Rank of Total Salary Per Diem | Regular Salary Per Diem | Rank of Regular Salary Per Diem | Total Comp. * | Rank of Total Comp. |
|--------------------------------------|----------------------------|---------------------|-----------------------------|-----------------------|-------------------------------|-----------------------------------|---------------------|------------------------------|--------------------------------------|--------------------------------|--|----------------------|----------------------------|
| <i>Business Manager</i> | 11 | \$ 89,269 | 7 | \$ 87,579 | 7 | 254 | 3 | \$ 352 | 8 | \$ 345 | 8 | \$ 114,284 | 7 |
| <i>HR/Personnel Manager</i> | 11 | 76,640 | 9 | 74,950 | 9 | 251 | 4 | 305 | 9 | 298 | 9 | 100,302 | 9 |
| <i>Other Professional</i> | 35 | 59,814 | 10 | 57,165 | 10 | 202 | 11 | 297 | 10 | 283 | 10 | 76,558 | 10 |
| <i>AEA Supervisors/Managers</i> | 33 | 84,742 | 8 | 83,184 | 8 | 239 | 8 | 355 | 7 | 349 | 7 | 107,757 | 8 |
| <i>Other Supervisors/Managers</i> | 4 | 40,526 | 11 | 40,526 | 11 | 239 | 7 | 170 | 11 | 170 | 11 | 54,837 | 11 |
| <i>AEA Chief Administrator</i> | 9 | 187,095 | 1 | 180,071 | 1 | 247 | 5 | 757 | 1 | 729 | 1 | 226,441 | 1 |
| Principal | 3 | 112,703 | 4 | 112,703 | 4 | 260 | 1 | 433 | 4 | 433 | 4 | 137,254 | 4 |
| Special Education Director | 9 | 128,568 | 3 | 126,315 | 3 | 254 | 2 | 507 | 3 | 498 | 3 | 157,574 | 3 |
| <i>AEA Regional/Zone Coordinator</i> | 66 | 102,137 | 5 | 98,375 | 5 | 238 | 9 | 429 | 5 | 413 | 5 | 126,078 | 6 |
| Supervisor | 14 | 98,074 | 6 | 98,074 | 6 | 238 | 10 | 412 | 6 | 412 | 6 | 130,501 | 5 |
| Other Administrator | 21 | 130,735 | 2 | 127,898 | 2 | 245 | 6 | 534 | 2 | 522 | 2 | 161,560 | 2 |

Notes:

Analysis includes staff with an FTE of at least 0.9 (assumed a full-time position).

Total salary includes regular salary plus any additional duty pay.

Per diem salary is calculated by dividing the salary data by the contract or work days.

*Total compensation includes total salary plus retirement benefits, health benefits, and other benefits.

Italicized print indicates non-licensed positions.

Sources:

Iowa Department of Education, Basic Educational Data Survey, Staff file (preliminary 2010-2011)

Legislative Services Agency calculations and analysis

ATTACHMENT C

**Legislative Services Agency: Maximum, Minimum, and Range Statistics for AEA Salaries by
Administrative/Management Position 2010-2011**

| Maximum Amounts | | | | | | |
|--------------------------------------|--------------|----------------|----------------------------|-----------------------|-------------------------|---------------------|
| Position | Total Salary | Regular Salary | Contract Days or Work Days | Total Salary Per Diem | Regular Salary Per Diem | Total Compensation* |
| <i>Business Manager</i> | \$ 120,792 | \$ 120,792 | 261 | \$ 517 | \$ 465 | \$ 156,732 |
| <i>HR/Personnel Manager</i> | 118,925 | 100,338 | 261 | 517 | 436 | 136,476 |
| <i>Other Professional</i> | 132,682 | 113,354 | 260 | 577 | 493 | 151,511 |
| <i>AEA Supervisors/Managers</i> | 136,365 | 136,365 | 261 | 525 | 525 | 164,577 |
| <i>Other Supervisors/Managers</i> | 52,879 | 52,879 | 256 | 207 | 207 | 67,859 |
| <i>AEA Chief Administrator</i> | 241,848 | 204,132 | 261 | 1,099 | 898 | 271,441 |
| Principal | 114,257 | 114,257 | 260 | 439 | 439 | 139,048 |
| Special Education Director | 164,691 | 164,691 | 261 | 676 | 633 | 197,288 |
| <i>AEA Regional/Zone Coordinator</i> | 136,365 | 136,365 | 261 | 568 | 524 | 164,577 |
| Supervisor | 114,257 | 114,257 | 261 | 485 | 485 | 139,048 |
| Other Administrator | 165,472 | 165,472 | 261 | 649 | 649 | 207,425 |

| Minimum Amounts | | | | | | |
|--------------------------------------|--------------|----------------|----------------------------|-----------------------|-------------------------|---------------------|
| Position | Total Salary | Regular Salary | Contract Days or Work Days | Total Salary Per Diem | Regular Salary Per Diem | Total Compensation* |
| <i>Business Manager</i> | \$ 49,791 | \$ 49,791 | 230 | \$ 203 | \$ 203 | \$ 74,045 |
| <i>HR/Personnel Manager</i> | 35,914 | 35,914 | 230 | 142 | 142 | 53,307 |
| <i>Other Professional</i> | 21,372 | 21,372 | 171 | 105 | 105 | 34,019 |
| <i>AEA Supervisors/Managers</i> | 37,262 | 37,262 | 195 | 160 | 160 | 39,852 |
| <i>Other Supervisors/Managers</i> | 21,047 | 21,047 | 203 | 104 | 104 | 34,210 |
| <i>AEA Chief Administrator</i> | 164,566 | 164,566 | 210 | 653 | 653 | 192,510 |
| Principal | 109,649 | 109,649 | 260 | 422 | 422 | 133,727 |
| Special Education Director | 101,070 | 101,070 | 230 | 387 | 387 | 108,094 |
| <i>AEA Regional/Zone Coordinator</i> | 59,674 | 59,674 | 183 | 326 | 326 | 80,800 |
| Supervisor | 90,931 | 90,931 | 212 | 356 | 356 | 124,568 |
| Other Administrator | 101,936 | 101,936 | 192 | 391 | 391 | 109,021 |

| Range Amounts | | | | | | |
|--------------------------------------|--------------|----------------|----------------------------|-----------------------|-------------------------|---------------------|
| Position | Total Salary | Regular Salary | Contract Days or Work Days | Total Salary Per Diem | Regular Salary Per Diem | Total Compensation* |
| <i>Business Manager</i> | \$ 71,001 | \$ 71,001 | 31 | \$ 314 | \$ 261 | \$ 82,687 |
| <i>HR/Personnel Manager</i> | 83,011 | 64,424 | 31 | 375 | 294 | 83,169 |
| <i>Other Professional</i> | 111,310 | 91,982 | 89 | 472 | 388 | 117,492 |
| <i>AEA Supervisors/Managers</i> | 99,103 | 99,103 | 66 | 365 | 365 | 124,725 |
| <i>Other Supervisors/Managers</i> | 31,832 | 31,832 | 53 | 103 | 103 | 33,649 |
| <i>AEA Chief Administrator</i> | 77,282 | 39,566 | 51 | 446 | 245 | 78,931 |
| Principal | 4,608 | 4,608 | 0 | 18 | 18 | 5,321 |
| Special Education Director | 63,621 | 63,621 | 31 | 288 | 246 | 89,194 |
| <i>AEA Regional/Zone Coordinator</i> | 76,691 | 76,691 | 78 | 242 | 198 | 83,777 |
| Supervisor | 23,326 | 23,326 | 49 | 129 | 129 | 14,480 |
| Other Administrator | 63,536 | 63,536 | 69 | 259 | 259 | 98,404 |

Notes:

Analysis includes staff with an FTE of at least 0.9 (assumed a full-time position).

