



League of Women Voters of Minnesota Records

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The public supports increased taxes for improving education

Would you be willing to pay higher state taxes if the increase went to improve public education?

	Total	Men	Women	Metro	Outstate	H.S. Grad.	Some College	College Grad.
Yes	59%	55%	63%	59%	60%	55%	61%	66%
No	35	40	31	37	34	38	34	30

Source: Northstar Poll, May, 1988

Would you be willing to pay more taxes to help raise the standards of education in the United States?

	National Totals	Public Schools Parents
Yes	64%	73%
No	29	23
Don't Know ..	7	4

Source: Phi Delta Kappan/Gallup Poll, September, 1988



The Alliance will work with the Governor and the Minnesota Legislature to assure that all students receive the education to which they are entitled by enacting the following:

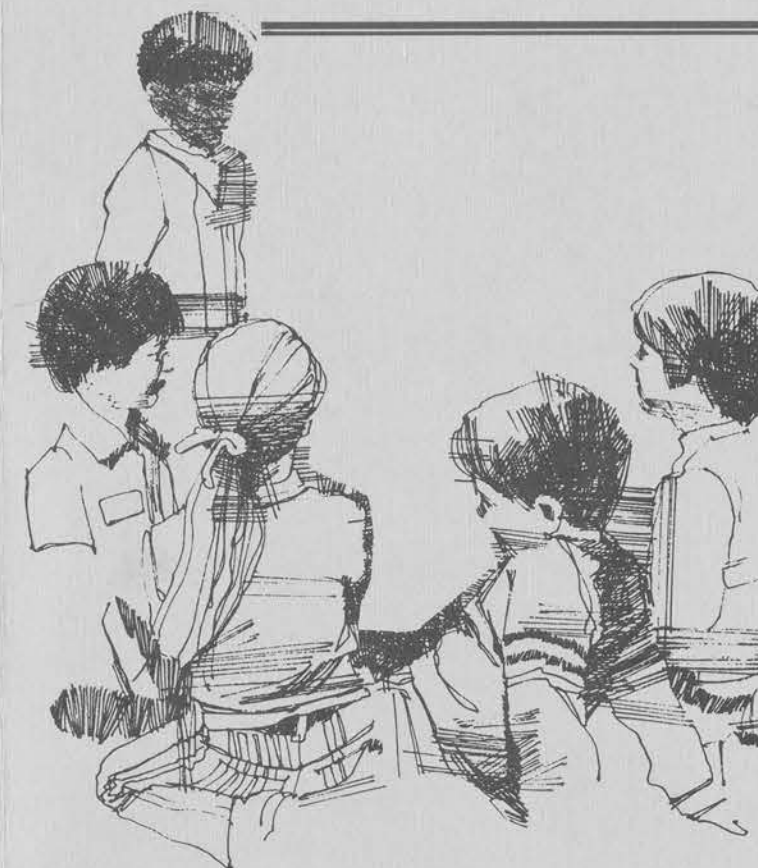
1. Increase the 1989-90 Foundation Formula to \$3020.
2. Set the Foundation Formula for 1990-91 at \$3170.
3. Enact a Training and Experience amount of \$400 with the index subtraction set at 1.0.
4. Raise the necessary additional revenue needed through tax increases to meet state and federal constitutional responsibilities.
5. Implement programs to enhance performance, remediate for individual needs, and develop accountability measures that identify student achievement.

(Estimated biennial state cost of items 1, 2, and 3 is \$492 million.)

Members of the Alliance for Commitment to Education

- ☐ Anoka-Hennepin ISD #11
- ☐ Association of Metropolitan School Districts
- ☐ Association of Stable or Growing School Districts
- ☐ Cities of the First Class Schools
- ☐ Minnesota Association of School Administrators
- ☐ Minnesota Association of Secondary School Principals
- ☐ Minnesota Education Association
- ☐ Minnesota Elementary School Principals' Association
- ☐ Minnesota Federation of Teachers
- ☐ Minnesota School Boards Association

Education... at a Critical Point



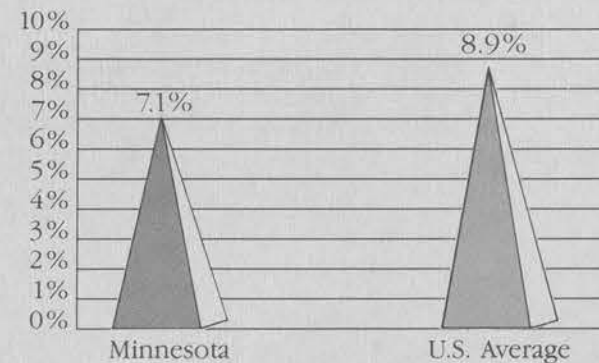
Alliance for Commitment to Education

January, 1989

Minnesota's Commitment to Education in Decline

National Spending Comparisons

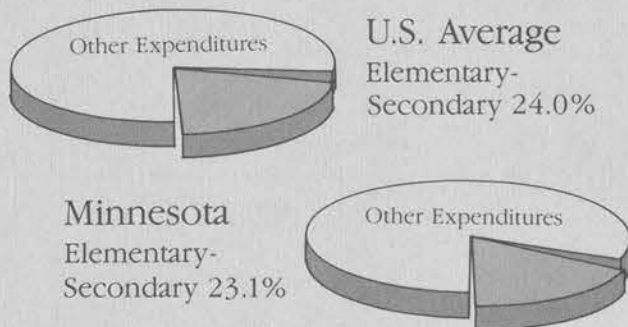
1986 Elementary - Secondary Spending Increases



Source: U.S. Bureau of the Census

State and Local Spending

Minnesota falls below national average in the proportion of state and local spending for elementary-secondary education in 1986.



Source: U.S. Bureau of the Census

Minnesota's spending per pupil unit dropped from 7th (1972-73) to 15th (1986-87) nationally

Source: National Education Association, Ranking of the States

Minnesota's Schools Produce Results

- Minnesota consistently has had one of the highest graduation rates in the nation. In 1987 we ranked first—20 percentage points above the national average.

Minnesota 91.5%
U.S. Average 71.5%

- Minnesota students pursue post-secondary education in significant numbers, with more than 66% of our high school graduates enrolling in post-secondary institutions within one year of graduation.

Four-year colleges 45.4%
Community Colleges 10%
Vocational Schools 10.7%

- Minnesota seniors consistently rank in the top five among states where students take the ACT tests. In 1987, with 40% of its seniors taking the tests, Minnesota ranked third. Minnesota high school juniors taking the PSAT tests consistently score at or above the national average. In 1988, 48% of Minnesota juniors took the tests.

- Of respondents with children in elementary or secondary schools, 82% rated schools favorably. (Northstar Poll, May, 1988)

- Minnesotans hold favorable views toward the state's public education system. Three-fourths rate public elementary and secondary schools favorably; nearly one-fourth say they are excellent. (Minnesota Business Partnership Survey, September, 1988)

- Within six years following graduation, 87.4% of all Minnesota high school graduates enroll in or attempt to enroll in post-secondary schools.

Sources: Minnesota Higher Education Coordinating Board and Minnesota Department of Education

Increasing state requirements and greater student needs divert money from the basic education program

Additional responsibilities since 1972

- Special Education
 - birth through age four
 - services to non-public students
 - transportation and support services
 - handicapped adult programs
- Drop-out Programs
- Community Education Programs
- Comparable Worth
- Capital Improvements
- Desegregation
- Access to Excellence
- English as a Second Language
- Technology Implementation
- Textbooks and Services for Non-public Students
- Numerous Others

Children with greater need

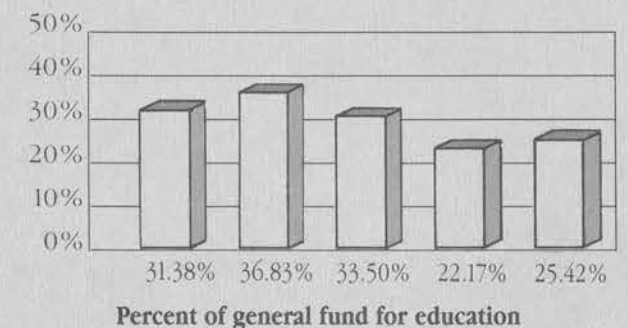
- One out of every six Minnesota children under five years of age is poor, and one-fourth of the homeless are children.
- Approximately 75% of Minnesota's single parents work full-time, but more than one-third make less than \$20,000 annually.
- In the past decade, the number of child abuse reports has tripled.
- Two of every five junior high and senior high students work part-time, and nearly three-fourths of 16 to 19 year-olds are in the labor force.

259 Districts out of 435 Resort to Referenda

Percent spent for education from general fund declines

As the percent of the state budget allocated to elementary and secondary education has declined, districts have become increasingly dependent on local property taxes (referenda) to maintain programs.

Direct State Aids 1969-71 1971-73 1973-75 1985-87 1987-89



Districts' reliance on referenda levies increases

School Year	Number of Districts	Total Referendum Levy
1972-73	1	\$ 25,395
1978-79	74	7,067,813
1981-82	131	43,943,937
1983-84	185	68,854,632
1984-85	188	69,225,297
1985-86	198	79,719,756
1986-87	217	95,019,482
1987-88	226	111,845,916
1988-89	239	135,681,183
1989-90	259	168,453,598

Source: Senate Research, October, 1988.

file



MINNESOTA SCHOOL BOARDS ASSOCIATION

MAR 14 1989

1989 CONVENTION JANUARY 19, 20, 21

Box 119 — St. Peter, Minnesota 56082

Tel. 507/931-2450 Metro 612/333-8577
Minnesota Only 800/642-4459

March 9, 1989

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Mankato

VICE PRESIDENT

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Blackduck

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Willard Baker
St. Peter

Joan Higinbotham, President
The League of Women Voters
550 Rice Street
St. Paul, MN 55103

Dear Ms. Higinbotham:

On behalf of the board of directors of the Minnesota School Boards Association, I wish to express our appreciation for your support of the legislative agenda of the Alliance for Commitment to Education.

The MSBA board met on Monday, March 6, 1989, and was very pleased to learn of your support. As always, we are open to your thoughts and suggestions as to how best we can serve our citizens and public education through a governance structure emphasizing representative democracy.

Again, our thanks.

Sincerely,

Richard J. Anderson

Richard J. Anderson
Executive Director

RJA:ph

*Jane HNW
has a copy*



THE LEAGUE
OF WOMEN VOTERS
MINNESOTA

550 RICE STREET ST. PAUL, MN 55103 PHONE (612) 224-5445

file

March 27, 1989

Gerry Cummins, President
LWV of Colorado
1600 Race Street
Denver, CO 80206

Dear Ms. Cummins:

In response to your question concerning the issue of "quality of education," LWV of Minnesota, like Colorado, has not addressed this issue explicitly. We have a support position for "increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance". Under this position we have supported funding for the cost of desegregating schools.

Our other education position: "All Minnesota children should have equal access to a good public education" has no detail under which we can evaluate programs for quality. However, we used this position in 1985 to support our Governor's proposal on "open enrollment". Called "Access to Excellence," this program introduced student/parent choice for 11th and 12th grades. This support, arrived at by board decision was based on the assumption that "by the very nature of school district size, personnel and philosophies, we do not have 'equal educational opportunities'".*

The LWVMN, based on results of local League "lively issue" process, has recently decided to recommend a study of school finance and equality of opportunity at our Convention in June.

I'm afraid, in other words, that we can't help you very much. Please let me know if I can provide more information.

*quote from LWVMN "Program for Action," Dec. 1985.

Sincerely,

Jane McWilliams
Jane McWilliams
Education Chair

JM/rk

THE LEAGUE
OF WOMEN VOTERS
OF COLORADO



State League President
LWV of Minnesota
550 Rice Street #201
St. Paul, MN 55103

MAR 1 7 1989

March 7, 1989

Dear State League President,

LWV of Colorado has never addressed the issue of "quality education" at the state level and may wish to do so in the future. The particular areas of legislation which have arisen in Colorado during the past year or so concern the effectiveness and suitability of bilingual education and the appropriateness of "schools of choice" (which would allow students to attend schools of their choice either within or outside of their own school districts).

We would appreciate hearing from your League if you have studied education from this angle and what the outcome has been. Please send us a copy of any positions you have taken and some idea of what action has ensued.

Thank you for your help in this endeavor.

Sincerely,

Gerry Cummins, President

THE LEAGUE
OF WOMEN VOTERS
OF COLORADO



State League President
LWV of Minnesota
550 Rice Street #201
St. Paul, MN 55103

MAR 13 1989

March 7, 1989

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Thank you for your help in this endeavor.

Sincerely,

Gerry Cummins, President



Educational File

LEAGUE OF WOMEN VOTERS OF MINNESOTA

106 COMO AVE. • ST. PAUL, MINNESOTA 55103 • TELEPHONE (612) 224-5445

December 10, 1987

*Same letter
to all
members of
State Bd
of Education*

Marjorie Johnson, Chair
Minnesota State Board of Education
Box 224
Lake Park, MN 56554

Dear Ms. Johnson:

At its November board meeting, the League of Women Voters of Minnesota discussed the recent debate and action of the State Board of Education on developing a rule on AIDS education. We do not have a position either on AIDS education or on the wisdom of a statewide mandate for the schools. However, like you and your colleagues, our board and our membership are concerned about this important issue.

We recently held a focus meeting on AIDS for our members and for the public. There we heard from a number of organizations about the importance of informing everyone, but especially children, about the causes and prevention of AIDS. Speakers stressed the need for a team approach in communities. Structures must be in place before people have to deal with the crisis of AIDS in order to avoid the kind of crisis citizens experienced in Florida this fall.

So, we are encouraging members of our local League to become informed about the disease and to learn what organizations in their communities are doing. These organizations include the public schools. We also have suggested that local League members contact their state Board members if they have views on the need for and effectiveness of a statewide rule requiring schools to set up programs.

Thank you for your concern for the children of Minnesota. We appreciate the time and thought you and your fellow board members give to serious issues in education.

Sincerely,

Jane McWilliams
Jane McWilliams
Education Director

Joan Higinbotham
Joan Higinbotham
President

M:H/rk

STATEMENT TO GOVERNOR'S COMMISSION ON FUTURE OF POST SECONDARY EDUCATION

by Joan Hicks, LWV of St. Cloud Area

July 7, 1983

The League of Women Voters of Minnesota has long supported policies that "insure equality of opportunity in education." In early June of this year at our State Convention in Duluth, the League of Women Voters of Minnesota expanded the position to include specifically "support of life-long access to public education." The reason for this amendment is recognition by the League that educational opportunity should not be limited by age or life situation. Our purpose for speaking before this commission is to ask you to recognize at this time, as we have, that citizens in a healthy democracy require life-long equal access to public education.

Employed individuals need educational opportunities that will allow them to seek advancement in their jobs or to retrain for a more satisfying and better-paying job. Women who have been out of the work force caring for families at home need equal access to educational opportunities so that they can prepare themselves to re-enter the job market. Currently access to education is limited to these groups because of scheduling. Classes offered only in the daytime are not accessible to working students. Financial aid is available to the young, traditional, full-time student when there is also a need for money for non-traditional and part-time students. Entrance requirements include specific course work and may overlook the value of employment and volunteer experience gathered through life. All through life, people can gain personal enrichment from education. This enrichment, in turn, enriches the life we all share in Minnesota.

The League of Women Voters of Minnesota encourages you to recognize the need for life-long access to public education as you plan for the future of post secondary education.



LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA • ST. PAUL, MINNESOTA 55102 • TELEPHONE (612) 224-5445

Testimony presented before the
Senate Education Subcommittee on Educational Operation and Governance
Re SF 202
by Ruth Armstrong, Education Chair
League of Women Voters of Minnesota
March 7, 1983

The League of Women Voters of Minnesota supports the concept of SF 202 in an amended form. We believe it may be a significant step toward reorganization of Minnesota's school districts into more financially efficient operations.

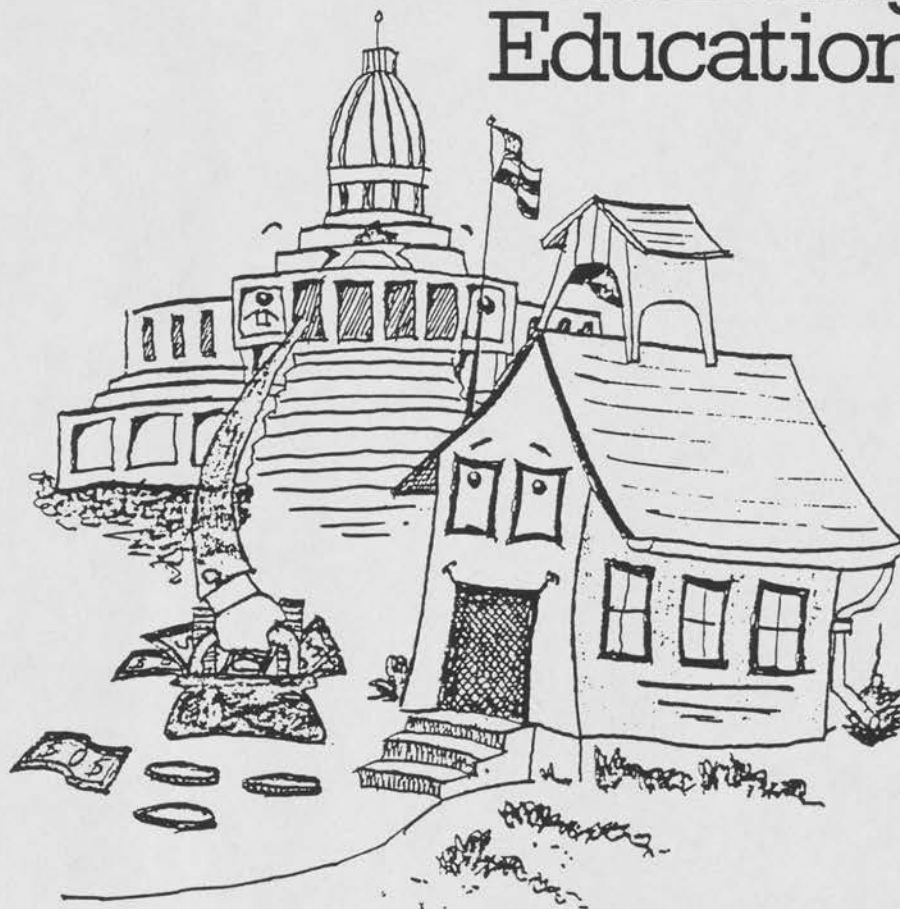
I would like to remind the committee of two earlier efforts at reorganization - one successful, one not - so that an effective plan can be prepared.

In 1977, a reorganization plan was drawn up that would dissolve all current school districts and replace them with 92 districts - basically county units with some metro exceptions. This plan was to take two years to implement. SF 156 generated more mail in opposition than any other piece of legislation in the memory of Senate staff. It has, unfortunately, become a model of "how-not-to-do-it."

In 1947, the legislature established a Commission on School Reorganization. At the state level there was an Advisory Commission whose task was to guide school survey committees and local school planning groups. The Commission stated their three principal aims: "1. better educational opportunities for all the pupils and inhabitants of the county; 2. more equitable, efficient and economical administration of public schools; and 3. more equitable distribution of public school revenues and costs of education." During the period of time that commission operated, the total number of Minnesota school districts was reduced from 7606 to 440.

There are two significant differences in these approaches that, I believe, we can learn from. 1. The Time Frame. It took the Commission on School Reorganization 24 years to consolidate. SF 156 proposed that its reorganization take two years. Considering the vast scope of the change proposed, that was hardly sufficient time. 2. The Method Used. This was probably the most important difference. The 1947 Legislature provided the impetus, broadly sketched in the guidelines, but the real decisions were made by local school survey committees and local school planning groups. It was not done by legislative fiat. Experience has shown that change must be directed by the local citizens affected by it. It cannot be imposed on them from outside.

Financing Education

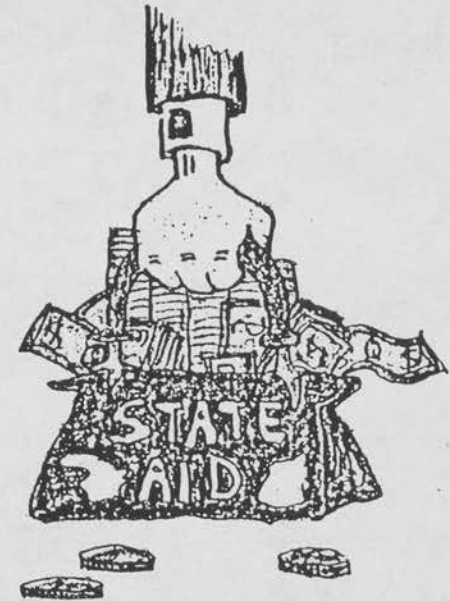
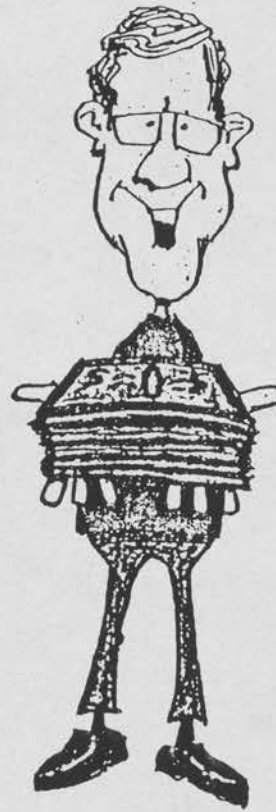


Minnesota 1982~83

BY: MINNESOTA HOUSE OF REPRESENTATIVES

EDUCATION COMMITTEE

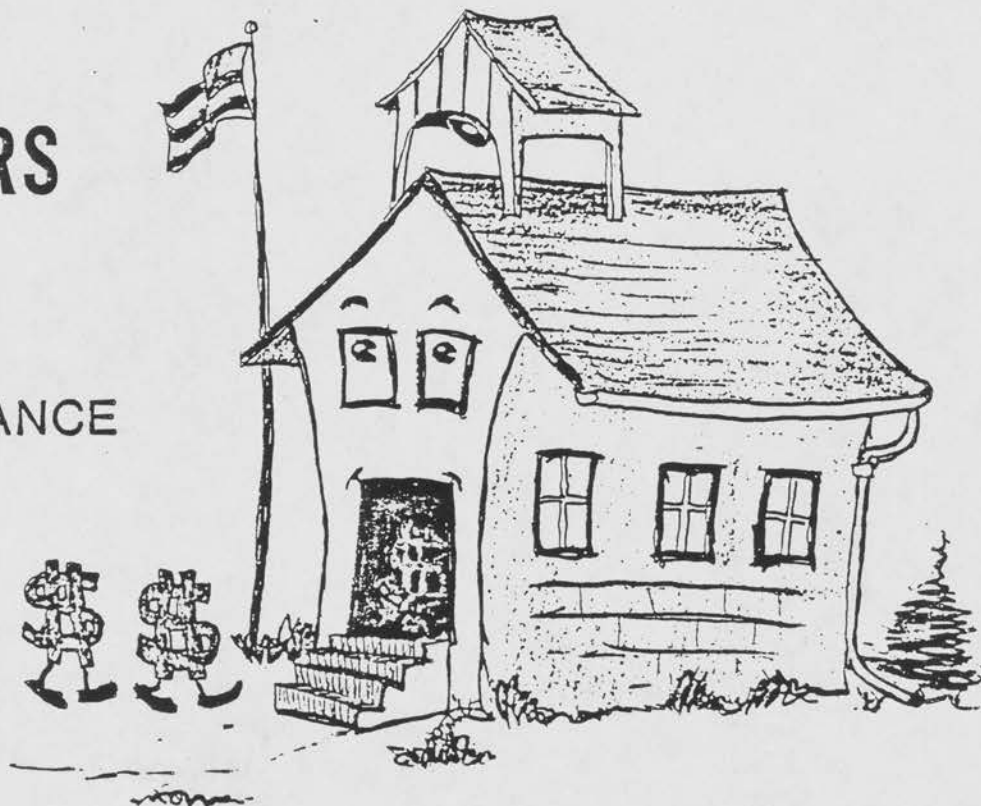
EDUCATION REVENUE



TOTAL DOLLARS = LOCAL LEVY + STATE AID

TOTAL DOLLARS

PUPIL UNITS
X
FORMULA ALLOWANCE



LOCAL LEVY

MILL RATE
X
TAXABLE VALUE



STATE AID

TOTAL DOLLARS - LOCAL LEVY

MINNESOTA

SCHOOL FINANCE TERMS - GENERAL OVERVIEW

1. Foundation Aid Program - the method by which school districts receive the majority of their financial support. The foundation aid program includes a number of components which are funded by a combination of state aids and local property taxes. The components include:

- A. Basic Foundation Aid and Basic Maintenance Levy

This establishes the basic level of finance for school districts. The foundation aid is determined by subtracting the amount raised by the levy from the formula allowance.

<u>School Year</u>	<u>Foundation Aid Formula Allowance</u>	<u>Local Effort</u>
1979-80	\$1182	27 mills
1980-81	1265	23 mills
1981-82	1333	21 mills
1982-83	1346*	24 mills
1983-84	1475	24 mills

*The 1982-83 formula allowance is set at \$1346 although the appropriation is adequate to fund only \$1325.

- B. Replacement Allowance

Beginning with revenue for the 1980-81 school year, the replacement aid and levy replace aid that districts would have received for decline or growth and sparsity. The replacement allowance is equalized on the same basis as the foundation aid formula. The amount of the replacement allowance is the revenue that the district would have earned from decline or growth and sparsity aid in 1980-81. It is increased each year by the same percentage that the foundation aid formula allowance is increased except that the 1982-83 amount shall be based on a formula allowance of \$1416.

- C. Grandfather Allowance

Districts which were spending above the statewide average cost of \$663 per pupil unit in 1970-71 are allowed an additional levy in the amount that the district's 1970-71 cost per pupil unit exceeded \$663 per pupil unit. However, beginning with revenue for the 1981-82 school year, a district's grandfather revenue amount is the greater of dollars per 1970-71 pupil unit times present pupil units or total grandfather revenue authorized for the 1980-81 school year. This has the effect of freezing the grandfather revenue for declining enrollment districts. Districts with below average EARC values receive a portion of the grandfather revenue as state aid.

- D. Discretionary Allowance

Beginning with revenue for the 1980-81 school year, districts may levy a specified amount above the foundation aid formula allowance. Districts must hold public hearings and be subject to a reverse referendum and not exceed certain fund balance limits in order to make this equalized levy. The state guarantees that a certain levy will raise a guaranteed amount per pupil unit. State aid makes up the difference between the amount raised by the levy and the guarantee.

<u>School Year</u>	<u>Discretionary Guarantee per Pupil Unit</u>	<u>Discretionary Levy</u>
1980-81	\$ 27.50	.50 mills
1981-82	64.48	1.00 mills
1982-83	138.52	2.25 mills
1983-84	153.65	2.50 mills

E. Referendum Levy

With approval from the voters in the school district, a district may increase its levy for general fund purposes.

F. Low Fund Balance Allowance

Beginning with revenue for the 1983-84 school year, a district with a 6/30/82 fund balance below \$316 per pupil unit receives an additional allowance. This low fund balance allowance is the lessor of \$60 per pupil unit or the difference between \$316 and the school district's fund balance. The low fund balance allowance will be readjusted every year by comparing the district's most recent fund balance to \$316.

G. Minimum Aid

A school district where more than 60% of the valuation is agricultural land is guaranteed \$800 per pupil unit in state aid. State aid is defined to include foundation aid, agricultural tax credit and homestead credit. The minimum aid provision assures that eligible districts will receive 59% of the foundation aid formula allowance in state aid.

2. Summer School - For summer school 1981, revenue to operate summer school programs was based on the foundation aid formula allowance and will come from an equalized aid and levy. Beginning with summer school 1982, districts may levy \$20 per actual pupil unit in the previous school year for specific school programs.
3. Categorical Aids - additional resources for specific school programs. Categorical aids include:
 - A. Transportation Aid
 - B. Special Education Aid
 - C. Secondary Vocational Aid
 - D. Limited English Proficient Aid
 - E. Gifted and Talented Aid
 - F. Capital Expenditure Equalization Aid
 - G. Community Education Aid
 - H. Adult Vocational Aid
4. Assessor's Estimated Market Value - the value set upon real estate or other property as a basis for levying taxes. The value is determined by each local assessor.
5. Equalized Aid Review Committee (EARC) - a 4-member committee established to normalize property values based on assessment practices and market values.
 - Commissioner of Revenue
 - Commissioner of Education
 - Commissioner of Administration
 - Commissioner of Agriculture

6. EARC Value - the property value used for assessing most school taxes. It is determined by equalizing differences in assessed valuations in the different counties. This equalization process compares assessed values to sales values.
7. Assessed Value - the property value used for actual taxing purposes. Classification ratios are applied to the assessor's estimated market value to determine assessed value. For example, on agricultural land, the first \$50,000 of market value is valued at 14%, remaining amounts are valued at 19% of market value.
8. Pupil Weighting - a weighted count of pupils used to determine state aid.

One Kindergartener	=	.5 pupil units
One Elementary	=	1.0 pupil units
One Secondary	=	1.4 pupil units
9. UFARS - Uniform Financial Accounting and Reporting System - a statewide accounting procedure that must be used by school districts to record financial transactions and report financial information to the state department of education.
10. School Funds - a set of financial accounts to manage school operations.
 - A. Operating Funds
 1. General Fund - general operations of the school district
 - salaries and related expenses,
 - supplies,
 - custodial operations
 2. Food Service Fund - school lunch program
 3. Transportation Fund - pupil transportation
 4. Community Service Fund - community service and recreation programs
 - B. Non-Operating Funds
 1. Capital Outlay Fund - capital programs
 - acquisition of land
 - repair of buildings
 - equipment
 2. Building Construction Fund
 3. Debt Service - building project bonds
 4. Trust and Agency Fund
11. Districts Off The Formula - In some school districts the 24 mills x EARC value is a higher figure than pupil units x \$1346. These districts which have extremely high property values, are referred to as being off the formula. These districts do not receive any basic foundation aid but are still eligible for agricultural tax credit and homestead credit. The minimum aid provisions also apply to these districts.

12. Property Tax Timetable - Property taxes are often referred to in various ways. Read across the following columns to find the corresponding terms referring to property taxes.

<u>EARC (Property) Value for year of</u>	<u>School Board Certifies Levy in October of</u>	<u>Property Taxes Payable in Calendar Year</u>	<u>School District Revenue for School Year</u>
1979	1980	1981	1981-82
1980	1981	1982	1982-83
1981	1982	1983	1982-83 1983-84
1982	1983	1984	1983-84 1984-85

Beginning with property taxes payable in 1983, property taxes paid in a calendar year will be recognized as revenue in two different school years. During the 1982-83 school year, this change in revenue recognition results in school districts receiving approximately $\frac{7}{6}$ of their anticipated property tax revenue. State aids are reduced by the additional $\frac{1}{6}$ of property taxes so that the total school district revenue (state aid and property tax) received during the 1982-83 school year will not change. This recognition of approximately $\frac{7}{6}$ of a year's anticipated property tax receipts will occur only during the 1982-83 school year. In subsequent school years, a district will receive approximately $\frac{5}{6}$ of its property tax revenue from the levy certified during the previous school year and approximately $\frac{1}{6}$ of its property tax revenue from the levy certified in the current school year.



Average Valuation in District

Gopherville School District

Number Pupil Units	=	1000
Foundation Aid Formula Allowance	=	\$1346 per pupil unit
EARC Value	=	\$30,000,000
Local Effort for 1982-83 Revenue	=	24 EARC mills (.024)

Formula

Formula Allowance - Local Effort = State Aid (\$)

Formula Allowance	x	# Pupil Units	-	(mill rate)	x	EARC Value	=	State Aid
\$1346	x	1000	-	.024	x	\$30,000,000	=	State Aid
\$1,346,000			-	\$720,000			=	<u>\$626,000</u>

AVERAGE VALUATION DISTRICT

State Aid Per Pupil Unit	=	\$626.00
Local Revenue Per Pupil Unit	=	\$720.00
Percent State Aid	=	46.5%
Percent Local Revenue	=	53.5%



Low Valuation in District

Gopherville School District

Number of Pupil Units	=	1000
Foundation Aid Formula Allowance	=	\$1346 per pupil unit
EARC Value	=	\$15,000,000
Local Effort for 1982-83 Revenue	=	24 EARC mills (.024)

Formula

Formula Allowance - Local Effort = State Aid (\$)

Formula Allowance	x	# Pupil Units	-	(mill rate)	x	EARC Value	=	State Aid
\$1346	x	1000	-	.024	x	\$15,000,000	=	State Aid
\$1,346,000					\$360,000		=	<u>\$986,000</u>

LOW VALUATION DISTRICT	State Aid Per Pupil Unit	=	\$986.00
	Local Revenue Per Pupil Unit	=	\$360.00
	Percent State Aid	=	73.3%
	Percent Local Revenue	=	26.7%



High Valuation in District

Gopherville School District

Number of Pupil Units	=	1000
Foundation Aid Formula Allowance	=	\$1346 per pupil unit
EARC Value	=	\$56,000,000
Local Effort for 1982-83 Revenue	=	24 EARC mills (.024)

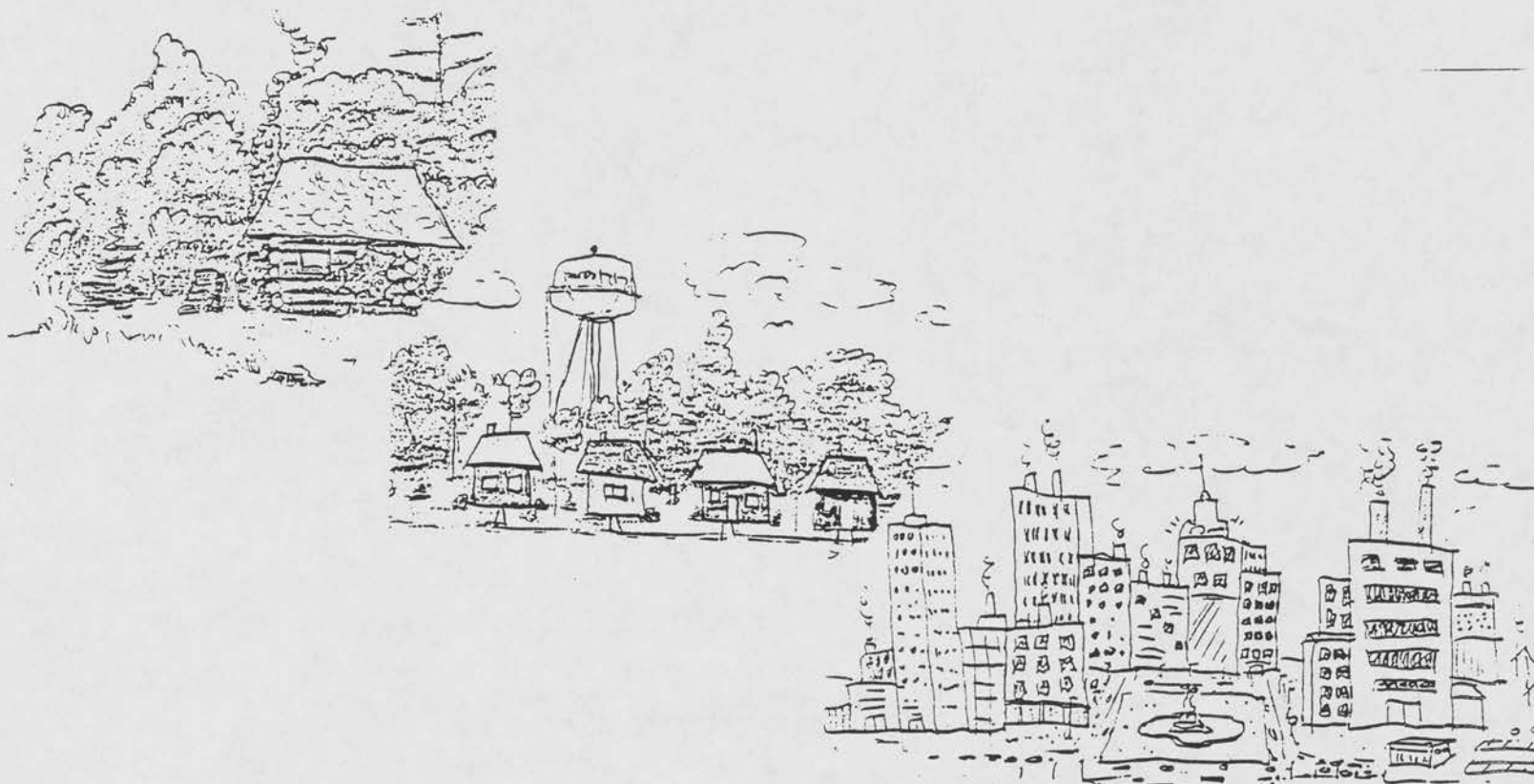
Formula

Formula Allowance - Local Effort = State Aid (\$)

Formula Allowance	x	# Pupil Units	-	(mill rate)	x	EARC Value	=	State Aid
\$1346	x	1000	-	.024	x	\$56,000,000	=	State Aid
\$1,346,000			-		\$1,344,000		=	<u>\$2,000</u>

HIGH VALUATION DISTRICT

State Aid Per Pupil Unit	=	\$ 2.00
Local Revenue Per Pupil Unit	=	\$1,344.00
Percent State Aid	=	0.1%
Percent Local Revenue	=	99.9%



Comparison
of
State Aid and Local Revenue Contribution

Gopherville School District

Number Pupil Units	=	1000
Foundation Aid Formula Allowance	=	\$1346 per pupil unit

	Valuation		
	Low	Average	High
EARC Value	\$15,000,000	\$30,000,000	\$56,000,000
Local Property Tax Effort	24 mills	24 mills	24 mills
Local Revenue Contributions	\$ 360,000	\$ 720,000	\$ 1,344,000
State Aid Contributions	\$ 986,000	\$ 626,000	\$ 2,000
Percent State Aid	73.3%	46.5%	0.1%
Percent Local Revenue	26.7%	53.5%	99.9%
TOTAL Revenue Available	\$ 1,346,000	\$ 1,346,000	\$ 1,346,000

Replacement Aid and Levy

The replacement allowance is based on the amount of additional aid a district would have been eligible for in 1980-81 under the growth or decline and sparsity formulas. Each year the replacement allowance will increase by the same percent that the foundation aid formula allowance increases except that the 1982-83 amount will be based on a foundation aid formula allowance of \$1416. The percentage of the replacement allowance that are state aid and local levy will be the same as on the foundation aid formula.

Example

1982-83 School Year Gopherville School District

Number of pupil units	1000
Foundation Aid Formula Allowance (for replacement purposes)	\$1416
EARC value per pupil unit	\$30,000
Local effort for 1982-83 revenue (for replacement purposes)	23 EARC mills
Amount of decline or growth and sparsity aid district would have received in 1980-81 per pupil unit	\$100
Replacement inflator (relationship between \$1265 and \$1416)	1.12

$$\begin{aligned}\text{Replacement Allowance} &= \text{Replacement Inflator} \times \text{1980-81 decline, growth and sparsity aid per pupil unit} \times \text{1982-83 pupil units} \\ &= 1.12 \times \$100 \times 1,000 \\ &= \$112,000\end{aligned}$$

$$\begin{aligned}\text{Replacement Levy} &= \text{Replacement Allowance} \times \left(\frac{\text{District EARC per pupil unit}}{\frac{\text{Foundation Aid Formula Allowance}}{\text{Local Effort}}} \right) \\ &= \$112,000 \times \left(\$30,000 \div \frac{\$1416}{.023} \right) \\ &= \$112,000 \times (\$30,000 \div \$61,565) \\ &= \$112,000 \times .487* \\ &= \$ 54,544\end{aligned}$$

$$\begin{aligned}\text{Replacement Aid} &= \text{Replacement Allowance} - \text{Replacement Levy} \\ &= \$112,000 - \$54,544 \\ &= \$ 57,456\end{aligned}$$

*In this example, the district is levying for 48.7% of the replacement allowance, the remaining amount will be state aid.

Grandfather Levy and Aid

Districts which were spending above the statewide average cost of \$663 per pupil unit in 1970-71 are allowed an additional levy in the amount that the district's 1970-71 cost per pupil unit exceeded \$663 per pupil unit. Assuming the district was \$105 per pupil unit above average in 1970-71, it is permitted to levy an additional \$105 per pupil unit each year based on the current pupil units. However, beginning with revenue for the 1981-82 school year, a district's grandfather revenue allowance is the greater of dollars per 1970-71 pupil unit times present pupil units or total grandfather revenue authorized for the 1980-81 school year. This has the effect of freezing the grandfather revenue for declining enrollment districts. Districts with below average EARC values receive a portion of the grandfather revenue as state aid.

Gopherville School District

Number of pupil units	1000
EARC	\$20,000,000
District EARC per pupil unit	\$20,000
Statewide average EARC per pupil unit	\$30,300
1970-71 above average expenditure	\$105
1980-81 grandfather revenue amount	\$107,100

$$\begin{aligned}\text{Grandfather Allowance} &= \text{the greater of:} && \text{a) 1980-81 grandfather amount; or} \\ & && \text{b) 1970-71 above average x pupil units expenditure} \\ &= \text{the greater of:} && \text{a) \$107,100; or b) \$105 x 1000} \\ &= \text{the greater of:} && \text{a) \$107,100; or b) \$105,000} \\ &= \$107,100\end{aligned}$$

$$\begin{aligned}\text{Grandfather Levy} &= \text{Grandfather Allowance} && \times \frac{\text{District's EARC * per pupil unit}}{\text{Statewide average EARC per pupil unit}} \\ &= \$107,100 && \times \frac{\$20,000}{\$30,300} \\ &= \$107,100 && \times .66^{**} \\ &= \$70,693\end{aligned}$$

$$\begin{aligned}\text{Grandfather Aid} &= \text{Grandfather Allowance} && - \text{Grandfather Levy} \\ &= \$107,100 && - \\ &= \$36,407\end{aligned}$$

*This factor is used only for districts where the district's EARC per pupil unit is less than the statewide average EARC per pupil unit. In districts where the district's EARC is higher than the statewide average, assume this factor is 1; the district levies the full grandfather allowance and receives no grandfather aid.

**In this example, the district is levying for 66% of the grandfather allowance; the remaining amount will be state aid.

Discretionary Aid and Levy

For revenue in the 1982-83 school year a school district may levy a 2.25 mill discretionary levy. The state guarantees that this levy will raise \$138.52 per pupil unit. The difference between the levy proceeds and the guarantee is paid as state aid. Regardless of the 1982-83 foundation aid formula allowance, the 1982-83 discretionary revenue will be based on formula allowance of \$1416 and a mill rate of 23 mills.

Example

1982-83 School Year Gopherville School District

Number of Pupil Units	1000
Foundation Aid Formula Allowance (for discretionary purposes)	\$1416
EARC	\$30,000,000
Local Effort for 1982-83 Revenue (for discretionary purposes)	23 EARC mills

Levy Formula

Discretionary Levy	=	2.25 mills x EARC
	=	.00225 x \$30,000,000
	=	\$67,500

Aid Formula

Discretionary Aid	=	\$138.52* x pupil units - amount of discretionary levy
	=	\$138.52 x 1000 - \$67,500
	=	\$138,520 - \$67,500
	=	\$71,020

TOTAL discretionary revenue = \$64,480

*The \$138.52 equals 2.25 mills x the formula allowance \div by the mill rate:

$$.00225 \times \frac{\$1416}{.023} = \$138.52$$

Referendum Levy

A school district may increase its levy by a referendum approved by the voters of the district. The ballot question must state the amount of the proposed levy in mills and the dollars raised by that millage the first year it is to be in effect. The additional levy authority is permanent unless the ballot question limits it to a certain number of years. If the referendum on additional levy authority is approved by the voters, the school board may levy that total amount or any portion of that amount. This levy authority can be revoked by referendum.

(This example assumes voter approval of a 5 mill referendum and the school board levies the full authorization.)

Gopherville School District

Number of Pupil Units	1000
*Taxable value	\$21,000,000
EARC value	\$30,000,000
Referendum levy authorization	5 mills

	<u>Calculation</u>	
Taxable value	x mill rate	= Additional Revenue
\$21,000,000	x .005	= Additional Revenue
	\$105,000	= Additional Revenue

*For a referendum levy, the taxable value rather than EARC value is used.

LOW FUND BALANCE ALLOWANCE

1983-84 SCHOOL YEAR REVENUE*

To qualify for a low fund balance allowance for 1983-84, a district's 6/30/82 fund balance per pupil unit must be less than \$316. The low fund balance allowance is the lessor of \$60 per pupil unit or the difference between \$316 and the district's 6/30/82 fund balance. It is assumed that Gopherville's 6/30/82 fund balance will be below \$256 (\$316 minus \$60) per pupil so the 1983-84 low fund balance allowance for Gopherville will be \$60 per pupil unit.

Example

Gopherville School District

Number of pupil units	1000
Foundation aid formula allowance (1983-84)	\$1475
Local effort for 1983-84 revenue	24 mills (.024)
District EARC value per pupil unit	\$30,000
Low fund balance allowance per pupil unit	\$60

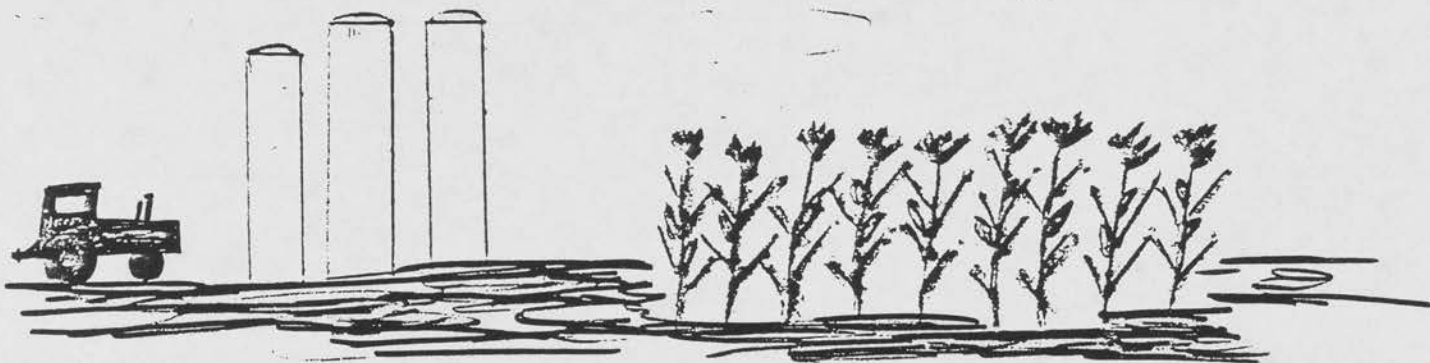
$$\begin{aligned}
 \text{Low Fund Balance Allowance} &= \text{LFB Allowance per pupil unit} \times \text{pupil units} \\
 &= \$60 \times 1000 \\
 &= \$60,000
 \end{aligned}$$

$$\begin{aligned}
 \text{Low Fund Balance Levy} &= \text{LFB Allowance} \times \left[\text{District EARC per pupil unit} \div \left(75\% \times \frac{\text{formula allowance}}{\text{mill rate}} \right) \right] \\
 &= \$60,000 \times \left[\$30,000 \div \left(.75 \times \frac{\$1475}{.024} \right) \right] \\
 &= \$60,000 \times [\$30,000 \div (.75 \times \$61,458)] \\
 &= \$60,000 \times (\$30,000 \div \$46,093) \\
 &= \$60,000 \times .65^{**} \\
 &= \$39,051
 \end{aligned}$$

$$\begin{aligned}
 \text{Low fund balance aid} &= \text{LFB allowance} - \text{LFB levy} \\
 &= \$60,000 - \$39,051 \\
 &= \$20,949
 \end{aligned}$$

*The low fund balance allowance is not available for school district revenue until 1983-84. It is shown here for informational purposes.

**In this school district, 65% of the low fund balance allowance will be received from the levy.



Minimum Aid

Districts where agricultural land comprises 60% or more of the assessed valuation of the district are guaranteed \$800 per pupil unit in state aid. The \$800 of minimum aid includes any foundation aid the district may receive plus any tax relief aids such as homestead credit, agricultural credit, wetlands credit, etc. received by the district. For minimum aid purposes, the foundation aid is based on a formula allowance of \$1346 and 23 mills.

Gopherville School District

Number of Pupil Units	1000
Foundation Aid	\$ 73,000
Homestead Credit	\$240,000
Agricultural Tax Credit	\$300,000
Other Tax Credits	\$ 5,000

$$\begin{aligned}
 \text{Minimum Aid} &= (\text{Pupil Units} \times \text{Guarantee}) - (\text{Foundation Aid} + \text{Property Tax Relief Aid}) \\
 &= 1000 \times \$800 - (\$73,000 + \$240,000 + \$300,000 + \$5,000) \\
 &= \$800,000 - \$618,000 \\
 &= \$182,000
 \end{aligned}$$

The school district's local effort is then reduced by the amount of minimum aid the district receives. This means the district will not receive additional funding but the percentage of that funding from the state will increase.

AFDC Aid

Beginning in the 1981-82 school year, a district may count 98.5% of its 1980-81 AFDC pupil units in the foundation aid formula. (See page 18 for explanation of 1980-81 AFDC pupil units.)

Gopherville School District

Number Pupil Units	=	1000
Number of AFDC units 1980-81	=	90
1982-83 AFDC units = 90 x .985	=	88.65
EARC Value	=	\$30,000,000
Local Effort for 1981-82 Revenue	=	24 EARC mills (.024)
Foundation Aid Formula Allowance	=	\$1346

Formula

Formula Allowance	x	# Pupil Units	-	mill rate x EARC Value	=	State Aid
\$1346	x	1088.65	-	.024 x \$30,000,000	=	State Aid
\$1,465,323			-	\$720,000	=	\$745,323

Total revenue available per actual pupil unit (with AFDC)

$$\$1,465,323 \div 1000 = \$1465.32$$

Total revenue available per actual pupil unit (without AFDC)

$$\$1,346,000 \div 1000 = \$1346.00$$

Extra Revenue per Pupil Unit = \$119.32

Calculation of 1980-81 AFDC Pupil Units

Through the 1980-81 school year, school districts received additional pupil units for the number of students in the district in that year from families receiving Aid to Families with Dependent Children (AFDC). This additional aid is intended to meet the problems of educational overburden caused by broken homes, poverty and low income. There are two types of AFDC pupil unit weighting: regular and concentration. The regular weighting provides an additional .5 pupil unit for each student from a family receiving AFDC. If a district's percent of students from families receiving AFDC is above 5%, the district receives an additional .1 pupil unit per student from a family receiving AFDC for each percent of concentration above 5% up to a maximum of .6 additional pupil units. Thus each student from a family receiving AFDC could generate up to 1.1 AFDC pupil units (.5 regular + .6 concentration). These pupil units are in addition to the regular weighting (1 for elementary, 1.4 for secondary) generated by this student.

AFDC Pupil Weighting Schedule

<u>% of Students in District From AFDC Families</u>	<u>Regular AFDC Units</u>		<u>Concentration AFDC Units</u>		<u>Total AFDC Units</u>
up to 6% =	.5	+	0	=	.5
6% to 7% =	.5	+	.1	=	.6
7% to 8% =	.5	+	.2	=	.7
8% to 9% =	.5	+	.3	=	.8
9% to 10% =	.5	+	.4	=	.9
10% to 11% =	.5	+	.5	=	1.0
11% and above =	.5	+	.6	=	1.1

Example

Gopherville School District

Number of regular pupil units	=	1000	
Number of students from AFDC families	=	90 (9% AFDC)	
Regular AFDC units	=	90 x .5	= 45
Concentration AFDC units	=	90 x .4	= 36
Total additional units			= 81

1980-81 Calculation - Decline Aid

Option A, Four Year Averaging

Gopherville School District

Pupil Units 1977-78	=	1300
Pupil Units 1978-79	=	1200
Pupil Units 1980-81	=	1100
Pupil Units 1980-81	=	1000
Foundation Aid Formula Allowance	=	\$1265 per pupil unit

Declining districts may average the number of pupil units for the current year and the prior 3 years for aid purposes. Thus:

$$(1000 + 1100 + 1200 + 1300) \div 4 = 1150 \text{ P.U.}$$

Gopherville has 150 additional pupil units.

$$\begin{aligned} 150 \text{ pupil units} \times \$1265 &= \$189,750 \\ \text{Decline Aid} &= \$189,750 \end{aligned}$$

Option B, Two Year Difference

Gopherville School District

Pupil Units 1977-78	=	1000
Pupil Units 1978-79	=	1050
Pupil Units 1979-80	=	1100
Pupil Units 1980-81	=	1000
Foundation Aid Formula Allowance	=	\$1265 per pupil unit

Declining districts may include 60% of the loss of pupil units between the prior year and current year. Thus, a reduction of 100 pupil units would net a reduction of 40 pupil units in the calculation of state aid in the year following the loss. Districts that would gain more from this provision than from 4-year averaging are those where the enrollment has not been declining steadily.

Gopherville has 60 additional pupil units.

$$\begin{aligned} 60 \text{ pupil units} \times \$1265 &= \$75,900 \\ \text{Decline Aid} &= \$75,900 \end{aligned}$$

Beginning with the 1980-81 school year, the amount of decline aid became part of the replacement aid and levy. See the replacement aid and levy formula: Page 11

1980-81 Calculation - Growth Aid

Gopherville School District

Number Pupil Units 1979-80	=	965
Number Pupil Units 1980-81	=	1000*
Foundation Aid Formula Allowance	=	\$1265 per pupil unit

*Note an increase of 35 pupil units = 3.6% growth

Formula: If a district's enrollment increases, the district may add .1 unit x the number of units increased for each percent (rounded to the next whole percent) of increase up to a maximum of .5 additional units.

Thus: an increase of 35 units at 3.6% (rounded to 4) growth would add an extra 14 units.

35 Units x .4 = 14 extra units

Gopherville has 14 additional pupil units.

14 pupil units x \$1265 = \$17,710

Growth aid = \$17,710

Beginning with the 1980-81 school year, the amount of growth aid became part of the replacement aid and levy. See the replacement aid and levy:
Page 11

1980-81 Calculation - Sparsity Aid

Gopherville School District

Pupil Units	=	550
High School Average Daily Membership (ADM)	=	300
Foundation Aid Formula Allowance	=	\$1265 per pupil unit
High School Attendance Area	=	200 square miles
Distance from High School to Nearest High School	=	40 miles
Isolation Index	=	50

School districts with a sparsely populated high school attendance area may be eligible for sparsity aid. This aid is intended for the additional program needs of these districts. To be eligible a high school must have a secondary ADM of less than 500 and a isolation index (ii) greater than 18.

Formula

$$\text{Foundation Aid Formula Allowance} \times \text{Secondary Average Daily Membership} \times \left(\frac{500 - \text{Sec. ADM}}{500 + \text{Sec. ADM}} \right) \times \left(\frac{\text{ii} - 18}{\text{ii}} \right)$$

ii = the sum of the distance between a district's high school and the nearest other high school plus the square root of one-half of the area of the district's high school attendance area.

$$\$1265 \times 300 \times \left(\frac{500 - 300}{500 + 300} \right) \times \left(\frac{50 - 18}{50} \right)$$

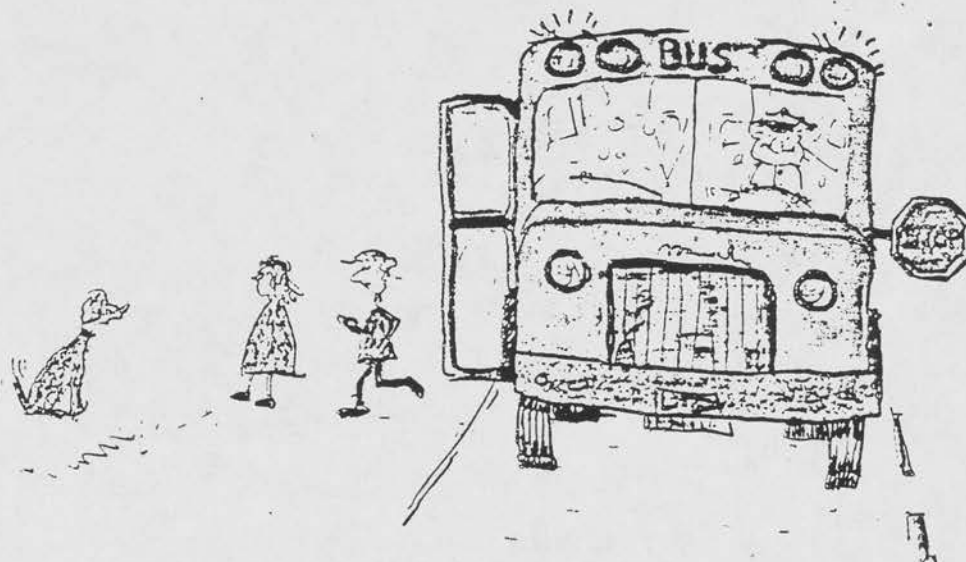
$$\$1265 \times 300 \times \left(\frac{200}{700} \right) \times \left(\frac{32}{50} \right)$$

$$\$1265 \times 300 \times .29 \times .64$$

$$\text{Sparsity Aid} = \$70,435$$

Beginning with the 1980-81 school year, the amount of sparsity aid became part of the replacement aid and levy formula. See replacement aid and levy formula: page 11

Transportation Aid



Transportation aid is authorized for the cost of transporting:

1. Elementary students living more than one mile from school and secondary students living more than two miles from school;
2. Secondary vocational students to vocational centers;
3. Handicapped students;
4. Board and lodging for non-resident handicapped students;
5. Shared-time students;
6. Non-public school students;
7. Students in summer school programs;
8. Students to jointly offered (between districts) classes;
9. Students between school buildings within the district.

The transportation aid formula uses the following terms in a multiple regression formula to predict a base-year transportation cost for each district:

1. District's average daily membership;
2. Reciprocal of the district's average daily membership;
3. Logarithm of the number of students transported per square mile;
4. Percentage of district area that is water covered, marshland or extractive;
5. District's administrative overhead for transportation per student transported;
6. Number of schools to which students are transported divided by total students transported;
7. If the district is non-rural;
8. If the district contracts for bus service or owns its buses;
9. Percent of buses used not owned by the district;
10. If the district operates an activities bus.

The formula determines a predicted cost per student transported for each district for the base year (1980-81). This predicted cost is compared to the district's actual cost for the base year. If the district's predicted cost exceeds the actual cost, the predicted cost is adjusted by subtracting the following:

- 50% of the first \$40,
- 70% of the next \$40, and
- 90% of any difference over \$80.

If the district's predicted cost is less than its actual cost, the predicted cost is adjusted by adding the following:

- 50% of the first \$40,
- 70% of the next \$40, and
- 90% of any difference over \$80.

The district's adjusted predicted cost per student transported for the base year (1980-81) is then increased by 22%. For 1982-83, the number of students for which a district receives aid will be the same percentage as the percentage of students transported in the base year (1980-81). In addition, districts which are transporting more students because of school closings will be eligible for limited additional aid for transporting those students.

