



FINAL REPORT
FIRST IN THE NATION IN EDUCATION
October 1984

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"FIRST IN THE NATION IN EDUCATION" PREAMBLE IOWA EXCELLENCE IN EDUCATION TASK FORCE

FIRST IN EDUCATION

Iowa can and must have the finest kindergarten through college, public and private educational system in the country. Our goal should be the recognition by educators nationwide that "Iowa stands first in education." The level of education in our society is perceived as a reliable index of civic competence. An increase in that level is a step toward fuller citizenship. The nation's youth is its future. Iowa has a tradition of educational excellence. We have a head start, we owe it to ourselves and our youth to continue that tradition.

Excellence in education will enhance the quality of our citizen's lives, our work force will be more productive and innovative. Pride in education will create pride in the state and in ourselves. No one loses.

Each state has its own geographic, economic, and social strengths and weaknesses. Iowa's population is homogeneous, work and education oriented, and relatively small in size. We can combine our traditional work ethic with the highest quality educational system to create new businesses, professional activities, and public and private services, while also enhancing the performance of our creative agricultural sector. In short, educational excellence should be a key strategy in Iowa's future social and economic growth plans.

INSTITUTIONAL CHANGE

This report differs significantly from other state education reports. It outlines goals, standards, and a program of work and training which we feel should allow Iowa to achieve its goal. We strongly believe that expectations that are too low, poorly articulated goals and standards, as well as conditional commitment of time by students and parents, are more important explanations for the inadequacies in education than poor teaching quality or poor curricula. We recommend a significantly increased planning, training, and research workload at all levels of education. A large number of further studies and targeted committees are also called for. Unlike other task forces, we feel strongly that no single task force can develop detailed plans and procedures for a decentralized system with a budget in excess of 1.4 billion dollars, 35,000 staff, 3,000 board members and 500,000 students. Growth and development is an ongoing process. This report has set a direction and suggests specific changes in institutions and procedures to allow Iowa's educational system to evolve internally while responding to the myriad needs of Iowa's citizens.

PROCESS AND CONTENT

The content of our state educational program will be defined over time in important part by the needs of the economy and of higher education. That content will change as society changes. This report says something about content, but unlike other reports spends a great deal of time discussing process. Process is important. An increased emphasis on participation, planning, and goal setting among the stakeholders in education will result in

the development of a superior system. Permanent advisory educational structures will be useful in describing the changing needs of society to the educational system.

We believe that given an effective operating structure working toward well-defined goals, Iowa's 35,000 teachers and administrators, with the support of all citizens, can fashion a superior educational system that will meet our needs through the rest of this century and into the next.

EDUCATIONAL CHANGE WILL COME SLOWLY

When viewed as part of the community, a school is an extraordinarily complex institution. We cannot ask schools to substitute for the home, peer groups, and work experience. In addition, there are significant impediments to educational change in Iowa: An aging population, perceived cost of schooling, disagreements on goals, low professional status of teachers and administrators, low levels of expectations in the community, and difficulties in measuring quality education. There are no quick fixes. Changes in education will and should take place slowly but steadily, moving toward well-defined goals.

EDUCATIONAL PURPOSE

The purpose of any education program may be divided into four categories: Development of civic pride, competence in society, the learning and understanding of information, and learning how to learn, e.g., the development of tools of inquiry, debate, self-teaching, and study habits. A system of education will emphasize all areas but will tend to allocate time and effort toward that area which reflects society's goals. Future education in Iowa should emphasize the teaching of learning skills and competencies. Clearly, the mastery of facts and information, civic competence, and self assurance cannot and should not be ignored, but given the rapidly changing social, economic, and political pressures in the United States and abroad, students who learn to teach themselves will be at a distinct advantage in our society.

EDUCATION IS MORE IMPORTANT THAN THE PRODUCTION OF EFFICIENT WORKERS

The purpose of education goes well beyond turning out human beings who will add to our labor productivity. Education is critical to the maintenance of our free institutions and the quality of each citizen's life. We reaffirm that purpose.

LEARNING IS A LIFE-LONG EXERCISE

Learning must be a life-long activity if we are to cope with change. Without flexibility we will experience significant psychological, social, and economic damage. We cannot control external pressures from our changing society. We can, however, learn to control our ability to respond.

DIVERSITY IS IMPORTANT FOR EDUCATIONAL EXCELLENCE

The political responsibility for education in Iowa lies with the state Legislature. Its exercise has, in fact, been

delegated to local districts. The exercise of those delegated responsibilities has been effective and should continue. A dramatic reorganization of the state school systems will not improve education. A decentralized secondary educational system can and will continue to serve a state which has the size and social cohesion of Iowa. Schools should be diverse in the state of Iowa. Small schools and large schools, public and private—each has its strengths. Funding and structure should recognize these strengths and should allow diversity to continue.

STATE RESPONSIBILITY FOR EDUCATION

The state, as represented by the State Board of Public Instruction, has a significant and expanded role to play in Iowa's educational process. The State Board, with the authorization of the Legislature, must exercise greater leadership. The state must develop and enforce basic standards of curriculum development, teacher and administrator competency, and rules of school discipline. In order to be effective in a decentralized system, the Department of Public Instruction must provide extensive service and development help in order that school districts can meet our expectations. It is through training and applied research and development roles that the Department can effect significant improvement in our state educational system.

WHO IS RESPONSIBLE FOR EDUCATION?

The primary responsibility for the education of our children in their early years rests with the parents. Education takes place in the home, as well as in the school, on the job, and in peer groups. It is often argued that the breakdown of the family shifts significant educational responsibility to the school. We disagree. Parenthood is a responsibility that cannot be shifted to institutions if we are to retain our individual diversity and philosophical freedom. "Institutional parenthood" may be fraught with consequences we do not want. In fact, there is very little research on the long-term impact of "institutional parenthood" on our peculiarly American political, social, and economic systems. Rather than supplanting the parental role, our educational system must stimulate greater parental involvement in the educational process.

During the middle grades, responsibility for education should be shifting from the parent to the child. Our system must recognize that shift, and set goals and create structures that recognize the maturing child's responsibility for his or her own education.

CITIZEN SUPPORT

Education has always been more important to the success of America in our arguments than in our appropriations. If we expect excellence, then we must be prepared to support its achievement. The Legislature, school boards, parents, farmers, business, and labor must stand up to the demands of excellence. We should not be recommending changes in the present system if we are not willing to support those changes with dollars.

There are many constituencies in Iowa education. Each has its own agenda and its own perceptions and policies to improve Iowa's educational system. There are policy differences among the major segments in the system. That is understandable, but the extent of the differences is exacerbated by limited expenditures.

This Task Force finds that Iowa must significantly increase its financial support for education. That increase is difficult to measure, but is probably in the 30 to 35% range. Present efforts for the kindergarten through

grade twelve system total about 1.4 billion dollars. It is also quite clear to this Task Force that increased expenditures of that magnitude without the adoption of the reforms recommended in this study would be ineffective and might even destroy the confidence that the citizens of Iowa have in their system.

Iowans want results. Any request for increased taxes to support education must be accompanied by a plan to improve the system. That plan must be long range in nature and create internal methods of evaluation which will let the citizens measure progress. We feel this report presents such a plan. To the degree that each constituency—school boards, teachers, administrators and students—are unwilling to submit to reasonable and fair evaluation by the citizens of Iowa, they will lose the citizens' support. To the degree that the constituencies welcome fair evaluation and pull together, all Iowa will pull with them.

EXPECTATIONS

Excellence follows the expectation of excellence. We must commit ourselves to expect to be the best if we are to achieve excellence. Much can be done in our schools, between schools and parents, between schools and the Legislature, and between schools and commerce to create an atmosphere which demands and expects Iowa to lead the nation in education.

TEACHING PROFESSION

Teaching must again be valued as a profession if we are to help Iowa achieve its long-term growth goals. The enthusiasm and commitment of our 35,000 teachers and administrators are critical if Iowa is to gain the national reputation it wants. The dedication and achievement of those 35,000 individuals must be recognized and rewarded, psychically and monetarily, if we are to achieve our goal. We must continue to retrain, rebuild, and motivate our teaching staff. We must attract the "best and brightest" if teaching is to help us achieve our goals. We are optimistic about our future.

LEARNING TO LEARN

A part of achievement is knowing the extent of that achievement. That knowing suggests measurement. We are not satisfied with the use of present scoring systems as the critical measure of educational excellence. It will be important to establish measures of student competency. Development of those competencies and their measurement will be critical to the success of education in Iowa throughout the next 25 years.

It is not enough to recommend four years of English or four years of math. We must define the skills and competencies we expect to be learned during four years of English or four years of math. We do not know what "four years of English" means unless we are clear on educational goals and have mechanisms to measure progress. This report recommends new institutions and processes to define detailed educational goals and to evaluate progress toward those goals.

RESEARCH AND DEVELOPMENT

Iowa needs a significant research and development effort in education. An effort at one percent of gross expenditures would be an annual expenditure of \$14,000,000 in Iowa for kindergarten through grade twelve alone. One percent is a minimum level of effort. Present efforts are well below recognized research and development

expenditure levels in biotechnology, computer sciences, space technology, defense and agricultural research. We must learn more about how learning takes place, how learning is taught and how learning is effectively evaluated, in order to meet established goals and to determine how the results of this research can be effectively translated into practice. We need to draw together the education and research being carried out in other states and foreign countries. We need to develop and test new ideas in education by using various districts as test and evaluation sites. We need a consortium of institutions of higher learning to develop laboratory testing of new concepts. As an "industry", education will ultimately thrive on research and development successes in the science of learning.

CONCLUSION

This report is one step in an ongoing process of change. It directly involved the efforts of more than fifty people over a year's time; all dedicated Iowans. It reflects many hours of written and oral presentations by numerous others as well as extensive debate among both task force and subcommittee members. It was a volunteer effort.

There are no final answers to Iowa's education nor should there be. There is too much we simply do not know or cannot predict. If nothing more, this report is a plea for commitment, a blueprint for process and an argument for high standards and hard work. We will require all of these if Iowa is to be "first" in the nation in education.

TASK FORCE PROCESS

Education, the foundation of a great nation, has become a national concern. America, reported the President's Commission on Excellence, is a "nation at risk", a society whose "educational foundations are being eroded by a rising tide of mediocrity that threatens our very future as a nation and people." These strong words and sentiments, forcefully brought education to the forefront, and created concern in Iowa, a state where educational excellence has been taken for granted.

The Iowa Legislative Council, an executive committee of the Iowa Legislature, created the Excellence in Education Task Force in July 1983 to conduct an in-depth study of the state's education system and to set an agenda for Iowa education in the next decade. The Legislative Council excluded transportation, finance, equity, nutrition programs, and handicapped student programs from the agenda of the Task Force.

At the first meeting of the Task Force on July 28, 1983, members agreed to divide their study into six different areas and each member agreed to assume the responsibility for conducting the study of and making recommendations to the Task Force for one of the areas. The members and their areas are as follows:

Dr. James Jess - Relationships between the schools and business and industry, including the adequacy of preparation of students for the world of work.

Mr. Mark Schantz - Relationships between the schools and higher education institutions, including the adequacy of preparation of students for further education.

Ms. Betty Jean Furgerson - School curriculum.

Ms. Margaret Borgen - Teaching quality.

Mr. James Knott - Student responsibility.

Ms. Karen Goodenow - Educational framework.

Members of the Task Force each selected from six to eight other persons knowledgeable about the issues to be considered or of education in general to be members of a subcommittee. Subcommittee members served voluntarily without state reimbursement for their expenses. Each subcommittee determined the areas it would consider and the process it would use for developing its recommendations. A description of the process used by each subcommittee is contained in this report following its recommendations.

In all, fifty-four individuals served on the Task Force or on its subcommittees. The subcommittees held sixty-two days of meetings and heard presentations from one hundred forty-four persons. Seven surveys were sent to over twelve thousand Iowans. The responses have been tabulated and analyzed, and reports of each have been written. In addition, subcommittee members solicited opinions and remarks from countless other individuals.

The Task Force itself met sixteen times. Each member received minutes of the meetings of all subcommittees, and each meeting began with members providing detailed descriptions of the progress of each subcommittee in developing its recommendations. Suggestions and comments about methods of proceeding were made.

Each subcommittee developed a written report of its activities. The reports begin with a preamble or introductory statement, followed by belief statements, rationale and recommendations. Following its data and information gathering process, each subcommittee developed a series of statements that outlined the underlying assumptions upon which it would base its recommendations. Recommendations then flowed directly from each of the belief statements and a rationale was added to tie the information and research of the subcommittee to its recommendations.

The Task Force carefully reviewed each of the subcommittee reports and adopted their recommendations as recommendations of the Task Force. There is an overlap of recommendations from the subcommittees. Although each subcommittee directed the focus of its study from a different perspective, a number of conclusions were quite similar although not identical. The Task Force believes that the presence of similar recommendations from several subcommittees strengthens its Report.

As the work of the Task Force neared completion, it became apparent that in addition to overlapping recommendations a number of issues transcended the subject area of a single subcommittee. Therefore, in addition to adopting the recommendations that emanated from the six subcommittees, the Task Force itself has made five recommendations.

The Excellence in Education Task Force Report that follows contains the final reports of the six subcommittees as adopted by the Task Force.

Following the six subcommittee reports are the five recommendations made by the Task Force itself. They are preceded by rationale.

Unlike other national and state reports on education, this report does not recommend or mandate the adoption of specific education requirements. Rather, it is a philosophical statement providing for process to achieve outcomes. The blueprint for quality education in this state cannot be listed in a recipe, but must be contemplated as an essay. The belief statements, rationale, and recommendations must be read as a unit in order to achieve an understanding of the recommendations.

The direct costs to state government for conducting the study total about \$32,000. These costs include salaries for additional staff; per diem and travel expenses for legislators and travel expenses for nonlegislative members to attend Task Force meetings; and office supplies, long distance telephone charges, printing, and postage. Postage includes sending surveys, meeting notices, and research information. In addition to these costs, the Legislative Extended Assistance Group provided \$6,000 that was used for survey costs and printing expenses. Assistance was also provided by several state departments and by Pioneer Hi-Bred International. There was no state reimbursement for either Task Force members or subcommittee members to attend subcommittee meetings. Members and their employers willingly assumed the costs necessary for these individuals to fulfill the obliga-

tions of membership. The cost of this comprehensive study is relatively low because volunteer efforts were used rather than employing an independent consultant to ascertain the problem and propose solutions.

The subcommittee reports and Task Force recommendations are followed by Appendix A which includes abstracts of surveys conducted by subcommittees. Appendix B includes a listing of the individuals who made

presentations or otherwise contributed to the subcommittees. Appendix C includes a bibliography listing the written information reviewed by each subcommittee. As a part of this report, there is on file a library of information in the Legislative Service Bureau that the reader can access upon request to the Service Bureau. Finally, detailed minutes of the Task Force and subcommittee meetings may be accessed at the Legislative Service Bureau.

INTRODUCTION

The Task Force believes that Iowa, viewed as a whole, has a comparatively good kindergarten through grade twelve educational system. However, the system is not without faults. At their best, Iowa schools approach excellence for some of their students. In the main, however, Iowa schools are falling short of providing the excellence for all students that will be required to ensure a bright future for them and for this state.

The Task Force found that no one expressed total satisfaction with the present state of kindergarten through grade twelve education. Both higher education and business and industry believe that preparation for further education and for the world of work must be improved. Students themselves recognize that too little has been demanded of them. Dedicated teachers regularly point to factors impeding effective learning. Concerned parents, of which there are both many and too few, voice complaints relating to discipline as well as to curriculum. Yet, the central problem is that those voices have not been crystallized into a consistent and persistent demand for excellence.

The Task Force does not recommend casting out the present system and starting anew. A base exists from which excellence can be constructed. Excellence will not come easily; it will require many changes, some of them significant.

Iowa's decentralized public and nonpublic educational structure has many demonstrated advantages. It should be retained, but be supplemented at the state level by more extensive and clearly defined standards, as addressed in the '90 Review Process, by stronger leadership and support services from the Department of Public Instruction, by the addition of elementary through higher education statewide committees and councils to strengthen vertical articulation of curriculum content and horizontal articulation of academic competencies, and by the establishment of the FINE foundation to support a much expanded research and development effort and other experimentation.

While a stronger state role is called for, it is at the local level that the nuts and bolts of school improvement occur.

Stronger leadership, expertise, increased planning, resources, and time are imperative at this level for effective development, implementation, and evaluation of a well-integrated educational program for all students.

Iowa has been blessed with a large contingent of capable and committed teachers, but excellence will require stronger teacher preparation programs, stricter certification requirements, consideration of a system of career ladders, 12-month contracts, effective evaluation systems, and substantial pay increases. At the local level, teachers should be given a greater voice in educational decision-making. Teachers should be relieved of duties that distract them from their central mission. In turn, we must expect from them continual upgrading of knowledge and skills, a shift in teaching that utilizes active modes of learning, and prompt and meaningful feedback for the increased homework and composition assignments that a rigorous academic education entails. Iowa's system of collective bargaining for teachers should be reexamined in light of the professional model of teaching underlying this report.

A broad consensus exists that Iowa schools must give top priority to providing all students a rigorous, general academic education that stresses the development of intellectual skills and competencies. Vocational education, which emphasizes career exploration and work habits, and programs of extracurricular activities, including both athletic programs and nonathletic programs such as music, the arts, and special interest clubs, are important supplements to academic education, but more student and faculty time must be devoted to the school's primary task. Above all, Iowa schools must provide effective evaluation systems to measure student growth in all areas.

Complementary to greater emphasis on a rigorous, general academic education is the need for an educational environment in which students assume responsibility for and exercise self-discipline with regard to their own education. Education must prepare students for a lifetime of learning. Self-discipline, regular attendance, and respect for the integrity of the educational process are essential preconditions for that lifetime.

INTRODUCTION TO SUBCOMMITTEE REPORTS

The Final Reports of each of the six subcommittees established by the Task Force follow. These reports have been adopted by and are recommendations of the Task Force. Each report contains belief statements, rationale, and recommendations. There are overlapping recommendations in the areas of educational leadership at the state level, increased research and development, educational standards, parent and community involvement, mastery of competencies, role of school counselors, role of extracurricular activities, long range educational planning, extended contracts for teachers, vertical and horizontal articulation of subject matter, and coordination of

educational interests through the establishment of an independent consortium/foundation.

The Task Force was cognizant of these overlapping recommendations and believes that they reflect the fact that similar conclusions were reached from a number of different perspectives. The Task Force believes that many of the similar recommendations complement each other, and for those recommendations for which there appears to be conflict, the Task Force has made recommendations of its own melding together the separate subcommittee recommendations.

HIGHER EDUCATION SUBCOMMITTEE REPORT

Although many of our better graduates are well prepared for further education, Iowa high school graduates as a whole are apparently not as well prepared for further education as they once were nor as they need to be now and in the future. Adequacy of preparation appears to have improved recently and is better in Iowa than in many other states. But our comparatively good performance has tended to make Iowans complacent and willing to accept a level of overall achievement that falls well short of excellence.

Evidence supporting these beliefs emerged from a variety of sources. One source was the performance of Iowa students on standardized tests. The scores of Iowa students on the nationally-normed college entrance examinations, the ACT and the SAT, are traditionally among the top in the nation. However, scores of Iowa students, like those of students across the nation, began a steady decline starting between the years of 1965 and 1970 that has only recently begun to turn around. Even accounting for the slight rise that has occurred, ACT scores are still almost one and one-half points lower than they were twenty years ago. SAT scores have followed a similar trend, as have scores on the Iowa Tests of Educational Development (ITED), an achievement test administered annually to Iowa students in grades 9 through 12. Although ITED scores have been steadily rising since 1977, they have yet to reach the levels achieved before they began steadily declining in the mid-sixties. Some of this decline may be attributable to differences in the populations taking the tests, but other evidence suggests at least part of the decline is real.

A second source of evidence was information regarding enrollments in remedial courses at our state's higher education institutions. Nearly every higher education institution in the state offers remedial classes to help students overcome academic deficiencies. The skill areas in which students appear to need remediation most frequently are reading, writing, mathematics, and study habits. Enrollments in these classes have increased in recent years. The need for such classes appears to be real, and in some cases, acute. For example, since 1978, the University of Northern Iowa has required all students to pass a writing competency examination to graduate. Data collected over a three-year period between 1978 and 1981 indicate that one-half or more of the students who took the examination could not demonstrate minimal competency. Several sections of an English class, which are always fully enrolled, are offered each semester for students who seek assistance in preparing to pass the examination. At Iowa State University, where the engineering students are typically among the best prepared in the area of mathematics, sixty percent of the freshman engineering students must take a noncredit, or remedial, math course. In all, twenty percent of the mathematics courses taught at Iowa State University in 1975 were remedial; by 1981, this number had risen to thirty-three percent. In presenting these examples, it is not the intent of the Subcommittee to single out two institutions and imply that their students are less adequately prepared than students at other institutions. UNI and ISU are not unique; the problem is pervasive. These examples are presented to illustrate the extent of the problem.

Testimony provided by educators and students around the state provided another source of evidence. The Subcommittee held three public hearings at different loca-

tions in the state and invited higher education faculty, administrators, and students, as well as representatives from the state's high schools, to testify regarding the adequacy of preparation of Iowa's high school graduates for higher education. Thirty-eight individuals responded to the invitation. While deficiencies in many areas were cited, the testimony had a common thread: Although Iowa high school graduates come to college with a desire to learn, many are seriously underprepared in the areas of reading, writing, speaking, mathematics, and study skills.

Finally, research studies provided another source of evidence. Although the results of numerous studies were reviewed by the Subcommittee during its deliberations, three studies provided particularly valuable information and are worthy of note. In a study conducted at the University of Iowa (Chambers and Haynes, 1981) to examine the relationship between ACT test scores and characteristics of Iowa high school students, it was found that there is a positive relationship between the number of years spent studying mathematics, English, natural science, and social studies, and the composite score on the ACT. In other words, those students who took more coursework in these areas also had higher ACT composite scores.

A second study, which was conducted by the Subcommittee during the course of its deliberations, provided information from a source that was otherwise missing, that is, graduates of Iowa's high schools currently pursuing postsecondary education. Their perceptions regarding the adequacy of their preparation for further education were particularly helpful. While there were a number of graduates who rated their preparation as excellent in the six competency areas of reading, writing, speaking/listening, mathematics, reasoning, and study skills, half or more rated it as less than very good or excellent. Over half of them thought they should have been required to do more writing in high school and over 40 percent thought they should have had more homework. Finally, one-third thought that their teachers expected too little of them.

Information from a third study provided indications that the academic performance of Iowa high school students has improved and may continue to do so. The results of a survey of high school principals (Albrecht & Duca, 1983) revealed that the majority believe that the academic performance of their students has increased either somewhat or substantially over the past five or six years. It also appears that the number of credits required for graduation from high schools around the state has been increasing, a trend which is likely to continue. Most principals indicated that an increase in graduation requirements in the areas of English, mathematics, science, and social studies would have a positive effect on programs for their college-bound students.

Thus, a substantial consensus exists that many students are deficient to a greater or lesser extent in the development of genuine intellectual curiosity, in the mastery of a common body of knowledge, in the development of communication skills (reading, writing, speaking, and listening), mathematics, science, social science, mastery of foreign languages, reasoning and study skills.

(a) Communication Skills

The national reports on education have universally stressed student deficiencies in communication skills.

While there are exceptions, in the main, the Subcommittee has heard from a variety of sources that these deficiencies are also pervasive in Iowa. The Subcommittee has also found that the principal explanation for the deficiency is rather easily identified. Students are simply not engaging in these skills under conditions of meaningful feedback with sufficient frequency and rigor.

(b) Mathematics.

The national reports on education have also stressed student deficiencies in mathematics. Iowa students do appear to be somewhat better prepared in mathematics than is the case for the nation as a whole, but serious deficiencies exist here as well. Iowa schools are currently blessed with many good mathematics teachers, although in the long run obtaining a sufficient number of mathematics teachers is likely to be a problem, especially for smaller schools. Most schools offer adequate mathematics curricula, although, again, some smaller schools face problems in providing suitable advanced courses. The central problem appears to be that too few students are selecting or are being encouraged to take adequately rigorous mathematics. In addition, problem-solving skills are not always adequately emphasized, especially in the elementary and junior high schools.

(c) Social Science.

The state of student knowledge of basic information on geographic, historical, political, economic, and international matters is generally recognized as seriously inadequate, although these are some of the areas in which the Legislature and Department of Public Instruction mandate required courses. Across the state there is great variation in the nature of such courses, the age or year when students take these courses, and the academic preparation of instructors. This is also an area where certification standards are weak: Teachers are certified to teach "all social studies" with minimal work in any one area and without a major in any area. This is also an area especially influenced by the presence of coaches as instructors—a common view being that "anyone can teach social studies." It is also an area marked by textbook instruction, lecture methods, and infrequent writing. All the problems affecting excellence in education seem to converge in this area, and if excellence is to be achieved, this is particularly an area in which changes should be made.

BELIEF STATEMENTS AND RECOMMENDATIONS

A. Attitudes, Expectations and Standards.

THE SUBCOMMITTEE BELIEVES THAT A STUDENT'S ATTITUDE TOWARD LEARNING IS THE SINGLE MOST IMPORTANT INFLUENCE ON INTELLECTUAL DEVELOPMENT. Student attitudes toward learning are fundamentally shaped by the attitudes of the parents and family, the attitudes of the student's peer group, the attitudes of teachers and school administrators, the attitudes of the school district and local community, and the cultural milieu of the larger society, especially as that milieu is reflected in our media.

Excellence in academic preparation has not been consistently obtained by Iowa students in important part because it has not been consistently expected by parents and family, by teachers and school administrators, by the community and by the larger society. In the final analysis, a community gets and deserves the kind of educational system it really wants. In the immortal words of Pogo, "We have not the enemy and it is us." Academic achievement and the mastery of basic academic competencies have not been made the highest priority in many schools. Teachers have not been encouraged or permitted to spend adequate time on the development of basic academic skills. Students have devoted too little time to obtaining a rigorous general academic education in comparison with time devoted to nonessential electives, to work, and to extracurricular and social activities. Enduring educational excellence will not be achieved without a fundamental re-examination of our priorities and an enduring commitment to higher expectations.

If the Subcommittee is right in believing that student attitudes are the key to academic excellence and that the key factors in developing healthy attitudes toward learning are the standards and expectations established by parents, teachers, school administrators, the local community, and the larger society, then it follows that the best prescription for enduring reform is the development of structures and the establishment of strategies for a continuing demand for excellence from our students and our schools.

RECOMMENDATION:

1. All Iowans, including especially parents, teachers, higher education, business, industry, and labor must insist upon excellence from our educational system, and administrative structures must be developed that permit the various voices for excellence to be heard. An important structural addition to this end is the Iowa Educational Foundation proposed later in this report.

B. A Rigorous Academic Education for all Students.

THE SUBCOMMITTEE BELIEVES THAT ASSESSMENT OF THE CURRENT STATE OF EDUCATION AND RECOMMENDATIONS FOR THE FUTURE MAKE SENSE ONLY IN THE CONTEXT OF A GENERAL UNDERSTANDING OF THE NATURE OF EDUCATION. Most national reports have stressed economic and national security considerations, subordinating education to narrowly conceived, short-term material utilities. This strategy of argument is understandable in reports intended to persuade legislative bodies to supply additional tax funds for education. But this emphasis misses the real essence of education and consequently risks distortion and misstatement of its real problems and their possible solutions. Very different from this materialist spirit was that of our Iowa ancestors. When they settled this territory and formed a Legislature, virtually their first act was to establish a university. The curricula from that early period emphasized higher mathematics, the general science of the day, and the reading of classic books in their original Latin and Greek. Our pioneer ancestors, faced with immense practical problems in an unsettled land, did not see education in imme-

diately practical terms. They understood that higher education and everything leading up to it raised the most fundamental political question: "Who are we as a people and what kind of people do we aim to be?" What they wanted was not simply material prosperity but the life that prosperity was to support: A life which exercised the mind's and spirit's highest capacities for understanding, thought, and culture. It is not our intention to deprecate practical and vocational training as elements of education. But particularly from the perspective higher education gives to the whole educational process, the goals of knowledge, understanding, and culture are fundamental. To give them anything less than first place in education is to betray the aspirations of generations of Iowans by offering them a debased substitute for a genuine education. Since Socrates warned that the unexamined life was not worth living, the core of education has remained a mutual quest for our essential humanity. Every student should be exposed to and participate in this quest.

THE SUBCOMMITTEE BELIEVES THAT A CURRICULUM WHICH FOSTERS A SHARP SEPARATION BETWEEN A GENERAL OR VOCATIONAL TRACK AND A COLLEGE PREPARATORY TRACK IS DESTRUCTIVE TO STUDENTS IN BOTH TRACKS AND TO THE EDUCATIONAL ENTERPRISE AS A WHOLE. Our goal must be to provide for each student the best education that student is capable of achieving. With very few exceptions, Iowa students are capable of coping with an "academic education," an education that provides them with a common body of knowledge, with critical thinking skills, and with basic academic competencies in communication, science and mathematics. Few students indeed are not capable of coping with ninth grade algebra at some point in their high school career. Few students indeed cannot become minimally competent in expressing themselves in written and spoken English. A sharp distinction between tracks labels those selecting or directed into the vocational track as intellectually inferior. Those selections or directions are often premature and based on inadequate information. Testimony from merged area school (community college) faculty indicates that strong academic skills are essential for success in postsecondary vocational programs. The implication that society can be divided into mere trained workers on the one hand and highly educated professionals on the other hand is false to the emerging shape of our present reality and inconsistent with our commitment to democracy and its promise of equality of opportunity.

A preoccupation with competencies and skills need not neglect the other qualities of an educated person, but there is a danger that the curricular implications of educating students in political, historical, cultural, social and scientific sensibilities might be overlooked. Competency in reading does not answer the question of what is worth reading, just as competency in writing does not ensure that one has significant ideas to express. Competency in mathematics and reasoning borders on the abstract unless it can be applied to the understanding of the social and scientific structures that condition the lives of all individuals.

RECOMMENDATIONS:

2. The Subcommittee recommends substantially greater emphasis on a rigorous general academic education for all students. As illustrative of what the Subcommittee believes

should be at the core of a rigorous general academic education for all students, the Subcommittee recommends to educators and concerned citizens Mortimer J. Adler's book, The Paideia Proposal, and in particular the following chart found therein at page 23.