Total salary includes regular salary plus any additional duty pay.

Per diem salary is calculated by dividing the salary data by the contract or work days.

*Total compensation includes total salary plus retirement benefits, health benefits, and other benefits.

Italicized print indicates non-licensed positions.

Sources:

Iowa Department of Education, Basic Educational Data Survey, Staff file (preliminary 2010-2011)

Legislative Services Agency calculations and analysis

**Table E-2. Top 20 Superintendent Compensation Amounts for 2010-11
Based on information available to the DE as of November 15, 2010**

| District Name | Enrollment | 2010-11 Total Compensation |
|------------------------|-------------------|-----------------------------------|
| Des Moines | 30,953.9 | \$276,332.00 |
| Cedar Rapids | 16,929.6 | \$269,644.00 |
| Waterloo | 10,785.6 | \$266,166.00 |
| Ankeny | 8,342.7 | \$244,576.00 |
| Council Bluffs | 9,206.8 | \$242,187.00 |
| Mason City | 3,908.8 | \$239,739.00 |
| Davenport | 16,075.2 | \$238,364.00 |
| Southeast Polk | 5,987.6 | \$236,127.00 |
| Sioux City | 13,872.8 | \$235,704.00 |
| West Des Moines | 8,857.8 | \$234,981.00 |
| Waukee | 6,249.2 | \$225,538.00 |
| Johnston | 5,972.1 | \$217,342.00 |
| Bettendorf | 4,093.4 | \$216,144.00 |
| Muscatine | 5,394.5 | \$210,088.00 |
| Cedar Falls | 4,452.2 | \$206,628.00 |
| Urbandale | 3,302.0 | \$200,820.00 |
| Western Dubuque | 2,799.4 | \$200,512.00 |
| Iowa Falls | 1,058.2 | \$190,252.00 |
| Pella | 2,225.4 | \$188,257.00 |
| Lewis Central | 2,586.2 | \$183,994.00 |

Appendix F

Structure Workgroup Documents

Table F-1. NAEP Reading 2009, Grade 4, Percentage of Students at Each Achievement Level for Iowa and the Nation^a

| | Iowa | | | | Nation | | | |
|-----------------------------------|------------------|-------|------------|----------------|-------------|-------|------------|----------|
| | Below Basic | Basic | Proficient | Advanced | Below Basic | Basic | Proficient | Advanced |
| All Students | 31% | 35% | 27% | 7% | 34% | 34% | 24% | 7% |
| African Americans | 51 | 26 | 19 | 3 | 53 | 32 | 13 | 2 |
| American Indian/ Alaska Native | n/a ^b | n/a | n/a | n/a | 48 | 30 | 17 | 5 |
| Asian/Pacific Islander | 28 | 26 | 30 | 16 | 21 | 30 | 32 | 17 |
| Hispanic | 47 | 34 | 17 | 3 | 52 | 32 | 14 | 2 |
| White | 28 | 36 | 29 | 8 | 23 | 36 | 31 | 10 |
| Eligible for NSLP | 46 | 33 | 18 | 3 | 49 | 34 | 15 | 2 |
| Not Eligible for NSLP | 23 | 36 | 32 | 9 | 21 | 35 | 33 | 12 |
| Students with Disabilities | 81 | 15 | 4 | # ^c | 66 | 22 | 10 | 2 |
| English Language Learners | 66 | 25 | 9 | 1 | 71 | 23 | 6 | # |

Source: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2009 Reading Assessment.

^a Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

^b n/a means reporting standards were not met (insufficient sample size).

^c # means rounds to zero.

Table F-2. NAEP Reading 2009, Grade 8, Percentage of Students at Each Achievement Level for Iowa and the Nation^a

| | Iowa | | | | Nation | | | |
|-----------------------------------|------------------|-------|------------|----------|-------------|-------|------------|----------|
| | Below Basic | Basic | Proficient | Advanced | Below Basic | Basic | Proficient | Advanced |
| All Students | 20% | 44% | 33% | 2% | 27% | 43% | 27% | 2% |
| African Americans | 42 | 41 | 16 | 1 | 46 | 42 | 11 | 0 |
| American Indian/ Alaska Native | n/a ^b | n/a | n/a | n/a | 42 | 39 | 17 | 2 |
| Asian/Pacific Islander | n/a | n/a | n/a | n/a | 21 | 39 | 35 | 5 |
| Hispanic | 39 | 45 | 15 | 1 | 43 | 43 | 14 | 1 |
| White | 18 | 44 | 35 | 3 | 17 | 44 | 35 | 3 |
| Eligible for NSLP | 35 | 43 | 21 | 1 | 42 | 43 | 15 | 1 |
| Not Eligible for NSLP | 14 | 44 | 39 | 3 | 18 | 43 | 36 | 4 |
| Students with Disabilities | 66 | 30 | 4 | 0 | 66 | 27 | 7 | 0 |
| English Language Learners | n/a | n/a | n/a | n/a | 71 | 25 | 4 | 0 |

Source: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2009 Reading Assessment.

^a Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

^b n/a means reporting standards were not met (insufficient sample size).

Table F-3. NAEP Mathematics 2009, Grade 4, Percentage of Students at Each Achievement Level for Iowa and the Nation^a

| | Iowa | | | | Nation | | | |
|-----------------------------------|------------------|-------|------------|----------|-------------|-------|------------|----------|
| | Below Basic | Basic | Proficient | Advanced | Below Basic | Basic | Proficient | Advanced |
| All Students | 13% | 45% | 36% | 5% | 19% | 43% | 33% | 6% |
| African Americans | 31 | 53 | 17 | 1 | 37 | 48 | 15 | 1 |
| American Indian/ Alaska Native | n/a ^b | n/a | n/a | n/a | 32 | 45 | 21 | 2 |
| Asian/Pacific Islander | 6 | 28 | 43 | 23 | 9 | 31 | 43 | 18 |
| Hispanic | 36 | 47 | 17 | 1 | 30 | 49 | 20 | 1 |
| White | 10 | 45 | 39 | 6 | 10 | 40 | 42 | 8 |
| Eligible for NSLP | 23 | 52 | 24 | 2 | 29 | 49 | 20 | 1 |
| Not Eligible for NSLP | 7 | 42 | 44 | 7 | 9 | 37 | 44 | 10 |
| Students with Disabilities | 40 | 48 | 12 | 1 | 41 | 40 | 17 | 2 |
| English Language Learners | 38 | 48 | 14 | 1 | 43 | 45 | 11 | 1 |

Source: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2009 Mathematics Assessment.

^a Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

^b n/a means reporting standards were not met (insufficient sample size).