A district's transportation aid is its adjusted predicted cost minus the proceeds of a two mill levy. In addition, a district may levy for the cost of transporting students who are ineligible for transportation aid if it would be hazardous for the students to walk. Districts may also levy for the costs of transporting secondary students who live between one and two miles from school.

Example

Gopherville School District

Number of students - 1982-83	1000
Percent of students transported - 1980-81	80%
EARC value	\$30,000,000
Adjusted predicted cost per student transported	\$250

Transportation Entitlement = (Percent of students transported - 1980-81 x number of student - 1982-83) x adjusted predicted cost per student transported

$$= (.80 \times 1000) \times \$250$$

$$= 800 \times \$250$$

$$= \$200,000$$

Transportation Levy = 2 mills x EARC value

$$= .002 \times \$30,000,000$$

$$= \$60,000$$

Transportation Aid = Transportation entitlement - Transportation levy

$$= \$200,000 - \$60,000$$

$$= \$140,000$$

Special Education

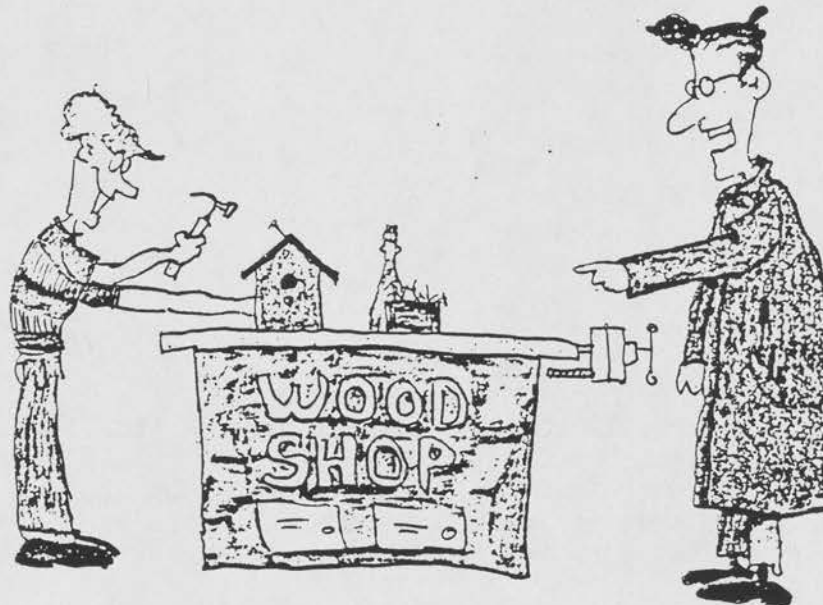
The State pays:

- 1) 61% of the salaries of teachers and essential personnel; plus
- 2) 44.4% of supplies and materials (to a limit of \$50 per student); plus
- 3) 53.3% of the difference between the foundation aid formula allowance and the amount of a contract or tuition charged a home district for special education services provided by contract or in a residential facility.

Example

Gopherville School District

Number Pupil Units	=	1000	
Number of students receiving special education instruction	=	110	
Number Special Education Staff	=	5	
1. 5 Staff @ \$20,000 each	=	\$100,000	
\$90,000 x .61	=		\$61,000.00
(Aid is \$12,200 per teacher)	=		
2. Equipment and material cost	=	\$ 2,150	
\$2150 x .444	=		\$ 954.60
(Maximum would be 110 x \$50 = \$5500)			
3. Contracts for special education services with another district:			
1 @ \$4,738		1 @ \$2,138	
(\$4738 - \$1346)		\$3392 x .533	
	=	\$1,807.94	
(\$2138 - \$1346)		\$ 792 x .533	
	=	422.14	
Total Aid	=		<u>\$ 2,230.08</u>
Total Special Education Aid	=		\$64,184.68



Secondary Vocational Education Aid

The State pays:

- 1) 41.6% of the salary of essential licensed personnel; plus
- 2) 41.6% of necessary equipment; plus
- 3) 41.6% of necessary teacher travel between instructional sites and to vocational student organization meetings within the state.

Example

Gopherville School District

Number Pupil Units	=	1000
Number Certified Vocational Teachers	=	5
1. <u>Salary Essential Personnel</u>		
5 teachers @ \$17,500 each	=	\$87,500
\$87,500 x .416	=	36,400 State Aid
2. <u>Equipment</u>		
\$2,000 x .416	=	\$ 832 State Aid
3. <u>Travel</u>		
\$3,000 x .416	=	\$ 1,248 State Aid
Total Aid	=	\$38,480

Limited English Proficient Aid

School districts with limited English proficient (LEP) students can receive aid to recognize the additional cost of educating these students. A LEP student is defined as one whose primary language is not English and whose score is significantly below the average score for students of the same age on an English reading or language arts test.

A district receives aid which is equal to up to 60 percent of the salary of a full-time teacher for each 45 LEP students or a proportionate amount for less than 45 LEP students. However, a district with less than 22 LEP students is guaranteed 60 percent of one half-time teacher's salary.

Example

Gopherville School District

Number of LEP students	=	65
LEP teachers	=	1 @ \$15,000 1 @ \$13,500
For the first 45 LEP students, the district receives 60% of \$15,000	=	\$ 9,000
For the remaining 20 LEP students, the district receives $20/45 \times 60\% \times \$13,500$	=	\$ 3,600
Total LEP Aid	=	\$12,600

Gifted and Talented Aid

A district which establishes a program for gifted and talented students is eligible for state aid. No more than 5% of the students in the district may be counted as gifted and talented for the purposes of determining aid. For 1982-83, the aid is \$16.18 per gifted and talented student.

Example

Gopherville School District

Number of students	1000
Maximum number - gifted and talented students for aid purposes	50
Maximum aid = 50 students x \$16.18	
= \$809	

Capital Expenditure Levy and Aid

For 1982-83 districts are allowed to levy up to \$90 per pupil unit (\$95 in growth districts) not to exceed 7 EARC mills for capital expenditure purposes. The amount that \$90 (or \$95) times pupil units exceeds 7 EARC mills is paid by the state as capital expenditure equalization aid.

Example in Average Valuation School District

Gopherville School District

Number of Pupil Units	1000
EARC Value	\$30,000,000

Formula

Formula Authorization	=	\$90	x	Pupil Units
	=	\$90	x	1000
	=	\$90,000		

Limit

Limit	=	.007 (7 EARC mills)	x	\$30,000,000
	=	\$210,000		

Gopherville School District could make a levy of \$90,000 since the 7 EARC mill limit is \$210,000. The \$90,000 does not exceed the \$210,000.

Capital Expenditure Levy and Aid

Example in Low Valuation School District

Gopherville School District

Number of Pupil Units	1000
EARC Value	\$10,000,000

	<u>Formula</u>		
Formula Authorization	=	\$90	x Pupil Units
	=	\$90	x 1000
	=	\$90,000	

	<u>Limit</u>		
Limit	=	.007 (7 EARC mills)	x \$10,000,000
	=	\$70,000	

Gopherville School District is limited to a levy of \$70,000. The difference between the limit and the formula authorization is paid as state aid.

Capital Expenditure Equalization Aid	=	Formula Authorization*	-	Levy Limit
	=	\$89,000	-	\$70,000
	=	\$19,000		

If Gopherville School District makes its maximum allowable levy of \$70,000, it is eligible for capital expenditure equalization aid of \$19,000.

*Because of budget cuts, the aid for 1982-83 does not completely make up the guarantee. The aid will pay up to \$89 (\$94 in growing districts).

Community Education

Community Education programs are designed to provide the school district residents with the opportunity to utilize educational facilities and programs during non-school hours. Community education programs may also be offered to K-12 students during the summer.

Community Education Funding - 1982-83

1. \$3.40 per capita (per resident) local levy authority
2. 60¢ per capita, or a minimum of \$5,642 of state aid per district allowed for approved programs in districts that levy at least \$1.00 per capita
3. District allowed to charge fees for each course.

Example

Gopherville School District

Number of district residents = 5,000;

Community education levy = $\$3.40 \times \text{district residents}$
= $\$3.40 \times 5,000$
= \$17,000

Community education aid = the greater of: a) \$.60 x district resident; or
b) \$5,642
= the greater of: a) \$.60 x 5,000; or
b) \$5,642
= the greater of: a) \$3,000; or
b) \$5,642
= \$5,642

Adult Vocational Education Aid

The State pays:

- 1) 69% of the salaries of essential licensed personnel; plus
- 2) 46.25% of the cost of necessary travel between instructional sites.

Example

Gopherville School District

Number Adult Vocational Pupils	-	110
Number Certified Vocational Teachers	-	4
1. <u>Salary Essential Personnel</u>		
1 full-time teacher @ \$18,000	=	\$18,000
3 part-time teachers @ \$4,000 each	=	\$12,000
Total Salaries	=	\$30,000
\$30,000 x .69	=	\$20,700 State Aid
2. <u>Travel</u>		
\$2,200 x .4625	=	\$ 1,017 State Aid
Total Aid	=	<u>\$21,717</u>
Total Cost	=	\$32,200



Post-Secondary Vocational Instructional Aid
(Area Vocational-Technical Institutes - AVTI's)

The instructional aid formula uses four factors to determine aid:

1. Instructional Program Allowance - This is determined by cost figures from the second prior school year.

<u>A) Instructional FTE in Program at Gopherville AVTI</u>	<u>B) Programs at Gopherville AVTI</u>	<u>C) 1980-81 statewide average instructional program cost for this program</u>	<u>D) Allotment for Gopherville AVTI (A x C)</u>
2	Auto mechanics	\$15,000	\$30,000
1.5	Welding	\$16,000	\$24,000
3	LPN (Nursing)	\$14,000	\$42,000
Instructional Program Allowance			<u>\$96,000</u>

2. Staff compensation weighting - The staff compensation weighting is a comparison of the AVTI's average instructional salary and fringe benefits to the statewide average instructional salary and fringe benefits for the previous three years.

	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	
Gopherville AVTI Average Salary	\$16,000	\$16,500	\$17,000	
Statewide Average Salary	\$14,500	\$15,000	\$15,500	
$\frac{\text{Gopherville AVTI Average Salary}}{\text{Statewide Average Salary}} = \frac{\$16,000 + \$16,500 + \$17,000}{\$14,500 + \$15,000 + \$15,500} = 1.10$				= staff compensation weighting

Then: multiply instructional program allowance x staff weighting factor

$$\$96,000 \times 1.10 = \underline{\$105,600}$$

3. Inflation Factor - This factor, stated in statute, updates the formula to the current school year. For 1982-83, it is 9.5 percent.

$$\$105,600 \times 1.095 = \underline{\$115,632}$$

AVTI's Continued

4. Student Growth or Decline Factor - The student growth or decline factor is the ratio of the current year's (1982-83) average daily membership at the AVTI to the second prior year's (1980-81) average daily membership at the AVTI. If this ratio is between .95 and 1.05, the student growth or decline factor shall be 1. If the ratio is .95 or less, it shall be adjusted by adding .05 to obtain the student decline factor. If the ratio is 1.05 or greater, it shall be adjusted by subtracting .05 to obtain the student growth factor. (The rationale for this is that the AVTI should be able to absorb a 5% change.)

Gopherville AVTI 1982-83 ADM = $\frac{250}{200} = 1.25$ (Since ratio is greater than 1.05, subtract .05) Student growth factor = 1.20
Gopherville AVTI 1980-81 ADM

$$\$115,632 \times 1.20 = \underline{\underline{\$138,758}}$$

Gopherville AVTI will receive \$138,758 in instructional program aid in 1981-82.

OTHER AVTI AIDS

AVTI's also receive the following aids. AVTI's apply to the Department of Education for these aids.

1. AVTI supply aid is for supplies and materials.
2. AVTI support services aid is for additional costs of the instructional program including special needs.
3. AVTI equipment aid is for acquisition, upkeep and leasing of equipment.
4. AVTI repair and betterment aid is for reconstruction, improvement, remodeling and repair of AVTI buildings.

Property Tax Relief Aids

Property Taxes Payable in 1982

The property tax relief aids replace property tax assessments with state payments. The effect is that the property taxpayer pays less than the taxes assessed on property and the state makes up that difference in a state payment to the taxing district. Tax relief aids include:

1. Homestead Credit

The state pays a portion of the homestead property owner's school tax through the homestead credit. Fifty-eight percent of all property taxes on homestead property up to \$650 per homestead are deducted from the homeowner's tax bill and that amount is then paid to the appropriate taxing districts by the state in a ratio of the taxing districts' mill rate to the total mill rate for the taxing area after an adjustment is made for the agricultural tax credit. On agricultural property, the homestead credit may be applied to the dwelling, buildings and up to 240 acres. In calculating homestead property taxes, the amount of the homestead credit is subtracted from the property taxes and then that amount is paid to the school district by the Department of Education.

2. State School Agricultural Credit

As part of foundation aid payments, the state pays school districts the amount of the state school agricultural credit. The agricultural credit is 18 mills on the first 320 acres of homestead agricultural property, 10 mills on the next 320 acres, and 8 mills on property over 640 acres. The agricultural credit on non-homestead agricultural property is 10 mills on the first 320 acres and 8 mills on property over 320 acres. The credit on timber land is 8 mills. The agricultural credit provides school tax relief to agricultural property owners. In calculating farm property taxes, the amount of the agricultural credit is subtracted from the property taxes and then that amount is paid directly by the Department of Education to the school district.

3. Reduced Assessment Credit

A credit, calculated in a similar manner as the homestead credit, is given to certain property used for elderly and low and moderate income housing.

4. Others

Other tax relief aids include wetlands credit (to owners of wetland, which could be drained but which is preserved in its natural condition), and native prairie credit (to owners of native prairie).

Tax Relief Aid

(For Property Taxes Payable in 1982)

City

Urban Homestead	
Market Value	\$70,000
Assessor's Estimated Market Value	59,500
Assessed Value	11,800
Gross Taxes ⁺	
County (33 mills)	\$ 389.40
City (27 mills)	318.60
School (45 mills)	531.00
(105 mills)	\$ 1,239.00
Reduction	
Homestead Credit	-\$ 650.00
Net Property Tax	\$ 589.00

Effect on Homeowners' Property Taxes

Tax without this credit	=	\$ 1,239.00
Property Tax Reduction	=	650.00 (a 52.5% reduction)
Tax After Homestead Credit Reductions	=	589.00

Of the homestead credit, the school district is paid an amount equal to the ratio of the school district's mill rate to the total mill rate times the amount of the homestead credit reduction.

$$\frac{45}{105} \times \$650 = \$278.57$$

Tax relief aid paid to the school district = \$ 278.57

The \$278.57 is paid to the school district by the state and replaces a portion of the levy certified by the district.

⁺These mill rates are in auditor's mills, not EARC mills.

TAX RELIEF AID
(For Property Taxes Payable in 1982)

Agricultural

Farm - 320 Acres		
Market value		\$450,000.00
Assessor's estimated market value		300,000.00
Assessed value		54,300.00
Gross Taxes ⁺		
County	(30 mills)	\$ 1,629.00
Township	(7 mills)	380.10
School	(48 mills)	2,606.40
	<u>85 mills</u>	<u>\$ 4,615.50</u>
Reductions		
Agricultural tax credit		\$ 977.40
(18 mills times the assessed value of the first 320 acres)		
Homestead credit		<u>650.00</u>
Net Property Tax		\$ 2,988.10

Effect on Farmer's Property Taxes

Tax without credits	=	\$ 4,615.50
Property tax reduction	=	\$ 1,627.40 (a 35.3% reduction)
Tax after credits	=	\$ 2,988.10

The total amount of the agricultural tax credit is paid to the school district by the state. The school district is paid an amount of the homestead credit equal to the ratio of the school district's adjusted mill rate* to the total adjusted mill rate times the amount of the homestead credit reduction.

$$\frac{45^*}{85} \times \$650 = \$344$$

Tax relief aid paid to the school district:

$$\$977.40 \text{ (ag)} + \$344 \text{ (homestead)} = \$1,321.40$$

The \$1,321.40 is paid to the school district by the state and replaces a portion of the levy certified by the district.

⁺These mill rates are in auditor's mills, not EARC mills.

*An adjustment is made for the agricultural tax credit; in the example, the adjustment is 3 mills.

EFFECT OF TAX RELIEF AIDS ON SCHOOL DISTRICT REVENUE

Gopherville School District

	Levy Amount	% of Total Levy	State Aid
Maintenance	\$1,200,000	71.8%	\$1,500,000
Transportation	60,000	3.6%	220,000
Community Services	20,000	1.2%	12,000
Capital Expenditure	140,000	8.4%	--
Debt Service	250,000	15.0%	--
TOTAL	\$1,670,000	100.0%	\$1,732,000
Homestead Credit applied to property in the school district			\$270,000
Agricultural Credit applied to property in the school district			300,000
TOTAL Tax Relief Aids			\$570,000

The school district levy amount is reduced by the amount of the homestead credit and agricultural credit that has been applied to property in the school district.

$$\$1,670,000 - \$570,000 = \$1,100,000$$

This is the amount of property taxes to be paid by property owners after reductions for homestead credit and agricultural credit.

The district receives the amount of homestead credit and agricultural credit as state aid.

$$\$1,732,000 + \$570,000 = \$2,302,000 \text{ (state aid)}$$

The amount of homestead credit and agricultural credit is applied to school district funds in the same proportion as that fund's levy is to the total levy.

The maintenance levy is 71.8% of the total levy; so 71.8% of the total homestead credit and agricultural credit is applied against the maintenance levy.

$$\$570,000 \times 71.8\% = \$409,260$$

In effect, the maintenance levy is \$790,740 (\$1,200,000 - \$409,260) and the corresponding state aid is \$1,909,260 (\$1,500,000 + \$409,260).

EDUCATION APPROPRIATIONS

	<u>1981-82</u>	<u>1982-83*</u>
Foundation Aid	\$ 740,466,900	\$550,493,366
Summer School	11,470,400	0
Transportation Aid	122,546,032	86,816,462
Special Education Aid	109,413,330	104,795,459
Community and Adult Education	4,658,200	4,043,727
Secondary Vocational Aid	24,282,340	20,673,238
Adult Vocational Aid	7,577,000	7,092,803
AVTI Aid	104,973,328	93,986,082
Teacher Mobility	3,286,500	3,143,043
Public Libraries	4,125,700	3,445,525
Council on Quality Education	2,350,000	1,757,068
Nonpublic Schools	5,199,800	3,493,992
Maximum Effort School Aid	5,104,000	4,396,200
Other Programs	12,018,711	10,733,045
TOTAL	<u>\$1,157,472,241</u>	<u>\$894,870,010</u>

*Figures for 1982-83 in most cases are either:

- (1) 85% current year and 10% prior year adjustment; or
- (2) 85% current year and no prior year adjustment.

This causes the 1982-83 figures to be somewhat lower than the aid entitlements.

The figures for 1981-82 represent either:

- (1) 90% current year and 10% prior year; or
- (2) 100% current year.

SCHOOL DISTRICT PROPERTY TAX LEVIES

	<u>1981-82</u>	<u>1982-83</u>
Maintenance	\$624,157,000	\$ 839,578,000
Transportation	32,045,000	61,773,000
Community Service	9,135,000	12,071,000
Capital Expenditure	75,480,000	90,984,000
General Debt Service	120,083,000	110,854,000
AVTI Debt Service	9,613,000	8,067,000
AVTI Other	8,299,000	10,915,000
TOTAL Levies	<u>\$878,812,000</u>	<u>\$1,134,242,000</u>
Operating Fund Levies	\$673,636,000	\$ 924,337,000
Non-operating Fund Levies	\$205,176,000	\$ 209,905,000

PROPERTY TAX RELIEF AID PAYMENTS TO SCHOOL DISTRICTS

	<u>1981-82</u>	<u>1982-83*</u>
State School Agricultural Credit	\$ 68,413,000	\$ 79,331,300
Homestead Credit	194,651,100	205,530,000
Reduced Assessment Credit	3,638,400	4,182,000
Other Credits	4,293,300	4,410,900
TOTAL Tax Relief Aids	<u>\$270,995,800</u>	<u>\$293,454,200</u>

*Estimates; figures for 1982-83 are 85% of the entitlements. Beginning with the 1982-83 school year, districts will receive 85% of the property tax relief aid entitlement in the current school year and 15% in the next school year.

The total entitlement for 1982-83 is \$345,240,200. This is the amount by which the certified payable 1982 levy was reduced.

STATE AND LOCAL OPERATING REVENUE AVAILABLE TO SCHOOL DISTRICTS

This chart includes only those portions of state aids and local levies that go for general operation of the school district. The state aids that are included are foundation aid, summer school, transportation, special education, secondary vocational, teacher mobility, COE and other programs. Levies included are maintenance and transportation. Levies are a net figure with the amount of tax relief aids subtracted. The proportion of the tax relief aids reflecting the maintenance and transportation levies they replace are included here.

	<u>Operating Revenues</u>	
	<u>1981-82</u>	<u>1982-83</u>
State Aid ⁽¹⁾	\$1,025,835,200	\$ 778,411,700
Tax Relief Aid ⁽²⁾	202,162,900	233,002,600
Local Levy	454,039,100	627,230,300
	<u>\$1,682,037,200</u>	<u>\$1,638,644,600</u>
Aid Reduction - Property Tax Shift	-	(\$ 134,000,000)
Additional Levy Revenue Recognized - Property Tax Shift	-	\$ 134,000,000
TOTAL Available Operating Revenue	\$1,682,037,200 ⁽³⁾	\$1,638,644,600 ⁽⁴⁾
Percent change 1981-82 to 1982-83 -		- 2.6%
Percent Operating Revenue from State Sources	73.0%	53.5%
Percent Operating Revenue from Local Levies	27.0%	46.5%

(1) The State Aid figure for 1981-82 for the most part is 90% of current year entitlement plus 10% of previous year's entitlement; the aid figure for 1982-83 for the most part is 85% current year entitlement and 10% of previous year's entitlement because of changes in payment dates.

(2) The figure for 1981-82 is 100% of entitlement, the figure for 1982-83 is 85% of entitlement because of changes in payment dates.

(3) This figure does not include the \$243,670,800 of 1980-81 school year revenue paid to districts in 1981-82 under Laws 1981, Chapter 1 - Restoration.

(4) Footnotes 1 and 2 apply to this figure. Also in 1982-83, districts may transfer up to \$50 per pupil unit from the capital expenditure fund to the general fund. Districts making this transfer increase the operating revenue they have available.

Ruth Armstrong
LWVMN Education Chair
May, 1983

A Summary of Recommendations from:
A Report to the Nation and the Secretary of Education
by the
National Commission on Excellence in Education,
April, 1983

"Our recommendations are based on the beliefs that everyone can learn, that everyone is born with an urge to learn which can be nurtured, that a solid high school education is within the reach of virtually all, and that life-long learning will equip people with the skills required for new careers and for citizenship."

The recommendations from this commission fall into five categories. In a non-prioritized list they are: 1) Content; 2) Standards and Expectations; 3) Time; 4) Teaching; and 5) Leadership, Fiscal Support.

Under Content, there is a list of Five New Basics that should be the core of the 4-year high school curriculum.

- 1) 4 years of English,
- 2) 3 years of mathematics,
- 3) 3 years of science,
- 4) 3 years of social studies, and
- 5) $\frac{1}{2}$ year of computer science.

For the college-bound, 2 years of foreign language are strongly recommended, in addition to those taken earlier.

Further explanation of these Basics give substance to these recommendations.

The teaching of English should equip h.s. graduates to:

- a) comprehend, interpret, evaluate, and use what they read;
- b) write well-organized, effective papers;
- c) listen effectively and discuss ideas intelligently; and
- d) know our literary heritage and how it enhances imagination and ethical understanding, and how it relates to the customs, ideas and values of today's life and culture.

The teaching of Mathematics should equip h.s. graduates to: .

- a) understand geometric and algebraic concepts;
- b) understand elementary probability and statistics;
- c) apply mathematics in everyday situations; and
- d) estimate, approximate, measure, and test the accuracy of their calculations. New curricula needs to be developed for non-college bound students.

The teaching of science should provide h.s. graduates with an introduction to:

- a) the concepts, laws, and processes of the physical and biological sciences;
- b) the methods of scientific inquiry and reasoning;
- c) the application of scientific knowledge to everyday life; and
- d) the social and environmental implications of scientific and technological development. Science courses need to be revised and updated.

^ The teaching of social studies should be designed to:

- a) enable students to fix their places and possibilities within the larger social and cultural structure;
- b) understand the broad sweep of both ancient and contemporary ideas that have shaped our world;
- c) understand the fundamentals of how our economic system works and how our political system functions; and
- d) grasp the difference between free and repressive societies.

The teaching of computer science should equip h.s. graduates to:

- a) understand the computer as an information, computation, and communication device;
- d) use the computer in the study of the other Basics and for personal and work-related purposes; and
- c) understand the world of computers, electronics, and related technologies.

Under Standards and Expectations, the commission recommends more rigorous and measurable standards and raised admission requirements from colleges and universities. In order to implement these ideas there were further suggestions.

Grades should be better indicators of achievement.

Standardized tests of achievement should be administered at major transition points

Texts should be upgraded and updated.

Funds should be available for text development where necessary.

Better consumer information on textbooks is needed.

Under Time, the commission recommends significantly more time be devoted to the New Basics. This may mean more effective use of time currently available, a longer school day, or a lengthened school year. Further points were made.

More homework is needed.

Effective study and work skills must be taught early.

7-hour days, 200-day years should be considered.

Special-need students may need even more time.

Absenteeism and tardiness must be reduced through clear incentives and sanctions.

Intrusions into the school day should be reduced.

Promotion and graduation should be guided by progress not just age.

Under Teaching, there are seven recommendations.

- 1) High educational standards are necessary for those preparing to teach.
- 2) Salaries for teachers should be professionally competitive, market-sensitive, and performance-based.
- 3) 11-month contracts should be adopted.
- 4) Career ladders should be developed to distinguish between the beginning teacher, the experienced teacher, and the master teacher.
- 5) Substantial non-school personnel should be used.
- 6) Incentives, such as grants and loans, should be made available to attract outstanding students to the profession.

Under Leadership and Fiscal Support, the commission recommends that "citizens...hold educators and elected officials responsible for providing the leadership necessary to achieve these reforms, and that citizens provide the fiscal support and stability required to bring about the reforms we propose." The commission also has some specific recommendations for the Federal Government.

The Letter of the Law

The Education Amendments of 1978 (P.L. 95-56) to Title I of the Elementary and Secondary Education Act

On November 1, 1978, the Education Amendments of 1978, which extend Title I of the Elementary and Secondary Education Act of 1965 through September 30, 1983, were signed into law.

Title I is the largest federal education aid program. Under the new statute, its main purpose remains the same: providing federal funds to local educational agencies (LEAs) in order to help them meet the special educational needs of children from low-income families. Funds are allocated to states through a formula based on poverty, then distributed to LEAs. Most of the nation's local school districts get Title I funds, which must be used to supplement the regular education programs funded with state and local resources. Most Title I funds are spent on basic skills, specifically remedial math and reading.

Safeguards built into the legislation in order to maintain the categorical, compensatory nature of Title I programs have been retained, although LEAs that operate state-funded compensatory programs with goals similar to those of Title I will now have more leeway in spending Title I funds.

The 1978 amendments modify the way funds are distributed to states and within LEAs. They also significantly strengthen parent involvement, state and federal administrative and enforcement requirements and complaint procedures.

Distribution of funds to states

Formula for basic grants Two changes have been made in the way basic grants are distributed to states: 1) Half of the funds in excess of the total fiscal year (FY) 1979 appropriation will be distributed according to a formula using the Census Bureau's 1975 Survey of Income and Education (instead of the 1970 census) to estimate population and one-half of the national median to define poverty (instead of the poverty level); 2) Starting in FY 80, the basic formula will count 100% of the children from families receiving AFDC rather than only two-thirds.

State incentive grants States that establish compensatory education programs directed to school districts with high concentrations of poor children are eligible for additional payments up to 10% of the state's basic Title I allocation or 50% of the state's compensatory education expenditures, whichever is less.

Concentration grants \$400 million is authorized in FY 79 (and such sums as necessary for the four succeeding years) for grants to school districts in counties with concentrations of low-income children above 20%, or with 5,000 or more low-income children. Each state will get at least 1/4 of 1% of the national appropriation, and within each county funds will be distributed to LEAs according to a weighted formula that gives more money to districts with higher proportions of low-income children.

Distribution of funds to school attendance areas

School attendance areas continue to be eligible if they have more than the district-wide average or percentage of low-income families. If the school district's funding level is insufficient to provide programs for all the educationally deprived children in eligible attendance areas, as has been the case since Title I's enactment, then officials must rank all of the eligible areas according to their relative degree of poverty and serve them in the order of their ranking.

However, the 1978 amendments contain the following excep-

tions to the ranking procedure:

☐ If an attendance area is not eligible but the school servicing that area has an actual enrollment of children equal to or greater than the district-wide number or percentage used to determine eligibility, it may be designated as a Title I school.

☐ A hold-harmless feature provides that an area that might be ranked too low to receive funds but that did receive them in either of the two preceding years will retain its eligibility.

☐ A particular attendance area in a school district may be "skipped over" in the priority list for receipt of Title I funds in favor of a lower-ranked area that has more children who need Title I programs (see *Which children are eligible*).

☐ An attendance area may be skipped over if all the educationally deprived children in that area are already receiving, from non federal sources, the same type and quantity of services that Title I would provide.

☐ Under the 1976 regulations, an eligible area was defined as one having 30% of its children from low-income families. Under the new law, any area in which 25% of the children are from low-income families can be targeted to receive funds. But the poverty eligibility can be lowered only if the total amount of funds received from Title I and similar state programs equals or exceeds the amount of such funds spent during the previous year in Title I schools.

☐ An LEA may distribute Title I funds to attendance areas according to educational deprivation rather than according to a poverty measure, but only if the district-wide parent advisory council consents and the state education agency (SEA) agrees that this shift would not substantially impair the delivery of Title I services to educationally deprived low-income children.

Program and administrative requirements for LEAs

Which children are eligible? Title I programs may be provided *only* to those educationally deprived children most in need of services, as identified through a mandated annual educational needs assessment. The needs assessment is also used to determine the areas of instruction for the Title I program. Children who were once identified as the neediest eligible children, but who no longer are, may continue in Title I programs if they are still "educationally deprived." A school district may continue to provide services to a Title I recipient who is transferred in midyear (e.g., for purposes of school desegregation) to a school without a program.

Private school children will continue to be eligible for Title I services. The new law includes a provision requiring equal expenditures for private school children, taking into account the number of children served and their educational needs.

School-wide projects The new law allows a Title I program to serve all children in a school in which at least 75% of the children are from low-income families. To operate such a program, the LEA must develop a comprehensive plan to meet all the special educational needs of the children and must consult with parents, teachers and students. Also, the school's average per pupil expenditure must be at least as great as in the previous year.

Applications and evaluations School districts will no longer have to submit annual applications to the state for fund-

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ing. Instead, they will submit applications for a three-year period and will update them as necessary. Correspondingly, LEAs will be required to evaluate programs only once every three years, rather than annually.

Program and administrative requirements for SEAs

Monitoring local school districts For the first time, SEAs are required to give technical assistance to local school officials. The statute specifies that if an LEA fails to meet statutory requirements, then the state must withhold funds and require the payment of misspent funds. Before approving an LEA application, an SEA must consider the results of federal and state audits and monitoring reports, complaints filed by parents or other individuals and evaluations conducted by the LEA.

Reports to the Office of Education (OE) Each state must submit a monitoring and enforcement plan to OE at least once every three years. This plan must be made available to parents, state and local auditors and others. However, the requirement for filing an annual state Title I plan has been eliminated. Now states may submit a one-time plan with the necessary assurances.

Administrative costs The amount paid to states for administrative costs has been increased from 1% to 1.5% of their allotment. The increased ½% must be used for monitoring, audit resolution, enforcement or similar compliance activities.

State Title I programs With only slight modifications, states will continue to operate programs for migrant children, handicapped children and children in institutions for neglected or delinquent children.

Parent involvement

Besides mandating a role for school boards and teachers in planning and evaluating Title I projects, the new law greatly strengthens parent involvement in Title I programs. The law specifies that parents must be permitted to participate in setting up Title I programs, informed of the programs' goals and given a chance to make recommendations about those goals. Parents also must be advised of their children's progress and must be allowed to assist in carrying out Title I programs.

Parent advisory councils (PACs)

But by far the most significant parent involvement is through parent advisory councils (PACs). The law outlines new requirements on how PACs should be set up and how they should operate. There are two kinds of mandated PACs: district advisory councils (DACs) and school advisory councils (SACs).

Role of PACs DACs and SACs will be responsible for advising school officials in the planning, implementation and evaluation of Title I programs and projects. Each member of a DAC or SAC must be given a free copy of the Title I law, federal regulations and guidelines for Title I and relevant state regulations and guidelines. The SEA must give each DAC a copy of any reports resulting from state or federal auditing, monitoring or evaluation activities in the DAC's school district. Also, if an SEA withholds funds from an LEA, the DAC must be informed.

Training for PACs The new law requires school officials to train PACs for effective participation in Title I programs. The training program, to be developed in full consultation with the PACs, must be described in the LEA application for funding. And Title I funds may now be used for PAC training, including expenses associated with PAC members attending training sessions.

District Advisory Councils (DACs) Each school district receiving Title I funds must establish a DAC that:

- ☐ has as a majority of its members parents of children participating in Title I;
- ☐ includes individuals representing children and schools eligible for Title I but not receiving funding;
- ☐ is composed of members elected by parents in the school district (the regulations will spell out whether the electorate consists of parents from Title I-served schools, project attendance areas or all parents);
- ☐ allows teachers who do not live in the school district but who teach in Title I schools or project areas to be eligible for election to the DAC;

- ☐ allows parents of children who live in a school attendance area that is eligible for Title I funds, or attend a Title I school, to be eligible for election to the DAC (even if a parent has a different residency).

School Advisory Councils (SACs) Each school or project area that has a Title I project serving more than 40 students and having at least one full-time staff member (or the equivalent) paid with Title I funds must have a SAC that:

- ☐ has as a majority of its members parents of children participating in the project area or school;
- ☐ makes teachers who do not live in the school or project area but who teach there eligible for election to the SAC;
- If a school or project area serves as many as 75 students, then the SAC must:
 - ☐ have at least eight members;
 - ☐ elect members for two-year terms (after which they may be reelected);
 - ☐ elect its own officers after members are elected;
 - ☐ meet a sufficient number of times during the year to carry out responsibilities according to a schedule set up by the SAC and at locations chosen by the SAC.

OE and parent involvement For the first time, OE is mandated to sponsor workshops for local school officials on how to work more effectively with Title I parents and PACs. The National Institute of Education (NIE) will also assess parent involvement, including an examination of training programs for PACs. NIE will report on the results to Congress and make the assessment available to the public.

Complaint resolution

The new law requires LEAs, SEAs, and OE to develop procedures for investigating and resolving complaints. The procedures must include:

- ☐ time limits for complaint resolution, (local limit, 30 days; state limit, 60 days);
- ☐ an opportunity for the complainant (or a representative) to present information about the complaint and question the relevant officials;
- ☐ an appeals process;
- ☐ publicity about and distribution of the procedures;

OE must develop written procedures for receiving and resolving appeals of complaint decisions, receiving complaints directly and conducting independent investigations. These procedures must include:

- ☐ a time limit of 60 days for complaint resolution (barring unusual circumstances);
- ☐ a chance for the complainant (or a representative) and local and state officials to give information about the complaint;
- ☐ notification to the relevant DAC and SAC, the complainant and state and local officials of both the decision about the complaint and the right to appeal—within 10 days of the decision. The notification must include an explanation of why the complaint was resolved as it was and of the federal complaint procedure.

Federal administration

The new amendments expand OE's authority for enforcement and administration by requiring OE to:

- ☐ adopt procedures to assure the timely and appropriate resolution of audit findings;
- ☐ prepare and disseminate to SEAs, LEAs, PACs and others a Title I policy manual;
- ☐ put in writing specific findings relating to the approval of state applications;
- ☐ report to Congress, in conjunction with the mandated biennial evaluation report, on enforcement of Title I.

In addition to continuing OE's authority to withhold funds, the new law permits OE, alternatively, to enter into compliance agreements with SEAs that are out of compliance with Title I, provided that parents and interested parties do not object.

Researched and written by Marlene Provizer, Human Resources staff coordinator, LWVEF.

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A STATEMENT ON THE EDUCATIONAL LEADERSHIP ROLE
FOR THE DEPARTMENT OF EDUCATION AND THE STATE BOARD OF EDUCATION
IN PROVIDING EQUAL EDUCATIONAL OPPORTUNITY

The Minnesota State Board of Education and the Minnesota Department of Education are committed to the constitutional mandate of providing equal educational opportunities to all students in the public schools of Minnesota. Inequities in educational opportunity are multi-dimensional and to overcome them the resources of local, state and federal agencies must be developed and coordinated. Racial prejudice and class separation, basic causes of educational inequities, are no less pronounced in our school systems than elsewhere in our society. No challenge is more urgent to the leadership role of the State Board of Education and the State Department of Education than the necessity of assuring the fullest possible education for all students, regardless of their racial, cultural or socio-economic backgrounds. The State Board of Education and the State Department of Education propose to develop new policies and new designs of a program for equal educational opportunity for all students commensurate with today's challenges.

Public education must be philosophically committed to the respect for cultural and racial plurality as a significant value in our American way of life. Such a commitment in theory must be accompanied by an even greater commitment in practice. The respect and appreciation for the diversity which our cultural and racial groups represent is not emerging.

Our society will not survive unless it can adapt to change. Nor can any element in our society hope to survive alone. Therefore it is imperative that state and local education agencies recognize and accept their responsibility as potent change agents. Schools must create an atmosphere for learning which is devoid of all prejudice, discrimination and separatism. Knowledge of the complex causes and consequences of prejudice and discrimination must supplant existing myths and misconceptions. The stability of our nation depends, in large measure, on the understanding and respect which is derived from a common educational experience among diverse racial and/or socio-economic groups.

Recognizing that propitious changes must occur in the relationships of man to man if the destiny contemplated in the Bill of Rights and the Constitution of this nation is ever to be attained, the State Board of Education directs the State Department of Education to assume greater leadership in the following areas bearing upon the intertwined themes of equal educational opportunity and improved human relations:

- a. Curriculum provisions
- b. Instructional materials
- c. Teacher training
- d. School administration
- e. Legislative proposals

Curriculum provisions must be made at all levels and through all disciplines, including the sciences and the humanities, for satisfactory experiences in working with and learning about people of all cultural and racial groups. Social studies must exercise a vital leadership role.

Students need to analyze today's current problems and their possible solutions. Curriculum materials must be presented in a realistic, objective manner without any attempt at distortion and/or omission. Emphasis should be placed on the pattern of participation of all ethnic and cultural groups and not primarily on the contributions of individuals whose ethnic identity may have been irrelevant to their achievement. In most cases this should be done as an integral part of the studies rather than as a separate but parallel course. Whenever specific situations and circumstances warrant, electives may need to be initiated.

Suitable instructional materials must be provided for our teachers. Publishing companies must be kept apprised of current, pressing needs and must redouble their efforts to meet these demands. The State Department of Education will assume an active leadership role in the preparation of guidelines for the selection of curriculum materials in minority heritage. In every instance, materials will be sought which will enlighten and not further omit, clarify and not further obscure.

Since racial and cultural prejudice is determined and perpetuated by complex interactions of social and psychological factors, eliminating prejudice requires a variety of interrelated approaches in education. The purpose of any program to reduce racial and cultural hostilities is to dissolve the barriers which prevent contacts between members of various groups. Any organization whose stated goal is to reduce racial hostility must work for and support structural and educational changes which provide for contact among groups.

Teachers must be closely attuned to the changing character of society and must learn to "think anew" and "act anew." Any effective approach to teaching and the understanding of people must begin with an intensive, realistic analysis of teachers' stereotypic ideas and misconceptions. Teachers must be fully knowledgeable about the varying roles currently being demonstrated by groups; likewise, they must perceive clearly the constructive impact of dissent. They must become staunch believers in the potential strength to be derived from an American society composed of varying ethnic, racial and cultural groups. Teachers must also become deeply aware of their own feelings and master the skill of feeling what others feel. They must understand all children, empathize with their ambitions, and accept their various behavior patterns.

It is crucial that teachers receive careful preparation in comprehensive, well-coordinated programs of both pre-service and in-service education. The State Department of Education must take a decisive lead in providing rich learning opportunities for teachers to acquire new insights; extend and expand their knowledge and appreciation of others; eliminate their own strong prejudgments and generalizations about minorities; increase their sensitivity to other people, and develop new strategies for creating a viable climate in which a change of attitudes, feelings, and understanding is entirely possible.

School administrators have the power to establish positive attitude changes through executive policies and decisions. Clear-cut, positive administrative decisions must embody the concept of preparation of the student for a multi-racial society. Areas in which school administrators can and do exert control are: sensitizing local school board members;

drawing school boundaries; selecting school sites; recruiting, hiring, assigning and promoting personnel; selecting curricula and books; conducting in-service training; and contracting for services. Such areas which school administrators do control can be used for developing positive interracial attitudes.

The State Board of Education recognizes that legislation which changes the socio-cultural structure in favor of increasing opportunities for equal-status contacts helps to reduce racial and ethnic prejudices. Legislation eliminating de-jure or de-facto segregation exemplifies efforts which can restructure the social environment and permit increased contact with members of racial and ethnic groups.

Physical proximity permits personal knowledge and experience of others. It is therefore necessary for reducing racial prejudice but proximity alone is not always possible nor sufficient and can only be considered a first, crucial step. School desegregation must be viewed as a process of developing positive attitudes between members of majority and minority groups.

Improving race relations will depend largely upon the educational progress of our schools in developing positive attitudes. The heart of such educational processes will not only be the concept of racial and cultural pluralism but also the experience of it. This concept recognizes that differences, whether they be defined in terms of race, class, ethnicity, or personality, be recognized, appreciated and accepted, not eliminated. Eliminating or not providing for differences is an open manifestation of hostility.

With the accelerated rate of change in society, with increased inquiry into the origins of social skills, and with increased alienation of many segments of the population, the public educational system must be recognized as the focus for changing attitudes. The public school offers an opportunity for changes to occur because it is an institution which permits the development of positive attitudes between individuals at a time in their lives when they are not thoroughly inculcated with preconceptions and misconceptions of generations which have preceded them. The public school must be a positive intervening agent in the life of an individual and present a meaningful code of attitudes and behavior. The public school with its commitment to communicating the ideals of American democracy has an established historical and philosophical precedent for developing positive human relations. The public schools must plan and work under this unwritten mandate from our general society - that students be prepared to contribute toward the building of a cohesive society.

Operating from this philosophic vantage point, the State Board of Education directs the following recommendations to the leadership and staff of the Minnesota Department of Education.

Recommendations

TO ESTABLISH STATEWIDE POLICY:

1. The Minnesota State Board of Education restates its commitment to integration in Minnesota schools and reinforces this commitment by supporting new curricular programs about and for racial and cultural minorities.
2. The Minnesota State Board of Education directs all divisions of the State Department of Education to review federally funded project proposals to assure that racial and cultural minorities' programs receive high priority.
3. The Minnesota State Department of Education shall conduct workshops and seminars to discuss this policy with local boards of education, administrators, teachers, students, parents, and other representatives of community groups. The purpose of these sessions will be to promote understandings of the needs and responsibilities for developing curricular programs.

TO TRANSLATE STATEWIDE POLICY TO LOCAL EDUCATIONAL AGENCIES:

1. The Minnesota State Board of Education shall develop and disseminate guidelines and minority heritage resource materials to be used in programs in kindergarten through high school classes in the schools throughout the State.
2. The Minnesota State Department of Education shall seek legislatively appropriated funds to: a) establish pilot projects in each region of the State to develop and test innovative learning experiences and teaching strategies that may be duplicated in other parts of Minnesota, b) develop new instructional audio-visual programs about the life and history of minorities.

TO SUPPORT THE LOCAL EDUCATIONAL AGENCIES:

1. The Minnesota State Department of Education shall develop criteria to be used to evaluate and select instructional materials capable of improving human relations.
2. The Minnesota State Department of Education shall review periodic reports from local school systems to insure that these criteria are being used and met.
3. The Minnesota Department of Education shall exercise leadership in this area of study by working with publishing and film-making companies and informing them of the criteria used to select instructional materials.
4. The State Department of Education shall seek legislation to: continue and expand upon the human relations training program currently provided for teachers; provide transportation aids for all students living more than one mile from their assigned school; install pilot projects to test innovative learning experience and teaching strategies;

encourage the development of inter-cultural education centers; provide incentive grants for school districts engaged in desegregation efforts.

TO EQUIP AND SUPPORT TEACHERS TO FOLLOW THIS POLICY:

1. The Minnesota State Board of Education urges the Professions Development Section of the State Department of Education to translate these recommendations into activities broadening college and university teacher education programs.
2. The Minnesota State Department of Education shall work with state colleges and universities to train teachers and administrators to meet the special requirements of racial and cultural minorities' programs.
3. The Minnesota State Department of Education, cooperatively with local educational agencies, shall develop and implement plans for broad and intensive in-service training programs in inter-group relations which place special emphasis on deeper understanding of self and others and that are directed toward positive attitudinal and behavioral changes of administrators, teachers and students.
4. The Minnesota State Department of Education shall develop regulations requiring programs and courses in human relations that provide an understanding of cultural and racial groups prior to teacher certification.

TO INSURE THAT THIS POLICY BECOMES PRACTICE:

1. The Minnesota State Department of Education shall encourage local educational agencies to develop and implement plans and procedures for desegregation of staff and students.
2. The Minnesota State Department of Education shall perfect guidelines for the use of federal and state funds to assure that discriminatory practices are not used in employing personnel, selecting materials, and determining school populations.
3. The Minnesota State Department of Education shall assign a staff liaison officer to assist the State Legislature in developing and improving programs affecting racial and cultural minorities.
4. The Minnesota State Board of Education directs the Commissioner of Education to implement these recommendations and to submit to the Board an annual report concerning statewide activities in racial and cultural minority programs.

The Minnesota State Board of Education pledges its continued leadership to provide programs and resources necessary for equal educational opportunity for all students.

Vol. 64

March

ISSN 0027-9013

No. Three

1975

**The Real Greening
of America**

John Fischer

**Reforming Educational
Finance: Property Tax
Equalization Is Not
the Answer**

Minot W. Tripp, Jr.

**1974 Challengers
Successful with
New York Primary Law**

Richard S. Childs

NATIONAL

CIVIC

REVIEW

**NATIONAL
MUNICIPAL
LEAGUE**



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League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minn. 55102
August 1970

. C O P Y

July 1, 1970

Mr. Vernard E. Lundin, President
Minnesota State Board of Education
400 Centennial Building
St. Paul, Minnesota 55101

Dear Mr. Lundin:

The state Board of the League of Women Voters of Minnesota wishes to inform you of their endorsement of the recommended guidelines for quality integrated education. We believe the state has a role to play in correcting racial imbalance and that the state has a responsibility to guarantee equality of opportunity in education for all its young people wherever they may live and regardless of their race.

We appreciate the difficulties local school districts will face in their efforts to implement these guidelines. Our areas of concern focus on the weighing of parental preferences and possible transportation regulations, and the large financial burdens placed on a few school districts for transportation, curriculum and staff additions, and underwriting the costs of cultural centers. We believe the state should give extra financial help to achieve these standards.

We urge your support for these guidelines.

Sincerely,

Mrs. O. J. Janski
State President

TO: All Board Members

June 15, 1970

FROM: Pat Lucas

SUBJECT: Guidelines of the Equality of Education Task Force

The guidelines of the task force are divided into five areas:

- I - Students
- II - Parents
- III - School Personnel
- IV - Student-School Personnel Relationships
- V - Programs and Community Involvement

The opening sentence of the guidelines states that quality integrated education is necessary for the survival of an open democratic society. The thesis of these guidelines is that all people must learn to know about themselves; their own individuality, their heritage, their potential and their relation to others. It is stated that this opportunity has not been and is not now available to the student.

The student must be provided with the opportunity to learn about his own cultural, racial, religious and socio-economic makeup as well as to learn the same thing about those of differing backgrounds. This opportunity should be provided to all aspects of his education. The teacher, parent and student need to be able to learn and interact with components of the total society. This should be encouraged not only in the school setting but in the community at large as well. In order to provide this opportunity to the student now the teacher, parent and community need to be given the opportunity for inter-cultural education and interaction.

It is suggested that these guidelines be used as:

1. A base for future development of regulations in teacher certification, pre-service HR programs and inservice HR training for all personnel.
2. Guidelines for development of legislation.
3. Guidelines for school districts moving from desegregation to quality integrated education.
4. As a base for understanding and development of regulations EDU 521-538.
5. Guidelines for evaluation of educational process in a school district or school therein.
6. Guidelines for citizens to inform themselves regarding their educational system.

TO: Board Members

FROM: Barbara Jones

June 15, 1970

Regulations on racial desegregation and intra-cultural and
inter-cultural quality education

The requirements of school boards are specified in connection with three simultaneous courses of action in order to provide quality integrated education in schools with minority students. As a preliminary step, each board is required to obtain data on the minority composition of the district and of each school in the district. If, according to specified definitions based on percentages, a school (ergo school district) is determined by the state commissioner of education to be segregated that school district is notified and must act.

Within ninety days the school district must submit to the commissioner a plan to eliminate such segregated schools, including a time schedule not to exceed two years. The plan shall include a detailed description of how it will be implemented and shall provide for "expansion and adaption of transportation only where necessary to correct segregated public schools" and "only when it shall apply to both majority and minority students". The commissioner shall review the plan, approve within thirty days or reject and specify reasons, describe necessary revisions, and allow forty-five days for submission of a new plan. Districts are to provide periodic information to the commissioner on the progress of implementation.

To provide greater opportunities for intra- and inter-cultural education, a school board is to establish an advisory committee whose membership is based on a formula pertaining to minority attendance. Here again, a report is to be submitted by the board on the status of such programs in the district, and if deficiencies are found, a specific plan is to be submitted. The advisory council will counsel the local board quarterly on the implementation and evaluation of its educational program. It shall assist in the implementation of such matters as training programs involving the whole staff; developing creative programs and extracurricular activities; curriculum changes; integrated staffing; compensatory educational coordination; and utilization of resource persons in the community.

The other specific action required, if there are 100 or more minority students, is the establishment of a cultural center in a central location. A director is to be appointed who will relate to the advisory committees. The center shall serve as a depository of collections of cultural materials; provide an analysis of community resources; extend public education to the news media; establish exchange programs among schools, states, and government agencies; and provide programs for students, parents and community.

Failure to comply with the various requirements shall involve a penalty of reduction of state aids.

UPDATES 1967 GUIDELINES

New Integration Plan Drawn for City Schools

By CATHERINE WATSON
Minneapolis Tribune
Staff Writer

population in the Minneapolis public schools."

Such a school is also

transported to a less crowded school will be assigned to regular classroom and not kept isolated



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We congratulate the state equality of Educational opportunity Committee upon the publication which has what our interest in as many areas as it touches in its content. Our members have always been most interested, on the local level, in total LWW concern with quality integrated Education. We hope that member turnout for our May meetings will demonstrate equal interest in the total state picture.

We hope that the state League will maintain the Education item on its program for a period longer than the next year. — Every area for possible consensus listed on p. 3 of the workbook deserves in-depth study + discussion. of particular interest is the subject of state aids to school districts — also discussion of the appropriate role + authority of a state Board + Dept. of Education — also applicability of merit to teacher certification procedures — also guidance and support of the state in overcoming both racial and socio-economic discrimination.

May we now ~~suggest~~^{support} that the boardⁿ of the state LWW ~~support~~^{Endorse} the guidelines for integrated Education proposed by the so-called blue ribbon citizens task force to the Governor + State Board of Education this week. Recognition of the quality of the Committee's efforts would seem feasible under the League's Equality of Opportunity position, specifically supporting correction of racial imbalance in the schools.

MPLS — Hively — U.P. State ^{program} Coordinator

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minn. 55102
April 1970

TO: Local League Presidents

FROM: Irene Janski

SCHEDULE OF EVENTS - NATIONAL CONVENTION

The League of Women Voters of Minnesota invites you, your delegates and any National Convention visitors from your League to attend the following special events we have arranged for Minnesota members during National Convention, May 4-8, 1970.

I. Monday Evening, May 4 - *my pop. caucus time*

A reception for all Minnesota delegates and visitors will follow the reception given by the National League. Details have yet to be worked out - room, time, cost, etc. This will give us all a chance to become acquainted, to discuss convention procedure, to find support for issues you wish to speak on, etc.

***II. Tuesday morning, May 5, 8 a.m. - 9 a.m., Room B 369 Rayburn House Office Building, Cost \$2.50. - *our finance meeting time*

A breakfast with the Minnesota Congressional delegation, especially arranged to give us all the opportunity to meet and hear from Minnesota's two Senators and 8 Representatives. Each Congressman has been asked to speak for 5 minutes on:

Quie - education and poverty legislation.

Nelsen - DC non-voting representative and home rule commission.

MacGregor - electoral reform; DC Congressional representative, 18 year old vote.

Karth - environment legislation.

Fraser - foreign economic assistance legislation.

Zwach - food stamp legislation.

Langen - appropriation priorities.

Blatnik - pollution control funding.

Senator McCarthy - Constitutional amendment, equal rights for women.

Senator Mondale - East-West trade, Indian education, enforcement of anti-discrimination legislation.

III. Wednesday afternoon, May 6, 2:30 p.m. - 3:00 p.m. - Room 457, Old Senate Office Building.

A meeting with Senator Mondale. He has been asked to discuss the work of the committee he heads dealing with the problem of defacto school segregation. (There should be time for questions and discussion of other issues.)

*** - Reservations are necessary as we must get a final number to Washington the week before convention. Please tell the registration desk at State Council meeting or notify the State League Office by Friday, April 24, 1970. Payment can be made to the state office or at the time of the breakfast.

Minneapolis statement
read at State Council Meeting (April 15, 1970)

We congratulate the state equality of educational opportunity committee upon the publication which has whet our interest in as many areas as it touches in its content. Our members have always been most interested, on the local level, in total LWV concern with quality integrated education. We hope that member turnout for our May meetings will demonstrate equal interest in the total state picture.

We hope that the state League will maintain the education item on its program for a period longer than the next year. Every area for possible consensus listed on p.3 of the workbook deserves in-depth study and discussion. Of particular interest is the subject of state aids to school districts; also discussion of the appropriate role and authority of a state Board and Department of Education; also applicability of merit to teacher certification procedures; also guidance and support of the state in overcoming both racial and socio-economic discrimination.

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Mpls. Hively--V.P. State program
coordinator

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The other specific action required, if there are 100 or more minority students, is the establishment of a cultural center in a central location. A director is to be appointed who will relate to the advisory committees. The center shall serve as a depository of collections of cultural materials; provide an analysis of community resources; extend public education to the news media; establish exchange programs among schools, states, and government agencies; and provide programs for students, parents, and community.

Failure to comply with the various requirements shall involve a penalty of reduction of state aids.

THE TASK FORCE ON EQUALITY OF EDUCATIONAL OPPORTUNITY
WAS CHARGED WITH THE RESPONSIBILITY FOR THE FOLLOWING TASK:

- 1) Defining the concept of equality of educational opportunity.
- 2) Defining the concept of quality education programs as related to mono and multi-racial communities.
- 3) Identifying the relationship which exists between equality of educational opportunity and the provision of quality education programs.
- 4) Identifying the relationship which exists between conditions of racial segregation, pursuant to a definition to be developed applicable to Minnesota, and the provision of equal opportunity, quality education programs.
- 5) Identifying conditions in which equal opportunity, quality education programs are either present or absent.
- 6) Identifying strategies by which equal opportunity, quality education programs can be implemented.
- 7) Participating in the development of regulations which will assure the provision of equal opportunity, quality education programs throughout the State of Minnesota.
- 8) Presenting such proposed regulations to the community through the process of public hearing (s).
- 9) Presenting to The State Board of Education recommendations regarding the adoption of proposed regulations designed to implement programs which will achieve conditions of equal opportunity, quality education.

The Task Force now respectfully presents the following recommendations as a result of having explored the following specific areas:

- Desegregation
- Intra-Cultural and Inter-Cultural Education
- Quality Integrated Education

The Task Force, therefore, presents in this report guidelines for quality integrated education and specific regulations on desegregation and Intra-Cultural and Inter-Cultural Education.

Regulations EDU 521-528 and 536-538 relate to the desegregation of Minnesota public school districts; and Regulations 529-538 relate to intra-cultural and inter-cultural quality education in Minnesota public school districts. These regulations are strongly recommended for adoption by the State Board of Education.

The Guidelines are for the development of quality integrated education in the Minnesota public school districts.

The Guidelines consist of a series of directives for the educational process of a school system and cover the following areas:

- Students
- Parents
- School Personnel
- Student-School Personnel Relationships,
- Programs and Community Involvement

We respectfully suggest to the State Board of Education that the Guidelines for Quality Integrated Education may serve in the following capacities in the future.

1. As a base or guideline for the future development of State Board of Education regulations in the following areas: teacher certification,

- pre-service human relations programs, inservice human relations training for all school personnel.
2. As a guideline for consideration by the State Board of Education in the development of legislation.
 3. As guidelines for the school district moving from the achievement of desegregation to the fulfillment of quality integrated education.
 4. As the base for understanding the educational philosophy behind the development of the regulations EDU 521-538 in the area of school desegregation and the area of intra-cultural and inter-cultural quality education.
 5. As a guideline for an evaluation instrument for inter-division monitoring teams in the State Department of Education in evaluating the educational process of a school district and/or schools therein.
 6. As guideline for citizens to inform themselves regarding their educational system.

The Task Force respectfully requests and recommends that the State Board of Education makes available through the State Department of Education, copies of the Guidelines for Quality Integrated Education to school personnel throughout Minnesota and to interested citizens.

GUIDELINES FOR QUALITY INTEGRATED EDUCATION

Quality integrated education is necessary for the survival of an open democratic society. All education in the State of Minnesota must be quality integrated education. Quality integrated education goes beyond what has been traditionally accepted. In quality integrated education the social and emotional development of the child is as important as learning academic and vocational skills.

Definition: Quality integrated education is an inter-personal human experience, a human experience between peoples. Quality integrated education is the sharing of self-affirming educational experience with pupils and school personnel from a variety of ethnic, religious, social and economic backgrounds. Curriculum and materials must grow from and relate to the experience of the total community. Quality integrated education includes mastering the basic skills on which all subsequent learning is predicated. Quality integrated education, building from the basic skills, offers a variety of career choices and equips the student with marketable skills.

To this end, the State Board of Education directs school districts to initiate new programs and to reconstruct established curricula whenever necessary to move toward quality integrated education programs.

The following guidelines are for the development of quality integrated education.