	COLUMN ONE	COLUMN TWO	COLUMN THREE
<u>Goal:</u>	ACQUISITION OF ORGANIZED KNOWLEDGE	DEVELOPMENT OF INTELLECTUAL SKILLS—SKILLS OF LEARNING	ENLARGED UNDERSTANDING OF IDEAS AND VALUES
	by means of	by means of	by means of
<u>Means:</u>	DIDACTIC INSTRUCTION LECTURES AND RESPONSES TEXTBOOKS AND OTHER AIDS	COACHING, EXERCISES, AND SUPERVISED PRACTICE	MAIEUTIC OR SOCRATIC QUESTIONING AND ACTIVE PARTICIPATION
	in three areas of subject matter	in the operations of	in the
<u>Areas, Operations, and Activities</u>	LANGUAGE, LITERATURE, AND THE FINE ARTS MATHEMATICS AND NATURAL SCIENCE HISTORY, GEOGRAPHY, AND SOCIAL STUDIES	READING, WRITING, SPEAKING, LISTENING CALCULATING PROBLEM SOLVING OBSERVING MEASURING ESTIMATING EXERCISING CRITICAL JUDGMENT	DISCUSSION OF BOOKS (NOT TEXTBOOKS) AND OTHER WORKS OF ART AND INVOLVEMENT IN ARTISTIC ACTIVITIES (e.g., MUSIC, DRAMA, VISUAL ARTS)

THE THREE COLUMNS DO NOT CORRESPOND TO SEPARATE COURSES, NOR IS ONE KIND OF TEACHING AND LEARNING NECESSARILY CONFINED TO ANY ONE CLASS.

The three columns do not correspond to separate courses, nor is one kind of teaching and learning necessarily confined to any one class.

3. The Subcommittee also joins with the Joint Committee on Instructional Development and Academic Articulation in Iowa in recommending that a goal of public education be the mastery of the basic academic competencies set forth in the College Board Report, Academic Preparation for College. These include specifically identified competencies in reading, writing, speaking and listening, mathematics, reasoning, and studying. These competencies mesh nicely with Column Two in the chart set forth above under Development of Intellectual Skills—Skills of Learning. Development of these skills is plainly necessary for an educated person. It is not, however, sufficient.

4. A suitably rigorous general academic education plainly requires more time on the central intellectual tasks than appears to occur in most school districts. The Subcommittee does not recommend that the school year or the school day be substantially lengthened, although modest adjustments may be appropriate in some districts. In substantial part, additional time can be garnered from elimination or modification of nonessential tasks and by increased use of homework. In this regard, the Subcommittee does not recommend fact-oriented busy work, but suggests that homework should consist heavily of writing and problem-solving exercises. Homework should be introduced modestly by third grade and increased gradually until it involves at least eight to twelve hours per week in secondary schools.

5. A substantial consensus exists that elementary and secondary education must increase the amount of writing done by students by several orders of magnitude over what appears to be typical current practice. Much of this increase may come in English and language arts courses, but writing should be emphasized pervasively throughout the curriculum. Active learning and the development of higher-order intellectual skills entail more composition in science and social studies courses as well. Students should be exposed to a variety of writing tasks of greater or lesser formality. Some writing should be done every week, if not every day, and high school students should experience six to eight major (four pages or longer) formal compositions per semester. Meaningful feedback is essential to reaping the learning potential of composition. Although ultimately a source of great satisfaction to teachers, reviewing student writing is immediately somewhat tedious and very time-consuming. Composition teachers cannot function effectively with more than four sections of twenty students. The Subcommittee recognizes that these recommendations will require major staff adjustments or additions. Excellence will not be attained without them.

C. Curriculum.

FOR THE MOST PART, THE SUBCOMMITTEE BELIEVES THAT IOWA SCHOOLS ARE OFFERING COURSES THE SUBSTANCE OF WHICH CAN PROVIDE A SUITABLE VEHICLE FOR COLLEGE PREPARATION. Rather, the problems here lie with often inappropriate selections by students from available options and with the lack of rigor tolerated in the study of

the subject. Larger school systems may be providing a wider array of course offerings than is necessary, contributing to a lack of rigor and a lack of coherence in the subjects actually chosen by particular students. One exception to the observation that curricula generally provide adequate courses relates to the availability and timing of foreign language offerings. While this situation has improved in recent years and a few schools offer foreign language opportunities in the elementary grades, many small schools can offer only one foreign language, and too few students are emerging with a serious working knowledge of their chosen language.

RECOMMENDATIONS:

6. The primacy of rigorous general academic education does not necessarily entail a particular curriculum and the Subcommittee does not recommend that the Legislature mandate large numbers of additional required courses. However, the Subcommittee recommends to school districts that they ensure that a substantial majority of student time be concentrated in serious confrontation with language, literature and the fine arts: mathematics and natural science; history, geography and social studies. Both The Paideia Proposal and the College Board Report, Academic Preparation for College, provide additional detail consistent with our philosophy. In this regard, the recommendations of the A Nation At Risk report that students take four years of English, three years of mathematics, science and social studies, and two years of a foreign language provide useful minimum guidelines for students who may pursue further formal education at some stage of their lives.

7. The Legislature should continue to require, as a condition of school district approval, that all students have the opportunity for at least two full years of study of a single foreign language. As a practical matter, local school districts should encourage three or four years in study of a single language. Study of foreign language should begin as early as possible, and school districts should establish goals and timetables for making foreign language study available in our elementary schools.

D. Teachers.

THE SUBCOMMITTEE BELIEVES THAT MANY OF IOWA'S TEACHERS OPERATE UNDER CONDITIONS WHICH PREVENT THEM FROM MEETING THE CHALLENGE OF EXCELLENCE IN EDUCATION. YET, IT ALSO BELIEVES THAT WHILE THERE ARE SOME POOR OR MEDIOCRE TEACHERS IN OUR SYSTEMS, THEY ARE VASTLY OUTNUMBERED BY COMPETENT AND COMMITTED TEACHERS WHO ARE CAPABLE OF

STIMULATING THEIR STUDENTS TO EXCELLENCE. Teachers lack community support and recognition. Teachers are hired to perform nonteaching functions. They are all too often assigned to courses they are not prepared to teach. Teachers often lack the resources or materials to teach effectively. Most fundamentally, teachers have lacked the time required for academic excellence. Basically, our teachers are overworked and underpaid. The number of preparations, the sizes of classes, the general pattern of meeting five classes a day for five days a week, and the burden of nonteaching responsibilities, are all factors qualifying the potential of the good teacher to achieve teaching excellence. In addition, the profession as a whole faces morale problems that lead to "burn-out" and the search for alternate careers. This problem has been made worse by the implications of some of the recent reports on education that teachers are primarily responsible for the absence of excellence in American education. This implication is grossly oversimplified and largely misdirected.

The Subcommittee also believes, however, that in the long run the State may face a serious shortage of well-qualified teachers, especially in the areas of mathematics and science. Many of our most qualified and committed teachers are "graying." In the past, many of our most qualified and committed teachers were women who were denied meaningful opportunities in business and the professions. As these barriers have happily been broken down, education has ceased to attract as large a proportion of our better college graduates. Especially in science and mathematics, better paying opportunities have attracted graduates who might otherwise prefer the personal rewards and the lifestyle of an elementary or secondary teacher.

RECOMMENDATIONS:

8. In the short run, teachers, like students, must be afforded more time for their primary tasks. Additional preparation time or fewer separate preparations will be required for employment of the teaching methods recommended, for developing meaningful homework assignments, for providing feedback on composition assignments, and for grading essay examinations. Teachers must also be provided greater time and support for professional development and enrichment programs. A teacher who has not emphasized active modes of learning and assigned substantial compositions may require updating or upgrading of his or her own skills. Teaching contracts could be extended to provide several additional weeks or a month for faculty development programs. In the alternative, the Legislature could appropriate money directly or indirectly for development of such programs. The Department of Public Instruction, the State's higher education institutions and local school districts should all be involved in defining goals and exploring

means for effective enrichment programs. The fact is that without an extended contract or some form of supplemental aid, many teachers, and in some instances the teachers most in need of assistance, will not take advantage of substantial enrichment programs.

9. For the long run, the Subcommittee recommends development of a long-range plan, based on a "comparable worth" study, for providing substantial increases in salary for classroom teachers and a system of career ladders that includes responsibility-based gradations in salary.

E. Teaching (Learning) Methods.

THE SUBCOMMITTEE BELIEVES THAT TEACHING METHODS SHOULD BE CORRELATED WITH LEARNING OBJECTIVES. Inasmuch as the central objectives must be intellectual development and the development of the ability to learn on one's own, substantial emphasis must be placed on active modes of learning. The Subcommittee believes that a high proportion of Iowa student time is spent in "passive learning": Didactic (lecture) methods predominate, delivery of factual information is emphasized and objective testing of factual content employed excessively. Didactic presentation is suitable for imparting a common body of knowledge. Lectures and textbooks, the predominant mode of instruction, will continue to have a place. However, students tend to learn to write by writing; to speak by speaking; to compute by computing; to analyze by analyzing; and enlarge their understanding by discussion and active questioning. A "coaching" mode is required for development of intellectual skills and a discussion mode is required for the development of intellectual curiosity, critical thinking and the development of the ability to make one's own value judgments. Moreover, the development of communication and higher order thinking skills is better measured by essay examinations.

RECOMMENDATIONS:

10. Each school district should develop a plan to provide increasingly greater emphasis on active modes of learning and essay examinations; and principals, as instructional leaders, should ensure that this pedagogical emphasis is included in curricular planning, staff development and faculty evaluation programs.

11. From the seventh grade through high school, all students should have one period per semester in which they meet in groups of no more than fifteen students in which they are assigned original and significant books (not textbooks), and in which discussion or Socratic dialogue is the mode of learning.

F. Testing (Measurement).

THE SUBCOMMITTEE BELIEVES THAT WE SHOULD MAKE AN EFFORT TO CORRELATE MORE CLOSELY OUR EVALUATIVE TOOLS WITH OUR SUBSTANTIVE EDUCATIONAL GOALS. In the Subcommittee's view far too much emphasis has been placed on scores attained by students on standardized tests, and the results of these tests have been employed in an inappropriate manner. There are at least two specific dangers of this misuse. First, achievement tests have been carelessly used to measure whole educational programs. The use of "average" figures to compare populations whose differences have not been carefully considered can lead to many false claims. Tests do not now exist which reliably measure educational programs in quantitative terms. We are skeptical whether such tests can be developed. The second danger is that the tendency to concentrate on that knowledge which can be measured on a mass scale threatens distortion of education. Grammar and usage tests tell very little about the ability of a student to write expository prose. Tests of computation generally fail to assess significant mathematical problem-solving ability. Exaggerating the importance of test results may cause school districts and teachers to "teach to the test," emphasizing matters which are testable at the expense of the development of higher order skills and genuine intellectual curiosity. Because achievement of the skills, competencies and higher order thinking necessary to an educated person are not fully susceptible to measurement by standardized objective tests, the Subcommittee believes some form of competency testing should emerge to assist in determining whether our primary goals are being accomplished.

The Subcommittee does not see student competency testing as a panacea. Competency testing can be misused, just as standardized, objective tests can be misused. However, substantial progress has been made in such areas as the use of writing samples to measure composition skills. While tests of writing, using samples, will necessarily impose some artificial constraints on the writer and present some difficulties of definition of quality and even-handed evaluation of quality, these difficulties are not different in kind from those encountered by an employer who needs to know that a prospective employee can write.

RECOMMENDATION:

12. The Subcommittee does not presently recommend that the Legislature mandate a uniform testing procedure as a graduation or promotion requirement. Rather, the Subcommittee recommends that the Department of Public Instruction create statewide task forces to develop model competency testing procedures for academic competencies and higher order thinking skills, building upon the body of learning that has emerged in this area. The Subcommittee recommends that such tests might most appropriately be given at approximately grade 6 or 7 and grade 10 or 11. Students who perform below acceptable levels should be counseled or required to take remedial work in areas of deficiency. This effort should begin with composition and mathematics.

G. Computers.

THE SUBCOMMITTEE BELIEVES THAT COMPUTERS HAVE CONSIDERABLE POTENTIAL AS INSTRUCTIONAL AIDS, NOT THE LEAST OF WHICH IS WORD PROCESSING AS AN AID IN THE TEACHING OF COMPOSITION. It will become important as well for many graduates to have acquired computer operation skills. However, the Subcommittee counsels against an unplanned, crash computer acquisition program. Other demands on resources should have greater priority and hasty expenditures may involve great waste.

RECOMMENDATION:

13. By 1990, every school district should have in operation a master plan for the teaching of computer skills and the use of computers in the educational process.

H. Extra-Curricular Activities.

THE SUBCOMMITTEE BELIEVES THAT QUALITY PROGRAMS IN MUSIC, FORENSICS, DRAMATIC ARTS AND ATHLETICS ARE VALUABLE COMPLEMENTS TO THE PRIMARY INTELLECTUAL GOALS OF PUBLIC EDUCATION. The evidence suggests that many of Iowa's best students also excel in one or more extracurricular activities. Such qualities as motivation to succeed, the disciplined use of time, the assertion of leadership, the ability to work with and share success and disappointment with others are all encouraged by activity outside the classroom. Often athletic coaches and music and drama teachers have the most influence on students within and outside the classroom. They establish close relations with students and are accepted as natural advisors. Many have personal qualities that make them effective classroom teachers and role models. Nonetheless, we are concerned that some schools emphasize "winning" extracurricular programs at the expense of academics and at the expense of the goal of broad student participation in these programs. Sadly, the athletic booster organizations and the band booster organizations are often the only visible evidence of community and parental involvement in the schools. The Subcommittee also believes that in Iowa, as elsewhere, there has been a growing overemphasis on athletics as the major extracurricular activity of the public schools. Programs in a variety of sports have been extended into the junior high years with ambitious schedules of interscholastic competition, with considerable expense in equipment and facilities, and with increased numbers of coaches and assistants. The otherwise welcomed advent of women's athletics has only exacerbated the problem. Important in these developments have been the impact on the hiring decision and on the time commitments of teachers. Priorities have been reversed, some school superintendents admit, when coaching potential is given primary consideration over teaching credentials and experience. Although exact figures are unavailable, it is estimated that 30-40 percent of secondary school social studies and science teachers double as coaches. Coaching is the first priority of these persons and physical education is typically their undergraduate major. Colleges and universities now advise prospective teachers to be prepared to coach if they want a suitable job; college and university certification requirements encourage this trend. In addition, too many extracurricular programs have become "elite," requiring time commitments that crowd time for study or preclude participation in more than one activity. Program directors

too often compete with each other for the exclusive attention of talented students. High school is too early for a student to be required to specialize in basketball, orchestra or debate.

RECOMMENDATION:

14. The Subcommittee recommends that school officials and students at all levels reestablish the primacy of academic achievement in school districts over "winning" athletic programs. Greater attention should be paid to the goal of broad student participation in extracurricular activities, and competition among programs should be reduced.

I. Counseling.

THE SUBCOMMITTEE BELIEVES THAT JUNIOR HIGH SCHOOL AND SENIOR HIGH SCHOOL STUDENTS ARE IN NEED OF SUBSTANTIAL AMOUNTS OF ACADEMIC AND CAREER COUNSELING. The evidence from its survey of high school seniors suggests that many students did not feel adequately served by their counseling staff. In many respects, this appears to be a result of the high volume of students and administrative duties placed upon counselors. Many students appear to turn to favorite teachers and coaches for serious discussion of academic and career goals.

RECOMMENDATION:

15. To reduce the paperwork overload on professional counselors, clerical and paraprofessional help should be used for record-keeping, scheduling and providing information on college entrance requirements and financial aid. The bulk of counselors' time should be spent in personal, academic, and career advising, not in administrative duties. Some group counseling on course selection, career information, and job-seeking may provide a means of coping with the high student-counselor ratio.

J. Talented and Gifted Students.

THE SUBCOMMITTEE BELIEVES THAT, CONSISTENT WITH THE GOAL OF PROVIDING TO EACH STUDENT THE BEST EDUCATION HE OR SHE IS CAPABLE OF ABSORBING, IT IS ESSENTIAL THAT OUR VERY BEST STUDENTS REACH THEIR MAXIMUM POTENTIAL. The achievements of our very best students substantially benefit other students in the school and society generally. High achieving students provide role models and stimulation to other students. They also often provide the creativity and leadership that can bring social progress.

RECOMMENDATION:

16. The Legislature and local school districts should continue to support programs of enrichment for academically able students.

Adoption of our other recommendations will go far to provide greater stimulation, challenge, and recognition. However, the Subcommittee urges caution in several respects. The use of arbitrary quotas, whether one percent, three percent, or thirteen percent exaggerates differences and could produce an unhealthy stratification or "super-track." Overuse of "pullout" programs may create reluctance to participate and result in the loss of academic leadership from our best students. While there is a need for "talented and gifted" specialists, the creation of a separate bureaucracy in this area should be avoided. What is needed most is to provide our best teachers with the time and support necessary to provide stimulating supplemental programs for our most talented students.

K. Elementary Education.

THE SUBCOMMITTEE BELIEVES THAT THE EMPHASIS ON EXCELLENCE IN EDUCATION BEGINS AT THE ELEMENTARY LEVEL. The reports critical of American education have focused primarily on secondary education. To a considerable extent, that is true of this report as well. To some extent that reflects the perception that elementary schools are placing greater emphasis on a general academic education and on the development of intellectual skills than is universally true for secondary schools. Nonetheless, many of the recommendations of this report are applicable to elementary education as well.

RECOMMENDATION:

17. Local school districts should examine their elementary education programs in light of the recommendations for emphasizing a rigorous, general academic education for all students, curricular emphasis, strengthening teaching, teaching methods, homework, competency testing and programs for talented and gifted students and develop well-articulated kindergarten through grade twelve programs that provide an integrated response to the needs identified.

L. The Role of Higher Education.

THE SUBCOMMITTEE BELIEVES THAT INSTITUTIONS OF HIGHER EDUCATION HAVE CONTRIBUTED SIGNIFICANTLY TO MEDIOCRE PREPARATION OF STUDENTS FOR LIFE AND FOR FURTHER EDUCATION BY INADEQUATELY ARTICULATING TO THE SECONDARY SCHOOLS THE REQUIREMENTS FOR SUCCESSFUL COLLEGE LEVEL WORK, BY QUIETLY ACCEPTING INADEQUATELY PREPARED STUDENTS, AND BY CASUAL CERTIFICATION OF PROSPECTIVE TEACHERS. Recent efforts hold promise for reversing this

finding. The recent report, Educational Excellence for Iowa, prepared by the Board of Regents and Department of Public Instruction's Joint Committee on Instructional Development and Academic Articulation in Iowa forcefully documents the need for better planning and clearer communication. Some institutions have raised standards and begun to communicate effectively with secondary schools and their students. This is especially true of the University of Northern Iowa, which has recently established admission requirements of three years of English and three years of mathematics, and which has sent to secondary schools an informative guide on "expectations" of the qualifications for prospective students. Faculty members at Regents' institutions have also recommended that these institutions adopt the A Nation at Risk recommendations of four years of English, three years of mathematics, science and social studies, and two years of a foreign language as a basic curriculum. Adoption of such recommendations would clearly articulate the expectations of the Regents' institutions to secondary school students and would help to decrease the presently increasing amount of remedial work being offered at considerable expense at these institutions.

In the past decade, while the number of traditional college age students has been declining, total enrollment at the Regents' institutions has been rising. At the same time, the absolute number, and perhaps the percentage of students admitted to Regents' institutions with academic deficiencies has also increased. The increased enrollment may be attributable in significant part to the more rapidly escalating costs of attending private institutions. However, the Subcommittee also believes that is also in part a function of the institutions' need for adequate public funding. The perception and probably the reality is that the Legislature has been willing to provide increased funds for increased enrollment, i.e. quantity, but unwilling to provide increased funds for quality. This funding practice engenders a number of undesirable distortions. While Iowa may well have more institutions in private higher education than can survive economically in a period of stable or declining enrollment, the increases in enrollment at the Regents' institutions at their expense may be greater than desirable. The Subcommittee also doubts whether it is in the best interest of the State to have its two major research universities expend substantial resources on remedial programs. Our community colleges may well be able to do as good a job or better and do it more economically.

Regents' institutions also have a major responsibility for the training and development of teachers. If excellence is to be obtained in secondary education, this responsibility must be carefully examined as it relates to the qualifications of prospective teachers and the further education of existing teachers. At present, the universities offer several programs of in-service education, summer workshops and special programs for public school teachers, most notably perhaps the former Southeast Iowa Writers' Workshop, now the State of Iowa Writers' Workshop. Recently, Iowa State University has proposed development of a Master of School Mathematics program through which existing teachers can earn a subject-centered advanced degree. This strikes the Subcommittee as an exciting development which should be approved and appropriately funded. Yet, as one merged area school teacher told our Subcommittee: "Currently there is no widespread or systematic interaction between secondary and postsecondary levels of education in the state."

RECOMMENDATIONS:

18. The Subcommittee recommends that the Regents' institutions continue efforts to articulate carefully their expectations for adequate college preparation. It further recommends that consideration be given to strengthening admission or graduation requirements to communicate forcefully to students and the public school community that these expectations are more than exhortation. The Legislature should fund quality education at the Regents' institutions without appearing to tie appropriations to increases in enrollment. Regents' institutions and private colleges should also assume a more significant role in stimulating good students to enter the teaching profession, in ensuring quality training programs for future teachers, and in assisting in the delivery of high quality enrichment or inservice training for existing teachers.

19. While the Subcommittee strongly believes that any institution of higher education which admits a student with a serious deficiency in the basic academic competencies is obligated to provide appropriate remedial programs and that higher education should be available to "late-bloomers," i.e., students who did not perform up to their capabilities in elementary and secondary schools, and returning adults whose academic skills need refreshing, those students in need of remediation may be better and more efficiently served at the community college level than at the Regents' institutions.

Indeed, because of their open admissions policy, the merged area schools already enroll large numbers of students with academic deficiencies whose needs they must meet without sacrificing academic standards. The Subcommittee recommends that, to maintain educational quality, these institutions establish realistic admissions requirements to specific vocational and college-transfer programs and then communicate them clearly to students and staff in secondary schools. Such statements of expectations would do much to dispel the common misapprehension that students in college vocational programs do not need strong academic skills. The Subcommittee further recommends that to maintain the open door—to ensure true equality of opportunity for those who do not yet meet program requirements—the merged area schools offer comprehensive

developmental studies programs which include academic assessment, mandatory enrollment in appropriate remedial coursework, an advising system that integrates the developmental student into the educational system, and reinforcement of basic skills in all classes. These developmental programs will require strong commitment from area school administrators and faculty members, cooperation in articulating standards from the Regents' institutions, and adequate funding from the Legislature. But they are essential if the people of Iowa want to promote both equality of opportunity and educational excellence.

M. The Iowa Education Foundation.

THE SUBCOMMITTEE BELIEVES THAT PUBLIC EDUCATION IN IOWA IS IN NEED OF AN ENDURING COMMITMENT TO EXCELLENCE AND THAT AN ENDURING COMMITMENT TO EXCELLENCE WILL REQUIRE STRUCTURES THAT INVOLVE THE PRIVATE SECTOR, AN EXPANDED EFFORT FOR RESEARCH AND DEVELOPMENT OF INNOVATIVE PROGRAMS, AND THE STRENGTHENING OF OUR TEACHING FORCE. A joint venture, public and private, can provide funding for experimentation without elaborate regulatory conditions and reporting requirements that often accompany state aid to local school districts, and it can experiment in education with fewer of the political, bureaucratic and "turf" constraints that limit statewide approaches to problems.

RECOMMENDATION:

20. The Subcommittee recommends the establishment of the Iowa Education Foundation. The charter of the Foundation should be broadly conceived to permit the board of directors to provide financial support for any program that, in its judgment, would improve public education. However, among the specific purposes for which the Foundation should be created are the following:

- (a) Develop support programs to attract able college students to teaching, especially in areas of critical shortages.
- (b) Develop programs for and support innovative improvements in career development of teachers, including possibly clerkships or internships in private industry or public agencies; research projects in

postsecondary institutions; scholarships for workshops, classes, seminars, colloquy and courses in subject related areas, including travel funds where appropriate; scholarships for certified teachers who wish to retrain in areas of critical need; and grants to underwrite traveling workshops for teacher inservice at the district or area levels.

- (c) Develop and support innovative, cooperative programs for small, rural districts to provide excellence in advanced subjects, especially science, mathematics and foreign languages.

The Iowa Foundation is conceived as a joint venture of public and private effort. In this sense, the Iowa Natural Heritage Foundation provides a partial model. This joint venture model has implications for composition of the board of directors and for funding. With respect to board composition, the Subcommittee contemplates a board that might consist of twelve public members selected on a nonpartisan basis to include representatives of business, labor and the general public with a demonstrated interest in educational excellence, six to be appointed by the Governor and six by the Legislative Council. An additional eleven board members would be selected by constituent groups: Two appointed by the Iowa State Education Association and one each appointed by the Iowa Association of School Boards, the Iowa Association of School Administrators, Educational Administrators of Iowa, the Department of Public Instruction, the State Board of Regents, the Iowa Association of Independent Colleges and Universities, the Iowa Association of Community College Trustees and the Parent-Teachers Association of Iowa. Initial funding would be by an appropriation of up to \$20,000,000 by the Legislature conditioned upon the raising of \$10,000,000 from private sources, including other foundations. Subsequent funding would be from supplemental appropriations by the Legislature, programs of annual giving, grants from other foundations and federal grant moneys. The Foundation concept is not a substitute for additional funding on an across-the-board basis.

HIGHER EDUCATION SUBCOMMITTEE PROCESS

Task Force member Mark Schantz, a partner in the law firm of Dickinson, Throckmorton, Parker, Mannheim, and Raife in Des Moines and a former Professor and Associate Dean of the University of Iowa College of Law, was assigned the responsibility of developing recommendations relating to the adequacy of the preparation of high school graduates for further education. He selected the following individuals to assist him:

Professor Stan Bochtler
Head, Teacher Education
Buena Vista College
Storm Lake, Iowa

Mr. Jim Hessburg
President, United Students of Iowa
Student
University of Northern Iowa
Cedar Falls, Iowa

Professor Alan Jones
Department of History
Grinnell College
Grinnell, Iowa

Professor George Knaphus
Botany Department
Iowa State University
Ames, Iowa

Professor Donald Marshall
Honors Director and Professor of English
University of Iowa
Iowa City, Iowa

Ms. Sue Wickham
Instructor, Learning Center
Des Moines Area Community College
Ankeny, Iowa

However, before appointing his Subcommittee, Mr. Schantz attended meetings of the Joint Committee on Instructional Development and Academic Articulation in Iowa, a committee established by the State Board of Public Instruction and the State Board of Regents. This committee explored avenues for facilitating continued development of instruction and articulation between the high schools and colleges and universities in Iowa. The Subcommittee continued to monitor the work of the Joint-Articulation Committee.

The Higher Education Subcommittee began meeting on November 9, 1983 and held six meetings and three

public hearings over the next eight-month period. Members agreed to set as principal goals the following:

1. To assess the current level of preparation for various modes of higher education of Iowa high school graduates; to define for the future appropriate standards of preparation; and to outline strategies for achieving those standards.
2. To assess the extent to which higher education is assisting (or confounding) the college preparatory efforts of Iowa schools and to outline strategies for cooperative assistance in improving preparation.

The Subcommittee conducted a survey of approximately 1,200 recent high school graduates who currently are attending postsecondary institutions including students at the three public universities, and students attending a selected number of merged area schools (community colleges) and private Iowa colleges and universities, as well as a random sampling of recent National Merit Scholarship Semifinalists. The students were asked their perceptions about the adequacy of their preparation for further education. A summary of the survey results is included as Appendix A.

The Subcommittee scheduled public hearings in Ankeny, Storm Lake, and Iowa City soliciting comments about the adequacy of high school preparation of today's college students. College and university professors, college and university administrators, admissions personnel, college and university counselors, merged area school administrators, merged area school instructors, merged area school counselors, merged area school remedial personnel, university remedial personnel, high school principals, high school counselors, high school teachers, testing service personnel, students, and school board members presented testimony.

In addition, representatives from the Department of Public Instruction, area education agencies, and the Iowa State Education Association were invited to make presentations.

The Subcommittee also relied upon information contained in a number of recently issued national reports and other pertinent literature.

Appendix B provides a listing of meeting dates, the subject areas considered by the Subcommittee at the meetings, and the names and titles of presenters. Appendix C is a bibliography of information reviewed by the Subcommittee.

"PREPARATION FOR LIFE IN A CHANGING WORKPLACE"

EDUCATION AND INDUSTRY COORDINATION

SUBCOMMITTEE REPORT

Young people today are faced with living in a world dominated by an ever changing workplace. After decades of world supremacy, the American economy has entered a period of apparent dramatic change. High technology, foreign competition, new patterns of organization, and export of jobs will change the way Americans work, produce, and earn. Some observers predict a divided American workforce, one in which only those workers who are the most technologically sophisticated and those who are willing to perform repetitive menial tasks will find ready employment. Others foresee much more egalitarian workplaces, where workers will exercise far greater control over the way they work and the quality of the goods and services they produce.

What implications do our nation's changing economy and workplace have for the career prospects of Iowa's young people? Can high school graduates without advanced training realistically hope to find worthwhile work and adequate material returns in the decades ahead? Does the new age mean the end of the opportunity and upward mobility that have been synonymous with work in our State and the nation? Or does it mean that young people will have to clear new hurdles on their way to traditional goals?

New high school graduates rarely obtain the most desirable jobs. Their first jobs do not necessarily set the direction of a career, but these jobs allow careers to begin. First jobs permit people new to the workplace to master its habits and customs and to determine the makings of a desirable worker. A job is not a career. A career is a series of jobs, each often involving new responsibilities, new knowledge, and new skills. The ability to learn a new job is vital to the employer—who cannot employ a person unable to master the requisite skills—and to the employee—who cannot expect to hold a job without that mastery. The ability to learn, therefore, is vital to every worker throughout an entire working lifetime.

