

FINAL REPORT  
OF THE  
EXCELLENCE IN EDUCATION FOLLOW-UP STUDY COMMITTEE

The Excellence in Education Follow-Up Study Committee was created by the Legislative Council in 1983 to review the work of the Excellence in Education Task Force. However, since the Excellence in Education Task Force did not complete its work in 1983, the Study Committee carried over to the 1984 legislative interim. Not only did it review the report of the Task Force, it also reviewed the recommendations of the Teacher Preparation and Certification Task Force established by the State Board of Public Instruction, and studied education issues that will be considered by the General Assembly meeting in 1985.

Members of the Study Committee were:

Senator Joe Brown  
Representative Richard Groth  
Senator Milo Colton  
Senator Arthur L. Gratias  
Senator Wally Horn  
Senator C. W. (Bill) Hutchins  
Senator Tom Lind  
Senator Ray Taylor  
Representative Brian Carter  
Representative Horace Daggett  
Representative Ward Handorf  
Representative Randy Hughes  
Representative Ruhl Maulsby  
Representative Don Shoultz

The Study Committee held an initial meeting that included introductory remarks from representatives of various education advocacy groups as well as summaries of the Excellence in Education Task Force Report presented by Mr. Tom Urban, Chairperson, and of the Teacher Preparation and Certification Task Force Report presented by Dr. William Anderson, a member of the Task Force and Superintendent of the Des Moines Public School District.

Following the initial meeting, the Study Committee was divided into three separate subcommittees and each subcommittee held two meetings in order to put together reports for consideration by the Study Committee.

The Teaching Quality Subcommittee, consisting of Senators Horn (Co-chairperson), Brown, and Lind and Representatives Hughes (Co-chairperson), Groth, and Handorf, decided to concentrate upon

learning more about the teacher preparation programs in this state and to avail itself of expertise in the Colleges of Education at the University of Iowa and at Iowa State University rather than making specific recommendations for legislation.

The first meeting was held on December 7 at the Lindquist Center at the University of Iowa. The following individuals from the College of Education made presentations to the Subcommittee:

Ms. Jody Hendershot, Director, Education Placement, teacher shortages by subject area and placement of teacher education graduates from the University of Iowa.

Dr. Jerry Kuhn, Director, Student Services, teacher recruitment retention.

Dr. Leonard Feldt, Director of the Iowa Testing Programs, pros and cons of competency testing for teachers.

Dr. Leonard Feldt, Director of the Iowa Testing Programs, pros and cons of competency testing for teachers.

Dr. Richard Shepardson, Professor of Elementary Education, comments about teacher certification proposals contained in the Urban and Curris reports.

Dr. William Mattes, Associate Dean, research and development at the college level and proposals for the establishment of an independent research foundation.

Dr. Margaret Weiser, Professor of Early Childhood Education, preschool education for four-year-olds within the public school system.

Dr. Walter Foley, Professor of Education Administration, perceptions of school boards regarding collective bargaining.

The second meeting was held on December 19 at the Quadrangle at Iowa State University. The following individuals from the College of Education made presentations to the Subcommittee:

Dr. Tom Weible, Chair, Department of Elementary Education, explanation and demonstration of the Teacher on Education Program.

Dr. Elaine McNally-Jarchow, Assistant Dean, prestudent teaching experiences at Iowa State University.

Dr. Charles Kniker, Professor of Secondary Education, explanation of the PRO\*FILE Program, an enrichment program for education students.

Dr. Roger Volker, Professor of Secondary Education, further

explanation of the PRO\*FILE Program.

Dr. Trevor Howe, Professor of Professional Studies in Education, teacher supply and demand by subject area.

Dr. E. Ann Thompson, Assistant Professor, tour of computer laboratories and explanation of the uses of computers by education students.

Dr. Richard Manatt, Professor of Professional Studies in Education, use of the School Improvement Model in Iowa and elsewhere in the United States.

Dr. Harold Dilts, Associate Dean, development of data about teacher education students and teachers and the relationship of the data to the teacher preparation program.

Dr. Dick Warren, Director of the Research Institute for Studies of Education, the role of the Research Institute.