I

Guidelines For Students

For students to have quality integrated education they must have a positive self-identity. This would be reinforced in a learning environment with students and staff of different ethnic groups. An understanding of individual differences will be of paramount importance in the programing of academic subjects.

Ethnic self-expression imparts learning for all members in the learning environment.

Students should hold sharing roles in the educational system with involvement in the decision making process.

1. The learning environment of every student should be representative of the total community; racial, ethnic, religious, and socio-economic.
2. Students must be given an opportunity to feel successful at all levels of participation and achievement.
3. Each student must be provided opportunities for the development of self-determination.
4. Each student must be provided with a variety of school experiences both academic and socio-cultural.
5. Each student must be allowed the opportunity for satisfactory group identification and participation.
6. Opportunities for student readiness at every level of learning (pre-school through grade 12, academically and vocationally) must be provided.
7. Each student must be provided meaningful opportunities for motivational and attitudinal education for life in the school and in the community.
8. Each student must be equipped with skills, knowledge, understanding and self-confidence by means of which to make wise decisions for himself and society.
9. Each student must be provided the opportunity for service to the community, either through paid work experience or through volunteer work experience.

10. Each student must be provided an opportunity to develop an appreciation of himself, of others, and of his surroundings, which could be an expression of joy and happiness.
11. Each student must have an opportunity to understand his sensuous self.

II

Guidelines For Parents

Quality integrated education requires that parents and/or guardians be made aware of the educational process, be encouraged to participate in educational decision making and be recognized as participating members in the learning environment.

This can only be accomplished by an aggressive reaching out to parents by school personnel. The mechanism to secure parental involvement will be a parent advisory board to teachers and administrators of individual schools, or a cluster of schools and the central staff.

1. Parents should be shown that integration in the schools is a fact and that the students are learning to live with each other.
2. Parents should be encouraged to help in a volunteer capacity to assure that all activities are available to all students at their level of participation.
3. Family life-style education should be provided for parents.
4. Parents should be informed of all opportunities available to students.
5. Counseling programs should include parent and student.
6. Parents should be given the opportunity to familiarize themselves with the school curriculum.
7. The opportunity should be provided for a home inter-cultural exchange program.
8. A student's records should be made available to his parents as well as to the teachers.

III

Guidelines For School Personnel

School Personnel: Teachers, administrators, and other school personnel must be aware of the positive value of cultural, ethnic, and racial differences and able to use this awareness to develop appropriately differentiated methods of creating a meaningful learning environment for students and the community.

- (1) Such awareness must be an important criterion for initial employment and continued employment.
- (2) To help school personnel achieve such awareness, human relations training must be a part of all educational programs.
- (3) Human relations training should be a requirement for Minnesota teacher and administrator certification.
- (4) Local school districts should plan for continuing human relations training for all school personnel.
- (5) Advisory committees on intra-cultural education should provide important leadership in the development of these training programs.
- (6) School personnel who do not have or who do not develop such awareness should not continue to work directly with students or parents.

School Personnel Relationships:

1. A school atmosphere should be created in which the overt relations among personnel demonstrate mutual trust, productive interaction, and understanding of respective roles.
2. Personnel should work to establish and maintain harmonious relations throughout the school.
3. Personnel should confer with individual co-workers who need help in understanding their roles as members of a multi-racial staff.

They should;

- (a) recognize that many may not previously have had members of other races as neighbors, have met them socially, may not have had them as classmates;
- (b) seek acquaintances with associates who may need assistance in establishing inter-group friendships;

- (c) share practical suggestions for developing harmonious inter-group relations;
- (d) increase knowledge concerning the accomplishments of persons of all racial and ethnic groups;
- (e) help to modify and correct stereotyped concepts and utterances;

Pre-Service and In-Service Education for Teachers:

Pre-service and in-service education must be viewed as two parts of a single process. The same kind of systematic planning and curriculum design that applies to pre-service education should apply to in-service education. The education of every teacher in a school system must be viewed as beginning with pre-service educational experiences in early college years, continuing through professional pre-service work (student teaching) and extending throughout his years in service as an actual teacher. Since both the pre and in-service facets of teacher education make essential contributions to the total education of the teacher, the colleges and the Board of Education must cooperatively develop overall designs for such programs.

Pre-Service Education

1. Pre-service experience should expose the new teacher to inter-personal and inter-group teaching-learning situations in desegregated schools.
2. The nature and extent of pre-service experiences should be planned in terms of the abilities and needs of the new teacher and should be an integral part of a total educational training program to prepare teachers specifically for integrated situations in urban settings.
3. Evaluation of pre-service experiences should be in terms of growth of understandings and abilities needed in the situations faced by the new teacher working in desegregated schools, as well as in Special Service schools.

In-Service Education

In-service programs should include content material that invites involve-

ment on the part of all school personnel, and this "involvement" in turn should provide for insight questioning on such issues of the day as desegregation issues by playing up their relevance to school community. This should serve as a guide as to what is best for students in inner-city schools, desegregated schools, and integrated schools.

One of the purposes of an in-service education is to assist teachers to achieve their own preferred degree of democratic classroom management by:

1. Increasing their sensitivity to their own behavior.
2. Increasing their sensitivity to the factors affecting pupil behavior.

Student-School Personnel Relationship:

Merely being exposed to information about inter-personal relationships and becoming aware of important consequences for students resulting from their own attitudes and needs will not in and of itself make teachers function effectively in their inter-personal relationships with their students.

Only the teacher who is adjusted to his own world and adequately oriented to his inner drives can use this information about inter-personal relationships to help him deal realistically with actual situations. The teacher whose feelings about himself and his world are askewed, twists this information and uses it to defeat the best interests of teacher-student inter-personal relationships.

- (1) Teachers should be made aware of the fact that in a dynamic, integrated school community, inter-personal relationships must change.
- (2) Teachers should encourage their students to become involved in formulating their own standards of proper behavior and good work habits, and the interpretation and reinforcement of such standards should occur in a variety of inter-personal situations which are stable

and predicatable.

- (3) Teachers should make maximum efforts to provide and maintain enrichment activities for all grades and all classes throughout the school, and not restrict these to the special classes.
- (4) Dynamic programs of individual or small group instruction and services should be provided for the retarded learner as well as the child who is an emotional problem in the hope of giving such students a feeling of security and a sense of accomplishment.

IV

Guidelines For Programs

Quality integrated education requires that in all the courses of study, art, music, literature, science, history, etc., all schools must draw on the contributions of all racial, religious, social and ethnic groups so that all students come quickly to the realization that civilization is the product of many. The studies and activities in which the student engages must emphasize the individual child so that each develops a confidence and understanding of himself and an appreciation for others.

In order that the student be comfortable in dealing with the unfamiliar and unexpected, and in order for him to view the world of art, music, literature history, etc., he must at least learn to read, write, speak clearly, perform basic arithmetic computations and organize logically his thoughts and ideas.

Students in such schools will appreciate the role of the critic and will be aware of the fact that there is much injustice and inhumanity which must be contested.

The evaluative process must be continuous and related to the accomplishment of each student.

1. The development of the student should be the chief goal in teaching subject matter.
2. The achievement of free and constructive communication with and among students with varying degrees of ability and from different ethnic and socio-economic backgrounds should be a prime goal.
3. The program should stretch students minds, perspectives and abilities in creative, self-fulfilling endeavors.
4. The program should provide individualized learning experiences.
5. The program should provide the student with intra and inter-group experiences and human relations experiences.
6. Instructional materials should accurately present concepts, facts, and contributions of various cultural and minority groups.
7. In developing their program, teachers should consider placing more emphasis on the value of a one-to-one relationship, particularly in remedial work.
8. Teachers should learn to manipulate their own behavior and teaching styles so that they can accept each student as an individual, and proceed from that point.
9. Teachers should periodically evaluate the effectiveness of their tone of voice and try to improve on it in terms of its ability to connote warmth and respect for their students.
10. Much more extensive use should be made of class trips and home visits as a means for continuing social relationships between teachers and pupils outside the classroom setting.
11. Teachers should provide a social climate in their classroom based on mutual respect without fear or sentimentality, with clearly established limits firmly enforced.
12. Teachers should de-emphasize student failure and quickly, but honestly, "celebrate" very small gains to build ego strength and a more acceptable self-image.

Guidelines For Community Involvement

Adults in today's society have a strong primary identification with one or more of the cultural communities, racial, ethnic, religious, or socio-economic, making up the total society. Quality integrated education programs must provide for the development of this identification in healthy, non-restricting ways. These programs must provide students with early classroom experience with other students from the broadest possible range of communities. As students are exposed to a quality integrated educational experience, they will be helped to acquire an enlarging positive awareness of the communities from which their classmates come. Schools must necessarily involve adults from the communities available to them in the planning and presentation of this aspect of the quality educational programs.

CHAPTER TWENTY-SEVEN: EDU 521-528

REGULATIONS ON RACIAL DESEGREGATION AND
INTRA-CULTURAL AND INTER-CULTURAL QUALITY EDUCATION

EDU 521. POLICY. Racial segregation in public schools, whatever its cause, has been documented as being educationally harmful to all children. It is denial of equal educational opportunity. It encourages prejudice and racism. It presents an inaccurate view of life as pupils prepare to live and work in a multi-racial society. The State Board of Education recognizes its duty to eliminate racial segregation in the Minnesota Public Schools and therefore adopts these rules and regulations, the purpose of which is to direct and assist each school district in the identification and elimination of racial segregation which may exist in the public schools within the district.

EDU 522. DEFINITIONS. The following words and phrases shall have these meanings ascribed to them:

- (a) "Equal Educational Opportunities" can only exist where the total educational facilities (defined and construed to be basic instruments in the educational process) are equal in physical and curricular structure and relate to the needs and achievements of all pupils. A school cannot relate to the needs of the pupils without providing substantial and meaningful inter-culture exposure and understanding.
- (b) "Minority students" means non-majority public school students, including, but not limited to, Black, American Indian, and Mexican American students.
- (c) "Racial Isolation" exists in a public school district which has a majority student population greater than 98% of the student population of the district; any public school in such a school district shall

be racially isolated.

(d) "Segregated public school" shall be defined as follows:

- (1) In a public school district having a majority student population of 90% through 96% of the student population of the district, any public school in that district which has a minority student population of a percentage greater than 3 times the percentage of minority students in the total district, shall be a segregated public school.
- (2) In a public school district having a majority student population of 97% through 98% of the student population of the district, any public school in that district which has a minority student population of a percentage greater than 5 times the percentage of minority students in the total district, shall be a segregated public school.
- (3) In a public school district having a majority student population of less than 90% of the student population of the district, any public school in that district which has either (i) a minority student population of a percentage greater than 2.5 times the percentage of minority students in the total district, or (ii) a minority student population of a percentage less than 0.5 times the percentage of minority students in the total district, shall be a segregated public school.
- (4) A "segregated public school district" is a public school district which has a segregated public school.

EDU 523. DUTIES OF SCHOOL BOARDS.

- (a) Each school board shall, in accordance with these regulations, submit data to the Commissioner on the racial student composition of its public school district and the public schools within the district.
- (b) Each school board shall, if its public school district is found to be segregated, (1) submit to the Commissioner a plan including a time schedule for the elimination of such segregation in accordance with these regulations; (2) implement in accordance with its schedule any such plan; and (3) submit information to the Commissioner on the progress of implementation of any such plan.

EDU 524. SUBMISSION OF DATA.

- (a) Each school board shall submit to the Commissioner by December 15, 1970, and annually thereafter by December 15, of each year, such data as are required by subsection (b) of this section, in order to determine the existing racial composition of the enrollment in each school in the public school district. If a school board fails to submit such data by that date specified, the Commissioner shall notify the school board involved and the State Board of Education of the violation.
- (b) Each school board shall submit a report showing the number of majority and minority students in its public school district. The report shall also show the same facts for each public school in the district. The clerk of each school board shall certify the accuracy of the report. The information may either be requested and given voluntarily by each individual, or it may be based on a sight count. Names may be requested and recorded, if the school board so desires. Information on race shall not be kept as a part of a student's or employee's

regular record; it shall remain confidential and may be used only as is necessary to comply with these regulations and when specifically authorized by the State Board of Education for approved statistical purposes related to education and employment of minority group members.

EDU 525. SUBMISSION OF PLAN.

- (a) The Commissioner shall examine the data submitted pursuant to EDU 524 within 30 days of its receipt. Whenever the Commissioner finds that a segregated public school district exists, he shall within 5 days and in writing notify the State Board of Education and the school board of the segregated public school district that such a finding has been made.
- (b) The Commissioner may at any subsequent time determine and advise school boards of the existence of a segregated public school district and request action to correct the violation.
- (c) Any school board receiving notification that its school district is a segregated public school district shall forthwith prepare a plan to correct all segregated public schools within its district and shall file a copy of such plan with the Commissioner within 90 days after receipt of the notification.
- (d) If the school board notified fails to submit a plan within 90 days the Commissioner shall notify the school board and the State Board of Education of the violation.

EDU 526. CONTENTS OF PLAN; APPROVAL OR REJECTION

- (a) Any plan submitted by a school board under EDU 525 shall contain a detailed description of the actions to be taken. Such actions may include provisions for expansion or adaptation of transportation services only where necessary to correct segregated public schools;

provided, however, that such transportation expansion or adaptation shall be applied to both majority and minority students. The plan shall specify a beginning date and completion date for the implementation of each proposed action. The implementation and completion period for the plan shall not exceed 2 years. The plan shall specify the effect which each proposed action will have on correcting segregated public schools within the public school district and shall include projections of the racial composition of each school within the district on completion of the plan.

(b) The Commissioner shall review any plan which is submitted. If the Commissioner determines that the plan will correct segregated public schools of the school district submitting the plan, that the dates for implementation of the actions of the plan are satisfactory, that the implementation will not exceed 2 years, and that any proposed changes in transportation service are necessary and are applied to both majority and minority students, he shall, within 30 days of receipt of the plan, approve the plan and notify the school board submitting the plan. The Commissioner shall provide where possible, such technical assistance and services as are requested by the school board in order to implement the plan. If the Commissioner finds that the plan will not correct segregated public schools in the school district submitting the plan, or that the dates for implementation of the actions of the plan are not satisfactory, or that the implementation will exceed 2 years, or that changes in transportation services are unnecessary or are restricted to minority only students, or majority only students, he shall reject the plan.

(c) The Commissioner shall notify the school board of the rejection of

the plan within 30 days. The notice shall specify the reasons for the rejection of the plan, describe the revisions necessary to make the plan satisfactory, and specify a period of 45 days in which the school board shall submit a revised plan.

- (d) If no revised plan is received within 45 days following notification of rejection, or if the revised plan fails to overcome the reasons for rejection specified by the Commissioner, the Commissioner shall notify the school board and the State Board of Education of the violation.

EDU 527. SUBMISSION OF INFORMATION OF IMPLEMENTATION OF PLAN.

If a school board has submitted a plan which has been approved by the Commissioner, the board shall submit to the Commissioner at such times as he shall request, such information as he shall request concerning the implementation of the plan. Failure to submit such information shall be a violation of these regulations, and the Commissioner shall notify the school board of the violation within 5 days.

EDU 528. IMPLEMENTATION OF THE PLAN.

The Commissioner shall examine the information which is submitted under EDU 527. If he determines that there is any discrepancy between the schedule in the plan as approved and the progress which has been achieved in the implementation of the plan, he shall notify the school board of the discrepancy within 5 days. A reasonable time, which shall be determined by the Commissioner according to the nature of the discrepancy, shall be allowed for correction of the violation.

duplicate page

the plan within 30 days. The notice shall specify the reasons for the rejection of the plan, describe the revisions necessary to make the plan satisfactory, and specify a period of 45 days in which the school board shall submit a revised plan.

- (d) If no revised plan is received within 45 days following notification of rejection, or if the revised plan fails to overcome the reasons for rejection specified by the Commissioner, the Commissioner shall notify the school board and the State Board of Education of the violation.

EDU 527. SUBMISSION OF INFORMATION OF IMPLEMENTATION OF PLAN.

If a school board has submitted a plan which has been approved by the Commissioner, the board shall submit to the Commissioner at such times as he shall request, such information as he shall request concerning the implementation of the plan. Failure to submit such information shall be a violation of these regulations, and the Commissioner shall notify the school board of the violation within 5 days.

EDU 528. IMPLEMENTATION OF THE PLAN.

The Commissioner shall examine the information which is submitted under EDU 527. If he determines that there is any discrepancy between the schedule in the plan as approved and the progress which has been achieved in the implementation of the plan, he shall notify the school board of the discrepancy within 5 days. A reasonable time, which shall be determined by the Commissioner according to the nature of the discrepancy, shall be allowed for correction of the violation.

INTRA - CULTURAL AND INTER - CULTURAL QUALITY EDUCATION

EDU 529. POLICY. Quality intra-cultural education and inter-cultural education are not present in the public schools of Minnesota. Our country bases its education on a culture, tradition, and set of values inherited from Western Europe; it has not incorporated the contributions of other groups of people who make up the many societies we call America. This basis is inadequate and inaccurate. The minority group student must be offered the opportunity to know his heritage and appreciate its uniqueness through intra-cultural education. Similarly, all students, as well as learning about the history and achievements of their own group cultures, must be offered the perspectives which come with learning about other people and other races through inter-cultural education. To this end, the State Board of Education directs school districts to initiate new programs and to reconstruct established curriculum whenever necessary to meet these educational needs.

EDU 530. DEFINITIONS. The following words and phrases shall have the meanings ascribed to them.

- (a) "Minority group" means racial minority group, specifically Blacks American Indians, Mexican-Americans, and other non-white groups.
- (b) "Intra-Cultural Education" means that educational process in a school district, or schools therein, from early childhood through adult education, by which minority group students gain a knowledge, respect, and appreciation for: their own language, history, heritage, culture, values and contributions to mankind.
- (c) "Inter-Cultural Education" means that educational process in a school district, or schools therein, from early childhood through adult education, by which all individuals gain a knowledge,

respect and appreciation for: the language patterns, history, heritage, culture, values and contributions to mankind of minority groups with special emphasis on Blacks, Mexican-Americans, American-Indians and Orientals, to enable all individuals to live in a pluralistic society.

EDU 531. DUTIES OF SCHOOL BOARDS. In all school districts it shall be the responsibility of the local Board of Education to have an Advisory Committee (s) to enable them to provide quality Intra-Cultural and/or Inter-Cultural education within a school district. The Advisory Committee(s) shall be implemented in the following way (s):

- (a) In a school district in which there are 25 or more students of any single minority group attending public schools in that district, each minority group with 25 or more students shall elect an Advisory Committee on Intra-Cultural Education of at least five members. The majority of each Advisory Committee shall be comprised of individuals from the electing minority group of the community or geographical area served by that school district.
- (b) In a school district in which there is at least one but less than 25 students of any single minority group or groups attending public schools in that district, the local Board of Education shall appoint a single Advisory Committee on Intra-Cultural Education on which members of each minority group will serve. In said district, nothing will preclude the Board of Educations' responsibility also to establish through election a separate Advisory Committee on Intra-Cultural Education for any single

minority group with 25 or more students attending public schools in that district.

- (c) In all school districts there shall be an Advisory Committee on Inter-Cultural Education appointed by the local Board of Education. This committee shall be comprised of at least one member of the majority community and one member from each minority group with one or more students attending public schools in that district. In school districts where there are no minority students enrolled in the public schools, the Inter-Cultural Education Advisory Committee shall be advised by representatives of groups within the state recognized by the Commissioner of Education as representing minority groups in the development of Inter-Cultural Education.
- (d) In a school district in which an election of an Advisory Committee on Intra-Cultural Education is to be held, the local school board shall inform the respective minority group concerning the duties and composition of the Advisory Committee on Intra-Cultural Education and the election procedures.
- (e) The following election procedures for Advisory Committees on Intra-Cultural Education shall be enacted by the local school board:
 - 1. Electors shall be members of the electing minority group and at least 12 years of age.
 - 2. Any resident of the school district, including students, shall be eligible for membership on the Advisory Committee.

3. The election shall be held with not less than 30 days notice and in a place or places easily accessible to members of the electing minority group.

EDU 532. DUTIES OF THE ADVISORY COMMITTEE (S). Advisory Committees on Intra-Cultural Education and/or Inter-Cultural Education shall counsel the local Board of Education, Administration and staff continuously on methods of implementation of Intra-Cultural and/or Inter-Cultural Education. The Advisory Committee (s) shall report at least quarterly to the local Board of Education, their work in review, study, planning, methods of implementation, and evaluations in the areas of Intra-Cultural and/or Inter-Cultural Education to include but not be limited to the following areas:

- Curriculum Materials (K-Adult Education)
- Human Relations Program
- Inservice Training for Teachers and Administrators
- Direct Student Experiences (Study, Work, Extra-Curricular)
- Individual Study Units
- Recruitment of Minority Staff Personnel
- Cultural Resource Centers
- Use of Community Resources
- Audio Visual Aids

EDU 533. IMPLEMENTATION OF PROGRAMS. The local Board of Education being counseled by the Advisory Committee (s) on Intra-Cultural and/or Inter-Cultural Education shall implement programs and procedures to include but not be limited to the following areas:

- (a) Involvement of the total school staff, professional and non-professional, in understanding, planning and implementation of Intra-Cultural and/or Inter-Cultural Education programs. A

broad in-service training program shall be implemented for all staff, and shall be continuous and current.

- (b) School staffs shall work with the Advisory Committee (s) in the development, implementation and support of creative educational programs and extra-curricular activities which provide opportunities for inter-cultural experiences for students and staff, parents and community.
- (c) Curriculum changes and introduction of teaching materials which provide for all students an understanding of the language, history, heritage, culture, values and contributions of minority groups in all subject areas.
- (d) Integrated staffing in the schools of the district. When this is not immediately possible, resource persons shall be employed to provide inter-cultural experiences until such integrated staffing is secured.
- (e) Whenever possible, plans for compensatory education under Title I ESEA (Elementary and Secondary Education Act of 1965), library services and facilities under Title II ESEA and innovative educational programs under Title III ESEA shall be coordinated and implemented with the Intra-Cultural and/or Inter-Cultural Education programs.
- (f) Resource persons who are not involved in the educational process of the local school district but who have special skills (language arts, cultural background) are to be utilized in the on-going Intra-Cultural and/or Inter-Cultural Education programs of the local school district.

EDU 534. CULTURAL CENTER FOR MINORITY GROUPS.

In school districts with 100 or more students of a minority group, a Cultural Center shall be established in a centrally located area for each such group. A director shall be appointed who will relate to the various established Intra-Cultural and Inter-Cultural Advisory Committees. It is recommended that other school districts also establish cultural centers. Each Center shall serve functions to include but not be limited to the following:

- (a) To be a depository for the collection and cataloging of materials appropriate to the development of intra-cultural and inter-cultural education programs.
- (b) To collect and establish community resources to provide enrichments and knowledge of the various cultures existing within our society. This phase of the program shall include a listing of people who, because of their skills or knowledge regarding cultural backgrounds, can be used in the school curriculum or in the adult education program.
- (c) To carry on a program of public education to local news media as well as providing programs for educational television. Additionally, materials and resources of the Center shall be available to various civic organizations and governmental units.
- (d) To establish exchange programs with other state and national centers, including private and governmental museums already established.
- (e) To develop community programs for students, parents and community

EDU 535. SUBMISSION OF A PLAN.

- (a) Each School District shall submit to the Commissioner of Education

on October 1 and in such manner as the State Board of Education may prescribe, a report of all intra-cultural education and/or inter-cultural education being employed in the educational process of that school district and schools therein.

(b) Whenever the Commissioner of Education finds that deficiencies occur within the intra-cultural education and/or inter-cultural education processes of a school district, the Commissioner shall give notification of those deficiencies in writing to the school board having jurisdiction over that district and to the State Board of Education.

(c) Any local Board of Education receiving notification of deficiencies in its district intra-cultural education and/or inter-cultural education program shall report its plan for correction and implementation. A copy of this plan is to be filed with the Commissioner of Education within 90 days of notice.

EDU 536. FAILURE TO COMPLY, PENALTY FOR FAILURE.

Failure to comply with any of the requirements of EDU 521-535 constitutes a violation of these regulations. The penalty for any violation shall be the reduction of state aids pursuant to Minnesota Statute 1967, Section 124.15.

EDU 537. NOTICE.

(a) Any notice to a school board required by these regulations shall be in writing and shall be mailed to both the superintendent and the clerk of the school board of the school district.

(b) The content of any notice of violation shall be such as is specified in Minnesota Statute 1967, Section 124.15, Subd. 3.

A reasonable time, not to exceed 30 days, shall be allowed for correction of any duly noticed violation of these regulations.

EDU 538. NO DISTRICT EXEMPT FROM EDU 524.

At no time shall any school board be exempt from the reporting requirements of EDU 524.

SUBJECT: Update of Appendix C in Equality of Educational Opportunity

Definition of terms:

EARC - Adjusted Assessed Valuation - Equalization Aid Review Committee adjustments of the valuation of property to permit meaningful comparisons of property values throughout the state. Usually 1/3 of the auditor's mills for tax rates.

Pupil units in Average Daily Membership (ADM) - the sum of all pupils for the number of days of the school year each pupil is enrolled divided by the number of days said schools are in session. Membership means the number of pupils on the current roll of the school counted from the date of entry until withdrawal.

Pupil Units as follows:

Kindergarten.....	0.5
Grades 1-6.....	1.0
Grades 7-12.....	1.4
Vocational-Technical.....	1.5
AFDC.....	0.5 (in addition to other units)
Middle School.....	1.4

In 1971, the legislature revised the basic formula which determines foundation aid for the various districts. The required local effort was increased, the base amount was greatly increased to reflect actual costs, AFDC aid was included in the formula and levy limits were imposed on all districts in a more uniform manner through a formula directly related to the foundation aid formula. The levy limits are, in effect, a total expenditure limit including both local taxes and state aid received by the district. The guaranteed minimum aid is increased to \$215 per pupil unit.

Basic Foundation Aid - 1971-72

\$600 x pupil units - $\left[.030 \times 1970 \text{ EARC} \right]$
in ADM valuation

In figuring pupil units, any district that loses units from 1970-71 to 1971-72 will have 1/2 of the units lost added to its actual pupil units for aid purposes.

No district will receive less aid in 1971-72 than it did in 1970-71.

Levy limitation - 1971 levy payable in 1972

For districts spending at or above the state average of \$663.

1970-71 maintenance cost per pupil units + \$87 in ADM	x 30 mills (1970 EARC mills)
750	

But districts may not levy more than the amount raised by 30 mills based on the 1970 EARC valuation.

For districts spending less than \$663

$\left[\begin{array}{l} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} + 87 \\ \text{in ADM} \end{array} \right]$	x 30 mills	+ the dollar amount of the following:
750		

$\left[\begin{array}{l} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} + 87 \\ \text{in ADM} \end{array} \right]$	- 750
---	-------

Cities of the first class may not add more than the dollar equivalent of 1.5 mills based on the 1970 EARC valuation.

Basic Foundation Aid 1972-73

$$\begin{array}{r} \$750 \times \text{pupil units} \\ \text{in ADM} \end{array} - \begin{array}{c} [.030 \times 1970 \text{ EARC} \\ \text{valuation}] \end{array}$$

Guaranteed minimum of \$215

UNLESS the district spent less than \$663 in local maintenance cost per pupil unit in 1970-71, in which case the formula for 1972-73 is:

$$\begin{array}{c} \begin{array}{c} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} \\ \text{in ADM} \end{array} + 87 \times \begin{array}{c} \text{pupil units} \\ \text{in ADM} \end{array} - \\ \left[\frac{\begin{array}{c} 1970-71 \text{ maintenance} \\ \text{cost} \end{array} + 87}{750} \times .030 \right] \times 1970 \text{ EARC} \\ \text{valuation} \end{array}$$

Levy Limitation - 1972-73

$$\begin{array}{c} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} + 125 \\ \text{in ADM} \\ \hline 750 \end{array} \times \begin{array}{c} 30 \text{ mills} \\ (1971 \text{ EARC mills}) \end{array}$$

But not more than the amount raised by 30 mills based on the 1971 EARC valuation.

Districts which qualified for an additional levy the preceding year may levy the same additional amount per pupil unit if the 1971 additional levy + 750 exceeds 788.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102 - January 1974

Memo to Local Leagues
From State Education Committee
Re: Reading Instruction
January 18, 1974

The following article is forwarded to you "For Your Information." It was prepared by Jeannie Hanson, Psycho-Educational Center, Division of Educational Psychology, College of Education, University of Minnesota. For additional information contact Ms. Hanson at (612)373-3290.

ENGLISH MUFFINS, TRELPOR, BLANKO PENS - HOW WELL DO OUR ELEVENTH GRADERS READ?

Do eleventh graders who talk with their parents about school "just about every day" read significantly better than those who discuss school only once or twice a month?

This question was covered in a list accompanying the Statewide Reading Exercises. It was only one of the items about school-home relationships. The questions and exercises were answered by a sample of 4,500 Minnesota eleventh graders from all parts of the state and a wide variety of home and school backgrounds.

Only recently collected, the reading results are the beginning of a series. The Statewide Educational Assessment Program plans to measure the performance of several thousand 9, 13 and 17 year olds in ten subject areas between now and 1978.

These results will be provided to help educators and interested citizens plan the most effective curriculum and request services from the Department of Education. Although specific school districts were not measured, the over-all results can be used by local schools.

The Statewide Assessment Program has planned regional meetings to involve local educators. The meetings will be held, if fuel for transportation is available, in February or March. At them, participants will be invited to ask questions about test results, react to sample test items and suggest ways of improving reading levels in their local schools.

Some of the questions about Minnesota eleventh graders that can be answered:

- how do boys read compared with girls?
- what about rural students in comparison to big city, suburban and town students?
- do the children of professional or of college-educated parents read better than students in schools with excellent library facilities?
- how does the socio-economic status in a school as a whole affect performance in various regions of the state?

Since there are many possibilities, participants should come with their own questions.

Those attending the meetings will also be looking at several of the actual reading exercises. The test measured three dimensions of reading ability:

- (1) functional literacy - the level of reading necessary to get along in society
- (2) school-related literacy - reading skills necessary for study
- (3) desired literacy - reading for informed citizenship

Functional literacy items involved such tasks as interpreting a road map, following directions on a recipe, analyzing a chart or graph. One item asked students to read an English muffin recipe and then choose the right list of ingredients to be mixed in order. Without a skill like this breakfast would be trouble all over Minnesota.

In the school-related literacy area, the items included finding the main idea of a short article, identifying prefixes of words and understanding a word's meaning from its context. Students had to choose a definition for "trelpor", an unfamiliar (imaginary) word, after reading it in this sentence: "The Cadillac is advertised as a trelpor car, but the Volkswagen is too, and it costs much less." Would you define trelpor as 'cheap' or

or 'bigger than average size' or 'very fast or powerful' or 'well built and sturdy'? A skill like this, with real words, is essential in school.

The desired literacy dimension measured ability to analyze advertisements, detect bias in a short paragraph and the like. "Which of the following advertisements tries to get us to buy the product by appealing to scientific authority?" was one question. Students could choose: (1) More executives use Blanko pens than any other kind of pen. (2) In carefully controlled tests Blanko pens out-performed every other kind of pen. (3) Students who use Blanko pens write the best papers for their classes. (4) Tom Shipman, Mayor of Artstown, says, "Blanko is best for me." Understanding advertising methods is one check on their considerable power.

People who are interested in these exercises, the over-all test scores and their correlation to family and school backgrounds, and improvement in reading should plan to attend the nearest regional meeting. The local school boards will be able to provide details in late winter.

Schools should be preparing students to follow directions for things like English muffins, to figure unfamiliar words like "trelpor" and to scrutinize ads for products like Blanko pens. They will do it better with the help of all citizens.



Enjoying a chat between sessions of the Council of Chief State School Officers (CCSSO) conference last month were Richard Bye, state board member; U.S. Commissioner of Education John Ottina; Minnesota Commissioner of Education Howard B. Casmey; and Duane Mattheis, Deputy Commissioner for School Systems, U.S. Office of Education. Bye is president of the National Assn. of State Boards of Education, Casmey a member of the CCSSO board of directors, and Mattheis is former Minnesota education commissioner. (Staff photo)

Early results in assessment are favorable

Minnesota 17-year-olds are better readers, when compared with students in the midwest or the nation.

This fact was widely reported in Minnesota news media following the release of a study—the first phase of Minnesota's educational assessment program—to the State Board of Education last month.

"We know we're in a good position nationally, but we don't know where we are in terms of what is desirable and in terms of the expectations of the state's people—these are the criteria by which we must also judge," said John Adams, director of the State Department's assessment program.

Adams urged caution in interpretation of the results, saying we've only seen "the first blush" of the assessment project.

"The differences between Minnesota 17-year-old readers and the national performance, however, are definitely significant," he added. "Minnesota has, overall, a healthy educational climate."

Assessment in reading of 13-year-olds is now being conducted and 9-year-olds will be tested early next year. Data on them will be available next fall.

During 1974-75, the state assessment program will turn to math and social

(Continued on page 4)

Proposed education goals discussed at 34 hearings

"Reaction to the fact that the State Department has a goals proposal was generally enthusiastic, but people want to know what's going to happen next."

That's the way Wayne Erickson, special assistant to Commissioner of Education Howard Casmey, summarized reaction to the Department's proposal for new goals for education in Minnesota after the 34 meetings around the state to discuss the proposal concluded Dec. 5.

"Many who attended were vocal in their disagreement about priorities," said Erickson, who is in charge of the goals project, "and this type of discussion is what we were looking for."

What is next?

First, Erickson, working with Department policy makers, will revise the goals document, PURPOSES, PHILOSOPHY, AND GOALS OF THE MINNESOTA STATE EDUCATION AGENCY.

The revised draft will be submitted to the State Board of Education, hopefully no later than next summer.

After Board approval—with or without revisions—implementation will come, step by step, and Erickson says this could well take up to 10 years. Many portions of the plan—especially those involving state law—would need approval by the Legislature.

Others would need funding.

"The important thing," says Erick-

son, "is that we've made a start."

The heart of the document as it now stands is the proposal for four basic educational guarantees to Minnesota citizens.

The first guarantee would assure that every child has skills necessary for formal learning by the age of five so he is ready to attend school. The other three involve about 15,000 hours of schooling over 15 years (at any time in a person's life) which would cover the equivalent of kindergarten through grade 12 and two years of post-high school education.

In essence, the first guarantee would provide pre-school programs for children who would not be ready for school because they lack readiness in areas such as language skills, psycho-

(Continued on page 10)

In this issue:

- Proposed education goals for Minnesota
- State education assessment results reviewed
- Teacher job prospects may improve
- Guidelines for handling pupil records
- Edina Schools begin decentralization
- Chief State School Officers conference
- Department project may ease fuel crisis

St. Cloud prediction

Teaching job prospects may gradually improve

As fewer undergraduates major in education at St. Cloud State College, job opportunities for teacher graduates may gradually improve, according to Walter Larson, director of career planning and placement.

A total of 882 St. Cloud students graduated in teaching fields in 1973 compared to 1060 in 1972, Larson recently reported.

"Our total number of teacher graduates dropped nearly 17 per cent while our percentage of placement of those graduates in all areas dropped 9.4 per cent," Larson said. Placement in actual teaching positions dropped only 5.3 per cent. In all, 557 students—72.3 per cent of those teachers registered with the office—were placed in teaching, business, industry and government positions."

As these figures indicate, the teaching market is still tight, Larson said. "There are few new positions in the elementary field these days because of the nation's declining birth rate in recent years," he explained. "Yet this is the field where there is the most turnover, so that 58.2 per cent of last year's elementary teacher graduates were able to secure teaching positions through our office."

"But in secondary education, where more teachers tend to hold on to their jobs, only 48.6 per cent of our secondary teacher graduates were placed in schools."

However, Larson said, the disparity between the number of teaching candidates available for work and the number of teaching positions open appears to be lessening.

"With our total enrollment of about 10,000 students last year, we found that 2 per cent more undergraduates were choosing majors other than those in teaching," he pointed out. "With a resulting decline in teacher graduates in the years ahead, we

Joel Folger, secondary vocational communications student at the Northwest Vocational Center, interviewed Gov. Wendell Anderson during his recent visit there. The Center holds classes at Thief River Falls AVTI. About 17,000 students—mostly high school juniors and seniors—receive instruction through the state's 46 vocational center programs, which involve member school districts in the sharing of instructional resources.



should have better success placing them."

Larson learned that many students majoring in education do not plan to become teachers.

"Students know that the teaching degree program is a well-rounded and readily-accepted preparation for other career fields," he said. "This past year 97 graduates with teaching degrees—12.6 per cent of those registered with our office—took positions outside the teaching field, in business, industry and government."

Larson and his associates are spending considerable time with students "helping them realize how hard they must work in order to find the right career. Because the job market has changed, students must recognize that successful placement requires careful planning."

"Students need to look more carefully at their course of study, broadening their preparation to give themselves as many options as possible when it comes time to seek employment," he advised.

Fewer undergrads, more graduate students registered at University

The number of undergraduate students majoring in education at the University is down, but there are more education graduate students, according to College of Education figures.

"Planned changes in program emphases in teacher preparation are reflected in enrollment patterns over the past five years," said Mary Corcoran, of the education planning office. "Student credit hours recorded in '3xxx level courses,' representing students working on initial certification and a B.S. in education degree, have dropped steadily since 1969 when controlled enrollment was introduced. There are about as many of these students as there were 10 years ago."

Enrollment in "5xxx level courses" continues to increase, and now is 40 percent higher than in 1968.

"Growth in programs for in-service teachers is a major contributor to this increase," said Corcoran.

College of Education enrollment at the second week of classes was 2,533, and there were about 1,050 graduate students majoring in education plus about 250 child psychology majors registered in liberal arts.

"This doesn't include large numbers of education students taking extension classes," said Reynold Willie, coordinator of continuing education for the college.

Governor appoints Standards Commission members

Gov. Wendell Anderson has appointed 15 members to the new Teacher Standards and Certification Commission.

The appointees are:

Sister Dorothy Merth, St. Paul; Margery Harris, Minneapolis; William Gardner, University of Minnesota, Minneapolis; Erling O. Johnson, Anoka; Ed Rapp, Coon Rapids; Lucille Kainu, Cloquet; Delores Windingstad, Dawson; Carl Nevil, Elk River; Jo Malmsten, Excelsior; Joe Morin, Hibbing; Warner Wirta, Ray; Kathryn Rayburn, Rochester; Eugene Roach, Silver Bay; Theodore Gillette, St. Cloud State College; and Stanley Idzerda, St. Benedict's College.

The commission was created by the 1973 Minnesota Legislature and is responsible for administering the professional certification process for teachers. The commission has the power to admit teachers into the profession as well as revoke certificates when necessary.

The new law transfers to the commission most of the authority previously vested in the State Board of Education. The Board can exercise a veto on regulations the commission may want to establish.

The commission, by statute, is composed of two public (non-teacher) members, four elementary and four secondary classroom teachers, three higher education representatives, one school administrator, and one teacher whose responsibilities are either as a counsellor, librarian, psychologist, remedial reading specialist, speech therapist, vocational teacher or certified school nurse.

Two 'U' projects help open class, inner-city teachers

Two new projects at the University of Minnesota are designed to help future elementary teachers.

"Project SEA Open" focuses on teaching skills unique to the open classroom as well as those necessary for successful teaching in general. Based in large part on work with open school teachers, the courses are team taught by both professors and experienced open school teachers.

"Project 30" allows 30 juniors to combine methods courses with teaching in inner-city and suburban schools. Students receive advice on a day-to-day basis. The project includes three schools—one each focusing on individually-guided, traditional, and open education, so participants have experience in varied environments.

Special Ed teachers in short supply

Although the Nation's supply of teachers is expected by 1975 to outstrip the demand there is still a shortage of qualified special education personnel and regular classroom teachers trained to educate handicapped children, according to the U.S. Office of Education.

OE states that there is an immediate and continuing need for special education personnel at all levels, including teacher aides, specially trained preschool and regular classroom teachers, and bilingual and minority teachers.

Shortages also exist among itinerant and resource-room teachers, teachers in rural areas, and administrators, supervisors, and consultants.

Two major trends are having an impact on the demand for special education personnel—a movement throughout the United States to place exceptional children in regular classrooms, and the increased emphasis on early diagnosis and treatment of their disabilities. The latter is also leading to more training for regular classroom teachers in the education of handicapped children.

According to OE, one-half of the 6 million handicapped school-age children in the U.S. received some special education last year.

However, 2 million in regular classes were unable to get the kind of education they required because of the shortage of trained regular classroom teachers, and 1 million were considered too disturbed for formal education.

Legislator Urges new emphasis on 'caucus day'

Legislation will be introduced in the State Legislature to give political party caucus day the same statute now given to election day.

"Feb. 26, 1974, is not a day to be treated as lightly and insignificantly as in the past if we are to make both political parties reflective of the people," said Rep. Stephen G. Wenzel, Little Falls, in announcing his proposal last month.

"If we hope to involve more people in the selection process of candidates, we must encourage attendance at our caucuses," he added. "Feb. 26 is more than two months away, more than enough time for everybody to clear their calendars for that evening."

Educators have a great opportunity to strengthen our democratic institutions by pointing out the importance of taking part in a caucus, said Howard B. Casmev, Commissioner of Education.

Casmev pointed out that school announcements and activities—such as those used in social studies classes to teach about elections—could go a long way in encouraging greater attendance at each caucus.

State law provides for holding of precinct caucuses the fourth Tuesday in February in every general election year. County chairmen are charged with issuing details at least 20 days before the date.

All state citizens qualified to vote for federal office candidates may vote, or be elected a delegate or officer at a precinct caucus.

Teaching spelling can be risky

It's risky today for a teacher to be dogmatic in the classroom about what's right and what's wrong in spelling.

Why? Because the five major, most generally accepted desk dictionaries in this country disagree on the spelling of an astonishing number of words in the English language.

Variant Spellings in Modern American Dictionaries, by Donald W. Emery, just published by the National Council of Teachers of English, summarizes and analyzes this diversity.

Containing more than 2400 entries, it is called by NCTE an aid for teachers at all levels of education, who cannot, every day of their busy lives, run to five different dictionaries to find out whether Mary or John was justified in writing *kidnaped* instead of *kidnapped*, *namable* instead of *nameable*, *carousal* instead of *carrousel*. Or to find out whether the student is careless or ignorant when he writes about eating *brocoli*, *sourcroot*, or *chop sooy*; smoking a *cigaret* that is supposed to have less *nicotin*; practicing *yogee*, or bouncing on a *trampolin*; or whether he is actually using an accepted variant spelling from a reputable dictionary.

The flood of new desk dictionaries and new editions of familiar ones published in the last six years prompted this new, revised edition of Emery's study, which originally was based on the dictionaries most used in 1958.

In short, is that word on the page misspelled or misspelt?

education
update

Vol. 8, No. 2

December, 1973

Published by MINNESOTA STATE DEPARTMENT OF EDUCATION, Capitol Square Building, St. Paul, Minnesota 55101 by the Publications Section.

Howard B. Casmev, Commissioner of Education; Sigurd J. Ode, Assistant to the Commissioner; James Lee, Editor; Judy Schell, Kristin Leonard and Ralph Berenger, Writers.

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Adams

Assessment Results

(From page 1)

studies at the same three age levels.

"An important part of the Minnesota assessment program is that we'll be meeting with a broad variety of people to interpret and analyze the results, as well as to suggest questions for further study," said Adams. School administrators, board members, legislators, the reading education community, and the general public will be invited to respond to the results.

A questionnaire will be distributed to teachers during the assessment of 9-year-olds so they can indicate what they would consider desired performance levels.

This year Richfield is receiving assessment data from the program's "piggyback option," giving that district information on its own students for planning and evaluation purposes. Adams said other districts are interested in the option, and if staff and finances allow, the option will be available to others next year.

The reading study of 17-year-olds was financed in part by a Hill Family Foundation grant, and it involved 4,600 randomly selected students from 209 public and non-public schools in the state.

No attempt was made to compare schools, but findings were broken down by planning region, size, and type of community.

Findings included these:

- Minnesota 17-year-olds outperformed their national counterparts regardless of the grouping used for comparison—sex, parent education, or size of community.

- Rural and female students especially performed "significantly better".

- Differences were most pronounced among female students, those from extremely rural areas, and students whose parents had low levels of education.

- Reading performance of these Minnesota 11th graders did not differ

National assessment program fears huge fund cutback

Uncertainties of federal funding have created a budget crisis for the nation's largest and most ambitious research project, the National Assessment of Educational Progress (NAEP).

"Although final congressional action on the appropriations bill is still awaited, we find we must begin planning a major redesign of the project," according to James A. Hazlett, NAEP administrative director. The redesign planning is necessary to provide for a possible cut from a \$6 million to a \$3 million spending level and yet try to salvage the basic research effort.

One of the major purposes of the NAEP project is to provide educators and policymakers with

a reliable measure on whether the nation's total educational effort is effectively improving pupil performance. This goal requires a long-term effort which regularly assesses achievement levels. NAEP annually surveys the skills, knowledges, and attitudes of nearly 100,000 young Americans at four age levels. The survey covers two academic areas which are repeated every five years.

By mid-1974, NAEP plans to release the results of the first assessment area to be surveyed for the second time. That data is expected to provide information on the success of science education since 1969.

greatly among the state's 10 development regions.

- Students in large cities are significantly below the state average and those in suburbs significantly above it.

- Overall reading performance was strongly correlated with parent education level, parent occupation, avail-

ability of reading material in the home, and parent-student discussion about school.

Exercises for the assessment were in four main reading areas—word identification and word recognition skills, word and sentence comprehension, comprehension of longer discourses, and reading study skills.

'Star' commends assessment

(This editorial from the Minneapolis Star of Nov. 7 is reprinted with permission of the editors)

"Something is working right"

MINNESOTANS can draw comfort from a state study showing their 17-year-olds read better than 17-year-olds in the rest of the country, but they shouldn't make too much of it. This is just the beginning of an attempt to measure the educational attainments of the state's children; it is the first report on the first of three age groups in only one of the 10 content areas to be examined over a 10-year period.

It is also, true, as the report notes, that comparisons with other states were made on only 26 of the 100 items in the national reading assessment program, and the report cautions that "limited significance should be given" to the comparisons for that reason. In fact, the advisory council to the state program had "deemed it more important to obtain a quality measure of achievements of the goals and objectives of Minnesota rather than to stress comparisons to groups of students outside of Minnesota."

While we can agree with that noble philosophy, we also are aware that comparatively high taxes in Minnesota are due in no small part to educational costs and therefore feel a broad comparison of educational results with other states is very much in order.

All that aside, however, the comparisons that can be made from this first report are favorable to Minnesota youngsters, for which we should all be properly thankful. More important, perhaps, is the fact that, as one state Board of Education member put it, in Minnesota Johnny can read, and there are numbers to substantiate that. Something is working right.

But what we like most about all this is that the state has begun in a systematic way to assess the educational results and some of the variables which affect them. If it is too early to make long-range decisions on the results, it is not too early to welcome the attempt.

Guidelines for the Collection, Maintenance, and Release of Pupil Records

INTRODUCTION

The Minnesota Department of Education has analyzed the issues related to pupil records. *Guidelines for the Collection, Maintenance and Release of Pupil Records* define these issues and establish guidelines that will assist school boards and administrators in the formulation of school policies regarding pupil records. This publication attempts to consciously adjudicate among the various potentially conflicting interests concerning pupil records on the part of parents, students, administrators, teachers, counselors, employers and researchers.

Court cases focusing on the issue of pupil records are few in number. Most have been litigated in those states having student record statutes. But an analysis of the trend of cases suggests that litigation is increasing across the country. This trend should sound a warning to school boards and school administrators to get their record house in order.

It should be noted that law undergoes constant interpretation and, therefore, change. The rights and privileges granted under law depend upon the circumstances in each case. Consequently, this publication should be looked upon only as a guide. It should not be perceived as a definitive statement of the law on pupil records. It is advisable to seek help from legal counsel when one is unsure as to whether certain rights are being violated.

ISSUES RELATED TO PUPIL RECORDS

It seems that present practices of school officials relating to pupil records threaten the balance between the right to privacy and the public's right to know. Specifically, one may refer to the following issues:

1. *Consent Not Given for Subsequent Release of Information.* Where consent is obtained for the collection of data for one purpose, the same information may be used for subsequent purposes. For example, data originally collected by a counselor for the purpose of guidance may be released, without consent of pupils or parents, to a university or employer for use in selecting students.

2. *School records Are Not Released to Pupils and Parents.* Parental and pupil access to school records typically is limited to the attendance and achievement record, including standardized achievement scores. Psychological data, including personality test scores and their interpretation, however, are often withheld from both parents and pupils.

3. *Inaccurate Information in Pupil Records.* The secrecy with which

TABLE OF CONTENTS

	Page
INTRODUCTION	1
ISSUES RELATED TO PUPIL RECORDS	2
HOW TO CATEGORIZE PUPIL RECORDS	3
HOW TO MAINTAIN PUPIL RECORDS	5
RELEASE OF PUPIL RECORDS	6
PUPIL AND PARENT EXAMINATION OF RECORDS	8
SECURITY OF PUPIL RECORDS	9
INSERVICE PROGRAM ON STUDENT RECORDS	10
RETROACTIVE RESEARCH	10
RECORDS MANAGER	10
STANDARDIZED TESTS	11
PERSONAL INFORMATION	11
TEACHER NOTES OR ANECDOTAL RECORDS	12
RECORD INSPECTION	12
CONCLUSION	12
APPENDIX	14
Form A	15
Form B	17
Form C	19
Form D	19

November 1973

Prepared by Michael Appleman, Administrative Assistant to the Deputy Commissioner. Edited by Farley D. Bright, Deputy Commissioner of Education, and Charles Mottl, Special Assistant to the Attorney General.

school records usually are maintained makes it difficult to determine the accuracy of such data. Procedures permitting parents or pupils to challenge

inaccurate information often do not exist. An unsubstantiated note of misconduct, therefore, may be entered in the school record.

4. *Outdated Information.* Procedures for the destruction of outdated or no longer useful information do not exist in many school districts. Thus, the cumulative nature of most record keeping systems may make a fresh start difficult or impossible for some pupils.

5. *Unauthorized Release to School Personnel.* Few provisions are made to protect school records from examination by unauthorized school personnel. Thus, for example, a teacher may usually obtain access to a pupil's record file, whether or not the pupil is a student of his, and without demonstrating a legitimate need for the examination.

6. *Unauthorized Access by Non-School Personnel.* Access to pupil records by non-school personnel is often handled on an ad hoc basis. Formal policies governing access by law enforcement officials, potential employers, colleges, researchers, and others do not exist in many school districts.

One must balance the need for relevant information about a pupil and his right to privacy in resolving the previously mentioned issues. The following guidelines, therefore, will assist school authorities in developing meaningful record keeping policies.

HOW TO CATEGORIZE PUPIL RECORDS

Student data collected and stored by school officials may vary from fact to conjecture. Different types of information, therefore, require different kinds of categories. Categories should be based on the nature of the information and its importance in the educational system. Such data about pupils that are collected and stored by school personnel should be separated into one of the following categories:

Administrative Records. This classification includes official administrative records that constitute the minimum personal data necessary for operating the educational system. It may include:

1. birth date
2. parents' or guardians' names and addresses
3. grades and academic work completed
4. attendance data
5. sex
6. achievement test scores

Supplementary Records. This classification includes verified information of clear importance in understanding the pupil's personality development. It includes:

1. scores on standardized intelligence, aptitude, interest or personality tests
2. extra-curricular activities
3. health data
4. home environment information
5. interview reports
6. systematically gathered teacher or counselor evaluations and observations
7. reports, verified by two or more persons, of serious or recurrent behavior patterns

This information is primarily for internal use by the members of the professional staff in promoting the welfare of students.

Tentative Records. This classification includes potentially useful information that is not clearly verified or not presently needed. It includes:

1. comments from teachers, counselors or administrators concerning academic performance or personality assessment
2. reports from outside agencies
3. reports of parent-teacher or parent-counselor conferences
4. work samples, uninterpreted psychological test data, and unverified reports of behavior

Professional Records. This classification includes: 1) anecdotal notes, 2) clinical diagnoses, and 3) other memory aids maintained by professionals (e.g., counselors or psychologists). Such data may usually be found in his own file.

HOW TO MAINTAIN PUPIL RECORDS

Administrative Records. Each school should maintain an official "administrative record" for each enrolled student. This record should be permanent and maintained by the school for an indefinite period.

Supplementary Records. Such information should be recorded in a separate portion of the official record or on a separate form to be inserted in the student's "administrative record." These records shall be destroyed within one year after the pupil leaves, transfers or graduates from the school system (see M.S. 138.161 to M.S. 138.22 regarding procedure for destruction of records). It should be noted that great care must be exercised to ensure

the accuracy of information contained in this category. For example, reported behavior patterns and specific incidents must be clearly verified by two or more persons and be unambiguous before they become part of the "supplementary record."

Tentative Records. These records should be destroyed when they are no longer useful. "Tentative records" may be placed in the "supplementary category," however, if the continuing usefulness of the data is demonstrated and its validity and reliability verified.

Professional Records. These records should be considered the personal property of the professional. The maintenance of such records should be determined by the ethics of his profession.

RELEASE OF PUPIL RECORDS

There is a conflict between what constitutes a public record open for general inspection and the right of privacy. Much litigation and legal discussion about this controversy is gaining momentum. The legal analysis emerging is that the student's right to privacy must be balanced with the need for the school officials to collect certain personal information in order to carry out the school's educational function. It is argued that school officials who demonstrate a legitimate interest to know personal information

Reprints of this special UPDATE feature, Guidelines on Pupil Records, are available from the State Department's Publications Section, 714 Capitol Square, St. Paul 55101.

can collect and use that information. On the other hand, prospective employers or credit lenders who do not exhibit a legitimate interest in such information cannot have access to the records. When one is unsure as to the legitimate interest, written consent should be given by the parent (See Appendix, Form D).

Administrative and Supplementary Records. No consent should be necessary for release of pupil records contained in the "administrative" or "supplementary" classifications to school officials, including teachers, counselors, and administrators who have a legitimate interest in examining the information. All school officials, however, should sign a written form which would be kept permanently on file indicating the legitimate interest for examining the records (See Appendix, Sample Form C).

A school may release the information contained in a student's "adminis-

trative" or "supplementary" record to other school systems or colleges in which the student intends to enroll. Proper written consent should be obtained, of course. Here the pupil and his parents should be notified prior to the transfer, should have the right to receive a copy of the record, and should have an opportunity to challenge the accuracy of the data.

Furthermore, unless specific consent is obtained, a school should release only a *single* copy of a student's record to the agency, individual, or institution requesting the information. This single copy should be released with an attached provision specifying that the information it contains should not be duplicated or copied by the receiving agency, individual, or institution without written authorization from the student's parents or guardian or the pupil, if he is eighteen years old.

No other person, agency, or institution should have access to pupil records except under the following conditions:

1. When proper written consent has been obtained.
 - a. This consent should be given by the pupil's parent or guardian. (See Appendix Form D). When a pupil reaches the age of 18, his consent—and not of his parents—must be obtained to release the information.
 - b. The written consent must specify the records to be released and to whom they are to be released. Each request for consent must be made separately. No blanket permission for the release of information should be allowed.
2. When compelled by law, such as as judicial subpoena.
3. When data for outside research purposes are released in such a form that no specific pupil is identifiable.

Tentative and Professional Records. "Tentative" and "professional records" may not be released to any person other than the person who is responsible for the collection of the information, such as the school counselor or psychologist.

PUPIL AND PARENT EXAMINATION OF RECORDS

One issue that should not be overlooked is that of the accuracy of the data itself. A school has no legitimate educational interest in using inaccurate data. To help assure that the information is accurate, the pupil and his parents should have the right to challenge certain records in order to determine its accuracy. Furthermore, each school should create a review panel composed of impartial professionals to hear challenges to information contained in a student's record. The burden of proof as to the accuracy of the record should be on the school district.

Administrative Records. A student and his parent or guardian may examine and challenge the "administrative records," but the parent's or guardian's access is subject to the student's consent when the pupil has reached the age of 18.

Supplementary Records. A pupil and his parent or guardian may examine and challenge the "supplementary records." The parent's or guardian's access is subject to the pupil's consent when the student has reached the age of 18. A school official competent in interpreting records should be present to explain the meaning and implications of certain data that are examined.

Tentative and Professional Records. Pupils or parents should *not* have access to "tentative" and "professional records."

Objections. The student and his parent should have the right to make written objections to any information contained in the "administrative" and "supplementary records." Such objection should be signed by the pupil or parents and shall become part of the student's "supplementary" record. The review panel should review the objections made by pupils or parents and correct information that is inaccurate.

SECURITY OF PUPIL RECORDS

The confidentiality of pupil records is facilitated by sound security procedures. It is recommended, therefore, that records should be kept under lock and key at all times except for periods of authorized use as described in these guidelines. The pupil's "administrative records," in addition, should be maintained in duplicate and in separate locations—one set preferably on microfilm and in a locked fire-proof file. Finally, the school system should have a central filing location for a school's "administrative records" which are abandoned.

INSERVICE PROGRAM ON STUDENT RECORDS

School administrators, it is argued, should provide dynamic leadership for all school staff, especially teachers, counselors, and secretaries, in the use and release of pupil records. It is recommended, therefore, that they should provide an inservice program that includes a comprehensive review of students' rights to privacy and appropriate procedures to guarantee that right in the public school.

RETROACTIVE RESEARCH

Often schools maintain records after a pupil leaves school. Such data may be used for retroactive research purposes. It is recognized that significant value may accrue to society as a result of such studies. But the difficulty in maintaining such data under secure conditions and the ultimate threat to individual privacy all militate against maintenance of such records. It is recommended, therefore, that school

(Continued on next page)

Appendices

APPENDIX FORM A

ROUTINE INFORMATION LETTER TO BE SENT HOME AT THE BEGINNING OF EACH SCHOOL YEAR OR AT TIME STUDENT ENROLLS DURING YEAR

Dear Parent,

In accordance with the recommendations of the Superintendent of Schools and the Director of Measurement and Evaluation, the Board of Education has approved a city-wide testing program designed to provide information concerning the proficiency of all children in the district on standardized tests of academic achievement and aptitude.

The results of these tests provide a continuing record of each child's academic progress in comparison with national norms. They are also an invaluable aid to your child's teacher and counselor in diagnosing individual strengths and weaknesses in order to provide more effective individualized instruction. During the coming school year the following tests will be administered to your child as part of this program:

	Name of Test	Purpose
Example	Iowa Tests of Educational Development, Grade 10	Measurement of achievement in mathematics, English, basic science
	Terman-McNemar Test of Mental Ability	Measurement of verbal and mathematical aptitude

Your child's scores on these tests will be checked carefully and maintained in the school record as long as your child attends school in the system. Should your child transfer to another school system, you will be notified of the transfer of his or her permanent record to the new school system. No individual or agency outside of the school system will be permitted to inspect your child's school record without your written permission.