Advanced schooling and/or training has enhanced and will continue to enhance a high school graduate's opportunities and upward mobility, but ambitious, well-prepared high school graduates will still find opportunities in the state and national economy if they know where to look for them. Large organizations, small firms, and self employment will continue to provide the sources for jobs in the future. The U.S. economy is expected to generate more than 25 million additional jobs between 1982 and 1995. By comparison, it added some 20 million additional jobs between 1969 and 1982. The Bureau of Labor Statistics in the U.S. Department of Labor tracks 1700 different job categories, but the Bureau estimates that only 40 of these together will account for more than half of the expected employment growth. The projections affirm that the American economy will continue to generate an astonishing number of diverse occupations, many of which will be quite familiar even if the ways in which they are done will change. Some occupations will decline; others will flourish, but it is clear that the skills required of workers will change during their lifetimes. Young

people leaving our high schools must be equipped to adapt to these changes. A recent report, entitled High Schools and the Changing Workplace: The Employer's View, found that:

"The major asset required by employers of high school graduates seeking upwardly mobile careers is the ability to learn and to adapt to changes in the workplace. The continual evolution of work functions will require that workers master new knowledge and new skills throughout their working lives. The ability to learn will be the essential hallmark of the successful employee.

Ten 'core competencies' (Command of the English language, reasoning and problem solving, reading, writing, computation, science and technology, social and economic studies, and personal work habits and attitudes) provide the basic understanding and skills needed both to perform entry-level jobs and to continue the learning process. Although these competencies will not be universally achievable to the same degree by all, nevertheless they are important for all to strive toward. Technical education, vocational education, and curricula providing specific job skills can enhance a student's employability, but cannot substitute for education in the core competencies.

A positive attitude and sound work habits are of basic importance. Employers place a high value on reliability and cooperation. At the same time, with increased employee participation in decision making, the ability to offer constructive dissent without hindering teamwork will assume greater importance."

The report concludes that the secondary schools' primary responsibility is to provide core competencies and that other goals, whatever their merit, must come second. Those who enter the workforce after earning a high school diploma need virtually the same competencies as those going on to college. Therefore, the core competencies must always come first during the high school years. The report further emphasized that the core competencies are incomplete goals, limited to those believed necessary for preparing high school graduates for satisfying careers, and that these goals must be supplemented by others if high school graduates are to participate fully in the cultural and civic life of this country.

CURRENT STATUS OF IOWA'S HIGH SCHOOL GRADUATES

Eighty-five percent of Iowa's teenagers graduate from high school compared to 70 percent nationwide. Iowa's literacy rate is the highest in the nation. The most recent Iowa Guidance Survey follow-up data indicate that 62 percent of Iowa's 1982 graduates one year after they graduated were continuing their education or training in institutions of higher learning, in apprenticeship programs, or in the military service. Of those remaining, 26 percent were employed, 3 percent were homemakers solely, 5 percent were unemployed, and 4 percent were deceased, institutionalized, or their status unknown. Lit-

tle, if any, differences were found in the status of graduates from school districts of variable size. Iowa's relative success compared with the rest of the nation in graduating and placing its teenagers is commendable, but it needs to be improved. It can be improved if we continue to move Iowa's educational system toward excellence.

CHARGE AND SCOPE OF SUBCOMMITTEE'S WORK

The Education and Industry Coordination Subcommittee was asked to determine what business and labor want out of Iowa's kindergarten through grade twelve educational system. The Subcommittee looked at its responsibility in three ways: (1) What are employers getting out of the educational system today and are they satisfied? (2) If employers are not satisfied with the educational system, what do they want? and (3) What action, if any, is necessary by the State, its agencies, institutions, and local school districts to obtain the desired outcomes of a successful educational system?

During the Subcommittee's twelve months of deliberations, the members gathered information concerning the present status of programs administered through state agencies, merged area schools (community colleges) and local school districts. Recent national and state reports on education were studied. In addition, over 7,500 leaders in business, industry, labor and education were asked to provide input through the Iowa Business and Education Survey conducted by the Subcommittee as well as through oral and written testimony. From all this, the Subcommittee summarized its findings into nine major belief statements that form the basis for its recommendations to the people of Iowa: their Legislature, their state agencies, their intermediate agencies and merged area schools, their public and private institutions of higher learning, their local school districts, their private sector businesses, their students and parents, and their communities at large.

BELIEF STATEMENTS

It is the belief of the Education and Industry Coordination Subcommittee that:

1. The primary role of kindergarten through grade twelve education should be to offer a systematically organized, coordinated, and communicated education program across and within grade levels and subject areas that prepares young people intellectually, socially, and emotionally for life and work.

2. The most effective means of preparing high school graduates for entry level employment is giving them a strong general academic education background in the basics of reading, writing, listening and speaking, mathematics, science, reasoning, economics, citizenship and computer literacy. Also important to a well-rounded general education is the opportunity for students to have exploratory experiences in occupational-related subjects, careers, and the world of work.

3. Although Iowa students lead the nation in most areas of measured academic achievement, Iowa's high school graduates entering employment today do not possess the degree of entry-level competencies presently desired by employers. These competencies will be required to a greater extent in the future.

4. The increased emphasis in providing a general academic education for all students at the secondary level should include a thorough grounding in the basic compe-

tencies for self-development, citizenship, and productive employment.

5. The basic competencies required for self-development, citizenship, and productive employment can be taught in schools of variable size. The focus for educational improvement in Iowa's secondary schools should be on the quality of instruction toward the mastery of competencies in a sequentially-developed program.

6. Due to changes in the workplace, the average worker will make several occupational changes during a working career. Therefore, schools need to provide students with the knowledge, attitudes, and competencies to make career adjustments throughout their lives.

7. Emphasis in vocational/career education at the secondary level should be placed on exploration with the focus being on the development of transferable competencies adaptable to a wide choice of occupations. Highly technical, specialized skill development is better provided at postsecondary institutions or private business training programs.

8. Schools are only part of the total educational system. Greater congruence of educational purpose is needed among the home, school, workplace, and social groups. Learning takes place in the total environment. To make necessary improvements, more shared planning, decision making, and goal setting is needed among students, parents, educators, and employers, as well as more evaluation of program results.

9. Business, industry, and education can find it mutually beneficial to cooperate in a number of ways in Iowa's pursuit of excellence in education. The climate in the State of Iowa is such that businesses and schools are willing to develop useful and effective partnerships.

The recommendations of the Education and Industry Coordination Subcommittee focus attention on three areas of concentration: (1) General Academic Education, (2) Vocational/Career Education, and (3) Cooperative Partnerships in Education.

Recommendation I

GENERAL ACADEMIC EDUCATION

THE SUBCOMMITTEE RECOMMENDS A GENERAL ACADEMIC EDUCATION FOR ALL STUDENTS BASED ON MASTERED COMPETENCIES. THESE ARE THE COMPETENCIES PRESENTED IN THE REPORTS, ACTION FOR EXCELLENCE: A COMPREHENSIVE PLAN TO IMPROVE OUR NATION'S SCHOOLS AND HIGH SCHOOLS AND THE CHANGING WORKPLACE: AN EMPLOYERS' VIEW. THESE COMPETENCIES ARE, IN EFFECT, THE COMPETENCIES SUGGESTED BY THE COLLEGE BOARD IN THE REPORT, ACADEMIC PREPARATION FOR COLLEGE AND ENDORSED BY THE JOINT COMMITTEE ON INSTRUCTIONAL DEVELOPMENT FOR ACADEMIC ARTICULATION IN IOWA REPORT, EDUCATIONAL EXCELLENCE FOR IOWA AND THE SUBCOMMITTEE'S IOWA BUSINESS AND EDUCATION SURVEY.

Iowa's employers and local school district leaders overwhelmingly favor a general academic education as opposed to job-specific skill training as the most effective means of preparing high school graduates for entry-level employment. They also strongly support the mastery of learning-to-learn techniques that will prepare a person for lifelong learning and employability in an ever chang-

ing economy and workplace. The consensus of employers is that today's high school graduates do not possess the degree of entry-level competencies desired by employers and that these competencies will be required to a greater extent in the future.

High school graduates who enter the workplace immediately upon graduation need virtually the same competencies as those going on to college; therefore, the core competencies in a general academic education must be given top priority for all Iowa students throughout their elementary and secondary education. In addition to solid academic preparation in the basic competencies of reading, writing, communication, mathematics, science, reasoning, economic, and computer literacy competencies, the high school graduate must have the ability to engage in meaningful interpersonal relationships, cope with requirements concerning attendance and punctuality, and willingly assume the responsibility of good citizenship for basic employment. The general program of core competencies must be systematically organized, coordinated, and communicated across and within grade levels and all subject areas, kindergarten through grade twelve, so that the high school graduate is prepared intellectually, socially, and emotionally for work as well as for self-development, cultural fulfillment, and civic responsibility in life.

SPECIFIC RECOMMENDATIONS FOR IMPLEMENTATION

To effectively develop, implement, and evaluate a competency-based general academic education, the Subcommittee makes the following specific recommendations:

1. The Legislature must provide the means and mechanisms to ensure that all local school districts in the State have the necessary resources and capabilities to provide Iowa's elementary and secondary students with a competency-based general academic education.

2. The Department of Public Instruction should assume the leadership role in coordinating the efforts of a number of educational groups (i.e., higher education, area education agencies, education-related associations) in developing and providing to teachers, administrators, and school boards the knowledge and competencies necessary for developing, implementing, and evaluating a competency-based curriculum in Iowa's elementary and secondary schools.

3. Each local school district should assess its kindergarten through grade twelve curriculum to determine the extent to which the curriculum is currently providing students with the competencies recommended by both the business and education communities.

4. Local school districts should extend teacher contracts to provide sufficient time for staff development and for development of a

systematically organized, coordinated, and communicated education program across and within grade levels and subject areas.

5. Methods should be developed to assess whether students have acquired the competencies of a general education. (See List of Competencies.)

6. Parents should demand that students master the general academic competencies required for intellectual, social, and emotional preparation for life and work, and students should expect that they will master these competencies before they graduate from high school.

7. Communities, private sector businesses, and labor must support the local schools in their efforts to provide young Iowans with the competencies they need to live useful and productive lives in our State and national economy and workplace.

Recommendation II VOCATIONAL/CAREER EDUCATION

THE SUBCOMMITTEE RECOMMENDS THAT VOCATIONAL/CAREER EDUCATION AT THE SECONDARY LEVEL SHOULD ENRICH THE GENERAL ACADEMIC EDUCATION NEEDED BY ALL STUDENTS. THE EMPHASIS IN SECONDARY VOCATIONAL/CAREER EDUCATION SHOULD SHIFT AWAY FROM JOB SPECIFIC SKILLS TRAINING TO EXPLORATION, WITH THE FOCUS PLACED ON THE DEVELOPMENT OF TRANSFERABLE COMPETENCIES AND SKILLS ADAPTABLE TO A WIDE CHOICE OF OCCUPATIONS. HIGHLY TECHNICAL/SPECIALIZED SKILL DEVELOPMENT SHOULD BE PROVIDED AT POSTSECONDARY INSTITUTIONS OR PRIVATE BUSINESS TRAINING PROGRAMS.

A small percentage of Iowa employers and local school district leaders believe that specific occupational training is the most effective means of preparing high school graduates for entry-level employment. There is a growing consensus that vocational/career education at the secondary level should be integrated more effectively with general academic competencies and that the emphasis should be on the development of broadly applicable competencies and skills useful to all students in a wide range of occupations. Postsecondary institutions should work more closely with business and industry to emphasize and improve programs for highly specialized skill development, especially those needed in new and emerging occupations in the service sector and in high technology areas.

Training in competencies for a specific job at the secondary level could be justified at the beginning of this century when the needs of society differed little from those of apprenticeships in the era of guilds: that training is no longer justified, nor is it as useful as it once was. On the contrary, practicality now calls for the opposite kind of preparation—preparation for varied and changing tasks, a preparation gained through the mastery of general academic competencies and enriched with explora-

tory vocational/career education experiences. Elementary and secondary students should be exposed to the practical and fine arts; they should explore career options; and they should have opportunities to use their education and training in applied (e.g., on-the-job) or simulated (e.g., in-the-school) settings. Secondary vocational/career education should be concerned with such general outcomes as aspirations, attitudes, values, feelings of success, and citizenship.

SPECIFIC RECOMMENDATIONS FOR IMPLEMENTATION

To effectively develop, implement, and evaluate elementary and secondary vocational/career education emphasizing exploration with the focus being on the development of competencies and skills transferable to a wide choice of occupations, the Subcommittee makes the following specific recommendations:

8. The Legislature must provide the means for the merged area schools to effectively carry out the intent of Sections 280A.1 (5) and 280A.2 (1) of the Iowa Code that allows them to offer vocational programs to secondary students. Additional financial resources will enable the merged area schools to offer, to the greatest extent possible, programs for all students of high school age who may best serve themselves by enrolling in vocational and technical training while also enrolled in high school where the students' high schools do not have the necessary facilities available.

9. The Legislature should extend the intent of Sections 280A.1 and 280A.2 of the Iowa Code which specify the functions of the merged area schools to include allowing merged area schools to offer high school age students advanced college placement courses while also enrolled in high schools that do not have the necessary facilities and/or staff available.

10. The Legislature should increase the supplemental weighting for students participating in jointly-sponsored programs, particularly in vocational/career education and sequential advanced algebra or above, chemistry, advanced chemistry, physics, advanced physics, advanced English, and first through fourth year foreign language courses. The current level for weighting pupils enrolled in jointly-sponsored programs discourages rather than encourages local districts to develop shared programs.

11. Curricular offerings to meet state standards should be based upon comprehensive assessments performed by local school districts, area education agencies, and merged area schools and should reflect the needs of students,

local communities and area businesses and industries. The minimum program offerings required for status as an approved school as specified in Section 257.25 of the Iowa Code for grades nine through twelve, including occupational education offerings, should not be increased by the Legislature. Expanded programs should be made available through merged area schools.

12. Section 258.7 of the Iowa Code, specifying the membership for the Vocational Education Advisory Council of Iowa, should be amended to include a greater proportion of representatives from business, industry, and labor that are also geographically representative of the State's rural, suburban and urban communities.

13. The Department of Public Instruction should assume the leadership role in designing and disseminating secondary vocational/career education curriculum guidelines emphasizing exploration with the focus on the development of transferable competencies and skills adaptable to a wide choice of occupations.

14. The Department of Public Instruction should set as a top priority the use of field service representatives to work closely with local school districts and merged area schools to assist them in coordinating jointly-sponsored secondary vocational/career education program efforts that emphasize career exploration and the development of competencies and skills adaptable to a wide range of occupations.

15. Field service representatives in the Department of Public Instruction should be knowledgeable about and sensitive to the unique problems and special needs of rural schools located in communities with fewer than 2500 people. Where legislative action is needed for a more equitable distribution of funds to ensure equal educational opportunities, the Department should take a leadership role in making necessary recommendations to the Legislature.

16. The Department of Public Instruction should survey business, industry, and labor in the state on a regular basis to determine what competencies and skills they desire of entry-level employees and the extent to which the entry-level employees possess these competencies and skills. Information gathered by the Department should be compiled and disseminated on a regular basis to the secondary

schools and merged area schools in the state through workshops and written publications.

17. The Department of Public Instruction, area education agencies, and merged area schools should provide local schools with information relating to various businesses and industries willing to provide career exploration experiences to students and educators within the boundaries of the area education agency and merged area as well as throughout the state.

18. The merged area schools should assume the leadership role in assisting local school districts through jointly-administered programs in providing vocational/career courses to high school age students where the high schools lack the necessary facilities and/or staff to provide them to meet state standards. Examples of ways in which the merged area schools might assist local districts include, but are not limited to, the following: Instructors travel to the local school district campus to provide instruction; programs are offered to secondary students on the merged area campus; secondary students are allowed to enroll in postsecondary programs on the merged area campus; mobile classrooms travel from the main campus to local school districts; courses are offered to secondary students at local school districts via video and/or audio telecommunications; and programs are offered at satellite centers located throughout the merged areas.

19. The merged area schools should establish articulation agreements with secondary schools to provide advanced placement opportunities in the merged area school programs for students who have completed prerequisite courses in those programs at the secondary level. Merged area schools should establish entry level and exit level competencies for their vocational education courses.

20. Each local school district should assess its kindergarten through grade twelve curriculum to determine the extent to which the curriculum is currently providing students with developmental career exploration activities and the extent to which its secondary vocational/career education programs focus on the development of transferable competencies and skills adaptable to a wide choice of occupations.

21. Local school districts should reach out to neighboring school districts and their merged

area school to develop cooperative agreements for jointly-sponsored programs in vocational/career education and advanced college placement courses if the high schools do not have adequate facilities and/or staff to be able to provide them.

22. Local school districts should extend teacher contracts to provide time for staff development and for development of vocational/career education programs that are systematically organized, coordinated, and communicated across and within grade levels and subject areas and that are integrated into the general academic educational programs. Extended contracts should also be used to employ staff for vocational/career exploration programs during summer months.

23. Methods should be developed to enable local school districts to assess whether students have acquired the necessary economic, interpersonal, and employability competencies needed for basic entry-level employment. In addition to an academic transcript, high school graduates should be given a transcript of acquired competencies and skills for basic employment.

24. Local school districts should have an adequate number of elementary and secondary counselors to provide all students with effective and continuous academic, personal, and career counseling services from kindergarten through grade twelve. Smaller districts can meet this requirement by adding counselors to their local staffs or by sharing counseling services with one or more districts. Area education agencies are an appropriate mechanism to ensure that elementary guidance services are readily available to all schools in their area.

25. The Subcommittee endorses the first three recommendations of the Vocational Education Advisory Council submitted to the Department of Public Instruction in 1984 regarding Area Planning Councils:

"The Council recommends that steps be taken, where feasible, to consolidate the overall vocational advisory councils of local and merged area schools with the advisory committee to the area planning council.

The Council recommends that a study be done to identify potential for, and benefits that might accrue from, the merging of the

private industry councils with the area planning council or the advisory committee to each area planning council.

The Council recommends that funds be allocated to provide for, and that the area planning councils hire at least one full-time staff person to support the area planning council."

26. The Subcommittee recommends that the area planning councils and the private industry councils develop a closer working relationship.

Recommendation III

COOPERATIVE PARTNERSHIPS IN EDUCATION

THE SUBCOMMITTEE RECOMMENDS THAT THE BUSINESS AND EDUCATIONAL COMMUNITIES BECOME ACTIVE PARTNERS IN PROVIDING IOWA'S YOUNG PEOPLE WITH A BRIGHT EDUCATIONAL FUTURE. PARTNERSHIPS BETWEEN THE PRIVATE SECTOR AND SCHOOLS CAN AFFORD IOWA'S YOUNG PEOPLE THE CHANCE TO DEVELOP THEIR POTENTIAL TO THE FULLEST EXTENT. SUCCESSFUL PARTNERSHIPS CAN TAKE MANY FORMS. THEY CAN BE TAILORED TO MEET A VARIETY OF NEEDS, AND THEY CAN SERVE TO BENEFIT ALL THE INVOLVED PARTNERS. PARTNERSHIPS IN EDUCATION ARE AN INVESTMENT IN OUR STATE'S GREATEST RESOURCE—THE PROMISE OF OUR FUTURE GENERATIONS.

Partnerships in education are voluntary, formal arrangements between private sector entities and schools in which the partners match educational needs with private sector resources to improve the quality of education within a community or within the state. They facilitate communication and understanding between schools and the private sector, thereby strengthening the bonds between education and communities and the state as a whole. Examples of some participants in educational partnerships include elementary, secondary, and merged area schools working with: Private sector businesses of any size; business, service, trade, and community organizations; nonprofit institutions and foundations; churches and religious organizations; postsecondary institutions; and individual citizens. Perhaps the best-known partnership has been the nationwide success of the "Adopt-a-School" program which has developed independently between businesses and schools throughout the country. Through Adopt-a-School, concerned citizens in the business community, educators, and students develop a unique partnership that helps strengthen the educational process. These partnerships (1) foster a better understanding of the school system, (2) strengthen and improve school programs and curricula, (3) create a climate of involvement and interaction between business and schools, and (4) involve communities in preparing for their own economic future through the quality of education of their young citizens.

Seventy percent of Iowa's school districts are located in small towns that have few, if any, major industries or other private sector resources; therefore, it will be necessary that potential educational partners located in the

major population centers of Iowa reach out and offer their cooperative assistance to the smaller rural schools in the state. If only the schools located near corporate or organizational headquarters benefit from business and education partnerships, soon an inequity of resources from the private sector will occur within Iowa's statewide educational system.

SPECIFIC RECOMMENDATIONS FOR IMPLEMENTATION

To effectively develop and implement a successful statewide Iowa Partnerships in Education Program, the Subcommittee makes the following specific recommendations:

27. The Governor should establish an Iowa Office of Private Sector Initiatives whose responsibility it would be to promote and identify successful partnership programs. The Office would gather and share information that will encourage statewide collaboration among the private and public sectors.

28. Iowa businesses and industries are encouraged to cooperate with education in a number of ways including, but not limited to, the following:

- Adopt a School.
- Allow equipment on their premises to be used for educational programs.
- Donate equipment or money for educational programs.
- Provide work experience to high school students for career decision making.
- Provide work experience for public school instructors (part-time or summer job) to help them maintain up-to-date skills.
- Provide work experience for guidance counselors to increase their awareness of the business world.
- Provide awards and scholarships to students.
- Allow their employees to assist teachers in the classroom or to serve on advisory committees.
- Participate in the evaluation of educational programs.
- Host class visits to their businesses.
- Provide awards and scholarships to educators.
- Establish courses at their places of business in special skills areas.
- Establish an extracurricular club in such activities as math, computers or electronics.
- Display student achievement at their place of business.
- Work with specific groups of students to improve individual skills.

- Work with teachers and administrators to develop new programs and learning materials that demonstrate the real-world application of classroom subjects.

- Develop programs to increase parent involvement in the educational process.

- Share management skills with educational administrators.

29. The Department of Public Instruction should play a leadership role in coordinating the efforts of Iowa's Office of Private Sector Initiatives and the needs of Iowa's local districts and merged area schools.

30. Each area education agency should gather information concerning available private sector resources and local school needs for the Department of Public Instruction and act as an intermediate resource for this information as well as for regional collaboration among private and public sectors.

31. Local districts and merged area schools should work together to best utilize existing and potential business and education partnerships in their merged area.

32. An independent education foundation should be established to: Improve the relationship between business, industry, and labor and education; perform ongoing projecting regarding the changing needs of business, industry, and labor for entry-level competencies; and recognition of outstanding educators, schools, programs, and students and businesses.

LIST OF COMPETENCIES

This list of competencies developed by business representatives on the Task Force draws heavily upon work done by the Center for Public Resources and Project Equality of the College Board.

SPEAKING AND LISTENING COMPETENCIES

- The ability to engage critically and constructively in the exchange of ideas.

- The ability to answer and ask questions coherently and concisely, and to follow spoken instructions.

- The ability to identify and comprehend the main and subordinate ideas in discussions, and to report accurately what others have said.

- The ability to conceive and develop ideas about a topic for the purpose of speaking to a group; to choose and organize related ideas; to present them clearly in standard English.

SCIENTIFIC COMPETENCIES

- The ability to understand the basic principles of mechanics, physics and chemistry.

- The ability to distinguish problems whose genesis is in basic mechanics, physics or chemistry.

- The ability to apply basic scientific/technical solutions to appropriate problems.

READING COMPETENCIES

- The ability to identify and comprehend the main and subordinate ideas in a written work and to summarize the ideas in one's own words.

- The ability to recognize different purposes and methods of writing, to identify a writer's point of view and tone, and to interpret a writer's meaning inferentially as well as literally.

- The ability to vary one's reading speed and method and one's purpose for reading according to the type of material.

- The ability to use the features of printed materials, such as a table of contents, preface, introduction, titles and subtitles, index, glossary, appendix, and bibliography.

- The ability to define unfamiliar words by decoding, using contextual clues, or using a dictionary.

REASONING COMPETENCIES

- The ability to identify and formulate problems, as well as the ability to propose and evaluate ways to solve them.

- The ability to recognize and use inductive and deductive reasoning, and to recognize fallacies in reasoning.

- The ability to draw reasonable conclusions from information found in various sources, whether written, spoken, tabular or graphic, and to defend one's conclusions rationally.

- The ability to comprehend, develop and use concepts and generalizations.

- The ability to distinguish between fact and opinion.

WRITING COMPETENCIES

- The ability to organize, select and relate ideas and to outline and develop them in coherent paragraphs.

- The ability to write standard English sentences with correct sentence structure, verb forms, punctuation, capitalization, possessives, plural forms, other matters of mechanics, word choice and spelling.

- The ability to improve one's own writing by restructuring, correcting errors and rewriting.

- The ability to gather information from primary and secondary sources, to write a report using this research; to quote, rephrase, and summarize accurately; and to cite sources properly.

MATHEMATICAL COMPETENCIES

- The ability to perform the computations of addition, subtraction, multiplication and division using natural numbers, fractions, decimals and integers.

- The ability to make estimates and approximations, and to judge the reasonableness of a result.

- The ability to use elementary concepts of probability and statistics.

- The ability to make and use measurements in both traditional and metric units.

- The ability to use effectively the mathematics of integers, fractions and decimals, ratios, proportions and percentages, roots and powers, algebra and geometry.

- The ability to make estimates and approximations, and to judge the reasonableness of a result.

In addition to the above competencies identified by the Center for Public Resources, the following competencies were also felt to be important:

BASIC EMPLOYMENT

- The ability and willingness to assume the responsibility of a good citizen.
- The ability to engage in interpersonal relationships.
- The ability to cope with requirements concerning attendance and punctuality.

ECONOMIC COMPETENCIES

- The ability to understand personal economics and its relationship to skills required for employment and promotability.
- The ability to understand our basic economic system (e.g., profits, revenues, basic law of supply and demand, etc.).

COMPUTER LITERACY COMPETENCIES

- The ability to follow predefined procedures and to understand when the procedure is completed successfully and when it is not.
- The ability to operate equipment that requires understanding of a predefined procedure, to know when operator action is required.
- The ability to recognize when a predefined procedure is in a special state and to identify the source of assistance.
- The ability to understand the basic functions of a computer device (terminal, CRT, etc.).

STUDYING

This set of abilities is different in kind from those that precede it. They are set forth here because they constitute the key abilities in learning how to learn. Successful

study skills are necessary for organizing the other competencies as well as for achieving the desired outcomes in basic academic subjects. Students are unlikely to be efficient in any part of their work without these study skills:

- The ability to set study goals and priorities consistent with stated course objectives and one's own progress, to establish surroundings and habits conducive to learning independently or with others, and to follow a schedule that accounts for both short-and-long-term projects.
- The ability to locate and use resources external to the classroom (for example, libraries, computers, interviews, and direct observation), and to incorporate knowledge from such sources into the learning process.
- The ability to develop and use general and specialized vocabularies, and to use them for reading, writing, speaking, listening, computing, and studying.
- The ability to understand and to follow customary instructions for academic work in order to recall, comprehend, analyze, summarize, and report the main ideas from reading, lectures, and other academic experiences; and to synthesize knowledge and apply it to new situations.
- The ability to prepare for various types of examinations and to devise strategies for pacing, attempting or omitting questions, thinking, writing, and editing according to the type of examination; to satisfy other assessments of learning in meeting course objectives such as laboratory performance, class participation, simulation, and students' evaluations.
- The ability to accept constructive criticism and learn from it.

EDUCATION AND INDUSTRY SUBCOMMITTEE PROCESS

Task Force member Dr. James Jess, Superintendent of the CAI, Community School District in Latimer, was assigned the responsibility of developing recommendations relating to the adequacy of preparation of high school graduates for employment. He selected the following individuals to assist him:

Dr. Phil Langerman
Dean, College of Continuing Education
Drake University
Des Moines, Iowa

Dr. Shirley Kolner
(Due to Dr. Langerman's resignation, Dr. Kolner assumed his responsibilities)
Acting Dean, College of Continuing Education
Drake University
Des Moines, Iowa

Mr. John Norris
Retired President & Chief Executive Officer
Lennox Corporation
Marshalltown, Iowa

Mr. Donald G. Keown
2nd Vice President of Personnel
The Bankers Life
Des Moines, Iowa

Mr. Christy F. Armstrong
Retired President
American Trust & Savings Bank
Dubuque, Iowa

Ms. Carol Brown
Northwestern Bell Telephone Co. Employment Office
Des Moines, Iowa

Mr. Mark Smith
Iowa AFL-CIO
Des Moines, Iowa

The Subcommittee began its task on August 23, 1984 and held nine days of meetings over the next twelve months. Members agreed to make recommendations concerning the present and future requirements for a general academic education, for vocational/career education, and to explore cooperative partnerships between business and industry and education.

First, the Subcommittee heard presentations from Department of Public Instruction representatives and from the Vocational Education Career Advisory Council outlining the vocational/career education programs presently available in the secondary schools and the merged area schools (community colleges). The Subcommittee also heard presentations about training and educational programs provided through other governmental agencies and heard occupational outlook information from representatives of the Iowa State Occupational Information Coordinating Committee.

Another source of information was a study conducted by the Subcommittee of businesspersons and educators in Iowa. Surveys were sent to over 7,000 randomly selected private and public businesses and industries, as well as to all local school district and merged area school superintendents. The study examined the ways in which business and education cooperate and the preparation of Iowa high school graduates for employment. A summary of the results is provided in Appendix A.

Recent national reports and other pertinent literature as well as the Final Report of the Joint Committee on Instructional Development and Academic Articulation in Iowa were reviewed.

Appendix B provides a listing of meeting dates, the subject areas considered by the Subcommittee at the meetings, and the names and titles of presenters. Appendix C includes is a bibliography of information reviewed by the Subcommittee.

TEACHING QUALITY SUBCOMMITTEE REPORT

QUALITY

There are no more important determinants of the quality of American Education than 1) the caliber of the individuals it attracts and retains and 2) the excellence of the preparation they receive.

SCOPE

This seemingly simple statement has many ramifications. A broad range of people who agree with it suggest divergent ways of implementation. The Subcommittee has looked at numerous approaches to each need which has been expressed. Many solutions, examined in isolation, seem workable. When combined with related needs and solutions, conflicts often arise and compromise is both necessary and desirable to reach a constructive and pragmatic solution. The Subcommittee has used this refining process throughout its work.

The set of well integrated recommendations which the Subcommittee makes must be considered as a whole. Together, they provide comprehensive guidelines for addressing a total set of considerations related to teaching quality: The educators, their initial preparation, their on-going preparation, their support systems and their compensation. In addition, the Subcommittee addressed governance questions because governance creates the framework within which educators work. It has examined the certification structure because the public, whom education serves and from whom it derives its support, deserves the standard of quality which certification must represent.

EDUCATORS

Most people who choose to be educators are hard working, caring, and idealistic. They come to the profession with good spirit and with optimism. If the intent of this set of recommendations is achieved, the result will be the maintenance of that fresh, idealistic spirit, even as it is tempered by the wisdom of experience:

There will be excellent preparation which increases both one's self-confidence and self-concept so that educators come to their assignment fully ready to teach and to understand the students with whom they work.