The Teaching Quality Subcommittee did not make any specific recommendations to the Study Committee. Members of the Study Committee agreed to recommend to the Study Committee that further study of the teacher preparation and certification process and teacher recruitment and retention by the standing committees on Education will be necessary during the 1985 Session.

The Education Finance Subcommittee, consisting of Senator Brown (Co-chairperson), Gratiyas, and Hutchins and Representatives Groth (Co-chairperson), Daggett, and Shoultz, discussed the school foundation formula in general and a number of specific funding issues that have arisen over the last few years.

With regard to the area education agencies, the Subcommittee received information from the Department of Public Instruction tracing the growth in funding in both property taxes and state aid over the past ten years. The Subcommittee discussed AEA funding with both Mr. Guy Ghan from the Department of Public Instruction and Mr. Richard Hansen, Administrator of Keystone Area Education Agency and Chair of the Area Education Agency Administrators Legislative Committee. The Subcommittee made no specific recommendations but agreed that the Standing Committees on Education should continue to look at area education agency funding during the 1985 legislative session.

The Subcommittee also heard information about the inadequacy of teachers' salaries from Ms. Jan Reinicke of the Iowa State Education Association and discussed the possibility that state funds may have to be targeted to school districts in order to raise teachers' salaries.

The Subcommittee heard presentations advocating the creation of

an Iowa Advance Funding Authority that would allow school districts any education agencies, and area schools to borrow money on any interest free basis for cash flow purposes. The Authority would issue tax and revenue anticipation notes. The proceeds from the notes will provide funds to be used by an Iowa bank which will administer the program and loan money to school districts, area education agencies, and area schools. The money will be repaid when funds become available. Cost-free borrowing becomes possible because of the economies of scale and because the Internal Revenue Code permits the note proceeds to be inserted at rates above the tax and revenue anticipation note rate.

The Subcommittee recommended that a bill establishing this concept be recommended to the Study Committee.

The Subcommittee discussed a circumstance that has occurred as a result of legislation enacted in 1983. The Code was amended so that vehicle fine money that had been distributed to school districts was deposited in the general fund of the state. However, school districts could certify the amount they had been receiving to the State Comptroller and could use additional allowable growth to replace this money. The money to replace the fine money was local property tax money. All but ten school districts who received vehicle fine money certified this amount to the State Comptroller. Districts who have declining enrollment and were entitled to receive additional moneys (both state aid and property tax money) under a 102% guarantee of the budget from the previous year found that their budget guarantee was offset by their additional allowable growth for the fine money. The Subcommittee considered two separate approaches both of which would have allowed all school districts to utilize the 102% budget guarantee during the 1985-1986 school year and recommended them both to the Study Committee.

The Subcommittee also considered the provision of law that requires that special education instructional fund balances in each school district be brought to zero annually. In years in which the Governor imposes across-the-board reductions in budget allocations, there is a reduction in state aid because the balances are calculated on budgeted receipts rather than on funds actually received. Bringing the special education instructional fund balances to zero will mean that general education dollars of a district will subsidize the special education dollars. The Subcommittee recommended to the Study Committee that special education fund balances of school districts remaining at the end of a school year be adjusted to reflect any across-the-board reductions in state aid that took place during that school year before these fund balances are brought to zero by the State Comptroller and that the bill be retroactive to the 1984-1985 school year for the 2.8% across-the-board reduction that took place during that year.

The Subcommittee discussed the present state foundation and program and some of the inequities that are present because of the unique circumstances of school districts and inequities due to inadequate funding for school districts. The following motions were adopted by the Subcommittee for recommendation by the full Committee:

1. That the Standing Committee on Education during the 1985 Session shall review the current system of education finance and assure adequate funds for maintaining quality education programs and attracting and retaining quality personnel in the teaching profession.

2. That the Standing Committees on Education during the 1985 Session should initiate efforts to allow local funding discretion for school districts to compensate for variations in local costs and district per capita income and property values.

One of the major recommendations of the Excellence in Education Task Force was the establishment of an independent research foundation with both public and private funding for long-term educational research, development, and support. The Subcommittee recommended that the Study Committee recommend that the Standing Committees on Education develop legislation during the 1985 Session.