Should you wish to examine your child's record file, you may arrange to do so by making an appointment with the principal's office. [In addition, a routine report and interpretation of your child's scores on the above-mentioned tests will be included as part of the second term grade report.]

Sincerely,

.....
Superintendent of Schools

FORM B SPECIAL REQUEST FOR PERMISSION TO COLLECT PERSONAL INFORMATION

In order to provide your child with more effective guidance and counseling services, your permission is requested for the collection of the following kinds of personal information from your child.

Type of Information or Test	Description and Purpose	Permission Granted	Permission Denied
Minnesota Multiphasic Personality Inventory	Example	<input type="checkbox"/>	<input type="checkbox"/>
Kuder Preference Record		<input type="checkbox"/>	<input type="checkbox"/>
Wrenn Study Inventory		<input type="checkbox"/>	<input type="checkbox"/>
Family Background Information		<input type="checkbox"/>	<input type="checkbox"/>

Because of the sensitive nature of this information, all test scores and related information will be treated with complete confidentiality. Only parents and authorized school personnel will be permitted access to this information without parental consent.

Please check the appropriate box signifying your approval or disapproval of this request, sign the form in the space provided below, and return in the enclosed envelope.

Parent's Signature

Date

boards establish policies pertaining to consent, security, and access to pupil records for research purposes. Such policies should not preclude the use of pupil records when the anonymity of the individual is maintained and when the release is authorized by the records manager and the welfare of the pupil is not adversely affected.

RECORDS MANAGER

The principal should be the records manager for his school and should have the duty for maintaining and preserving the confidentiality of pupil records. He may, however, delegate the duties of records manager to another school official or panel.

The records manager is responsible for maintaining and preserving the confidentiality of pupil records. His duty should be to review the files and to delete inaccurate "supplementary" and "tentative" information. He should also have the authority to deny or grant access to records according to the aforementioned guidelines.

STANDARDIZED TESTS

Standardized tests of academic achievement and aptitude provide a continuing record of each child's progress in comparison with national norms. They are also an invaluable aid to the teacher and counselor in diagnosing individual strengths and weaknesses in order to provide more effective individualized instruction.

It is recommended, therefore, that parents should be informed about the usefulness of standardized tests. A letter articulating what tests will be administered should be sent home at the beginning of each school year or at the time a student enrolls. (See Appendix, Form A.)

PERSONAL INFORMATION

Personal information, such as personality tests, can provide the pupil with more effective guidance and counseling services. Because of the sensitivity of such information, however, the parents should be allowed to signify their approval or disapproval

of the collection of personal information.

It is recommended, therefore, that parents should be informed about the usefulness for the collection of personal information for their child. Further, a special request for permission to collect personal information should be obtained (See Appendix, Form B).

TEACHER NOTES AND ANECDOTAL RECORDS

Teacher notes or anecdotal records do not enjoy immunity from a law suit for libel or slander. If placed in a pupil's record and exposed to public view, such notes may well be used as a basis for a defamatory action. It is recommended, therefore, that anecdotal records should be stripped to the bare facts and devoid of value judgments. Such words as "good" and "bad" should not be used because they could be loaded with slanderous connotations. Notes containing merely personal opinion may act as an invitation to a court suit.

RECORD INSPECTION

It is recommended that when a record is inspected, such inspection should be noted. Therefore, a written note of what record was examined, who examined it, and the purpose of the examination should be made (See Appendix, Form C).

CONCLUSION

School boards, administrators, counselors, teachers and other professional staff have an obligation to protect the pupil's right to privacy in the promoting of educational progress. Under Minnesota compulsory attendance law pupils may be considered captive clients. Students, therefore, should be protected from invasion of privacy by the school system itself and by other agencies eager to gather personal data for purposes unrelated to the welfare of the student.

It is recognized that many of the preceding guidelines will result in increased administrative as well as financial responsibilities. It is further acknowledged that it is impossible to anticipate all of the possible practical difficulties that might be created by these guidelines. The main point is that each school system must view these guidelines in light of practical realities it faces.

It should be noted, for example, that some of the guidelines merely recommend that school personnel deal with requests for data in a more consistent manner rather than on an ad hoc basis. This could reduce the workload of school officials. On the other hand, consent procedures, security measures and the periodic updating of pupil records may demand considerable effort on the part of school personnel. It is argued that such effort and additional expense will result in increased trust in the schools on the part of pupils and parents. In view of pressures to make schools more sensitive to the needs of the students, such an outcome appears highly desirable.

Edina decentralizes schools



Lieber

(From an interview with Edina Supt. Ralph Lieber by Judi Mollerus, Edina Sun):

"We're going to try to get the schools closer to the people again."

That's the goal of "decentralization," an effort by Edina educators to involve principals, teachers, parents, and children in making school decisions.

In the past most decisions were made by administrators in the district office. Programs and policies would then "trickle down" to the staff and students of individual schools.

Now the emphasis will be on ideas "filtering up" from each school community.

Lieber said he would like to see the central administration function as a "service agency" rather than a controlling body.

Decentralization has four aspects: Principals and administrators will become more visible to the community; teachers and principals will have greater opportunities to make decisions; parents, through school advisory committees, will join the decision-making process; and students will have more to say about their education.

The first steps toward decentralization were taken last year, when teachers and principals were given control over certain parts of their schools' budget.

First, principals met as a group to decide which areas of the budget they wanted to take over. Then they conferred with their staffs to determine how each school's funds would be divided among textbooks, library resources, inservice programs, and audiovisual aids.

Lieber said he felt this approach encouraged teachers to offer their insights on program improvements. It also gave the principals latitude to support teachers' ideas and projects.

To involve parents, Lieber has promoted the formation of a parent advisory committee at each school. "Parents ought to come back into the educational process, more than just attending parent-teacher conferences or registering a complaint when they don't like the way things are going in

the schools," Lieber stated.

Both students and parents should discuss with the school staff what kind of educational experience and programs the children should have, Lieber said. He said he foresees the day when a variety of educational approaches, from traditional to "open" programs, might be found either within each school or among Edina schools.

"If the schools are fairly autonomous and close to their communities, it's quite possible that there will be substantial variations," Lieber explained. "We ought to have these options available, and there should then be opportunities for both staff and children to move from building to building."

Seeing the success of parents and teachers in "sitting down together and sharing opinions to make mutual decisions" will have benefits for students, according to the superintendent.

"If adults can work out decisions in an atmosphere of mutual trust," explained Lieber, "then kids will feel more free to express their feelings about what's going on in class."

What are the answers for more personal and individualized school climates?

"Person to Person, A People Program" speaks for this question and for Mayo High School in Rochester (District 535) where the program is just off the ground.

It is an effort to have each student involved with a person who cares for him as an individual. One could call it an advisor/advisee program.

Who are the participants? Faculty members at Mayo High, who will function as advisors and group leaders and all Mayo students, who will function as advisees and group participants. The advisors plan to set the stage for communication.

The role of the student then will be to share opinions and concerns.

From 8:10-8:20 a.m., students meet with advisors for administrative purposes. Then from 3:20-3:35 p.m., advisors and advisees have a confer and contact period. Additional time on Wednesdays allows a weekly review session.

For over a year the Mayo faculty has been studying this concept. Now the program is in action. At the end of the first quarter, evaluation will indicate strengths and weaknesses and cite the future course for this human relations move.

Indian studies unit offered in Mounds View's Chippewa JHS

Students at Mounds View's Chippewa Junior High will be tested to measure changes in attitude which may occur after a unit on Indian history and culture which they have taken.

Teacher of the unit is Duveen Keene, an American Indian graduate student at the U of Minnesota. She was raised and educated on the Fort Berthold, N.D., Indian Reservation, and is a member of three affiliated tribes—the Mandan, Hidatsa, and Arikara.

The Indian history and culture unit was taught to one 7th and one 9th grade class. Students in those classes and in two regular social studies classes which Keene is teaching were pretested before the Nov. 12 start of the classes. All students will receive a post-test to measure attitude changes.

The unit—developed by the Minnesota Historical Society—is the result of about 25 meetings over two years involving the State Department; the U of M; local district administrators and teachers; and many others. Described as "a major curriculum resource," the unit has 28 components—including filmstrips, recordings, charts and posters, and a teacher's guide and bibliography.

The unit is the first in a series to be developed by the Historical Society to interpret Minnesota history. Keene will use it in conjunction with other materials to teach her course.

The unit, according to the Society, "pulls together into a cohesive pattern the multifaceted saga of the people who originally inhabited the vast Great Lakes region and presents this as a story worth knowing for its own sake and not only for its effect upon the larger society."

Chippewa Junior High School was named by the Mounds View School Board after many suggestions and considerable study in an effort to name a school to honor a group which had a role in developing this country.

FORM C

RECORD OF INSPECTION OF PUPIL RECORDS

Name of Pupil: _____

Record Examined By	Date	Purpose

FORM D

REQUEST FOR PERMISSION TO RELEASE SCHOOL RECORD TO THIRD PARTY

Dear Parent,
We have received a request from

(name of requesting individual, agency, etc.)

for a copy of (access to) (name of pupil's) school record.

Please indicate in the space below whether you are willing for us to comply with this request.

(Name of requesting party) may have a copy of (access to) the following parts of (name of pupil's) record:

- ☐ Official Administrative Record (name, address, birthdate, grade level completed, grades, class standing, attendance record)
- ☐ Standardized Achievement Test Scores
- ☐ Intelligence and Aptitude Test Scores
- ☐ Personality and Interest Test Scores
- ☐ Teacher and Counselor Observations and Ratings
- ☐ Record of Extracurricular Activities
- ☐ Family Background Data
- ☐ Other _____

Parent's Signature _____

Date _____

Department project may help schools ease energy crisis

A joint project being conducted by the science, mathematics and school facilities planning offices of the State Department may produce valuable information on efficient heating of schools.

Materials for the project have been sent to every one of the state's public school buildings.

"This simply involves taking a sample of the temperature at different times of rooms in each school building and outside the building," said Fredrik Christiansen, state school facilities planning director.

The key factor is, how quickly does a school building cool down at night and heat up in the morning? Or, how much fuel is used to heat up a classroom when it is occupied under normal conditions?

When this is known, school officials can determine the optimum nighttime temperature for a building and the best time to turn up the heat in the morning.

"Buildings vary widely in their capacity to retain, lose, and gain heat," said Christiansen. "Some buildings—such as those with lots of window space—cool fast and heat slowly. In some buildings, you can turn nighttime temperatures down sharply, say to 50 degrees. Other buildings take so much fuel to bring the temperature up that you actually save fuel with a warmer nighttime or weekend temperature."

David Dye, state mathematics consultant, and Richard Clark, science consultant, hope that math students can conduct the temperature experiments in December or early January and that schools can use the information to implement new temperature settings by the end of January.

"This could save more fuel than anything we thought of yet—except closing down the schools," said Christiansen.

"We still have a lot of people who don't believe this is a big problem," he added. "Despite all the publicity, many schools have not yet been affected. Other schools are on a day-to-day basis in fuel supply, and a cold snap could shut them right down."

Christiansen estimates that some schools saved as much as 50% on their October fuel bills by dropping average day-night temps from 70 to 60 degrees, but he warned that such a step will not produce as great a percentage savings for January fuel bills.

A great number of schools seem to be following the three-step plan advo-

cated by Commissioner of Education Howard Casmev.

That involves, first, using basic fuel conservation procedures; second, planning to call off school on severely cold days while maintaining minimum building temps of perhaps 40 degrees; and, third, a planned shutdown of the facility to minimize damage to the building.



Wayne Erickson (right), director of the State Department's goals project, received the highest award of the Minnesota Assn. for Children with Learning Disabilities (MACLD) last month. Presenting the award was E. Raymond Peterson, head of the Department's Instruction Division. MACLD cited Erickson as outstanding general educator of the year for the proposed goals document, which includes a system of educational guarantees for all citizens.

Goals Discussed

(From page 1)

motor skills, concept understanding, and social adaptive skills.

Guarantee II gives a child the right to education to achieve skills "considered to be essential to individuals in a democratic society to . . . become a self-fulfilled, productive, contributing member of society."

That includes receptive and expressive communication, number manipulation, and understanding of self and others.

For those who achieve such skills before age 13, Guarantee III would provide 500 hours for each block of six months before the 13th birthday to pursue special projects, including programs for gifted students or programs such as those under Guaranty IV.

Under Guarantee IV, each citizen would be able to enroll—at any point in his life—for up to 6,000 hours of education to help him become "a self-supporting, contributing member of society in areas of endeavor which offer the individual the opportunity for self-fulfillment."

Areas of education, for example,

Guidelines to help schools implement Commissioner Howard Casmev's Nov. 30 "energy directive" were mailed to schools early this month. The guidelines—designed to help clear up any misunderstandings which could arise from schools being closed down during the holiday season—were designed by Casmev and the State High School League. Copies are available from Sigurd J. Ode, Asst. to the Commissioner, at the State Department.

Casmev asked all school districts to submit contingency fuel plans to him by Nov. 30. Christiansen expects to have a summary of the plans ready later this month.

open to citizens under Guarantee IV might be preparation for college, expanded abilities in the basic skills, fine arts, foreign languages, and achievement of specific job competencies.

The proposal gives each person the right to seek the final 6,000 hours at any public secondary school, junior college, college, or university.

"A major difference between our proposal and the present system," said Erickson, "is that a person could pick up his education at his own pace at anytime during his life. This would provide programs for our consumers as they need them while they are demanding more, new, and different services. The school would have to meet certain standards, as would the student. At present, there is no guarantee the students will learn specific skills."

New financing would have to be provided for the proposal.

"In the long run," predicts Erickson, "the proposals would be money savers, since special programs now cost a lot of money and since our failure to educate people up to their potential also costs society money. But it's difficult to come up with detailed projections on the potential of a properly educated person."

Annual conference of state school chiefs produces strong resolutions

SANTA FE, N.M.—Increased involvement of the public in the educational process will be the number one priority during the coming year for the Council of Chief State School Officers (CCSSO), according to Dr. Martin W. Essex, Ohio, new president of the organization.

CCSSO is an independent organization composed of the state superintendents and commissioners of education for the 50 states and the six outlying possessions.

"Because of recent developments on the national scene, we see reason to return to a strong emphasis on citizenship responsibilities," Essex said.

More than 125 persons, including 47 chief state school officers and four official proxies, took part in the convention last month.

Billed as one of the most important policy statements to be adopted by the Council is one dealing with faith in the American system of government. In this statement, the CCSSO membership took note of the Watergate incidents and of "the serious concern and considerable cynicism . . . being expressed nationwide as a result of recent revelations of corruption, malfeasance and unethical practices perpetrated by government officials and others in positions of responsibility" and urged support of "all efforts to expedite speedy resolution of this concern through appropriate judicial and legislative processes."

The Council also took a policy position regarding the increase in the incidence of child abuse across the nation, noting that "states must be encouraged to review and revise their statutes for the mandatory reporting of suspected abuse . . ." and that "state departments of education should themselves provide or work with other state agencies to provide training for teachers and administrators in the recognition of abuse, legal reporting requirements and methods of working-with abused children and abusing families."

The membership also acted affirmatively to meet the energy crisis. In a policy statement, the CCSSO urged state education agencies to begin developing materials for use in the schools to reveal the causes for and the possible solutions to the crisis, as well as to urge local school officials "to organize cooperative efforts with all segments of the community to focus attention on the need for home and individual efforts to solve the problem."

Other policy positions dealt with other aspects of state responsibility for public education, state and federal relations, financial support of education and leadership in education. Additionally, resolutions were passed regarding implementation of the CCSSO's policy statement on school desegregation, manpower training programs, extra-state jurisdiction and the bicentennial of U.S. Independence and public education.



Casmev

"States are allowing people who are not interested in total student participation to make decisions in extracurricular activities," said Howard B. Casmev, Minnesota Commissioner of Education, speaking last month before the Council of Chief State School Officers (CCSSO) annual meeting.

Casmev, a member of the CCSSO board, made the concluding presentation at the conference.

"We speak of equality and equal opportunity for all. Today's axiom should be: turn the floodlights on all the children, not the spotlight on just a few," he said.

Casmev added that changing times ultimately would bring about changes in eligibility requirements which would satisfy both academic and vocational goals of students.

State chiefs display new leadership

The nation's chief state school officers, a group whose power has waxed and waned throughout the Nixon Administration, have begun to take on new strength and solidarity, reports *Education USA*.

This was partly apparent from the resolutions passed by the Council of Chief State School Officers (CCSSO) at their annual meeting in Santa Fe, N.M., and partly through a new attitude shared by the "chiefs."

Buttressed by court decisions reaffirming and strengthening the state role in education, and feeling what some view as an increasing weakness in the White House, the chiefs have moved to fill what they see as a leadership void on social as well as educational issues.

The chiefs endorsed performance-based teacher certification, took what was considered a strong stance on "faith in government," and supported metro integration.

CCSSO urged state education agencies "to give direction and leadership to improvement of teacher education" and involve teachers in "policymaking for teacher education and certification"; said "serious concern and considerable cynicism" is being expressed as a result of "revelations of corruption, malfeasance and unethical practices perpetrated by government officials"; and urged support for all "viable means of providing quality education," including busing and metropolitan desegregation plans "where appropriate."

CCSSO also urged state education agencies to take the lead in helping to solve the energy crisis, called for action in a new area of concern—child abuse—and strengthened its positions on students' and women's rights.

As in the past, the subject of decentralizing the U.S. Office of Education was of major concern to the chiefs. They said decentralization was "unnecessary, undesirable, and can serve no useful purpose." CCSSO therefore pledged "active opposition by all appropriate means."

State Boards News Capsules

Board passes regulations on racial desegregation, guidelines on socio-economic desegregation

Minnesota has joined a handful of states which have regulations on school desegregation.

The State Board of Education at its Sept. 10 meeting in Montevideo, unanimously approved EDU 620-639, a regulation relating to equality of educational opportunity and school desegregation.

The regulation prohibits, in most cases, a school to have more than 30 per cent minority enrollment but it gives the state education commissioner authority to vary the percentage up to 40 per cent if the local board can justify an educational reason for such a variance.

Proposed originally in 1969, three public hearings were held on the regulation — two since December 1972 — before its adoption. The regulation has the force of state law.

According to the regulation, each local board shall submit data to the commissioner on the racial composition of each of its schools. The data must be submitted within 60 days of the regulation's effective date and by Nov. 15 of each year following.

Most districts have already submitted this year's data to the Department as part of their fall reports.

Each board shall submit a report showing the number of students enrolled, to which minority group they belong, and the number of certificated minority personnel employed. The information may be acquired by a sight count or by any other method determined by the local board to be accurate. The local board's clerk must certify the report's accuracy.

The commissioner shall examine the submitted data and determine whether segregation exists in a school.

If segregation is found to exist, each local board shall have 90 days to submit to the commissioner a comprehensive plan for integration which would meet the regulation's requirements; inform the commissioner of program of implementation of any approved plan; and implement an approved plan in accordance to its schedule.

The penalty for non-compliance could be a reduction of state aids.

Guidelines relating to socio-economic desegregation of schools were adopted by the State Board at its October meeting in Albert Lea.

The guidelines, which do not have the effect of state law, request that no school have more than 30 per cent of its students from families receiving aid for dependent children.

The Board also requested that each local school district supply to the education department the number of AFDC students for each school building within the district by Nov. 1 of each year, and that each district adopt and implement a plan to eliminate or reduce socio-economic desegregation.

The board said a reasonable time for implementation of a desegregation plan should not exceed two years. The socio-economic guidelines were originally contained in the Board's desegregation regulation adopted in September but were removed earlier this year as "unenforceable."

Guidelines for inter-cultural programs enacted

The State Board of Education, recognizing its duty to aid in the provision of quality inter-cultural education programs in Minnesota, adopted guidelines Oct. 1 to provide guidance and assistance to local school districts in the development and implementation of such programs.

The Board said that quality inter-cultural education programs are not currently present in all schools.

The Board recommended that local school boards adopt an inter-cultural education plan and proceed to implement it, form an advisory committee composed of at least one representative from each minority group residing in the community, and submit data, plans and programs to the education commissioner by Oct. 1 of each year indicating progress in adopting and implementing inter-cultural education.

The Board also endorsed the concept of cultural centers to provide materials, programs and resources for students, parents and the community within each school district. The guidelines, however, are not the same as regulations and do not have the effect of state law.

52 school districts have been identified by the office of educational opportunity as eligible to receive technical assistance under Title IV CRA.

A sight count this fall found the following districts with 50 or more minority students as being eligible to receive assistance:

Albert Lea, Anoka, Bagley, Bemidji, Blackduck, Bloomington, Brooklyn Center, Browns Valley, Burnsville, Carlton;

Cass Lake, Centennial, Cloquet, Cook County, Crookston, Deer River, Detroit Lakes, Duluth, East Grand Forks, Fisher;

Glyndon-Felton, Grand Rapids, Hopkins, International Falls, Inver Grove Heights, Lake County, Mahanomen, Minneapolis, Moorhead, Moundsview;

North St. Paul, Onamia, Osseo, Park Rapids, Red Lake, Remer, Richfield, Robbinsdale, Rochester, Rosemount;

Roseville, St. Cloud, St. Louis County, St. Louis Park, St. Paul, South St. Paul, South Washington County, Walker, Waubun, West St. Paul, White Bear Lake and Worthington.

Legislative UPDATE copies are available

Additional copies of the July 1973 issue of UPDATE, the education department's monthly magazine, containing information on new school laws, financing and rules and regulations of the State Board, are available.

Copies may be obtained by writing to the Publications Section, 715 Capitol Square, St. Paul, MN 55101.

'Age of Majority' guide reprinted by State Department

'The Age of Majority,' guidelines for local school districts concerning the new law which granted adult status to 18-year-olds, is a four-page supplement to the September issue of UPDATE, the education department's monthly magazine. Prepared by Michael Applemen, administrative assistant to Deputy Commissioner Farley D. Bright, the "age of majority" insert has been reprinted and is available.

Request them from the Publications Section, Minnesota Department of Education, 717 Capitol Square, St. Paul, MN 55101.

UPDATE

State Department of Education
Publications Section
Room 715 Capitol Square
St. Paul, Minnesota 55101

COMMITTEE GUIDE
FOR EDUCATION CONSENSUS

The League of Women Voters of Minnesota

TO: Local League Education Chairpersons
FROM: Nancy Atchison, State Education Chairperson
December 1975

The state Board has scheduled consensus on the limited study:

Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments.

CONSENSUS REPORTS ARE DUE IN THE STATE OFFICE MARCH 27, 1976

(two forms are included with this guide)

Consensus Questions are:

- I. The School Aid Formula now provides money in addition to the basic per pupil expenditure for some of the costs incurred by local school districts (e.g. special education, concentrations of students from families receiving Aid to Families with Dependent Children, Transportation, etc.).

Should provision be made for additional income for school districts which have high salary costs per pupil unit?
If not, explain.
If so, should income be provided by State Aid?
Specify: factor in foundation aid formula _____
categorical aid _____
- II. Or should the income be provided from local property tax?
Specify: allow limited additional local levy X
retain referendum provision X
provide for reverse referendum X
provide for power equalization _____
other _____
- III. Presently pupil unit weightings for fluctuating enrollments are adjusted in the basic formula. Is this method of aiding school districts with fluctuating enrollments satisfactory?
a. If not, explain.
b. ~~If so~~ ^{if you favor a change,} do you favor categorical aid (money for that specific purpose) from state funds _____, local levies _____, other _____.

The LWVMN Education Committee has written two Minnesota VOTER articles (January-February 1975 and January-February 1976) which discuss the issues and give information about school financing in Minnesota. The 1976 VOTER is scheduled for mailing on January 14. Copies of the 1975 VOTER may be ordered from the state office. This will help each member to be informed before the unit meeting. Included with this guide are copies of magazine articles and some data which you may want to share with all your members either by reprinting them in your bulletin or by copying them for the unit resource people. It helps the members to have the consensus questions and reading lists; these should also be reproduced in your local bulletin. We do not recommend printing DISCUSSION questions.

The October 1975 state Board Memo suggested several references for local resource

people to read, as well as a number of questions for your local school districts.

Additional reading:

Wise, Arthur D., Rich Schools, Poor Schools, discusses equal protection laws, court cases, and rationale for school tax policies.

Coons, Clune and Sugarman, Private Wealth and Public Education, Harvard U. Press, 1970. Gives arguments in favor of removing education costs from property tax (as we have to some extent done in Minnesota) and describes various formula options. Citizens League report on Fluctuating Enrollments, 1975. Phone Citizens League office, Minneapolis.

Questions for your school district:

- . Have changes in enrollment (either decreases or increases) affected the cost and quality of your school programs?
- . Are services to students being cut because of inadequate funding?
- . What is total staff; staff-pupil ratio?
- . What percentage of staff is at top of salary schedule?
- . What relation are salaries to total costs?
- . What are enrollment projections?
- . What percent of budget is AFDC aid?
- . What percent of budget is Special Education expense (exclude federal money)?
- . What percent of budget (or actual dollars) is desegregation cost?
- . What adjustments in the state aid formula do you advocate?

To prepare yourself for an interview, be sure to re-read the January-February 1975 VOTER, "Let's Take a Look at the Minnesota Miracle." Answers to these questions provide a frame of reference to local League members and help them relate their situation to that of other communities. Care must be exercised that each member realize that state programs affect all school districts, that the LWVMN must be aware of needs of all citizens and will lobby for legislation based on any consensus that is reached. In other words, LWV members must guard against parochialism in their decision-making.

Reading the two VOTERS will explain to League members the League's present position, the basic School Aid Formula, the additional categorical aids now in effect, and some of the problems facing school districts. Your local League resource committees can choose to supplement that information by arranging an information-giving meeting or briefing session with your local school administrators, teachers and/or legislators. There will be little time at the unit meeting for information-giving. Members need to come informed to the unit meeting in order to enter into discussion and then reach consensus.

There are 435 school districts in Minnesota. The statistics pertaining to them are so voluminous that the LWVMN committee has found it almost impossible to compile or compare them. Therefore, the VOTER is a discussion of issues rather than a review of budgets or dollar comparisons. Since you know your members best, try to assess what local information they will need to be ready for consensus. Using the resource of your school district, develop some visual aids. For instance, pie chart of source of local school income--% of local, state and federal funds; a pie chart showing percentage of total costs in salaries, materials, building maintenance, etc. (Indicate that transportation, capital outlay and debt service are separate levies from the "maintenance" or operating budget.)

Visual aids showing enrollment projections, salary increases, program additions or terminations in recent years, are relevant and could be obtained from your local school district.

Each unit should have a resource leader, a discussion leader and a recorder.

The resource leader, preferably a member of the resource committee, answers questions, provides factual data, fills in missing information but does not "lecture" or dominate the discussion.

The discussion leader guides members to a conclusive, satisfying discussion.

The recorder takes notes on areas of agreement and disagreement and helps to summarize and refine answers to consensus questions.

SUGGESTED PLAN FOR UNIT MEETING ON SCHOOL FINANCE

Purpose of the meeting: To discuss the state formula for financing public schools and reach consensus on whether it should be changed to add a factor for high degree and experienced staff, and whether methods of giving aid for fluctuating enrollments should be changed.

Time allotted for meeting: 1½ hours

15 minutes for review of school aid formula, presentation of how it affects local school district, some local problems and how they compare with other districts in state.

45 minutes for discussion leading to Questions I, II.

10 minutes for feedback, summary and refine answer to Questions I, II.

20 minutes for discussion leading to answer to Question III.

10 minutes summary and feedback and refine answer to Question III.

10 minutes to summarize meeting.

After the meeting the recorder, discussion leader and resource person will write unit report to forward to the local Board. The local Board writes a summary of unit reports and sends to the state office. The state Board evaluates local League reports and issues position statements on which we base our action.

IMPORTANT - We include discussion questions for the discussion leaders to use to stimulate discussion. Do NOT begin the discussion with the consensus questions. Only after discussion are members ready to answer the consensus questions. Discussion generally reveals that, together, we have the necessary information to answer the consensus questions.

Under Question 9, a few alternatives are noted to help spark discussion if necessary. We hesitate to provide a list because of the danger of limiting discussion and ideas from the group. Encourage the members to let their imaginations flow.

SUGGESTED GUIDE FOR UNIT DISCUSSION ON EDUCATION CONSENSUS

(Discussion leaders can use these to stimulate discussion before answering the consensus questions.)

1. What inequities have you identified in the present school aid formula?
2. Do equal dollars provide equal education?
3. Is it possible and realistic to provide equal programs in every district?
4. As more money in the budget is allocated to teacher salaries does this affect educational programs?

5. Are you aware of any programs in our district which have been curtailed or discontinued because of staff reductions?
6. What process of evaluation and priority setting was used in making the decision?
7. Did needs of students or community priorities conflict with those of teachers or union requirements?
8. How would additional funds for teachers' salaries benefit students and programs?
9. What alternatives has your district considered to allocating additional money toward personnel?
(Hint for discussion leader: If the question elicits no response you might suggest reducing of programs, increasing class size, cooperative planning and use of personnel, sharing of resources, differentiating staffing, reassessing goals as first step to accountability.)
10. Should the state aid formula be changed to add a factor for high-degree and experienced teachers? (consensus question I) If not, what methods do you favor to meet increased salary costs. (list priorities from question 9)
If so, from where would the money come? local or state funds?
11. State funds can be provided either through foundation aids or categorical aids. Are there other factors favoring one over the other? (Specify type of state funds you favor (foundation or categorical)).
12. If additional money is to be raised from local levies, consider the four different methods mentioned in the VOTER. Each would place decision-making power a different group. State which method you favor.
 - a. additional local levies (implies school board decision)
 - b. requiring referendum first (implies citizen decision)
 - c. reverse referendum (school board decides levy with citizens petitioning to vote approval or denial)
13. Is power equalizing a viable solution?
14. How does power equalizing differ from present funding?
(Hint to discussion leader: Answer: recapture feature.)
15. Should Minnesota add power equalized local levies?

II.

1. What is the enrollment trend in our school district?

2. How has present legislation regarding enrollment fluctuations affected our district?
3. How does our situation compare to others in the state?
4. How adequate is the present method of adjusting pupil unit weightings for changes in enrollment?
5. Shall we recommend changing the formula?
If not, why?

If so, how? change pupil unit weightings?
 change to categorical aid?
 allow additional local levies?

LOCAL LEAGUE

Report due in state office March 27, 1976.

C O N S E N S U S Q U E S T I O N S

EDUCATION: Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments.

- I. The School Aid Formula now provides money in addition to the basic per pupil expenditure for some of the costs incurred by local school districts (e.g. special education, concentrations of students from families receiving Aid to Families with Dependent Children, Transportation, etc.)

Should provision be made for additional income for school district which have high salary costs per pupil unit?

If not, explain.

If so, should income be provided by State Aid?

Specify: factor in foundation aid formula _____
categorical aid _____

- II. Or should the income be provided from local property tax?

Specify: allow limited additional local levy _____
retain referendum provision _____
provide for reverse referendum _____
provide for power equalization _____
other _____

(over)

III. Presently pupil unit weightings for fluctuating enrollments are adjusted in the basic formula. Is this method of aiding school districts with fluctuating enrollments satisfactory?

a. If not, explain.

b. If so, do you favor categorical aid (money for that specific purpose) from
state funds _____
local levies _____
other _____

Other comments:

Approved at Board meeting of _____
(date)

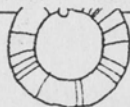
Signature of local League president _____

Number of members in League _____ Number of members participating _____

10 MISCONCEPTIONS ABOUT YOUR SCHOOLS

EDUCATION Gerald M. Knox

Forty-five million elementary and secondary school students will attend classes this year, making school one of the most universal of American experiences. Even though virtually every American family is touched by



Drawing: Hellman Design Associates

school, it's an area rife with confusion. What really can be expected from a child's education—and what can't? The subject is still clouded by misconceptions, but at last some enlightening facts are emerging.

Over the past several years a number of important studies have been conducted measuring the impact of the classroom on children's lives and future success.

schools than between school and school.

Even when certain schools turn out more highly rated students than others, it's hard to find out

cago schools, for instance, costs doubled and administrative costs tripled over six years, yet the average eighth-grader was still reading a year below grade level.

and these qualities cannot be reduced to figures.

Myth 3. High salaries attract the best teachers.

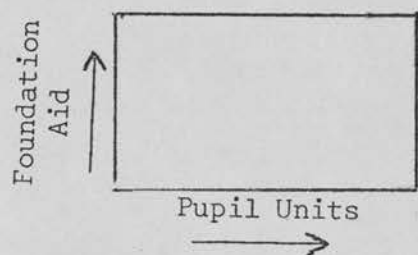


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A Graphic Description of School Financing (The General Fund*)

The 1971 law puts limits on the revenue a school district can generate for its general fund. Depict this as a box:

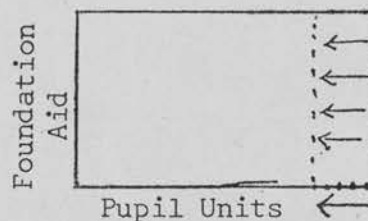
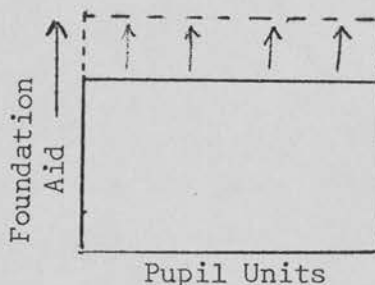


Thus, if foundation aid is increased, the "revenue box" will become larger and able to hold more money.

or...

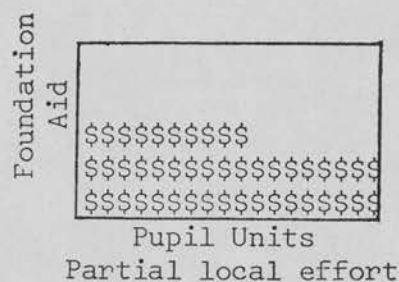
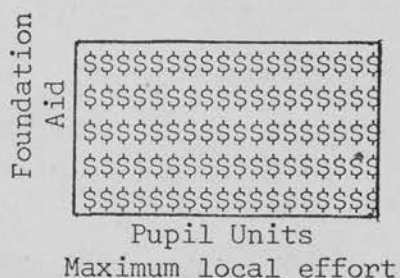
If pupil units decrease, the "revenue box" will shrink accordingly and will contain less dollars.

Two factors determine the size of this revenue box: the number of pupil units in the district, and the specified foundation aid per pupil unit in that year.



The money raised to fill a "revenue box" will come partially from the state and partially from local effort through the use of the property tax.*

The "revenue box" as here discussed defines maximum "capacity." The state promises to do its share in filling the "box." Local effort is optional.** Thus, two districts having equal sized "revenue boxes" can wind up with unequal amounts of dollars in them if they choose to make different local efforts.

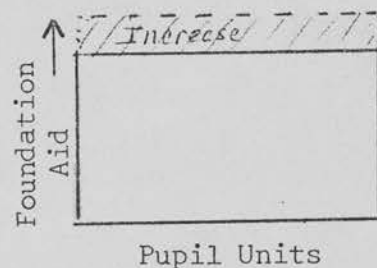


* See 'How the Formula is Applied,' p. 2, January-February 1975 Minnesota VOTER

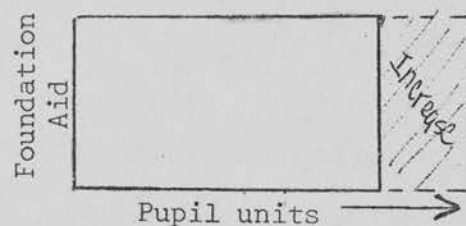
** 1975 legislation requires maximum local effort, that is levying the total amount allowed by the formula, or be penalized by having state funds reduced.

In what ways may the picture of the "revenue box" be changed?

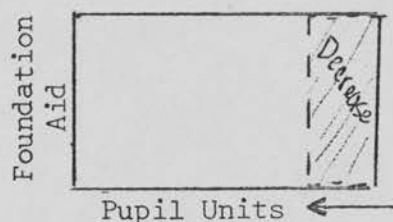
1. To bring up so-called low-expenditure districts, the state, by formula manipulation, allows the foundation aid to be slightly higher than the amount specified for the year, thus increasing the size of their "revenue boxes." Maximum local efforts should then give these low expenditure districts greater revenue with which to work.



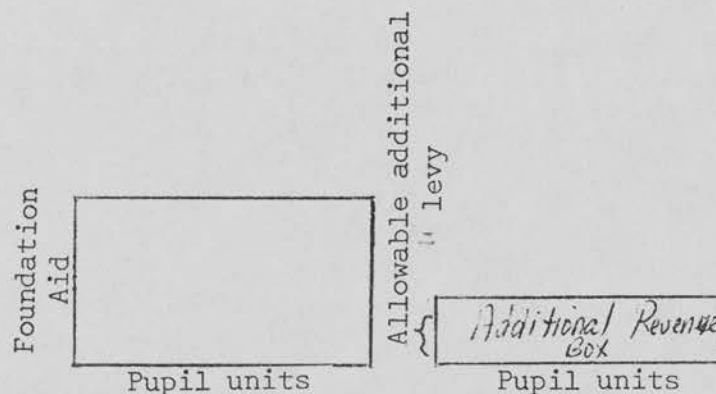
2. Variations on the pupil unit figuring methods, such as allowing additional units for AFDC pupils, increases the pupil units boundary without there being an increased number of students in the district. Proposals to average declining enrollment over three years instead of two⁺, would cause this kind of variation in the pupil unit boundary. Proposals to add a mature staff weighting factor to the formula⁺ would cause this kind of increased variation in the foundation aid boundary.



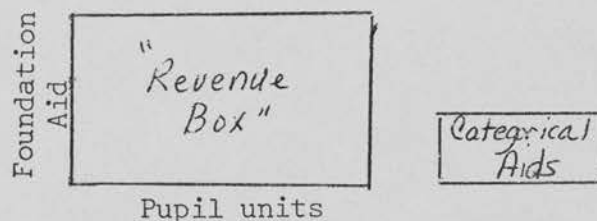
3. Declining enrollment changes the limitations of the "revenue box."



4. In order to keep high expenditure districts from having their expenditures reduced too rapidly, they are allowed an additional "revenue box," defined by the grandfather levy*. This additional "revenue box" may increase slightly in size each year; revenue for it is raised through local effort.



5. Special aids called "categorical aids" are sometimes given to districts over and above their regular foundation aid. Aid for special education is one such aid. The aforementioned proposal to give districts further help for mature staff costs is being considered by some as a categorical aid. Categorical aids may be pictured as an additional "revenue box."



6. Money raised by the passage (locally) of a referendum could be pictured by an additional "revenue box" also.

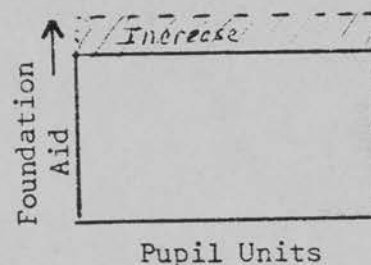
⁺ See "Some Proposals for Change," p. 4, January-February 1975 Minnesota VOTER.

^{*} See "How the Formula is Applied," p. 2, January-February 1975 Minnesota VOTER

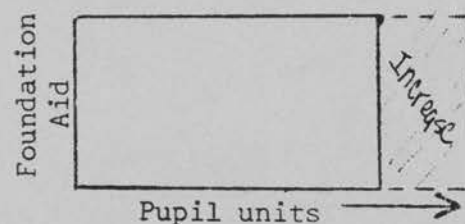
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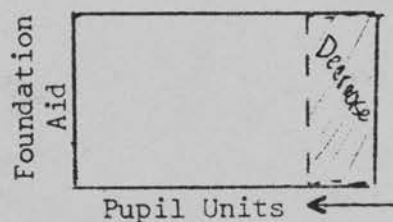
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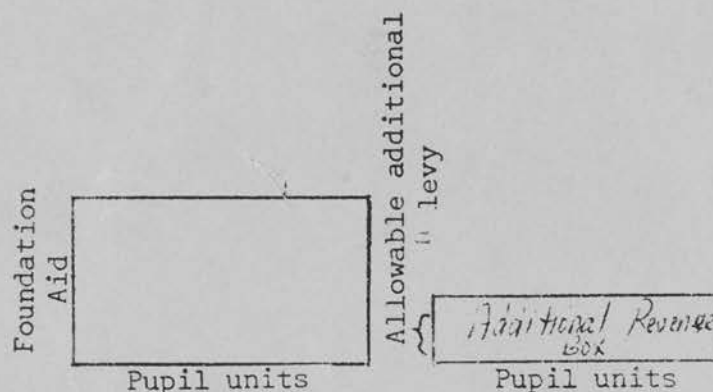
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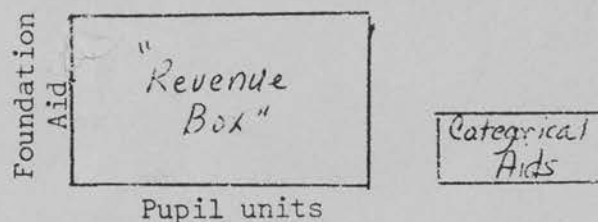
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^{*} See "How the Formula is Applied," p. 2, January-February 1975 Minnesota VOTER.

Minutes
School Aid Formula Committee
September 8, 1975

Present: N. Atchison, K. Anderson, J. Jenkins, S. Amundson, L. DeSantis, B. Jones, G. Hall (state Board members) and L. Clugg, J. Abramson, S. Iverson, J. Hammer, D. Brooke, J. Kahlenberg (committee members).

Called to order at 10 a.m. by Nancy Atchison, chairman.

Program item reads: Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments.

Atchison outlined possible outcome of study: VOTER article dealing with facts that we can gather, plus a discussion of the issue which will be resolved as much by philosophy as by facts. Hope is for one or two consensus questions. Amundson stated her deadline would be December 1 for final copy. State Board must have consensus questions by November 11.

Atchison has promised local Leagues discussion guides for unit meetings. Most are scheduled for February, but guides should be mailed by early December.

Possible information sources were discussed:

- Analysis of External Determinants of Spending by School Districts
- Eileen M. Baumgartner, House Research Division, January 1975
- Selected Papers in School Finance, HEW, 1974
- Department of Education, Updates on School Spending and Interview Leo Burnet
- Department of Revenue and Department of Finance
- U.S. Bureau of Census and Labor Statistics
- Association of Metropolitan School Districts' Data
- Minnesota School Boards Association reports
- Education Research and Development Council
- Citizens League reports on fluctuating enrollments
- State's Commission on fluctuating enrollments

Jerry Jenkins asked committee to consider whether the VOTER issue would attract an outside funding source. Amundson quoted \$500 as cost of printing VOTER. Possible sources mentioned were MEA, MFT, U.S. Chamber of Commerce.

Committee members present volunteered to begin gathering data in the following areas:

- Fluctuating enrollments, J. Abramson
- Leo Burnet interview, J. Abramson, L. Clugg, N. Atchison
- Senator Sillers, S. Iverson
- Rep. Graba interview, Sept. 19, L. Clugg, K. Anderson, N. Atchison
- Analyze salary differences, J. Kahlenberg
- St. Paul and cities - Hammer and Brooke

Background reading that might prove helpful: The School Book, Weingartner and Postman.

- Better Homes and Gardens, Sept. issue - 10 Myths About Schools
- Citizens League report - Matching Pupils, Teachers, Buildings and Budgets
- Stretching the School Salary Dollar
- Christopher Jencks, Inequality
- 2nd Federal Reserve District, What Resources Affect Learning

Next meeting: September 29, 9:30
State office

Schedule for future meetings will be
decided at that time

Adjourned 12:10 p.m.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA, ST. PAUL, MINNESOTA 55102

February 27, 1974

Paula Goldberg
Minneapolis League of Women Voters
1200 Second Avenue South
Minneapolis, Minnesota 55403

Dear Paula:

The Action Committee of the State League discussed your request to lobby for the Fair Dismissal Act.

We considered all the possibilities of where it could fit into a League consensus. It seems to almost make it under the Judiciary item - "individual rights and access to due process of law." Under our Education consensus, we have special aids for children with special needs. Under Equality of Opportunity we are concerned about discrimination in public school because of - - almost everything. We couldn't quite decide that this made it possible for us to lobby at the state level. However, with your local study on juvenile justice, there seem to be a few more areas that cover this. Again it is borderline, but we do not want to be difficult.

If your League feels your position covers this bill, we are willing to go along with it. We agreed that you should be able to lobby in the name of the Minneapolis League. We would like to be kept informed of your plan of action and to receive copies of the material you present. We are trying to be flexible and encourage action without setting precedents which will create difficulties later.

Nancy Atchison said she would call you immediately following our meeting, so this letter is written verification of her phone call. Good luck!

Sincerely,

Helene Borg, Action Chairman

HB:jm

cc: Mary Ann McCoy
Liz Ebbott

c: Jerry Jenkins, Nancy Atchison, Helene Borg, office



League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102

February 1971

TO: Local League Presidents and Resource Chairmen
FROM: Barbara Jones, State Education Chairman
RE: Education Consensus Report

The League believes state financial aids to public schools should be altered to provide greater equalization of educational opportunity for all Minnesota students. We support:

1. An equalization aid formula which would include:
 - a. a greater proportion of local operating expenses
 - b. consideration of per capita income in addition to assessed valuation
 - c. average daily membership rather than average daily attendance
 - d. continued consideration of the proportion of children at different grade levels
 - e. recognition of the proportion of property taxes used for municipal services
2. Transportation aids for all school districts through:
 - a. increased funding to reflect current costs
 - b. consideration of "distance from school" as a major factor
3. Adequate financing of special aids for:
 - a. children with physical and mental problems
 - b. gifted children
 - c. children with learning disabilities
4. Increasing state responsibility for phases of education which may require financial aid, specifically:
 - a. assistance in capital improvements
 - b. upgrading local educational standards
 - c. encouraging experimental programs

swale

CONSENSUS EXPLANATION

While the local property tax has been the primary basis for local school financing, the League reiterates its position that less reliance on the property tax is desirable, equitable assessments are necessary, and other revenue sources should be used to assist in increased state support of local school districts. The property tax is not necessarily an accurate measure of the resources of a community and its ability to pay nor does it necessarily coincide with the educational needs of a particular population at a particular time.

Therefore, we favor increased state financial support of local operating expenses for public schools. In considering the equalization aids (currently referred to as foundation aids), the League urges the legislature to include the per capita income of a school district as well as its assessed valuation. We encourage consideration of municipal overburden in computing "ability to pay" to take into account the proportion of school property tax to total property tax.

Further desirable changes in the formula would be the use of average daily membership rather than average daily attendance. This would indicate a more accurate gauge of the responsibilities that a district must provide than does the present numerical basis. We favor the current practice of including the proportion of children at various grade levels in figuring the number of students.

Transportation aids as currently allocated are considered by the League to be inadequate and unfair. The League supports increased funding for transporting students to reflect increased costs and additional legal demands placed on local districts. We also support legislation to remove current restrictions which prohibit some districts from receiving transportation aids.

We support special aid programs for children who are physically and mentally handicapped, for gifted children, and for children with learning disabilities. Students of average ability but with disabilities resulting from social, environmental, and economic disadvantages often require additional funds to educate.

The League recognizes that many school districts need financial help in construction and remodeling, to increase the ratio of staff to students, to improve training of staff, and to increase the length of the school year. We are also concerned that there be financial encouragement for local school districts to institute innovative learning aids and experimental programs.

CALCULATION OF "GRANDFATHER" ALLOWANCE

EDINA 1970-71 OPERATING
COST PER PUPIL UNIT \$810.26

STATEWIDE AVERAGE
OPERATING COST PER P.U. - 663.00

"GRANDFATHER" ALLOWANCE
FOR EDINA \$147.26

CALCULATION OF FOUNDATION AID FOR 1975-76

STATEWIDE AID BASE PER P.V. ~~900~~ 900
EDINA PUPIL UNITS 1974-75 X 12,335

GROSS FOUNDATION AID \$11,106,500

LESS EQUALIZATION ADJUSTMENT:

1973 EARC VALUATION \$275,965,000

TIMES 30 MILLS X .030

DEDUCTION

- 8,790,000

NET 1975-76 FOUNDATION AID

\$2,311,500

CALCULATION OF LOCAL TAXES PAYABLE IN 1975

30 MILL DEDUCTION \$8,790,000

PLUS "GRAND FATHER"
LEVY (\$147.26 X 12,335 P.V.) 1,816,456

\$1,060,452

TOTAL LOCAL TAXES
PAYABLE IN 1975

TOTAL OPERATING INCOME 1975-76 ~~12,917,952~~ 12,917,952

CALCULATION OF INCOME 1975-76

"GRANDFATHER" ALLOWANCE \$147.26
FOUNDATION AID BASE 900.00
TOTAL INCOME PER P.U. \$1,047.26

PUPIL UNITS 1974-75 X 12,335

INCOME FOR OPERATIONS
1975-76 \$12,917,952

CALCULATION OF INCOME 1976-77

"GRANDFATHER" ALLOWANCE \$147.26
FOUNDATION AID BASE 960.00
TOTAL INCOME PER P.U. \$1,107.26
PUPIL UNITS 1975-76 X 11,858

INCOME FOR OPERATIONS
1976-77 \$13,129,889

INCREASE OVER 1975-76 \$211,937
PERCENT INCREASE 1.64%

EFFECTIVE INCREASE IN
INCOME 1976-77 OVER 1975-76

ACTUAL INCREASE IN INCOME \$ 211,937
SAVINGS FROM 17.5% TEACHER
REDUCTION FOR DECLINING
ENROLLMENT (AT \$11,000) 192,500

EFFECTIVE INCREASE IN INCOME \$ 404,437
EFFECTIVE PERCENTAGE INCREASE 3.13 %

TEACHER SALARY SETTLEMENT 7.7 %
FOR 1976-77 $\frac{1}{2}$ expense

EDINA PUBLIC SCHOOLS

BUDGET REDUCTIONS

	<u>Purpose</u>		<u>Total</u>
	<u>Enrollment Decline</u>	<u>Program Curtailment</u>	
<u>1973-74</u>			
1. Reduction of 10 teachers	\$100,000		\$100,000
2. Reduction of 2 police liaison officers ($\frac{1}{2}$ year)		\$ 5,750	5,750
3. <u>4% reduction in extracurricular program</u>		10,575	10,575
4. Reduction in secondary transportation personnel (last $\frac{1}{4}$ of year)		<u>22,500</u>	<u>22,500</u>
Total 1973-74	\$100,000	\$38,825	\$138,825
<u>1974-75</u>			
1. Reduction of 10.5 teachers	\$105,000		\$105,000
2. Increase in class size by reduction of 11 teachers		\$110,000	110,000
3. Elimination of Academically Able Program (3 teachers)		30,000	30,000
4. Eliminated position of Supervisor of Library Services		16,600	16,600
5. Eliminated 2 Instructional Assistants		20,000	20,000
6. Replaced 2 librarians with paraprofessionals		10,000	10,000
7. Eliminated 2 police liaison officers additional $\frac{1}{2}$ year		5,750	5,750
8. Reduced Health Service by $\frac{1}{3}$ (reduction of 2 nurses)		31,328	31,328
9. Reduced lay reader service		6,000	6,000
10. Reduced part-time cafeteria staff		9,188	9,188
11. Reduced secondary transportation personnel add'l $1\frac{3}{4}$ year		67,500	67,500
12. Reduced use of paraprofessionals		13,400	13,400
13. Reduced $3\frac{1}{2}$ clerical positions		18,780	18,780
14. Reduced elementary transportation, field trips, etc.		9,300	9,300
15. Reduced expenditures for textbooks, library books, and instructional supplies by 8%		39,000	39,000
16. Reduced <u>extracurricular program</u> an additional 5%		16,360	16,360
17. Reduced in-service, curriculum writing, and travel		22,600	22,600
18. Reduced audio-visual aids, supplies and repairs		9,650	9,650
19. Reduced custodial, printing, and miscellaneous supplies		<u>20,250</u>	<u>20,250</u>
Total 1974-75	\$105,000	\$455,706	\$560,706

Budget Reductions, page 2

1975-76	Purpose		<u>Total</u>
	<u>Enrollment Decline</u>	<u>Program Curtailment</u>	
1. Reduction of 17 teachers	\$170,000		\$170,000
2. Eliminated position of Asst. to Cluster Principal		\$ 22,000	22,000
3. Eliminated position of <u>Coord. of Educational Research</u> ?		20,000	20,000
4. Eliminated position of Asst. for Public Information		13,000	13,000
5. Eliminated 2 Instructional Assistants positions		20,000	20,000
6. Replaced 1.2 teachers with paraprofessionals ?		12,000	12,000
7. Eliminated 1.5 librarians		15,000	15,000
8. Eliminated 2.5 clerical positions		12,500	12,500
9. Eliminated 11 custodial positions		110,000	110,000
10. Reduction in purchase of custodial and instructional supplies and equipment		23,600	23,600
11. Reduction in use of lay readers, head teachers, consultants and teacher aides		7,500	7,500
12. Elimination of <u>elementary basketball program</u> - <i>relage</i>		4,000	4,000
13. Reduction in extracurricular expenditures		19,700	19,700
14. Reduction in textbook expenditures		66,250	66,250
15. Reduction in in-service, curriculum writing, travel		15,000	15,000
16. Reduction in building and equipment repair expenditures		<u>15,000</u>	<u>15,000</u>
Total 1975-76	\$170,000	\$375,550	\$545,550

Cumulative Effect of Program Curtailments as of June 30, 1976

1973-74	\$ 38,825 x 3 =	\$ 116,475
1974-75	455,706 x 2 =	911,412
1975-76	375,550 x 1 =	<u>375,550</u>
Three Year Reduction		\$1,403,437

Jan. 19, 1976

GENERAL FUND FINANCIAL PROJECTION

1975-76

Useable Balance July 1, 1975	\$ 447,007
Plus Budgeted Receipts 1975-76	13,621,235 ¹
Less Budgeted Expenditures 1975-76	-13,569,717 ²
Useable Balance June 30, 1976	\$ 498,525

1976-77

Useable Balance July 1, 1976	\$ 498,525
Plus Budgeted Receipts 1976-77	13,871,707
Less Budgeted Expenditures 1976-77	-14,586,705 ³
Plus Credit for 17.5 Staff Reductions for Declining Enrollment @ \$11,000	+ 192,500
Plus Savings from Staff Replacements	+ 85,000
Plus Credit for Para Professionals not Re-employed	+ 35,000
Additional Cuts	+ 254,500
Useable Balance June 30, 1977	\$ 350,527

1977-78

Useable Balance July 1, 1977	\$ 350,527
Plus Estimated Receipts 1977-78	14,103,552
Less Estimated Expenditures 1977-78 (Includes Reduction of 17 teachers @ \$12,000 or \$204,000)	
At 5% Increase	14,718,930
At 6% Increase	14,859,110
At 7% Increase	14,999,291
At 8% Increase	15,139,471

Useable Balance June 30, 1978:

At 5% Increase	- 264,851
At 6% Increase	- 405,031
At 7% Increase	- 545,212
At 8% Increase	- 685,392

1. Budgeted Receipts less \$200,000 allowance for net tax delinquency. 1976-77 and 1977-78 have \$175,000 net tax delinquency deducted from receipt budget.
2. A balanced budget was forecast for 1975-76. Expenditures are now \$51,518 less than receipts due to salary settlements slightly lower than forecast.
3. Increased \$52,176 over amount originally budgeted.

1/19/76

PROPOSED BUDGET CURTAILMENTS

1976-77

1. Discontinue membership in ERDC and NSBA direct affiliate	\$ 2,000
2. Increase class size as follows: K-3 27 to 1 4-6 28 to 1 7-12 29 to 1	147,000
3. Eliminate elementary Instructional Consultants (2)	23,000
4. Reduce Coordinator of Educ. Research to half time	10,000
5. Reduce one elementary Special Ed. teacher	2,000
6. Reduce two public health nurses and replace by health aides	25,000
7. Reduce elementary Head teachers to one per building	4,000
8. Eliminate all interscholastic competition below JV. Increase intra-mural program	30,000
9. Reduce one counseling position at East	<u>11,500</u>
Total	\$254,500

EDINA PUBLIC SCHOOLS

Professional Personnel-Student Ratios 1965-66 - 1975-76

<u>Year</u>	<u>NUMBER OF PERSONNEL PER THOUSAND STUDENTS</u>			
	<u>Teachers</u>	<u>Specialists</u>	<u>Administrators</u>	<u>All Professionals</u>
1965-66	37.7	5.9	1.9	45.5
1966-67	37.7	6.7	1.8	46.2
1967-68	38.4	6.7	1.9	47.0
1968-69	39.7	7.1	2.1	48.9
1969-70	40.4	7.4	2.0	49.9
1970-71	41.5	8.1	2.0	51.6
1971-72	41.3	8.8	2.0	52.2
1972-73	40.6	9.9	2.4	52.9
1973-74	40.3	9.5	2.6	52.4
1974-75	39.4	7.9	2.7	50.0
1975-76	39.5	8.2	2.8	50.4

AVERAGE CLASS SIZE

<u>Year</u>	<u>K-6</u>	<u>7-9</u>	<u>10-12</u>	<u>K-12</u>
1965-66	29.3	27.7	27.2	28.5
1966-67	29.6	27.0	27.8	28.5
1967-68	28.3	27.6	27.6	28.0
1968-69	26.9	27.1	27.8	27.1
1969-70	26.5	26.3	26.9	26.5
1970-71	25.6	25.8	26.1	25.8
1971-72	25.3	26.4	26.6	25.9
1972-73	26.3	26.6	26.6	26.5
1973-74	26.0	26.8	26.8	26.5
1974-75	26.8	27.0	27.0	26.9
1975-76	27.2	26.9	26.9	27.0
Est. 1976-77	27.4	29.0	29.0	28.3

1/19/76

EDUCATIONAL RESEARCH AND DEVELOPMENT COUNCIL
1974-75 STAFFING STUDY

The Educational Research and Development Council, of which Edina is a member, has published a staffing study since 1963-64. The 1974-75 report contains information on staffing ratios from 41 school districts, all located in the greater metropolitan area.