There will be on-going preparation so that educators are confident that their subject matter knowledge and pedagogy are current.

They will function in a well-structured, well-administered environment which allows and supports good teaching.

They will have ready access to undergirding resources including libraries, laboratories, and current materials, plus other professional assistance such as that of counselors and social workers.

They will be compensated at a level which allows a reasonable standard of living in comparison with the community and which is commensurate with the importance of the educator's role.

BALANCE

This set of recommendations represents a balance between the advantages of local decision-making and the responsibility of the state to ensure its citizens that there is a high minimum standard of educational opportunity and achievement for all students.

INTERRELATEDNESS OF RECOMMENDATIONS

We recognize that there is a current plethora of education reports and recommendations. We have read and given consideration to most of them as part of our source material. However, this report is an integrated set of recommendations with many linkages. If one component is changed, others which may be dependent upon it should be examined for needed adjustments. This set of recommendations related to the broad area of "Teaching Quality" will be most effective if each is considered together with full recognition of its interrelatedness to the others.

COSTS

Implementation of some of the crucial recommendations in this section will be very expensive. The question to be faced is one of priorities. According to recent Gallup polls, most Americans (and presumably most Iowans) would favor spending additional money in education more than in any other area. The real value of quality education to individuals, to communities, to the economy, and to the nation is difficult to measure; it is intangible but profound.

QUALITY

In making these many recommendations, the assumption is that we in Iowa are starting from a point of relative excellence, but relative excellence is not enough. Maintaining the status quo is not enough. Only if we strive to be First In the Nation in Education can we maintain and extend the quality of education and life which Iowans have historically enjoyed.

I. GOVERNANCE

THE SUBCOMMITTEE BELIEVES IN AND RE-AFFIRMS THE STATE'S ULTIMATE RESPONSIBILITY FOR EDUCATION IN THE STATE OF IOWA.

The education of its citizens is an important function of this state. The Legislature has established the authority for school districts, area education agencies, merged area schools (community colleges), and a State Board of Public Instruction to provide an educational system for educating the children of this state. Qualified teachers are a vital component of the educational system and the Legislature has granted the authority for determining who can teach to the State Board of Public Instruction acting as the Board of Educational Examiners. Since 1954, the Board of Educational Examiners has used the approved program approach for the certification of teachers. This approach provides for approval of teacher education programs of the colleges or universities and for college or university recommendations to the Department of Public Instruction regarding individual eligibility for certification.

The Subcommittee believes in the importance of continuing the role of a citizen board in the teacher certification process, but also believes that the recommendations of education professionals should be an important consideration in the decisions of the State Board.

There is presently a Teacher Education and Certification Advisory Committee but it has more than thirty members that serve at the pleasure of the State Board. It has no staff from the Department and has insufficient funding. The Advisory Committee generally meets only two times per year. There is a need for a properly staffed and funded advisory committee composed of education professionals to make recommendations to the State Board.

Another aspect of governance lies with the Professional Teaching Practices Commission appointed by the Governor and composed of nine members, including four classroom teachers and three school administrators. It has developed criteria of professional practices and can exonerate, warn, or reprimand a teacher or recommend to the State Board that a teacher's certificate be suspended or revoked.

RECOMMENDATIONS:

1. The Subcommittee recommends that the State Board of Public Instruction continue to serve as the State Board of Educational Examiners.

2. The Subcommittee recommends that the Legislature establish, by statute, an Advisory Committee on Preparation and Certification consisting of not more than 15 members to be appointed by the State Board of Public Instruction for rotating terms.

The members should be selected on a basis which would ensure equitable representation from the entire education community. It should be funded at a level which would allow it to meet at least monthly, to perform necessary research, and to have appropriate staff support from the Department in order to develop recommendations for the State Board.

The Advisory Committee will be responsible for the on-going review and study of certification and program approval standards.

3. The Subcommittee recommends that the Professional Teaching Practices Commission should be retained as it is established in Chapter 272A of the Iowa Code.

II. PREPARATION OF EDUCATORS

THE SUBCOMMITTEE BELIEVES THAT A VARIETY OF ASSESSMENT APPROACHES SHOULD BE USED TO DETERMINE COMPETENCY OF EDUCATORS. THE ABILITY TO DEMONSTRATE GENERIC TEACHING COMPETENCIES, SUCH AS COMMUNICATION SKILLS, CRITICAL THINKING

SKILLS, AND PROBLEM SOLVING SKILLS, ARE OF PARAMOUNT IMPORTANCE FOR ALL EDUCATORS. THERE IS A SIGNIFICANT BODY OF PEDAGOGICAL KNOWLEDGE AND A SET OF GENERIC SKILLS THAT CAN AND SHOULD BE MASTERED BY ALL TEACHER CANDIDATES.

IN ADDITION TO SUCCESSFUL CLASSROOM EXPERIENCE, THE SUBCOMMITTEE BELIEVES THAT ADMINISTRATIVE CANDIDATES MUST MASTER AN ADDITIONAL BODY OF PROFESSIONAL KNOWLEDGE AND SET OF GENERIC SKILLS.

The body of knowledge about teaching and learning continues to grow. Certain competencies are necessary for all teachers regardless of the grade level or subject area to which they are assigned. These competencies are known as the generic teaching competencies. It is important that some consistency be provided, that graduates of all teacher education institutions in Iowa possess certain minimum generic competencies. However, it is also important that each teacher preparation institution be able to determine its own program and be allowed to require that additional competencies be achieved by their teaching and administrative candidates. The statements about the importance of all teachers mastering certain competencies are also true for school administrators.

Competency examinations at the conclusion of a teacher education program cannot ensure well-qualified teacher candidates. End-of-program tests come too late if the intent of the test is to improve a candidate's knowledge level and teaching skills. Rather, it is important for the teacher education institutions to continuously monitor their students throughout their programs using a variety of techniques and assessment procedures.

There is little evidence that the quality of teaching has improved in those states that have adopted end-of-program testing. Research on the value of competency tests and the type of testing that would be valuable is minimal and inconclusive. Teacher candidates are already tested in liberal arts and subject matter knowledge as part of usual college academic procedure. There is no evidence that testing instruments presently exist to test objectively the performance ability of teacher candidates—the most usual area of weakness. Therefore, rather than being a dependable measure of teacher competence, end-of-program tests could well give the public a false and/or partial picture of actual teacher competence.

RECOMMENDATIONS:

4. The Subcommittee recommends that end-of-program competency examinations not be required at the state level as the basis for issuance or denial of a certificate to teach.

5. The Subcommittee recommends that the Department of Public Instruction continue to grant program approvals to those colleges/universities it determines competent to prepare educators. The institutions must then determine the competence of individual candidates whom they will recommend to the Department for certification.

6. The Subcommittee recommends that to strengthen and reach consensus on the criteria for program approval of preparation institutions, the State Board of Public Instruction appoint a Special Purpose Committee reflective of the interests of kindergarten through grade twelve students, the public, the preparation institutions, and the organizations in the education community, to solicit broad input regarding the minimum generic competencies which teacher education institutions must require of graduates whom they recommend for certification.

These competencies should be defined in three general areas:

a. Basic liberal arts grounding (core skills of spoken and written communication, listening, math, social science, science, and humanities).

b. Academic subject matter specialization (depth of knowledge in major subject matter areas, which at the preschool and primary levels, could be a specialization in child development).

c. Teaching performance abilities (pedagogical skills and their effective practice).

Liberal arts and subject matter specialization are assumed to be required for all graduates of the college/university. The additional attainment of performance abilities is specifically the responsibility of the professional education faculty in the colleges/universities that prepare teachers.

The special purpose committee to develop these specific criteria for institutional approval shall be named by the State Board not later than March 1, 1985 and shall make its recommendations to the State Board by October 1, 1985. It shall receive support from Department of Public Instruction staff at a level that will allow it to perform in a thorough and timely way.

7. The Subcommittee recommends that institutions evaluate their teacher preparation curricula including basic liberal arts requirements, content area specialization, and teaching performance abilities. The evaluation must consider course requirements, course content, and field experience requirements. The purpose of this evaluation is to determine the extent to which the institution is currently

meeting the competency requirements adopted by the State Board and to make necessary curricular revisions to meet the standards.

8. The Subcommittee recommends that the Advisory Committee on Preparation and Certification initiate a study of extended teacher preparation programs.

9. The Subcommittee recommends that the Department of Public Instruction be responsible on an annual basis for insuring that the teacher education institutions require that the graduates they recommend for certification meet the minimum generic teaching competency standards recommended by the Committee (Recommendation 6) and adopted by the State Board.

Methods of evaluation to be used by the preparation institutions in determining mastery of the identified skills should include but are not limited to:

a. Laboratory and written testing systems.

b. Observation by education faculty.

c. On-going formal testing at appropriate points throughout the preparation program.

d. Evaluations of cooperating teachers.

e. Evaluation or "feedback" by employing officials. Systems for using this feedback must be developed for use by both the preparation institutions and the Department. The perceptions of superintendents, principals, and department heads regarding the strengths and weaknesses of recent graduates can be utilized by both the preparation institutions and the Department to strengthen programs.

10. The Subcommittee recommends that institutions which fail to ensure that their graduates meet the minimum generic competency standards will lose their approved program status.

The Department of Public Instruction must find evidence that each institution has adequate resources, systems, and controls to determine mastery of the minimum generic competency standards by candidates recommended for certification.

If the Department of Public Instruction finds that a preparation institution cannot provide satisfactory evidence of the use of a formal process which effectively measures teacher education candidates against the State Board

approved criteria or if there is reason to believe that graduates consistently do not meet the required criteria, the Department shall take the following steps:

a. The institution shall be put on formal notice for the next academic year and will lose its privilege of self-monitoring.

b. The Department will conduct direct evaluation of the institution using the established criteria.

c. The Department will issue a report which specifies:

(1) Areas needing remedial action (i.e., the monitoring process itself and/or the process for assurance that students attain required competencies).

(2) Alternative proposals for remediation of the identified problems.

d. The Department will work with the institution to develop a joint plan for remediating deficiencies within an agreed upon time period.

e. At the conclusion of the remediation period, the Department will reevaluate the institution and recommend to the State Board one of the following:

(1) That the institution regain its self-monitoring status and ability to recommend teachers for approval.

(2) That the institution lose its program approved program status and not be allowed to recommend teacher candidates for approval.

III. FIELD EXPERIENCES

THE SUBCOMMITTEE BELIEVES THAT IN THE TEACHER AND ADMINISTRATOR PREPARATION PROCESS A VARIETY OF CLINICAL AND CLASSROOM EXPERIENCES UNDER COMPETENT DIRECTION IS DESIRABLE. THESE EXPERIENCES SHOULD REFLECT A VARIETY OF ORGANIZATIONAL STRUCTURES, SOCIO-ECONOMIC ENVIRONMENTS, TEACHING STYLES, AND GRADE LEVELS.

Field experiences as a part of a teacher preparation program are grouped into 3 categories: (a) The first field experience is a prestudent teaching experience provided early in the teacher education program in which the student learns what is required of a teacher. Teacher candidates may even be assigned to subject areas or grade levels different from ones in which they expect to teach; (b) The second field experience is composed of a variety of clinical experiences that involve applying principles and theory to individual cases or problems; (c) The third field experience is student teaching. Requirements for three

different field experiences will provide for better prepared teacher candidates who have made conscious, informed decisions to become teachers. Requiring that the candidates experience teaching in a variety of different environments will enable the candidates to be prepared to teach under a variety of circumstances and to make an informed choice about the environment in which they wish to teach.

It is important that cooperating teachers are able to articulate readily to their student teachers what they do and why they do it. It is also important that they are aware of the significant pedagogical findings and are current in their subject matter fields. Cooperating teachers should also be able to evaluate their student teachers and prescribe remedial activities for them. There is a growing body of knowledge about effective teaching. There is a need to ensure that experienced teachers are knowledgeable about this current research. A graduate-level course in supervision would provide cooperating teachers with the results of recent research efforts and with supervision techniques.

The role of a school administrator is different from the role of a classroom teacher. All administrators have been classroom teachers since certification as an administrator requires the completion of three years of successful classroom teaching. However, there are presently no statewide requirements that school administrator candidates participate in a program of practical experiences (parallel to the clinic experiences recommended for teachers) to learn the role of an administrator. The Subcommittee believes that such a program of experiences should be required.

RECOMMENDATIONS:

11. The Subcommittee recommends that all approved teacher education programs in the State of Iowa must require a minimum of fifty clock hours of laboratory experience prior to student enrollment in any general teaching methods or special methods course. This must involve more than observation. The teacher education institution must develop a set of specific learning objectives and experiences appropriate to the degree program. This extensive time is needed for the purposes of:

a. Providing the candidate with a comprehensive basis for personal career choice (i.e., the candidate should have been exposed to a variety of grade levels, school organizational structures, instructional philosophies and socio-economic environments).

b. Providing the teacher education institutions with a basis for screening teacher candidates.

c. Providing concrete experiences in a variety of settings to develop readiness for theoretical professional course work.

12. The Subcommittee recommends that all methods courses in approved teacher educa-

tion programs in the State of Iowa must devote at least twenty percent of their instructional time to clinical experiences.

Clinical experiences must confront the student with individual cases and problems, with the diagnosis of learning difficulties, with individualization of instruction, and with classroom situations.

More specifically, clinical experiences as a part of methods courses would involve students, under the direction of an experienced educator, in such activities as (a) developing and implementing units of study, (b) evaluating the effectiveness of the units, (c) diagnosing/assessing additional needs of students in regard to the subject matter presented, and (d) being aware of both vertical and horizontal articulation in each unit of study.

Because it is now possible to simulate many of these situations or to display a selection of real problems electronically and because the prospective teacher's efforts can be recorded, viewed, and reviewed, it is now feasible to provide much effective clinical experience outside the school classroom.

13. The Subcommittee recommends that all approved teacher education programs in the State of Iowa must include a minimum of one semester (fifteen semester hours) of student teaching. Student teaching must include one placement which runs eight consecutive weeks and is a full-time experience (regular instructional or contract day assignment which would expose the student to all aspects of a teacher's responsibilities including extracurricular and after school duties).

A student teaching seminar, or other structured method for helping student teachers to examine and refine their teaching skills and competencies, should be part of the student teaching experience.

14. The Subcommittee recommends that each teacher education institution ensure that in the total set of field experiences, the student will experience a variety of organizational structures, socio-economic environments, teaching styles, and grade levels.

15. The Subcommittee recommends that cooperating teachers should be selected by agreement of the cooperating school, instructional professional staff of the school, and pro-

fessional staff of the institution on criteria mutually agreed upon, but which must include that the cooperating teachers be properly endorsed and approved in the area in which student teachers are accepted. Cooperating teachers should have at least three years' teaching experience, one year's experience in their current assignment (grade level and building), and must be taking or have completed at least a two semester hour graduate-level course in supervision.

16. The Subcommittee recommends that the process for administrative preparation and certification should be similar to the process for teachers. This would include an administrative practicum of at least fifteen semester hours (sixteen consecutive weeks of which a minimum of eight is a single full-time administrative experience), in addition to successful classroom experience. The administrative practicum should include, but not be limited to, administrative experiences that relate to the following areas: Facilitating staff development, remediating staff deficiencies, directing the formative and summative evaluation systems, setting the school climate, assisting with curriculum development, initiating change, participating in the collective bargaining process, and leading the school community in defining the mission and purpose of the school.

IV. CERTIFICATION

THE SUBCOMMITTEE BELIEVES THAT A PROCESS IS NECESSARY TO ENSURE THAT THOSE TEACHING, COUNSELING OR ADMINISTERING IN IOWA SCHOOLS MEET MINIMUM STANDARDS AS A BASIS FOR CERTIFICATION AND RECERTIFICATION.

Individuals in a wide range of professions or occupations must obtain certificates or licenses issued by the state to ensure that they have met certain criteria or levels of competence necessary to practice the profession or occupation.

Parents need to be assured that those individuals directly involved with educating their children possess the necessary competencies to help these children to learn. The Subcommittee believes that only those individuals who successfully have completed a teacher education program should be granted teaching certificates.

The state requires individuals who possess professional or occupational certificates or licenses to submit evidence of the completion of continuing education for certificate or license renewal. Unlike the other occupations and professions, it is possible for a teacher to receive a permanent professional certificate with no requirements for certificate renewal. Teachers who graduated from college in 1984 will be teaching in the twenty-first century. Since

knowledge of instructional methods, learning processes, and human development continues to grow, there is a need for all teachers to update and upgrade their skills. Renewal of certificates for all teachers with accompanying continuing education requirements should be mandated. Higher recommended levels of pay and extended contracts both will make meeting these continuing education requirements realistic for educators.

Temporary approvals (to already certified educators) may sometimes be necessary to meet specific grade levels and/or curricular needs. However, the number of instances in which temporary endorsement/approvals are required can be reduced if the number of years in which a temporary endorsement/approval can be granted to an individual is limited and if the issuance of a temporary endorsement/approval is tied to the development and completion of a plan for achieving full certification.

Because the Subcommittee's goal is to increase teaching quality and because one means of achieving this is to increase the requirements for teacher preparation programs in Iowa institutions, then those requirements should also be met by out-of-state graduates wishing to teach in Iowa.

RECOMMENDATIONS:

17. The Subcommittee recommends that granting of the Permanent Professional Teaching Certificate be discontinued effective July 1, 1985.

18. The Subcommittee recommends that all Iowa educators should continue to receive initial certification from the Department of Public Instruction based upon teacher education institution recommendations. The Subcommittee does not recommend statewide teacher examinations as a basis for certification, but recommends that standards for program approval should be strengthened and more stringently monitored by the Department as outlined in Recommendations 5 through 10 of this Subcommittee Report. A certificate should be valid for a five-year period.

19. The Subcommittee recommends that all teachers and administrators be required to obtain ten credit hours in each five-year renewal period. This ongoing continuing education could be a combination of higher education courses (at least one-half) and continuing education units (CEUs). All courses or programs granting CEUs should be approved by the Department. The local school district is responsible for notifying the Department that the requirements for recertification are fulfilled by all educators in such a way as to meet the three stated goals for recertification:

a. To remain current in field.

b. To develop new skills appropriate to the current assignment.

c. To improve existing teaching or administrative skills.

20. The Subcommittee recommends that temporary approval continue to be an option available to the Department of Public Instruction for certifying teachers and administrators. This option allows local school districts to be responsive to changing supply and demand factors. The procedures for granting temporary approval should be implemented as outlined in Chapter 14, Section 670-14.11(257) of the Iowa Administrative Code, with the modification that the local school district and staff person receiving temporary approval shall submit and have approved a joint plan to achieve full certification by the Department, within two years.

In no case should temporary approval be granted to a teacher who fails to meet certification renewal requirements.

21. The Subcommittee recommends that the Department of Public Instruction guidelines for Iowa certification of those teachers and administrators educated in out-of-state institutions or already holding out-of-state certificates should be equivalent to the requirements for Iowa educated teachers and administrators. The Department should communicate with out-of-state institutions preparing significant numbers of educators for Iowa schools making them aware of Iowa's requirements.

V. EVALUATION

THE SUBCOMMITTEE BELIEVES THAT EDUCATORS NEED TO BE EVALUATED. IN BOTH TEACHER AND ADMINISTRATOR ASSESSMENT THE EMPHASIS SHOULD BE ON FORMATIVE EVALUATION (DESIGNED TO PROMOTE GROWTH) RATHER THAN SUMMATIVE EVALUATION (DESIGNED FOR FINAL ASSESSMENT). IN CASES REQUIRING REMEDIATION, SUMMATIVE EVALUATION IS APPROPRIATE.

In education as in other fields, evaluation of the performance of employees is important both for recognition and for improvement. Educators are entitled to systematic, fair and regular evaluation.

Evaluation that is judgmental does not usually lead to improved performance. Rather, improvement can occur best when the person being evaluated has had input into the evaluation process and plays a significant role in planning for his/her staff development to meet desired goals.

When educator performance does not meet district requirements and efforts to bring about improvement have failed, school boards must use the avenues available to either terminate the contract between the educator and the school district and/or request suspension or revocation of the educator's certificate through the Professional Teaching Practices Commission and the State Board of Public Instruction.

RECOMMENDATIONS:

22. The Subcommittee recommends that teachers be evaluated at least biannually using standards of performance and a process into which teachers have had input. The standards of performance should include but not be limited to: Subject matter competence, rapport with students, classroom climate, questioning techniques, motivational techniques, testing/evaluating techniques, classroom interaction, evidences of planning and implementation, organization, classroom management and sensitivity to students' individual differences.

Frequent contact and both formal and informal observation should be part of each evaluation.

Following each biannual evaluation, there should be provision for discussion between the principal and teacher to provide for feedback on existing goals and for cooperative development of individual goals and development processes.

23. The Subcommittee recommends that principals should be evaluated biannually by the superintendent or the superintendent's designee using as standards of performance the principal's effectiveness in facilitating staff development, assisting in curriculum development, setting and improving the school climate, initiating change, directing the formative and summative evaluation systems, remediating staff deficiencies, leading the school community in defining the mission and purpose of the school, and other criteria developed by the district in advance of evaluation.

The emphasis should be on formative evaluation rather than summative evaluation. Evaluation of the principal by building staff is a desirable component of the evaluation process.

24. The Subcommittee recommends that superintendents be evaluated biannually using standards of performance which relate to district goals and which are jointly developed in advance by the board, representatives of the

teaching and administrative staffs, and the superintendent. Using a well-developed process, evaluation by staff is a desirable component of the superintendent's evaluation process.

25. The Subcommittee recommends that local school districts must monitor the performance of their educators using well-developed and well-managed evaluation systems and when necessary, if all efforts to utilize formative evaluation fail, must exercise their responsibility in the removal of incompetent educators as required by Chapter 279 of the Iowa Code. The Professional Teaching Practices Commission must exercise its responsibility for recommending certificate removal for incompetency where deemed appropriate.

VI. STAFF DEVELOPMENT

THE SUBCOMMITTEE BELIEVES THAT THE EDUCATION OF EDUCATORS IS A CAREER-LONG PROCESS (I.E., THE EDUCATION OF EDUCATORS NEVER ENDS). THE SUBCOMMITTEE ALSO BELIEVES THAT PEERS SHOULD PLAY AN INTEGRAL ROLE IN THE STAFF DEVELOPMENT OF EDUCATORS.

The rapidly expanding body of educational research makes it necessary for educators to continually upgrade their knowledge and skills if they are to remain current with new research findings and innovations occurring in the field. Staff development activities, the purposes of which are to improve instructional and institutional effectiveness, provide an opportunity for teachers to acquire the necessary knowledge and skills.

Although "one-shot" inservice sessions serve a useful purpose in motivating and providing information to teachers, they are not sufficient if the goal is to change teacher behavior and improve teacher effectiveness. This occurs over a considerable period of time and as a result of systematic long-range staff development planning and programming. To put such programs in place locally, those responsible for leadership in planning and implementation need specific initial training.

The staff development activities that most effectively accomplish these objectives are those that meet the perceived needs at the building level and that involve faculty in the design, adoption, and implementation of the staff development projects. Both necessitate time, energy, commitment, expertise, planning, and funding. The results of research conducted by the Subcommittee indicate that there are many severe deficiencies in these areas.

RECOMMENDATIONS:

26. The Subcommittee recommends that each school district, as a part of the extended year contract provided under Recommendation 35, should provide at least ten days of staff development for its employees, independent of the required 180 instructional days and any other days designated for other purposes.

27. The Subcommittee recommends that Section 280.12 of the Iowa Code, requiring districts to determine long range plans and assess educational needs, should be amended to ensure that staff development is a required item.

28. The Subcommittee recommends that the Legislature provide the funds needed for the Department of Public Instruction to develop a comprehensive program for providing training to Iowa's administrators, consultants, coordinators, and inservice directors on effective techniques and theory for planning and implementing change for staff development.

The colleges/schools of education and the area education agencies are resources for the Department in providing this training.

29. Recognizing that there are costs associated with staff development, the Subcommittee recommends that the Legislature provide additional continuing support to make professional expertise and financial aid available to districts for developing, adopting, implementing, and reviewing staff development programs.

30. The Subcommittee recommends that the Legislature provide funding for the establishment of a coordinating office for staff development in the Department of Public Instruction.

This office would support and facilitate local district staff development planning and activities, including providing clearinghouse and coordinating functions. An analysis should be made of services, procedures, and linkages between and among the Department, the area education agencies, the colleges/schools of education in universities and colleges, the merged area schools, and local school districts to identify areas of concern, to provide possible suggestions for improvement, and make available resources for local staff development programs.

31. The Subcommittee recommends that in all staff development programs of local school districts, the staff of that district should play an integral part in planning their programs.

VII. ADMINISTRATIVE LEADERSHIP

THE SUBCOMMITTEE BELIEVES THAT THE BUILDING PRINCIPAL, WITH SUPPORT AND DIRECTION FROM THE DISTRICT ADMINISTRATORS, PLAYS ESSENTIAL SUPPORT AND LEADERSHIP ROLES IN IMPROVING TEACHING QUALITY.

Strong and effective administrative leadership, beginning with the superintendent, is a crucial factor in initiating change for school improvement and in providing an environment that fosters and maintains high morale in a school district.

Research on effective teaching and schools made available to the Subcommittee, as well as testimony from various education interest groups, has emphasized the importance of strong leadership from the building principal.

There are specific behaviors of principals that are vital to school and teacher effectiveness. A school district that attempts to save money by not employing a sufficient number of principals to provide leadership within its buildings affects the ability of its children to learn. Principals should not be required to complete clerical tasks that could be performed by other school district employees and they should be able to spend a significant amount of time within the assigned building or buildings. Testimony to the Subcommittee and research indicate that the roles of principal and superintendent ought not to be combined because, when they are, it is the principalship that suffers.

Research about the span of control of managers indicates that there are maximum numbers of professional and nonprofessional employees that can be effectively supervised by a single individual. School districts need to ensure that principals are not required to supervise more professional and nonprofessional employees than they can effectively manage.

RECOMMENDATIONS:

32. The Subcommittee recommends that each public school, kindergarten through grade twelve, shall have a principal.

Building principals should be assigned so that adequate time is provided for facilitating staff development, remediating staff deficiencies, assisting in curriculum development, directing the formative and summative evaluation systems, setting the school climate, initiating change, and leading the school community in defining the mission and purpose of the school.

33. The Subcommittee recommends that a principal should supervise no more than fifteen professional employees. Because frequent and continued interaction between principals and staff is essential, the focus of the principals' time should be on carrying out these instructional and administrative functions identified in Recommendation 32. Adequate time for student and parent contact is also essential.

34. The Subcommittee recommends that the roles of superintendent and principal should not be combined. If school size makes combining of these positions essential, it could best be done by combining same level principalships within districts or across district lines.

VIII. COMPENSATION

THE SUBCOMMITTEE BELIEVES THAT IOWA EDUCATORS MUST BE PAID AT A HIGHER LEVEL THAN THEY PRESENTLY ARE AND THAT EDUCATORS WHO ASSUME EXTRA RESPONSIBILITY AND WHO ARE JUDGED TO BE EFFECTIVE BY GENERALLY ACCEPTED CRITERIA MUST BE REWARDED ACCORDINGLY.

Educators' salaries are not generally commensurate with the training, skills, and responsibility required of the profession. In addition, as standards and expectations increase, compensation must increase proportionally.

As society becomes more dependent on information processing and technology, it becomes increasingly dependent upon quality education. Educational excellence can only be achieved when highly qualified and competent professionals are employed in its schools. It is important to recognize and appropriately reward those educators providing quality instruction.

To attract the brightest and best to professional education, it is vital that financial resources be provided to support competitive salaries.

Equally important is retaining experienced teachers. Adequate compensation alone will not keep qualified teachers in the profession. Teachers need to be provided with opportunities that will enable them to grow and develop as professionals, to have assistance and support available from more experienced colleagues, and to be assigned responsibilities commensurate with their education and experience.

RECOMMENDATIONS:

35. The Subcommittee recommends that teaching be a full-time profession with full-time pay. The Legislature should provide funds for extended contracts for teachers. Local school boards should determine the assignments for the extended year which could include curriculum development, staff development, year-around teaching, and cooperative ventures between business and industry that have direct application to education. (Full-time means twelve months employment with negotiated holidays and vacation.)

36. The Subcommittee recommends that the State Board of Public Instruction conduct a comprehensive study of the feasibility of implementing a state career ladder system tied to the certification process and develop models for local district consideration.

A sound career ladder system is based upon an entry level salary that is commensurate with the training, skills, and responsibilities required of the profession. As a part of that study, consideration should be given to at least the following factors: Provision for support systems and a reduced teaching load for beginning teachers, completion of formal educa-

tional requirements related to professional assignments, appropriate professional responsibilities tied to each level of the career ladder, and completion of a minimum period of experience at each level of the career ladder. Recognizing the diversity of local districts in this state, multiple options for local implementation of the career ladder concept will exist.

A plan for the comprehensive study should be presented to the State Board by April 1, 1985 and the report completed and reported to the State Board by December 15, 1985.

37. The Subcommittee recommends that the Department of Public Instruction document the compensation level for teachers through a comparison of the skills and qualities required in teaching with those required in other jobs and professions. This documentation should include:

- a. Consultation with states which have already addressed this question.
- b. Consultation with state and national education organizations.
- c. A thorough search of the literature.

This study should be initiated by February 1, 1985 and reported to the State Board by August 1, 1985.

38. Given the negative experience and lack of research on merit pay plans, the Subcommittee cannot make a recommendation in favor of merit pay. However, the Subcommittee encourages further study, research, and experimentation into merit pay and other alternative methods of compensating educators.

39. The Subcommittee recommends that cooperating teachers be compensated by receiving tuition certificates from the institutions sending them student teachers. The preparation institutions should develop an exchange system which would enable individual cooperating teachers to redeem certificates for appropriate course work.

IX. SUPPORT SERVICES

THE SUBCOMMITTEE BELIEVES THAT STRONG SUPPORT SYSTEMS SUCH AS LIBRARY AND MEDIA SERVICES, COUNSELING, CLERICAL AND INSTRUCTIONAL SERVICES, ENHANCE THE PROBABILITY OF QUALITY TEACHING.

Strong support systems undergird the work of the classroom teacher by providing specialized expertise, by freeing more teacher time for instruction, and by helping students come to the classroom better prepared to learn.

RECOMMENDATIONS:

40. The Subcommittee recommends that the preparation process for teachers and administrators include effective use of support staff. Teachers and administrators should know when to call upon support staff as consultants and when to involve them directly with students.