Table F-4. NAEP Mathematics 2009, Grade 8, Percentage of Students at Each Achievement Level for Iowa and the Nation^a

| | Iowa | | | | Nation | | | |
|-----------------------------------|------------------|-------|------------|----------|-------------|-------|------------|----------|
| | Below Basic | Basic | Proficient | Advanced | Below Basic | Basic | Proficient | Advanced |
| All Students | 24% | 42% | 27% | 7% | 29% | 39% | 25% | 7% |
| African Americans | 50 | 40 | 8 | 2 | 51 | 37 | 11 | 1 |
| American Indian/ Alaska Native | n/a ^b | n/a | n/a | n/a | 43 | 37 | 16 | 3 |
| Asian/Pacific Islander | n/a | n/a | n/a | n/a | 16 | 31 | 33 | 20 |
| Hispanic | 43 | 42 | 14 | 1 | 44 | 39 | 15 | 2 |
| White | 21 | 43 | 29 | 7 | 18 | 40 | 32 | 10 |
| Eligible for NSLP | 39 | 44 | 15 | 2 | 43 | 40 | 15 | 2 |
| Not Eligible for NSLP | 16 | 41 | 33 | 9 | 17 | 38 | 33 | 12 |
| Students with Disabilities | 73 | 22 | 4 | 1 | 64 | 27 | 8 | 1 |
| English Language Learners | n/a | n/a | n/a | n/a | 72 | 23 | 4 | 1 |

Source: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2007 Mathematics Assessment.

^a Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

^b n/a means reporting standards were not met (insufficient sample size).

Table F-5. Reading 2009-10, Annual Measurable Objectives Target Versus Reading Performance by Grade and Subgroups

| | Grade 3 | Grade 4 | Grade 5 | Grade 6 | Grade 7 | Grade 8 | Grade 11 |
|------------------------------|---------|---------|---------|---------|---------|---------|----------|
| AMO (2009–10) | 74.1% | 76.0% | 76.4% | 69.7% | 71.5% | 73.3% | 79.3% |
| All Students | 76.4 | 78.5 | 78.5 | 70.2 | 72.4 | 73.7 | 78.9 |
| African American | 51.4 | 54.5 | 54.1 | 41.9 | 47.3 | 45.9 | 50.0 |
| American Indian | 61.3 | 66.2 | 67.8 | 52.9 | 58.6 | 61.5 | 71.0 |
| Asian | 79.3 | 81.6 | 80.7 | 77.1 | 79.3 | 79.1 | 83.2 |
| Hawaiian or Pacific Islander | 64.1 | 60.9 | 64.7 | 56.7 | 56.3 | 51.6 | 67.6 |
| Hispanic | 59.7 | 61.2 | 64.7 | 55.0 | 28.1 | 58.5 | 61.5 |
| White | 79.7 | 81.8 | 81.4 | 73.3 | 75.2 | 76.4 | 81.2 |
| Two or More Races | 74.7 | 77.6 | 72.8 | 64.7 | 67.4 | 68.7 | 74.7 |
| Male ^a | 73.9 | 76.5 | 76.8 | 68.3 | 70.1 | 71.8 | 76.1 |
| Female ^a | 79.1 | 80.6 | 80.3 | 72.1 | 74.9 | 75.7 | 81.8 |
| Disability ^b | 39.4 | 41.2 | 41.3 | 26.8 | 26.7 | 28.8 | 35.2 |
| Migrant ^{a,c} | 46.5 | 54.5 | 46.4 | 37.2 | 44.9 | 29.5 | 31.1 |
| English Language Learner | 50.2 | 51.3 | 52.0 | 32.6 | 36.4 | 35.3 | 34.6 |
| Low Socioeconomic Status | 64.5 | 66.6 | 66.9 | 55.6 | 57.5 | 59.0 | 63.5 |

Sources: Iowa Department of Education, AYP file.

^a Not required for Adequate Yearly Progress (AYP) Report.

^b Disability status is determined by the presence of an individualized education program (IEP).

^c A student is considered a migrant if he or she has moved in the past 36 months from one district to another so that the parents could obtain temporary or seasonal employment in agriculture as their principle means of livelihood.

Table F-6. Mathematics 2009-10, Annual Measurable Objectives Target Versus Mathematics Performance by Grade and Subgroups

| | Grade 3 | Grade 4 | Grade 5 | Grade 6 | Grade 7 | Grade 8 | Grade 11 |
|------------------------------|---------|---------|---------|---------|---------|---------|----------|
| AMO (2009–10) | 73.9% | 77.4% | 76.6% | 72.8% | 72.0% | 72.0% | 79.3% |
| All Students | 77.2 | 80.1 | 80.6 | 77.0 | 77.3 | 76.5 | 78.2 |
| African American | 49.3 | 51.0 | 56.3 | 47.0 | 47.3 | 45.9 | 42.0 |
| American Indian | 59.6 | 74.1 | 63.3 | 68.8 | 63.5 | 60.1 | 73.9 |
| Asian | 79.8 | 84.6 | 86.6 | 83.1 | 85.3 | 83.3 | 82.7 |
| Hawaiian or Pacific Islander | 69.2 | 67.4 | 63.6 | 63.3 | 62.5 | 41.9 | 73.0 |
| Hispanic | 61.7 | 64.4 | 66.3 | 60.4 | 61.8 | 59.9 | 58.5 |
| White | 80.6 | 83.5 | 83.5 | 80.3 | 80.5 | 79.6 | 81.1 |
| Two or More Races | 70.6 | 74.1 | 71.0 | 68.4 | 72.0 | 69.2 | 67.5 |
| Male ^a | 77.8 | 81.2 | 81.1 | 77.8 | 77.5 | 76.6 | 78.7 |
| Female ^a | 76.5 | 78.9 | 80.0 | 76.1 | 77.1 | 76.4 | 77.7 |
| Disability ^b | 50.2 | 50.1 | 48.9 | 37.0 | 34.3 | 31.4 | 32.5 |
| Migrant ^{a,c} | 55.8 | 53.4 | 56.0 | 50.6 | 58.0 | 48.3 | 45.7 |
| English Language Learner | 54.8 | 55.7 | 57.8 | 42.6 | 45.3 | 41.5 | 34.8 |
| Low Socioeconomic Status | 65.9 | 68.6 | 69.6 | 63.3 | 63.3 | 62.1 | 61.5 |

Sources: Iowa Department of Education, AYP file.

^a Not required for Adequate Yearly Progress (AYP) Report.

^b Disability status is determined by the presence of an individualized education program (IEP).

^c A student is considered a migrant if he or she has moved in the past 36 months from one district to another so that the parents could obtain temporary or seasonal employment in agriculture as their principle means of livelihood.