Edina compares to other school systems included in the study as follows:

RANKING FROM HIGH TO LOW

Classroom Teachers per Thousand Students

<u>N = 41</u>		<u>Edina</u>	
High	49.0	Ratio	39.4
Median	42.9	Rank	37th out of 41
Low	33.7		(10th percentile)
			8th out of 8 Lake
			Conf. schools

Specialists per Thousand Students

<u>N = 41</u>		<u>Edina</u>	
High	17.3	Ratio	7.9
Median	9.9	Rank	33rd out of 41
Low	1.5		(20th percentile)
			8th out of 8 Lake
			Conf. schools

Administrators per Thousand Students

<u>N = 41</u>		<u>Edina</u>	
High	3.8	Ratio	2.7
Median	2.9	Rank	27th out of 41
Low	1.8		(34th percentile)
			4th out of 8 Lake
			Conf. schools

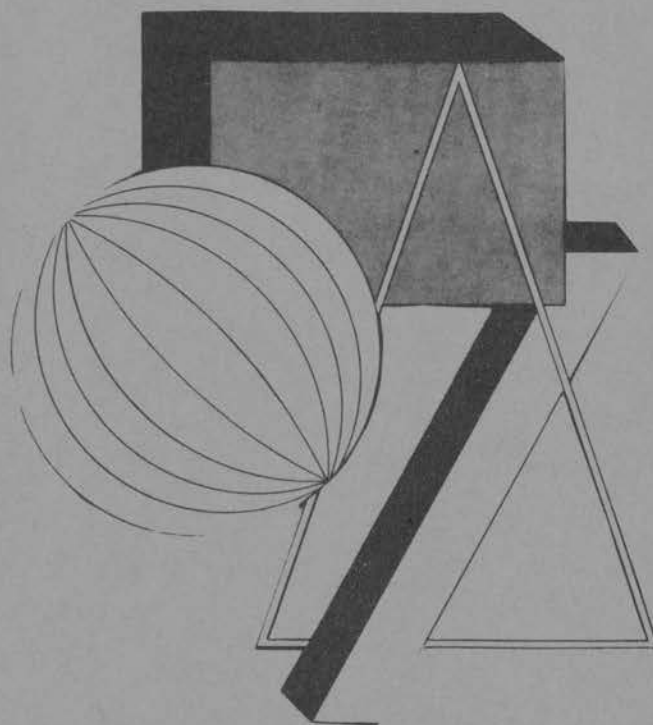
All Professionals per Thousand Students

<u>N = 41</u>		<u>Edina</u>	
High	63.7	Ratio	50.0
Median	55.0	Rank	39th out of 41
Low	45.3		(5th percentile)
			8th out of 8 Lake
			Conf. schools

It would require an additional 50 professional personnel for Edina to be at the median of the 41 districts. This would still rank Edina 6th of 8 Lake Conference schools.

SUPPLEMENT TO EQUALITY OF EDUCATIONAL OPPORTUNITY

EDUCATION: STATE AND LOCAL INTERACTION



League of Women Voters of Minnesota
555 Wabasha Street
St. Paul, Minnesota 55102

Supplement to Equality of Educational Opportunity

Education: State and Local Interaction (Department of Education Viewpoint)

The May, 1971, convention of the Minnesota League of Women Voters requested further information about the functioning of the State Board of Education and the State Department of Education and their effect on local school districts. This information has been compiled primarily for League members to answer some specific questions and to gain an understanding of "how it works." This publication explores the relationships between local school districts and the State of Minnesota Department of Education and outlines the role of the State Board of Education. It is a supplement to the previous publication Equality of Educational Opportunity, (League of Women Voters of Minnesota, February, 1970), and should be used in conjunction with that booklet. Specific attempts have been made to avoid repetition, though some facts were necessarily included in both pamphlets.

Contacts between the local school districts and the Department of Education are reported here from the Department's point of view. It seemed necessary first to survey the Department's attempts to provide "leadership, service and regulation," in order to determine the application and effects of those efforts in local districts. Interviews with members of the different divisions within the Department have shown the concepts these individuals have of their work and the part of the Department as it interacts with local school districts.

This approach is only a part of any analysis of this continuing interaction. Reactions from local districts--school boards, administrators, and teachers--on how effectively, how efficiently and how helpfully the Department functions will need to be obtained to give a more complete picture. Readers must pursue these questions locally to judge fairly the workings of the Department with any individual school district.

STATE BOARD OF EDUCATION

The Minnesota State Board of Education was created by the state legislature. Its composition and duties are specifically enumerated.¹ The policies formulated affect every public school.

Nature of contacts with local districts Direct contacts between the Board and local school districts are limited, because its responsibilities are administered by and channelled through the State Department of Education. Opportunities are provided at Board meetings for representatives of local districts to present points of view regarding policies and regulations.

Composition of State Board The following chart indicates the present membership of the Board:

<u>Congressional District</u>	<u>Name</u>	<u>Residence</u>	<u>Expiration of Term</u>
1	Ralph H. Peterson	Albert Lea	July 1, 1975
2	Daniel Burton	Mankato	Jan. 1, 1974
3	B. Robert Lewis* ²	St. Louis Park	July 1, 1977
4	Mrs. Mary Jo Richardson	St. Paul	July 1, 1975
5	Louis R. Smerling	Minneapolis	July 1, 1977
6	David Brandon	Montevideo	July 1, 1977
7	Henry Schroeder*	Sabin	Jan. 1, 1973
8	Richard L. Bye*	Duluth	July 1, 1975
at-large	Mrs. Dorothea Chelgren	St. Paul	July 1, 1973

Ralph Peterson, the current Board President, is its only officer. One Board member is chosen annually as president, and no member can hold the office for more than three consecutive years. Board members receive \$25.00 per day compensation for official business, plus reimbursement for expenses.

The Commissioner of Education (Howard B. Casmey) is Executive Officer and Secretary of the Board, having no vote in proceedings. Regular meetings are held the second Monday of each month, except for the Board's annual meeting which is, by law, always held the first Tuesday in August. The Board usually meets in the Capitol Square Building in St. Paul; all meetings are, by law, open to the public and visitors are welcome. Official minutes of Board meetings are prepared by the Commissioner's staff and are kept on file in the Board offices, available to citizens wishing to read them. Board

¹ Equality of Educational Opportunity, League of Women Voters of Minnesota, Feb., 1970, pp. 7-8.

² *Former local school board members. State law requires that at least three State Board members shall have had local school board experience.

members' attendance is very regular, averaging eight present at most meetings.

By law, the Board has no standing committees, and is expected to work primarily as a committee of the whole. However, it may and does designate temporary subcommittees to consider specific problems. For example, a subcommittee was appointed at the December 1971 Board meeting to recommend wording to convert the Equal Educational Opportunity Guidelines (adopted in December 1970) into regulations. This subcommittee involves four Board members, assisted by State Department staff primarily from the Equal Educational Opportunities Section.

State Board Much of the Board's power lies in its authority to
Procedures prescribe policies, rules, and regulations. State
 law governs the process for establishing regulations,
which includes preliminary approval or wording by the Board; consultation with the Attorney General; distribution of wording and notice of public hearing to school officials and other citizens; announcement of the public hearing at least 30 days in advance of the hearing¹; conduct of public hearing (a court reporter records all proceedings verbatim); reconsideration by the Board in light of the hearing; official Board adoption of regulations (in original or modified form); and submission to the Attorney General for formal approval. The Attorney General subsequently files approved regulations with the Secretary of State. These rules and regulations then have the force and effect of law, unless overturned by the court or by legislative action.

State Board members receive numerous communications from citizens, schools, and organizations all over the state. The crowded agendas of their regular meetings include such topics as safety regulations for school buses; Department personnel lists; background on Title III funds; library problems and funds; appointments to various advisory committees; analysis of the new state aid formula; approval of new vocational-technical centers; and discussion of districts' desegregation plans. State Department staff are present and provide the bulk of the information used at Board meetings. A recent hearing (December 11, 1971) included regulations on reciprocity among states for vocational education; driver education standards; qualifications for physical education and health teachers; civil defense education; and changes in certification requirements for superintendents and principals. Only the last item in the above list elicited testimony. The hearing was attended by eight of the nine Board members, was held on a Saturday morning and lasted about two hours.

The Board is relatively sheltered from political pressures, since appointments are for six years, longer than the tenure of the appointing governor or the confirming state senate, and no recall procedure exists. The Commissioner, too, is freer of political influence than most heads of executive agencies, since he is appointed by the State Board with consent of the Senate. Commissioner Casmey

¹ Interested individuals and organizations wishing to receive written notice of State Board hearings should file their names with the Secretary of State.

reports that other states are emulating the Minnesota appointment procedure which has proved superior to some other methods.

How effective is a state Board of Education? Perhaps this can be best assessed in terms of the individual members on the Board. What is the level of their personal commitment, how willing are they to act responsibly and to exercise the reserve power they possess? How do they respond to the quality of leadership shown by the Commissioner? How accessible are they to citizens? Are they willing and able to go to exert leadership for educational needs in the legislative arena? Answers to these questions can come only over a period of years for each State Board.

STATE DEPARTMENT OF EDUCATION

The State Department of Education is the creation of the Board of Education, and advises and assists the State Board as well as administering its policies. Previous League study of the Department was centered on its structure, the chain of authority and responsibility, and the nature of the duties delegated to it by the legislature and the State Board of Education.¹ An analysis of the Department as it deals with the local school district requires a look at the Department's view of its role and the actions it may take in attempting to carry out that role.

Nature of contacts with local districts	Basic to the relationship between any school district and the Department is the degree to which the district agrees or disagrees with the philosophy of the State Board, the Commissioner of Education, and in a sense the legislature. If there is a compatible philosophy, if the district feels a need for the services available from the Department, if past relationships have been successful, a cooperative relationship exists which can be satisfactory to both.
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The statutory obligation of the Department is to implement policies of the State Board and state laws concerning education. These policies include standards dealing with academic requirements, certification, school buildings, transportation, etc. These are considered minimal and place the Department in the role of supervisor and "policeman." The Department is required to thoroughly inform local school districts about policy by explaining rules, regulations and laws, and adequately verifying compliance. Each school district must keep on file manuals of laws, rules and regulations with up-date publications which are provided following each legislative session.²

¹ Equality of Educational Opportunity, p. 8, 10-12, 43.

² For complete list, see State Publications Catalog.

In addition every school district is urged to send its superintendent to an annual conference where regulations and their implementation are presented and discussed in detail.

Other contacts of Department personnel with local administrators are numerous. The department sponsors conferences on subjects of common concern. Staff members attend various professional meetings and are available as speakers. Advisory committees composed of administrators, teachers, and occasionally citizens consult with the Commissioner and his assistants, and the representatives of various professional organizations maintain contacts desirable for their groups. Also there are numerous personal, informal contacts with teachers and administrators throughout the state, since most personnel have formerly been employed in specific local districts in Minnesota.

Follow-up contacts from the Department occur as the various districts respond throughout the year with the appropriate reports, forms, agreements, contracts, or other required documents. Accurate applications and correct filing of requests are essential for a district to receive its share of state funds and authorization for other projects within the Department's jurisdiction. Various divisions within the Department have the authority to approve different types of applications.

Adminis- Local school districts communicate most frequently
tration with the Administration Division of the Department.
Division This division handles the bulk of the regulatory
 and financial responsibilities directed by the
legislature and the State Board. The organization chart indicates
the large number of division sections, many of which relate directly
to local districts.¹ There is a close, continuing interaction be-
tween local administrators and division staff. In recent years ad-
ditional personnel has been added to this division to coordinate
certain federal programs and funding, such as school lunch and Indian
education, with state and local efforts. Local administrators must
work closely with sections of the division which regulate finance,
school lunch programs, school transportation, school facilities
planning, and state aids, statistics, and research.² Many smaller
districts have had extended contacts with the School District Organ-
ization Section. The Teacher Certification Section in this division
handles the administrative details of recording and maintaining
certification and to ensure all teachers in each district are assigned
to teach in appropriate subject areas.

Specific federal educational programs administered through
this division are Titles I and II of the Elementary and Secondary
Education Act, and Title III of the National Defense Education Act.

¹ See chart on the last page.

² "Facts About Your State Department of Education", Department of
Education, 1971, provides a more extensive list of the duties of
each section.

(Title I relates to funds for educating disadvantaged children; Title II aids in acquiring library resources; and Title III aims to strengthen certain academic areas through obtaining equipment.) This section serves as both an informational source and administrative authority.

Legal consultation is an increasingly significant service being performed for local districts by the Administration Division. Local administrators have had access to school law courses through the Department of Education of the University of Minnesota, but practicing lawyers well grounded in school law are scarce. At present, no courses in school law are taught in Minnesota law schools. To meet the need for legal assistance, the Administration Division has accumulated a "school law library" and has become an informal source of legal advice and reference for school districts and their lawyers in the growing number of lawsuits.

Instruction Division The Instruction Division is the primary source of contacts between the local classroom teacher and the Department. Staff members of this division are concerned about what goes on in the classroom and are responsible for providing service to the individual teacher. As the organization chart indicates, there is one staff person in each subject discipline.¹ Staff specialists conduct area workshops, consult with and advise local teachers, and are charged with providing current sources of both material and methodology in their respective fields. Personal visits, scheduled one week to two months in advance, are made to local districts by Instruction personnel. Advance weekly programs are on file for each instructor and a cumulative map of trips is kept by the division to assure statewide coverage by the various disciplines. Division staff may initiate visits where weaknesses in local districts are suspected.

The staff attempts to maintain contact with each school district to keep abreast of various instructional programs and to provide aid in curriculum guides from the Curriculum Development Unit. Many schools and individual instructors have initiated changes in curricula, teaching methods, time-scheduling and other variations from the traditional procedures.* This division requests information regarding these projects each year and is a clearing house for information on experimental programs being used in schools throughout the state. A listing of projects in existence is made by the Instruction Division each year and is available to each district and to interested citizens.

Work limitations should be taken into account in a study of the Instruction Division. Staff is limited. It is unrealistic to expect the subject area staff member to provide leadership to and

¹ Vocational-technical curricula are administered and funded by the Vocational Division.

* These programs are in addition to those projects requiring funding from specific federal or state funds. See discussion of Planning & Development Division.

personally assist the hundreds of district teachers in that subject area. It is impossible for this Division to provide uniform contacts and aids throughout the state. Therefore, assistance is usually given on a first-come, first-served basis. According to division spokesmen, smaller schools seek services more often than larger school districts. Larger school districts find it advantageous to hire their own specialists if enrollment, educational policies and financial resources permit. These local specialists, often with professional backgrounds and salaries similar to (or greater than) those of State Department staff, infrequently request assistance.

School districts have concentrated contacts with the Department when they experience a "team visit." This is an in-depth study of all phases of a school system, conducted by the Department at the request of the local district. On the basis of a formal request from the local superintendent and an accompanying resolution from the local board, the Department schedules five or six team visits per year throughout the state.¹ Since there is a waiting list, boards must apply in advance. This means they should anticipate a potential problem situation, or foresee the need for evaluation of particular projects. Emphasis in analysis is primarily on the instructional program, not on physical facilities.

18 to 24 members of the Instruction Division professional staff comprise the "team" and visit the school district for a maximum of one week. They evaluate aspects of both administration and instruction and submit reports at the conclusion of their visit. Before leaving the school system, each team member is required to give an oral report to the local staff, followed by a written report to the local board and the superintendent. There is no charge for this service.

All teachers in Minnesota have had direct experience with the Department of Education in acquiring their teaching certificates. The state Board has adopted legal minimum requirements for elementary and secondary certificates relating to courses and total number of credit hours.* Currently, 25 colleges offer education courses leading to certification. A college submits reports on course content to the Instruction Division for certification credit approval. The college determines the method of instruction and is the judge of its students' performance and capability.

When a student applies for his original two-year certificate, the policy of the division is to accept the certification evaluation of the college. Recently the concept of accepting "competencies" in certain areas of knowledge and understanding has been emphasized, in place of listing specific courses, hours, and grades. Colleges

¹ League localities which have had team visits since 1966 are Fergus Falls, Luverne, Morris, Hutchinson and Northfield. Most of the districts involved are relatively small.

* Equality of Educational Opportunity, p. 23

determine these competencies by written or oral testing, artistic performance or some other means of judging achievement.

Teacher placement services are also provided to all local districts and certified teachers and other certified personnel by a section of the Instruction Division. School boards particularly from smaller districts utilize this service in locating administrators and instructors.

The Instruction Division is responsible for implementing the new "continuing education regulation" adopted by the State Board in 1971, slated to become effective July 1, 1973. Instead of receiving life certification teachers will be required to renew their teaching certificates every five years. Each school district must establish a committee composed of four teachers, two administrators and one "representative of the public" chosen by the Board to evaluate teachers' "renewal units." One hundred twenty renewal units will be required every 5 years. Units can be granted for a variety of work-related experiences: course work at colleges, attendance at workshops and lectures, professional publications, travel, conferences, inservice meetings. Each district will determine competency in renewal units in human relations to satisfy legal requirements that all teachers receiving new or renewal certificates after July 1, 1973, participate in such training.

The State Department of Education depends upon voluntary cooperation with departments of education in the various colleges in Minnesota in influencing the quality of classroom education. There is no legally defined relationship. State and private institutions of higher learning are independent of the Department. They must comply with laws and regulations regarding their courses leading to certification in order to benefit and protect their students, although that may be the extent of any contacts. The Department officials state that professional attitudes and goals have led to cooperative relationships with most colleges and universities. Workshops, research projects, and conferences are some of the typical contacts that can and do provide a constructive working relationship between the colleges and the Department, primarily the Instruction Division through its Professional Development Section.

Division of	All decisions affecting local programs eligible to
Planning and	receive federal funds under Title III and V of
Development	Elementary and Secondary Education Act (ESEA) are
	made through the Division of Planning and Develop-

ment, in consultation with the Commissioner. (Title V strengthens the State Department administrative capabilities in certain areas.) This division works closely with local districts providing information and urging development of cooperative programs and innovative proposals which have the potential for federal financing through Title III. Successful area programs are cited to encourage greater use of local assets.

All application proposals are submitted to this division for evaluation and approval. Though the process is stated to be complicated and requires time for professional analysis, the division

administrator estimates that most decisions are made within two months.

An evaluation and audit section in this division provides a follow-up on federally funded programs. Publications reviewing these projects have also been federally financed.

The Equal Educational Opportunities (EEO) section of this division helps districts formulate plans to reduce concentrations of minority students in their individual schools. Federal guidelines and judicial decisions on desegregation are interpreted. The recently stated equal educational opportunity guidelines adopted by the State Board in December, 1970 are being implemented. Specialists help districts develop curricula about minority groups and assist with recruiting minority personnel for positions in local districts and the State Department.

Vocational- Technical Division The Vocational-Technical Division of the State Department deals with local districts and the public on a somewhat different basis. As the assistant commissioner says, "We work under different rules." Federal legislation has established earmarked funds and regulations which apply to local districts and State Department staff in vocational-technical education. One-year and five-year plans must be submitted, and an annual public hearing must be held. This hearing allows interested citizens to raise questions about services and use of funds.

The Vocational-Technical Division also differs from some State Department divisions because it has responsibilities to institutions and organizations beyond the scope of the jurisdiction of local school districts. The Department's organization chart shows the extent and diversity of these services.

Contacts with local public school districts are primarily at the secondary level.

Staff in this division provides services to classroom teachers. Vocational instructors are required by law to attend an annual August workshop conducted by the division. Direct assistance visits to schools are made upon request and are handled much like those in the Instruction Division. Department "evaluators" go out to inspect schools to determine compliance with regulations. A recent approach has been to differentiate between two types of division services to vocational departments in local districts: (1) aid from "generalists" who help schools with overall planning and integrating different types of vocational offerings, and (2) help from "specialists" who concentrate on specific subjects. The division constantly provides resource information on specific federal and state requirements and interprets how regulations apply to local districts. It is also the channel for obtaining federal funds for vocational-technical programs.

The creation of "vocational centers", in which several school districts share on a part-time basis facilities and faculty, is a new development sponsored by this division.¹ The legislature provided funds to help schools initiate these cooperative centers in rural areas where individual districts could not afford to offer vocational programs. Organization and planning assistance as well as guidance in the legal contract framework is provided by division staff for the participating school districts.² The rapid growth of these centers (40 districts now involved) leads the Department to predict that 100-150 school districts will be participating in such vocational centers within another two years. In 1971 the legislature directed the Department to adapt this type of cooperative program to the Twin Cities metropolitan area.

Division of Vocational Rehabilitation and Special Education	The Division of Vocational Rehabilitation and Special Education assists local school districts in vocational program development for the handicapped, provides consultants in special education, and administers applications for state and federal funds. The state legislature appropriates categorical aids to support special education services to children who are mentally, physically, or emotionally handicapped. Financial support to a local district is based on the number of professionals employed by the district in special education and is available for salaries, classroom equipment, transportation, and student room and board costs. Specialists in the various areas of special education serve as consultants to instructors in districts and to administrators and school boards throughout the state.
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State concern for the vocational training of handicapped students is reflected in the development of programs utilizing vocational adjustment coordinators. Hired by individual districts or through cooperative arrangements among districts, these vocational counselors work with high school juniors and seniors. In addition to reimbursing schools for salaries, the Vocational Rehabilitation Division provides funds to obtain training equipment and medical or psychological services and to assist in job placement and follow-up when vocational training is completed. At present 40 of these programs involving 200 districts have been established, subsidized by state and federal funds channelled through this division.

Contacts with school districts are only a part of the educational responsibilities of the division. Different types of rehabilitation programs, workshops, and field offices put this staff directly in contact with individuals and related agencies in all parts of Minnesota.

¹ Vocational-technical schools, also under the jurisdiction of local school districts and closely associated with the division are post-high school institutions. Equality of Educational Opportunity, p.17.

² See "Developing and Operating a Vocational Center", May, 1971, a publication of the Vocational-Technical Division.

Publications The State Department of Education maintains its
Section own Publications Section, providing publications
 of interest to local educators and the general
public. Every item printed is sent to each school district, oc-
casionaly to every school, and additional copies can usually be
obtained upon request. A Department catalog listing Department
publications, division-duplicated material, and educational docu-
ments from the State Printing Office are distributed annually. A
monthly newspaper, Update, covers executive and legislative activities
in education, State Board developments and policies, the Department's
activities throughout the state, feature stories, and notices of
conferences and meetings. The first extensive Department annual
report was published in 1970.

Institutional Professional staff salaries and salary schedules
Facts of Life that compare unfavorably with those in public
 school districts and colleges are a factor in any
analysis of the Department. It is estimated by the Department that
at least 20 district superintendents and several principals receive
higher salaries than the Commissioner. A large discrepancy still
exists between salaries received by other Department administrators
and specialists and those received by similarly qualified personnel
in colleges and larger school districts. The effects of such dis-
parities are reflected in the difficulty in hiring staff and the
situation that exists when positions remain unfilled for extended
periods of time. Sometimes this can be alleviated by hiring part-
time consultants or by assigning additional responsibilities to
other staff workers.

The functioning of any large administrative agency imposes
internal limitations on that agency's personnel. The Department is
a large, interacting, working bureaucracy. Staff members are hired
to implement policy formulated by the State Board of Education
advised by Department administrators appointed by the governor.
Opportunities for initiating policies or effecting substantial
changes are necessarily restricted. The entire Department must be
continually aware of legislative intent and funding, the governor's
program, potential Board policies, public relations, and the various
echelons of departmental administrators.

The policies of the Board of Education and the Department,
their implementation, and the services provided are important to
many groups besides the governor and legislature. Organizations
attempt to influence the long-range direction of legislation and
Board policy as well as day-to-day administration.

Among professional groups which lobby, attend Board meetings,
and maintain close contact with the Department are the Minnesota
Education Association, Minnesota Federation of Teachers, and
Minnesota Association of School Administrators. There are also
associations of principals, classroom teachers of various disci-
plines, and school business officials. The most influential lay
group is the Minnesota School Boards Association which employs a
professional staff and lobbyist. Other pressure groups besides the
League of Women Voters are the Minnesota Congress of Parent-Teachers
Inc., Minnesota Citizens Committee on Public Education, Committee

for Educational Freedom (private schools), and groups which form to promote or prevent specific legislation, such as consolidation of school districts.

Other Edu- As a state government develops an organizational
cational structure, choices are made by the legislature
Jurisdictions and the executive departments in assigning re-
 sponsibilities. States differ in their allocation
of duties to a state department of education. In Minnesota some
phases of the state government's participation in educational ac-
tivities are not the duties of the Department of Education. For
example, the state schools for the blind and deaf are administered
by the Public Welfare Department. They work closely with special
education staff, particularly specialists in "hearing impaired,
vision impaired, and multiple handicapped." The Department of
Corrections is responsible for educational services in the state's
correctional institutions, cooperating to the extent they choose
with the Department of Education.

The state's responsibilities for higher education are adminis-
tered and regulated by separate boards and separate agencies: the
Board of Regents, the State College Board, and the State Junior
College Board all are appointed by the governor and in turn select
their chancellors. These administrators and the institutions in-
volved are legally separate from the State Department of Education
and contacts with the Department are on a voluntary basis.

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How does the Department work? How can it be more effective?
The attitude of the governor; the conscientiousness of the Board;
the philosophy, ability, and standards of the Commissioner; the
competence of the various division administrators and their success
in choosing capable staff; the mandates and restrictions of the
legislature--all interact in the functioning of the Department.
Local school districts experience a portion of the results of the
work of the Department. Perhaps the effectiveness of the state
educational structure is best assessed through understanding rele-
vant state laws and interpretations of them; knowledge of the extent
of services available as well as needed, welcomed, and utilized
by local school districts; and the quality of personal contacts
with educators and the public.

STATE OF MINNESOTA
DEPARTMENT OF EDUCATION
ORGANIZATION CHART
JULY 1971

STATE BOARD OF EDUCATION

COMMISSIONER OF EDUCATION

Federal Programs Coordinator

Assistant to the Commissioner

Department Library

Publications Section

DIVISION OF PLANNING
AND DEVELOPMENT

- Planning Section
- Innovation Section
- Evaluation Section
- Equal Educational
Opportunity Section

DIVISION OF VOCATIONAL-
TECHNICAL EDUCATION

- Coordinator of Funding
- Operations Section
 - Adult Coordinator
 - Secondary Coordinator
 - Post-Secondary Coordinator
 - Special Needs Coordinator
 - Handicapped Programs
Coordinator
 - Agriculture
 - Business and Office
 - Distributive Education
 - Home Economics
 - Industrial Arts
 - Career Development
 - Technical Education
 - Trade and Industrial
 - Field Services
 - Health and Personal
Service Occupations
- Program Planning and
Development Section
- Program Evaluation Section
 - Evaluation
 - Private Trade Schools
 - Veteran's Training
- Special Programs Section
 - Equipment Utilization
 - Manpower Development and
Training
 - Work Study

DIVISION OF
ADMINISTRATION

- Legal Services
- Administrative Services
Section
 - Finance
 - Personnel
 - Procurement
 - Program and Management
Analysis
- Federal Programs Section
 - ESEA: Titles I and II
 - NDEA: Title III
- Indian Education Section
- Information Systems Section
- School District Organization
Section
- School Facilities Planning
Section
- School Lunch Section
- School Transportation Section
- State Aids, Statistics and
Research Section
- Teacher Certification Section
- Public Libraries Section

DIVISION OF
INSTRUCTION

- Elementary and Secondary
Education Section
 - Adult Education and
Civil Defense Education
 - Curriculum Development
 - Elementary Education
 - Health, Physical Education
and Traffic Safety
 - Learning Resources
(School Libraries and
Audio-Visual)
 - Secondary Education
- Art
- Music
- Modern Foreign Language
- Consultant for Gifted
- Language Arts
- Reading
- Science
- Social Studies
- Environmental Education
- Mathematics
- Professions Development
Section
 - Placement
 - Education Professions
Development
- Pupil Personnel Services
Section

DIVISION OF VOCATIONAL REHABILITATION
AND SPECIAL EDUCATION

- Operations Section
 - Northern Area (Grand Rapids)
 - Central Area (St. Cloud)
 - Metropolitan Area
 - Southern Area (Mankato)
 - New Careers
- Long-term Sheltered Workshops and
Rehabilitation Facilities Section
- Staff Services Section
 - Accounting
 - Information Services
 - Rehabilitation Publications
 - Program and Staff Development
 - Planning and Special Programs
 - Staff Training
 - Job Placement
 - Client Training Services
 - Research
 - OASI Trust Fund Program
 - Casework Development
 - Hearing Impaired
- OASDHI Disability Determination
Section
- Special Education Section
(Including Title VI ESEA)

EDUCATION POSITION SHOWING NEW POSITION

Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.

POSITIONS

- . Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards.
- . An equalization aid formula which would include a greater proportion of local operating expenses, consideration of per capita income in addition to assessed valuation, continued consideration of the proportion of children at different grade levels, *consideration of enrollment fluctuations when determining pupil units, and in the case of declining enrollments extending beyond two years the time for reducing pupil unit counts*, recognition of the proportion of property taxes used for municipal services, and partial financing by property tax to maintain local control.
- . *Categorical aid to school districts which have high salary costs per pupil unit. Such aid should not preclude careful planning and evaluation of local school district expenditures.*
- . Transportation aid reflecting current costs.
- . Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities.
- . Increasing state responsibility for phases of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs.

Oct - 2 tax publications
videopresentations

— is that library thing legal?

This is council

COMMITTEE GUIDE
FOR EDUCATION CONSENSUS

TO: Local League Education Chairpersons
FROM: Nancy Atchison, State Education Chairperson
December 1975

The state Board has scheduled consensus on the limited study:

Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments.

CONSENSUS REPORTS ARE DUE IN THE STATE OFFICE MARCH 27, 1976

(two forms are included with this guide)

Consensus Questions are:

- I. The School Aid Formula now provides money in addition to the basic per pupil expenditure for some of the costs incurred by local school districts (e.g. special education, concentrations of students from families receiving Aid to Families with Dependent Children, Transportation, etc.).

Should provision be made for additional income for school districts which have high salary costs per pupil unit?
If not, explain.
If so, should income be provided by State Aid?
Specify: factor in foundation aid formula _____
categorical aid _____
- II. Or should the income be provided from local property tax?
Specify: allow limited additional local levy _____
retain referendum provision _____
provide for reverse referendum _____
provide for power equalization _____
other _____
- III. Presently pupil unit weightings for fluctuating enrollments are adjusted in the basic formula. Is this method of aiding school districts with fluctuating enrollments satisfactory?
 - a. If not, explain.
 - b. If so, do you favor categorical aid (money for that specific purpose) from state funds _____, local levies _____, other _____.

The LWVMN Education Committee has written two Minnesota VOTER articles (January-February 1975 and January-February 1976) which discuss the issues and give information about school financing in Minnesota. The 1976 VOTER is scheduled for mailing on January 14. Copies of the 1975 VOTER may be ordered from the state office. This will help each member to be informed before the unit meeting. Included with this guide are copies of magazine articles and some data which you may want to share with all your members either by reprinting them in your bulletin or by copying them for the unit resource people. It helps the members to have the consensus questions and reading lists; these should also be reproduced in your local bulletin. We do not recommend printing DISCUSSION questions.

The October 1975 state Board Memo suggested several references for local resource

people to read, as well as a number of questions for your local school districts.

Additional reading:

Wise, Arthur D., Rich Schools, Poor Schools, discusses equal protection laws, court cases, and rationale for school tax policies.
Coons, Clune and Sugarman, Private Wealth and Public Education, Harvard U. Press, 1970. Gives arguments in favor of removing education costs from property tax (as we have to some extent done in Minnesota) and describes various formula options.
Citizens League report on Fluctuating Enrollments, 1975. Phone Citizens League office, Minneapolis.

Questions for your school district:

- . Have changes in enrollment (either decreases or increases) affected the cost and quality of your school programs?
- . Are services to students being cut because of inadequate funding?
- . What is total staff; staff-pupil ratio?
- . What percentage of staff is at top of salary schedule?
- . What relation are salaries to total costs?
- . What are enrollment projections?
- . What percent of budget is AFDC aid?
- . What percent of budget is Special Education expense (exclude federal money)?
- . What percent of budget (or actual dollars) is desegregation cost?
- . What adjustments in the state aid formula do you advocate?

To prepare yourself for an interview, be sure to re-read the January-February 1975 VOTER, "Let's Take a Look at the Minnesota Miracle." Answers to these questions provide a frame of reference to local League members and help them relate their situation to that of other communities. Care must be exercised that each member realize that state programs affect all school districts, that the LWVMN must be aware of needs of all citizens and will lobby for legislation based on any consensus that is reached. In other words, LWV members must guard against parochialism in their decision-making.

Reading the two VOTERS will explain to League members the League's present position, the basic School Aid Formula, the additional categorical aids now in effect, and some of the problems facing school districts. Your local League resource committees can choose to supplement that information by arranging an information-giving meeting or briefing session with your local school administrators, teachers and/or legislators. There will be little time at the unit meeting for information-giving. Members need to come informed to the unit meeting in order to enter into discussion and then reach consensus.

There are 435 school districts in Minnesota. The statistics pertaining to them are so voluminous that the LWVMN committee has found it almost impossible to compile or compare them. Therefore, the VOTER is a discussion of issues rather than a review of budgets or dollar comparisons. Since you know your members best, try to assess what local information they will need to be ready for consensus. Using the resource of your school district, develop some visual aids. For instance, pie chart of source of local school income--% of local, state and federal funds; a pie chart showing percentage of total costs in salaries, materials, building maintenance, etc. (Indicate that transportation, capital outlay and debt service are separate levies from the "maintenance" or operating budget.)

Visual aids showing enrollment projections, salary increases, program additions or terminations in recent years, are relevant and could be obtained from your local school district.

Each unit should have a resource leader, a discussion leader and a recorder.

The resource leader, preferably a member of the resource committee, answers questions, provides factual data, fills in missing information but does not "lecture" or dominate the discussion.

The discussion leader guides members to a conclusive, satisfying discussion.

The recorder takes notes on areas of agreement and disagreement and helps to summarize and refine answers to consensus questions.

SUGGESTED PLAN FOR UNIT MEETING ON SCHOOL FINANCE

Purpose of the meeting: To discuss the state formula for financing public schools and reach consensus on whether it should be changed to add a factor for high degree and experienced staff, and whether methods of giving aid for fluctuating enrollments should be changed.

Time allotted for meeting: 1½ hours

15 minutes for review of school aid formula, presentation of how it affects local school district, some local problems and how they compare with other districts in state.

45 minutes for discussion leading to Questions I, II.

10 minutes for feedback, summary and refine answer to Questions I, II.

20 minutes for discussion leading to answer to Question III.

10 minutes summary and feedback and refine answer to Question III.

10 minutes to summarize meeting.

After the meeting the recorder, discussion leader and resource person will write unit report to forward to the local Board. The local Board writes a summary of unit reports and sends to the state office. The state Board evaluates local League reports and issues position statements on which we base our action.

IMPORTANT - We include discussion questions for the discussion leaders to use to stimulate discussion. Do NOT begin the discussion with the consensus questions. Only after discussion are members ready to answer the consensus questions. Discussion generally reveals that, together, we have the necessary information to answer the consensus questions.

Under Question 9, a few alternatives are noted to help spark discussion if necessary. We hesitate to provide a list because of the danger of limiting discussion and ideas from the group. Encourage the members to let their imaginations flow.

SUGGESTED GUIDE FOR UNIT DISCUSSION ON EDUCATION CONSENSUS

(Discussion leaders can use these to stimulate discussion before answering the consensus questions.)

1. What inequities have you identified in the present school aid formula?
2. Do equal dollars provide equal education?
3. Is it possible and realistic to provide equal programs in every district?
4. As more money in the budget is allocated to teacher salaries does this affect educational programs?

5. Are you aware of any programs in our district which have been curtailed or discontinued because of staff reductions?
6. What process of evaluation and priority setting was used in making the decision?
7. Did needs of students or community priorities conflict with those of teachers or union requirements?
8. How would additional funds for teachers' salaries benefit students and programs?
9. What alternatives has your district considered to allocating additional money toward personnel?
(Hint for discussion leader: If the question elicits no response you might suggest reducing of programs, increasing class size, cooperative planning and use of personnel, sharing of resources, differentiating staffing, reassessing goals as first step to accountability.)
10. Should the state aid formula be changed to add a factor for high-degree and experienced teachers? (consensus question I) If not, what methods do you favor to meet increased salary costs. (list priorities from question 9)
If so, from where should the money come? local or state funds?
11. State funds can be provided either through foundation aids or categorical aids. Are there other factors favoring one over the other? (Specify type of state funds you favor (foundation or categorical)).
12. If additional money is to be raised from local levies, consider the four different methods mentioned in the VOTER. Each would place decision-making power a different group. State which method you favor.
 - a. additional local levies (implies school board decision)
 - b. requiring referendum first (implies citizen decision)
 - c. reverse referendum (school board decides levy with citizens petitioning to vote approval or denial)
13. Is power equalizing a viable solution?
14. How does power equalizing differ from present funding?
(Hint to discussion leader: Answer: recapture feature.)
15. Should Minnesota add power equalized local levies?

II.

1. What is the enrollment trend in our school district?

2. How has present legislation regarding enrollment fluctuations affected our district?
3. How does our situation compare to others in the state?
4. How adequate is the present method of adjusting pupil unit weightings for changes in enrollment?
5. Shall we recommend changing the formula?
If not, why?

If so, how? change pupil unit weightings?

 change to categorical aid?

 allow additional local levies?

LOCAL LEAGUE

Report due in state office March 27, 1976.

C O N S E N S U S Q U E S T I O N S

EDUCATION: Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments.

- I. The School Aid Formula now provides money in addition to the basic per pupil expenditure for some of the costs incurred by local school districts (e.g. special education, concentrations of students from families receiving Aid to Families with Dependent Children, Transportation, etc.)

Should provision be made for additional income for school district which have high salary costs per pupil unit?

If not, explain.

If so, should income be provided by State Aid?

Specify: factor in foundation aid formula _____
categorical aid _____

- II. Or should the income be provided from local property tax?

Specify: allow limited additional local levy _____
retain referendum provision _____
provide for reverse referendum _____
provide for power equalization _____
other _____

(over)

Send one copy of your report to the state office (keep one copy for your local League file) as soon as possible after determining consensus but NO LATER THAN MARCH 27, 1976.

LEAGUE OF WOMEN VOTERS

Northfield, Minnesota

<u>Number Prospects</u>	<u>Number</u>	<u>In The Range Of</u>	<u>Total</u>
(3)	1	\$100	\$ 100
(3)	1	75	75
(6)	2	50	100
(15)	5	25	125
(30)	10	15	150
(60)	20	10	200
<hr/>	<hr/>		<hr/>
117	39		\$ 750
363	121	Below \$10	\$ 250
<hr/>	<hr/>		<hr/>
480	150		\$1,000

III. Presently pupil unit weightings for fluctuating enrollments are adjusted in the basic formula. Is this method of aiding school districts with fluctuating enrollments satisfactory?

a. If not, explain.

b. If so, do you favor categorical aid (money for that specific purpose) from
state funds? _____
local levies _____
other _____

Other comments:

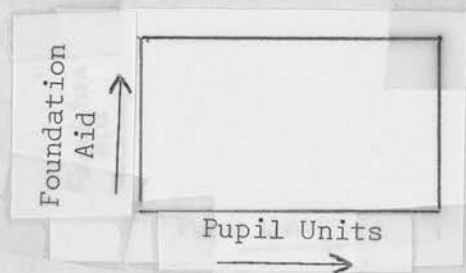
Approved at Board meeting of _____
(date)

Signature of local League president _____

Number of members in League _____ Number of members participating _____

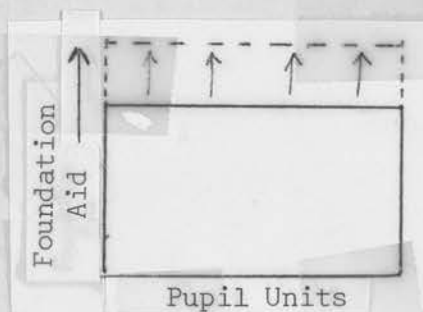
A Graphic Description of School Financing (The General Fund*)

The 1971 law puts limits on the revenue a school district can generate for its general fund. Depict this as a box:



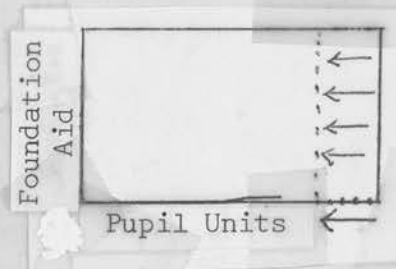
Two factors determine the size of this revenue box: the number of pupil units in the district, and the specified foundation aid per pupil unit in that year.

Thus, if foundation aid is increased, the "revenue box" will become larger and able to hold more money.



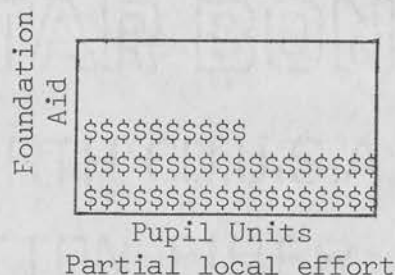
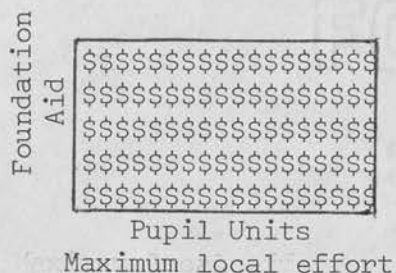
or...

If pupil units decrease, the "revenue box" will shrink accordingly and will contain less dollars.



The money raised to fill a "revenue box" will come partially from the state and partially from local effort through the use of the property tax.*

The "revenue box" as here discussed defines maximum "capacity." The state promises to do its share in filling the "box." Local effort is optional.** Thus, two districts having equal sized "revenue boxes" can wind up with unequal amounts of dollars in them if they choose to make different local efforts.

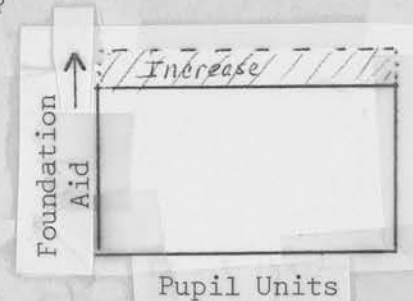


* See 'How the Formula is Applied,' p. 2, January-February 1975 Minnesota VOTER

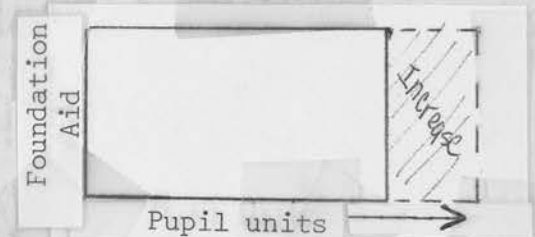
** 1975 legislation requires maximum local effort, that is levying the total amount allowed by the formula, or be penalized by having state funds reduced.

In what ways may the picture of the "revenue box" be changed?

1. To bring up so-called low-expenditure districts, the state, by formula manipulation, allows the foundation aid to be slightly higher than the amount specified for the year, thus increasing the size of their "revenue boxes." Maximum local efforts should then give these low expenditure districts greater revenue with which to work.



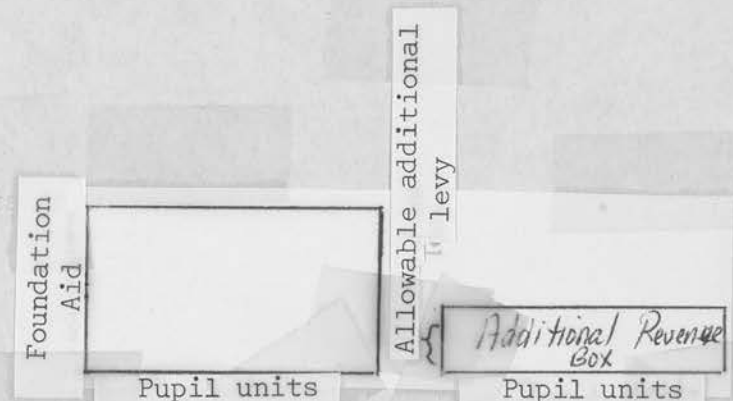
2. Variations on the pupil unit figuring methods, such as allowing additional units for AFDC pupils, increases the pupil units boundary without there being an increased number of students in the district. Proposals to average declining enrollment over three years instead of two⁺, would cause this kind of variation in the pupil unit boundary. Proposals to add a mature staff weighting factor to the formula⁺ would cause this kind of increased variation in the foundation aid boundary.



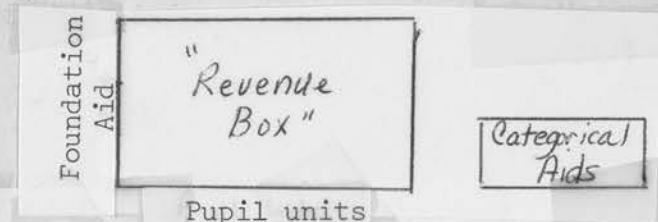
3. Declining enrollment changes the limitations of the "revenue box."



4. In order to keep high expenditure districts from having their expenditures reduced too rapidly, they are allowed an additional "revenue box," defined by the grandfather levy*. This additional "revenue box" may increase slightly in size each year; revenue for it is raised through local effort.



5. Special aids called "categorical aids" are sometimes given to districts over and above their regular foundation aid. Aid for special education is one such aid. The aforementioned proposal to give districts further help for mature staff costs is being considered by some as a categorical aid. Categorical aids may be pictured as an additional "revenue box."



6. Money raised by the passage (locally) of a referendum could be pictured by an additional "revenue box" also.

⁺ See "Some Proposals for Change," p. 4, January-February 1975 Minnesota VOTER.

^{*} See "How the Formula is Applied," p. 2, January-February 1975 Minnesota VOTER.

VIEWPOINTS*

John D. McNeil

Think Shrink: Four Approaches To Reducing School Costs

as small. The one exception is in classrooms with very young children where the quality of interaction (e.g., better feeling on the part of teachers, more child/teacher contacts, fewer aggressive acts) may be inversely related to class size.³ Hence pupil-to-teacher ratios should probably be increased in classrooms for older children, rather than in those of kindergarten and first grade.

2. Spend less for salaries.

Inasmuch as nearly 80% of the school budget is spent on salaries, real savings can be made here. The pay of urban teachers has gone up about 160% during the last two decades. This com-



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LET'S TAKE A LOOK AT...

THE MINNESOTA MIRACLE

"The shift in financing and the change in emphasis were so great that the Advisory Commission on Intergovernmental Relations, a federal bi-partisan commission composed of private citizens and officials at all government levels, hailed the new law [the 1971 Omnibus Tax Act] as 'the Minnesota miracle.'"

State Department of Education UPDATE, March 1972

What Is It?

With the passage of the 1971 Omnibus Tax Act, the Minnesota Legislature accepted prime responsibility for the financing of the state's public elementary and secondary schools. This responsibility derives from the State Constitutional provision that "... it shall be the duty of the Legislature to establish a general and uniform system of public schools."

Nationwide attention recently has focused on unequal educational opportunities caused by property wealth differences in school districts. The *Serrano* decision in California and *Robinson v. Cahill* in New Jersey have reinforced the concept of *state responsibility* for guaranteeing and financing education.

The U.S. Supreme Court in a widely publicized case, *San Antonio Independent School District v. Rodriguez*, held in a 5-4 decision that education is *not* among the rights protected by the U.S. Constitution, but added: "The need is apparent for reform in tax systems which may well have relied too long and too heavily on the local property tax. . . . Innovative new thinking as to public education, its methods and its funding, is necessary to assure both a higher level of quality and greater uniformity of opportunity." The Court declared the responsibility for reform rested with *states*, not with the courts.

In Minnesota, the 1971 Tax law was the result of an arduous process of compromise, veto and more compromise in an extra session of the Legislature. In the end its main thrust was to *equalize tax effort* of property owners, rather than to equalize school expenditures. "While the Legislature took over a more direct responsibility for levying taxes of all kinds from

the State's political subdivisions, including school districts, it committed the State to return more revenues than ever before to local governments. State and local fiscal fortunes now are tied together in unprecedented fashion, and new roles for the Legislature and for local governments have been carved out. The job of setting the aggregate level of taxation and the relative mix of different taxes will rest chiefly with the State Legislature not, as in the past, on the uncoordinated actions of State and local policymakers. . . .

"By assuming a dominant role in State-local fiscal policy-making [the Minnesota lawmakers and governor] intended to reduce the fiscal disparities among school districts, strengthen the general fiscal position of cities and counties and ease the burden of property taxes on home owners and business firms. In the process, they made Minnesota a model for other States to follow."*

Obviously, such a major shift in public policy cannot be accomplished without pain. It would be expected to require some

*"The Minnesota Miracle," report of the Advisory Commission on Intergovernmental Relations, quoted in State Department of Education UPDATE, March, 1972.

adjustment and revision as it is put into practice. The 1973 and 1974 legislatures have changed details, but not the intent of the 1971 law. Since 1971, when the law was enacted, League members, particularly in metropolitan areas, have been aware of the complaints of school administrators and school boards who have felt unduly restricted in their planning by the imposition of state-mandated limits on income. Those in large districts wonder whether smaller districts are actually using increased state aid to improve their educational programs. Questions have been raised as to whether the State has a legitimate right to curtail local spending and effort. Although the law allows the local levy to be increased through a referendum, critics ask why school districts should need this approval, when other levels of government do not. They ask if local control of schools is lost.

League members, mindful of many unanswered questions, asked at state Council in May, 1974, that the state Board investigate effects of the school aid formula enacted in 1971 and modified in 1973 and 1974 and report its findings to members. This issue of the VOTER is devoted to that report. □

LEAGUE SUPPORTS . . .

- Equal access to quality education.
- Increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and *ensure adequate financing of public schools*.
- Property tax reform through equitable assessments.
- Less reliance on the property tax as a source of revenue.

LWV/MN position reached in 1969

How Is The Formula Applied?

School district budgets are divided into several funds:

- General, or: Maintenance, which pays salaries, buys books and supplies, pays insurance, heating, electrical, custodial costs;
- Capital Outlay, used for purchasing new equipment or building new structures, repairing existing structures;
- Transportation;
- Food services;
- Debt redemption, used to pay off existing bond debts;
- Federal funds, which support designated federal programs.

Usually, by statute, money from one fund may not be transferred to another. The school aid formula as it affects only the **general or maintenance fund** will be discussed here.

The 1971 school aid formula specified both the dollar amount of state funds given to local school districts for operating costs (foundation aid) and the number of dollars which may be raised by local tax levies for operating costs. Formerly, after state foundation aids for a local district were determined, local school boards worked within limits to set local tax levies which would produce enough money to meet their needs.

Basically the state determines allowable operating costs using the number of pupil units* in average daily membership in the local district and the average "per pupil cost" determined for the year by the Legislature. In 1971 this average per pupil cost was determined to be \$663; in 1974 it was \$825. Districts spending less than the average in 1971 are considered "low expenditure" districts; those spending more are "high expenditure" districts.

Dollars for *high expenditure districts* come from three sources:

1. Foundation aids are computed by multiplying the average per pupil cost (\$825 for 1974-75) by the number of pupil units, giving a dollar figure. From this figure is subtracted 30 mills x the EARC† assessed valuation for the entire district. The difference is the amount of foundation aid dollars the state sends to the local

school district.

2. The local district may then levy against its assessed property valuation the amount that 30 mills of EARC† would raise.

3. Further, the Legislature allows an additional levy on local property for high expenditure districts (referred to as the "grandfather levy") so that spending would be gradually equalized. The amount of this levy was based on the district's 1970-71 operating cost per pupil, and presently increases an average of 2½% per year for these high expenditure districts. The only way in which a high expenditure district may increase its operating fund beyond this limit is through a local tax referendum.

Low expenditure districts receive foundation aids from the state computed by first multiplying the number of pupil units in the district by a figure slightly higher than the "average" pupil cost set by the Legislature; from this dollar figure is subtracted a dollar figure equal to 30 mills times the district's EARC-assessed valuation. Thus the state gives greater amounts of foundation aid to low expenditure districts.

A local levy is allowed up to the dollar amount that 30 EARC mills would realize. Such a district would then have more dollars for operating costs than they would have had under the old school financing plan. It was hoped that these dollars would be used to provide increased educational opportunities for students in the district. If the local district chooses not to levy this maximum amount, a tax break which the 1971 law had not intended is given to the district's taxpayers; that is, district residents are receiving the same services as before while paying less tax dollars.

Over a six-year period, it is intended that low expenditure districts will be brought up to the average. One unfortunate aspect of the law is that in some cases the limitations which are put on spending might still give inadequate money to support good educational programs.

†Different counties have different assessment practices, and the law set up what was known as the **Equalization Assessment Review Committee (EARC)**. This committee's function was to make assessed valuations comparable from county to county. The adjusted valuation is known as the EARC valuation. The EARC valuation is computed only for entire school districts. It is a 30 mill levy on these EARC valuations which determines the dollar amount to be deducted from the state foundation aid for each district.

What Was Accomplished?

(or What hath this "miracle" wrought?)

The immediate effect of the 1971 legislation was to reduce property tax levies for school purposes. Increases in subsequent years have been in smaller percentages than the years immediately preceding the change. In this respect, the 1971 Omnibus Tax Law conforms to League position.

Total Real and Personal Property Taxes Levied by School Districts in Minnesota

1969	\$412,367,625
1970	489,303,409
1971	595,312,008
1972	504,452,892
1973	521,696,691

Source: State of Minnesota Department of Revenue, Property Tax Bulletin No. 2, October, 1973

As intended, state appropriations for education have increased. State aid in 1972-73 amounted to 69.5% of the total state and local maintenance costs. In 1970-71 the state's percentage was 52.9. The governor's office reports that total appropriations for education including Community Schools and Council on Quality Education are:

All School Aids Appropriated to Local School Districts

1969-71	\$ 663,369,752
1971-73	1,145,082,451
1973-75	1,341,903,172

The increase from the 1969-71 biennium to the 1973-75 biennium was \$608,636,797 or 103%. According to figures supplied by Senate researchers in June, 1974, the amount for Foundation Aid alone was:

Foundation Aid Totals

1969-71	\$ 563,234,602
1971-73	1,048,180,800
1973-75	1,280,299,000

Source: "The Financing of Public Schools in Minnesota," prepared by C. Remley for State Representative Salisbury Adams

Mr. Remley's article states that the amount provided in the 1973 legislation for education in the 1973-75 biennium is larger than the direct appropriation for all state services in any biennium prior to the 1969 session.

In order to determine whether the new funding formula is resulting in improved education programs, the LWV committee felt it was important to try to translate dollar information into program information, in other words, to find out if

(Continued on page 3)

*Pupil unit: weighting factor for computing operating costs which recognizes that costs vary for different age or requirement levels. [Kindergarten pupils = .5 pupil unit, elementary pupils = 1 and secondary = 1.4; area vocational-technical students = 1.5; pupils receiving AFDC (Aid to Families with Dependent Children) = .5 additional units.]

WHAT WAS ACCOMPLISHED (Cont.)

increased dollars were actually providing more educational opportunity for students in low-expenditure districts. It is often contended that restraints on high-expenditure districts are depriving students of valuable educational programs and services. While the Legislature's intent was to equalize local tax effort, it seemed that ultimately the additional funds available through state funding should result in better and more nearly equal schools throughout the state. To reduce the quality of schooling for those in localities where spending has been more generous would not seem to be in the best interests of the citizens or the state.

The law does allow school districts to increase their income through local levies if the increase is approved by referendum. It is interesting to note, however, that of seventeen referenda which have been held since 1971, only nine have passed — all but one in non-metro districts. Eight referenda held in the metropolitan suburbs (all of which are termed high expenditure districts) have been defeated. It is not clear whether these citizens decided that schools were supported well enough, or whether they were convinced that property taxes were not the proper way to fund schools. Perhaps, as some have pointed out, citizens are unlikely to approve a tax increase in any event. Still, in smaller, supposedly less-affluent districts, the referenda did pass.

As we investigated, we found that most available information deals in dollars. It is difficult to tell from official reports what this dollar data means in terms of education program. Furthermore, State Department of Education reports are available only through the 1972-73 school year.



"I'm pleased to introduce Superintendent Schoolcraft who will share with us his experiences at last night's budget hearing."

Select Survey

To help answer questions about educational quality and to update information taken from Department of Education reports, LWV sent questionnaires to seventeen school districts.

These districts were selected from a list of 50 used by the Commissioner's Task Force on School Finance (see page 4 for explanation) as being representative in size

and spending. Because of limitations on League's time and capability to synthesize large volumes of statistics, we designated just one school from each category. Obviously, this information is only illustrative. It is not comprehensive enough to be considered definitive of the whole state. However, it is quite uniform and does provide interesting case histories.

SCHOOL DISTRICTS SURVEYED

Size	High-expenditure	Medium to High-expenditure	Medium to Low-expenditure	Low-expenditure
Large	Minneapolis St. Louis Park	Burnsville	Little Falls	Brainerd
Medium-Large	Ely	Roseau	Breckenridge†	Pine City
Medium-Small	Zumbrota	Bird Island†	Becker	Goodhue
Small	Cyrus†	LaPorte†	Cromwell	Sanborn

†No reply received

School District Superintendents' comments:

From a high-expenditure metropolitan district:

"We have not been able to expand worthwhile programs. The combination of added State Aid with levy limits has tended to cut our flexibility to expand programs."

A high-expenditure suburban district lists these cuts:

Reduce instructional consultants
Reduce staff and hours in team reading and supplemental instruction
Reduce hours of teacher aid time
Increase class size
Reduce elementary vocal music, physical education and library staff
Reduce secondary counselor
Eliminate 25 courses at secondary level

A high-expenditure large district:

"Because we are a high-expenditure school district, it has tended to freeze or greatly limit our available income at a time when inflationary costs are forcing us to spend more and more on the basic budget items."

A high-expenditure small district, outstate:

"It has really caused a shortage of General Fund monies for our District. . . . Our General Fund will be in the red between \$50,000 and \$100,00 by the end of this fiscal year."

[This is considered a high-expenditure district with an enrollment of 970 and salary range in 1973-74 of \$7,750 to \$12,530, 27% of teachers at maximum.]

A low-expenditure, small district, outstate:

"We have had some tax relief. We have added to our program, but funds for this were possible because of growth in *pupil units*.
We have added full-time elementary P.E. [physical education] and expanded secondary P.E.

We have added full-time elementary music.

We have added guidance, full-time principal and elementary and secondary S.L.B.P.*
We joined a vocational center."

[This is considered a low-expenditure district with an enrollment of 760, salary range of \$8,100 to \$12,695 in 1974-75 and 14% of teachers at maximum.]

A low-expenditure, medium large district outstate:

"Our end of year balances have increased in spite of increased costs. Our balance, however, will be reduced again this year, since inflation and the 13½% salary increases are substantial."

A low-expenditure, large district:

"With increased state aids we have had sufficient funds to improve the quality of our educational program. To date the levy limitation has had no effect."

*Special Learning and Behavior Problems

(Continued on page 4)

WHAT WAS ACCOMPLISHED (Cont.)

Every district queried reported the local tax burden has been eased. All but one are levying the full amount allowed by the law. The one district which is underlevying* reports that this is because a bond issue for a new high school building has failed, making it impossible to carry out programs with increased funds. Percentage of income provided by the state increased in 1972-73. At the present time it varies from 80% for a low-expenditure district to 37% in St. Louis Park.

For the most part, the so-called low-expenditure schools have been able to add and improve programs. However, most report that they expect to feel a budget pinch next year. In the higher-expenditure districts, the inflationary squeeze is already apparent. Those most affected are the Twin City suburbs, where declining enrollments together with higher teacher salaries and other spiraling costs combine to put heavy demands on available income.

The improvements mentioned by the low-expenditure districts include the addition of physical education, art and music instructors, counselors, special education programs, and secondary curriculum courses.

In hard-pressed suburban districts, these same services are being cut; teachers and support personnel are being reduced, secondary courses, elementary music and physical education eliminated, and class size is increasing. Some suburban schools are requiring students to pay fees for extra-curricular activities.