41. The Subcommittee recommends that there be a media center in every school building staffed by a school librarian (or a trained staff person under the supervision of a school librarian).

42. The Subcommittee recommends that counselors be available to students in both elementary and secondary schools. At the elementary level, the ratio of students to counselors should be 400 to 1. At the secondary level, the ratio of students to counselors should be 300 to 1.

43. The Subcommittee recommends that school social workers be available to work preventatively or therapeutically in problem situations and to facilitate communications between and among school, home, and community services.

44. The Subcommittee recommends that paid instructional aides or comparably-trained volunteer aides be considered an essential component of an effective school. However, aides are not a substitute for certified teachers and must work under the supervision of certified staff.

45. Recognizing both the high value and the cost of support services, the Subcommittee recommends that the Legislature develop a per pupil formula to assist local districts in providing these services. Cooperative arrangements through the area education agencies are encouraged.

X. EXTRACURRICULAR ACTIVITIES

THE SUBCOMMITTEE BELIEVES THAT EXTRACURRICULAR ACTIVITIES ARE AN INTEGRAL PART OF A CHILD'S DEVELOPMENT AND SHOULD BE MAINTAINED AS PART OF THE PUBLIC SCHOOL EXPERIENCE.

Most school districts provide a wide variety of athletic and nonathletic school activity programs. The numbers and kinds of programs have proliferated in recent years in response to the wishes of school district constituents and because of efforts to provide activities for females. Each student activity program requires qualified coaches, sponsors, or directors. In order to provide qualified supervisors so that programs can be offered, it is necessary to compensate these individuals for their extra time and effort required and for the expertise they possess. The time demands placed on extracurricular activity sponsors almost always exceed the compensation, and the compensation is not commensurate with the time expended. As a result, districts may resort to using less qualified volunteers and/or may eliminate activities even though they have value in the school's total program. In some cases these programs may be picked up by non-school organizations, often limiting student access.

Because student activity programs are an integral part of the total educational experience, they should be offered by the schools using well-qualified supervisors. To do this, the state must provide additional funds to assist school districts in adequately compensating personnel who supervise school district activity programs.

RECOMMENDATION:

46. The Subcommittee recommends that extracurricular activities that a school board judges to be important in the total education program of the school be provided within the school system and in order to provide qualified supervision, the compensation of extracurricular activity supervisors be commensurate with the time demanded. This would require the state to provide a per pupil formula for additional funding.

XI. COMMON EDUCATIONAL VOCABULARY

THE SUBCOMMITTEE BELIEVES THAT A COMMON EDUCATIONAL VOCABULARY WOULD ENHANCE COMMUNICATION WITHIN THE EDUCATIONAL COMMUNITY.

Various educational interests and organizations use terms in different ways, and specialized fields in education use terms unfamiliar to others. These vocabulary obstacles hamper clear and effective communication.

RECOMMENDATION:

47. The Subcommittee recommends that the Department of Public Instruction should provide a leadership role in the development of a common educational vocabulary.

TEACHING QUALITY SUBCOMMITTEE PROCESS

Task Force member Margaret Borgen, former State President of the Parent-Teacher Association from Des Moines, was assigned the responsibility of developing recommendations in the areas of teacher and administrator preparation, certification, and other factors relating to teaching quality. She selected the following individuals to assist her:

- Ms. Mary Crum
Teacher
Northeast Elementary School
Glenwood, Iowa
- Ms. Helen Finken
Teacher
West High School
Iowa City, Iowa
- Mr. Nolden Gentry
Attorney
Brick, Seckington, Bowers, Swartz, & Gentry, P.C.
Former Des Moines School Board Member
Former State Board of Public Instruction Member
Des Moines, Iowa
- Dr. Les Huth
High School Principal
Cedar Falls Senior High School
Cedar Falls, Iowa
- Dr. Charles R. Kniker
Professor
College of Education
Iowa State University
Ames, Iowa
- Dr. William Lopley
Superintendent
Council Bluffs Community School District
Council Bluffs, Iowa
- Dr. Joe Millard
Director of Educational Services
Heartland Area Education Agency
Ankeny, Iowa
- Dr. Richard Shepardson
Professor
College of Education
University of Iowa
Iowa City, Iowa

The Subcommittee began its task on October 5, 1983 and held ten days of meetings during the next ten months.

Members agreed to study and make recommendations for teachers and administrators in the following areas:

1. Certification
2. Preparation
3. Evaluation
4. Staff development
5. Compensation
6. Role and responsibilities
7. Support services
8. Teaching quality

The Subcommittee used a combination of a search of pertinent literature, public hearings, presentations from invited experts, and survey responses to develop its recommendations.

At the public hearing, testimony was received from representatives of the Iowa State Education Association, the Iowa Association of School Boards, the Iowa Association of School Administrators, the Iowa Association of Independent Colleges and Universities, the Iowa Academy of Science, and the State Board of Public Instruction. In addition, teachers, school administrators, and area education agency personnel spoke.

At subsequent meetings, the Subcommittee heard testimony about requirements for teacher and administrator preparation program approval from representatives of the Department of Public Instruction and the National Council for Approval of Teacher Education and about requirements for higher education institution approval from a representative of the North Central Association. In addition, the Subcommittee listened to presentations from representatives of the colleges of education at several universities, the Iowa State Education Association, and the Iowa Association of School Boards.

Three separate surveys were conducted by the Subcommittee. The first, sent to each of the colleges or departments of education of the twenty-nine approved teacher preparation institutions, sought information about each aspect of the teacher preparation program.

A second survey was conducted to determine what types of staff development activities and procedures are being used in Iowa's public elementary schools. The survey was sent to a total of 581 randomly selected teachers, principals, and superintendents from districts of various sizes.

In the third survey by the Subcommittee, over 2,700 randomly selected elementary school principals, cooperating teachers, experienced teachers, and new teachers were asked their perceptions about the adequacy of preparation of teachers who have entered the profession within the last three years.

Summaries of the results of each of these surveys are included in Appendix A.

Subcommittee members were assigned the task of writing specific recommendations for discussion purposes. These formed the basis for the Subcommittee's final report. All recommendations are based upon research and other information received by the Subcommittee.

Appendix B provides a listing of meeting dates, the subject areas considered by the Subcommittee at the meetings, and the names and titles of presenters and contributors. Appendix C includes a bibliography of information reviewed by Subcommittee members.

CURRICULUM SUBCOMMITTEE REPORT

The foundations for schooling to date have been based primarily upon tradition and have reflected the social values of a given time period. We are now in a period when a body of research on education has been developed that has the potential to lead education to new thresholds. Planned outcomes from intentional actions are indeed possible. The challenge before us is to use this research to benefit students and society.

A plethora of national reports on education issued within the past year call for educational reform, citing inadequate preparation of students. While their findings have merit, their proposed solutions fall short in meeting the needs identified. The reports have focused primarily on the high school and have framed their recommendations within the traditional course requirements.

Since it is impossible to predict the exact nature of conditions in the future, it is imperative that children learn to deal with change. This requires a new approach to schooling and learning in order to adequately prepare children and youth for the world in which they will live. There is no doubt that students must learn to read, write, and compute with accuracy and skill. However, "the basics" required for citizenship in a democratic, pluralistic, and highly complex society such as ours go far beyond the "3Rs".

Unlike the other reports, this Subcommittee is recommending the development of a process for curriculum rather than specific graduation requirements, course content, or length of the school day or year. The Subcommittee believes that these issues should be resolved at the local level and will be resolved when the school board implements a curriculum that prepares its students to effectively live and working in society, both now and in the future. Curriculum reform must be comprehensive and measures of change must be integrated throughout the curriculum from the preschool to graduation. In addition, the Subcommittee believes that the focus must be on clearly defined and intentionally taught concepts that lead to specifically planned outcomes. These concepts should include reading and comprehension, writing, speaking and listening, problem solving, conceptualizing, reasoning, analyzing, and learning-to-learn skills as presented in the Final Report of the Joint Committee on Instructional Development and Academic Articulation in Iowa.

The environment in which students are taught is as important as the articulation of concepts based on higher order thinking skills. Care must be given to ensure that the treatment of students affirms individual authenticity, and that every effort is made and encouragement is provided to develop individual potential. Individual differences should be respected, and students should be taught relationship skills which foster cooperation and a respect for differences. Self-responsibility and self-governance are critical.

All segments of Iowa's people have a stake in the educational process. As stakeholders—students, parents, school boards, teachers, administrators, labor, business, industry, and government—we are challenged to raise our expectations for performance of our educational system at all levels—from the local district to the area education agencies to the Department of Public Instruction to higher education and beyond. With new processes and structures, as well as financial and intellectual support, it

is indeed possible to significantly improve the curriculum in our schools so that our students are the best educated in the nation, the best prepared to meet the rapid changes in the total environment.

I. CURRICULUM DEVELOPMENT IS A COMPLEX, ONGOING, EVOLUTIONARY PROCESS REQUIRING THE OPTIMAL USE OF A NUMBER OF RESOURCES INCLUDING TIME, PERSONNEL, MATERIALS, FINANCES, LEADERSHIP, AND EXPERTISE.

In Iowa, curriculum is a local school district responsibility. Because its development and assessment are complex processes, school districts can benefit from assistance provided at the state level. However, the Department of Public Instruction does not possess adequate staffing and funding to be able to provide this assistance. The Department currently employs a consultant for each of the following: Science; mathematics; language arts; arts; social science; bilingual education; energy; environmental education; health, physical education and dance; substance abuse; individualized instruction; media education; and gifted and talented. There are vacancies in the positions for reading, foreign language, and Indian education. It is impossible for a single consultant to provide the assistance needed throughout the state. In addition, some area education agencies employ curriculum consultants. Unfortunately, due to limited dollars, not all area education agencies are able to provide this service. In those areas in which the services are available, they are not available to the degree necessary.

Although the Department of Public Instruction collects some data from local districts regarding their curricular offerings, there is presently no assurance that the title of the course accurately reflects the course content. The Iowa Code outlines subject areas that must be covered in an approved school for preschool, kindergarten, the elementary grades, and seventh and eighth grades; it lists specific numbers and kinds of courses that must be offered in grades nine through twelve. With only five regional consultants to monitor the 438 school districts, it is not possible to determine whether school districts are complying with the law.

There is not adequate time provided for curriculum development at the local level. If time is made available, it is most often during the summer months when access by teachers and administrators to resources, expertise, leadership, and laboratory facilities may be limited. Inservice days tend to be one-shot efforts without adequate provision of time for follow-through. Classroom teachers frequently lack the training in curriculum design and writing necessary for proper curriculum development. Many districts are not of a sufficient size to employ professionals with training in curriculum development and assessment. While a major role of the principal should be to serve as the instructional leader for the school, other duties tend to consume major time and energy.

One result of this lack of time, leadership, and technical assistance, is that many teachers depend on the textbook to determine the curriculum. Textbook publishers tend to write texts to meet the specifications set by states which have textbook selection committees controlled at the state level. The result limits in both the application of creativity and the use of a variety of instructional materials.

RECOMMENDATIONS:

1. The Subcommittee recommends that each local school district be required to develop comprehensive curriculum plans that include clear goals; ongoing leadership by building principals; staff development; needs assessment; review and evaluation; and teacher, community, and student participation in curriculum development. The Legislature should grant local districts the ability to pay for the costs of curriculum development.

2. The Subcommittee recommends that each local district analyze the impact of its use of time during the school day and during the contract period to develop more creative and flexible uses of time in order to provide adequate opportunities for curriculum development and assessment as well as to maximize full use of instructional time. This may be accomplished using a variety of methods, including but not limited to, the four-day week, extended school year, flexible school calendar, and extended contracts for teachers.

3. The Subcommittee recommends that the Legislature appropriate additional financial resources to the Department of Public Instruction, area education agencies, and higher education institutions to be expended for special programs and pilot projects for technical assistance relating to curriculum development. The technical assistance could include identifying curriculum needs and developing curriculum models.

4. The Subcommittee recommends that the Legislature appropriate additional money to the Department of Public Instruction for necessary staff and resources to monitor compliance with the educational standards in place at the time this study was completed.

5. The Subcommittee recommends that the Department of Public Instruction be responsible for creation of a cooperatively developed and controlled telecommunications system for staff development, delivery of instructional programming, and teleconferencing. Such a comprehensive telecommunications system should be available to all school districts in the state.

II. CURRICULUM WHICH IS CONSCIOUSLY DEVELOPED TO MEET PRESENT AND FUTURE NEEDS OF THE LEARNERS WILL HAVE PLANNED OUTCOMES, AND EVALUATION OF THOSE PLAN-

NED OUTCOMES WILL BE AN INTEGRATED COMPONENT OF THE ONGOING CURRICULUM PROCESS.

Section 280.12 of the Iowa Code requires local school districts to conduct a needs assessment and evaluation of their educational programs. These processes occur haphazardly and are rarely done on an ongoing basis. The Section requires that reports of progress be made to the Superintendent of Public Instruction, but the Section does not grant any authority to the Department to review what is filed or to assess penalties for failure to file. The plans filed vary from a single page to several hundred pages. Local commitment to ongoing planning is needed, but is not present in all districts. Needs assessment for each district should be completed as a periodic, ongoing process. Many local district administrators need help in developing processes to determine their districts' needs. To successfully develop a planned curriculum, local districts need to conduct significant research to identify the needs of their students in order to prepare them individually for the future as well as to become a part of a larger community. The Department of Public Instruction should have staff available to provide technical assistance and inservice to district administrators in completing this task.

RECOMMENDATIONS:

6. The Subcommittee recommends that Section 280.12 of the Iowa Code, relating to needs assessment and evaluation of the educational program of the district, be amended to provide that multiple enforcement options, such as withholding state aid, are available to the Department of Public Instruction for those districts not in compliance.

7. The Subcommittee recommends that each local district be required to form a local advisory committee made up of education's stakeholders in the community to determine major education needs of the district and community and rank them in order of priority.

8. The Subcommittee recommends that Section 280.12, Subsection 5, of the Iowa Code, be amended to read: "Reports of progress shall be made annually to the local advisory committee, the community, and the department."

9. The Subcommittee recommends that additional funding be provided to the Department of Public Instruction for a staff to assist local districts in meeting the requirements of Section 280.12.

III. CURRICULUM SHOULD BE COMPREHENSIVE IN SCOPE, SYSTEMATICALLY ORGANIZED, COMMUNICATED AND COORDINATED ACROSS AND WITHIN GRADE LEVELS AND DISCIPLINES.

AND EMPHASIZE HIGHER ORDER THINKING SKILLS, LEARNING-TO-LEARN SKILLS, AND COMMUNICATION SKILLS.

The Department of Public Instruction plays no significant role in curriculum articulation at the present time. There is a concern that this has resulted in the patchwork development of curriculum both within and among local school districts. In addition, state standards make little reference to higher order thinking skills, learning-to-learn skills, communication skills, articulation, or interdisciplinary approaches, except for the multi-cultural nonsexist requirements. There is a need for evaluation models which will help school districts to assess the effectiveness of their curricula, and a need for the state to provide assistance to districts so that they can develop an interdisciplinary approach to teaching higher order thinking skills.

RECOMMENDATIONS:

10. The Subcommittee recommends that the Department of Public Instruction establish and staff a number of interdisciplinary, ongoing advisory committees organized around higher order thinking skills and other such as reading and comprehension, writing, speaking and listening, problem solving, conceptualizing, reasoning, analyzing, and learning skills. These committees should have a broadly-based representation from the stakeholders in education. The committees would work to increase interdisciplinary articulation and develop and disseminate curriculum plans and programs. An example of using an interdisciplinary approach means that although writing skills will be stressed in English and language arts classes, writing skills will also receive attention in history and science classes as a method of reinforcing development and use of writing skills as well as a means of learning the content.

11. The Subcommittee recommends that the Department of Public Instruction develop models of exemplary curriculum based on concepts related to higher order thinking, learning-to-learn, and communication skills as presented in the Final Report of the Joint Committee on Instructional Development and Academic Articulation in Iowa, based upon current research conducted by the consortium (recommended in IV) and by other education laboratories and agencies.

12. The Subcommittee recommends that a joint committee using research from the consortium develop and disseminate models for curriculum and curriculum assessment and recommend development and implementation processes.

13. The Subcommittee recommends that the Department of Public Instruction develop and recommend multiple enforcement options to the Legislature to address deficiencies in the ongoing curriculum development and curriculum assessment processes at the local level.

IV. IT IS APPROPRIATE THAT THERE ARE STATE STANDARDS WHICH CAN FOSTER PROCESSES AT THE LOCAL LEVEL FOR NEEDS ASSESSMENT AND CURRICULUM PLANNING, DEVELOPMENT, IMPLEMENTATION, AND EVALUATION.

Accurate and timely research and development efforts are vital in the private economic sector of our society. They are no less important in the education of our children. However, the research and development capabilities of the Department of Public Instruction are limited, and research that is conducted at the colleges and universities, as well as by educational interest groups in this state, is neither coordinated nor is it consistently made available to elementary and secondary schools. Although significant research on education topics is being conducted throughout the nation and the world, there is currently no systematic and coordinated statewide effort to determine the efficacy and applicability of these research findings to Iowa schools.

The Subcommittee has concluded that national reports have focused predominately on the high school level and have not usually addressed concerns at the elementary level. There is a need to develop curriculum that is consistent with research findings on school improvement and effective teaching, especially at the elementary level. There is also a need to coordinate the curriculum between the elementary and secondary levels within and among districts.

Finally, efforts need to be made to ensure that research related to Iowa's school districts is conducted.

RECOMMENDATIONS:

14. The Subcommittee recommends the creation of a free-standing and independent Iowa consortium of educational research and development governed by a board of directors composed of stakeholders in Iowa education. The purposes of the consortium would be to:

- i. Generate and disseminate new knowledge about educational practices.
- ii. Provide ties between basic research, applied research, and practices.
- iii. Provide technical assistance.
- iv. Establish linkages with such organizations as regional laboratories and research institutes.

The consortium should be funded from both state and local funds and should be established

in such a manner as to foster cooperative and collegial relationships among the different segments of the state's educational system.

15. The Subcommittee recommends that standards applied to curricular programs offered by the schools should evolve from empirical research and reflect the current state of knowledge in the field. Proposed standards should be developed by the consortium and transmitted to the State Board of Public Instruction. The State Board should review the existing standards and those proposed by the consortium and adopt new standards by July 1, 1987 which will become the curriculum standards to be applied.

16. The Subcommittee recommends that if a local district is not in compliance with state standards by July 1, 1990, a Department of Public Instruction Review Team shall make recommendations with regard to corrective actions and establish timelines for accomplishing actions. Failure to comply with corrective actions within specified timelines should result in realistic repercussions with due process, such as, but not limited to: Withholding of state aid; suspension or revocation of the superintendent's certificate; school board member recall; or fines.

The Department needs to be provided with the necessary funds and staff to provide adequate review.

17. The Subcommittee recommends that the Department of Public Instruction should monitor the implementation of the local school district educational improvement project law enacted in 1984 (SF 2361) to determine its effectiveness in improving schools. If it is determined to be effective, the Department should determine whether the funding mechanism provided in the law is adequate to pay for useful projects, whether it should be increased, or whether state funding should be provided to enhance the approved programs or encourage more districts to develop such programs.

18. Since receipt of funding on a timely basis for operation of schools is vital to the maintenance of quality educational programs, the Subcommittee recommends that the state remain current in basic payments of school aid to school districts and compensate school districts for revenues lost when payments are late.

V. CURRICULUM AND THE RESULTING LEARNING PROCESSES SHOULD BE BASED ON AND REFLECT PRINCIPLES OF EQUITY IN THE GOALS, OBJECTIVES, CONTENT, AND PRESENTATION OF SUBJECT MATTER, AS WELL AS IN THE TREATMENT OF STUDENTS AND STAFF.

Equity cannot be overemphasized in the education of students in the State of Iowa. Each student in the State has the right to a quality education, and the right to be taught in a manner reflecting the principles of equity.

Educational programs and processes which promote understanding and appreciation of the cultural diversity of our pluralistic society, including but not limited to Asian Americans, Black Americans, Hispanic Americans, Native Americans, handicapped and women; and which provide equal opportunities and fairness of treatment for all participants regardless of race, gender, color, age, national origin, religion or handicap.

RECOMMENDATIONS:

19. The Subcommittee recommends that the Department of Public Instruction be required to conduct a comprehensive review of educational programs at periodic intervals to ensure that the curriculum and student activity programs, and resulting learning processes, are based on and reflect principles of equity. For efficiency purposes, the review of a district's entire educational program should be conducted in conjunction with the Methods of Administration Model (MOA) review presently required by the Federal government for vocational education programs.

20. The Subcommittee recommends that the Department of Public Instruction establish an in-house educational equity task force to work with the educational equity section on reinforcing equity issues related to all divisions' and sections' activities, to assist the Department personnel in keeping up-to-date on civil rights issues, and to provide a consistent approach to equity issues within the Department as well as when the Department provides technical assistance in areas such as curriculum review to area education agencies and local districts.

21. The Subcommittee recommends that the Department of Public Instruction develop a

consistent and comprehensive civil rights data base that includes enrollment in courses and grade levels by race and handicapping condition.

22. The Subcommittee recommends that the Legislature provide state funding to replace any discontinued federal funding to support civil rights technical assistance provided by the Department to the local districts.

VI. WELL-ARTICULATED, BALANCED ACTIVITY PROGRAMS SHOULD BE INCLUDED IN THE LONG-TERM CURRICULAR PLANNING PROCESS. A WELL-ARTICULATED, BALANCED ACTIVITY PROGRAM SHOULD REFLECT THE STANDARDS DESCRIBED IN SECTION 670-3.6 (257) OF THE IOWA ADMINISTRATIVE RULES.

Activity programs are part of minimum standards at the present time, yet there is no collection of information on activity programs offered by local school districts in the state. There is a need to know the extent to which activities are offered; the expense incurred to offer these programs and the implications on the instructional program of the use of regular school day time for activity programs.

RECOMMENDATIONS:

23. The Subcommittee recommends that student activity programs have a demonstrated relationship to the school's curriculum as required in the standards and that this relationship be included in the needs assessment and review process.

24. The Subcommittee recommends that the Department of Public Instruction encourage and facilitate sharing of nonathletic activity programs among local districts to meet the diversity of needs and interests of their student bodies.

25. The Subcommittee recommends that the Department of Public Instruction's data collection include the cost of activity programs offered at the local level. The Department should disseminate this information in a manner that permits comparison.

CURRICULUM SUBCOMMITTEE PROCESS

Task Force member Betty Jean Furgerson, member of the Waterloo School Board and Executive Director of Waterloo Human Rights Commission, was assigned the responsibility of developing recommendations in the area of curriculum. She selected the following individuals to assist her:

Mr. James Roddie
Assistant Superintendent of Instruction
Davenport Community Schools
Davenport, Iowa

Dr. Pat Geadelmann
Assistant Vice President of Academic Affairs
University of Northern Iowa
Cedar Falls, Iowa

Dr. William Matthes
Associate Dean
College of Education
University of Iowa
Iowa City, Iowa

Mrs. Shirley Pantini
Teacher/Coordinator, Social Studies Department
Linn-Mar High School
Marion, Iowa

Dr. Jerry Shive
Director of Research and Development
College of Education
University of Iowa
Iowa City, Iowa

Mr. Ray Richardson
Executive Director
School Community Services
Waterloo Community Schools
Waterloo, Iowa

Mr. Dennis Wood
Superintendent
Alden Community Schools
Alden, Iowa

The Subcommittee began its task on September 14, 1983 and held fourteen days of meetings during the next twelve months.

Members agreed to study and make recommendations in the following areas:

1. Current law relating to curriculum requirements.
2. School district curriculum requirements.
3. Iowa requirements compared to those recommended in the various national reports.
4. Gifted and talented programs.
5. Special education programs.
6. Use of computers in the classroom.
7. Textbook and instructional materials selection.
8. Parent and community involvement.

9. Student homework policies.
10. Scheduling of courses (time).
11. Skills development, including problem solving skills, communication skills, critical thinking skills, human relations skills, and learning skills.
12. Instructional leadership.
13. Educational equity.
14. Oversight of educational programs.

In order to develop specific recommendations in these areas, the Subcommittee used various approaches for gathering information and research. First, invited individuals were asked to present information and answer questions at Subcommittee meetings. These individuals included representatives from the Department of Public Instruction, institutions administering standardized tests

to Iowa students, teachers, counselors, school superintendents, principals, school boards, university faculty, specific subject area associations, and student activity program associations.

Second, a public hearing soliciting comments about school curriculum was held in Des Moines to obtain the views of parents and others.

Third, the Subcommittee members studied the recent national reports about education, information about the present curricula in Iowa's schools, recent research about school curriculum and school improvement, and other information relating to its area of study.

Appendix B provides a listing of the meeting dates, the subject areas considered by the Subcommittee at the meetings, and names and titles of presenters. Appendix C includes a bibliography of information reviewed by the Subcommittee.

STUDENT RESPONSIBILITY AND DISCIPLINE SUBCOMMITTEE REPORT

Students must become responsible and self-disciplined citizens and learners. Students are responsible when they are able to make decisions about their actions, then accept the consequences of those decisions. They are self-disciplined when they are able to behave productively with or without supervision. Students who are responsible are also self-disciplined.

Young people need assistance in becoming responsible and self-disciplined. This assistance must be communicated by high expectations that are clearly defined; by discipline that is used for the purpose of building self-discipline; by school professionals who are willing to allow students to be partners in the educational process; by parents and communities who place education as a top priority; and by government action that assures opportunities for educational success. Widespread commitment, particularly at the local level by schools, parents, and communities, must be made if student development in responsibility and self-discipline is to be enhanced. Such enhancement can make a significant difference in the quality of Iowa's educational system.

Building student responsibility and self-discipline requires planning, study, and coordination. It is not a simple activity. The Subcommittee believes that the necessary rudiments are in place. The opportunities for an excellent education exist in all school districts regardless of school size and location. The structure of education in Iowa is basically sound. However, the Subcommittee, through extensive research, presentations, and discussions, has concluded that efforts need to be made in analyzing, understanding, and developing systems for significantly improving student responsibility and self-discipline. The Department of Public Instruction must play an important role in assisting school districts in developing procedures that will enhance student responsibility and self-discipline. Excellence in education will not be achieved until these efforts are made.

I. THE SUBCOMMITTEE BELIEVES THAT IT IS IMPORTANT FOR STUDENTS TO BECOME RESPONSIBLE AND SELF-DISCIPLINED LEARNERS. STUDENTS ARE ENCOURAGED TO BECOME SO WHEN EXPECTATIONS REGARDING THEIR LEARNING AND BEHAVIOR ARE HIGH, CLEARLY DEFINED, AND COMMUNICATED. EXPECTATIONS SHOULD BE RELATED TO THE DEVELOPMENTAL STAGE OF THE STUDENT.

Students of all ages need to be provided with opportunities that will enable them to become responsible and self-disciplined learners. The opportunities for learning responsibility and self-discipline should be related to the age and maturity of the child. Older students should be expected to be more responsible and self-disciplined in their learning than younger ones. One way in which schools provide opportunities for students to assume increasingly greater responsibility for their own learning is by expecting them to complete assignments outside of class.

Students should also be expected to become increasingly responsible and self-disciplined in their behavior. Schools communicate their expectations for behavior through the adoption of rules. Rules are necessary for an

orderly learning environment. They are also necessary if students are to clearly understand what is expected of them. Rules should be designed to foster self-discipline. The discipline policies that are effective and fair are those that are reasonable, are developed using group processes, are based on community standards, are humane in philosophy, use easily understood language, and meet legal requirements ensuring students due notice and process. There is more ease, consistency and fairness in enforcement when the local board adopts district-wide discipline policies. Finally, students are more likely to obey the rules, and parents are more likely to ensure that their children obey the rules, when both understand the rules.

As a result of a questionnaire sent to fifty-six randomly selected school districts in the state, the Subcommittee learned that many discipline policies are administrator developed; group development does not occur frequently. It also learned that not all school districts have board-adopted discipline policies. The Subcommittee also learned from other sources that not all school districts have effective and fair discipline policies. In addition, parents are not always informed about the behavior the school expects of their children.

RECOMMENDATIONS:

1. The Subcommittee recommends that increasingly challenging learning goals be assigned to students. These goals should require self-discipline through out-of-class work. The amount of such "homework" should be accomplishable within a combined in-and-out-of-class-week of approximately forty to forty-five hours. The instructional leader of each building should be responsible for ensuring that the assigning of homework be coordinated among classes and activities.

2. The Subcommittee recommends that the State Board of Public Instruction adopt rules that require each local school district to adopt discipline and corporal punishment policies. The Department of Public Instruction should be provided with appropriate resources to enable it to develop model policies in these areas and to provide inservice training to local district staff and board members on the development of effective and fair policies. Local districts should review their discipline policies to make certain that they are reasonable, comprehensive, legally valid, designed to foster self-discipline, and apply to the entire district. Local districts should form advisory committees composed of parents; school administra-

tors, teachers, and counselors; students; and interested persons from the community to assist in both a review of the district policies and in development and revision of policies to be submitted to the local board for adoption. Local school districts should provide information regarding district discipline policies to parents as well as to students.

3. The Subcommittee recommends that local school districts require all teachers from elementary school through high school to provide written classroom behavior expectations to all students and parents.

11. THE SUBCOMMITTEE BELIEVES THAT CONSISTENT SCHOOL ATTENDANCE IS IMPORTANT TO THE ACADEMIC AND SOCIAL DEVELOPMENT OF STUDENTS. EFFORTS SHOULD BE MADE TO ENSURE THAT STUDENTS NOT ONLY ATTEND SCHOOL, BUT THAT EDUCATION IS THEIR TOP PRIORITY. PARTICIPATION IN STUDENT ACTIVITY PROGRAMS OR OTHER SCHOOL OR NON-SCHOOL-RELATED ACTIVITIES DURING PART OR ALL OF THE SCHOOL DAY SHOULD INFRINGE UPON FORMAL ACADEMIC INSTRUCTION TIME AS LITTLE AS POSSIBLE.

While consistent school attendance is important for a number of reasons, one of the most compelling is the opportunity it provides for students to acquire the basic academic and social competencies necessary for a productive and satisfying life. The Subcommittee learned that while most students in Iowa attend school regularly, absenteeism does occur frequently enough during all or part of the school day to be of significant concern.