Appendix G

Recommendation Voting, Alignment, and Action Required

| Finance Recommendation One: Restructure funding for AEA facilities and operations. | | | | |
|---|--------------------|---------------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 8 | Yes (consensus) | 1a Yes = 15 No = 5 Vital = 1 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |
| | | 1b Yes = 16 No = 3 Vital = 1 | | |
| | | 1c Yes = 17 No = 3 Vital = 2 | | |

| Finance Recommendation Two: Enable AEAs to generate additional funds in order to pay for new services. | | | | |
|---|--------------------|---------------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 8, 9 | Yes (consensus) | 2a Yes = 16 No = 4 Vital = 4 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input checked="" type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |
| | | 2b Yes = 19 No = 1 Vital = 1 | | |

| Finance Recommendation Three: Address the inequity in funding in state-funded special education. | | | | |
|---|-----------------------|---------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 8 | Yes (consensus) | Yes = 18 No = 1 Vital = 1 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input checked="" type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Finance Recommendation Four: Fund AEAs through local property taxes. | | | | |
|---|-----------------------|--|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 8 | Yes (consensus) | 4a Yes = 20 No = 0 Vital = 1 4b Yes = 20 No = 0 Vital = 0 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input checked="" type="checkbox"/> Other: Iowa Department of Management | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services. | | | | |
|--|-----------------------|---------------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 6 | Yes (consensus) | 5a Yes = 17 No = 0 Vital = 0 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |
| | | 5b Yes = 17 No = 1 Vital = 4 | | |
| | | 5c Yes = 19 No = 0 Vital = 0 | | |
| | | 5d Yes = 18 No = 1 Vital = 1 | | |

| Finance Recommendation Six: Improve flexibility in the use of the AEA media resource dollars. | | | | |
|--|-----------------------|---------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2 | Yes (consensus) | Yes = 19 No = 0 Vital = 2 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Finance Recommendation Eight: Increase transparency about administrative services and salaries. | | | | |
|--|-----------------------|---------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| N/A | Yes (consensus) | Yes = 16 No = 3 Vital = 1 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation One: Retain the current AEA Board member selection process. | | | | |
|--|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 3, 5, 7 | Yes (consensus) | Yes = 15 No = 3 Vital = 1 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation Two: Retain discretionary authority of the AEA Boards. | | | | |
|---|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 10 | Yes (consensus) | Yes = 15 No = 4 Vital = 0 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation Three: Exploit informal and extralegal mechanisms in AEA governance. | | | | |
|---|-----------------------|--|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 4 | Yes (consensus) | 3a Yes = 14 No = 1 Vital = 0 <hr/> 3b Yes = 14 No = 1 Vital = 0 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation Four: Maximize AEA/DE collaboration. | | | | |
|---|-----------------------|--|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 1, 3, 4, 6 | Yes (consensus) | 4a Yes = 14 No = 0 Vital = 1 <hr/> 4b Yes = 14 No = 0 Vital = 3 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Governance Recommendation Five: Improve AEA Board member effectiveness. | | | | |
|--|-----------------------|---|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 7 | Yes (consensus) | 5a Yes = 19 No = 0 Vital = 3 5b Yes = 16 No = 1 Vital = 4 5c Yes = 17 No = 0 Vital = 3 5d Yes = 17 No = 0 Vital = 2 5e Yes = 16 No = 2 Vital = 1 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input checked="" type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary. | | | | |
|---|-----------------------|--|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 3, 4, 11 | Yes (consensus) | 6a Yes = 13 No = 4 Vital = 0 6b Yes = 18 No = 0 Vital = 2 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation Seven: Address issues of parity and statewide collaboration. | | | | |
|---|-----------------------|---------------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 3, 4 | Yes (consensus) | 7a Yes = 18 No = 0 Vital = 5 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input checked="" type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |
| | | 7b Yes = 18 No = 0 Vital = 0 | | |

| Governance Recommendation Eight: Review the work of AEA Boards. | | | | |
|--|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 7, 10 | Yes (consensus) | Yes = 19 No = 0 Vital = 0 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Governance Recommendation Nine: AEA Boards should review compensation policies and processes. | | | | |
|--|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 5, 7, 10 | Yes (consensus) | Yes = 19 No = 0 Vital = 1 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation One: Identify Core Services | | | | |
|---|-----------------------|----------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 1, 2, 3, 4, 11 | Yes (consensus) | Yes = 21 No = 0 Vital = 13 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps. | | | | |
|--|-----------------------|----------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 1, 3, 5, 11 | Yes (consensus) | Yes = 19 No = 0 Vital = 10 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation Three: Establish a statewide service plan process. | | | | |
|--|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 1, 2, 3, 4, 5, 11 | Yes (consensus) | Yes = 20 No = 0 Vital = 2 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation Four: Provide Specialized Support Teams | | | | |
|---|--------------------------------|----------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 1, 3, 5, 6, 11 | Yes (consensus on the concept) | Yes = 21 No = 0 Vital = 13 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input checked="" type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation Five: Create a process to increase statewide collaborative efforts. | | | | |
|---|-----------------------|---------------------------------|---|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 3, 6 | Yes (consensus) | Yes = 20 No = 0 Vital = 1 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input checked="" type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input checked="" type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |

| Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements. | | | | |
|---|--------------------------------|---------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 5, 7 | Yes (consensus for Concept) | Yes = 10 No = 6 Vital = 1 | <input checked="" type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input checked="" type="checkbox"/> Minimal or no cost |

| Structure Recommendation Seven: Implement a statewide accountability system and steering committee. | | | | |
|--|-----------------------------------|---------------------------------------|--|---|
| Theory of Action If Statement Alignment | Workgroup Vote | Taskforce Vote | Entities That May Be Required to Take Action | Possible Funding Mechanism |
| 2, 4, 5, 7 | Yes (consensus on the concept) | 7a Yes = 17 No = 1 Vital = 8 | <input type="checkbox"/> Iowa General Assembly <input type="checkbox"/> Iowa State Board of Education <input checked="" type="checkbox"/> Iowa Department of Education <input type="checkbox"/> Iowa AEA System <input type="checkbox"/> Other | <input checked="" type="checkbox"/> New state funding required <input type="checkbox"/> Redirection of existing funding <input type="checkbox"/> New non-state funding <input type="checkbox"/> Minimal or no cost |
| | | 7b Yes = 15 No = 1 Vital = 5 | | |
| | | 7c Yes = 15 No = 3 Vital = 7 | | |
| | | 7d Yes = 16 No = 1 Vital = 6 | | |

Appendix H

Additional Materials Reviewed Pursuant to S.F. 2376

Table H-1. Percentage Change in Public and Nonpublic Schools Enrollment, 2000-01 to 2009-10

| AEA | Enrollment Change 2000-01 to 2005-06 Nonpublic | Enrollment Change 2000-01 to 2005-06 Public | Enrollment Change 2005-06 to 2009-10 Nonpublic | Enrollment Change 2005-06 to 2009-10 Public | Enrollment Change 2005-06 to 2009-10 Nonpublic | Enrollment Change 2005-06 to 2009-10 Public |
|-------|--|---|--|---|--|---|
| 1 | -29.1% | -4.0% | 13.7% | -4.6% | -37.6% | -8.4% |
| 7 | -27.5% | -3.6% | 11.3% | -3.7% | -34.9% | -7.2% |
| 8 | -15.2% | -9.4% | 2.7% | -7.3% | -17.4% | -16.0% |
| 9 | -26.9% | -1.7% | 7.7% | -2.8% | -32.1% | -4.5% |
| 10 | -6.9% | 3.1% | 2.4% | 1.3% | -9.1% | 4.5% |
| 11 | -4.4% | 3.6% | -8.4% | 3.2% | 4.4% | 7.0% |
| 12 | -18.8% | -3.0% | 8.4% | -3.3% | -25.1% | -6.2% |
| 14 | -27.0% | -9.0% | 9.6% | -5.0% | -33.4% | -13.5% |
| 15 | -32.7% | -4.2% | 6.6% | -6.7% | -36.9% | -10.6% |
| State | -19.0% | -1.8% | 3.9% | -1.8% | -22.0% | -3.6% |