When any legislation is enacted which requires such a major shift of resources, it is perhaps to be expected that adjustments will be necessary as problems surface which were not anticipated. Certainly rampant inflation was not anticipated in 1971. In some places the drop in enrollment is greater than expected. All of the officials and legislators we interviewed realize that the basic per pupil expenditure must be increased. It is the state's responsibility to set a figure that will continue Minnesota's long commitment to good schools. It seems safe to predict that an increase will be approved to more accurately reflect current costs. LWV will lobby for an increase at least as large as the governor's suggested \$910/pupil unit. □

*Underlevy: To levy less local property tax than is allowed by law, i.e., less than the number of dollars that 30 mills x EARC valuation will produce.

... competition between school districts will focus not on which school district spends the most but which districts get the most output from equivalent amounts of dollars.

From "New Formulas for Revenue Sharing in Minnesota", Citizens League Report, September, 1970

Some Proposals For Change

A variety of proposals which will adjust the school aid formula will be made to the 1975 Legislature. The League committee consulted with a number of individuals and organizations, including school district officials, legislators, representatives of teacher organizations, members of the governor's staff and the State Department of Education. We found no one suggesting that the pattern of school finance be reversed. There was general acceptance of the principles behind the 1971 legislation coupled with recognition that some modifications are necessary.

Commissioner's Task Force on School Finance. Following the 1974 session, Commissioner of Education Howard Casmey reestablished his School Finance Task Force for the purpose of continuing and extending the study of a limited number of priority finance related issues. The Task Force members are school administrators, school board members, and representatives of teacher organizations, PTSA's, the Legislature and the public. In October, 1974, the Task Force reported to the State Board of Education. The Task Force report discusses the effects of the current finance formula and makes recommendations for revision in finance and management of school districts. Only those recommendations concerning foundation aid, levy limits and categorical aids are discussed here.

Foundation Aid Revisions

Recognizing that the present state financing program is still so new that its full impact cannot be determined and relying on data compiled through 1972-73, the Committee for the Appraisal of the Foundation Aid Formula of the Commissioner's Task Force made these recommendations:

1. The state should continue efforts toward the equalization of financial resources available to school districts of the state; (a) the amount of foundation aid paid to school districts should reflect a state average of not less than 70 percent of the total adjusted maintenance cost of all school districts [Note: in practice, state aid to individual districts is based on the formula as explained on page 2 and therefore varies from 70% for individual districts]; (b) that inflation should be taken into account by the Legislature in determining state aids; (c) other provisions relating to foundation aid, such as the grandfather clause and excess levy referenda should remain as at present.

2. As an interim measure, the state should provide school districts with additional aid based on the training, experience, and ratios of professional staff. The report outlines a plan for weighting the foundation aid formula with an index of staff-

ing based on staff experience and training, and ratio of staff to pupils.

3. The Legislature should change present laws and otherwise encourage local districts to institute necessary programs which will remove factors inhibiting teacher mobility and will stimulate a more heterogeneous complement of staff experience and educational level in any given district. Present tenure laws and hiring practices of school districts make it impossible for teachers to move to another school district without incurring substantial financial loss.

4. The state should encourage schools and school districts to search for alternative educational delivery systems (methods of organization and teaching/learning techniques) and to explore programs geared toward increased efficiency and productivity through continuation of existing research and development funds.

Inflationary factors. Inflation is generally recognized as a major factor in the current budget squeeze experienced by school districts. To counter its effects, some have recommended an automatic increase in state aid, based on the cost of living index which would be written into law and not dependent on the Legislature being in session. Opponents of this plan prefer to retain control of the state's expenditures by continuing legislative review and decision each year. Flexible sessions allow for annual increases if deemed necessary. Automatic increases would leave the state budget open-ended and unpredictable.

Staffing factors. The well trained and experienced teaching staffs that are characteristic of many high-expenditure school districts are one reason why the expenditures of these districts are at high levels. Maintaining these staffs, and the programs that are dependent upon them, in the face of inflation, declining enrollments and financial restrictions have become difficult. High-expenditure school districts tend to have higher maximums in their salary schedules, have a greater percentage of their teachers at salary schedule maximums, have higher median teacher salaries and have more professional staff members for a given unit of pupils. When enrollments decline making reductions in staff necessary, state law requires that teachers who were most recently hired (and are therefore lower on the salary scale) must be the first dismissed. The result is that school districts are not able to reduce costs as fast as state aid is withdrawn because the amount spent *per pupil* for salaries increases. School enrollment is ex-

(Continued on page 5)

Some Proposals For Change (Continued)

pected to decline in the whole state in coming years.

The Task Force's plan of weighting the formula is one response to this dilemma. In addition, proposals have been made by the Citizens League and others that laws encourage greater teacher mobility and stimulate a better age-experience faculty mix. This might be done by allowing the transfer of salary levels and retirement benefits, encouraging veteran teachers to transfer from one district to another without loss of compensation. A Citizens League report, "The Challenger of Fluctuating School Enrollments in the Twin Cities Metropolitan Area" addresses the problem of increasingly senior staff and the ramifications. The problem has also been recognized by Governor Anderson who recently appointed a commission to study fluctuating enrollments.

Educational Overburden. No proposals have been noted that would change the current legislation providing additional foundation aid to districts having educational overburden "caused by broken homes, poverty, and low income." Such aid is now measured by the number of children from AFDC families; an additional amount is given where there is higher concentration of AFDC families. The Task Force recommends that the current formula be continued but with a difference in administration, so that funds would be earmarked for specific purposes rather than going into the overall fund of the district. They also recommend that reports be required to account for the spending of these funds.

Levy Limit Revisions

Minnesota has imposed levy limits since 1921. While there does not seem to be widespread sentiment in favor of removing them entirely, some adjustments in levy regulations are being discussed. The committee on levy limits of the Commissioner's Task Force points out that if the recommendations on foundation aid were enacted, increases of the levy limit to meet inflationary trends would not be necessary. Without foundation aid increases, however, the Task Force would recommend that an inflation factor be added to levy limits.

Underlevies. At present state aids are reduced if a district levies more than the allowed limit. If it levies less than the allowed limit, in effect using increased state funding to reduce local property tax instead of improving education programs, there is no penalty. Two years ago it was reported that a large number of school districts were underlevying, but current in-

formation shows the majority now are levying the maximum allowable taxes.

The Task Force recommends that the state assure equitable tax effort by paying foundation aids to each district in direct proportion to the relationship between the allowable maintenance tax levy and the actual levy. However, the proposal to reduce aid for underlevying has been criticized by those who feel this would tend to penalize efficiency on the part of school administrators.

Valuation Increases. The Task Force reports: "State law limits to 5 percent the annual rate at which the assessed valuation of property may increase. However, the limitation placed upon the increases in adjusted assessed (EARC) valuation of property is 8 percent. For this reason, EARC property valuation tends to increase at a more rapid rate than does assessed valuation. In calculating state aids, the more rapidly growing EARC property valuation is utilized to determine the deduction based upon local property wealth."

"The local share of school financial support is based upon the more growth-restricted assessed valuation. This means that the local mill rate must increase each year at a pace more rapid than would be necessary if both property valuations could change at the same rate. Further, the property tax supported share of public education may be growing in percentage while the state funded percentage may be declining."

The Task Force recommendation is that, "Assessed valuation of property should be allowed to change up to the same rate as the adjusted assessed (EARC) valuation of property."

"Power Equalization". The Task Force recommends that the Legislature create a committee to study the question of restoring a limited local discretion property tax on a power equalized base. Power equalizing (somewhat like fiscal disparities) would enable a poor district and a wealthy district to levy above the formula limitations and to have available the same amount of money per pupil unit with the same tax effort. If, for example, two districts, each with 2500 pupil units, wanted to expend an additional \$10 per pupil unit above that which was normally available, each would need \$25,000. A state average of about one EARC mill may be required to raise \$10 per pupil unit. In a wealthier district, one EARC mill might actually raise \$35,000, while in a poorer district an EARC mill might raise only \$15,000. Under this concept, the wealthier district would pay the excess over \$25,000

raised by the one mill levy (\$10,000) into a central pool, while the poorer school district would draw the difference between what was required and what could be raised by the one mill levy (\$10,000) from the central pool. Essentially the theory of power equalization is an equalization of access to revenues with an equalization of tax effort.

Reverse Referendum. In testimony before the Joint House-Senate Subcommittee on Levy Limits, Dean Lund, speaking for the League of Minnesota Municipalities, proposed this plan: Contending that decisions regarding local tax levies are best made by those on the local scene, he said a procedure could be developed which would permit the local governing body to make the basic decision whether or not to increase local property taxes beyond the existing levy limit, subject to a check by the public. Such a procedure might involve three steps: first, a public hearing would be held with the appropriate public notice; second, the local governing body would act to permanently increase the levy; and third, if the appropriate number of signatures are obtained on a petition, the question would be the subject of a referendum. If no valid petition were submitted, the decision of the local governing body would become final.

Additional Levies. A problem frequently mentioned by school administrators is that the state mandates certain programs which are costly to the school district, without adding to the school's available income. Examples are requirements to eliminate racial, ethnic and sex bias, all of which require extra planning, inservice training, transportation and sometimes staff. The Task Force also addresses this problem and recommends that districts making these efforts be granted special state funds, after their programs have been approved by state officials.

Testimony at legislative hearings has favored the enactment of legislation that would allow school districts to levy above the limit for the costs of group insurance plans, employer retirement contributions, and employer social security contributions of noncertificated staff. Currently all political subdivisions except school districts may levy for these expenses.

Categorical Aids

Many of the proposals which will be made to the 1975 Legislature will deal with financing a particular aspect of education. These may not affect the foundation aid formula or the levy limits, but they would make a difference in the amount of money a given school district would receive from the state.

PROPOSALS FOR CHANGE (Cont.)

Special Education. Several groups feel that the state should assume a greater portion of the costs of special education services. The Task Force recommends that at a minimum the existing formula for special education aid should be changed from the minimum of 60% of salaries of special education personnel up to a maximum of \$5600 to a straight 60% of the salaries with no maximum. This proposal has additional support.

The Minneapolis Schools point out that \$5600 is actually only 35% of the salaries of their special education personnel. They are proposing that the dollar limit be removed and that 80% of the actual salaries be reimbursed. Similarly the Minnesota Association for Children with Learning Disabilities will be requesting 80% of actual salaries paid up to a limit of \$15,000. Legislators comment that a fixed dollar amount results in predictable state expenditures while the 80% figure, unlimited, might lead to uncontrolled spending.

The Commissioner's Task Force has recommended that state aid should pay for the development and administration of a volunteer program in connection with special education.

Gifted Students. Minneapolis schools along with the Council for the Gifted and others hope to secure legislation which would provide for state support for programs serving gifted students. For example, for those students at each level of a school district who are enrolled in a program for gifted students, additional state aid in the form of one-half pupil unit might be allowed the district.

HOPE WASHBURN AWARD NOMINATIONS DUE BY MARCH 20

Any member of the League may nominate any other member of the League who has served at any level of League activity; however members of the state Nominating Committee are not eligible for the award. Your local League president has additional information.

Nominations should be sent to Pat Lucas, 3264 N. Victoria, St. Paul, Mn. 55112 by March 20.

Nominating Committee: Jane Olin, Janet Rosenbloom, Elsie Thurow, Mary Watson and Pat Lucas, chairman.

What's A League Member To Do? (or Where do we go from here?)

In recent years the League of Women Voters of Minnesota has been more concerned with conspicuous discrimination, for instance race or sex, than with less obvious discriminatory practices through financial inequities. In the past year when budget problems in suburban districts (where almost half of LWV/MN members live) have been the cause of discomfort and great dispute, LWV attention has shifted. League members are asking how they can "ensure adequate financing of [all] public schools."

In this VOTER report we have seen that Minnesota's school aid formula has benefitted many Minnesota students by helping poorer districts. We have also seen that perhaps an equal number of students have had the quality of their schooling placed in jeopardy by state-mandated limits on expenditures. Clearly this problem is being addressed by responsible government and school officials and by the Legislature.

On the state level, LWV will monitor legislation which is designed to deal with the foundation formula and levy limit provisions. The League position supports increased state responsibility for upgrading

educational standards and encouraging experimental programs to meet the needs of every child. The League will work for an increase in the allowable average expenditure and for the continuation of programs which encourage experiment and improvement — for example, the Council on Quality Education.

At the local level LWV should be able to play a part in decision-making to ensure that local standards are upgraded by channeling increased funds into improved programs for students, that special education funding is allocated for that purpose and that the local administration is efficient. In districts where programs for special learning problems, including those for gifted children, are threatened, the League can act to try to avoid curtailment. The League can try to ensure that decisions are made on the basis of reasonable priorities set with community input from a broad spectrum — not merely on the basis of pressure from special interest groups.

Finding solutions to the problems of educating today's children for tomorrow's world requires ingenuity from all levels of government and the understanding support and action of League members. □

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Issue Papers in School Finance, Sept. 1974

This issue of the VOTER was prepared by Nancy Atchison, Chairman, Barbara Belk, Lorraine Clugg, Lois DeSantis, and Barbara Malony, with assistance from Mary Nilson and Marilyn Wrich.

LEAGUE OF WOMEN VOTERS OF MINNESOTA
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Published six times a year in Jan.-Feb., March-April, May-June, July-August, Sept.-Oct., Nov.-Dec.

Mary Ann McCoy (Charles) President
Shirley D. Amundson (Neal) Editor

Second class postage paid at St. Paul, Minnesota

Subscription Price: One dollar a year

MN-ED
MARY PORTER (HARRY)
5940 CONCORD AVE
EDINA MN 55424

MAILED
JAN. 21

St. Paul Dispatch
Thur., June 9, 1977

45

Educational tests come under fire

By PATRICIA McCORMACK
UPI Education Editor

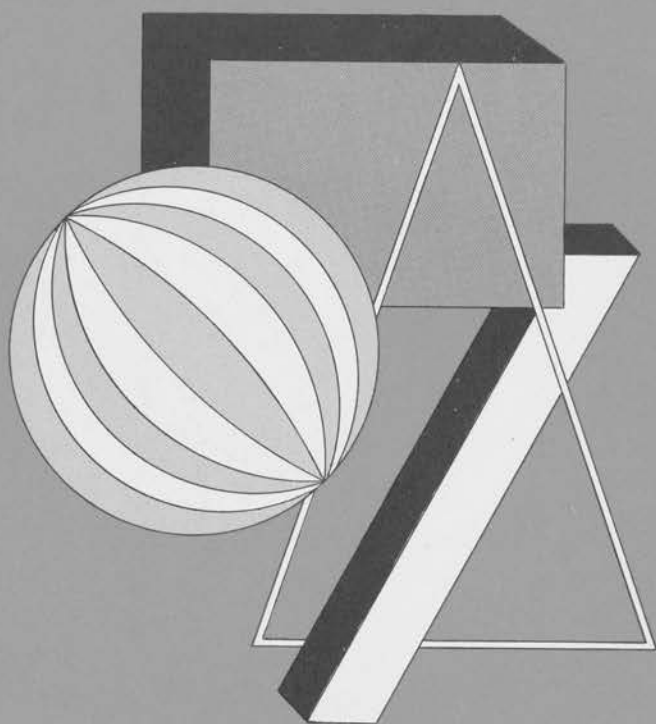
Schools across America, pressured to prove they're doing a good job, give oodles of standardized tests to students in grades one to 12.



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EQUALITY **FILE COPY**



OF
EDUCATIONAL
OPPORTUNITY

League of Women Voters of Minnesota

EQUALITY OF EDUCATIONAL OPPORTUNITY

What does it mean?

What is the State's role in providing it?

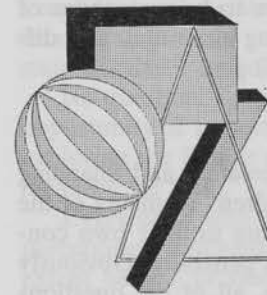
Program in the League of Women Voters consists of those governmental issues chosen by the members for concerted study and action. Basic information on such issues is provided by the appropriate League Board—local, state, or national. Members gather additional information, discuss all sides of the issue, and proceed through study to consensus. The appropriate Board evaluates consensus reports and formulates the League position. Subsequent action is guided by that position.

This pamphlet is the initial publication dealing with Item II, State Program 1969-71, adopted at the 1969 biennial convention of the League of Women Voters of Minnesota.

Education: The role of the state in creating and financing equal educational opportunities for all Minnesota children.

CONTENTS

INTRODUCTION	3
THE STATE'S RESPONSIBILITY	7
ORGANIZATIONAL STRUCTURE	7
MAJOR FUNCTIONS	10
MOVING TOWARD EQUALITY OF OPPORTUNITY	13
ALLOWANCE FOR INDIVIDUAL DIFFERENCES	13
PROVISION OF EDUCATIONAL PROGRAMS	15
Range of Regular Courses	15
Special Programs	16
Vocational Education	16
Programs for the Handicapped	18
Preschool Education	20
Programs for the Disadvantaged	21
Programs for the Gifted	21
PROVISION OF PROFESSIONAL SERVICES	22
Teachers	22
Other Professional Personnel	24
Regional Organizations	25
DISCRIMINATION, SEGREGATION, AND ISOLATION	26
PROVISION OF FINANCIAL SUPPORT	27
Foundation Aid	27
Levy Limits	31
Transportation Aid	32
Vocational Aid	32
Emergency Aid	32
Other State Aids	33
Maximum Effort School Loan Fund	33
Federal Aids	33
Alternative Methods of Financing	34
CONCLUSION	39
GAMES FOR INSOMNIACS	40
APPENDIX	42
SELECTED READING	48



INTRODUCTION

Everybody, it seems, is stirred up about education. The brickbats are flying, and educators are being caught in the cross fire of conflicting demands. Everybody wants to change something, but the *what* as well as the *how* are topics of national controversy.

Sputnik caused a wave of concern about subject matter which resulted in providing more science, mathematics, and languages. The civil rights movement and the urban social crisis focused public attention on the fact that the educational system is failing to meet the needs of minority children and the children of the poor. This in turn stimulated a more basic reassessment which led to the contention that the system is failing to meet the needs of most children to some degree. The response to date consists mainly of providing compensatory education for some of the environmentally disadvantaged. Serious questions are being raised about the efficacy of this approach.

Critics who look on the prevailing mode of education as an outdated process that is shortchanging all children are urging drastic reorganization of the whole system. Others, equally critical perhaps, maintain that demands for a rapid overhaul may actually deter change; that the impossibility of taking one giant step is bound to be used as an excuse for taking no steps at all. Or taking the wrong step might create chaos and disruption without accomplishing constructive change. This is not to say that the present system should be passively accepted. It is to say that educational reform must be seen in perspective because each segment of reform is dependent on other segments of reform. To illustrate: requirements for school accreditation and state regulations shape school programs; college entrance examinations influence recommended curriculum content; certification standards bear on teacher training; the professional preparation of teachers is one of the factors determining how they will teach; their attitudes and methods increase or diminish student response; community attitudes are reflected in the choice of school board members and the decisions they make concerning the selection and remuneration of school personnel, support or nonsupport of proposals for innovations, staff training and retraining resources, and local tax levies. And so it goes.

Education must be planned in today's context for tomorrow's changed society. The objectives of the educational system cannot be divorced from the objectives of other systems—social, political, economic, and technologi-

cal. If the diverse educational needs of individuals are to be met—those of adults as well as of children—different decision-making structures and different kinds of financial support may have to be developed.

Scope of Study

In choosing to examine “the role of the State in creating and financing equal educational opportunities for all Minnesota children” members of the League of Women Voters undoubtedly were responding to their own concerns as well as to the heightened concerns of citizens generally. Obviously the League cannot tackle, much less hope to resolve, all of the questions that have plagued educators for centuries. What this study can do, however, is to provoke thoughtful reflection about the basic *purpose* of education in a dynamic society and about the true meaning of *equal educational opportunity*. In addition, this study will deal with the State’s responsibility for public and nonpublic schools; the structure within which this responsibility is being carried out; what the State has done to provide adequate staff, facilities, and financing to meet the varying needs of children; what needs are not being met, and why; some of the possibilities for remedial action in terms of programs, methods, new roles for educational personnel, new categories of personnel, and alternative approaches to financing; and questions for the future. The scope of this study will be limited to preschool, elementary and secondary education, including special and vocational education.

Purpose of Education

First, a look at the purpose of education. Is it limited to the transmission of factual information, or is it much broader than that? Is it primarily to equip students with salable skills? To prepare them for college? To develop problem-solving capabilities? To shape attitudes? To form values? To foster understanding of other people and cultivate the ability to get along with people? To instill a desire to engage in a lifelong process of learning that will (1) enable adaptation to swiftly changing knowledge, (2) enrich the life of each individual, and (3) help build a more satisfying society for all human beings? The underlying questions are what kinds of persons do we wish our children to become, what skills should they possess, and what part should the schools play in their development? These are philosophical questions which all responsible citizens must ponder.

Equal Educational Opportunity

While League members may hold differing views on the purpose of education, they are agreed that “every citizen should . . . have access to free public education which provides equal opportunity for all.”¹ Support positions were developed under the *Human Resources* item on the national Program and the *Equality of Opportunity* item on the state Program.²

¹ *Principles*, League of Women Voters of the United States.

² See *National Voter*, May–June, 1968; *Goals for Good Government*, League of Women Voters of Minnesota, Oct. 1967; and *Minnesota Voter*, May–June, 1969.

Emphasis at the state level has been on (1) reorganization and consolidation of elementary and secondary schools to create districts which meet state standards and (2) correction of racial imbalance.

No question, then, that the League believes that equality of educational opportunity is important and right for all Minnesota children. But before exploring the State’s role in providing it, let’s ask ourselves what we really mean by the term.

Every child who enters school brings with him a unique set of abilities, perceptions, interests, emotional and physical characteristics. To a large extent he is a product of his family and community background. He may live in a large city, a small agricultural or mining town, a suburban area, or an Indian reservation. His parents may be wealthy, economically comfortable, or poor; employed or unemployed; highly educated or unable to read and write. The values they hold may be quite different from those of the family next door. The child may have only one parent, or none. He may be black, white or brown—a factor which should make no difference, but too often does. His academic, mechanical and artistic talents may be maximal or minimal or anywhere in between. He may have great potential in one area, and very little in another. He may be eager to go to college, or he may feel frustrated with a system that says he must remain in school until he is sixteen. He may be healthy and well adjusted; he may be physically or emotionally handicapped, or both. His rate of development may be uniformly rapid or slow, or it may be rapid in one area and slow in another, or it may fluctuate during the course of his school career as his abilities emerge and his interests change.

It is obvious, then, that offering the “same” educational opportunities to all children does not provide “equal” opportunity. Nor is opportunity equalized by providing standardized programs for groups of children put into slots in accordance with the results obtained from testing I.Q., reading, and achievement levels. Reams have been written about the dangers of labeling children on the basis of a few routine tests which at best measure only one kind of intelligence, which fail to take into account a host of factors that influence achievement, and which often are administered under unnecessarily stressful conditions. Mislabeling can have unfortunate consequences. Underestimation of a child’s ability is particularly dangerous because it affects teachers’ and parents’ expectancy of him, and this in turn influences how much he will achieve. Assessment of a child’s capacities, cognitive level, learning style, emotional concerns, and physical and psychological impairments is a complex process requiring the combined skills of different kinds of specialists. To be meaningful it must be a continuous process; the child changes as he develops. It seems reasonable to conclude that allowance for individual differences is the key to equality of opportunity. In terms of educational opportunity, this means *the provision of educational programs that meet the individual needs and interests of all children so that each child may develop fully his own potential, whatever it may be, at the rate and in the environment in which he learns best.*

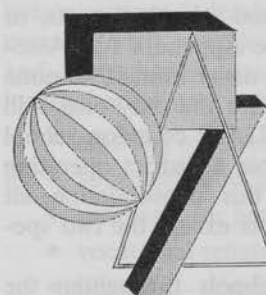
Assuming we agree that such programs would serve to advance the goal of equality of educational opportunity, what can be done to bring

them into being? An answer that comes readily to mind is: provide money for adequate buildings, instructional materials, equipment, libraries, and staff in all of our schools. Great disparities in available resources do exist, as our study will show, and corrective action surely is indicated. This entails clarification of what constitutes disparity. Do inner city schools or geographically isolated schools, for example, require a *disproportionate* share of available resources to meet the needs of the children they serve? It is generally conceded that the disadvantaged and the handicapped pose special problems. How broad are these categories? Do the handicapped include the emotionally insecure? The intellectually gifted who may be unchallenged and bored? Those with mechanical or artistic abilities who have no chance to develop their talents? What is educational deprivation? Are children in all-white middle-class schools disadvantaged because they are deprived of the opportunity to associate with children from different cultural and economic backgrounds?

The evidence is growing that individualized education greatly benefits all children. Some learn best under conditions of competition, others are loners; some react well to choice, others need prescriptions for learning. The provision of adequate physical facilities, equipment, and materials alone will not assure equality of opportunity. It will take a fusion of local, state, and federal funds, new resources, vision, well trained and dedicated personnel, experimentation with new approaches to teaching, and continuous evaluation of results to ascertain which of the many proposals for change will indeed improve the quality of education. In this connection one statistic seems particularly significant: "... Less than one-half of one per cent of the nation's basic education budget is spent on research and development activities—compared to more than ten per cent in many businesses and industries."³ Another provocative statement: "... Education is strewn with the wreckage of promising ideas that disintegrated once they were removed from their experimental test tubes and injected into the prevailing system. Until we recognize that the system itself is the problem, the system will resist all the lively, innovative antibodies prescribed for it. Experience with Operation Head Start—showing how gains in preschool education can be dissipated if education in the later grades is not improved too—illustrates the perils of reliance on any single segment of reform."⁴

³ de Lone, Richard H., "Cool Man in a Hot Seat," *Saturday Review*, Sept. 20, 1969.

⁴ Fantini, Mario D. and Weinstein, Gerald, "Taking Advantage of the Disadvantaged," *The Record*, Teachers College, Columbia University, Nov. 1967, Vol. 69, No. 2.



The State's Responsibility

ORGANIZATIONAL STRUCTURE

Public Schools

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools." So states Article VIII, Section 1 of the Minnesota Constitution. This clearly places the responsibility for public schools in Minnesota in the hands of the legislature. Over the years the legislature has delegated parts of this responsibility to certain other governmental bodies, e.g., local school districts, the State Board of Education, and the State Department of Education.

Authority to form local school districts was granted by the territorial legislature and the so-called neighborhood plan, which established the district system still in use today, was adopted in 1862. Local school districts are subdivisions of the state run by locally elected school boards. The legislature has delegated to local boards of education certain powers and responsibilities such as:

- appointing a superintendent of schools (where applicable), hiring qualified teachers, setting salary schedules
- providing by tax levy the funds necessary to run the schools, to pay indebtedness and all other proper expenses
- determining the length of the school term (over and above the state minimum of 170 days in session—175 days beginning in 1970-71—to qualify for full payment of foundation aids), setting the local school calendar
- setting individual attendance boundaries within the district
- determining which advanced, enriched, or special courses will be added to the basic curriculum set by the state.

Local school boards are legally responsible for maintaining educational programs for all eligible resident pupils (up to age 21 or completion of secondary education) in accordance with state laws passed by the legislature and rules and regulations established by the State Department of Education.

Minnesota statutes have allowed local school districts to operate under any one of five types of organization: common school districts, independ-

ent school districts, special school districts, associated school districts, or unorganized territory. (For a description of these see Appendix A.) Associated districts were authorized by the legislature but never funded, so none exist. The Minneapolis and South St. Paul schools are the only ones still operating as special school districts. By July 1, 1971, all common school districts and unorganized territory are required to join a district operating grades one through twelve. Consequently, after this consolidation all schools in the state will be independent school districts except the two special districts.

To provide general supervision over public schools throughout the state, the legislature vested part of its responsibility in the State Board of Education. This board, created in 1919, is composed of nine members appointed by the Governor with consent of the Senate for overlapping terms of six years. Each congressional district must be represented and at least three members must have had some experience on a local school board. The powers granted to this board by the legislature include:

- forming educational policies for the state within the framework of statutes relating to education
- fixing reasonable requirements local districts must meet in order to receive state aid, and providing supervision for compliance
- prescribing suggested courses of study, uniform record systems, site and building regulations
- distributing funds appropriated by the legislature
- issuing certifications for teachers, supervisors, and administrators
- receiving and distributing federal funds in accordance with federal regulations and state law
- approving local school district consolidations
- making legislative recommendations
- acting as the State Board of Vocational Education and administering state and federal programs in vocational education
- acting as the State Board of Vocational Rehabilitation.

The State Board of Education also appoints the Commissioner of Education with consent of the Senate. Beginning August 1, 1973, when the present Commissioner's term expires, this appointment will be for four years. The Commissioner serves as secretary and executive officer of the State Board of Education and is responsible for administering the Department of Education. He is also ex officio member of the State Teachers Retirement Association Board, Minnesota Higher Education Coordinating Commission, the Equalization Aid Review Committee (chairman), and secretary of the State College Board, the School Loan Committee, and the State Advisory Committee on School Reorganization.

The legislature has given the State Department of Education the responsibility for administering the policies of the State Board of Education and state laws concerning education. The department also administers and coordinates federal educational programs within the state and acts as

liaison among federal, state and local educational agencies. The department gathers, compiles, and reports statistics; acts as a regulatory agency; and encourages educational excellence through advice and assistance to local school districts. Additional concerns include:

- assisting in school district reorganization
- vocational education
- programs for handicapped and exceptional children
- vocational rehabilitation
- libraries — school, extension, and public.

To carry out these duties, the department is organized into five main divisions—administration, instruction, planning and development, vocational-technical education, and vocational rehabilitation and special education. (For more detailed information regarding the organization of the department, see Appendix B.)

Nonpublic Schools

Although local school districts are legally responsible for providing educational programs for all eligible pupils within their districts, some parents prefer to send their children to nonpublic schools, either private or parochial. About 16 per cent of Minnesota's school-age children are enrolled in nonpublic schools. Most of these are parochial, primarily Catholic; among others are Lutheran, Seventh Day Adventist, and Christian Reformed. It is the responsibility of local public school officials to determine if a child's attendance at a private or parochial school constitutes compliance with the Minnesota compulsory attendance law. Whether this authority should rest with local rather than state officials is questionable.

The State has little responsibility for nonpublic schools. Some services of the State Department of Education are made available for their use if they wish, but the rules and regulations of the department do not apply to these schools. They set their own standards; usually they find they must offer education comparable to that in public schools in order to attract students.

There are no provisions for direct state financial aid to nonpublic schools. However, the 1969 Legislature granted two types of aid—transportation aid and shared time aid—to public schools for the benefit of nonpublic school students. Beginning in the 1970-71 school year, districts receiving transportation aid must also bus nonpublic school students within the district. These districts may begin busing in 1969-70 and may collect state aids for doing so. A court suit has been initiated challenging the constitutionality of this law. The second type of state aid is given because some public schools have established a shared time arrangement with private and parochial schools whereby pupils from the nonpublic schools spend part of the day at the public school taking such courses as science, mathematics, home economics, or industrial arts. The 1969 Legislature provided for the payment of a pro rata share of state aids to public schools for time spent there by nonpublic school pupils. This relieves nonpublic

schools from the necessity of providing certain courses. These aids to public schools are currently the only state aids benefiting nonpublic schools.

Nonpublic schools are entitled to some assistance under Title I and Title II of the Federal Elementary and Secondary Education Act of 1965. (See page 33 and Appendix E.) Title I provides for assistance to the pupil who is educationally deprived, rather than to the school system. Title II provides for supplying library books, audiovisual equipment, and services to the schools. Title to all books, equipment, and materials remains with the local public school system. Local public school administrators are responsible for contacting and conferring with nonpublic school officials concerning projects for which application might be made.

Enrollment in nonpublic schools has been declining for the past few years and this trend is expected to continue as the financing of some of these schools—particularly the parochial ones—becomes more and more difficult. When nonpublic schools close, enrollment in public schools increases. In school districts such as St. Paul where 38 per cent of the pupils in grades one through eight are in Catholic schools, the closing of a large number of these schools would raise local school district costs. Nonetheless, public education must be available to all children.

The State does have responsibility for licensing certain types of private schools. Pre-kindergarten nursery schools, while not regulated by the Department of Education, are licensed under the Welfare Department for health and safety. It is a misdemeanor to operate without a license. To be licensed, a "school" must have at least one certificated teacher for every 20 pupils and a "day care center" must have at least one adult for every 10 children. The need for preschool day care centers far exceeds currently available facilities.

Private trade schools are subject to licensing by the State Department of Education. These schools are generally considered post-high school, but some accept students who have not completed high school. The licensing procedure is intended to protect students from fraud by schools that misrepresent their programs.

MAJOR FUNCTIONS

To carry out its responsibility to provide for each child's educational needs, the State has concentrated on two major functions: (1) setting minimum standards, and (2) providing financial assistance to local school districts.

Standards

The rules and regulations of the Department of Education are meant to ensure at least a certain minimum education for all students. In general they appear to be based on the needs of the "average" child. They tend to encourage standardization rather than innovation or efforts to individualize instruction. They set minimum requirements for nearly every phase of public education including buildings and sites, equipment, curricula,

staff, certification, libraries, records and reports, special education, health, transportation, and school lunches. They include such things as:

- lists of required subjects for each grade level
- minimum length of the school day and the school year
- acceptable maximum class size
- minimum secondary school pupil loads
- graduation requirements
- maximum teacher loads
- standards for vocational education courses, area vocational-technical schools, and special classes for handicapped and trainable children
- minimum times allotted to health education and to physical education
- requirements for issuance and renewal of certificates for teachers, administrators, supervisors and all other professional employees.

In some cases the regulations are spelled out in considerable detail; for example, part of the requirements for certification of teachers of blind or partially blind children specify the number of credit hours necessary in each of several special courses. Some regulations, though detailed, do offer a degree of flexibility. For instance, the one requiring that state curriculum guides and suggested courses of study must be the basis for elementary curriculum allows for modifications to meet local needs.

The basic regulations relating to all elementary and secondary schools are stated in more general terms such as one which says, "Each school shall provide guidance to assist pupils in making satisfactory personal adjustments and appropriate educational and vocational plans." Many teachers offer guidance, but the specialist is the counselor. It is interesting to note that there are 44 elementary counselors in the state.

Some regulations, while listed as minimum requirements, are actually more in the nature of goals. For example, one states, "The educational program shall be such as to provide a program of general education for all pupils and suitable special education for exceptional children—handicapped, gifted and talented; it shall meet the needs and interests of all pupils and the needs of the community served." Obviously not all schools meet this requirement, for if they did, students would not be organizing in an attempt to change the schools to make them more relevant to today's needs, nor would about 60 per cent of the Indian students drop out before finishing high school as is now the case. In other words, if the requirement were met, all students would be getting the education they need, and we would have equality of educational opportunity.

Most regulations are tied to state financial aids, that is, school districts must meet minimum requirements to be eligible for state aids. The department requires evidence of efforts to comply, issues warnings to schools that fail to measure up, and has the power to reduce a high school's status to a "department" which cannot confer diplomas and cannot receive state aids. The withholding of state aids is the most effective tool the Department of Education has for enforcing its regulations. Such a drastic step,

however, is seldom if ever taken. The department relies heavily on persuasion. Consequently, schools vary widely in the extent to which they comply with state regulations.

Financial Aids⁵

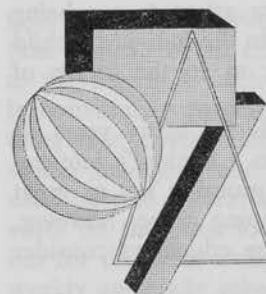
The other major tool the state uses in attempting to provide for each child's educational needs is the distribution of state financial aids to local school districts. Three different principles of distribution are applied—equalization, flat grants, and special aids. Equalization aid gives more money to poor districts than to rich ones, flat grants give an equal amount for each pupil, and special aids are given for certain programs or services.

Foundation aid is an attempt to equalize the amount of money available for each district. It is based on the belief that each child, no matter where he may live or what the financial resources of his district may be, should enjoy the same educational opportunities as all other children in the state. The amount of foundation aid given each school district depends upon the number of pupils and the valuation of property in the district. This aid increases as enrollments become larger but decreases as the property valuation of a district rises. Since it costs more to educate some children than others, and since factors other than property valuation help to determine a local school district's ability to pay for education (see Ability to Pay, page 28), the current foundation aid program does not go as far as it might in equalizing educational opportunities for all children. (For details of the formula for determining foundation aid, see Appendix C.)

The Tax Reform and Relief Act of 1967 provides for a flat grant to school districts based on the school census. Each year approximately one-eighth of the revenue from the sales tax, with a minimum of \$20 per child, is distributed to school districts. It is meant to reduce reliance on the property tax. This aid is given to public schools for all children between the ages of 6 and 16 inclusive, whether they are enrolled in public schools or not.

There are a number of special aids which encourage and assist school districts to provide certain programs and services that they might not otherwise provide. These include such aids as those for transportation, vocational education, special instruction and services for handicapped children, and the school lunch program. Two additional special aids were initiated by the 1969 Legislature in recognition of the special problems of certain areas—particularly the central cities. Funds are provided for remediation (talking typewriters) and for schools with high concentrations of racial minorities and/or students from families receiving aid to families with dependent children (AFDC). Although the amount of money is very small compared with the costs of educating disadvantaged children, the principle has been established. (See Appendix D.)

⁵For fuller discussion, see Provision of Financial Support, pages 27-38.



Moving Toward Equality of Opportunity

Minnesota's educational bill of fare is recognized as being among the best in the nation, yet thousands of handicapped children in Minnesota are not receiving an education at all appropriate to their abilities, and thousands more are remaining at home with no education or training available to them. Minnesota has one of the lowest dropout rates, yet, as mentioned before, about 60 per cent of its Indian students drop out before finishing high school. The rate of rejection of Minnesota military inductees on the basis of mental tests has been consistently low—one-fifth the national average—yet less than a thousand of the estimated 25,000 gifted elementary students in Minnesota have access to any kind of special program to develop their talents fully. These are some of the extremes; in between there are persons of less marked signs of exceptionality whose uniqueness is not being recognized and developed. In spite of the goals of the State Department of Education and of educators throughout the state, it is obvious that the needs of thousands of Minnesota children are not being met. We could do better.

On the following pages some of the common reasons for unequal educational opportunities are discussed along with some of the newer things which have been suggested or are being tried to alleviate the problems. No attempt has been made to include all possible solutions and none of those suggested should be considered a cure-all.

ALLOWANCE FOR INDIVIDUAL DIFFERENCES

Many factors contribute to unequal educational opportunities. Perhaps the most important consideration is the vast differences among children. If all pupils were the same, the provision of equal educational opportunities would be a simple matter—but what a dull world it would be! Public schools in this country traditionally have been designed for the "average" child. All students have been expected to adapt to the course of study and the procedures set up by the school. For the most part they have done so—with varying degrees of success. It is recognized that some children such as the physically or mentally handicapped need special education, and efforts are made to provide it—but usually comprehensive programs are available for only a few of the many who could benefit. We are now coming to realize that it is not just the children at the extremes who need special education; all children have special needs and each child

should be treated as an individual. More and more attempts are being made to build on this belief and to adapt the school to the individual child rather than vice versa. Professional opinions differ as to the merits of various approaches.

Ability grouping has been used in many schools for many years. It permits instruction at a level more closely related to a student's intellectual ability since the range of abilities within each group is not as great as that in the total school population. Ability grouping alone, however, does not insure truly individualized instruction. Some educators consider it more detrimental than beneficial.

Another attempt to make schools more flexible and thus come closer to meeting the needs of individual children is the introduction of modular scheduling. In this system the school day is split into short periods or modules of 15 to 25 minutes. Then each day's schedule is programmed individually for each student. He may use some modules for small group discussions, several modules may be used as a block for laboratory work, some modules may be scheduled as unstructured time for independent study, etc. A teacher may use several modules for a lecture to a large number of students at once so that the same lecture does not have to be repeated five times a day—as the traditional system sometimes requires. Such scheduling allows students greater freedom along with its corollary, increased responsibility. In the 1969-70 school year, 59 secondary schools in Minnesota were using this system.

Still another approach used by a number of Minnesota schools to increase flexibility is the ungraded primary school. In this arrangement children are not separated into classes according to age but each child proceeds at his own rate through the lower grades. He could be working at different grade levels in each subject depending upon his abilities and rate of development.

Methods have been and are being developed to provide instruction individually designed for each child. Such systems usually include a diagnosis of each pupil's needs, a work schedule tailored to those needs, and evaluation of the results. The goal is to teach youngsters to research, think, and analyze rather than simply memorize. Courses are divided into units of work and pupils progress at their own rate, mastering each unit before going on to the next. Some students may cover two years' work in one while others may take longer than usual to do an average amount of work. Children are less likely to be bored or frustrated because each is challenged at his own level and can be successful. There are no "failures." Teachers have more opportunity to diagnose, tutor, and counsel, but they also need more time for preparation. One teacher with 15 years experience commented, "Always before I taught classes; this is the first time I have ever taught students!" Several Minnesota schools are using this approach experimentally—usually for mathematics at the elementary level. It has also been used for reading, and at least one university (Bucknell) is using it for biology, philosophy, psychology, physics, and religion.

An experimental school in Staples, Minnesota, has combined several ideas in an attempt to offer personalized as well as individualized educa-

tion. Each child's own personal needs and interests determine his education. Instead of all children going through the same curriculum, even if at varying rates, each child is diagnosed through tests and his education is individually prescribed. The school, a federally funded project in its third year, covers kindergarten through fifth grade. Its three R's are relevance, readiness, and responsibility. There are no letter grades, tests are used only to determine a pupil's weaknesses so that he can be strengthened. At the three lower grade levels classes are slightly more structured but for the older children learning is up to the student. Each child has a weekly and daily schedule showing how much time to spend on communications, calculations, humanities, investigations (sciences) and aesthetics (music, art, dance, crafts). His specific tasks and assignments are also noted and it is up to him to carry them out. He progresses in each area at his own rate. The school—exciting, colorful, and crammed with the activity of 150 children who may be doing 150 different things at any one time—is a happy place where children are successful.

PROVISION OF EDUCATIONAL PROGRAMS

Some children are deprived of an equal educational opportunity because the courses they need are not available to them. Perhaps they live in a district which is too small to offer even the usual courses. Or perhaps they need specialized education that is not provided such as vocational training, or special programs for the gifted, handicapped, or disadvantaged.

Range of Regular Courses

In 1967, 10.7 per cent of high school students in Minnesota—largely in rural areas—attended schools with fewer than 300 pupils. These schools cannot offer the range of courses available to students in larger schools. Foreign languages are rarely taught, and in the vocational area the choice usually is limited to a general industrial arts course and perhaps a course in agriculture. In secondary schools with under 150 students the median number of courses available in 1965-66 was 40 while those with 1500 or more pupils offered over 100 courses. Not only do small schools provide fewer courses, but usually they are unable to present more than one section of a course. Consequently scheduling conflicts often prevent students from taking desired electives.

To overcome the deficiencies of small schools and to provide more nearly equal educational opportunities for their students, the reorganization of schools into larger districts is the most obvious approach and one supported by the League of Women Voters. The school consolidation law passed by the 1967 Legislature requires all school districts in Minnesota to operate grades one through twelve after July 1, 1971. Though there is opposition, the law is triggering the consolidation of many small districts. On July 1, 1969, there were 954 school districts in the state—288 fewer than there were two years earlier. Those opposed to school consolidation often cite the small classes, the opportunity for more students to participate in activities, and the employment of hometown women as advantages of the present small schools. They are afraid that the loss of the school, which is often the social, athletic and musical center for the community,

will be the first step in the death of the town with the bank and post office going next. They fear "outsiders" with "different" ideas running their schools, inadequate representation on the new school board, and perhaps above all, higher taxes. They object to the time their children would spend riding the bus and are afraid their participation in extracurricular activities would be curtailed.

The reduced number of school districts does not guarantee the provision of a comprehensive program of education for all resident pupils. In 1969-70 the 443 school districts operating grades one through twelve still included 147 with total enrollments of 500 or less. Consequently, the emphasis in reorganization has shifted to planning for mergers of small high schools into units which can offer comprehensive programs at reasonable costs. Seven of the consolidations of this past year involved at least two secondary districts. The State Department of Education has been actively encouraging such consolidations and urging the new districts to broaden their offerings and services considerably. Instead of only a single industrial arts course, for instance, the department is suggesting such courses as graphic arts, electronics, experimental engineering, construction trades, agriculture, manufacturing, air transportation, and power mechanics.

Special Programs

Vocational Education. No matter where they may live, students needing vocational education are not receiving equal educational opportunities if such education is not available to them. Governor LeVander said recently that vocational-technical education has been neglected in Minnesota while the importance of college has been overemphasized. This reflects the widely held assumption that a college education is a prerequisite to success and happiness. In an editorial in *Fortune*, November 1969, Max Ways writes, "In the U.S. the correlation between lifetime earnings and educational attainment is quite close. More significantly, the belief spreads that people with high educational achievement lead lives that are in other than material ways superior (more useful, more interesting) to those of people with low educational achievement. This is why academic and other highly educated people, though they may believe that plumbers earn more money, seldom try to persuade their sons to become plumbers—and it is why many plumbers' sons enter professions." John W. Gardner says we have created a false value framework, and college "... should not be regarded as the sole means of establishing one's human worth. It should not be seen as the unique key to happiness, self respect, and inner confidence."

This misconception may be what has led colleges to offer vocational courses so students can enjoy the prestige of college while obtaining technical training. Even though some college students are taking vocational courses, it seems doubtful that Minnesota would have nearly ten times more college students than students in post-high school technical programs without the prodding of this misconception. If all children were encouraged to develop their own talents and abilities and if adequate courses were available so that they could do so, it seems possible that technical schools might have larger enrollments than colleges.

The lack of adequate vocational courses in high schools is often cited as the cause of students dropping out of school before finishing. These "pushouts" or "forceouts" find college-oriented courses irrelevant to their own lives.

Most high schools in Minnesota offer at least one course in home economics (98%) business education (90%), industrial arts (83%), and agriculture (61%). The range of courses varies widely, however. A typical small school of about 200 secondary pupils offers typing, office practice, shorthand, and two years of home economics or industrial arts in the tenth, eleventh, and twelfth grades. A typical large school with an enrollment of 1750 offers this list over the same three grades: typing, office practice, bookkeeping, note taking and typing, record keeping, elementary accounting, woodworking, cabinet making, machine shop, vocational machine shop, technical drawing, architectural drawing, technical math, trades, occupational relations, retailing, distributive education, two years of agriculture, farm mechanics, and two years of home economics.

In an attempt to bring better vocational programs and counseling to secondary students, particularly in the sparsely populated areas of the state, the State Department of Education is encouraging the establishment of 100 vocational centers. A center, supported by a group of schools, would be accessible to the whole community. It could work to improve the quality of vocational programs, encourage and evaluate innovations, and provide information on all vocations, colleges, correspondence courses, etc. Counselors should include unbiased, experienced businessmen.

One move toward the provisions of needed vocational training has been the development of area vocational-technical schools. There are now 27 in Minnesota, located to give maximum geographical coverage. Three more are being planned in the metropolitan area. While most students attending these schools are high school graduates, courses are open to non-graduates—if not currently enrolled in high school—with the possibility of earning a high school diploma. Course offerings among these schools vary greatly. However, students are permitted to attend any school of their choosing, not only the one in their own district. Courses are offered on the basis of market demand, not just the local market but the general job market. Agricultural training for instance, would include courses in the agri-business areas, which could lead to such different jobs as: installing and maintaining farm equipment, farm management, and sales and management positions in food processing plants, agricultural cooperatives, and the like. The trend in these schools has been to offer more and more technical courses. Since they receive considerable support from federal funds, part of which must now be spent on training for the handicapped and disadvantaged, more courses of a less complex nature will have to be provided.

One of the exciting new programs in vocational education began in 1961 as an experiment at the De Anza High School in Richmond, California. It is now used in the San Francisco area and in Oregon, Michigan, and North Carolina. Basically, it is an "interdisciplinary" approach which includes training for immediate job placement as well as pre-technical

preparation for further training in technology and later, perhaps, transfer to a four year college. It is designed to motivate the unmotivated student by giving him a reason for studying that he can understand. His curriculum is so arranged that this reason runs through all his courses. The student attends interdisciplinary classes. For example, in English he may study and give reports on sound waves; in math, he learns formulas and explanations of sound waves, in physics there is explanation on a more technical level, and in shop he makes electronic circuits.

This system requires more from teachers; they must meet often to coordinate pacing and subject matter in their courses, they must attend summer workshops to prepare for the new approach, they must follow up with additional work to learn each other's subjects. For example, spelling and vocabulary in an English course would consist largely of technical and scientific words, and teachers also have to know what they mean. Where the program is not merely a rearrangement of material, it has been successful. There have been no dropouts.

Programs for the Handicapped. Handicapped children—whether they are mentally retarded, hard of hearing, deaf, have impaired speech, are visually handicapped, seriously emotionally disturbed, crippled, have special learning disabilities, or whether they are afflicted with a combination of any of these handicaps—are not receiving equal educational opportunities if the special education they need to develop to their greatest potential is not available to them.

The State Department of Education has gathered the following statistics to indicate the extent to which handicapped children are being served by the public schools. To arrive at the additional number requiring service, they use a percentage of school age children according to the estimated incidence of a particular handicap and subtract from that the number now in school.

Type of Handicap	No. of students in public school in 1967-68	Additional No. of students re- quiring service (estimated)
Trainable mentally retarded approx. IQ of 35-50	1,196	1,716
Educable mentally retarded approx. IQ 50-80	9,832	9,566
Hard of hearing	635	2,107
Deaf	288	341
Speech impaired	21,492	12,154
Visually handicapped	322	275
Seriously emotionally disturbed	1,743	3,978
Crippled	605	4,546
Homebound programs and children with special learning disabilities	12,508	26,288

It must be noted that some students listed as requiring service are being served by agencies other than public schools such as state institutions, day activity centers, etc. Comparable figures are not available for 1968-69

but the total number of handicapped children enrolled in public schools that year was 9,220 more than in 1967-68.

Over 700 school districts in the state have no semblance of a special education program but may send children to neighboring districts for services as nonresident students. Of the 243 districts operating programs, only 56 offer services that could be described as comprehensive for all handicapping conditions. Most of the latter are located in the metropolitan areas. Even these programs fall short of providing the full range of services to meet the needs of every child. Some families, particularly those with hearing or orthopedically handicapped children, have had to move to, or send their children to, the metropolitan areas (usually Minneapolis or St. Paul) to obtain schooling. (This places an additional financial strain on these cities. See page 30.) Handicapped children in families unable to move to the cities often receive an entirely inadequate education—and in some cases, none at all.

The incidence of handicapping conditions is greater among poor people than among the total population. Poor prenatal care and poor nutrition in infancy can lead to brain damage, learning disorders, visual and hearing impairments, or mental retardation. Children who chew on flakes of paint dropping from the ceilings of substandard homes get lead poisoning which causes brain damage. Even larger numbers of children are involved in functional mental retardation that so often results from the lack of stimulation and individual attention to which a child may be subjected if he grows up in a disadvantaged family. It has been estimated that 80% of disadvantaged children are functioning as retarded when they enter school. Mental retardation occurs in roughly 3% of the population, but among children in disadvantaged neighborhoods or OEO Headstart programs, the rate is substantially higher.

In the past, trainable mentally retarded children were not considered suitable candidates for public school classes. Current law requires schools to provide programs for the educable retarded, but programs for trainable retarded children are permissive, not required. Many of these children receive no education at all.

There are state residential institutions serving mentally ill and mentally retarded children and special state residential schools for blind, deaf, and crippled children. These institutions are under the direction of the Department of Welfare, with classrooms financed by state education funds. Some deaf and blind students attend regular or special classes in local public schools. In the institutions for the mentally ill, the local school districts are required to provide educational programs, even though some classes are located within the hospital grounds. In one case a school district (Worthington) actually runs a total public school residential facility for crippled children who come from all over the state.

The special needs of handicapped children are many and varied, depending upon the nature and extent of their handicap and on their stage of development. The types of service necessary range from consultation for a regular class teacher, to supplementary instruction under a tutoring or resource room system, to self-contained special class placement, to serv-

ice at a special center staffed to provide an intensive multidisciplinary approach, to education in a residential or hospital treatment facility. Multi-handicapped children pose additional problems. Persons trained to work within a specific handicap or disability area often do not feel qualified to help those with additional handicaps. For instance, teachers of deaf children may not be trained to teach hearing handicapped retarded children; the State School for the Deaf at Faribault will not accept retarded deaf children.

The present trend in special education is to make as little separation of handicapped children from normal school, home, and community life as possible. Mentally retarded children who traditionally have been taught in separate classrooms, or sometimes even in separate schools, are integrated more and more into regular school programs. Gym, art, music, and certain academic subjects are areas where retarded children, particularly the higher educable children can be fully integrated. Nongraded systems or schools with "learning centers" are especially conducive to this kind of treatment. Crippled children may need to be in separate schools because of architectural barriers (too many curbs, stairs, etc. for wheelchairs or crutches) or because other supporting services are necessary, i.e., occupational or physical therapy.

Preschool Education. The 1967 Legislature recognized the importance of reaching handicapped children at an early age by eliminating the lower age limit of children for whom schools could receive state aids. So far, these aids have been used primarily for training deaf children in their first four years—now considered essential for the development of a deaf child.

While education in the preschool years is doubly important for handicapped children, partly because they are apt to develop emotional problems out of frustration from not being able to do things, studies indicate such education makes a great difference in the development of any child. Benjamin S. Bloom, whose estimates are typical, says that 50% of a child's intellectual development takes place in the first four years, 30% between the ages of four and eight, and 20% between eight and seventeen. Some home environments stimulate the development of children's intellect, while others curtail and frustrate development. A child may have such severely limited experiences that his concepts of many aspects of his environment are incomplete or inaccurate. One expert on creativity⁶ estimates that given a basic above average intelligence, the development of creativity rests almost entirely on environment, especially during the early years of life. Thus it appears that two important facets of giftedness—intelligence and creativity—are influenced by the experiences of the preschool years. These years of any child's life apparently greatly influence his later life. In Minnesota school attendance is not compulsory until age seven. Do public schools, in the interests of equality, have an obligation to provide for the education of younger children, either directly, or indirectly by providing parents with information and help in stimulating their children's early intellectual development and creativity?

⁶ Frank E. Williams, Professor of Psychology and Education, Macalester College, and Director of National Schools Project, working with schools throughout the United States on ways to encourage creativity.

Programs for the Disadvantaged. If children who are disadvantaged or gifted or both do not receive the special attention or special programs they need to fully develop their potential, they are being denied equal educational opportunities. Some of the characteristics of the educationally retarded and disadvantaged often recognized by teachers are: negative attitudes toward school, inability to achieve even a modicum of success in academic work, irregular attendance, and lack of motivation or interest in learning. Many of these difficulties may be amplified by the usual attempts to make the child adapt to the school rather than vice versa.

Efforts are being made at all levels—preschool through post high school—to assist these children. Preschool programs stress language development as the key to understanding concepts and communicating. Also important is the development of a positive self image. Parental cooperation and support and reinforcement in the home of things being taught are also important. In elementary and secondary schools the recent stress has been on the use of books and other materials relevant to the life these children know and on the teaching of skills which are relevant to the jobs these students desire. Work-study programs on the secondary level are becoming more common but much more must be done. Students are given an opportunity to earn needed money and they also learn the value of further education.

Programs for the Gifted. Gifted children include not only those with exceptionally high learning abilities but also those with a comparatively high degree of creativity, imagination, intellectual flexibility, and originality. Many may not be recognized under a typical educational system. It is estimated that there are over 90,000 gifted children in Minnesota. The vast majority of them are without programs to fully develop their extraordinary abilities. Only 14 of the 954 school districts with elementary schools in Minnesota are listed by the Department of Education as having some kind of program specifically for the gifted.

Many people believe that the gifted do not really need an equal educational opportunity because they can take care of themselves and that it is better to spend available money on educating the children who desperately need help. Supporters of special education are concerned about the gifted children who do not educate themselves. Nationwide, about 80,000 high school dropouts each year are in the top 25% of the population in intelligence.⁷ Educators also believe that there are many unidentified gifted children, often among the disadvantaged, whose talents are never discovered and developed. The gifted child should have the same right to develop to his greatest potential as any other child. One of the greatest legacies we can leave all of our children is a reservoir of creative well-trained minds capable of solving the complex problems mankind will face on this planet in the coming years.

School administrators cite the lack of special state aids (like those for the handicapped) as the major deterrent to programs for the gifted in their districts. Although no special funds are provided, the state does em-

⁷ Estimate by Joseph H. Douglas, Staff Director of the 1970 White House Conference on Children and Youth.

ploy a full time consultant who counsels parents, teachers, and administrators, and is now coordinating the writing of curriculum information on the 14 current elementary programs in Minnesota.

It is hoped that these programs can serve as models for planning new programs. They illustrate a number of different approaches. Among them are ability groupings in academic subjects with integration for physical education, art, music, and lunch; special classes of sixth graders who spend the afternoon on individual research in their areas of greatest strength or on selected remedial work in their weakest area; regularly scheduled individual instruction by an expert tutor; modular scheduling with ability grouping in all subjects for the top 20% of all fourth through sixth graders. The three major ways of providing for the gifted—various types of ability groupings, one form or another of acceleration, and several methods of enrichment—all have working examples here in Minnesota.

On the secondary school level the situation is similar. A few schools now offer courses such as astronomy, calculus, Italian-Latin, humanities, student oriented psychology, special language arts courses, or advanced placement courses in connection with a college or university. Some high schools are permitting students to help write their own programs. In general with the greater flexibility provided by electives, high schools do a better job of providing for individual differences than do elementary schools.

In Minnesota three projects for the gifted have received federal funding. These are three-year grants after which local or state support is necessary. This is the third year of a special project in Hutchinson which involves gifted children from seven surrounding counties. In the Minneapolis-St. Paul area, a special summer school—The Twin Cities Institute for Talented Youth—has operated for the past three summers. The 600 students each choose one subject for intensive study from a list of about 24 different courses of an experimental nature. Private funds are now being sought to allow continuation. The third project, a television series in Duluth, has had to be discontinued at the end of its third year.

PROVISION OF PROFESSIONAL SERVICES

The quality of education is probably influenced more by teachers than by any other factor. A child may be deprived of an equal opportunity for education if his teachers are poorly or inadequately trained, or if his school has so few teachers that they are overworked or teaching outside their areas of competence, or if specialists he may need are not available to help him.

Teachers

In 1966 in school districts with less than 250 secondary pupils over half the elementary school teachers had less than four years of college training. Nearly all secondary school teachers (over 99%) in Minnesota had a bachelor's degree, but only 20% had a graduate degree while the national average was 34%. In addition, the distribution of teachers with advanced degrees was uneven throughout the state; the 27 schools with

2500 or more secondary students averaged 37% while the 56 schools with from 150 to 199 pupils averaged 7%. Since 1966 the percentage of all teachers with no degree has been reduced by about half but the percentage with advanced degrees has remained constant. Thus if college degrees are any indication, it appears that some students are not able to enjoy the benefits of the best trained teachers.