In some cases, absenteeism occurs when the youngster, for various reasons, chooses not to attend school and the parents choose not to assume their legal responsibility for ensuring that the child attends school. Because of the Subcommittee's belief that attendance is important, it sees no need to eliminate or significantly amend the current compulsory attendance requirements in the state truancy laws. However, the Subcommittee recognizes that some parents choose to educate their children outside of the public or approved nonpublic school setting. It is the state's responsibility to ensure that these children receive an education that will enable them to function in society. The Subcommittee learned that the state truancy laws are not enforced consistently. Further, the Department of Public Instruction presently has no expressed authority to monitor and enforce these laws to ensure statewide consistency. Finally, the laws are vague and antiquated and are in need of updating.

Students are frequently absent from school during part or all of the school day due to participation in student activity programs or other school or nonschool-related activities. While the Subcommittee believes that participation in these types of activities may provide valuable learning experiences, it also believes that these absences unduly infringe upon formal academic instruction. Efforts need to be made to ensure that this occurs as little as possible. Teachers should jealously guard and make maximum use of the class time available to them.

The Subcommittee is concerned that for some students, part-time employment may have a higher priority than education. Percentages vary, but it appears that a majority of students are employed at some time during their high school years. Although there are positive effects related to part-time employment, most notably the opportunity it affords students to learn responsibility and self-discipline, part-time employment is also associated with a number of negative effects, such as increased tardiness and absenteeism. In addition, due to the work schedules of both teachers and students, it may be difficult for the teacher to schedule sessions to provide employed students with additional assistance. There is a need to ensure that employment does not unduly interfere with a student's educational progress.

RECOMMENDATIONS:

4. The Subcommittee recommends that the Department of Public Instruction develop and present to the Legislature by January 1, 1985, a proposed revision of the "private instruction" (instruction that occurs outside of the public or approved private school setting) provision of the compulsory attendance law (Chapter 299 of the Iowa Code). This proposed legislation should address revisions in the following areas:

a. It should shift the primary responsibility for monitoring from the local district to the Department of Public Instruction.

b. It should shift the responsibility for enforcement of infractions from a county attorney to the Iowa Attorney General.

c. It should clearly define the responsibility of the local district under the revisions proposed in "a" and "b" of this recommendation.

d. It should establish criteria to use in determining "equivalent instruction".

e. It should remove the antiquated language and procedures from Chapter 299 of the Iowa Code.

5. The Subcommittee recommends that the school year be defined in terms of a specific number of hours per year students should be engaged in formal academic instruction, rather than number of days per year. The State Board of Public Instruction is directed to recommend to the Legislature the number of academic hours per year that should be required.

6. The Subcommittee recommends that each local school district develop and adopt a clear policy regarding what is and what is not an accepted absence. The Department of Public Instruction should develop and provide to local districts model policies in this area. The

Department should be expressly authorized to develop rules to be adopted by the State Board that require each district to adopt a policy. Parents, students, and other interested community members should be involved in the development of these local policies.

7. The Subcommittee recommends that local school districts examine the extent to which student activity programs and other school and/or nonschool-related absences during part or all of the school day detract from formal academic instruction and find alternatives in school scheduling that will decrease the number of unnecessary absences. Examples of such alternatives are: Semester long, rather than year-long courses; more effective, different uses of homeroom; changes in the school calendar; four-day week; and changes in scheduling of the school day, (i.e. early bird classes, or activity periods scheduled during the last part of the day).

8. The Subcommittee recommends that each local school district develop clear policies regarding student employment. The Department of Public Instruction should develop and provide to local districts model policies in this area. In addition, school personnel, students, parents, and other interested community members should be involved in the development of these policies.

III. THE SUBCOMMITTEE BELIEVES THAT STUDENTS NEED ASSISTANCE IN LEARNING RESPONSIBILITY AND SELF-DISCIPLINE. ALL ASPECTS OF THE EDUCATIONAL PROGRAM SHOULD BE DESIGNED TO ASSIST STUDENTS IN LEARNING RESPONSIBILITY AND SELF-DISCIPLINE.

Our youth face a future filled with uncertainty and challenge due to our rapidly changing society. They need to be prepared to successfully cope with and adapt to these changes. Those who are able to assume responsibility for their own behavior and decisions will find it much easier to cope and adapt. Responsibility and self-discipline are learned, and they are learned in a number of ways and in a variety of circumstances. It is possible, through planned interventions and actions, to affect the rate, level, and direction at which students develop in the areas of responsibility and self-discipline. It is also possible to evaluate progress in acquiring responsibility and self-discipline. It should be a primary objective of schools to provide carefully planned and structured opportunities for students to learn responsibility and self-discipline, both in the classroom and through participation in student activity programs. To effectively teach and evaluate student competency in these areas, educators—especially principals, counselors, and teachers—need to be knowledgeable about student developmental stages.

RECOMMENDATIONS:

9. The Subcommittee recommends that local school districts require teachers and coaches to develop and include objectives that address development of student responsibility and self-discipline in all kindergarten through grade twelve academic and student activity programs. These objectives should reflect developmental stages of youngsters. They should include, but not be limited to: Providing opportunities for students to learn to predict consequences of their behavior; encouraging student initiative in identifying and attaining individual goals; providing opportunities for students to achieve excellence in at least one school-related area, whether that area be academic, non-academic, or social; and providing every student with the experiences of being both a leader and a follower.

10. The Subcommittee recommends that local school districts require that the monitoring of student progress include a separate evaluation of the student's progress in the development of responsibility and self-discipline. Evaluation methods and criteria in these areas, as well as in all others, should be clearly defined and should focus on individual attainment rather than on comparison with other students.

11. The Subcommittee recommends that educators acquire the necessary expertise to effectively teach student responsibility and self-discipline. The curriculum of teacher and counselor preparation programs should include the teaching of theories of child growth and student development, as well as methods of evaluating student progress in these areas. The Department of Public Instruction and the area education agencies should assume the leadership role in providing inservice training in these areas to teachers, counselors, and administrators in the local school districts.

IV. THE SUBCOMMITTEE BELIEVES THAT SCHOOLS SHOULD MEET THE INDIVIDUAL AND SPECIAL NEEDS OF STUDENTS BY PROVIDING SUPPORT SERVICES AND PROGRAMS TO ASSIST STUDENTS IN DEVELOPING AND ACHIEVING TO THEIR MAXIMUM POTENTIALS.

SUPPORT SERVICES. Counselors provide an important support service. They assist students in developing responsibility and self-discipline. Currently, counselors at both the elementary and secondary levels are not able to assist students in learning responsibility and self-

discipline to the extent that they would like or should. There is an inadequate number of counselors; and counselors are overburdened.

At the elementary level, where counselors are not mandated, the shortage is particularly acute; only about 10 percent of the state's counselors serve at the elementary level. In those districts that have elementary counselors, some have a student-counselor ratio that is close to the recommended 400-500 to 1; in others it is much higher. There is a real need to employ counselors at the elementary level if students are to begin the process of learning responsibility and self-discipline at an early age. At the secondary level, where counselors are mandated but ratios are not, approximately thirty percent of the counselors are less than full-time. The average student-counselor ratio at the secondary level is almost 100 above the recommended ratio of 300 to 1.

Counselors are overburdened in many ways. In addition to their traditional counseling role, they are often assigned other duties, such as performing administrative tasks and teaching in the classroom. They also spend an inordinate amount of time performing clerical tasks which in many instances could better be assumed by others. There appears to be a lack of clarity regarding their role within the total school environment.

If counselors are to provide the necessary assistance to students in developing responsibility and self-discipline, there should be an adequate number of counselors and they should be freed from their extra duties to provide them with sufficient time to carry out their role.

RECOMMENDATIONS:

12. The Subcommittee recommends that the Legislature require the employment of guidance counselors at the elementary level and that the Department of Public Instruction develop rules for counselor-student ratios at both the elementary and secondary levels.

13. The Subcommittee recommends that the State Board of Public Instruction appoint a task force to define the roles of elementary and secondary counselors, as well as their training and inservice needs, in light of the recommendations of the Task Force Report. The task force should be composed of elementary and secondary counselors, administrators, and teachers; higher education counselor training faculty; and area education agency and Department of Public Instruction guidance staff. The task force should present its recommendations to the State Board, higher education, and local school districts not later than January 1, 1986. The State Board, higher education, and local school districts should then take appropriate action.

PROGRAMS. Iowa has one of the highest high school graduation rates in the nation; yet, over 5,000 students drop out of Iowa's secondary schools annually. They drop out because they are unable, for various reasons, to suc-

ceed in the conventional school. Students who leave school before graduation decrease their chances of achieving happiness, satisfaction, and productive employment. Society pays a price as well. Students who drop out of school are more likely to be involved in crime than are students who stay in school. It is important to provide the means for students who have dropped out to return to school. It is also important to keep students who have been identified as potential dropouts from leaving school. Since dropouts or potential dropouts have or are experiencing failure in the conventional school, it is necessary to offer programs outside the conventional school that will allow them to succeed. Alternative schools are designed to do this. There are currently 50 alternative schools and programs in existence in Iowa that serve dropouts and/or potential dropouts.

It is also important to provide enrichment programs within the conventional school that are designed to meet the individual and special needs of youngsters. Students in kindergarten through grade twelve who have been identified as potential dropouts or who are not achieving to their maximum potential can benefit from remedial programs, transitional grades, and talented and gifted programs. Preschoolers who have been identified as high risk students can be assisted in prekindergarten programs.

The state needs to give greater attention to funding dropout prevention and enrichment programs. There is an apparent need for local districts to provide these programs.

RECOMMENDATION:

14. The Subcommittee recommends that state aid be provided to local school districts that choose to establish prekindergarten classes, transitional grades, remedial programs, talented and gifted programs, and dropout programs. This aid should be in addition to that allocated on a per pupil basis through the state funding formula. Incentives should be provided to encourage the sharing of such programs between local districts, local districts and merged area schools (community colleges), and local districts and area education agencies.

IV. THE SUBCOMMITTEE BELIEVES THAT PARENTS AND THE COMMUNITY NEED TO PROVIDE MORE INPUT AND HAVE MORE AWARENESS OF AND INVOLVEMENT IN THE EDUCATIONAL PROCESS AND PROGRAMS OF THE LOCAL SCHOOL.

The responsibility for education is a shared one. At the local level, schools, parents, and the community all share this responsibility. Increasingly, parents and communities have assumed less of this responsibility and have shifted it to the schools. In part, this has occurred due to societal changes. Changing family and demographic patterns, high unemployment rates, and changes in technology have all contributed to the extent to which parents and communities have the time or feel the need to be involved in the operation of our schools and the education of our youth.

This shift has also occurred because schools have allowed it. Through their quiet acceptance and lack of efforts to have greater parent and community involvement, they have communicated a willingness to accept more of the responsibility. This must change. Greater involvement will not occur simply by exhorting parents and community to become more involved. Rather, avenues must be provided to ensure that it occurs. Schools must take the initiative in providing these avenues. Increased parent and community involvement must become a top priority. If this is to occur, plans and processes must be developed.

RECOMMENDATION:

15. The Subcommittee recommends that each local school district develop and adopt a policy aimed at increasing community and parent involvement. To ensure effective imple-

mentation of this policy, the Subcommittee recommends that as a part of the performance employee evaluation process, administrators, teachers, and support staff be evaluated concerning the extent to which they have made efforts to involve community and parents. The Department of Public Instruction should support and communicate new and innovative methods of involving community and parents in education. Such involvement will entail additional time, staff, and costs. The Legislature should allocate funds through the Department of Public Instruction which could be made available to local districts to develop models and innovative concepts of community involvement.

STUDENT RESPONSIBILITY AND DISCIPLINE SUBCOMMITTEE PROCESS

Task Force member James Knott, Carroll Community School District Teacher, was assigned the task of developing recommendations in the area of student responsibility and discipline. He selected the following individuals to assist him:

Mrs. Cleo Tilton
6th Grade Teacher
Carroll Community School District
Carroll, Iowa

Mr. George Duvall
High School Mathematics Teacher
Ames Community School District
Former President of Iowa State Education
Association
Ames, Iowa

Mrs. Jesse Schechtman
Parent
Carroll, Iowa

Dr. James Halvorsen
Department of Education, Administration &
Research
College of Education
Drake University
Des Moines, Iowa

Mr. Keith Hopkins
Superintendent
Ankeny Community School District
Ankeny, Iowa

Ms. Marilyn Masiarz
Student at Drake University
Des Moines, Iowa

The Subcommittee began its task on September 26, 1984 and held eight days of meetings during the next eleven months.

Members agreed to study and make recommendations in the following areas:

1. School discipline policies and their legal implications.
2. Truancy laws and current practices.
3. School dropout rates and programs.

4. Student learning environment.
5. Open campus versus closed campus.
6. Role of parents.
7. Setting corporal punishment policies.
8. Policies for students who work during school hours.
9. Promotion of students for social reasons.
10. Absenteeism policies.
11. District promotion of school-sponsored student trips.
12. Failure policies.

First, a questionnaire was sent to a random sampling of fifty-six school districts asking for copies of their student discipline and attendance policies and asking for information about the methods used in adopting these policies. The responses were analyzed and put in chart form. A summary of the results appears in Appendix A.

The Subcommittee discussed whether to hold public hearings to solicit input from interested parents and students, but decided that students and parents of students who are frequently absent or are discipline problems would be unlikely to attend such a hearing. Therefore, members agreed that they would solicit comments on an individual basis from parents and students.

In lieu of public hearings, the Subcommittee heard presentations and asked questions of a number of individuals who are knowledgeable about the specific areas of concern. They heard from a national consultant on student absenteeism, an authority on student failure and social promotion, and an authority on school discipline, corporal punishment, and truancy. In addition, the Subcommittee also heard presentations from Department of Public Instruction personnel, area education agency personnel, a school principal, and school guidance personnel. The Subcommittee also surveyed the pertinent literature.

Appendix B provides a listing of meeting dates, the subject areas considered by the Subcommittee at the meetings and the names and titles of presenters. Appendix C includes a bibliography of information reviewed by the Subcommittee.

EDUCATIONAL FRAMEWORK SUBCOMMITTEE REPORT

The State of Iowa has consistently held a national reputation as a leader in education. One of the foremost reasons for this reputation is that its general population believes education is important. Contributing to the excellence of its reputation is the kindergarten through grade twelve educational framework which has evolved in Iowa over the last century. This framework consists of a state governing board and department, 438 local school districts providing kindergarten through grade twelve, fifteen area education agencies furnishing regional services to schools, fifteen area schools that provide vocational training and/or the first two years of college and three state universities comprise the present public system. In addition, the educational framework includes the nonpublic schools and public and nonpublic colleges and universities. This Report focuses upon the kindergarten through grade twelve system and addresses higher education only to the extent that it impacts upon or is impacted by kindergarten through grade twelve.

While research indicates that other states insist on stronger regulation at the state level, with local districts obliged to follow statewide mandates in curriculum course content, graduation requirements, educator salaries, and textbook selection, this has not been necessary in Iowa. The general public at the local school district level demands the right to determine the standards and quality of education for its children, and Iowa's educational framework has allowed this.

Just as airplanes have replaced Conestoga wagons for carrying us to distant destinations, there is a need to determine whether the present structure can carry us into the technological era. The education of tomorrow's children will require emphasis on "learning to learn" competencies rather than static skills. Individual learning techniques, rather than classroom lectures, must be more effectively utilized to help children respond to society's changing needs.

The Subcommittee set out to determine whether the existing framework can meet the needs of the 1990s and propel Iowa into the 21st century. After intensive study, the Subcommittee concluded that the present framework of legally created entities is not only able to do this, but also is structured in such a way as to be able to remain responsive to the educational needs of the state's population. Any recommended changes in the framework should not significantly alter the balance between state and local control. Refinements to improve standards, to improve the delivery of educational services, and to provide support to local districts should be made within the existing framework.

The State Board of Public Instruction's role should emphasize leadership, support, and service. Since their creation in 1954, the State Board of Public Instruction, and the Department of Public Instruction under it, have provided general leadership, regulatory authority, and enforcement mechanisms under which the schools operate. The need for strong leadership has become increasingly important as our society has evolved from agrarian to industrial to the present information society. The State Board, the State Superintendent, and the staff of the Department need to provide this leadership if local school districts are to receive the assistance and guidance they need in effecting school improvement.

The Subcommittee views the services provided by the fifteen area education agencies as a vital supplement to the system and wishes to see them continue to assure equality of educational opportunity throughout the state. Since 1975, the area education agencies have served as an intermediate service unit between the State Department and local school districts by providing special education, media, and educational services.

The framework of the educational system includes many fine approved nonpublic schools that provide an alternative for those individuals who want to educate their children in a setting outside of the public schools. Approved nonpublic schools have always been required to meet the same education program standards as public schools, and there is a need to continue these requirements.

In this Report the Subcommittee has recommended refinements to augment the present framework, such as the provision of additional resources and staff at the state level, a more clearly defined role for area education agencies, and more assistance to local school districts. Although community leaders and educators have attempted to maintain a quality education for students during a period of economic downturn, inadequate financial resources have not always allowed them to do this. As a result, the educational opportunities of students may have been limited. The Subcommittee hopes that community leaders and educators will not be satisfied with the status quo, but will pursue excellence in an effort to provide schooling that will prepare students to live and work in the changing society of the future.

I. THE SUBCOMMITTEE BELIEVES THAT THE DAY-TO-DAY OPERATION OF SCHOOLS IN THE STATE SHOULD BE DETERMINED AT THE LOCAL LEVEL. THE STATE BOARD OF PUBLIC INSTRUCTION NEEDS TO REEXAMINE THE STRUCTURE AND DIRECTION OF THE DEPARTMENT OF PUBLIC INSTRUCTION IN ORDER TO PROVIDE INCREASED LEADERSHIP AND SERVICE.

A. The State Board of Public Instruction and its Department presently have three functions: leadership, regulation, and operations. There is a need for them to expand their activities in all of these areas, particularly in the area of leadership. Within this area, the State Board and Department need to increase the number and type of services they provide. This will require additional staff and resources. Adequate staff and funding for the State Board and its Department of Public Instruction to carry out its present functions have not been a priority of the Legislature. There was a decrease of approximately \$80,000 in appropriated moneys between the 1984 and 1985 fiscal years. The number of employees listed in the table of organization has declined from 190 in December 1981 to 177 in December 1983. This has not been the case in the appropriations to other departments of the state. The 438 local school districts who look to the State Board and Department for information and guidance have voiced frustration and concern about the State Board's and Department's ability to lead the educational system in the State, and the Subcommittee agrees with their assessment. If the State Board and Department are expected to expand their responsibilities, as well as carry out their present ones, more staff and funding will be necessary.

RECOMMENDATIONS:

1. The Subcommittee recommends that as a first step toward making the State Board of Public Instruction and its Department reflect their responsibility for the education of all students in Iowa, not just those enrolled in the public school system, the names be changed to State Board of Education and Department of Education, respectively. In addition, the Superintendent should become the Commissioner of Education since the agency head's role is to act as a chief executive officer of a governmental agency rather than to act as a superintendent.

2. The Subcommittee recommends that in addition to its current responsibilities, the State Board of Public Instruction must develop and/or expand its applied research and development capabilities, market research, human resource development functions, and structures and procedures for providing additional assistance to those under its governance.

3. The Subcommittee recommends that the State Board of Public Instruction, if it is to become more visible and effective, needs permanent staff assigned to assist it. The State Board staff should not have additional functions to perform within the Department of Public Instruction.

4. The Subcommittee recommends that the State Board of Public Instruction review information collected by the Department of Public Instruction on the Basic Educational Data System (BEDS) and evaluate its usefulness. This should be accomplished by a committee appointed by the State Board consisting of departmental staff and representatives from the various education components. Once the committee has reported to the State Board, the State Board should determine the information to be collected.

5. The Subcommittee recommends that as a part of its research and development activities, the State Board: Create a process to broadly disseminate the research and development findings to education professionals; set up pilot programs throughout the state in competency testing, curriculum development, discipline, and time usage, in addition to a wide range of educational development needs; develop processes to facilitate the exchange of information between local school boards and staffs; conduct a statewide educational needs

assessment to determine state directions; and provide assistance to local districts, area education agencies, and merged area schools (community colleges) with the needs assessments required of them under Section 280.12 of the Iowa Code.

B. The Iowa Superintendent of Public Instruction has significant responsibilities in guiding Iowa's educational future. It is important to compensate the position adequately in order to attract and retain the best qualified person. The State Board of Regents maintains a competitive position by being permitted to employ and compensate the Presidents of the three State Universities under its control. However, the State Board of Public Instruction presently only has the authority to employ the Superintendent subject to Senate approval, and does not formally evaluate the Superintendent's performance. The Superintendent's salary is set by the Legislature and the Governor.

RECOMMENDATION:

6. The Subcommittee recommends that the State Board of Public Instruction have sole authority to employ, compensate, evaluate, and dismiss the Superintendent of Public Instruction. The Superintendent's term should remain at four years subject to annual performance reviews. The State Board should create a job description for the position and ensure that the Superintendent's performance is evaluated annually to determine the extent to which the Superintendent has provided effective leadership to the Department. The Superintendent should be provided due process under Chapter 279, of the Iowa Code.

C. Because of rapid changes occurring in the field of education, it is important for both the Department of Public Instruction staff and members of the State Board of Public Instruction to become and remain aware of the new research and developments in education. With current budget restrictions, travel and continuing education have been severely curtailed.

RECOMMENDATION:

7. The Subcommittee recommends that the Department of Public Instruction and State Board of Public Instruction members have sufficient and designated budget available to them for necessary travel and educational needs in order to remain knowledgeable about education issues in this and other states. Travel decisions should not be subject to Executive Council approval for each specific trip.

D. After reviewing the present laws and rules relating to education, the Subcommittee became aware that many are antiquated or no longer applicable. In addition, this and other subcommittees and the Task Force have made a number of recommendations for change that can be implemented by State Board of Public Instruction action.

RECOMMENDATION:

8. The Subcommittee recommends that the Legislature require the State Board of Public Instruction and Department of Public Instruction by September 1, 1985 to examine the current school laws and administrative rules including those that relate to local districts, area education agencies, and merged area schools to determine their usefulness and examine the recommendations of the Task Force which can be implemented by the State Board. The Legislature convening in 1986 should make appropriate legislative changes.

E. Those individuals new to the educational system of the state often are not knowledgeable about the state's educational structure and the responsibilities and actual operation of each of the various components. This information can be useful in promoting a "team approach" to enhancing Iowa's education system. Frequently, new educators are not aware of the services provided by the area education agencies.

RECOMMENDATION:

9. The Subcommittee recommends that the State Board of Public Instruction require approved teacher education institutions to include within their curricula information about the structure and responsibilities of each of the various components of the state's educational structure, particularly the role of area education agencies.

F. There is a continuing need for internal review of the organization of the Department of Public Instruction and the effectiveness of its assignment of divisional responsibilities. If the role of the State Board of Public Instruction is changed as a result of the recommendations of this Task Force, internal reorganization of the Department may also be required. In addition, it is important to continually evaluate those individuals employed by the Department who are responsible for promoting and coordinating effective education.

RECOMMENDATIONS:

10. The Subcommittee recommends that the State Board of Public Instruction create a study committee, composed of State Board Members, Department of Public Instruction

staff, and key members of the Legislature to review the table of organization and funding of the Department. The Study Committee should determine whether changes need to be made to fulfill both the present and expanded roles recommended in the Task Force Report. Additional Department staff and funding will be necessary to provide assistance to local school districts to meet the recommendations of the Task Force. The Department may want to employ an outside consultant to assist in the organizational study.

11. The Subcommittee recommends that although evaluation of Department of Public Instruction employees currently takes place, the State Board of Public Instruction review the evaluation process in light of the recommendations of the Task Force Report.

II. THE SUBCOMMITTEE BELIEVES THAT PARENTS HAVE THE RIGHT TO CHOOSE AN EDUCATIONAL SETTING THAT THEY BELIEVE BEST MEETS THE NEEDS OF THEIR CHILDREN. HOWEVER, THIS SETTING MUST MEET SPECIFIED STANDARDS.

A. The approved nonpublic schools in Iowa must meet the same requirements and standards as the public schools. There is no assurance that the nonapproved nonpublic schools or students in home study situations meet these required standards. The state must ascertain whether students enrolled in nonapproved nonpublic schools or home study situations receive minimal quality education.

RECOMMENDATIONS:

12. The Subcommittee recommends that a one-year study of the nonapproved nonpublic schools and home instruction of the nonapproved nonpublic schools and home instruction be carried out by the Department of Public Instruction. The study should include monitoring and evaluating the progress of students to determine the effectiveness of the education received by these students. The Department should make appropriate legislative recommendations based on outcomes of the study. The study should assure the participation of all stakeholders in nonapproved and home study educational activities.

13. The Subcommittee recommends that truancy laws used to enforce state control over educational standards in home study and nonapproved nonpublic schools be enforced by the Attorney General of Iowa rather than by the county attorneys.

III. THE SUBCOMMITTEE BELIEVES THAT EDUCATIONAL IMPROVEMENT CAN TAKE PLACE MOST EFFECTIVELY AT THE BUILDING AND DISTRICT LEVEL. IT IS IMPORTANT TO PROVIDE AN EDUCATIONAL STRUCTURE AT THE LOCAL LEVEL WHICH WILL ALLOW PRINCIPALS OR HEAD TEACHERS TO FULFILL THE ROLE OF INSTRUCTIONAL LEADER.

A. As a result of Iowa's decentralized system of education, each school district organizes its school in a manner to reflect and meet the needs of its local community. The number, location, and utilization of buildings vary widely. While a full-time principal for each school is critical to educational excellence, districts with few teachers in a particular building have cost factors and limitations which have to be taken into account. It is imperative, however, that each building have a professional staff person identified as responsible and available for instructional leadership.

RECOMMENDATION:

14. The Subcommittee recommends that the proper structure for effective leadership in a school setting is to have a principal or a head teacher employed for every fifteen education professionals. Each principal or head teacher should possess appropriate certification or classroom experience for the assigned level of principalship or leadership.

B. The approximately 3,000 school board members in this state play a crucial role in the effectiveness and quality of the education delivery system in local districts, area education agencies, and merged area schools. They serve endless hours without compensation and deserve recognition. The effectiveness of a school or educational agency is directly related to the knowledge possessed by its governing board. Each board member needs to be aware of changes, trends, and new directions in education. Although the Iowa Association of School Boards holds regional meetings and provides excellent information to local school board members, board members have the option of whether to attend these meetings. The average length of service on local school boards is only four years, one year in excess of a single term. It appears that given the average term length, boards, because of frequent turnover of members, cannot become familiar with the complex educational issues upon which they must make decisions. More effective board members are a definite benefit.

RECOMMENDATION:

15. The Subcommittee recommends that the Legislature mandate the completion of eight clock hours of annual continuing education for local, merged area school, and area education agency board members. The Department of Public Instruction, with the area education agencies and in cooperation with the Iowa Association of School Boards and the Iowa Association of Community College Trustees, should provide educational opportunities

for board members in areas such as personnel, administration, staff evaluation and development, curriculum development, collective bargaining, discipline and competency testing. The courses should be provided quarterly and the locations should be geographically dispersed. Each district should maintain a travel fund so that board members can meet the mandated requirements.

C. The intent of Section 280.12 of the Iowa Code is to mandate the completion of a needs assessment and the development of long range plans by local school districts. Discussions with Department of Public Instruction personnel about the information contained in reports of progress filed by school districts with the Superintendent of Public Instruction indicate that the Section needs clarification and monitoring. The value of determining educational needs, developing plans to meet these needs, and evaluating the progress cannot be overemphasized in today's rapidly changing world.

RECOMMENDATION:

16. The Subcommittee recommends that the Department of Public Instruction and area education agencies take a more active role in assisting districts to conduct a needs assessment and develop long range plans under Section 280.12 of the Iowa Code. Evaluations of progress toward meeting the needs of the district should be required on an annual basis and should include a statement of goals and priorities. The entire community, not just the educational community, should assist in meeting the requirements of the Section.

D. It has become evident that the need for quality education in the lives of young people in this state cannot be delivered at too early an age. Early learning experiences result in benefits to students during their elementary and secondary years.

RECOMMENDATION:

17. The Subcommittee recommends that if school districts choose to offer preschool education for three and four year olds, necessary funding for the cost of the preschool program should be included in the state foundation formula.

IV. THE SUBCOMMITTEE BELIEVES THERE IS A NEED TO INCREASE COMMUNICATION BETWEEN LOCAL SCHOOLS AND THE COMMUNITY. IT IS THE RESPONSIBILITY OF THE LOCAL BOARD TO ASSUME THE INITIATIVE IN ESTABLISHING THESE RELATIONSHIPS.

Approximately 75 percent of property taxpayers in a local school district do not have children in school. To

effectively promote and maintain the school is a crucial responsibility of the entire community. A school board can benefit from successfully involving in school activities those individuals who do not have school aged children.

RECOMMENDATION:

18. The Subcommittee urges local school districts to expand the use of their facilities for community purposes and to use the community for school purposes. This can be accomplished if local boards develop and adopt a set of policies for these purposes.

V. THE SUBCOMMITTEE BELIEVES THERE SHOULD BE BETTER COMMUNICATION AND ARTICULATION AMONG ALL SEGMENTS OF EDUCATION IN IOWA, INCLUDING THE LOCAL SCHOOL DISTRICTS, MERGED AREA SCHOOLS, PRIVATE COLLEGES AND UNIVERSITIES, PUBLIC UNIVERSITIES, AREA EDUCATION AGENCIES, THE LEGISLATURE, AND EDUCATIONAL INTEREST GROUPS.

A. The Subcommittee heard from a number of sources that although the dialogue occurring among the kindergarten through grade twelve school districts, merged area schools, public and private colleges and universities, area education agencies, the Legislature, and the various education interest groups seems to be improving, each segment still continues to have its own separate goals and activities. The promotion of education in Iowa is fragmented, and long-range planning is not evident. There is a need for the State Board of Public Instruction to provide leadership toward the achievement of common educational goals. The study conducted by the Board of Regents' and the State Board of Public Instruction's Joint Committee on Instructional Development and Academic Articulation in Iowa appointed by the State Board of Regents and the State Board of Public Instruction was an important first step in filling this gap.

RECOMMENDATION:

19. The Subcommittee recommends that the Legislature require the State Board of Public Instruction to develop and adopt a five-year plan for the achievement of common and significant educational goals in Iowa. The State Board should consult with kindergarten through grade twelve school districts, merged area schools, the State Board of Regents, private universities and colleges, area education agencies, the Legislature, and the various education interest groups in developing the plan and should issue an annual report of progress under the plan. This annual report of progress should provide an annual review of the current state of educational quality in the state, including but not limited to, goals revision; specific improvements occurring; and the integration

of planning with higher education, business, industry, and labor. It should record progress in curriculum development; educational structure changes; professional staff development; student responsibility; and achievement indicators for students, teachers, and administrators.