Table H-2. Percentage of Total Public and Nonpublic Enrollment by AEA, 2009-10

| AEA | Nonpublic Enrollment | Nonpublic as a % of AEA Total Enrollment | Public Enrollment | AEA Public as a % of Public Total Enrollment | AEA Total Enrollment | AEA Total Enrollment Percentage of State Total Enrollment |
|-----|----------------------|--|-------------------|--|----------------------|---|
| 1 | 4,646 | 13.4% | 30,003 | 6.3% | 34,649 | 6.8% |
| 7 | 3,430 | 5.2% | 62,871 | 13.3% | 66,301 | 13.0% |
| 8 | 2,431 | 7.4% | 30,295 | 6.4% | 32,726 | 6.4% |
| 9 | 2,860 | 5.7% | 47,742 | 10.1% | 50,602 | 10.0% |
| 10 | 4,696 | 6.7% | 65,814 | 13.9% | 70,510 | 13.9% |
| 11 | 8,512 | 6.4% | 123,713 | 26.1% | 132,225 | 26.0% |
| 12 | 5,020 | 11.6% | 38,123 | 8.0% | 43,143 | 8.5% |
| 14 | 1,143 | 2.8% | 39,051 | 8.2% | 40,194 | 7.9% |

| | | | | | | |
|-------|--------|------|---------|--------|---------|--------|
| 15 | 1,195 | 3.2% | 36,616 | 7.7% | 37,811 | 7.4% |
| State | 33,933 | 6.7% | 474,228 | 100.0% | 508,161 | 100.0% |

Table H-3. Number and Percentage of Students (ages 6-21) Counted as Students with IEPs, 2000-01, 2005-06, and 2009-10

| AEA | 2000-01 | | | 2005-06 | | | 2009-10 | | |
|-------|--------------------|----------------|------------|--------------------|----------------|------------|--------------------|----------------|------------|
| | Total IEP Students | Total Students | Percentage | Total IEP Students | Total Students | Percentage | Total IEP Students | Total Students | Percentage |
| 1 | 4,614 | 32,749 | 14.09% | 4,412 | 31,446 | 14.03% | 4,177 | 30,003 | 13.92% |
| 7 | 8,975 | 67,776 | 13.24% | 9,063 | 65,310 | 13.88% | 8,946 | 62,871 | 14.23% |
| 8 | 4,729 | 36,074 | 13.11% | 4,165 | 32,692 | 12.74% | 3,737 | 30,295 | 12.33% |
| 9 | 6,114 | 49,968 | 12.23% | 6,094 | 49,100 | 12.41% | 5,734 | 47,742 | 12.01% |
| 10 | 8,232 | 63,004 | 13.06% | 8,905 | 64,963 | 13.71% | 8,023 | 65,814 | 12.19% |
| 11 | 14,022 | 115,659 | 12.12% | 15,577 | 119,823 | 13.00% | 14,559 | 123,713 | 11.77% |
| 12 | 5,095 | 40,653 | 12.52% | 4,800 | 39,433 | 12.17% | 4,531 | 38,123 | 11.88% |
| 13 | 5,837 | 45,163 | 12.92% | 5,744 | 41,098 | 13.98% | 5,265 | 39,051 | 13.48% |
| 15 | 5,774 | 40,976 | 14.09% | 5,590 | 39,240 | 14.24% | 4,995 | 36,616 | 13.64% |
| State | 63,392 | 492,022 | 12.88% | 64,350 | 483,105 | 13.32% | 59,967 | 474,228 | 12.64% |

Table H-4. Number and Percentage of Public School Students Receiving Free or Reduced-Price Lunches by AEA, 2000-01, 2005-06, and 2009-10

| AEA | 2000-01 | | | 2005-06 | | | 2009-10 | | |
|-------|-----------------------------|------------------------------|--------------------------------|-----------------------------|------------------------------|--------------------------------|-----------------------------|------------------------------|--------------------------------|
| | Number of Students Eligible | Percentage of Total Eligible | Percentage of Total Enrollment | Number of Students Eligible | Percentage of Total Eligible | Percentage of Total Enrollment | Number of Students Eligible | Percentage of Total Eligible | Percentage of Total Enrollment |
| 1 | 7,986 | 7.2% | 24.4% | 9,787 | 6.3% | 31.1% | 11,095 | 6.1% | 37.0% |
| 7 | 17,497 | 15.7% | 25.8% | 20,483 | 13.2% | 31.4% | 24,180 | 13.4% | 38.5% |
| 8 | 10,198 | 9.2% | 28.3% | 11,549 | 7.5% | 35.3% | 13,027 | 7.2% | 43.0% |
| 9 | 11,759 | 10.6% | 23.5% | 17,562 | 11.3% | 35.8% | 20,303 | 11.2% | 42.5% |
| 10 | 10,625 | 9.5% | 16.9% | 16,168 | 10.4% | 24.9% | 19,708 | 10.9% | 29.9% |
| 11 | 19,741 | 17.7% | 17.1% | 33,834 | 21.8% | 28.2% | 42,552 | 23.5% | 34.4% |
| 12 | 10,353 | 9.3% | 25.5% | 14,029 | 9.1% | 35.6% | 16,110 | 8.9% | 42.3% |
| 14 | 11,655 | 10.5% | 25.8% | 16,084 | 10.4% | 39.1% | 17,569 | 9.7% | 45.0% |
| 15 | 11,530 | 10.4% | 28.1% | 15,396 | 9.9% | 39.2% | 16,172 | 8.9% | 44.2% |
| State | 111,344 | 100.0% | 22.6% | 154,892 | 100.0% | 32.1% | 180,716 | 100.0% | 38.1% |

Table H-5. Number and Percentage of Public School Students Counted as English Language Learners, 2000-01, 2005-06, and 2009-10

| AEA | 2000-01 | | | 2005-06 | | | 2009-10 | | |
|-------|-------------------|----------------|------------|--------------------|----------------|------------|--------------------|----------------|------------|
| | Total ELL Student | Total Students | Percentage | Total ELL Students | Total Students | Percentage | Total ELL Students | Total Students | Percentage |
| 1 | 160 | 32,749 | 0.5% | 276 | 31,446 | 0.9% | 389 | 30,003 | 1.3% |
| 7 | 1,793 | 67,776 | 2.6% | 2,615 | 65,310 | 4.0% | 3,168 | 62,871 | 5.0% |
| 8 | 1,125 | 36,074 | 3.1% | 1,594 | 32,692 | 4.9% | 1,664 | 30,295 | 5.5% |
| 9 | 1,257 | 49,968 | 2.5% | 1,274 | 49,100 | 2.6% | 1,247 | 47,742 | 2.6% |
| 10 | 517 | 63,004 | 0.8% | 535 | 64,963 | 0.8% | 1,199 | 65,814 | 1.8% |
| 11 | 3,585 | 115,659 | 3.1% | 5,483 | 119,823 | 4.6% | 6,893 | 123,713 | 5.6% |
| 12 | 2,279 | 40,653 | 5.6% | 3,361 | 39,433 | 8.5% | 4,326 | 38,123 | 11.3% |
| 14 | 255 | 45,163 | 0.6% | 912 | 41,098 | 2.2% | 1,123 | 39,051 | 2.9% |
| 15 | 277 | 40,976 | 0.7% | 754 | 39,240 | 1.9% | 858 | 36,616 | 2.3% |
| State | 11,248 | 492,022 | 2.3% | 16,804 | 483,105 | 3.5% | 20,867 | 474,228 | 4.4% |