The Educational Structure Subcommittee, consisting of Senators Colton (Co-chairperson), Brown, and Taylor and Representatives Carter (Co-chairperson), Groth, and Maulsby, heard testimony from and asked questions of representatives from the Department of Public Instruction, the area education agencies, and the merged area schools regarding the present roles and structure of each of these and their reviews about the recommendations of the Educational Framework Subcommittee of the Excellence in Education Task Force.

The Subcommittee also solicited reactions and comments from Department of Public Instruction and area education agency personnel concerning the recommendations of the Legislative Fiscal Bureau in its program evaluation of media and educational services of area education agencies. The Subcommittee did not make any recommendations to the Study Committee with regard to area education agencies but agreed to recommend to the Study Committee that the Standing Committees on Education should review proposals presented by the area education agencies in response to the program evaluation.

In addition, the Subcommittee discussed school elections, method of electing board members of area education agencies, and the starting date for school, as well as a number of specific recommendations of the Educational Framework Subcommittee of the Education Task Force.

The Subcommittee made the following recommendations to the Study committee for its consideration:

1. That classes for kindergarten through grade twelve children not commence until September 1 or later, but employees of a school district could commence duties on an earlier date.

2. That the area education agency board members be elected at an election, that the election date for school districts, area education agency boards, merged area boards, and regional library boards be the second Tuesday in November of odd-numbered years, and that the board members be prohibited only from serving as employees of the board while the restrictions on the employment of spouses of school board members be stricken.

3. That school boards in districts with a certified enrollment of greater than 5,000 students must elect their members from specific director districts and not at-large beginning in 1991.

4. That school board members receive a \$40 per diem for days on which they are on official school business.

5. That the State Board of Public Instruction be required to adopt a five-year plan for education in this state and update it annually.

6. That the State Board of Public Instruction issue recognition certificates to school boards in which all members have completed eight clock hours of continuing education during a year.

7. That the weighting for students who attend school districts that offer vocational education programs administered by the area schools be increased.

8. That the school year be defined in hours rather than the number of days.

9. That the Department of Public Instruction be directed to expand its research and development activities and disseminate the results as well as set-up pilot programs in a number of areas, conduct a statewide educational needs assessment to determine state directions, develop processes to facilitate the exchange of information between local boards, and provide assistance to school districts, AEA's, and merged areas in completing needs assessments.

10. That a separate independent research and development foundation be established using both public and private funding. This recommendation was made by the School Finance Subcommittee.

11. That the State Board of Public Instruction examine its laws and administrative rules to determine their usefulness by September 2, 1985 and report the results of the examination to the General Assembly.

12. That the Department of Public Instruction conduct a one-year study of nonapproved nonpublic schools and home instruction and report the results of the study to the General Assembly.

The Study Committee met on January 9, 1985 and heard the reports of the three subcommittees. With regard to the Teaching Quality Subcommittee, the Study Committee agreed with the reviews of the Subcommittee that further study is needed during the 1985 Session of the teacher preparation and certification process and teacher recruitment and retention by the Standing Committees on Education.

Following the report of the School Finance Subcommittee, the Study Committee adopted all of the School Finance Subcommittee's recommendations. These include recommendations for enactment of the following bills that are attached to this Report:

1. Establishment of an Advance Funding Authority (Bill I).
2. Adoption of an approach to allow all school districts to utilize the 102% budget guarantee (Bill II).
3. Adjustment of special education instructional fund balances to compensate for across-the-board allocation reductions (Bill III).

Following the report of the Educational Structure Subcommittee, the Study Committee adopted all of the recommendations of the Educational Structure Subcommittee except for numbers 3 and 4. Bill drafts and resolutions to implement the recommendations are attached as follows:

1. Uniform school starting date (Bill IV).
2. School elections (Bill V).
3. Five-year plan for education (Bill VI).
4. School board recognition certificates (Bill VII).
5. Weighting for shared programs (Bill VIII).
6. Defining the school year in hours (Bill IX).
7. Expanded role for the Department of Public Instruction (Resolution I).
8. Examination of current laws and rules (Resolution II).
9. Study of nonpublic nonapproved schools and home instruction (Resolution III).