VI. THE SUBCOMMITTEE BELIEVES THE AREA EDUCATION AGENCIES PROVIDE A VALUABLE INTERMEDIATE SERVICE FUNCTION. THERE IS, HOWEVER, A NEED TO MORE CLEARLY DELINEATE AND COMMUNICATE THEIR ROLE. THE SUBCOMMITTEE BELIEVES EACH AREA EDUCATION AGENCY SHOULD ASSUME A LEADERSHIP ROLE IN PROVIDING STAFF DEVELOPMENT AND SCHOOL IMPROVEMENT ACTIVITIES IN CONSULTATION WITH AND FOR LOCAL SCHOOLS IN THEIR AREAS.

A. A recent study completed by the Legislative Fiscal Bureau outlined several concerns about the responsibilities of area education agencies including an absence of clear goals and objectives in the laws establishing them and in departmental rules, disparities in programs and services from one area to another, duplication of area education agency programs by local districts, and a lack of uniform measurement and cost accounting procedures.

RECOMMENDATION:

20. The Subcommittee recommends that representatives of the area education agencies and the Department of Public Instruction review the recommendations in the Legislative Fiscal Bureau program evaluation of area education agencies. The Department should recommend legislative changes, if needed, to the Legislature no later than January 1, 1985. As part of the study, the Department and area education agency representatives should review the workload and structure of the area education agencies and determine whether there are certain minimum sizes necessary for an intermediate service unit to be effective. If changes in boundaries are recommended, the Department should consider the feasibility of recommending similar boundary changes for the merged area schools.

B. Advisory committees have been established routinely by area education agency boards to provide essential knowledge and expertise in assisting the area education agencies to meet their responsibilities. Each area education agency has created a number of advisory committees made up of teachers, parents, administrators, and specialists in various areas in which the area education agency provides services, such as special education and gifted and talented programs. It appears that not all area education agencies are utilizing these advisory committees as effectively as they could or should be.

RECOMMENDATION:

21. The Subcommittee recommends that the State Board of Public Instruction convene a study committee composed of local school district administrators and teachers and area education agency representatives to review the present status of advisory committees appointed by area education agency boards. The study committee should report to the State Board and area education agencies within twelve months, listing the advisory committees in existence and the composition of their memberships, determining whether they are being utilized as effectively as possible, and reviewing additional areas in which advisory committees can be used to help implement recommendations of the Task Force.

VII. THE SUBCOMMITTEE BELIEVES THAT LOCAL SCHOOL DISTRICTS SHOULD BE ENCOURAGED TO WORK WITH OTHER SCHOOL DISTRICTS AND WITH THE MERGED AREA SCHOOLS TO PROVIDE PROGRAMS AND SERVICES THAT THEY CANNOT PROVIDE ALONE AND THAT ARE NOT PROVIDED THROUGH THE AREA EDUCATION AGENCIES.

A. Many smaller districts, using the authority granted in Chapter 28E of the Iowa Code that provides that any function a governmental entity or agency is authorized to do on its own can be done under a contractual agreement with another governmental agency or entity that has this authority, are providing programs and services to their students on a shared basis with other districts or with an area school. The Iowa Code grants to the merged area schools the function of providing vocational and technical training to high school students. In some areas of the state, the merged area schools have worked with school districts to provide vocational programs for the school districts. This is not the case on a statewide basis. In addition, limited sharing occurs to a limited degree between local districts for both vocational and general academic courses.

RECOMMENDATIONS:

22. The Subcommittee recommends that the Department of Public Instruction encourage the merged area schools and school districts to coordinate vocational offerings to high school students and that opportunities for additional sharing be pursued.

23. The Subcommittee recommends that the weighting formula for sharing students between districts be increased to encourage the sharing of programs.

EDUCATIONAL FRAMEWORK SUBCOMMITTEE PROCESS

Task Force member Karen Goodnow, President, State Board of Public Instruction, was assigned to develop recommendations in the area of educational framework or structure. She selected the following individuals to assist her:

Dr. William Clark, Administrator
Heartland Area Education Agency
Ankeny, IA

Dr. Harold Guthrie, Superintendent
Cedar Rapids Community School District
Cedar Rapids, IA

Mr. Francis Morrow, Superintendent
Wall Lake Community School District
Wall Lake, IA

Sister Dolores McHugh, Superintendent
Diocese of Des Moines
Des Moines, IA

Dr. Gordon Shipp, President
Faith Baptist Bible College
Ankeny, IA

Ms. Garnet Williamson
Elementary School Classroom Teacher
Pleasant Valley Community School District
Bettendorf, IA

Mrs. Jane Milleman
Parent
Ames, IA

The Subcommittee began its task on September 16, 1983 and held eight days of meetings during the next ten months. Members agreed to study and make recommendations in the following areas:

1. Responsibilities and authority of the State Board of Public Instruction and the Department of Public Instruction.
2. Responsibilities and authority of area education agencies.
3. Responsibilities and authority of local school districts.
4. Role of nonpublic schools.
5. Home study and nonapproved nonpublic schools.
6. Sharing between school districts.

7. Alternative school year.
8. Relationships between schools and the community.
9. Feasibility of establishing a strategic planning office as a support group for education.
10. Management training for school personnel.

The Chairperson, in her selection of Subcommittee members, took into account the various interests involved in the areas of consideration of the Subcommittee. Members selected represented nonpublic approved schools, private religiously affiliated colleges, teachers, area education agency administrators, local school district superintendents, parents, and the State Board of Public Instruction.

In order to develop specific recommendations, the Subcommittee heard presentations about educational structure as it exists in other states, the history of educational

structure in Iowa, and a school improvement model used throughout the United States. In addition, the Subcommittee studied the report relating to area education agencies prepared by the Legislative Fiscal Bureau Program Evaluation Division, and heard from a representative of the Iowa Association of School Boards, individuals from the Department of Public Instruction, and university faculty.

The Subcommittee reviewed in chart form those responsible for making education decisions in this state and used the results of their discussions in making recommendations.

Appendix B provides a listing of meeting dates, the subject areas considered by the Subcommittee at the meetings, and the names and titles of presenters. Appendix C includes a bibliography of information reviewed by the Subcommittee.

INTRODUCTION TO TASK FORCE RECOMMENDATIONS

During the course of the study, the Task Force continuously reviewed the belief statements, rationale, and recommendations developed by each subcommittee. As the subcommittees completed their work, it was apparent that recommendations relating to research and development, educational standards for school districts, and vertical and horizontal articulation of subject matter were significant concerns that were addressed by a number of the subcommittees in a slightly different manner. The Task Force itself developed a recommendation for each of these areas that combines the various approaches of the subcommittee recommendations. In addition, the Task Force adopted a recommendation relating to collective bargaining.

With more than one hundred fifty recommendations emanating from this Report, some requiring legislative action, others that can be implemented by action of the State Board of Public Instruction or the school districts themselves, the Task Force believes that its mandate should be continued for a two-year period to monitor implementation of its recommendations.

The five Task Force recommendations follow. The reader may wish to refer to the separate subcommittee reports for background information and rationale for the Task Force recommendations that have been built upon specific subcommittee recommendations.

F.I.N.E.

FIRST IN THE NATION IN EDUCATION

As the subcommittees searched for research findings in their subject areas, frequently they discovered that no hard data were available to lead them in developing their recommendations. Members were aware that further research about how children learn is needed. Therefore, subcommittees of the Task Force have recommended a significant expansion in research and development efforts in education. The Task Force recommends the establishment of F.I.N.E., First In the Nation in Education. The charter of F.I.N.E. should be broadly conceived to permit the Board of Directors to provide financial support for any program that in its judgment would improve public education. However, among the specific purposes for which the organization should be created are the following:

1. Long-term basic research into educational practices:
 - a. how learning takes place,
 - b. relationship between technique and result,
 - c. curriculum development and planned outcomes,
 - d. technology and education, and
 - e. evaluation of teachers, administrators, and students.
2. Collection, analysis and dissemination of research developments from around the world.
3. Establishment of linkages with regional educational labs and research institutes.
4. Development of support programs to attract able college students to teaching, especially in the areas of critical shortages.
5. Assistance in coordinating and tracking research efforts at college and universities in this state.
6. Development of programs to support innovative improvements and career development of teachers, including possible clerkships or internships in private industry or public agencies; research projects in postsecondary institutions; scholarships for workshops, classes, seminars, colloquy and courses in subject related areas including travel funds where appropriate; scholarships for certified teachers who wish to retrain in areas of critical need; and grants to underwrite traveling workshops for teacher inservice at the district or area levels.
7. Development and support of innovative, cooperative programs for small rural districts to provide excellence in advanced subjects especially science, mathematics, and foreign languages.

F.I.N.E. might either employ a staff to conduct research or contract with colleges and universities in Iowa to conduct the research. Its research activities should not duplicate educational research efforts taking place in Iowa's colleges and universities.

F.I.N.E. is conceived as a joint venture of public and private effort. The Board would consist of 12 public members selected on a nonpartisan basis to include representatives of business, labor, and the general public with a demonstrated interest in educational excellence, six to be appointed by the Governor and six by the Legislative Council. An additional twelve board members would be selected by constituent groups, two appointed by the Iowa State Education Association, and one each appointed by the Iowa Association of School Boards, the Iowa Association of School Administrators, Educational Administrators of Iowa, the Department of Public Instruction, the State Board of Regents, the Iowa Association of Independent Colleges and Universities, the Iowa Association of Community College Trustees, the Iowa Association of Nonpublic School Administrators, People United for Rural Education, and the Parent Teachers Association of Iowa. Initial funding would be by a one-time appropriation of \$20,000,000 by the Legislature, conditioned upon raising of \$10,000,000 from private sources, including other foundations. Thereafter, interest earned on these funds would provide on-going funding supplemented by programs of annual giving, grants from other foundations, and federal grant monies.

School districts are responsible for the day-to-day operations of the educational system. The area education agencies provide services to the local school districts. The Department of Public Instruction is responsible for setting standards and servicing the area education agencies and local school districts. The Department of Public Instruction is responsible for short and medium-term research in teaching techniques and developing the exchange of information and ideas between districts. F.I.N.E. is involved in the long-term research, development and support of educational practices.

F.I.N.E. can be an extremely important "think tank" in education for the nation. It would go a long way toward leading Iowa to the number one position.

CURRICULUM COORDINATION AND ARTICULATION

The Task Force has made one hundred sixty-two recommendations that it believes will bring about needed improvements in the educational system. A common thread that appears throughout these recommendations is the need for improved communication processes. Although there is a need to improve communications processes throughout the educational sector, the Task Force believes that in order to make improvements in school curricula, communications and interactions must occur among educators of a specific subject area (vertical articulation) and across subject areas (horizontal articulation).

The following example illustrates the need for improved vertical articulation: A third grade elementary school teacher who teaches mathematics, an eighth grade mathematics teacher, a high school advanced algebra teacher, a merged area school (community college) mathematics instructor, and a professor of calculus at a college or university have little or no contact with one another. Each takes the students with the preparation they already possess and imparts his or her knowledge appropriate to the specific level without reference to how his or her component fits into the total mathematics picture.

While it is true that many teachers and curriculum coordinators employed by local school districts, area education agency curriculum consultants, and faculty members from higher education institutions are members of their specific subject matter associations, these associations do not necessarily fulfill the communication needs across the various levels. The associations generally hold workshops and publish journals describing recent research in order to keep their members abreast of developments in the subject area. However, the number of teachers able to actively participate in the activities is limited because fees must often be paid by the teachers themselves and it is frequently difficult for teachers to attend meetings or conferences during the school day or on weekends. These associations do not usually address articulation of the subject area per se.

The Joint Committee on Instructional Development and Academic Articulation in Iowa, established by the State Board of Regents and the State Board of Public Instruction, concluded in its final report issued in February 1984 that intradisciplinary academic articulation is not taking place to the extent that it should and recommended that this articulation among Iowa's educational system be encouraged and expanded. However, the Joint Committee stopped short of recommending a process for bringing about further articulation.

The Task Force recommends that the State Board of Public Instruction meet with the State Board of Regents and with representatives from the Iowa Association of Community College Trustees and the Iowa Association of Independent Colleges and Universities to jointly appoint broadly-based advisory committees in specific subject areas to be known as curriculum coordinating committees. Each curriculum coordinating committee should include elementary teachers, secondary teachers, merged area school faculty, college and university faculty members, area education agency consultants, school district curriculum coordinators, and other education professionals deemed necessary by the appointing committee.

The committees should meet at least biannually to develop a model curricula that is integrated from kindergarten through college. As a component of the meetings, the members should conduct a dialogue about recent research in the specific subject area, the present state of

the curriculum at each level, new learning concepts and techniques, and development of ways to enhance vertical articulation of the curriculum so that the teachers or instructors at each level see themselves as an integral part of the learning process for a subject area. Once a model curriculum is developed, the committee will need to review and refine the model.

The committees should be jointly staffed by the State Board of Regents and the State Board of Public Instruction and funding should be provided so that these committee members can participate without using their own money and without using personal leave.

The results of the meetings including the model curricula and other reports of the Curriculum Coordinating Committees should be transmitted to the State Board of Regents and the State Board of Public Instruction and should be widely disseminated to teachers of the specific academic disciplines at all levels. The committees' reports should be an integral part of the Five Year State of Education Plan and the Annual Report of Progress of the State Board of Public Instruction recommended by the Educational Framework Subcommittee of the Task Force.

The need for improved horizontal articulation is just as important as the need for improved vertical articulation. The various subcommittees of the Task Force are recommending that schools in this state emphasize the teaching of critical or higher order thinking skills in a competency based approach. This approach requires the use of teaching techniques that differ from those used in many schools today. The teaching emphasis for this approach is on the development of such skills as reading and comprehension, writing, speaking and listening, problem solving, conceptualizing, reasoning, analyzing, and learning-to-learn. The development of these skills crosses subject area lines. If school districts are to effectively teach higher order thinking skills to their students, there is a need for communication and articulation across subject areas. To do so will require assistance from the state. The Task Force makes the following recommendation to complement Recommendation 10 of the Curriculum Subcommittee.

The Task Force recommends that the State Board of Regents and the State Board of Public Instruction and representatives from the Iowa Association of Community College Trustees and the Iowa Association of Independent Colleges and Universities designate representatives from the various Curriculum Coordinating Committees as well as individuals knowledgeable about various interdisciplinary approaches to jointly designate the formation of interdisciplinary advisory committees for each of the various competency areas.

An example of using an interdisciplinary approach means that although writing, speaking, and listening skills will be stressed in English and language arts classes, these skills will also receive attention in other subject area classes as well.

The interdisciplinary committees should be staffed and funded in the same manner as the curriculum coordinating committees. The committees would work toward interdisciplinary articulation and develop and disseminate curriculum plans and programs. Reports of their process and progress should be made available in the same manner as reports of the curriculum coordinating committees and they should also be included in the Five Year State of Education Plan and the Annual Report of Progress of the State Board of Public Instruction.

'90 REVIEW PROCESS

The Task Force believes that educational excellence can be achieved in a variety of settings and circumstances. Because each local school district is unique, diversity in educational programs in Iowa does and should continue to exist. However, to ensure that within this diversity there are both quality and equality, the Task Force believes that in some areas there must be commonality. This commonality extends beyond the present state standards for approval of schools. Based upon its six areas of study, the Task Force has identified a number of elements that it believes should be common to all school districts and it believes that these elements need to be included in the state standards. If these elements are present in a district, there will be available the necessary time, leadership, expertise, mechanisms, cooperation, and communication essential to plan, develop, and deliver an educational program that will enable all students to have the opportunity to acquire the knowledge and competencies necessary to achieve the desired outcomes of a quality education.

The Task Force recommends that the Legislature enact legislation that requires the State Board of Public Instruction to adopt by July 1, 1987, new standards for school districts. These standards should include the elements that the Task Force has identified as those that should be common to all schools. Current research conducted in the field of education may provide additional elements. The recommendations of the Task Force, as well as current research, should serve as the basis for the specific criteria used in developing the standards. At a minimum, the standards that are developed should include the following elements and should require each district to:

1. Conduct needs assessments and develop long-range plans as provided for in Section 280.12 of the Iowa Code.
2. Make certain that local school board members receive annual educational training.
3. Have well-defined administrative roles and practices that do not include combined superintendent and principal positions.
4. Meet defined administrator-teacher ratio guidelines which should include an instructional leader in place in each school building.
5. Implement an effective personnel evaluation process for teachers, administrators, and support service personnel.
6. Provide adequate time for staff development.
7. Adopt a staff development process.
8. Issue full-time contracts for educators. The additional time can be used for planning, developing, implementing, and evaluating programs as well as for developing staff and for added instructional time.
9. Make progress toward a career ladder concept with differentiated salaries.

10. Provide adequate support staff, including appropriate numbers and levels of counselors.
11. Adopt and carry out procedures for ongoing curriculum development.
12. Meet minimum curricular standards, including the coordination of extracurricular and academic educational goals.
13. Provide learning opportunities for students whose needs are not met in the conventional classroom.
14. Develop objectives for teaching specific competencies related to effective learning, working, and living; assess student achievement in acquiring these competencies, and provide achievement of these competencies; and provide students with a transcript of these competencies.
15. Integrate computer literacy into the curriculum.
16. Provide developmental career exploration activities for all students.
17. Ensure that students are engaged in a specific number of hours of formal academic instruction each year.
18. Adopt and communicate effective and fair student responsibility and discipline policies.
19. Involve community and parents in the educational process.
20. Utilize the services of the area education agency.
21. Offer jointly-administered vocational and academic programs with merged area schools (community colleges).
22. Develop partnerships with the private sector.
23. Communicate with both business and higher education concerning their expectations for adequate student preparation.

Review and revision of the standards by the State Board should be a part of the five-year state plan for education.

The Legislature should appropriate funds for the Department of Public Instruction to provide technical assistance to school districts to enable them to make substantial progress toward compliance with the standards adopted by the State Board.

On or before March 1, 1990, and on a three-year staggered basis thereafter, each school district must have submitted evidence to the Department that it has met the required standards. The Department shall make a report to the State Board on each following July first, listing those districts that have not met the standards. Local district boards may appeal the Department's finding to the State Board. The State Board will assume control over the school districts that do not meet the standards and either operate the districts from the state level or attach the districts to one or more contiguous school districts that have met the standards.

COLLECTIVE BARGAINING

Collective bargaining is the outgrowth of the need for teachers to achieve an acceptable standard of living and quality working conditions. Since passage of the Public Employment Relations Act in 1974, teachers in Iowa, as public employees, have had the right to negotiate certain terms of their contracts, including salary. Currently, teachers in approximately 85 percent of Iowa's 438 public school districts have chosen to bargain collectively.

The Task Force recommends a professional model for teachers, including increased salaries, extended contracts, processes to improve teacher competence, consideration of a career ladder, and increased involvement in decision making at the local level. There is a need to reexamine the system of collective bargaining and the factors traditionally associated with the negotiation process as these relate to this professional model. How collective bargaining is carried out will be extremely important to the quality of education in Iowa over the next ten years.

The Task Force recommends that the Legislature establish a bipartisan committee of Iowa citizens made up of people with extensive management and labor experience to carry out a one-year study beginning in January,

1985, on the future direction of collective bargaining for teachers in Iowa. The committee should report its findings and recommendations to the Legislature meeting in January, 1986. Areas of consideration of the committee should include, but not be limited to, the following:

1. How to increase trust between the collective bargaining units and administrations.
2. The advantages of three-year or longer bargaining agreements.
3. How both management and labor can be trained to carry out collective bargaining activities.
4. How to improve teacher involvement in the ongoing development of the educational system.
5. *Problems of professionalization in a collective bargaining atmosphere.*
6. Problems created by the inclusion of teachers under the general public collective bargaining laws of the state.
7. Problems of removing incompetent teachers under collective bargaining agreements.
8. Innovative ways to carry out the negotiation process.

TASK FORCE CONTINUATION

The Excellence in Education Task Force was created in an effort to provide an Iowa response to a number of reports on education issued at the national level. We believe that the recommendations of the Task Force and the subcommittees will improve our educational system when put into place.

The Task Force recognizes that some recommended changes can not be put into place immediately but will take proper planning and time to implement. The Task Force commends those school districts that have already initiated changes to implement recommendations contained in the reports.

Many of the recommendations of the Excellence in Education Task Force give direction to the State Board of Public Instruction, the area education agencies, or to the local school districts, and do not require legislative action. The Task Force recommends that the Legislative Council give authorization for the Task Force to continue to meet on a quarterly basis for two years to monitor the actions taken in response to the recommendations, to solicit information from various educational groups and agencies regarding improvement efforts, and to continue the recognition of education as a important issue in the State. The Task Force will issue an interim report every six months with a final report to be submitted to the Legislature in October 1986.

ACKNOWLEDGEMENTS

The Task Force gratefully acknowledges the assistance of numerous individuals. Three should be specifically mentioned. Personnel from Pioneer Hi-Bred International provided data processing, clerical, artistic and financial assistance. The Task Force also acknowledges the assistance of the Legislative Extended Assistance Group (LEAG) for its financial assistance to cover the costs of two of the surveys conducted by the Teaching Quality Subcommittee. The Task Force further acknowl-

edges the assistance of personnel from the Department of Public Instruction who provided information and assistance to several of the subcommittees.

Particular recognition should be given to the very hard work and dedication of Diane Bolender, Sue Lerdal, and Jan Sweeney, employees of the Iowa Legislative Service Bureau who served as staff to the Task Force. Without their work there would have been no report.

APPENDIX A

ADEQUACY OF PREPARATION FOR HIGHER EDUCATION AS PERCEIVED BY GRADUATES OF IOWA HIGH SCHOOLS

(Higher Education Subcommittee)

The intent of this study was to determine how graduates of Iowa high schools who are currently pursuing postsecondary education perceived their adequacy of preparation to be at the time of graduation from high school.

Data for the study, which took place in the spring of 1984, were gathered through a survey instrument distributed to 1,192 college students. Included in the survey were students enrolled at a selected number of three types of higher education institutions in Iowa (state universities, baccalaureate-granting private colleges or universities, and public two-year colleges) and students who were recent Iowa National Merit Semifinalists. A total of 639 instruments were returned for an overall response rate of 54 percent. The data were analyzed in the aggregate, as well as by type of institution and National Merit Semifinalist.

A number of factors related to preparation were investigated. An analysis of the data yielded the following major findings:

1. In only one of six academic competency areas (reasoning) did a majority of the college students perceive themselves as highly able at the time of graduation from high school. They were least likely to consider themselves highly able in the two areas of study habits and speaking and listening. In all six of the academic competency areas, the self-ratings of community college students were the lowest and those of the National Merit Semifinalists the highest.
2. In most academic content areas, the number of semesters of coursework completed by the Iowa high school graduates during high school approximated that recommended in A Nation at Risk. The two exceptions were in the content areas of computers and foreign language.
3. The types of writing activities that the college students performed most frequently during high school were creative and expository writing; those performed least frequently were the writing of critical essays or major research papers. They did not always receive feedback on their writing performance. The majority of the college students thought that they should have been required to do more writing during high school.
4. Assistance from counselors during high school was most sought or desired to resolve career or academic, rather than personal, problems or concerns. Many of the college students never sought the help of counselors in learning ways to study better.
5. Participation by college students during high school was greatest in athletics, student/community services organizations, and music and least in debate and speech contest. If they had it to do over again, they would participate more in student government, drama club, intramural athletics, student/community service organizations, publications, and varsity athletics.
6. Socializing consumed the greatest number of hours per week of the college students during high school. While they spent the next greatest number of hours per week reading magazines, fiction and nonfiction books, and newspapers, many hours of their week were also taken up in working and studying. On the average, they spent more time working than they did studying. Community college students worked nearly twice as many hours per week during their senior year as students who were National Merit Semifinalists.
7. The factors most frequently cited as being beneficial to preparation for college were courses taken, courses offered, parental support, and quality of teaching. Those most frequently mentioned as being detrimental were time spent watching television, attitude of peers toward academics, conduciveness of school atmosphere to learning, and quality of academic counseling.
8. Many of the college students reported that they should have been required to do more homework during high school. There were also many who thought the standards set by their teachers were too low and that there was too little unscheduled time in which to choose from a wide variety of activities.
9. A high school diploma was the predominant level of education for the mothers and fathers of the students attending the state universities, private four-year colleges and universities, and public two-year colleges. However, for the National Merit Semifinalists, a graduate degree was the predominant level for the fathers and a bachelor's degree for the mothers.

IOWA BUSINESS AND EDUCATION SURVEY: A STUDY TO EXAMINE THE WAYS IN WHICH BUSINESS AND EDUCATION COOPERATE AND THE PREPARATION OF HIGH SCHOOL GRADUATES FOR EMPLOYMENT

(Education and Industry Coordination Subcommittee)

The purpose of this study was to answer two major questions: What is the most effective way to prepare graduates of Iowa high schools for entry-level employment and in what ways can or do business and education cooperate?

The study, which took place in the spring of 1984, consisted of three separate surveys. Each survey was targeted to a different group and each was designed to investigate the major questions from a slightly different perspective. The three groups surveyed and the number in each who received surveys were over 6,600 businesspersons, all 429 local school district superintendents, and all 15 merged area school superintendents. The number of returned surveys from each group were 1,950, 356, and 12, respectively.

The analysis of the data from the three surveys yielded the following findings:

1. In only two of nine skill areas (computer and manual) are high school graduates currently meeting or exceeding the entry-level skill requirements presently desired by employers. Skill in all nine of these areas will be required to a greater degree in the future. The skills most desired of entry-level employees by business are of a personal nature. However, reading, communication, and writing skills are also highly desired. The least desired skills are of a vocational nature.

2. Both business leaders and local school district superintendents overwhelmingly favor a general education as the most effective means of preparing high school graduates for entry-level employment. The second most effective means is an emphasis on learning-to-learn techniques.

3. Most business leaders and local school district superintendents consider career counseling during high school very or somewhat helpful.

4. Business and education in Iowa currently cooperate in a number of ways and the climate appears to be favorable for increased cooperation. The two most common cooperative arrangements business has with education are providing work experience for students and hosting class visits. Business also frequently cooperates by allowing employees to assist teachers in the classroom and to serve on school advisory committees. There are, however, three types of cooperative relations in which business leaders expressed little interest in working with education: Providing awards and scholarships to educators, donating equipment or money for educational programs, and providing awards and scholarships to students.

5. Few barriers to cooperation were cited by either businesspersons or educators. The major one among business leaders was the inability to spare resources (time, people, equipment). While local school district superintendents recognized this as a problem, they cited the absence of major businesses in their area as the greatest problem. The barrier most frequently cited by community college superintendents, however, was conflicts or disagreements on policies or regulations.

6. Community colleges and local school districts currently operate a number of jointly administered programs and community colleges are interested in increasing the number. The major impediment appears to be lack of financial resources at both the local district and community college.

AN ANALYSIS OF STAFF DEVELOPMENT ACTIVITIES CONDUCTED IN IOWA'S PUBLIC ELEMENTARY SCHOOLS

(Teaching Quality Subcommittee)

The purpose of this study was to ascertain what types of staff development activities and procedures are used in Iowa schools and how they compare to principles and guidelines supported by research. These principles and guidelines served as the basis for the survey instrument that was developed and sent to teachers, principals, and superintendents in public elementary schools.

Random sampling was used to select the 200 teachers, while stratified random sampling (based on size) was used to select a total of 128 principals, 125 superintendents, and 40 principals who also serve as superintendents. Response rates ranged from 52 to 78 percent.

Based on an analysis of the data, it was found that the principles and guidelines emanating from research are

not effectively applied in staff development efforts in Iowa elementary schools. The efforts appear to be characterized by: A predominance of "one-shot" sessions, especially as the district size gets smaller; limited teacher involvement in designing, adopting, and implementing staff development projects; extensive use of a session presentation format that places teachers in a receptive, rather than active role; little or no individualized staff development assistance; sessions in which teachers often do not receive sample classroom materials; infrequent opportunities for teachers to practice new techniques in role playing or microteaching situations and to receive on-going feedback on their efforts to use a new skill in their own classroom; and the availability of few avenues for teachers to establish a peer support network and seek expert counsel.

PRACTICUMS USED IN UNDERGRADUATE TEACHER EDUCATION PROGRAMS IN THE STATE OF IOWA

(Teaching Quality Subcommittee)

The purpose of this study was to gather data detailing the type and duration of practicums required to Iowa's various undergraduate teacher education programs. Questionnaires were sent to all 29 of the state's teacher-training institutions. The following conclusions were drawn from the 21 forms returned:

ENROLLMENT PATTERNS

1. Some programs appear to lack a sufficient number of students and faculty to offer a quality program.
2. Enrollment in elementary programs has stabilized in the 1980's. Enrollment in secondary programs continues to drop steadily.
3. GPA is the only common criteria used to admit students into teacher education programs. GPA levels vary from 2.00 to 3.00. Letters of recommendation and satisfactory completion of courses are the only other requirements frequently used.

PRE-STUDENT TEACHING PRACTICUMS

4. The responding institutions all require pre-student teaching practicums. There is tremendous variation in the hours required and the opportunities provided.
5. After the initial pre-student teaching practicum,

most additional pre-practicums are tied to methods courses and are not separate courses.

6. Only one-fifth (4 institutions) require an all day pre-student teaching practicum.

7. Responses indicate approximately ten percent of the students decide to change career goals after their pre-student teaching practicum. The range in percentages of students dropping out of education reported by the institutions was from less than one percent to twenty-five percent.

8. Almost all pre-student teaching practicums are formally evaluated. Evaluations usually require the cooperating teacher to fill out an evaluation form and to recommend a letter grade or pass/fail mark for the student. The institution assigns the official grade.

STUDENT TEACHING

9. Length of student teaching ranges from 8 weeks to 16 weeks. All but two institutions require all day student teaching experiences.

10. Most student teachers are observed a minimum of four times by college supervisors. The number of visits varies with need.

PERCEIVED ADEQUACY OF NEW TEACHERS IN IOWA

(Teaching Quality Subcommittee)

This Study was conducted for the purpose of determining the perceived adequacy of Iowa teachers who have entered the profession within the past three years.