Table H-6. School Districts, Public Schools and Nonpublic Schools, 2009-10

| AEA | # Districts | % District | # Public Schools | % Public Schools | # Nonpublic Schools | % Nonpublic Schools | # Public and Nonpublic Schools | % Public and Nonpublic Schools |
|------------|--------------------|-------------------|-------------------------|-------------------------|----------------------------|----------------------------|---------------------------------------|---------------------------------------|
| 1 | 24 | 6.65% | 106 | 7.24% | 28 | 15.38% | 134 | 8.14% |
| 8 | 48 | 13.30% | 136 | 9.28% | 16 | 8.79% | 152 | 9.23% |
| 7 | 60 | 16.62% | 223 | 15.22% | 26 | 14.29% | 249 | 15.12% |
| 9 | 22 | 6.09% | 118 | 8.05% | 15 | 8.24% | 133 | 8.08% |
| 10 | 32 | 8.86% | 172 | 11.74% | 21 | 11.54% | 193 | 11.72% |
| 11 | 54 | 14.96% | 288 | 19.66% | 30 | 16.48% | 318 | 19.31% |
| 12 | 36 | 9.97% | 137 | 9.35% | 33 | 18.13% | 170 | 10.32% |
| 13 | 31 | 8.59% | 100 | 6.83% | 5 | 2.75% | 105 | 6.38% |
| 14 | 19 | 5.26% | 51 | 3.48% | 1 | 0.55% | 52 | 3.16% |
| 15 | 35 | 9.70% | 134 | 9.15% | 7 | 3.85% | 141 | 8.56% |
| State | 361 | | 1465 | | 182 | | 1647 | |

Table H-7. Square Miles and Pupils per Square Mile by AEA, 2005-06 and 2008-09

| AEA | 2005-06 | | | 2008-09 | | |
|-------|--------------|----------------------|--------------------------------------|----------------|----------------------|--------------------------------------|
| | Square Miles | Certified Enrollment | Public School Pupils per Square Mile | Square Miles | Certified Enrollment | Public School Pupils per Square Mile |
| 1 | 4954 | 31446 | 6.3 | 4954 | 30309 | 6.1 |
| 4 | 2526 | 10026 | 4.0 | — ^a | — | — |
| 5 | 7966 | 32692 | 4.1 | 7966 | 31000 | 3.9 |
| 7 | 8970 | 65310 | 7.3 | 8970 | 63329 | 7.1 |
| 9 | 2440 | 49100 | 20.1 | 2440 | 48116 | 19.7 |
| 10 | 4366 | 64963 | 14.9 | 4366 | 66133 | 15.1 |
| 11 | 6482 | 119823 | 18.5 | 6482 | 122952 | 19.0 |
| 12 | 3683 | 29407 | 8.0 | 6209 | 38213 | 6.2 |
| 13 | 4615 | 30563 | 6.6 | 4615 | 29721 | 6.4 |
| 14 | 3939 | 10535 | 2.7 | 3939 | 9853 | 2.6 |
| 15 | 4756 | 22157 | 4.7 | 6359 | 37394 | 6.0 |
| 16 | 1603 | 17083 | 10.7 | — | — | — |
| State | 56300 | 483105 | 8.6 | 56300 | 477019 | 8.5 |

^aCells populated with a dash indicate that data are not available for the AEA due to the AEA's consolidation with one or more other AEA's. See Table 2 on page 5 for a list of AEA mergers.

**Table H-8. Number of Public and Nonpublic School Teachers
Full- and Part-Time, 2000-01, 2005-06, and 2009-10**

| AEA | 2000-01 Number of Teachers | 2005-06 Number of Teachers | 2009-10 Number of Teachers | Percentage Change, 2000-01 to 2009-10 | Percentage Change, 2005-06 to 2009-10 |
|------------|---|---|---|--|--|
| 1 | 2,801 | 2,752 | 2,761 | -1.43% | 0.33% |
| 2 | 1,674 | — ^a | — | — | — |
| 3 | 1,035 | — | — | — | — |
| 4 | 1,057 | 1,046 | — | — | — |
| 5 | 2,093 | 2,893 | 2,729 | 30.39% | -5.67% |
| 6 | 1,225 | — | — | — | — |
| 7 | 2,565 | 5,275 | 5,263 | 105.19% | -0.23% |
| 9 | 3,834 | 3,773 | 3,774 | -1.56% | 0.03% |
| 10 | 4,690 | 5,027 | 5,223 | 11.36% | 3.90% |
| 11 | 8,575 | 8,822 | 9,682 | 12.91% | 9.75% |
| 12 | 2,419 | 2,369 | 3,349 | 38.45% | 41.37% |
| 13 | 2,472 | 2,371 | 2,353 | -4.81% | -0.76% |
| 14 | 955 | 925 | 877 | -8.17% | -5.19% |
| 15 | 1,810 | 1,780 | 3,007 | 66.13% | 68.93% |
| 16 | 1,407 | 1,358 | — | — | — |
| State | 38,612 | 38,391 | 39,018 | 1.05% | 1.63% |

^aCells populated with a dash indicate that data are not available for the AEA due to the AEA's consolidation with one or more other AEA's. See Table 2 on page 5 for a list of AEA mergers.

Table H-9. Number of AEA Staff by Position 2009-10

| AEA | Teachers | Professional | Technology | Clerical | Service | Social Workers | Administrative | Total |
|------------|-----------------|---------------------|-------------------|-----------------|----------------|-----------------------|-----------------------|--------------|
| 1 | 9.0 | 34.8 | 6.0 | 30.0 | 7.7 | 0.0 | 5.0 | 92.5 |
| 5 | 15.5 | 63.9 | 5.0 | 28.5 | 2.5 | 0.0 | 8.0 | 123.4 |
| 7 | 133.0 | 366.7 | 16.0 | 69.0 | 30.3 | 0.0 | 23.5 | 638.5 |
| 9 | 13.5 | 49.0 | 6.0 | 37.0 | 7.0 | 1.0 | 10.0 | 123.5 |
| 10 | 13.0 | 87.5 | 26.9 | 27.7 | 4.5 | 0.0 | 20.0 | 179.6 |
| 11 | 13.0 | 71.0 | 19.0 | 75.0 | 5.0 | 0.0 | 21.0 | 204.0 |
| 12 | 15.0 | 48.6 | 10.0 | 34.7 | 4.5 | 0.0 | 12.0 | 124.8 |
| 13 | 10.5 | 58.8 | 6.0 | 22.2 | 4.5 | 6.0 | 14.0 | 122.0 |
| 14 | 5.0 | 20.4 | 4.4 | 7.0 | 0.8 | 0.0 | 5.0 | 42.6 |
| 15 | 17.0 | 63.3 | 11.0 | 31.9 | 3.8 | 0.0 | 14.0 | 141.0 |
| Total | 244.5 | 864.0 | 110.3 | 363.0 | 70.6 | 7.0 | 132.5 | 1791.9 |