In general, requirements for certification in Minnesota include a degree from a college or university with an approved teacher training program including for elementary teachers, 45 quarter hours (or equivalent) of education and for secondary teachers, 27 quarter hours (or equivalent) of education. Both must include at least 6 quarter hours of student teaching. In certain areas specific courses are also obligatory. Some programs leading to certification are changing and are based on competency rather than a required number of courses or credits. A college degree is not mandatory for some teachers in area vocational-technical schools, but they must have occupational competence acquired through work experience.

Limited certificates are issued at the discretion of the State Department of Education. At the end of September 1968 less than 3% of Minnesota's 46,000 teachers were teaching on limited certificates. In 1966 nearly 6000 elementary school teachers held life certificates. They can continue to teach without up-dated training unless it is required by their school board. Recognizing the teacher's need to keep abreast of our rapidly changing society, the State Department of Education now issues certificates for only five years.

In recent years many opinions have been voiced by people both in and out of the education field about the training of teachers and the criteria for their certification. In general, academic people think more emphasis should be placed on *what* is taught, and professionals in schools of education want the emphasis on *how* subjects are taught. Certainly both are necessary. In James B. Conant's book, *The Education of American Teachers*, he concludes that the two words freedom and responsibility characterize his position. "The state should allow each college and university the maximum degree of freedom to develop its own program. Each institution should assume the maximum degree of responsibility for those graduates it certifies as competent to teach." He thinks that once free competition becomes possible in any state, the academic professors and professors of education will join hands to enhance the reputation of their particular institution.

At the present time the National Council for Accreditation of Teacher Education (NCATE) and regional organizations such as the North Central Association have great influence on requirements for teacher certification. These organizations are controlled by the professional educator groups. Mr. Conant thinks they should have a broader base of representation including members of the scholarly disciplines and informed representatives of the lay public.

When teachers have too heavy a workload or are expected to teach subjects in which they have little or no training, their students may be deprived of equal educational opportunities. In secondary schools with less than 200 students, 70% of the teachers prepare for four or more different

classes, as contrasted with 5% of the teachers in schools with 2500 or more pupils. Teachers in smaller schools also carry heavier extracurricular loads. In districts with less than 200 high school students, over half the teachers teach in two or more fields, in many cases including a field outside their major or minor areas. Can teachers do their best for each child in these situations? Since these conditions are most prevalent in small schools, they could be alleviated by the reorganization of schools into larger districts, as mentioned before.

Another method of reducing the pressure on teachers, being used particularly in inner-city schools, makes use of paraprofessionals and volunteers. In the Minneapolis schools, for example, teachers are assisted by 400 volunteers (Women In Service to Education—WISE) and 800 aides; 90 junior and senior high school students also serve as teacher aides and get credit. These helpers not only can relieve teachers of many of their non-teaching chores and allow them to devote more time to teaching, but they can also help to enrich the student's experiences. Some teach a special skill such as music, painting, knitting, or lead a junior Great Books discussion group, or show slides from travels. Others give special help and attention to those children needing it by tutoring them, usually on a one-to-one basis, in reading, math, or other subjects.

Other Professional Personnel

A child who needs the services of specially trained personnel such as counselors, psychologists, social workers, or teachers trained to work with the handicapped is deprived of equal educational opportunities if such services are not available to him. In 1966, 91% of the school districts with secondary enrollment under 300 lacked certificated school counselors. Only 10% of such specialists as speech correctionists and psychologists were employed in districts with fewer than 1500 high school students. Of the 351 librarians serving secondary schools, only 17 were located in districts with fewer than 1000 secondary pupils. The lack of special services may be due in part to a shortage of adequately trained people. Another aspect of the problem, however, is that the children needing a certain service may be scattered so sparsely around the state that no one school district can afford to hire the necessary personnel. Generally speaking, new programs to educate the handicapped are being established faster than the required numbers of specialists are being trained. Much more inservice training for regular classroom teachers and administrators is needed to help them recognize early the learning problems and emotional difficulties of children who could benefit from special services. Early detection pays off in two ways: (1) it permits prompt professional assistance before the problem is compounded, and (2) it makes possible the best use of scarce specialists. Inservice training could also help teachers adapt regular classroom procedures to accommodate a wider variety of students.

The consolidation of small school districts to form larger districts may make it feasible to hire at least some of the necessary educational specialists. Interdistrict cooperation is another possibility. Several districts could band together to hire a psychologist, for instance. Currently several groups of

districts are using federal funds (ESEA, Title VI) to hire personnel to supervise special education programs.

Regional Organizations

Considerable interest in promoting equality of opportunity through somewhat broader cooperative arrangements has been evident in recent years. Many states have made greater use of regional organizations than has Minnesota. Since 1960, six educational research and development councils (ERDC) have evolved here. These are voluntary cooperative organizations created to provide educational services over a broad geographical area. Not all school districts choose to be members, so there are many pockets of nonparticipation throughout the state. Services differ, depending on local needs. Some councils are research oriented while others are primarily service agencies. Since they rely heavily on federal financing, their continuation is uncertain. They have been developed as a result of local initiative, however, and this indicates an awareness of the need for some sort of regional service units in Minnesota.

The Joint Exercise of Powers Act and the availability of federal funds have led to the formation of other cooperative ventures such as the Montevideo Media Center, the Mankato Edu-Cultural Center, and other special service cooperatives. As an example of what these projects can provide: the Mankato Edu-Cultural Center offers a seven-county area such services as the use of a computer; an extensive film library; remedial reading consultants who work extensively with teachers; cooperative identification of students who need special education and cooperative utilization of funds available for that purpose; and psychological testing service with follow-up conferences and referral for parents and teachers. The center collects and distributes information concerning all types of cultural activities, educational conferences, programs, and various funding programs for which the schools might qualify. Small music and drama groups have been sent to the schools; children have been bused to symphony concerts and plays; an artmobile toured the area, as did a ceramist. These cultural services are being phased out, however, as the three-year federal funding period expires.

In an effort to coordinate these types of services, prevent duplication of programs, and ensure equal educational opportunities for all Minnesota children, the State Department of Education is exploring the possibility of establishing eleven educational service areas coinciding with the planning and development regions as designated by Governor LeVander. These would be known as Minnesota Educational Service Areas (MESA). The areas would be governed by a local board of directors and financed by local, state and federal funds. Among the unresolved questions are whether or not the MESA's should have taxing powers and whether membership should be permissive or mandatory. Such service areas could develop programs and services for their local school districts in the following categories:

- Administrative services
- Curriculum development

- Data processing
- Educational television
- Inservice training
- Evaluation and research
- Media centers
- Publication and dissemination of materials
- Pupil personnel services
- Regional planning
- Secondary, post-secondary, and adult vocational education
- Special education
- Teacher personnel services
- Vocational rehabilitation.

DISCRIMINATION, SEGREGATION, AND ISOLATION

Discrimination, segregation, or isolation, which often go hand in hand, can prevent some children from enjoying equal educational opportunities. Whether based on race, religion, ethnic or cultural background, or economic status of parents, segregation or isolation are deemed educationally unsound. For instance, children who live in racially isolated communities and have no association with children of other races may be deprived of a realistic preparation for life in a multiracial society. There may be discrimination against poor children, or handicapped children, or any other special group, but most is directed against children of racial minorities. It may be evidenced in textbooks, or in attitudes of teachers, administrators, or communities. It may result in lower educational standards in schools with high proportions of minority students.

Textbooks have changed considerably in recent years, but in some fields the changes are coming slowly. For example, a textbook called *Minnesota, Star of the North* which described Indians as "savages," "heathen," and "always lazy" is just now being phased out of some of our schools and was removed from some others last year. The viewpoint of most history books has been very biased. Americans who fought wars to defend their country are depicted as patriotic and good but Indians who did the same thing are usually labeled bloodthirsty savages or something similar. The history of black people in our country has been almost entirely excluded from the courses taught in our schools.

It is hoped that the new Minnesota Indian Education Committee will be able to help school districts initiate some much-needed reforms in Indian education. The committee has been working with the State Department of Education since January 1969 to improve education both for and about Indians. One of the things they are doing is listing textbooks acceptable for use in public schools.

The attitudes of teachers and administrators can affect children's attitudes and their opportunities for equal education. If teachers don't expect a child to do well, chances are he won't. If a child is constantly looked down upon, chances are he will soon look down upon himself. A social worker reports that the principal of a public school in Minnesota with both black and Indian students told her and other school personnel that whites

are first class citizens, blacks are second class citizens, and Indians are third class citizens! It seems unlikely that the students in that school are unaware of the principal's attitude. Organizations of educators are working to improve the preservice and inservice education of teachers to enable them to deal more effectively with a variety of students. Examples are black history courses and sensitivity training to improve teachers' attitudes and increase their understanding of the needs and feelings of others. Although qualified black and Indian personnel are in short supply, many school districts have been able to hire minority teachers and other staff members. The Minneapolis School Board recently hired their first consultant for Indian affairs, the only one in the state and possibly the nation.

Since school populations reflect housing patterns, some schools have a large proportion of minority students. These children may not receive equal educational opportunity. In the past such schools were usually the oldest, had the poorest facilities and the poorest teachers in the school district. The education offered was not relevant to the students' needs; instead it was designed to fit them into the white middle-class mold. While many changes have been made in the last few years, these students probably are still not achieving at the same level as students in predominantly white schools.

To speed up the elimination of racial imbalance and de facto segregation in Minnesota public schools, the State Board of Education is attempting to develop guidelines to help local school districts overcome these problems. Since the residents of most school districts in Minnesota include no racial minorities, students in these schools are racially isolated. The State Department of Education is suggesting that such schools should include information on other races in their curricula and make every effort to prepare their students for life in a multiracial society. Bibliographies have been prepared by the social studies consultant with the help of library personnel in annotating the material.

PROVISION OF FINANCIAL SUPPORT

Money is one of the most important factors influencing a child's educational opportunities. He is deprived of equal opportunities if the district in which he happens to live does not have enough money to provide the buildings, equipment, supplies, teachers, other staff members, and special services that he needs. Since money for public education will always be limited, few, if any, school districts will ever have as much as desired. Consequently some public policy questions must be answered. What priority should be given education in relation to other governmental expenses? How much can be spent on education? How can it be spent to achieve maximum learning for children, individually and generally? How can state aids be distributed so as to make equality of educational opportunity possible?

Foundation Aid

The money distributed to local school districts as foundation aid (See Appendixes C and D) represents the State's major effort to equalize edu-

cational opportunities throughout Minnesota. It is intended to make up, at least partially, for the differences in tax bases among school districts. For example, among school districts in the metropolitan area eight districts—Centennial, St. Francis, Jordan, Anoka-Hennepin, Lakeville, Spring Lake Park, Belle Plaine, and Osseo—receive at least two-thirds of their net current expenditures from state aids. Districts with larger tax bases such as Golden Valley receive less than 30% of their net current expenditures from the state. Foundation aid falls far short of providing truly equalized support for all schools. For example, some school districts are able to support a high level of expenditure (excluding transportation, capital outlay, and debt costs) per pupil with a relatively low property tax while others must levy higher property taxes to provide a lower level of expenditure per pupil. Citizens League figures show that for schools only, Minneapolis taxpayers pay about \$128 per year on an \$18,000 house to support an expenditure of \$598 per pupil while Fridley taxpayers must pay about \$292 per year on a similar house to support an expenditure of only \$475 per pupil. Edina and Golden Valley taxpayers support relatively high expenditures with comparatively low tax rates while taxpayers in poorer districts such as Osseo and Brooklyn Center must pay higher taxes to provide relatively lower expenditures per pupil. Among school districts in the state in 1968, the amount of money spent on operating and maintenance costs varied from \$300 to \$747 per pupil. Costs should vary since children's needs differ; the problem is to distribute the money according to need. Are those districts with low expenditures per pupil spending less because their students have less costly needs or only because they don't have the resources to provide more?

Another indication that the foundation aid is not accomplishing its goal is the fact that some school districts, even with foundation aid, must apply for emergency aid every year in order to operate their schools. Centennial, a suburban district north of St. Paul, is one of those which cannot operate its schools without emergency aid. In spite of relatively high foundation aid and a local tax effort which is consistently among the highest in the state, the district cannot raise enough money to run its schools because it has a very small tax base (no industry and relatively low-cost housing) and a large number of children to educate.

Foundation aid, using the present formula, does not sufficiently equalize educational opportunities for several reasons: it does not recognize all the factors involved in a district's ability to pay or all the costs of education; only about 42% of it is given on an equalization basis; and it is only mildly equalizing. Many states use a much stronger equalizing formula. Since each district normally is guaranteed a minimum of \$133 (1969-70) per pupil unit, that much of the foundation aid is actually on a flat grant basis. Only that aid over and above the minimum is used for equalization. If all state aids are considered, the equalization portion is about one-third.

Ability to Pay. The formula uses property valuations as the only measure of ability to pay. Many people think that per capita income is a more accurate reflection of ability to pay. Some districts with high property valuations have many residents with little ability to pay for schools. This is

true, for example, in the central cities which have high property valuations even though many residents have low or fixed incomes. About 30% of the homeowners in both Minneapolis and St. Paul are age 65 or over. Most of these people are on a fixed income which does not increase each year as do school (and other) costs. These statistics from Minneapolis illustrate the general situation in the central cities. In 1960, 68% of all Minneapolis families had an income of \$7,000 or less. Although only 14% of Minnesota families lived in Minneapolis in 1960, the city contains 28% of Minnesota families receiving aid to families with dependent children (AFDC).

The central cities are not the only areas of the state with large proportions of low-income families. In 1960 the median family income in 40 counties was under \$4,000. But these regions generally do not have high property valuations. Therefore, most of the school districts in these areas receive larger amounts of foundation aid and do not need to rely to as great an extent on property taxes for school support as do the central cities.

Another factor which cuts into the ability to pay for schools in first class cities is the relatively high municipal costs. These costs, paid from property taxes, reduce the amount left over to pay for schools. In Minneapolis just over 38¢ and in St. Paul just over 39¢ of the property tax dollar goes for schools, while 29 other school districts in the seven-county metropolitan area all spend over 50¢, with 24 of them spending over 60¢ per property tax dollar for schools. This "municipal overburden" (high cost-high service) is not taken into account in the foundation aid formula.

The ability to pay for schools is reduced in some cities and villages because of high special assessments, which are also taxes on property. When communities must finance large capital expenditures such as those for sewers, municipal water systems, etc. the ability of their residents to pay for schools is reduced. The foundation aid formula makes no allowance for this situation, however. These communities are often the same ones that are growing rapidly and consequently must build many new schools, too.

Needs. Besides not measuring ability to pay very accurately the foundation aid formula does not acknowledge all the costs of education. Capital expenses such as those for new buildings, renovating older buildings, or acquiring school sites; expenses of paying off debts; and the extra costs of educating the disadvantaged, the handicapped, the gifted, or those living in isolated areas are not considered in determining foundation aid.

For the rapidly growing school districts that must build a new school every year—and sometimes more than one—capital outlay and debt service are very important, costly items. These costs have become so large in Anoka-Hennepin for example, that the school board may have to apply for emergency aid to pay debt service costs so there will be enough local money left to operate the schools. Older districts faced with replacing or renovating older buildings have a similar problem. Many old buildings are used long after they ought to be replaced, or at least remodeled, simply because of the high costs involved. Minneapolis is using 19 buildings over 88 years old; St. Paul is using 22 buildings which are considered fire hazards.

The foundation aid formula does not take these costs into account, and there are no other state aids for this purpose. All capital expenditures and debt service costs must be paid from local taxes.

The foundation aid formula recognizes some differences in costs of educating children of various ages: elementary students are counted as one pupil unit, kindergartners as half a unit, and secondary students as one and one-half pupil units (1.4 units beginning in 1970-71). It does not recognize, however, the extra costs of educating certain students. For example, in 1967-68 St. Paul school officials estimate they spent nearly four times as much per pupil to educate physically handicapped children as they did to educate regular elementary students. Students in other special education classes cost about 2¼ times as much per pupil as did elementary pupils in regular classes.

There are special state aids which cover part of these extra costs. The State pays 60% of the salaries of all special education personnel up to a maximum of \$5,300 per salary; it also pays 50% of costs up to \$50 per child for supplies and equipment. Since these state funds cover only part of the extra costs, districts must make up the difference with local monies. This is an added drain on those districts educating large numbers of resident handicapped children, such as the central cities. In 1965-66 the three first class cities with 17.6% of the state public school enrollment had the following proportion of the state enrollment in the various classes of handicapped. These high percentages are due in part to better facilities for diagnosing handicaps so more of these children are identified and given special education.

Type of Handicap	Percent in 3 First Class Cities
Educable mentally retarded	33.8
Trainable mentally retarded	33.1
Hearing impaired	80.5
Visually impaired	51.7
Crippled	78.2
Speech impaired	12.9
Special learning disabilities	74.1
Homebound hospital domiciled	32.4

Compensatory education and special teaching aids for children from low-income families are other added costs not considered in the foundation aid formula. Here again the central cities bear much of the extra burden. For example, 20% of the public school students in Minneapolis come from low-income families as defined by Title I of the Elementary and Secondary Education Act, and 10% come from AFDC families. These are often the same children who exhibit a high degree of mobility. In Minneapolis total enrollment changes amounted to half the average daily membership in the elementary, one-third in the junior high, and three-tenths in the senior high during one year. In addition, the high rate of absenteeism among these children reduces the amount of foundation aid a district receives since aid is based on average daily attendance. School costs are not reduced when students are absent, so average daily membership might provide a more equitable basis for granting aid.

The 1969 Legislature added some special aids to cover part of the extra costs involved in educating disadvantaged children. These include: money for rental or purchase of talking typewriters (used for remedial reading), \$30 per student from a family receiving AFDC payments if such students comprise 20% or more of the school's population, \$30 per Indian student (if payment is not being made under the previous provision), and aid for inservice training courses in human relations for teachers and administrators in schools with 50 or more racial minority children. These aids do not begin to cover all the extra costs but they do give some assistance to the districts serving most of these students. (They are less than 0.4% of the total state school aids. See Appendix D.)

Schools which provide special programs for gifted children do not receive any state aids to help cover the extra costs. Consequently, most schools offer nothing extra to help these children fully develop their abilities.

Foundation aid does not make allowance for the problems incurred by the extremely sparsely populated regions of the state. School districts do receive special transportation aid but it does not always pay all the costs. Also, in some areas the distances combined with Minnesota winters make it impractical to assemble enough students for a really efficient school with educational opportunities equal to those in other areas of the state. In some cases it may be necessary to take mobile classrooms, laboratories, libraries, and various specialists to the students rather than vice versa. At any rate if these children are to have equal opportunities, the costs will undoubtedly be high. At the present time the state is doing little to help pay these costs.

Levy Limits

In distributing foundation aid unequally, with poorer districts getting more and richer districts getting less, it is assumed that wealthy districts can raise more money locally. But since districts are limited by state law as to the amount they can raise locally, this is not always true. Minnesota has had a levy limitation since 1921. It was a reaction to the alleged high rates of spending by school districts on the iron range. At that time the levy limit was \$60 per capita (total district population, not pupils). The rate, of course, has changed several times since then. In 1969 it was raised from \$326 to \$390 per pupil unit (subject to adjustments based on the consumer price index). Golden Valley, Rochester, South St. Paul, and districts in suburban Ramsey County are exempt. Suburban Hennepin County districts have a limitation, but due to special legislation, their limit is higher than that in the rest of Minnesota. Special laws applying to the three first class city districts have the practical effect of making their limits lower than the general limit. About 40 districts sought special relief from the 1969 Legislature but none was granted except a change in the Hennepin County limit and the change in the general law.

Because districts with high assessed valuations get less foundation aid than districts with low valuations and because the dollar amounts per pupil each is permitted to raise locally are equal, if each levies taxes up to the limit, richer districts will not have as much to spend per pupil as poorer districts. Taxpayers in the poorer districts, however, may not be willing to

pay the high mill levies necessary to raise the total amount permitted under the levy limitation, so they may not actually spend as much per pupil as the richer districts. On the other hand, some districts receive so little foundation aid that they need to raise more money locally than the levy limitation permits.

In December 1969 the Burnsville School Board filed suit challenging the state limits on school tax levies. The board claims the differing levy limitations are a violation of the Minnesota Constitution which requires a uniform system of public schools and since some schools are exempt and some have higher limits, the schools are not uniform. The West St. Paul school district has joined Burnsville and others may support them also.

Transportation Aid

The state pays school districts 80% of their transportation costs up to \$60 per pupil. Only independent school districts with at least 18 sections of land (or 12 if the district was operating before 1957), are eligible, however. At the present time 16 districts receive no regular transportation aid. Any district may receive up to \$225 per child for transporting handicapped children. However, in Minneapolis, for example, it costs \$323 a year to transport a visually handicapped child and \$370 to transport a crippled child. The difference, of course, is paid out of local taxes.

Some children may be deprived of equal educational opportunities because their school district does not receive transportation aid. Besides just transporting students between their home and school, busing can also be used to permit student use of special learning centers such as those for reading, math, art, science, vocational courses, or others. Districts which do not receive transportation aid may be reluctant to use busing for this purpose. Consequently their students' opportunities are reduced. Busing can also be used as one way to overcome racial segregation. In Minneapolis one in every nine students is a member of a racial minority; over 50% of the Indian elementary students attend four of 68 elementary schools; 77% of the black elementary students attend eight of these schools; and five schools have a student body of more than 50% racial minority children. Minneapolis gets no state aid for transportation (except for the handicapped) and consequently not as many students have been bused as might have been otherwise.

It is interesting to note that school districts receiving transportation aid may now be reimbursed for transporting nonpublic school students, while no payments are made for public school students in some districts.

Vocational Aid

School districts offering programs in accordance with the state plan for vocational education receive state funds for vocational teachers' salaries and other expenses. Federal funds supply a large part of the money needed for vocational education programs. (See Appendixes D and E).

Emergency Aid

Some state funds are dispensed in the form of emergency aid to those school districts most in need. Need is determined on the basis of the as-

sessed valuation, the indebtedness, and the local effort being made by those districts applying for aid. Two million dollars have been appropriated for 1969-70; requests totaled four million.

Other State Aids

In addition to the aids previously mentioned, the state contributes to the school lunch program and grants a number of minor aids which affect only a few districts. These include aid to districts—principally on the range—where taxable valuation declined over 8% in a year; districts having at least 40% of the land exempt from taxes; districts with two or more sections of unleased state-owned trust fund lands; districts where railroad property accounts for at least 20% of the property valuation; and districts from which property used for a major airport has been detached. Some counties receive state funds for school purposes. If a county must levy a school tax in excess of the state average to help pay tuition costs for secondary students from districts operating only elementary schools, the state will provide equalization aid. Two counties with a large proportion of their land in nontaxed federal or state forests also receive special grants.

Beginning in 1969-70 the state pays three-fourths of teachers' salaries for continuing education programs leading to high school diplomas or equivalency certificates for adults over 16. State and federal funds cannot exceed \$4,800 per full-time teacher or a pro rata share for part-time teachers. (See Appendix D.)

Maximum Effort School Loan Fund

Besides grants, the state provides some assistance to certain school districts through loans. The maximum effort school loan fund has been established to make debt service loans and capital loans to local school districts. For a district to qualify, its school tax must exceed by 10% or \$5,000, whichever is less, the amount that a levy of 6.3 mills on the market value of property would produce. A district must also have a net debt over 98% of the debt limit or be within \$20,000 of the limit to be eligible for a capital loan. Debt service loans cannot exceed 1% of the district's outstanding debt. The State School Loan Committee (the Commissioners of Education, Administration, and Taxation) receives applications and grants approval for loans which must be repaid in 30 years.

Federal Aids

A number of federally funded programs affect the educational opportunities of Minnesota children. (For a listing of major types of federal aid in Minnesota, see Appendix E.) The ones involving the largest amounts of money and having the greatest effect on equality of educational opportunity are the Elementary and Secondary Education Act of 1965, and the Vocational Education Amendments of 1968.

The Elementary and Secondary Education Act (ESEA) covers many areas and every school district feels its influence to some extent. More than three-fourths of its funds are distributed under Title I which is meant to aid children who are educationally deprived because of economic or social factors. Aid is based on the number of pupils from families with incomes

below the poverty level, plus those from AFDC families, plus children in foster homes. Although the aid is determined by economic deprivation, the programs set up by a school district can include any child who is one or more years below grade level. These funds are meant to be used to develop remedial or therapeutic programs for elementary and secondary pupils. Local schools are encouraged to provide preschool programs for disadvantaged youngsters. These funds can also provide inservice training for teachers in human relations and techniques appropriate to the needs of disadvantaged children.

The purpose of Title III of ESEA is to stimulate creative and innovative programs and to establish supplementary educational service centers. As examples of some of the things being done in Minnesota under this title: educators in Rochester will develop and revise social studies and language arts programs, kindergarten through twelfth grade, to give students accurate information about racial and ethnic minorities; Minneapolis public schools will establish a regional center to diagnose and prescribe individual instructional plans for handicapped children and to provide teachers with diagnostic skills and training.

Title VI funds are used for efforts to make special education services equitably available to all Minnesota handicapped children.

Title VII supports projects intended to lower the dropout rate. Minnesota's participation is in the form of a pilot project to combat the dropout rate of Indian students both on reservations and in cities.

The Vocational Education Amendments replace all the previous aids in this field except the original Smith-Hughes Act of 1917 which provides funds for courses in trade and industry, agriculture, and home economics. The new vocational act authorizes funds for maintaining, extending, and improving existing programs of vocational education and for developing new programs. Part of the funds are earmarked for programs for the disadvantaged and handicapped, exemplary and innovative programs, residential schools, consumer and homemaking education programs, cooperative education programs, work-study programs, curriculum development, research, and leadership and professional development programs.

A number of federally funded programs encouraging innovation are available to any school district. Unfortunately, it is often the district in greatest need—the small school or the poor school—that is least able to participate. In many cases these schools do not have the staff to investigate the possibilities or to write acceptable applications for receiving funds. In addition, these schools are often the ones least able to implement the innovations which might substantially improve their educational programs.

Alternative Methods of Financing

Minnesota's current system of distributing state money to local school districts includes foundation aid which is meant to provide a certain minimum education for all. Special aids supplement this and help pay the extra costs of educating children with certain special needs. Since all children have special needs and individualization and flexibility are encouraged, a more logical approach might be to incorporate realistic measures of both

ability to pay and the needs of all children into one equalization formula. Then special aids would be unnecessary. This would eliminate the proliferation of groups demanding more and more special aid. Incentives to encourage desired educational programs, staffing policies, and the like could also be included in the formula. On the other hand, however, there are those who would argue that without special aids many schools would provide little if any education for some children, e.g., there would be few programs for the handicapped without special aids for that specific purpose. Apparently most of the arguments, pro and con, in the block grant vs. categorical aids controversy can be applied.

A number of individuals and organizations in Minnesota, in the nation, and abroad have made many different proposals for changes in financing education. These range from minor to major changes. Some consider methods of distributing money among local school districts. Other proposals are concerned primarily with where the money comes from, either from which level of government or from which tax, or both. Nearly all, however, suggest that the State should pay a larger proportion of school costs than is now the case. Some of these proposals are discussed below.

Direct Aid to Child. Over the years a number of people have suggested what is perhaps the most drastic change—giving financial aid directly to each child rather than to the school districts. The amount of aid could be adjusted according to each child's individual needs and he could attend the school of his choice. Although it would require a more radical change than appears likely, it might help to emphasize the child more than the school, might encourage more individualized education, and might help to eliminate the neglect of some children which sometimes occurs under our present system.

ACIR Proposal. The Advisory Commission on Intergovernmental Relations, a federally appointed bipartisan commission of 26 members representing all levels of government, recently completed a year-long study of state aids to local governments. They say, "State assumption of primary responsibility for public elementary and secondary school financing stands out as one practical way to achieve substantial parity of resources behind each pupil. As long as local school districts have wide latitude in setting their own tax levels, great variations in both wealth and willingness to tax will produce significant differences in the amount of resources behind each student and consequent differences in the quality of education itself.

"Increasingly, the cost and economic consequences of high quality and low quality education are felt well beyond the boundaries of the local school district. No student should be denied an adequate educational opportunity because of the accidents of local property tax geography."

The Commission recommends that educational costs be paid by the states and that local supplementation be restricted to not more than 10% of the state's payment. The Commission thinks failure to restrict local participation would undermine the objectives of equal educational opportunities and of making more of the property tax available for municipal and county use.

Michigan Proposal. The Governor of Michigan has proposed a shift in the financing of their schools from local communities to the State. His plan calls for a uniform statewide property tax levy for schools and payment of an increased portion of school costs from the state income tax. It would reduce inequities in the amount of money spent on each pupil and would shift the most rapidly rising part of the property tax—that for schools—from the local community to the State. Many tax experts believe that a property tax levied and distributed by the State is the best way to overcome the inequities in the property tax base among local districts.

New Brunswick System. The Province of New Brunswick, Canada, has recently undergone a major overhaul of its entire local governmental system, including schools. Their 422 school districts have been reduced to 33 with the elimination of many one-room schools with grades one through twelve, although two still remain. The Province has taken over all financing of education, including capital outlay and debt retirement, and there is a provincial salary schedule. Before the change the Province supported about 10% or 11% of school costs. Now to pay all education costs they have a high income tax which is a percentage of their federal tax, a sales tax which was increased from 5¢ to 8¢, and a provincewide property tax of \$1.50 per hundred dollars of market value.

The out-migration of teachers has been reversed but they find that teachers are still not eager to teach up in the north woods even when the pay is the same as in the city. Although they still have local school boards, the Province has veto power over curriculum, school sites, buildings, etc. This sometimes leads to patronage and many local groups demand large buildings and pad their budgets. The provincial veto power has curtailed innovations and educational advances and encourages mediocrity. They now believe their mistake was in the total takeover without leaving some local responsibility. Some say they tried to do too much too quickly without enough citizen participation. Others believe their schools have been improved in spite of the problems.

Legislators' Views. Recently expressed opinions of some Minnesota legislators include the following. Senator Holmquist, Grove City conservative, thinks the State should not pay all maintenance costs of education but should support a basic level of education. Then local districts should be able to supplement this amount if they wish. He wants to encourage innovation and creativity at the local level.

Representative Roy Schulz, Mankato conservative, has proposed that the State pay all education costs except those for construction and debt service. He says this would reduce school property tax levies by about 75% and most of the needed revenue could be raised by eliminating the federal tax deduction on state income taxes.

Representative Harvey Sathre, Adams conservative, would like to see the State set a uniform teachers salary schedule and pay all salaries with state funds. He believes Representative Schulz's proposal goes too far.

Representative Martin Sabo, Minneapolis DFLer, is encouraging equalization of school-aid funds which he believes should provide 75% to 80% of operating costs but not all of the costs.

Domian Report. The Bureau of Field Studies and Surveys, College of Education, University of Minnesota, prepared a report entitled *Education 1967, A Statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota*, commonly referred to as the Domian Report after the study's director. The study recommended that the State increase its share of educational costs to approximately one-half and that maintenance, capital outlay, and debt service costs be included. It further suggested a new formula for determining foundation aid. Factors influencing the new basic aid would include: an average cost for maintenance, capital outlay, and debt service; and the adjusted assessed valuation of property per pupil unit in average daily membership. Pupils would be weighted as follows: kindergarten— $\frac{1}{2}$ unit; elementary—1 unit; secondary $1\frac{1}{4}$ units; and vocational-technical $1\frac{1}{2}$ units. The basic aid would then be adjusted according to the training of staff members, the length of the school year, the ratio of pupils to certificated staff, educational overburden, and the penalty against small schools, if applicable. Staff training would be rated as follows: those without degrees—0.9; with four-year degrees—1.0; and advanced degrees—1.1. The average for the total staff would be the factor for adjusting the basic aid. Districts would also have their basic aid increased by $1/175$ for each day they are in session beyond 175 days per year—or reduced by a like amount for each day less than 175. A penalty of from 1% to 3% of their basic aid would be charged against districts with more than 23.5 pupils per certificated staff member. First class cities would get an additional 10% in recognition of their educational overburden. To encourage district reorganization, any school district with fewer than 1,500 students in grades one through twelve, unless it encompasses an entire county, would receive only 75% of its basic aid.

The report recommends that the portion of receipts from the sales tax allocated to school districts should be distributed as part of the foundation aid. In addition to foundation aid the state should provide 60% of transportation costs. Aids for handicapped and other special education services should also be distributed separately from foundation aid.

School Superintendents' Proposal. Another suggestion, concerned with providing extra aid to school districts with unique educational costs, was presented to the 1969 Legislature by a group of school superintendents. Rather than the flat 10% additional for first class cities as the Domian Report proposed, this group suggested that a list of factors which give an index of the educational environment be used to devise a formula for the distribution of extra aid. They identified three problem areas: (1) change in enrollment, (2) tax overburden, and (3) socio-economic conditions. Within the area of tax overburden they would consider:

- current adjusted assessed valuation per pupil unit
- current adjusted maintenance expenditures per pupil unit
- debt service per pupil unit
- proportion of school property tax to total property tax
- proportion of special assessments to total property tax

Their suggested socio-economic indicators were:

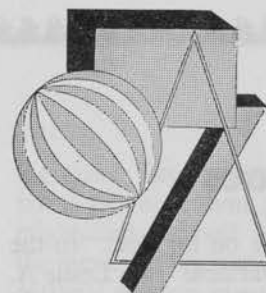
- proportion of the number of persons age 60 or over
- proportion of the number of persons age 25 to 59
- proportion of the number of persons 24 years or less
- proportion of families receiving AFDC
- proportion of enrollment who are foster or neglected children residing in foster homes
- proportion of the district enrollment from low-income families
- educational level and median years of schooling of the population aged 25 or over
- proportion of students who fall below accepted educational competence as determined by standardized tests approved by the State Board of Education
- per capita income.

This proposal was not adopted by the legislature but a little money was appropriated in the form of special aids to ease slightly the educational overburden of the central cities (see page 31.)

Related Proposals. Proposals have also been made for reducing the fiscal disparities among communities and school districts in the metropolitan area. (For more information on this topic, see *Financing Services in the Twin Cities Metropolitan Area*, Council of Metropolitan Area Leagues of Women Voters.) One advanced by the League of Minnesota Municipalities involves the levying of a uniform tax throughout the metropolitan area. They suggest a 1¼% gross income tax, a 2% sales tax, or a 35 mill property tax in that order of preference. Half the revenue from such a tax would be distributed to the school districts on the basis of need and ability to pay. A system of weighted pupil units, including extra weighting for "high cost children," would be used to determine need. Ability to pay would be based on assessed valuation per pupil unit and per capita personal income.

The Citizens League has also presented a proposal for reducing fiscal disparities in the metropolitan area. They suggest that 50% of the growth in the commercial-industrial assessed valuation in the metropolitan area should be shared among all communities and school districts in the area, probably according to population.

Another proposal of the Citizens League is aimed at getting a better return from the school tax dollar. To accomplish this they recommend: (1) employment of auxiliary personnel to perform tasks which do not require a college degree, (2) establishment of a "differentiated staffing plan" by which teaching personnel are classified on the basis of their jobs and responsibilities and compensated accordingly, (3) adoption of 12-month salary schedules with adjustment for fewer months of employment, and (4) separation of the roles of professional educators and business administrators.



CONCLUSION

From this broad and admittedly general overview of the education scene, it is clear that inequalities in educational opportunity do exist in Minnesota. Some are glaring; others are more subtle. It is also clear that many educators, administrators, school directors, legislators, and concerned citizens recognize the need for remedial action. Through the gloom, signs of progress are visible. In more ways and in more situations than we realize, perhaps, innovative ideas are being put into practice. And the all-important question of how to finance education more equitably and adequately is receiving serious consideration at both the state and federal levels.

But resistance to new programs, new methods, and new educational objectives is vigorous too. Alarm over the seemingly unprecedented rebelliousness of today's youth has engendered demands for more, rather than less, rigidity in the educational system: more authoritarianism; higher academic standards for everybody without regard for individual differences; less freedom of choice; more emphasis on the three R's and little (or none) on relevant programs designed to encourage social interaction, deal with the students' emotions and personal concerns, and prepare them more adequately for life in a complex and rapidly changing world.

If equality of educational opportunity is our goal, and if its achievement requires the provision of programs that meet the individual needs and interests of all children so that each child may develop fully his own potential, whatever it may be, at the rate and in the environment in which he learns best, then *flexibility* rather than rigidity must surely be the watchword. Individualization of education is not an impossible dream. It is happening in a number of schools right now. Is Minnesota ready to move faster in that direction? Do you want it to? What further steps should the State take to promote equal educational opportunities for all children throughout Minnesota? Should the State Department of Education be strengthened to provide more leadership? If so, how? Should the State play a more active role in the area of research? What, if any, changes are needed in the training of teachers? Or in the area of financing? Which changes should be undertaken first? If you were to set down your own priorities, what would the list contain?

Many people, both educators and others, are working to improve educational opportunities in Minnesota. What can you as an interested citizen do? At the state level? At the local level? At the national level? Our schools can only be as good as citizens demand and are willing to finance. Investigate, ask questions, and let your views be known.

Games for Insomniacs

Some night when you can't sleep anyway, try this on for size: "In the classroom system, time is fixed, and completion is the variable" says Leslie A. Hart, author of a new book entitled *The Classroom Disaster*. Hart would do a turnabout. He would make completion the fixed factor and time the variable. His thesis is: Some students master a given amount of work in a given period—a semester or a school year—while others master only fragments. Yet most of these others are moved along despite the gaps and weaknesses in their preparation. If time were the variable factor we would predetermine (for each phase) what *must* be learned, including basic concepts. "How long it takes," he says, "we really don't care, so long as delay is not caused by some negligence or failure of the school." To make it possible and palatable for all children to master the fundamentals, he would utilize individual instruction, team teaching, modular scheduling, teachers' aides, counseling, research, new technologies, and other imaginative approaches.

Hart is not an educator. He is a playwright, an advertising man, and a very concerned parent. After eight years of research during which he interviewed a host of educators and visited schools of many types, Hart is convinced that our children are the victims of the classroom and that this "monster" must go. As a concerned citizen, what do you think?

Another Game

Pretend you are writing the education plank in a party platform. Pretend it will become public policy. Pretend other public policies can be adjusted to accommodate your educational blueprint. Your overriding concern is to make it possible for every child in Minnesota to get the kind of education that will help him develop his capabilities to the fullest. What features of the present system would you strengthen? Throw out? What elements would you select as most essential to learning?

Suppose you said "teachers." That could lead to a wide range of considerations: the screening of applicants for professional training, the kind and quality of training provided, teacher-pupil relationships, ways of overcoming inflexibility, community attitudes toward school personnel and vice versa, the status of teachers, remuneration and bargaining rights, and so on and on.

Suppose your No. 1 priority were auxiliary personnel—consultants and specialists as well as paraprofessionals who relieve teachers of nonteach-

ing tasks. Then the matter of differential staffing and all that it implies in terms of curriculum and methodology would engage your attention. You might find yourself questioning the provision of categorical aids for only the most visibly handicapped, arguing that everybody needs special educational services in varying amounts.

High on your list might be physical and social school environment conducive to learning. Considerations in this area would include quantity and quality of space, resource materials, equipment, teaching methods, scheduling, optimum school size, and the hardy perennials of segregation, isolation, and discrimination.

Maybe you would stress research to increase our limited knowledge about the learning process. Maybe you would opt for a thoroughgoing evaluation of new techniques and new methods before urging the wider use of any of them.

Or perhaps you believe improvement of the home and community environment should be the prime target in working toward equalization of educational opportunity. If so, your platform plank might contain recommendations about lowering the age at which children start school; providing parent education; making training and educational resources available to all individuals in the community, regardless of age; fostering trust among students, school personnel, parents, and the community-at-large through participation and involvement of all segments in the educational process.

Maybe none of the elements mentioned would appear on your list of priorities. Any number of others might take precedence. In this game each player makes his own choices. Once having done so, however, he is honor bound to consider how he would pay for the programs and policies he advocates. Would he cut some items of the budget to allow for increases elsewhere? Would he spend more for education? If so, who would he tap and how? A quick review of the section on financial support might be useful at this stage. Goodnight—z z z z z z

Awake again? You were dreaming? Somebody kept changing the position of the cart and the horse? There was muttering about family background and peer influences being the real determinants of educational achievement? The educational system, it was said, doesn't actually matter all that much? The core problems are poverty, racial and economic segregation, differing values and attitudes? Well, why not think about that tomorrow!

APPENDIX A LOCAL SCHOOL DISTRICTS

Common School Districts operate elementary schools with one or more teachers. A few, having contracts with special districts or in which 75% of the children attend private schools operating on both elementary and secondary levels, still operate no schools. They are governed by 3-member boards elected to 3-year overlapping terms. The tax levy is set at the annual meeting by the citizens of the district.

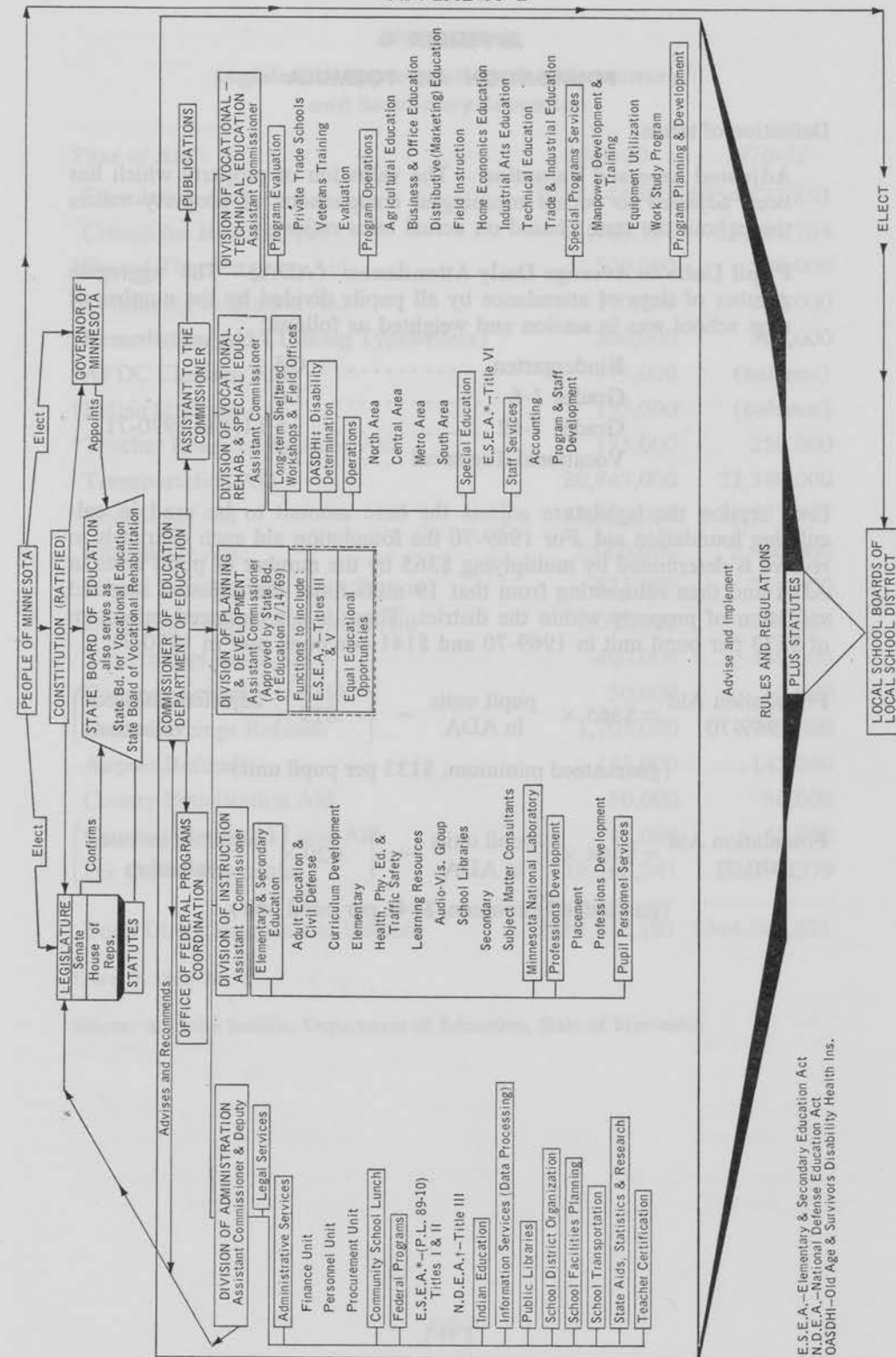
Independent School Districts generally operate grades 1 through 12, with or without kindergarten. A few do not operate secondary schools but send their students to a neighboring district on a tuition basis. A 6- or 7-member board sets the school tax levy and hires a district superintendent who directs the educational program. School board members are elected for staggered terms ranging from 3 to 6 years.

Special School Districts operate under the same laws and rules as the independent districts except where there are special laws or charter provisions. The only special districts remaining—Minneapolis and South St. Paul—elect 7-member school boards.

Associated School Districts were expected to provide a secondary education vehicle for two or more elementary districts. Although the legislature made statutory provisions for these districts, it failed to fund them, so none has ever operated.

Unorganized Territory is that portion of a county not included in an organized school district. It is a public corporation supervised by a 3-member board made up of the county school superintendent, the county treasurer, and the chairman of the county board of commissioners.

APPENDIX B



APPENDIX C

FOUNDATION AID FORMULA

Definition of terms:

Adjusted Assessed Valuation — The valuation of property which has been adjusted to permit meaningful comparisons of property values throughout the state (based on actual sales ratios).

Pupil Units in Average Daily Attendance (ADA) — The aggregate number of days of attendance by all pupils divided by the number of days school was in session and weighted as follows:

Kindergarten	0.5
Grades 1-6	1.0
Grades 7-12	1.5 (1.4 in 1970-71)
Vocational-Technical	1.5

Each session the legislature adjusts the base amount to be used in calculating foundation aid. For 1969-70 the foundation aid each district is to receive is determined by multiplying \$365 by the number of pupil units in ADA and then subtracting from that 19 mills times the adjusted assessed valuation of property within the district. There is a guaranteed minimum of \$133 per pupil unit in 1969-70 and \$141 per pupil unit in 1970-71.

$$\text{Foundation Aid}_{1969-70} = \$365 \times \text{pupil units in ADA} - \left[.019 \times \text{adjusted assessed valuation} \right]$$

(guaranteed minimum, \$133 per pupil unit)

$$\text{Foundation Aid}_{1970-71} = \$404 \times \text{pupil units in ADA} - \left[.020 \times \text{adjusted assessed valuation} \right]$$

(guaranteed minimum, \$141 per pupil unit)

APPENDIX D

Legislative Appropriations for Elementary and Secondary Education

Type of Aid	1969-70	1970-71
Foundation Aid	\$237,144,402	\$254,877,863
Classes for Handicapped	11,763,758	17,001,704
†Shared Time Program Aid	500,000	500,000
†Continuing Education Aid	170,000	200,000
†Remediation Aid (Talking Typewriters)	300,000	300,000
†AFDC Children Aid	475,000	(balance)
†Indian Students Aid	155,000	(balance)
†Teacher Inservice Training Aid	195,000	250,000
Transportation Aid	20,845,000	22,380,000
Vocational Aid	13,100,000	20,271,875
Emergency Aid	2,000,000	2,000,000
School Lunch (State Contribution)	525,000	550,000
Declining Taxable Valuation Aid	1,000,000	750,000
Tax Exempt Land Aid	400,000	400,000
Common School Land aid	50,000	50,000
Gross Earnings Refunds	1,705,000	1,780,000
Airport Refunds	145,000	145,000
County Equalization Aid	50,000	50,000
Counties Nontaxed Land Aid	48,000	48,000
Per Capita Payments	19,768,941	22,494,379
Total Direct Payments to Schools	\$310,340,101	\$344,048,821

†New in 1969-70

Source: Statistics Section, Department of Education, State of Minnesota

APPENDIX E

Major Federal Aid Received by Public Schools in Minnesota, 1968-69†

Type of Aid	Amount	Special Purpose
Adult Basic Education (P.L. 89-750)	\$ 320,250	For those 18 and over with inability to read and write English
Arts and Humanities (P.L. 89-209)	9,041	Strengthen arts and humanities through equipment purchase and minor remodeling
Education Professions Development Act (EPDA), B-2 (P.L. 89-329)	331,551 (9,946)*	To recruit professional persons into teaching and to train them by short intensive training; to hire teacher aides to help present teachers
Elementary and Secondary Education Act (ESEA), Title I (P.L. 89-10)	18,601,080 (186,360)*	For educationally disadvantaged
Grants for Children of Migratory Families (P.L. 89-10)	219,211	Grants for migratory children attending local schools
ESEA, Title II (P.L. 89-10)	996,022 (49,801)*	Library books and materials
ESEA, Title III (P.L. 89-10)	2,414,449 (207,677)*	To stimulate creative and innovative programs and supplementary education centers
ESEA, Title VI	522,633	Improvement of programs for the handicapped child
Federally Impacted Areas (P.L. 81-874)	2,891,394	Aid to districts with a large influx of children due to Federal activity
Highway Safety Act (P.L. 89-546)	400,708	Implement a statewide driver education program
Johnson-O'Malley Act (P.L. 74-683)	304,818	Grants to local districts for Indian education

Manpower Development and Training Act (P.L. 87-415)	2,962,511	Develop necessary vocational skills and training
National Defense Education Act (NDEA), Title III (P.L. 85-864)	1,589,891 (35,901)*	Improve and strengthen science, math, modern foreign language, and other subjects
NDEA, Title V-A (P.L. 85-864)	311,919	Improve counseling and testing
School Lunch and Milk Program (P.L. 89-864)	5,527,545	Promote health and nourishment
Food Commodity Value	3,500,000	
Vocational Education Amendments of 1968 (Includes Smith-Hughes, George Barden, and Vocational Ed. Act of 1963)	5,401,353	Improve vocational education
Total	\$46,303,982	

† A small amount of federal aid goes directly from Washington to local school districts and is not included in these figures.

* Figures in parentheses indicate amount of grant designated for administrative purposes.

Source: Office of Federal Programs Coordinator, State Department of Education.

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* May be obtained from Minnesota Department of Administration, Documents Section, St. Paul, Minnesota.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 Wabasha Street

Saint Paul, Minnesota 55102

February, 1970



SUBJECT: Update of Appendix C in Equality of Educational Opportunity

Definition of terms:

EARC - Adjusted Assessed Valuation - Equalization Aid Review Committee adjustments of the valuation of property to permit meaningful comparisons of property values throughout the state. Usually 1/3 of the auditor's mills for tax rates.

Pupil units in Average Daily Membership (ADM) - the sum of all pupils for the number of days of the school year each pupil is enrolled divided by the number of days said schools are in session. Membership means the number of pupils on the current roll of the school counted from the date of entry until withdrawal.

Pupil Units as follows:

Kindergarten.....	0.5
Grades 1-6.....	1.0
Grades 7-12.....	1.4
Vocational-Technical.....	1.5
AFDC.....	0.5 (in addition to other units)
Middle School.....	1.4

In 1971, the legislature revised the basic formula which determines foundation aid for the various districts. The required local effort was increased, the base amount was greatly increased to reflect actual costs, AFDC aid was included in the formula and levy limits were imposed on all districts in a more uniform manner through a formula directly related to the foundation aid formula. The levy limits are, in effect, a total expenditure limit including both local taxes and state aid received by the district. The guaranteed minimum aid is increased to \$215 per pupil unit.

Basic Foundation Aid - 1971-72

$$\begin{array}{rcl} \$600 \times \text{pupil units} & - & [.030 \times 1970 \text{ EARC}] \\ \text{in ADM} & & \text{valuation} \end{array}$$

In figuring pupil units, any district that loses units from 1970-71 to 1971-72 will have 1/2 of the units lost added to its actual pupil units for aid purposes.

No district will receive less aid in 1971-72 than it did in 1970-71.

Levy limitation - 1971 levy payable in 1972

For districts spending at or above the state average of \$663.

$$\begin{array}{rcl} 1970-71 \text{ maintenance} & & \\ \text{cost per pupil units} & + & \$87 \\ \text{in ADM} & & \\ \hline 750 & \times & 30 \text{ mills} \\ & & (1970 \text{ EARC mills}) \end{array}$$

But districts may not levy more than the amount raised by 30 mills based on the 1970 EARC valuation.

For districts spending less than \$663

$$\begin{array}{rcl} \left[\begin{array}{rcl} 1970-71 \text{ maintenance} & & \\ \text{cost per pupil unit} & + & 87 \\ \text{in ADM} & & \\ \hline 750 \end{array} \right] & \times & 30 \text{ mills} \end{array} + \text{the dollar amount of the following:}$$

$$\left[\begin{array}{rcl} 1970-71 \text{ maintenance} & & \\ \text{cost per pupil unit} & + & 87 \\ \text{in ADM} & & \end{array} \right] - 750$$

Cities of the first class may not add more than the dollar equivalent of 1.5 mills based on the 1970 EARC valuation.

Basic Foundation Aid 1972-73

$$\begin{array}{r} \$750 \times \text{pupil units} - \\ \text{in ADM} \end{array} \left[.030 \times \begin{array}{l} 1970 \text{ EARC} \\ \text{valuation} \end{array} \right]$$

Guaranteed minimum of \$215

UNLESS the district spent less than \$663 in local maintenance cost per pupil unit in 1970-71, in which case the formula for 1972-73 is:

$$\left[\begin{array}{l} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} + 87 \times \text{pupil units} \\ \text{in ADM} \end{array} \right] - \left[\begin{array}{l} \text{in ADM} \end{array} \right]$$

$$\left[\left(\frac{1970-71 \text{ maintenance cost} + 87}{750} \right) \times .030 \right] \times 1970 \text{ EARC valuation}$$

Levy Limitation - 1972-73

$$\frac{\begin{array}{l} 1970-71 \text{ maintenance} \\ \text{cost per pupil unit} + 125 \\ \text{in ADM} \end{array}}{750} \times \begin{array}{l} 30 \text{ mills} \\ (1971 \text{ EARC mills}) \end{array}$$

But not more than the amount raised by 30 mills based on the 1971 EARC valuation.

Districts which qualified for an additional levy the preceding year may levy the same additional amount per pupil unit if the 1971 additional levy + 750 exceeds 788.

Analysis of House Research Report:

External Determinants

The question asked by the Analyst was: are there systematic (regular, predictable) differences in the spending patterns of school districts based on factors not determined by school district expenditure decisions? She calls these external characteristics. Examples of external characteristics are: population, region, EARC. Considered as internal are: salaries, expenditures for fuel oil and tax revenues. The study was limited, and thus the applicability of the study was also limited by not being able to find data on several important subjects (variables).

Left out of the study were consideration of the effects of changing enrollments, changing wealth, and changing district size. Population density was not included in an accurate or direct form. A substitute was invented and used. This is called a proxy variable. Its adequacy is subject to challenge. Variables analyzed were district total population, district enrollment and weighted enrollment. Wealth variables used were EARC valuation, assessed values as certified by the EARC and individual federal adjusted gross income. These were analyzed on a per pupil unit basis. Also included was the proportion of assessed value that is residential property. Location variables included economic development region, used two ways. The first use was to see if there was a relationship between region and expenditure level. The second use was as an outside limit for the other variables. A check was made on statewide calculations by doing them by region also. Urbanization, an invented scale, was used as a proxy for density of population. Unique Educational Needs were looked into with two variables: proportion of students which are "handicapped," and students from AFDC families. These were all related to expenditure. Two measures of expenditure were used. Maintenance expenditure and total expenditure.

Technique of Analysis Used.

Statistics is really very logical and based on simple ideas. All statistics are summaries of information. One doesn't have to understand the mathematics used to make the summaries because that is complicated and difficult, as long as one realized that they are processes of summarization. What is necessary is to understand what information is being summarized and how the results are presented.

Four kinds of summaries were made of the information gathered from school districts for this study. The first kind is called correlation. It is a summary of the co-relationship between two pieces of information. The question it answers is how much of a change in one is due to a change in the other? The answer ranges from none to all. Since change can be in either direction, the answer is expressed in numbers ranging from -1 to +1. This number is called r because Mr. Pearson, who devised this summary, liked that letter. Multiplying the number which is r by itself (r^2) gives the percentage of the change in one which can be predicted from a change in the other (also called accounted for). An r of .7 means that $.7 \times .7$ or 49% of change is explained. This is a fairly strong relationship. This is a summary of two pieces of information in relation to each other - or a series of such summaries.

Regression is a kind of summary of a series of correlations - usually over time. Instead of measuring the relationship of one instance to another, it measures the relationship of a number of examples of one thing to a similar number of instances of another. It summarizes the information gained from all these relationships when plotted out as on graph paper. One gets a scatter of points of information. The shape and direction and density of the scatter tell how close the relationship is. An easy way to summarize this is by drawing a line through the bunch of individual points so that it is as close to the greatest number as possible. This is called the regression line. It is a good summary because a line can be described mathematically much more simply than a patch. This description is called the regression

equation. This is simple linear regression. The same principle can be applied to a group of things thought to be related to another thing. It tells how much each thing is related to the target. This procedure is called multiple regression. The fourth kind is called canonical correlation analysis. It summarizes the relationships between two groups of things. It works on the same general principles but is much more complicated mathematically.

Results.

There was no startlingly obvious statewide pattern. They did find that 20% of the variation in maintenance expense was related to income. By statistical standards, that's not a very large relationship, but it could be important in certain practical circumstances. The second strongest relationship found on a statewide basis was in the relationship between urbanization proxy and maintenance expenditure. 13.7% was the amount of change in maintenance accounted for. This also could be important in some situations. This variable also was a proxy for population density and may not have been a good one.

The combination which explained the most variation was EARC, income, urbanization and proportion of EARC which is residential. This explains 31%. Other factors not included in the study must account for the other 69%. Thus, there is little evidence of systematic differences in financial needs based on these characteristics over the entire state.

Regional Differences.

Strong relationships did not show up only for the Metro Area (Region 11). There didn't seem to be any pattern in these relationships however. (Average maintenance expense of \$810/pupil unit is true of both Region 3 and Region 11, for example.)

Urbanization has a very high correlation with maintenance expenditure in the Metro Area. In fact, the r of .7 explains 49% (r^2) of the variation in school maintenance expenditure within the region. This is the strongest relationship observed in the study. Other interesting findings are that 39.7% of variation within Region 11 of maintenance is associated with income. This relationship is slightly less in Region 10. The ratio of weighted AFDC to total pupil units is not strongly related to maintenance or total expenditures in any of the regions.

"The data shows that some poor districts spend heavily while some wealthy districts spend lightly. Population does not strongly influence spending habits..." The main conclusion drawn is that spending habits are the result of taste - either or the school board (or public - if any) or administration.