The data for the study, which took place in the summer of 1984, were gathered through a survey instrument. Stratified random sampling was used to select the 2,763 Iowa educators to whom the survey was mailed. Included in the sample were 700 new teachers (three years teaching experience or less), 850 experienced teachers (more than three years teaching experience), 663 teachers who have served as cooperating teachers for student teachers during the past three years, and 550 principals. A total of 1,055 instruments were returned, for an overall response rate of 38%. The data were analyzed in the aggregate, as well as by the variables of group (new teacher, experienced teacher, cooperating teacher, and principal); level (elementary, junior high/middle school, senior high); size of district; graduate of Iowa teacher preparation program; and type of school (public, private). The responses of those from the four groups were weighted in order to be able to generalize the findings.

Based on an analysis of the data, it was found that the areas in which new teachers are perceived to be most able

are preparing and using media, content preparation in their area of specialization, planning units of instruction and new lessons, teaching basic skills, and evaluating and reporting student work and achievement. The areas in which they are perceived to be least able are understanding and managing behavior problems in the classroom, mainstreaming handicapped students, working with children with learning problems, understanding the influence of laws and policies related to schools, and assessing learning problems.

The areas in which it was considered most important for new teachers to be proficient are the ability to understand and manage behavior problems in the classroom, maintain student interest, teach basic skills, and plan units of instruction and individual lessons. The area in which the largest gap occurred between perceived importance and teacher adequacy was understanding and managing behavior problems in the classroom, followed by methods of working with children with learning problems and working with parents. Relatively large gaps were also found in a number of other areas.

New teachers of today are perceived as improved over those entering the profession five years ago. More than half (57%) rated the present quality of new teachers as good to very good, an increase of ten percentage points over how they would have rated the quality of new teachers in 1979.

While nearly half the respondents considered that the amount of time spent by new teachers in field experiences during their preparation programs was about right, there were almost as many who thought the amount of time was too little.

ATTENDANCE AND DISCIPLINE POLICIES IN IOWA HIGH SCHOOLS

(Student Responsibility and Discipline Subcommittee)

The purpose of this survey was to gather information about the types of discipline and attendance policies in Iowa high schools and the procedure used in their development and enforcement.

A questionnaire was developed and mailed to the superintendents of 56 randomly selected school districts in the state in September, 1983; 37 instruments were returned for a response rate of 66 percent. A compilation of the responses provided the following information:

1. Not all the local school districts had board-adopted discipline and attendance policies.

2. Discipline and attendance policies were usually administrator-developed; teacher, student, parent, and/or community involvement was not a frequent occurrence.

3. There was considerable variation in the procedures followed by the local districts in enforcing attendance and discipline policies.

4. Less than half the districts had attendance and discipline policies that define expected behavior and specify penalties for infractions.

APPENDIX B

PRESENTATIONS MADE TO THE HIGHER EDUCATION SUBCOMMITTEE

November 9, 1983

Organizational meeting

December 12, 1983

Presenters:

Dr. John Martin
Director
Instruction and Curriculum Division
Department of Public Instruction
(Foreign language enrollments, offerings, and requirements)

Dr. Jack Gerlovich
Consultant-Science
Instruction and Curriculum Division
Department of Public Instruction
(Science enrollments, offerings, and requirements)

Dr. Tonya Urbatsch
Consultant-Mathematics
Area Education Agency 9
Davenport, Iowa
(Mathematics enrollments, offerings, and requirements)

Dr. John Cook
Consultant-Mathematics, Science, Computer Instruction
Area Education Agency 6
Marshalltown, Iowa
(Use of computers in the curriculum)

Mr. Richard Gage
Consultant-Social Sciences
Instruction and Curriculum Division
Department of Public Instruction
(Social Sciences curriculum)

Mr. Lory Nels Johnson
Consultant-Language Arts
Instruction and Curriculum Division
Department of Public Instruction
(Language arts curriculum)

January 18, 1984

Presenter:

Mr. Jim Sutton
Administrative Lobbyist
Iowa State Education Association
Des Moines, Iowa
(Achieving educational excellence)

February 22, 1984

Public Hearing:

Des Moines Area Community College
Ankeny, Iowa

Presenters:

Ms. Sharon Eckstrom
President
Iowa Vocational Association
Ankeny, Iowa

Ms. Shirley Muehlenthaler
Instructor
Health Occupations
Des Moines Area Community College
Ankeny, Iowa

Dr. Warren Dolphin
Chairman
Admission and Advisory Committee
College of Sciences and Humanities
Iowa State University
Ames, Iowa

Dr. Dale Ross
Freshman English Program
College of Sciences and Humanities
Iowa State University
Ames, Iowa

Dr. Jerold Matthews
Department of Mathematics
College of Sciences and Humanities
Iowa State University
Ames, Iowa

Dr. Edwin Lewis
Associate Vice President for Academic Affairs
Iowa State University
Ames, Iowa

Mr. Lloyd Miller
Professor of Anthropology and Spanish
Des Moines Area Community College
Ankeny, Iowa

Ms. Harriet Custer
Program Chairperson
Learning Center
Des Moines Area Community College
Ankeny, Iowa

Mr. M. Robert Anderson
Program Chairperson
Machine Drafting
Des Moines Area Community College (Urban Campus)
Des Moines, Iowa

Ms. Dolores Fortner
Legal Secretary Coordinator
Des Moines Area Community College
Ankeny, Iowa

Mr. Larry Parr
Principal
Ankeny High School
Ankeny Community Schools
Ankeny, Iowa

* *Written material on file with the
Legislative Service Bureau.*

Mr. C. D. Henry
Instructor
Heavy Equipment Program
Des Moines Area Community College
Ankeny, Iowa
Mr. Curt Vandivier
Director of Counseling
Des Moines Area Community College
Ankeny, Iowa

February 23, 1984

Public Hearing:

Buena Vista College
Storm Lake, Iowa

Presenters:

Sister Margaret Wick
Vice President and Academic Dean
Briar Cliff College
Sioux City, Iowa

Dr. Sharon Ocker
Chairperson
Education Department
Morningside College
Sioux City, Iowa

Mr. Richard Euchner
High School Principal
Storm Lake Community Schools
Storm Lake, Iowa

Dr. Fred Brown
Executive Vice President
Dean of Faculty
Buena Vista College
Storm Lake, Iowa

Mr. Boyd Cammack
High School Counselor
Storm Lake Community Schools
Storm Lake, Iowa

March 9, 1984

Public Hearing:

University of Iowa, Iowa City

Presenters:

Richard Remington, Chairperson of the
Joint Committee on Articulation
Vice President
University of Iowa
Iowa City, Iowa

Theresa Oehmke
Math Lab
University of Iowa
Iowa City, Iowa

Cleo Martin
Rhetoric Department
University of Iowa
Iowa City, Iowa

John Cox
Admissions
University of Iowa
Iowa City, Iowa

Juliet Kaufmann
Undergraduate Advising Center
University of Iowa
Iowa City, Iowa

Sharlene Gillette
Kirkwood Community College
Faculty Association President
Cedar Rapids, Iowa

Patricia Geadeimann
Office for Academic Affairs
University of Northern Iowa
Cedar Falls, Iowa

William Jacobson
Principal Jefferson High School
Cedar Rapids, Iowa

Kay Fisher
Writing Competency Program Director
Simpson College
Indianola, Iowa

Terry Moran
Arts and Sciences Dean
Kirkwood Community College
Cedar Falls, Iowa

Dick Ferguson
ACT Testing Service
Iowa City, Iowa

Chris Morton
United Students of Iowa
Cedar Falls, Iowa

Kay Ulm
Student
University of Iowa
Iowa City, Iowa

Norbert Kaut
Student
University of Iowa
Iowa City, Iowa

Howard Berk
Student
University of Iowa
Iowa City, Iowa

Captain Mike Cannon
History Teaching Assistant
University of Iowa
Iowa City, Iowa

Allan Swift
History Student
University of Iowa
Iowa City, Iowa

Dorsey Phelps
President
Iowa City School Board
Iowa City, Iowa

Ann Copley
Student
University of Iowa
Iowa City, Iowa

Nancy Petersen
English Teacher
West High School
Iowa City, Iowa

March 21, 1984

Discussion of findings and recommendations of the Subcommittee

April 26, 1984

Continuation of discussion of findings and recommendations

June 7, 1984

Completion of final Subcommittee report

Additional Contributor:

Professor David Schoenbaun
Department of History
University of Iowa
Iowa City, Iowa

PRESENTATIONS MADE TO THE EDUCATION AND INDUSTRY COORDINATION SUBCOMMITTEE

August 23, 1984

Presenters:

Dr. Gary Olney
Administrative Consultant
Department of Public Instruction
(Monitoring of test results in the educational system)

Mr. Jim Athen
Director
Career Education Division
Department of Public Instruction
(Relationship between business and industry and school systems)

Mr. Bob Finnerty
Youth Service Supervisor
Iowa Department of Job Service
(Administration of Job Corps Program)

Mr. Harold Templeman
Deputy Director
Bureau of Management and Institutional Services
Division of Mental Health, Mental Retardation, and Developmental Disabilities
Department of Human Services
(Vocational education programs at the mental health institutes)

Mr. Robert Lipman
Work and Training Coordinator
Bureau of Economic Assistance
Department of Human Services
(Administration of employment and training programs for Aid to Dependent Children recipients)

September 20, 1983

Presenters:

Mr. Jim Athen
Director
Career Education Division
Department of Public Instruction
(Industry and education coordination programs with the Department of Public Instruction)

Ms. Mavis Kelley
Chief, Federal Programs Section
Area Schools and Career Education Division
Department of Public Instruction
(Purpose of the Intra-State Agency Youth Education Employment and Training Task Force)

Mr. Phil Smith
Director
Division of Human Resources
Office for Planning and Programming
(Administration of the Job Training Partnership Act)

Mr. Dale Braynard
Manager
Jobs Training
Iowa Development Commission
(Cooperation of Industry with education)

Mr. Eric Sage
Executive Assistant
Bureau of Adult, Children, and Family Services
Department of Human Services
(Description of Vocational Education Programs which take place at the Iowa Juvenile Home at Toledo and the State Training School at Eldora)

Mr. Fred Scaletta
Accreditation and Training Manager
Department of Corrections
(Vocational Education Programs existing in Iowa correctional institutions)

Mr. Gerald Parsons
State Leader
4-H Youth Programs
Iowa State University Cooperative Extension Service
Ames, Iowa
(Explanation of 4-II programs)

Mr. Harlan Giese
Executive Director
Vocational Education Advisory Council
(Explanation of concerns in area of vocational education)

October 26, 1983

Presenters:

Mr. Rodney Slack
Research Coordinator
Iowa State Occupational Information Coordinating
Committee
(Current status of occupational forecasting)

Ms. Penelope K. Shenk
Assistant Director
Iowa State Occupational Information Coordinating
Committee
(Current status of occupational forecasting)

Discussion of the primary role of K-12 education based upon responses received from the following:

Iowa Association of School Boards
Iowa State Education Association
Educational Administrators of Iowa
Iowa Association of School Administrators
Iowa Department of Public Instruction

November 21, 1983

Discussion of financial assistance to local school districts, survey of employers regarding needed education and skills of employees, and possible hearings.

March 29, 1984

Preliminary results of the survey sent to business and industry in this state.

May 2, 1984

Results of survey sent to business and industry in this state. Development of belief statements.

May 16, 1984

Revision of belief statements. Development of preliminary recommendations and rationale.

July 11, 1984

Review of recommendations and rationale relating to general academic education and vocational/career education.

August 6, 1984

Review of recommendations and rationale relating to cooperative partnerships between business and industry and education. Completion of Subcommittee report.

PRESENTATIONS MADE TO THE TEACHING QUALITY SUBCOMMITTEE

I. Formal presentations:

October 5, 1984

Presenters:

Dr. Orrin Nearhoof
Director
Education and Certification Division
Department of Public Instruction
(History of the teacher certification model)

Dr. Marvin Fellers
Associate Dean
College of Education
Drake University
Des Moines, Iowa
(Drake University's teacher education program)

December 7, 1984

Presenters:

Dr. Alfred Schwartz
Dean
College of Education
Drake University
Des Moines, Iowa
(NCATE approval of teacher education programs)

Dr. Harold Kolenbrander
President
Central College
Pella, Iowa
(North Central Association approval of colleges and universities)

Dr. Harold Dilts
Associate Dean
College of Education
Iowa State University
Ames, Iowa
(Suggestions relating to teacher preparation programs)

Dr. Fred D. Carver*
Dean
College of Education
University of Northern Iowa
Cedar Falls, Iowa
(Suggestions relating to teacher preparation programs)

Public Hearing:

Mr. Fred Comer*
Executive Director
Iowa State Education Association
Des Moines, Iowa
(Teacher preparation and certification)

Mr. Wayne Beal*
Assistant Director
Iowa Association of School Boards
Des Moines, Iowa
(Teacher preparation and certification)

Dr. Frank Cummings*
Superintendent
Lake City Community Schools
Lake City, Iowa
(Teacher preparation and certification)

Dr. Paul Joslin*
Education Committee
Iowa Academy of Science
(Requirements for math and science teachers)

Dr. Orrin Nearhoof*
Director
Education and Certification Division
Department of Public Instruction
(Certification requirements)

Dr. Lyle Kehm*
Executive Director
Iowa Association of School Administrators
Des Moines, Iowa
(Teacher preparation and certification)

Ms. Ann Hale
Teacher
Washington High School
Cedar Rapids Community Schools
Cedar Rapids, Iowa
(Supervision of student teachers)

Dr. Roger Ohde*
Superintendent
Bondurant-Farrar Community Schools
Bondurant, Iowa
(Teacher preparation and certification)

Dr. Joe E. Hanna*
President
Graceland College
Representing the Iowa Association of Independent
Colleges and Universities
Lamoni, Iowa
(Teacher preparation and certification)

Dr. Glen Lookingbill*
Educational Services Director
Arrowhead Area Education Agency
Fort Dodge, Iowa
(Teacher preparation and certification)

Mr. Tom Stokes
Assistant Director of Personnel
Des Moines Independent Schools
Des Moines, Iowa
(Comments about the importance of reading)

Mr. Jim Sutton
Administrative Lobbyist
Iowa State Education Association
Des Moines, Iowa
(Competency testing)

December 12, 1983

Discussion about the hearing. Preliminary discussion about recommendations.

January 11, 1984

Presenters:

Mr. Sam Long
Athletic Director
Des Moines Independent Schools
Representing the Iowa Association of Health,
Physical Education, Recreation, and Dance and
also the Iowa High School Athletic Directors
Association
Des Moines, Iowa
(Coaching certification and endorsement requirements)

Mr. Fred Comer
Executive Director
Iowa State Education Association
Des Moines, Iowa
(Views on the establishment of a professional standards board)

Mr. Phil Dunshee
Government Relations Specialist
Iowa Association of School Boards
Des Moines, Iowa
(Views on the establishment of a professional standards board)

February 29, 1984

Presenter:

Mr. Jim Sutton
Administrative Lobbyist
Iowa State Education Association
Des Moines, Iowa
(Teacher certification legislation)

Continuation of discussion about underlying assumptions and recommendations.

March 28, 1984

Results of survey of field experiences. Development of recommendations.

April 16, 1984

Discussion of recommendations.

May 11, 1984

Development of belief statements. Discussion of recommendations.

June 26, 1984

Development of recommendations.

July 12, 1984

Completion of final Subcommittee report.
A written memorandum concerning tentative Subcommittee recommendations was submitted by:
Carol Soderblom
Iowa Music Educators Association
Committee to Study Competencies for Music Teachers

II. Persons with whom the Chairperson or Subcommittee members consulted and/or who read the tentative recommendations and commented on the Subcommittee's approach and/or technical correctness:

Dr. William Anderson
Superintendent
Des Moines Independent Community Schools
Des Moines, Iowa

Dr. Carol Bradley
Administrative Consultant
Department of Public Instruction

Dr. Donald Burnes
Education Commission of the State
Denver, Colorado

Dr. Charles Case
Dean
College of Education
University of Iowa
Iowa City, Iowa

Dr. Robert Foley
Director of Staff Development
Cedar Rapids Community Schools
Cedar Rapids, Iowa

Dr. Diane Gibson
Associate Superintendent
Curriculum and Instruction Service
Waterloo Community Schools
Waterloo, Iowa

Dr. Larry Hutchins
Director
Midcontinent Regional Education Laboratory
Denver, Colorado

Dr. Jim Johnson
Professor
University of Northern Illinois
Past President
National Association of Teacher Educators
DeKalb, Illinois

Mr. George Krumrey
Iowa PTA
Des Moines, Iowa

Dr. Virgil Lagomarcino
Dean
College of Education
Iowa State University
Ames, Iowa

Dr. Richard Manatt
Professor
Iowa State University
Director
School Improvement Model
Ames, Iowa

Ms. Dorothy Meyerhoff
Iowa PTA
Waterloo, Iowa

Ms. Jan Reinicke
Lobbying Specialist
Governmental Relations Division
Iowa State Education Association
Des Moines, Iowa

Ms. Helen Van Steenhuyse
President
Iowa Association of School Boards
Vinton, Iowa

Dr. Marlene Strathe
Associate Dean
College of Education
University of Northern Iowa
Cedar Falls, Iowa

Dr. Jim Anderson
Coordinator-Facilitative Education
Heartland Area Education Agency
Ankeny, Iowa

Mr. Jim Athen
Director
Career Education Division
Career Education
Department of Public Instruction

Dr. Carroll Bennett
Dean
Business and Management
Des Moines Area Community College
Ankeny, Iowa

Dr. Phil Berrie
Assistant Director
Education Services
Heartland Area Education Agency
Ankeny, Iowa

Dr. Tom Budnick
Coordinator-Evaluation
Heartland Area Education Agency
Ankeny, Iowa

Dr. Robert Fitzsimmons
Deputy Director
Educational Administrators of Iowa
Des Moines, Iowa

Dr. Robert Forsyth
Professor, ITED Director
Iowa Testing Service
University of Iowa
Iowa City, Iowa

Mr. Eldert Groenendyk
Consultant-Statistical Reports
Management Information Services
Department of Public Instruction

Mr. Virgil Kellogg
Director
Field Services and Supervision Division
Department of Public Instruction

Dr. John Martin
Director
Instruction and Curriculum Division
Department of Public Instruction

Mr. Gale Obrecht
Director
Administration and Finance
Department of Public Instruction

Ms. Evelyn Nielsen
Data Services Coordinator
Management Information Services
Department of Public Instruction

Dr. Ken Shibata
Vice President
Educational Services
Des Moines Area Community College
Ankeny, Iowa

Mr. Giles Smith
Chief
Guidance Services Section
Department of Public Instruction

III. Persons who assisted in the work of the Subcommittee:

Dr. David Alvord
Consultant
Data Analysis and Statistical Section
Department of Public Instruction

Dr. Leland Tack
Chief
Data Analysis and Statistical Section
Department of Public Instruction

Dr. Gaylord Tryon
Director
Educational Administrators of Iowa
Des Moines, Iowa

Dr. Richard Warren
Professor
Iowa State University
Ames, Iowa

Mr. Gary Wilcox
Dean
Educational Services
Des Moines Area Community College
Ankeny, Iowa

Dr. Morris Wilson
Director-Evaluation and Research
Des Moines Independent Community Schools
Des Moines, Iowa

Dr. Leland Wolf
Consultant
Instruction and Curriculum Division
Department of Public Instruction

Dr. Robert Ziomek
Program Evaluator
Des Moines Independent Community Schools
Des Moines, Iowa

The Department or Colleges of Education in 24 of the
29 approved teacher education institutions in Iowa.

PRESENTATIONS MADE TO THE CURRICULUM SUBCOMMITTEE

September 14, 1983

Organizational meeting

October 18, 1983

Determination of method of proceeding

November 21, 1983

Presenters:

Dr. John Martin
Director
Instruction and Curriculum Division
Department of Public Instruction
(Curriculum requirements)

Mr. Virgil Kellogg
Director
Field Services and Supervision Division
Department of Public Instruction
(Observations about curriculum from views of regional
consultants)

Dr. Del Boersma
Executive Director
American College Testing Service
Iowa City, Iowa
(Requirements to be met by school districts for North Central
Association approval)

Dr. H.D. Hoover*
Professor
Iowa Testing Service
University of Iowa
Iowa City, Iowa
(Iowa Tests of Basic Skills achievement)

Dr. Robert Forsyth
Professor, ITED Director
Iowa Testing Service
University of Iowa
Iowa City, Iowa

(Iowa Tests of Educational Development achievement)

December 8, 1983

Presenters:

Dr. Carol Bradley
Chief
Instructional Services Section
Special Education Division
Department of Public Instruction
(Curriculum as it relates to special education students)

Ms. Nancy Kudros
Teacher - Special Education
Washington Senior High School
Cedar Rapids Community Schools
Cedar Rapids, Iowa
(Curriculum as it relates to special education students)

Dr. Nicholas Colangelo
Professor - School Counseling
University of Iowa
Iowa City, Iowa
(Curriculum as it relates to gifted and talented children)

January 12 - 13, 1984

Presenters:

Mr. Harold Schoen
Professor - Mathematics
University of Iowa
Iowa City, Iowa
President
Iowa Council of Teachers of Mathematics
(Mathematics curriculum)

Mr. Roger Spratt*
Consultant - Science
Ames Community Schools
President
Iowa Science Teachers Association
Ames, Iowa
(Science curriculum)

Ms. Marilyn Sassman*
Teacher - Music
Des Moines Independent Community Schools
Des Moines, Iowa
President - elect
Iowa Music Educators Association
(Music in the school curriculum)

Mr. Janne Tankersley
Teacher - Social Studies
Norwalk Community Schools
Norwalk, Iowa
President
Iowa Council for the Social Studies
(Social Studies curriculum)

Mr. Allan Rupnow
Professor - Physical Education
Iowa State University
Ames, Iowa
President
Iowa Association of Health, Physical Education,
Recreation, and Dance
(Physical Education curriculum)

Dr. Ellen Look*
Curriculum Director
West Des Moines Community Schools
West Des Moines, Iowa
Representing the Iowa Council of Teachers of English,
(English and Language Arts curriculum)

Dr. Darrell Bentz
Coordinator - Reading
Area Education Agency 11
Representing the Iowa Reading Association
(Reading curriculum)

Mr. Tom Jansen*
Teacher
Former - Choral Director
Ankeny Community Schools
Ankeny, Iowa
Past President
Iowa Choral Directors Association
(Choral music as a part of the school curriculum)

Dr. Tom Budnick*
Coordinator - Evaluation
Area Education Agency 11
Ankeny, Iowa
President
Iowa Association for Supervision and Curriculum Development
(Methods of improving the school curriculum)

Dr. Jackie Pelz
Teacher Specialist
Program Evaluator
Ames Community Schools
(Use of computers in the school curriculum)

Mr. Ron Jarchow
Chief
Instructional Services Section
Career Education Division
Department of Public Instruction
(Vocational Education in the curriculum)

February 16 - 17, 1984

Presenters:

Mr. Bernie Saggau*
Executive Director
Iowa High School Athletic Association
Boone, Iowa
(Student participation in interscholastic athletic activities)

Dr. John Martin*
Director
Instruction and Curriculum Division
Department of Public Instruction
(Role of co-curricular activities in the school curriculum)

Mr. Phil Dunshee*
Government Relations Specialist
Iowa Association of School Boards
Des Moines, Iowa
(Role of the school board in curriculum)

Mr. Kelly Schiapkoht*
Superintendent
Washington Community Schools
Washington, Iowa
(Role of the superintendent in curriculum)

Ms. Jane Hagen*
Consultant - Chapter 1
Pupil Personnel Services Division
Department of Public Instruction
(Early childhood education)

Mr. Bob Vittengui*
Principal
Woodrow Wilson Elementary School
Newton Community Schools
Newton, Iowa
(Role of the elementary principal in curriculum)

Mr. Mike Fitzgerald*
Principal
Grinnell Junior High School
Grinnell Community Schools
Grinnell, Iowa
(Role of the middle school principal in curriculum)

Dr. Bob Brooks*
Principal
Valley High School
West Des Moines Community Schools
West Des Moines, Iowa
(Role of the high school principal in curriculum)

Mr. Jim Forsyth*
Consultant
Guidance Services Section
Pupil Personnel Services Branch
Department of Public Instruction
(Role of counseling in the curriculum)

Ms. Carolyn McCall*
Elementary School Counselor
Ballard - Huxley Community Schools
Huxley, Iowa
(Role of elementary counseling in the curriculum)

Dr. Ken Noren*
Director of Guidance and Counseling
Ames High School
Ames Community Schools
Ames, Iowa
(Role of high school counseling in the curriculum)

Dr. Ray Morley*
Consultant
Vocationally Handicapped Special Needs Section
Pupil Personnel Services Branch
Department of Public Instruction
(Alternative school programs)

March 22, 1984

Presenters:

Mr. Tom Anderson
Sex Equity Consultant
Educational Equity Section
Department of Public Instruction
(Educational equity and bilingual requirements)

Ms. Sheryl Barta
Nonsexist Education Consultant
Educational Equity Section
Department of Public Instruction
(How federal and state equity requirements affect curriculum
and student achievement)

Ms. Mary Lynn Jones
Race Desegregation Consultant
Educational Equity Section
Department of Public Instruction
(Local implementation of multicultural nonsexist education)

Mr. Bill Bean
Chief
Educational Equity Section
Department of Public Instruction
(Implementation recommendations for multicultural nonsex-
ist education)

Public Hearing:

Ms. Linda Jass*
Parent
School board member
Alden Community Schools
People United for Rural Education representative
Alden, Iowa
(Views on school curriculum requirements)

Mr. Duane Garber*
School board member
Beaman - Conrad - Liscumb Community Schools
(Views on school curriculum requirements)

Mr. Gene Maabs*
Director of Communications
Iowa Farm Bureau Federation
(Views on teaching students about agriculture)

Dr. Richard Sweeney
Parent
Des Moines, Iowa
(Importance of considering the future in developing curriculum)

April 6, 1984

Development of belief statements

May 10, 1984

Development of recommendations

June 4, 1984

Development of recommendations

June 19, 1984

Development of recommendations

August 6, 1984

Completion of final Subcommittee report

PRESENTATIONS MADE TO THE STUDENT RESPONSIBILITY AND DISCIPLINE SUBCOMMITTEE

September 26, 1983

General discussion of goals and objectives of Subcommittee. Discussion of questionnaire to randomly selected schools regarding rules and policies on discipline and conduct.

December 16, 1983

Presenters:

Dr. K.T. Hinkie
School Psychologist
Grand Wood Area Education Agency
Cedar Rapids, Iowa
(School absenteeism, causes and solutions)

January 17, 1984

Presenters:

Dr. Joe Millard
Educational Services Director
Heartland Area Education Agency
Ankeny, Iowa
(Grading practices relating to failure and social
promotion)

Ms. Mavis Kelley*

Chief, Federal Programs Section
Area Schools and Career Education Division
Department of Public Instruction
(Effects of part-time employment on high school
students)

Dr. Larry Bartlett*

Administrative Consultant
Department of Public Instruction
(Current law and case history regarding discipline,
truancy, corporal punishment, and absenteeism)

February 21, 1984

Presenters:

Dr. Don Carlson*
Principal
Welch Junior High School
Ames Community Schools
Ames, Iowa
(School learning environment)

Mr. William Britson*
Director of Guidance
Marshalltown Community Schools
Marshalltown, Iowa
(Role of parents in student responsibility and discipline)

Ms. Diana Kooser*
Elementary Counselor
Marshalltown Community Schools
Marshalltown, Iowa
(Role of parents in student responsibility and discipline)

Mr. Jim Forsyth
Consultant
Guidance Services Section
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(Role of counseling in student responsibility and discipline)

Dr. Helen Quesnell*
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(Role of the elementary counselor in student responsibility and discipline)

Ms. Mary Sherer*
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Urbandale Community Schools
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(Role of the secondary counselor in student responsibility and discipline)

Dr. Ray Morley*
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Special Needs Section
Pupil Personnel Services Branch
Department of Public Instruction
(Student responsibility and discipline in alternative schools)

March 27, 1984

Subcommittee discussion about information received by the Subcommittee and development of preliminary beliefs and recommendations.

April 24, 1984

Development of belief statements

May 30, 1984

Development of recommendations

July 23, 1984

Completion of final Subcommittee report

PRESENTATIONS MADE TO THE EDUCATIONAL FRAMEWORK SUBCOMMITTEE

September 16, 1983

Presentations by Subcommittee members: Responsibilities and authority of the various levels of educational agencies in the state, private schools, sharing between school districts, alternative school year, tuition tax credits, and relationships between schools and the community.

November 16, 1983

Presenter:

Dr. Donald Burnes
Education Commission of the States
Denver, Colorado
(Explanation of education issues at the national level and suggestions for Iowa)

Ms. Pat Hipple
Program Analyst
Program Evaluation Division
Legislative Fiscal Bureau
(Explanation of program evaluation of educational services provided by area education agencies)

Dr. Robert Benton
Superintendent of Public Instruction
Department of Public Instruction
(History of educational structure in Iowa)

January 13, 1984

Presenters:

Mr. Thom Freyer
Director
Program Evaluation Division
Legislative Fiscal Bureau
(Explanation of program evaluation of educational services provided by area education agencies)

February 10, 1984

Presenter:

Mr. David Bechtel
Administrative Consultant
Department of Public Instruction
(Functions performed by the Department of Public Instruction and educational structure)

March 9, 1984

Presenters:

Mr. Ted Davidson
Executive Director
Iowa Association of School Boards
Des Moines, Iowa
(Role of the school board in the educational system)

Dr. Lee Tack
Director of Data Analysis and Statistics
Division of Administration and Finance
Department of Public Instruction
(Report from the State Equalization Project)

Mr. Thom Freyer

Director
Program Evaluation Division
Legislative Fiscal Bureau
(Recommendations from the program evaluation of
area education agencies)

Mr. Glen Dickinson
Fiscal Analyst
Legislative Fiscal Bureau
(Recommendations of the program evaluation of area
education agencies)

Dr. John Martin
Director
Instruction and Curriculum Division
Department of Public Instruction
(Summary of recommendations in national reports)

April 16, 1984

Presenters:

Dr. Richard Manatt
Professor
College of Education
Iowa State University
Ames, Iowa
(School improvement)

Dr. Michael Simonson
Professor
College of Education
Iowa State University
Ames, Iowa
(Role of technology in education)

May 11, 1984

Development of belief statements and recommendations

June 12 - 13, 1984

Development of recommendations

July, 1984

Completion of final Subcommittee report

APPENDIX C

HIGHER EDUCATION BIBLIOGRAPHY

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