Table H-10. Number of AEA Staff by Position, Percentage of Total by Position, and Administrator-Staff Ratios, 2009-10

| AEA | Teacher s | Profes- sional | Percenta ge of Total Profes- sional Staff | Technolo gy | Percenta ge of Total Technolo gy Staff | Clerica l | Percentage of Total Clerical Staff | Admini- strative | Percenta ge of Total Admini- strative Staff | Total AEA Staff Without Teacher s | Percenta ge of Total | AEA Staff per Admini- strative Position |
|------------|----------------------|---------------------------|--|------------------------|---|----------------------|---|-----------------------------|--|--|-------------------------------------|--|
| 1 | 9.0 | 34.8 | 4.0% | 6.0 | 5.4% | 30.0 | 8.3% | 5.0 | 3.8% | 83.5 | 5.4% | 17.5 |
| 5 | 15.5 | 63.9 | 7.4% | 5.0 | 4.5% | 28.5 | 7.9% | 8.0 | 6.0% | 107.9 | 7.0% | 14.4 |
| 7 | 133.0 | 366.7 | 42.4% | 16.0 | 14.5% | 69.0 | 19.0% | 23.5 | 17.7% | 505.5 | 32.7% | 26.2 |
| 9 | 13.5 | 49.0 | 5.7% | 6.0 | 5.4% | 37.0 | 10.2% | 10.0 | 7.5% | 110.0 | 7.1% | 11.4 |
| 10 | 13.0 | 87.5 | 10.1% | 26.9 | 24.4% | 27.7 | 7.6% | 20.0 | 15.1% | 166.6 | 10.8% | 8.0 |
| 11 | 13.0 | 71.0 | 8.2% | 19.0 | 17.2% | 75.0 | 20.7% | 21.0 | 15.8% | 191.0 | 12.3% | 8.7 |
| 12 | 15.0 | 48.6 | 5.6% | 10.0 | 9.1% | 34.7 | 9.6% | 12.0 | 9.1% | 109.8 | 7.1% | 9.4 |
| 13 | 10.5 | 58.8 | 6.8% | 6.0 | 5.4% | 22.2 | 6.1% | 14.0 | 10.6% | 111.5 | 7.2% | 7.7 |
| 14 | 5.0 | 20.4 | 2.4% | 4.4 | 4.0% | 7.0 | 1.9% | 5.0 | 3.8% | 37.6 | 2.4% | 7.5 |
| 15 | 17.0 | 63.3 | 7.3% | 11.0 | 10.0% | 31.9 | 8.8% | 14.0 | 10.6% | 124.0 | 8.0% | 9.1 |
| Total | 244.5 | 864.0 | 100.0% | 110.3 | 100.0% | 363.0 | 100.0% | 132.5 | 100.0% | 1547.4 | 100.0% | 12.5 |

Table H-11. Number of AEA Certified Staff by AEA, 2000-01, 2005-06, and 2009-10

| AEA | 2000-01 Number | 2000-01 Percentage | 2005-06 Number | 2005-06 Percentage | 2009-10 Number | 2009-10 Percentage | Percentage Change 2000-01 to 2009-10 | Percentage Change 2005-06 to 2009-10 |
|-------|-------------------|-----------------------|-------------------|-----------------------|-------------------|-----------------------|---|---|
| 1 | 135 | 5.8% | 158 | 6.0% | 165 | 6.3% | 22.2% | 4.4% |
| 2 | 121 | 5.2% | — ^a | — | — | — | — | — |
| 3 | 52 | 2.2% | — | — | — | — | — | — |
| 4 | 76 | 3.3% | 78 | 2.9% | — | — | — | — |
| 5 | 137 | 5.9% | 178 | 6.7% | 179 | 6.8% | 30.7% | 0.6% |
| 6 | 97 | 4.2% | — | — | — | — | — | — |
| 7 | 292 | 12.5% | 609 | 23.0% | 603 | 22.8% | 106.5% | -1.0% |
| 9 | 216 | 9.2% | 243 | 9.2% | 241 | 9.1% | 11.6% | -0.8% |
| 10 | 276 | 11.8% | 321 | 12.1% | 335 | 12.7% | 21.4% | 4.4% |
| 11 | 400 | 17.1% | 468 | 17.7% | 476 | 18.0% | 19.0% | 1.7% |
| 12 | 127 | 5.4% | 149 | 5.6% | 202 | 7.7% | 59.1% | 35.6% |
| 13 | 143 | 6.1% | 175 | 6.6% | 174 | 6.6% | 21.7% | -0.6% |
| 14 | 60 | 2.6% | 59 | 2.2% | 59 | 2.2% | -1.7% | 0.0% |
| 15 | 110 | 4.7% | 114 | 4.3% | 206 | 7.8% | 87.3% | 80.7% |
| 16 | 95 | 4.1% | 93 | 3.5% | — | — | — | — |
| State | 2,337 | 100.0% | 2,645 | 100.0% | 2,640 | 100.0% | 13.0% | -0.2% |

^aCells populated with a dash indicate that data are not available for the AEA due to the AEA's consolidation with one or more other AEA's. See Table 2 on page 5 for a list of AEA mergers.

**Table H-12. Number of AEA Staff Compared With Teachers, Pupils,
and Attendance Centers 2009-10**

| AEA | AEA Staff | Total Teachers Public/ Nonpublic | Teachers per AEA Staff | Total Enrollment Public/ Nonpublic | Pupils per AEA Staff | Attendance Centers Public/ Nonpublic | AEA Staff per Attendance Center |
|------------|------------------|---|-------------------------------|---|-----------------------------|---|--|
| 1 | 92.5 | 2,761 | 29.8 | 36,552 | 395.2 | 134 | 0.7 |
| 5 | 123.4 | 2,729 | 22.1 | 34,477 | 279.4 | 152 | 0.8 |
| 7 | 638.5 | 5,263 | 8.2 | 37,708 | 59.1 | 249 | 2.6 |
| 9 | 123.5 | 3,774 | 30.6 | 53,413 | 432.5 | 133 | 0.9 |
| 10 | 179.6 | 5,223 | 29.1 | 72,617 | 404.3 | 193 | 0.9 |
| 11 | 204.0 | 9,682 | 47.5 | 136,306 | 668.2 | 318 | 0.6 |
| 12 | 124.8 | 3,349 | 26.8 | 44,660 | 357.9 | 170 | 0.7 |
| 13 | 122.0 | 2,353 | 19.3 | 31,926 | 261.7 | 105 | 1.2 |
| 14 | 42.6 | 877 | 20.6 | 10,386 | 243.8 | 52 | 0.8 |
| 15 | 141.0 | 3,007 | 21.3 | 38,720 | 274.6 | 141 | 1.0 |
| State | 1791.9 | 39,018 | 21.8 | 496,765 | 277.2 | 1,647 | 1.1 |

Appendix I

Theory of Action If Statement Alignment

**Table I-1. Alignment of Taskforce Recommendations
With the Theory of Action If Statements**

| Theory of Action If Statement | Recommendations |
|--|---|
| <p>1. There is an agreed-upon mission that the AEA system support Iowa’s goals so that each student graduates with 21st century learnings that prepare them for success in career, college, and citizenry.</p> | <ul style="list-style-type: none"> • Governance Recommendation Four: Maximize AEA/DE collaboration. (1, 3, 4, 6) • Structure Recommendation One: Identify core services. (1, 2, 3, 4, 11) • Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps. (1, 3, 5, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Four: Provide specialized support teams. (1, 3, 5, 6, 11) |
| <p>2. There are core services that every AEA delivers to local education agencies (LEAs) with high quality, effectiveness, and fidelity as efficiently as possible.</p> | <ul style="list-style-type: none"> • Finance Recommendation Five: Create efficiencies in AEA through collaboration across the system and consolidation of AEA services. (2, 6) • Finance Recommendation Six: Improve flexibility in the use of the AEA media resource dollars. (2) • Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary. (2, 3, 4, 11) • Governance Recommendation Seven: Address issues of parity and statewide collaboration. (2, 3, 4) • Governance Recommendation Eight: Review the work of AEA Boards. (2, 7, 10) • Structure Recommendation One: Identify core services. (1, 2, 3, 4, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Five: Create a process to increase statewide collaborative efforts. (2, 3, 6) • Structure Recommendation Seven: Implement a statewide accountability system and steering committee. (2, 4, 5, 7) |

| Theory of Action If Statement | Recommendations |
|--|--|
| <p>3. There is a commitment to be responsive to “change” that is in the best interest of Iowa students.</p> | <ul style="list-style-type: none"> • Governance Recommendation One: Retain the current AEA Board member selection process. (3, 5, 7) • Governance Recommendation Four: Maximize AEA/DE collaboration. (1, 3, 4, 6) • Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary. (2, 3, 4, 11) • Governance Recommendation Seven: Address issues of parity and statewide collaboration. (2, 3, 4) • Structure Recommendation One: Identify core services. (1, 2, 3, 4, 11) • Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps. (1, 3, 5, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Four: Provide specialized support teams. (1, 3, 5, 6, 11) • Structure Recommendation Five: Create a process to increase statewide collaborative efforts. (2, 3, 6) |
| <p>4. There is a clearly delineated</p> <ol style="list-style-type: none"> a. relationship between the AEA system, the DE, and the LEAs b. AEA system that implements a common process when making decisions that will impact students | <ul style="list-style-type: none"> • Governance Recommendation Three: Exploit informal and extralegal mechanisms in AEA governance. (4) • Governance Recommendation Four: Maximize AEA/DE collaboration. (1, 3, 4, 6) • Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary. (2, 3, 4, 11) • Governance Recommendation Seven: Address issues of parity and statewide collaboration. (2, 3, 4) • Structure Recommendation One: Identify core services. (1, 2, 3, 4, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Seven: Implement a statewide accountability system and steering committee. (2, 4, 5, 7) |

| Theory of Action If Statement | Recommendations |
|---|---|
| <p>5. There are systems in place that ensure a high level of accountability to districts, schools, educators, students, and the public.</p> | <ul style="list-style-type: none"> • Finance Recommendation Eight: Increase transparency about administrative services and salaries. (5) • Governance Recommendation One: Retain the current AEA Board member selection process. (3, 5, 7) • Governance Recommendation Nine: AEA Boards should review compensation policies and processes. (5, 7, 10) • Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps. (1, 3, 5, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Four: Provide specialized support teams. (1, 3, 5, 6, 11) • Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements. (5, 7) • Structure Recommendation Seven: Implement a statewide accountability system and steering committee. (2, 4, 5, 7) |
| <p>6. The AEAs establish educational, business, and community partnerships which enhance efforts to increase student achievement.</p> | <ul style="list-style-type: none"> • Finance Recommendation Five: Create efficiencies in AEAs through collaboration across the system and consolidation of AEA services. (2, 6) • Governance Recommendation Four: Maximize AEA/DE collaboration. (1, 3, 4, 6) • Structure Recommendation Four: Provide specialized support teams. (1, 3, 5, 6, 11) • Structure Recommendation Five: Create a process to increase statewide collaborative efforts. (2, 3, 6) |
| <p>7. There are systems in place that ensure a high level of accountability to customers through governance and a rigorous accreditation process.</p> | <ul style="list-style-type: none"> • Governance Recommendation One: Retain the current AEA Board member selection process. (3, 5, 7) • Governance Recommendation Five: Improve AEA Board member effectiveness. (7) • Governance Recommendation Eight: Review the work of AEA Boards. (2, 7, 10) • Governance Recommendation Nine: AEA Boards should review compensation policies and processes. (5, 7, 10) • Structure Recommendation Six: Make changes to Iowa Code Chapter 273 and IAC Chapter 72 for the AEA accreditation process requirements. (5, 7) • Structure Recommendation Seven: Implement a statewide accountability system and steering committee. (2, 4, 5, 7) |

| Theory of Action If Statement | Recommendations |
|---|--|
| <p>8. There is a definite and adequate source of funding to deliver agreed-upon services in an equitable, effective, and efficient manner.</p> | <ul style="list-style-type: none"> • Finance Recommendation One: Restructure funding for AEA facilities and operations. (8) • Finance Recommendation Two: Enable AEAs to generate additional funds in order to pay for new services. (8, 9) • Finance Recommendation Three: Address the inequity in funding in state-funded special education. (8) • Finance Recommendation Four: Fund AEAs through local property taxes. (8) |
| <p>9. There is a mechanism for generation of additional funds through entrepreneurial and cooperative purchasing sources.</p> | <ul style="list-style-type: none"> • Finance Recommendation Two: Enable AEAs to generate additional funds in order to pay for new services. (8, 9) |
| <p>10. There are mechanisms to establish “fair market” value for compensation of high-quality AEA staff that ensures recruitment of the highest caliber personnel.</p> | <ul style="list-style-type: none"> • Governance Recommendation Two: Retain discretionary authority of the AEA Boards. (10) • Governance Recommendation Eight: Review the work of AEA Boards. (2, 7, 10) • Governance Recommendation Nine: AEA Boards should review compensation policies and processes. (5, 7, 10) |
| <p>11. AEAs ensure that students with disabilities receive appropriate services and progress in the Iowa Core and that districts are in compliance with federal and state special education laws.</p> | <ul style="list-style-type: none"> • Governance Recommendation Six: Continue AEA governance and its relationship with the DE but review and revise it as necessary. (2, 3, 4, 11) • Structure Recommendation One: Identify core services. (1, 2, 3, 4, 11) • Structure Recommendation Two: Redesign, implement, monitor, and evaluate the current system of service delivery in an effort to eliminate achievement gaps. (1, 3, 5, 11) • Structure Recommendation Three: Establish a statewide service plan process. (1, 2, 3, 4, 5, 11) • Structure Recommendation Four: Provide specialized support teams. (1, 3, 5, 6, 11) |