STATE OF MINNESOTA
OFFICE OF LEGISLATIVE RESEARCH
SENATE INVESTIGATIVE RESEARCH DIVISION

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February 4, 1975

MEMORANDUM

TO: Senator Jerald Anderson

FROM: Joyce Clague - Senate Research

RE: Minnesota Educational Assessment

cc: Senator Jerome Hughes
John W. Adams - Dept. of Education

MINNESOTA EDUCATIONAL ASSESSMENT

Background

The State Assessment Program began in 1971. It is a long term program being planned to continue over a 10 year period and cover 10 subject areas. The state appropriations have been as follows:

Fiscal Year	1971	\$ 20,569
	1972	22,322
	1973	94,351
	1974	300,000
	1975	300,000

These appropriations have been supplemented with federal funds, for example, during the 1974-75 year an additional \$200,000 is available from federal sources.

During the '73 - 75 biennium, the directors position was converted from federal to state funding.

The budget requests for the next biennium assume that no federal money will be available for this program. The request for 1975-76 is \$475,000 and \$495,000, for 1976-77 amounting to \$970,000 for the biennium.

The assessment program was initiated at the urging of the leadership of the 1971 legislature. Several of these individuals have subsequently served on the assessment advisory council which provides the overall direction for the program.

The program is basically a research gathering effort. It is

correlated with the national assessment program using 25% of the tests from national with the other 75% developed for Minnesota assessment by Minnesota educators.

The assessment program has a staff of 6 at present with professionals responsible for instrumentation; data collection; sampling, analysis, and reporting; statistics; reports and utilizations and a director.

The long range staffing plans include 9 professionals, 2 researchers, 7 secretarial/clerical people, 8 exercise administrators and specialized contracting or consulting assistance for exercise development, sampling, data analysis and scoring.

A consulting firm, Research Triangle Institute, was hired to prepare a comprehensive plan for the project and to do the basic sample design and data analysis. The consulting firm is now being phased out and Minnesota staff is being developed for the program.

Goals

The 1971-72 annual report for this program describes its goals as follows:

- (1) "to provide the educational decision-makers in Minnesota with a program to diagnose relevant strengths and weaknesses in Minnesota schools and, subsequently
- (2) to provide resources at the various levels of indicated need for purposes of ameliorating weaknesses and capitalizing upon the strengths within the educational systems of the State."

Comment

So far as we can determine, the program falls substantially short of achieving these two goals.

Much of the information gathered and analyzed under this program has been common knowledge for years among educators and lay citizens interested in education.

It's no secret that students from poor families do not perform as well as students from middle and upper income level families; just as it's no secret that boys read better than girls and that students from homes exposed to reading materials outperform students from homes with no books around.

The survey shows some disparities in reading performances among rural, urban and suburban youngsters, but the random sample really does not adequately determine whether these differences are geographic or caused by socio-economic or other factors.

It seems to us that there is nothing in the survey "to provide educational decision-makers in Minnesota with a program to diagnose relevant strengths and weaknesses in Minnesota schools" because the survey does not deal essentially with differences in schools. Since there is nothing in the survey to indicate curriculum, teacher techniques, etc. in the survey, the results seem meaningless for diagnostic purposes.

Obviously, if the survey does not deal with the reasons for the discrepancies and with methods for correcting them Goal 2 seems unattainable. (Goal 2: To provide resources at the various levels of indicated need for purposes of ameliorating weaknesses and capitalizing upon the strengths

within the educational system of the state.

The survey does not point out which schools show high and low performing students and so does not allow conclusions about methods to "ameliorate weaknesses and capitalizing upon the strengths."

The results are statewide and based on a sample. Thus, the results are neither valid nor available for individual schools where identified problems could be addressed with possible solutions.

There is a potential for isolating this type of information for individual schools under a piggy-back option in the law. A school district can join the program and get the information that applies to that district. This could be useful.

Process

The assessment program uses a survey technique to describe educational performance and collect data about background, and educational processes of Minnesota students. The analysis of this information allegedly will show ways of improving educational performance. So far as could be determined, no plan or time frame is available for accomplishing the analysis that will produce these stated results.

The emphasis for 1973-75 has been the development of basic data about Minnesota students in selected curriculum areas. This required in-depth student testing; data processing and interpretation. The curriculum selected were reading, math and social studies. The reading assessment is now completed, math is in process of testing and social studies is being developed.

The process by which this data is developed and gathered is as follows:

1. Identify the objectives of instruction.

These objectives are developed by subject matter specialists from various universities, secondary, and elementary schools and the Department of Education. A task force of these people is set up to reach an agreement of what the objectives of education in the curriculum should be for a given age level. A detailed list of objectives is prepared with descriptions of how one would know if the objective has been attained by the student.

2. Develop standards to be used in determining whether or not objectives are being achieved. In other words, a test that measures the stated objectives. Each of the exercises in the test is referenced to a specific

objective. The tests are "pre-tested" to assure validity. It is intended that the test exercises will be shared with local schools after the results of the assessment in each curriculum area are complete.

3. Administer the tests to a sample of students.

4. Identify educational needs by determining the discrepancy between desired and actual performance.

The tests are administered to only a sample of the students in the state. A probability sampling method is used. This is a Gallop poll type sample. The sample was developed by Research Triangle Institute under contract to the Minnesota assessment program.

About 10,000 students from 300 school districts are tested each year. First, a random selection of schools is made (both public and private). Three variables are considered in this selection: (1) the planning region, (2) the size of the school district, and (3) the size of the individual school. The sample is weighted for population of the region and the size categories to assure balanced representation of each category.

For the second stage of the sampling process, each school selected gives the assessment program a list of all students of the specified age regardless of what grade they are in. Random selections of students are made, usually selecting 20 students from each school except for larger schools where 40 students are randomly selected. If there are fewer than 20 students, all are tested. In the case of the 17 year old group, only students in school are part of the sample.

In the case of a district that contracts for the piggy back option, a

larger sample is taken so that the data can be used on a school district basis.

Additional information about the schools and school districts is gathered from a school principal's questionnaire and from records available in the Department of Education.

Comment

The selection of the sample is a critical part of the process of the assessment program. The sampling method was developed by Research Triangle Institute which has considerable experience in sampling methods, but knows little about the wide variations among Minnesota school districts. No consideration is given in the sampling plan for variations in expenditure, program, rural, urban or suburban schools, type of community, etc.

For example, this sampling technique does not guarantee that Indian schools will be represented, or that representation from city schools will be balanced between high and lower economic areas. From southern Minnesota, we may get mostly students from Rochester or Mankato, so the more rural areas would not be represented. These items are, however, considered in analyzing the data collected. This information is gathered from the school principal's questionnaire and from records available in the Department of Education.

It also should be noted that only students in school are tested. Thus, in the case of 17 year olds, no advanced students who might be in college and no drop-outs would be tested.

It is important to note that with this sampling technique, no valid data will be available on a school district basis since the sample would be too small to be meaningful. This sample is designed this way deliberately.

Results

Extensive analysis is done with the data collected. The 1973 budget document indicates that the results in 2 subject areas with recommendations will be available to the 1975 legislature. The reading assessment report has just been released.

The results now available discuss, on a statewide basis, the general kinds of reading problems Minnesota students are having, how Minnesota compares to the nation, and what background factors or conditions seems to relate to reading ability.

It is the plan of the Department of Education to use the results of the reading assessment primarily for implementation of the "right to read" program.

Comment

The results contain generalizations about the kinds of reading problems children are having and what background factors seem to relate to reading ability. The results do not deal with individual, school, or school district problems, but only statewide data, or data grouped by general categories (urban, rural, high spending, low socio-economic). There is little usable data for the classroom teacher who presumably knows which students are good readers and which are poor readers. There is no information relating to whether one type of program works better than another. The results only seem to prove again, what most people have already recognized and what teachers have learned in the classrooms and college about what factors affect reading performance.

Since the results of the reading assessment will be used primarily for implementation of the right to read program, schools that are not a part of this program may not have access to any possible benefits. Present results indicate that the right to read program is now being used by schools which have the groups of students who need it the least.

Finally, there appears to be no plan by which the results of the data analysis will be carried to those people who may best use the information -- colleges and teachers, for example.

Summary and Comment

This program is a statistical model based on data from a survey of a sample of students.

The tests used to develop the survey information are related to specific objectives established by professional educators as desirable educational achievements. This development of objectives is perhaps the most valuable part of the assessment program as it provides a basis for teachers to use in establishing the programs for their own schools and students. It may, however, be desirable to have parents, the general public and the business community also be involved in establishing the desired objectives for education in Minnesota.

The program provides statewide comparative data on educational achievement. This data is analyzed and related through statistical processes to the achievement of students with certain backgrounds, school types, or ages. This analysis is intended to give hints or insights to educators or other interested persons about what affects the achievement of certain students. The information is to be provided to legislators, school boards, school administrators, citizens, as a basis for decisions and to teachers and colleges as a basis for program changes. It should be emphasized that the information is statewide only. The individual teacher or school district does not have access to information that applies just to that school which could be used for program changes. Thus, only program changes or decisions of a statewide nature can be related to the information developed by the assessment program.

The exception to this is in the case of a school district which contracts for the piggy back option in which case, more of that district's students are tested and the district receives the results. The director of the program acknowledges that the piggy back option is an important part of the program because it brings it down to the local level.

It is only at the local school district and teacher level that educational changes can be made. Although some pressure groups do not want to identify the schools, there is some feeling that this would be a better program if each school received information about how its own students compare and are doing from the assessment.

The Department of Education program budget for 1973-75 states that the impact of the assessment program is the extent to which educational decision-making bodies and teacher training institutions utilize the assessment data in improving the quality and/or reducing the cost of educational programs. To this might be added the question of whether the data being developed is of a nature that is usable. The budget document concludes "It is doubtful, however, that this relationship can ever be measured with any degree of precision, the many factors which influence the quality and cost of education probably preclude the establishment of definitive relationships between assessment data and educational changes." The results provided for the reading assessment would seem to bear this out. The information developed is either nothing new or unusable to those who need it.

This program only attempts to describe what exists.

More resources and different programs would be needed to find out why and what to do about it.

Questions

If we find problems, how will this program identify

1. Where the problem exists
2. What is the cause of the problem.
3. What is the solution and how do we get action taken to address the problem
4. Whether we are improving

Will it be 5 - 10 years before we know if there is improvement?

How do schools get information about where they have the problems that are shown by the tests?

Since there is only statewide information, how can this make any impact on the learning of individuals?

What value is it to identify and analyze on a statewide sample what background variables have an impact on reading?

What use can be made of this information in terms of education for kids?

Do the teachers get information that is applicable to their classroom - or is this just a documentation of what they were taught in college about what affects reading?

What recommendations do you have based on findings so far?

Have you let local schools use the tests - or is this only for piggy back schools?

EDUCATIONAL PROPOSALS

by

Emma Willard Task Force on Education

History

Study of women's suffrage as a legitimate reform movement, not a freakish appendage to male-dominated history.

Addition of women to history texts. The Grimke sisters and Sojourner Truth should be as well-known as William Lloyd Garrison and Frederick Douglass.

More emphasis on "domestic" or "cultural" history and less on military and political history. (Women have lived and acted and made an impact on history, though not on the battlefield or in Congress.)

Study of practices, laws, and institutions that have kept women in an inferior position, and women's attempts to overcome them.

Study of prehistoric societies that is uncolored by our current sexist biases. (Women should be credited with developing agriculture in some societies.)

More study of non-Western and pre-Classical Greek and pre-Judaic societies that give examples of sex roles very different from our own.

Anthropological investigations of the development of male supremacy.

Literature

Investigation of literature for evidence of a misogynistic tradition.

Discussion of the characterization of women (and men) in literary works--do they seem real or stereotyped?

Discussion of feminist literature -- past and present.

Addition to reading lists of literature written by women, as literature, not as "women's books".

Addition to reading lists of books which portray women as complete, mature, intelligent human beings.

Sex Education

Discussion of girls' and boys' attitudes toward their own sex and each other.

Critical discussion of dating mores and the concept of women's role that underlies them.

An end to double standard moralizing.

Information on birth control.

Home Economics and Industrial Arts

Elimination of all sex-based course requirements.

Open access to home ed and shop electives for both sexes.

Institution of a course in basic skills for survival -- simple cooking, household maintenance, auto mechanics. This should be a continuous program, beginning in the primary grades.

Physical Education

An athletic program for girls equal to that for boys, plus mixed programs where feasible and desired. The program, however, should emphasize participation of all girls rather than emphasize just star athletes (as most boys' programs do).

(over)

Educational Materials

Use of texts and other materials that picture both sexes in a variety of roles (math problems often feature boys building things or driving cars, while girls cook and buy apples at the store) and life styles.

Educational Personnel

Eliminate sexist attitudes, materials, and practices in teacher and counselor training.

Human relations programs (courses set up to meet the Edu. 521 regulation) that are non-sexist and that include sexism as a human relations concern.

In-service training courses for all educational personnel that examines sexist attitudes and practices.

Reprinted from:

Sexism in Education (c. 1972),
Emma Willard Task Force on Education
Box 14229, University Station
Minneapolis, MN 55414

From the Emma Willard Task Force
on Education

SEXISM
Points to Consider

(Sexism: discriminatory practices and dehumanizing myths, biases, attitudes and stereotypes on the basis of sex.)

- o Women are 40% of the labor force.
- o The median income of women workers (full-time) is 58% of the median income of men workers.
- o In 1966 the average income was: white men \$7,179 white women \$4,142
 black men \$4,508 black women \$2,934
- o The median income of female college graduates is about \$200 a year more than the median income of male 8th grade graduates.
- o A 1970 study of the Twin Cities campus of the Univ. of Minnesota showed:
 73.9% of men receive \$1200/month or more
 70.8% of women receive \$1200/month or less
- o One out of 10 families, or 5.6 million families, in American is headed by a women. Of these families, 36% have incomes below the poverty line. (The number of all families increased by 14% during the 1960 decade but those headed by women grew 24%.)
- o There are 12.2 million working mothers. In March 1971, 4.3 million working mothers had children under 6 years of age, and about half of these mothers had children under 3 years of age.

* * * * *

"Man is defined as a human being and women is defined as a female. Whenever she tries to behave as a human being, she is accused of trying to emulate the male." -- Simone de Beauvoir

* * * * *

- o The California Gender Identity Center discovered that it is easier to use surgery to change the sex of an adolescent male who has been erroneously brought up as a female than to undo the cultural conditioning that has made him act like a woman.
- o Captions for illustrations in one children's book are:
 Boys invent things. Girls use what boys invent.
 Boys have trucks. Girls have dolls.
 Boys are doctors. Girls are nurses.
 Boys are presidents. Girls are 1st ladies.
 Boys can eat. Girls can cook.
- o Broverman in his study asked mental health practitioners (psychologists, social workers, etc.) to describe a mature, well-adjusted man, a mature, well-adjusted woman, and a mature, well-adjusted person. The descriptions for man and person coincided but the descriptions of the well-adjusted woman showed her as:

more submissive
less independent
less adventurous
more easily influenced

less aggressive
less competitive
more emotional, excitable and vain

- o In Goldberg's study, nonconscious assumptions about a woman's talent or ability caused female students to attribute more merit to articles "authored" by a man than to the same article "authored" by a woman:

Goldberg asked his female students to rate an article. Half were given the article with "John T. McKay" as the author; the other half were given the same article with "Joan T. McKay" as the author. The students were to rate every article for value, competence, persuasiveness, and writing style.

Goldberg found that the articles received significantly lower ratings when they were attributed to a female author. This was true not only for articles concerning male-dominated fields like law and city planning, but even for articles from female-dominated fields like dietetics and elementary school education.

Other researchers have done similar experiments with male students with similar results, i.e. female "authorship" is consistently rated lower.

- o Commissioner Rosalie Butler (St. Paul 1971):
"If you're a man whatever you say is the truth.
If you're a woman you'd better be able to prove it."
- o In the Matina Horner study, students were asked to complete the story:
"After 1st term finals, Anne finds herself at the top of her medical school class...."
Over 65% of the girls told stories which reflected strong fears of social rejection, fears about definitions of womanhood or denial of the possibility that any mere woman could be so successful.
In contrast, when "John" was substituted for "Anne" in the stories the boys were asked to complete, less than 10% of the boys showed any signs of wanting to avoid success.
- o In 1970-71, the Minneapolis schools spent \$193,914.21 on boys interscholastic sports and only \$9,772.95 on girls' interscholastic sports. (Both figures exclude coaches salaries.)
- o One of the objectives of Men's Liberation, Inc. (NYC) is "liberating ourselves from having to prove our masculinity 24 hours a day."

* * * * *

(Most of the figures on the reverse side of this sheet were obtained from the U.S. Dept. of Labor. If you have any questions about any items on this sheet contact the Emma Willard Task Force on Education, Box 14229, University Station, Minneapolis, MN 55414.)

From Sexism in Education (c. 1972)

Prepared by The Emma Willard Task Force on Education

P.O. Box 14229, University Station, Minneapolis, MN 55414

EXAMINING SEXIST ATTITUDES AND EXPECTATIONS OF TEACHERS

December, 1971

1. BEHAVIOR

Do you excuse behavior in boys you would not tolerate in girls, because "boys will be boys" or vice-versa?

Language: Are boys expected to use more poor grammar, profanity, rough language and slang?

Personality: Are boys expected to be more independent, aggressive, boisterous and rough, while girls more dependent, snickering, whining?

2. ACADEMIC PERFORMANCE

How often do you have different expectations of students, based purely on sex roles?

Written Work: Are girls expected to have neat penmanship, correct grammar, etc., but boys don't have to meet this standard (after all, they won't be secretaries)?

Skills: Are girls expected to excel in verbal areas, while boys do well in Math and Science?

Creativity: Do you expect aggressive curiosity from boys, while girls do the "good" work - don't question, just please the teacher?

3. SOCIALIZATION

How many times during the day do you refer to a student's sex? "Boys and Girls". "I want one boy and one girl to volunteer." How much joking do you do about girls' and boys' attitudes toward each other?

Do you tease third graders about having boy friends or girl friends?

Do you make sexist generalization - "Women can never make up their minds."?

Manners: Are girls expected to be more mannerly and feminine (passive, sweet, dependent)?

Do you encourage boys to be chivalrous (stand or sit on the floor if not enough chairs for the girls, carry chairs and other heavy objects for girls, etc.)?

Do you have a double moral standard for boys and girls? Girls are more religious and moral; boys are loyal and ethical.

What is your attitude toward the unmarried pregnant girl?

Dress: How often do you "size" up a student on the basis of physical appearance? Are girls expected to conform to the latest styles, be neat in physical appearance and always modest? What is your reaction to girls who wear jeans, etc., and do not or cannot follow the fashion trends?

What is your reaction to boys who have long hair, beards, etc.?

Interests: Do you expect girls to be interested in the home, family, and child care, while boys should enjoy sports and cars? How do you react to a student who crosses over the "barrier"?

4. EXTRA CURRICULAR ACTIVITIES

Do you give equal notice and importance for academic achievement and sports?

(over)

Do boys and girls have an equal opportunity to participate in service and social projects? What is the basis for selection to participate in school activities such as cheerleaders, stage hands, audio-visual aids, hall monitors, etc.?

Do girls have an opportunity to compete with boys in athletic events or play in intramural and interscholastic games?

5. CLASSROOM/SCHOOL ORGANIZATION

Do you seat students in classes according to sex?

Do you compare students on the basis of sex?

Do you punish the boys by making them sit with the girls or vice versa?

Do you have sexist segregated Physical Education, Home Economics and Industrial Arts classes?

Are girls counseled and channeled into servile, passive "feminine" careers (nurses, secretaries) while boys are encouraged to enter the aggressive, dominant fields (doctor, executive)?

Are boys encouraged to play certain instruments in the orchestra or band, and girls play others?

This is intended to be a general guideline for teachers in analyzing their expectations of students. Comments, criticisms, recommendations would be greatly appreciated.

WE ARE WHAT WE ARE EXPECTED TO BE

EMMA WILLARD TASK FORCE ON EDUCATION
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Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210. Has many publications on women. Send for list, and request to be put on their free mailing list.

Reprinted from:
Sexism in Education (c. 1972)
by Emma Willard Task Force on Education

ALTERNATIVES TO SEXIST LANGUAGE

<u>Sexist</u>	<u>Better or Non-Sexist</u>
Man	person human being people women and men
manpower	human energy
man-made	manufactured made by men and women
forefathers or fathers	precursors ancestors forepersons
brotherhood	amity unity community the community of people
Miss	Ms
Mrs	Ms Mary Jones
Mrs Jack Jones	Mary Jones
airman	airperson
fireman	fireperson
salesman	salesperson
chairman	chairperson
lady	women
girl (as synonym for adult females)	person
the little woman	individual
the weaker sex	
little old lady	
authoress	author
aviatrix	aviator
heiress	heir (don't need an "ess" ending)
lady lawyer	lawyer
lady doctor	doctor
man and his world	people and their world (or "persons" or "human being")
mankind	humankind
the farmer and his wife	the farmers
Ted Johnson and his wife	Mary and Ted Johnson (or reverse) or Mary Jones & Ted Johnson (or reverse)
the office girl	the secretary the woman in the office
mailman	Mary or Ms. Jones mail person mail carrier
chick, broad, babe, etc.	woman person
"Mrs. Mary Kyle, wife of Earle Kyle and editor-publisher of the <u>Twin Cities Courier</u> "	"Ms. Mary Kyle (or Mary Kyle) editor- publisher of the <u>Twin Cities Courier</u> "

(over)

directed by the wife of Mao-Tse Tung

spinster
old maid
DFL ladies

manhood
proving his manliness
emasculate
women's lib
women's libbers
libbers

directed by Chiang Ching, wife of
Mao-Tse Tung (Chinese women do
not assume their husband's names.)

unmarried woman
unmarried person
DFL women
(ladies is a value-laden word)

personhood
proving his humanness
weaken
women's liberation
women's liberationists
women in the women's movement

ACCOUNTABILITY IN EDUCATION

The League of Women Voters of Minnesota

Memo to Local Leagues
 From State Education Committee
 Re: Accountability in Education
 January 18, 1974

"Accountability" is a word that conjures up a variety of reactions ranging from disdain to fear to enthusiasm. The dictionary defines accountability as "responsible for, able to explain." In education jargon, "accountability" is often defined as the ability to determine the amount of learning produced per dollar expended; another way of saying it is that the school is responsible for results.

In recent years there has been increasing demand by citizens that their school districts become more accountable. Rapidly expanding school budgets, requirements for more equal opportunity for students, poor academic performance of high school graduates and the failure of compensatory education projects have called into question costs, teaching methods, administrative practices and spending priorities.

Current economic conditions and citizen response to tax increases indicate that the demand for accountability will continue and increase. To meet this demand schools have begun to develop new management (or administrative) techniques. "Management" in this case means a process of decision-making which will make it possible to determine how much programs cost and whether they are contributing to the educational goals. Several Minnesota school districts have turned to the process known as "management by objectives" which helps to focus resources--personnel, materials, buildings--on established objectives. Goals (broad, general statements) and objectives (more specific statements of means to reach goals) are articulated for each step of the education process--from the school Board to the classroom. Instructional objectives are being developed which divide skills and some subject areas into very small steps of learning which can be tested both before and after instruction. Instructional objectives should help to prevent students and teachers spending unnecessary time on tasks already learned. They should help to determine whether students are in fact learning from the activities they pursue at school. New measurement methods are being developed to assure more accuracy and, also, to deal with areas of learning which could not previously be measured (attitudes, for instance).

Closely allied to the process called "management by objectives" is another rather new management tool called Program-Planning-Budgeting System (PPBS). As the term implies it is a budgeting and accounting process which begins with the same assessment and articulation of goals and objectives--then develops programs to meet those goals and objectives and allocates the resources to carry out the programs and measure results. Resources, again, are teachers, buildings, materials, equipment, students, auxiliary personnel (counselors, etc.) and all the ingredients of the school community. The advantages seen in using PPBS are those gained when goals are examined and spelled out and then, periodically, progress toward them is assessed. Both these methods (maybe new names for old methods, some say) are meant

to help school managers explain what they do with our money and why they do it.

Education journals and popular media contain frequent discussion of the concept of accountability. Leaguers interested in education will want to follow these discussions and ask questions in their own school districts. You will undoubtedly find that variety of reactions mentioned above. No matter, "accountability" would seem to be here to stay.

In recognition of this, the Education Committee of the Minnesota House of Representatives has established a subcommittee on Assessment and Accountability with Rep. Joan Growe as chairman. During the interim the subcommittee has been holding hearings on a bill, H.F. 2415, which would establish a project for developing school accountability. The bill directs the State Department of Education to establish a "Center for Management Assistance" which would include an objectives section, a research and development section and an assessment section. This center would co-operate with 70 selected local school districts to develop educational goals and objectives and research management methods to attain them.

We have been following these hearings and will also follow a companion bill in the Senate (S.F. 2441) when hearings begin in January. In accordance with League's stated principles requiring government to be responsive, efficient and economical and our state position on education calling for increased state responsibility for upgrading local education standards and encouraging experimental programs, the state League Education Committee will be supporting the concept of accountability and monitoring this bill.

Interesting reading:

"Accountability: Goal + Cost = Student Learning",
Education Update, Vol 7, No. 5, May 1973, pages 10-11. (State Department of Education publication)

See June 1973 issue for conclusion of above article.

Accountability in Schools: Not a Threat, but a Real Hope, Citizens League Report, November 1972. Order from: Citizens League, 84 S. 6th St., Minneapolis, MN 55402.

Educational Assessment in Minnesota - Included with Board Memo, November 26, 1973.

IN PURSUIT OF THE RARE AND ROLE-FREE CHILDREN'S BOOK

Recommended by Ms. magazine. For detailed descriptions, see Gazette
Section, October 1973, p. 99.

"Not all the books in the following list are entirely free of sex stereotypes, but each shows a responsiveness to new styles of life and role-free expectations for children."

From age three:

- ARTHUR'S CHRISTMAS COOKIES by Lillian Hoban (Harper & Row, 1972, \$2.50)
BUSY PEOPLE by Joe Kaufman (Golden Press, Western Publishing, 1973, \$3.95)
CARNATIONS by Julie Corsover (Philadelphia Women's Political Caucus, 640
Rodman St., Philadelphia, Pa. 19147, 1973, \$1.25)
JELLYBEANS FOR BREAKFAST by Miriam Young, Beverly Komoda (Parents'
Magazine Press, 1968, \$3.95)
TOMMY GOES TO THE DOCTOR and TOMMY AND SARAH DRESS UP by Gunilla Wolde
(Houghton Mifflin, 1972, \$1.65 each)

Ages four to eight:

- GIRLS CAN BE ANYTHING by Norma Klein, illustrated by Roy Doty (E.P. Dutton,
1973, \$4.50)
HURRAY FOR CAPTAIN JANE! by Sam Reavin, Emily Arnold McCully (Parents'
Magazine Press, 1971, \$3.95)
LOOK! I CAN COOK by Angela Burdick (American Heritage Press, 1972, \$4.59)
SOMETHING QUEER IS GOING ON by Elizabeth Levy, Mordecai Gerstein
(Delacorte, 1973, \$4.95)
WHAT CAN SHE BE? A VETERINARIAN (1972) and WHAT CAN SHE BE? A LAWYER
(1973) by Gloria Goldreich, Esther Goldreich, photographs by Robert
Ipcar (Lothrop, Lee & Shephard, "What Can She Be?" Series, \$3.95 each)

Fiction for older children:

- GRANDMA DIDN'T WAVE BACK by Rose Blue, illustrated by Ted Lewin (Franklin
Watts, 1972, \$4.95)
JULIE OF THE WOLVES by Jean Craighead George, John Schoenherr (Harper &
Row, 1972, \$4.95)
MY DAD LIVES IN A DOWNTOWN HOTEL by Peggy Mann, Richard Cuffari (Doubleday,
1972, \$4.50)

Nonfiction and biography for older children:

- BLOOMERS & BALLOTS: ELIZABETH CADY STANTON & WOMEN'S RIGHTS by Mary
Stetson Clarke (Viking, 1972, \$6.50)
MS. - M.D. by D.X. Fenten (Westminster Press, 1973, \$4.95)
SUZETTE LA FLESCHE - VOICE OF THE OMAHA INDIANS by Margaret Crary
(Harcourt, 1973, \$5.95)
WOMEN OF THE WEST by Dorothy Levenson (Franklin Watts, 1973, \$3.75)
THE WOMAN THING by Mary McHugh, photographs by the author (Praeger, 1973,
\$5.95)



**LEAGUE OF WOMEN VOTERS
OF MINNESOTA**

PHONE (612) 224-5445

555 WABASHA • ST PAUL, MINNESOTA 55102

EDUCATION:

ADDITIONAL RESOURCES

To: Local League Education Chairmen
From: Nancy Atchison and Jeannette Kahlenberg
January 14, 1976

Selected Data from UPDATE, Spring 1975

Minnesota School District Profiles (1973-4 figures, generally)

(Complete copy of UPDATE should be available to borrow from your own school district office.)

1. Elementary Enrollment Trends: These figures show "the relationship between the elementary enrollment, grades one through six, in Oct. 1, 1974 to that of Oct. 1, 1973. If the figure is 100%, then there has been no change in enrollments; if it exceeds 100%, there has been an increase in enrollment, with the percent increase equal to the difference between the tabled figure and 100%; and if the figure is less than 100%, the difference equals the percent of decrease. The trend in the elementary grades tends to indicate probable longer range trends in school district enrollment."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
80%: Ceylon, Martin Co. Butterfield, Watonwan Co.	96%	112%: Bellingham, Lac Qui Parle Co.

2. Total Number of Pupils per Full-Time Equivalent Staff Member: These figures "give the total number of kindergarten, elementary and secondary pupils served per full-time equivalent professional staff member, sometimes called the pupil-staff ratio, as of 1973-74."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
8.4: Humboldt, Kittson Co.	18.0	23.6: West St. Paul, Dakota Co.

General note: 41 of 48 metropolitan suburban districts are above the state average. All counties in Region 11 (metro), in Region 7E and in 7W are above state average, as well as 5 of 8 counties in Region 3.

3. Average Salary per Full-Time Equivalent Staff Member: This "is the amount which results when the total professional salaries of the district are divided by the total district full-time equivalent figure. This computation does not take into consideration the average number of weeks worked by the professional staff, a factor which varies from district to district."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
Marietta, Lac Qui Parle Co., \$7228	\$11637	Richfield, Hennepin Co. \$15021

General note: Region 11 (metro) has much higher average than the rest of the state: \$12,891. Hennepin and Ramsey Counties are the only counties in the state with an average in the \$13000 range.

4. Instructional Salaries per Pupil Unit: This "reports total for salaries of teachers, principals, consultants, coordinators, librarians, guidance and counselling personnel, psychologists and other instruction resource personnel as a cost per pupil unit."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
\$394: Walker, Cass Co.	\$585	\$869: Humboldt, Kittson Co.

General note: 6 counties in the state have average in \$600 range: Hennepin, Ramsey, Mower, Olmsted, Rice and Cook.

5. Percent of Receipts from State Sources: This is the "percentage of 1973-4 receipts which originated from state sources, primarily from state aids."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
20%: Humboldt, Kittson Co.	53%	85%: Proctor, St. Louis Co.

6. Average Total Disbursement per Pupil Unit for 1973-4:

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
\$849: Foley, Benton Co.	\$1248	\$2851: Wheaton, Traverse Co. (very high capital outlay)

General note: Development Region 11 (metro) averages \$1354 and all other regions in the state average from \$1093 to \$1226.

7. State and Local Operating Cost per Pupil Unit: This "is a basic measure used to compare the cost per pupil unit of educating a district's children through the use of state and local financing. Federal financing is excluded because most of such financing is used to solve specific problems rather than to contribute to general education. Other expenditures which are excluded from current expense figures in operating cost are those for transportation and community services, as well as receipts from sale of lunches and materials, student activity receipts in excess of disbursements, and refunds from current expenses. The resulting measure is the cost per pupil unit in 1973-4 and may be used in comparing relative spending levels of the various districts."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
\$541: Walker, Cass Co.	\$859	\$1515: Humboldt, Kittson Co. (next highest \$1211, Mountain Iron, St. Louis Co.)

General note: Region 11 averages \$939; Region 3, \$896; all others lower from \$715-\$811.

8. State and Local Effective Cost per Pupil Unit: This "is a new measure first computed in 1975. Unlike the operating cost which relates state and local operating expenditures to pupil units based on actual pupils, the effective cost relates state and local operating expenditures to all pupil units which affect financing. Hence, educational overburden, start-up costs, nonresident pupil costs, declining enrollment support--as well as resident pupils--are allowed for. Any concept of equity of financing for elementary and secondary children permits the differential financing of abnormal costs. Since many of these costs are equated as pupil units, the most notable exception being special costs for education of the handicapped, the effective rate becomes one meaningful measure of the disparities in equal education opportunity financing."

<u>Low District</u>	<u>State Average</u>	<u>High District</u>
\$510: Red Lake, Beltrami Co.	\$823	\$1436: Humboldt, Kittson Co. (\$1173: Mountain Iron)

General note: Region 11 - \$876; Region 3 - \$852; other regions - \$676-\$794.

The tables on the following page are from the Minnesota School Boards Association "Study on Salaries and Related Information, 1974-5." (The full study from which these figures are taken should be available for Leaguers to borrow from either a school board member or your school district office.)

NOTE TO TABLE I: These figures refer to the "estimated percentage of teachers who are at the maximum for their training lane on the salary schedule." They refer, therefore, only to the "experience factor," not to "training." Generally, 12 years is the most number of years for which experience is counted in salary schedules. These figures indicate that there is no particular pattern in Minnesota, except in the northeast area, to relate geographical factors and/or degree of urbanization to teacher "experience."

I. Data on School Districts with "experienced" teachers

Geographi- cal Area	Avg. % tchrs. on sal. max. for exper.	School dist. with highest % tchrs. at max. exper.	% at max. exper.	# of cert. tchrs.	School dist. with lowest % at max. exper.	% at max. exper.	# of cert. tchrs.
South east	25%	Mabel	55%	40	Lanesboro	2%	36
		Glenville	55%	41			
South central	21%	Watertown	100%	83	Nicollet	2%	35
South west	25%	Lake Benton	66%	32.5	Graceville	1%	30
Metropolitan	30%	So. St. Paul	70%	289.5	Randolph	7%	31
East central	19%	Clarissa	44%	32	Finlayson	1%	17
North east	45%	Mountain Iron	70%	62	Gilbert	32%	51
					Lake Superior	32%	214.9
West central	25%	Campbell-Tintah	65%	37	Henning	3%	38
					Underwood	3%	38
North west	20%	Badger	90%	20	Littlefork	2%	42
					Red Lake	2%	65

Minnesota	24%	Watertown	100%	83	Graceville	1%	30
					Finlayson	1%	17

II. Data on Salary Ranges in Minnesota, based on "training"

Geographical Area	School dist. offering highest salary for most training (usually M.A. plus 60 credits) plus maximum experience	Largest dist. in geographi- cal area?	Salary offered
South east	Rochester (Doctorate)	Yes	\$20100
South central	Mankato (Doctorate)	Yes	18942
South west	Willmar (M.A. plus 60)	Yes	17360
Metropolitan	Wayzata (Doctorate)	No	21188
East central	St. Cloud (M.A. plus 60)	Yes	18897
North east	Duluth (Doctorate)	Yes	18400
West central	Moorhead (M.A. plus 45)	Yes	16443
North west	Red Lake (M.A. plus 30)	No	17464

Figures are not available for the number of teachers/district who are actually at the top of each salary schedule for training plus experience. However, these figures do indicate a relationship between degree of urbanization and the highest salaries offered for the highest degree of training. Also, at least 20 metropolitan school districts offer higher top salaries for training plus experience than any others in the state except Rochester.

IV. Instructional Staff

Instructional salaries represent approximately 70% of the school operating expenditures which are covered by the foundation aid formula. (Such expenditures, expressed in the language of the State Department of Education, are the adjusted maintenance expenditures.) Considering all expenditures, including capital outlay, debt service, transportation and federally-sided expenditures, instructional salaries are about 51% of the total, according to annual financial reports prepared by the State Department of Education.

The expenditures for instructional salaries per pupil unit will vary considerably from district to district, depending upon (a) the pupil-teacher ratio, (b) teacher experience and (c) teacher training.

In the 1972-73 the range, within the metropolitan area alone, in instructional salaries per pupil unit, was from a low of \$431 to a high of \$773, according to the Educational Research and Development Council.

Each district adopts a salary schedule for teacher compensation. This schedule provides for different compensation based on various combinations of teacher training and experience. A typical salary schedule in the metropolitan area, for example, provides for incremental pay, year-by-year, for the first 12 years of experience, and for additional incremental pay based on additional training (usually college credits, beyond a bachelor's degree. For example, a teacher will receive so much extra pay for 15 credits beyond the bachelor's degree, so much more for 30 credits, for 45 credits, and an MA, and so on.

Here is the framework of a typical salary schedule:

<u>Years of Experience</u>	<u>B.A.</u>	<u>B.A. + 15 cr.</u>	<u>B.A. + 30 cr.</u>	<u>B.A. + 45 cr.</u>	<u>M.A.</u>	<u>M.A. + 15 cr.</u>	<u>M.A. + 30 cr.</u>	<u>M.A. + 45 cr.</u>
1	_____	_____	_____	_____	_____	_____	_____	_____
2	_____	_____	_____	_____	_____	_____	_____	_____
3	_____	_____	_____	_____	_____	_____	_____	_____
4	_____	_____	_____	_____	_____	_____	_____	_____
5	_____	_____	_____	_____	_____	_____	_____	_____
6	_____	_____	_____	_____	_____	_____	_____	_____
7	_____	_____	_____	_____	_____	_____	_____	_____
8	_____	_____	_____	_____	_____	_____	_____	_____
9	_____	_____	_____	_____	_____	_____	_____	_____
10	_____	_____	_____	_____	_____	_____	_____	_____
11	_____	_____	_____	_____	_____	_____	_____	_____
12	_____	_____	_____	_____	_____	_____	_____	_____

Different salaries are determined for each step (years of experience) and lane (training). The salary figures are readjusted yearly, almost without exception, in negotiations between teachers and school boards.

DISTRIBUTION OF TEACHERS BY EXPERIENCE IN SELECTED METROPOLITAN AREA DISTRICTS

<u>District</u>	<u>Number of teachers 1973-74</u>	<u>% with more than 10 years experience</u>	<u>% in first year of teaching</u>	<u>% of certificated staff age 55 and over, 1972-73</u>
Bloomington-271	1,079	46%	3%	7%
Brooklyn Center-286	106	56	2	19
Burnsville-191	474	15	11	3
Centennial-12	158	38	11	3
Chaska-112	164	24	9	10
Columbia Hghts.-13	336	41	2	9
Eden Prairie-272	116	20	3	13
Edina-273	451	32	5	10
Farmington-192	94	36	11	12
Fridley-14	270	26	10	5
Hopkins-274	543	36	4	5
Hastings-200	244	25	6	3
Inver Grove-199	199	22	8	8
Jordan-717	67	16	12	12
Lakeville-194	130	23	7	7
Mahtomedi-832	98	44	5	10
Minneapolis-1	3,442	48	2	20
Minnetonka-276	389	45	2	3
Mound-277	175	46	2	9
New Prague-721	103	33	17	13
Norwood Yng Am.-108	52	29	6	10
No. St. Paul-622	585	41	2	10
Orono-278	132	42	3	10
Osseo-279	639	21	5	5
Prior Lake-719	110	23	9	7
Randolph-195	26	1	12	21
Richfield-280	235	16	5	16
Robbinsdale-281	1,238	38	1	6
St. Anthony-282	116	38	less than 1	5
St. Francis-15	142	15	12	10
St. Louis Park-283	511	53	2	11
St. Paul-625	2,639	47	3	15
So. St. Paul-6	270	63	3	12
Spring Lk. Pk.-16	191	27	6	9
So. Wash. County-833	505	23	4	5
Stillwater-834	391	42	7	15
Watertown-111	80	19	13	9
Wayzata-284	296	36	5	9
Total of above named districts	16,809	37%	4%	13%

Most of the information above was obtained through the cooperation of the Minnesota School Boards Association. In a few cases school districts made the information available directly to the Citizens League. The last column, % of certificated staff age 55 or over, was taken from a report on file in the Minnesota Department of Education.

Citizens League

DISTRIBUTION OF TEACHERS BY EXPERIENCE IN SELECTED OUTSTATE DISTRICTS

<u>District</u>	<u>Number of teachers 1973-74</u>	<u>% with more than 10 years experience</u>	<u>% in first year of teaching</u>
Albert Lea-241	350	53%	3%
Aurora-691	139	47	4
Barnum-91	43	19	14
Bemidji-31	232	45	7
Brainerd-181	422	41	7
Duluth-709	1,183	45	5
East Grand Forks-595	114	46	10
Elk River-728	182	30	10
Ellsworth-514	21	10	5
Fergus Falls-544	207	47	9
Floodwood-698	27	22	15
Graceville-60	29	7	21
Grand Rapids-318	284	53	2
Hibbing-701	290	57	0
Int'l Falls-361	162	67	1
Jasper-582	31	32	10
Mankato-77	502	53	6
Middle River-440	21	19	19
N. Y. Mills-553	45	44	9
Pipestone-583	109	56	6
Stornden-Jeffers- 178	37	28	8
St. Peter-508	121	38	8
Willow River-577	29	14	3
Wrenshall-100	25	28	4
	<u>4,604</u>	average <u>42%</u>	<u>7.5%</u>

Most of the information above was obtained through the cooperation of the Minnesota School Boards Association. In a few cases school districts made the information available directly to the Citizens League.



current focus

League of Women Voters Education Fund

May, 1971

just schools

hope

my hopes are dreams
and wished too
I hope they someday
will come true.

I hope for brotherhood
and for peace to come
all races and creeds
under the Sun
together.

susan wright, age 11

TABLE OF CONTENTS

WHERE WE ARE 4

 The Courts 4

 HEW's Statistics 4

 The South 5

 The Disappearing Black Principal 5

 Band Leaders and Coaches 5

 Classroom Teachers 5

 Discrimination Against Black Children 6

 Segregated Academies 7

 Freedom of Transfer 7

 What Makes the Difference 7

 The North and West 7

 The Pasadena Story—A Case History 8

WHERE WE'RE GOING 8

 Emergency School Assistance 8

 ESAP—Funding Begins in the Fall of 1970 9

 ESAP's Fate in the 91st Congress 9

 ESAP in the 92nd Congress 9

 The Compromise 9

 Ribicoff Proposal 10

CONCLUSION 10

SELECTED READING LIST 11

The poem on the front cover comes FROM CHILDREN WITH LOVE, by 200 children of Columbus Intermediate Berkeley Unified School District.

JUST SCHOOLS

Seventeen years ago, in the landmark *Brown* decision, the U.S. Supreme Court mandated that *de jure* segregated school systems in the United States be abolished "with all deliberate speed." In the fall of 1970, with much less than "deliberate speed," the last remnants of dual systems in the South had all but disappeared—leaving only about 50 of the 4,350 southern school systems still to desegregate. In 1969, the Supreme Court targeted the 1970-71 school year as the deadline for compliance with the 1954 *Brown* decision, by declaring that *de jure* segregated school districts must unify "at once." A year before in the 1968 *Green v. Kent County* decision, the high court had defined a unified system as one in which there were no "white" schools, no "Negro" schools — "just schools."

Among questions left unanswered by *Brown* and subsequent decisions was the extent to which the courts could determine what techniques districts must use to desegregate. On April 20, 1971, in *Charlotte-Mecklenburg v. Swann et al.*, the Supreme Court ordered an end to legally enforced racial segregation by the use of "all available techniques," including busing. The court also justified "a frank—and sometimes drastic gerrymandering of school districts and attendance zones" to bring about the end of school segregation.

In addition to the mandates of the courts, school districts are subject to federal civil rights laws—particularly Title VI of the 1964 Civil Rights Act.

About Title VI

Title VI prohibits discrimination based on race, color or national origin in federally-assisted programs and activities. School districts must comply with Title VI or be subject to termination of federal funds. Actually, termination has been used less and less in recent years. More often cases are referred by HEW to the Department of Justice which obtains court orders to restrain districts from operating dual systems. This method takes only a matter of days while termination proceedings may take several months. At this writing, federal education funds are being withheld from only one southern school district though 500 districts were informed that they were subject to termination after Title VI began; in about half that number, funds actually were cut off but the districts have since come into compliance.

Southern school districts, which need help in complying with court orders and federal laws, get assistance from two federal offices. The Office of Civil Rights (OCR) at the U.S. Department of Health, Education and Welfare (HEW) provides legal assistance under Title VI, while, at the same time, the Division of Equal Opportunity in the U.S. Office of Education provides technical assistance under Title IV.

The "legal" end of dual school systems in the South has not meant the end of discrimination. In many areas, it persists in the form of segregated classrooms, segregated bus routes, and unequal treatment of black faculty and staff. Under many of the plans approved by HEW or by the courts, school districts may desegregate—i.e., meet the requirements of the law—and still operate a number of all-black and all-white schools or permit segregated classrooms in "integrated" schools—thus allowing virtually no integration to take place.

Racial isolation and discrimination persist in the North and West too, but it is most often attributed to *de facto* considerations—a result of supposedly accidental housing patterns. In fact, much of this segregation might be caused or at least encouraged by local, state or federal government action on such matters as drawing school boundaries, choosing school building sites and allowing exclusionary zoning restrictions. Thus, the distinction between *de facto* and *de jure* may really be a polite legal fiction. This fiction may be revealed more clearly now that OCR is turning its attention to segregated schools in several of the nation's large school systems in the North and West.

Similar problems face urban school districts—whether they are in the North or the South. "White flight," coupled with housing discrimination against minorities, causes resegregation and aggravates problems of school financing. School districts that want to desegregate—whether for moral or legal reasons—are now looking to the federal government for money to make integrated education programs attractive to blacks and whites and to halt the resegregation process.

This CURRENT FOCUS looks at the progress of school desegregation to date and at the price paid for it by southern black students and school personnel. It also describes one successful integration plan in the West which may have some lessons for other communities. Finally, it reports on the substance of proposed legislation to provide federal aid and national direction for desegregation and quality integrated education. □

WHERE WE ARE

The Courts

A long series of questions left unanswered by *Brown* have since been dealt with by other federal and state court decisions. For example, *Brown* decreed that school districts abolish dual systems but it did not define "unitary." In 1969, the Green "just schools" decision clarified the issue, by defining a unitary system as one in which schools are not racially identifiable, whether through faculty, student body, or otherwise. The courts have also rejected desegregation based on geographic attendance zones where they found that the zones were imposed on existing segregated residential patterns and thus effectively prevented integration. Courts have held, too, that zoning which leads to racially identifiable schools is presumptively unconstitutional.

Until the Supreme Court's April 1971 busing decision, two major areas concerning school desegregation remained undefined: (a) the extent of the courts' jurisdiction in determining what techniques districts must use to desegregate and (b) the constitutional distinction between *de jure* and *de facto* segregation. The second question still remains unanswered. The Charlotte-Mecklenburg busing decision avoided the issue by dealing exclusively with "state-imposed segregation" and not segregation that results from action in other areas of government—especially housing decisions. "We do not reach in this case the question whether a showing that school segregation is a consequence of other types of state action, without any discriminatory action by the school authorities, is a constitutional violation requiring remedial action by a school desegregation decree." A future court case will probably lead to a ruling on the constitutionality of housing-related racial concentrations in schools.

The court did respond, very strongly, to the issue of the degree to which courts can order busing and other techniques to bring about desegregation. Declaring that "desegregation plans cannot be limited to the walk-in schools," Chief Justice Warren E. Burger spoke for the entire court in the most important school integration decision since *Brown*.*

In brief, the Supreme Court decided that judges may order busing, establish racial quotas, order pairing and/or gerrymander districts to undo segregated systems established by law. It declared that:

- busing is a constitutional and sometimes indispensable method of eliminating "the last vestiges" of racially segregated schools; "Bus transportation

has long been an integral part of all public educational systems and it is unlikely that a truly effective remedy could be devised without continued reliance upon it."

- on the matter of racially identifiable schools in desegregated systems, the court allows a small number of one-race schools but the burden is on the school districts to satisfy courts that such schools are not the result of present or past discriminatory action on their part.

In any case, the court stated that one-race schools should be viewed critically since their existence creates a presumption of discrimination.

- racial balance is not required by the Constitution but percentages may be used as a starting point in shaping remedies;
- once desegregation has been accomplished, no year by year adjustments are necessary.

The potential for change inherent in this decision is extensive since it will affect the large urban areas of the South where the least amount of integration has occurred. The impressive rise in the number of black children in majority white schools—by HEW's statistics—is a result of desegregation in small and rural districts.

HEW's Statistics

On January 14, 1971, HEW released statistics for the 1970-71 school year which showed an increase in the percentage of black children enrolled in majority white schools.* This improvement in nationwide school integration is due to strides made in the South this past year—little change took place in the North and West.

Rise in percentage of Negro children enrolled in majority white schools in 1968-70		
		Increase
Nationwide	23.4 to 32.8%	9.4%
South (11 states)	18.4 to 38.1%	19.7%
North and West	27.6 to 27.7%	.1%

Since 47.5% of all black pupils in the nation attend school in districts where minorities (Blacks, Chicanos, Orientals, American Indians) outnumber whites, according to HEW, "it is mathematically impossible for many minority students to attend schools that are majority white." Of these predominantly minority group districts, 39.4% are in the South, and 20 are among the nation's 100 largest districts.

—Nationwide, in districts that are majority white, 54.4% of the black pupils attend majority white schools.

—In the South, 56.2% of black children in majority white districts attend majority white schools.

*During the summer of 1970, the Department of Justice reported that 90% of the school systems in the South were desegregated. The 90% system-wide figure was hailed by the Administration as indicative of outstanding progress in school desegregation. However, the meaning of these figures was challenged by civil rights groups because they deviated from HEW's traditional statistical format, i.e., reporting the number of pupils in desegregated schools. HEW's January 1971 release conformed to the traditional format.

—Over 30% of white pupils in predominantly minority group districts attend schools where the minority enrollment exceeds 50%. In the South, the percentage of white pupils is 38.3.

A decline was noted in the percentage of blacks attending 100% minority schools in the South—from 68% in 1968 to 18.4% in 1970.

What do these figures mean? First, they indicate that, in the South at least, dual systems are coming to an end. Second, they make the snail's pace of integration efforts in the North and West very conspicuous. However, they do not measure the extent to which discrimination persists.

Some would argue that once legal desegregation requirements have been met, as supposedly is now the case in the South, the job is done. But there is much yet to be done. Several surveys conducted in the South last fall documented cases of in-school segregation and demotion and dismissal of black faculty and staff.

The South

The Disappearing Black Principal

There is no way to gauge the tremendous loss to the black community and to the nation brought about by the vanishing of the black principal. "Since the best Negro minds have traditionally gone into education, it remains the greatest single reservoir of talent and skill so necessary to the changing South, and the deliberate destruction of this valuable resource is one of the tragedies of our time," said J.C. James in *The New Republic*, September 26, 1970.

The displacement of black principals is one of the most disturbing end-products of the desegregation of southern schools. In the term "displacement", the National Education Association (NEA) includes: any change in position—dismissal, demotion, lateral transfer, forced resignation or "promotion" to jobs with fancy titles but little or no responsibility or authority. A survey by the Race Relations Information Center for the U.S. Office of Education found that in North Carolina in 1967 there were more than 620 black school principals. In the fall of 1970 there were less than 170. In the same period, the number of Alabama's black principals declined from 250 to about 50. James stated that in Kentucky, in 1954, there were 348 black principals: in 1969-70 there were only 36 left.

An NEA Task Force did a special study in Louisiana and Mississippi in September 1970. The study confirmed that the black principal though not the only casualty is certainly the most serious. The report states that what is happening is *not integration but disintegration*, "the near total disintegration of black authority in every area of the system of public education."

The Washington Research Project (WRP) and five other civil rights groups* monitored 467 desegregating

southern school districts last fall. The WRP report, *The Status of School Desegregation in The South 1970*, found that 34 districts have dismissed black principals and 194 have demoted them. In these 194 districts, 386 principals were demoted to inferior positions—mostly to assistant principalships under white principals and often in spite of their better qualifications and tenure. Monitors found no instances of white principals being assigned to lower level schools, but they did find cases where this happened to black senior and junior high principals. In 94 cases, black principals were made classroom teachers.

Band Leaders and Coaches

The effect of the displacement of the black principal cannot be calculated, since he is a symbol of authority for so many black children in the South. But black band leaders and head coaches—other symbolic figures—are also fast disappearing from the school scene in the South. The NEA study found that no district in Mississippi or Louisiana employs a black as head coach of a desegregated high school. The Race Relations Center survey and the WRP report also found demotions and dismissals of coaches and band leaders widespread. The NEA report noted that in many districts black students are no longer going out for varsity sports and therefore are not receiving athletic scholarships.

Classroom Teachers

School staff members are supposed to be hired, assigned, promoted, paid, demoted (i.e. given less pay, less responsibility, a position where less skill is required and/or assignment outside a field of specialty), dismissed, and otherwise treated without regard to race, color, or national origin. These are the requirements of a federal court ruling—the Singleton decree—nominally adhered to by the Departments of HEW and Justice. If the change from a dual to a unitary system causes a reduction in the teaching force, the Singleton decree requires that school districts *not* change the ratio of black to white teachers. New vacancies must be filled by qualified persons of the same race, color or national origin as departing personnel, until such applicants are not available.

According to all reports, this decree has been widely ignored. In 1968-69, the Race Relations Center found that there were 9,015 black teachers in 108 southern school districts in six states; in these same districts in 1969-70 there were 8,509 black teachers and in 1970-71 there were 8,092. In these three years, the total number of teaching slots rose by 615 while the total number of black teachers fell by 923. In Alabama, it is estimated that one third of the 10,500 black teachers have been dismissed, demoted or forced to resign. In Florida, over the past three years, about 1,000 black teachers have been dismissed, while the total number of teaching positions rose by 7,500. In addition, the report noted a concurrent decline in the number of new black teachers hired, suggesting that there is discrimination in hiring.

The WRP report found that 127 districts of the 467 monitored had dismissed 462 black teachers by not re-

*The court heard three related cases last fall from Athens, Ga., Mobile, Ala., and Charlotte-Mecklenburg, N.C. The League of Women Voters of the U.S., of North Carolina and of Charlotte-Mecklenburg were friends of the court in the latter. The federal government, through the Justice Department, was an amicus also, but on the other side—on behalf of the defendant, the Charlotte school board. The Justice Department claimed that the busing plan ordered in the Charlotte case was too "extreme" but the League and others argued that the school district should implement the plan and use all available remedies to desegregate its schools. The school board and opponents of the plan felt that the "rule of reasonableness" should be exercised but the Supreme Court decided that "substance, not semantics, must govern."

newing their contracts. In one Texas district, black teachers received mimeographed form letters advising that they were "no longer needed" but the district soon hired new white teachers. In 103 districts black teachers were demoted. Some were reassigned to subjects outside their field of specialty, thereby leaving them vulnerable to the possibility of later being dismissed for incompetency. Others were assigned to lower track and vocational classes, or to lower level schools; very few retained positions as department heads. Some were even demoted to nonteaching jobs. In an Arkansas school district, a black teacher with a master's degree in education was given study hall duty last year. This year he is driving a bus and teaching shop.

In 78 of the 200 districts for which information on black/white teacher ratios was available, clear violations of the Singleton rule were found. According to the WRP report, "Not a single school district has been terminated (under Title VI) by HEW for discrimination against black principals or teachers," although hundreds of complaints have been filed. The survey done by the Race Relations Center states that there is a "...pervasive feeling that the federal government can't or won't help rectify the situation. The only effective recourse seems to be through the courts, and there is still a dearth of black and white lawyers willing to take such cases." Even if there is a lawyer available, fear may prevent teachers from acting. The survey also points out that teachers who do protest demotion are often dismissed for insubordination.

On August 6, 1970, HEW Secretary Richardson and J. Stanley Pottinger, OCR Director, promised that a memorandum would be issued within 10 to 15 days outlining school districts' responsibilities under Title VI regarding treatment of minority faculty and staff. At the time of the WRP report, nearly five months later, the memo had not been issued. On January 14, 1971, however, Pottinger did send a memo to Chief State School Officers about discrimination in elementary and secondary school staffing practices. The memo stated HEW's "policy to make further inquiry into staffing practices whenever it appears...that a school district may be making its assignment to teachers or staff to particular schools on a basis that tends to segregate, or that the racial or ethnic composition of its staff throughout the system may be affected by discriminatory hiring, firing, promotion, dismissal or other employee practices." If evidence of discriminatory assignment is found, "...the school district will be requested to assign teachers so as to correct the discriminatory pattern." If discrimination in hiring, promotions, demotions, or dismissals is found, "...the school districts will be requested to develop a plan for prompt corrective action." If the deficiency is in overall school district staff ratios, "...the school district may be asked to develop a plan designed to achieve a racial and ethnic composition of its total staff which will correct the distortion."

Mrs. Marian Wright Edelman, director of the Washington Research Project, in testimony to the Senate Education Subcommittee, characterized the memorandum as being "prospective and too weak to be effective."

Discrimination Against Black Children

There is clear evidence of even more widespread discrimination against black school children. The WRP report documents hundreds of examples of such discrimination and states, "Federal desegregation plans must deal with problems of black children within desegregated schools in as great detail as they have come to deal with problems of student and faculty assignment to schools." The report urges speed in dealing with these new forms of racism since "face-to-face discrimination against black children may do more direct and lasting harm to their 'hearts and minds' than did the old systems of isolation and separation."

In 273 of the 467 monitored districts, classrooms and facilities were segregated. Commonly, whites and blacks were assigned to separate classrooms. Much of the separation was done on the basis of tests, usually administered for the first time with the advent of desegregation and despite the fact that *federal law prohibits such testing when it results in racial isolation*. Some school districts have even used federal funds from Title I of the Elementary and Secondary Education Act (ESEA) to conduct such "tests."

Students were also separated within the classroom. In one history class, blacks were seated on one side of the room, whites on the other, with a row of empty desks down the middle. In another, black students sat in the back, while whites sat in the front.

Twenty-one of the districts discussed in the report had segregated cafeterias, dressing rooms and recreation areas. Eighty-nine of the districts operated segregated bus systems—usually in the form of duplicate routes but also in the classic Jim Crow pattern of blacks in the back. In one Florida junior high school, classes were "dismissed an hour and half before the senior high; black students had to wait for the rest of their bus load for nearly two hours, while a bus left right after school to take white junior high school students home, going right by many black students' homes on the way."

Discrimination also occurred in extracurricular activity—in social events, student government and student organizations, in athletics, cheer-leading and in band. In one Texas town "black students who moved to the desegregated high school...were told to turn in their Honor Society pins and were not allowed to join the society at their new school." A crucial erosion of black identity is occurring with the disappearance of the names of former black schools and in the loss of black mascots, trophies, songs and symbols. In Carthage, Texas black high school students are not allowed to wear award jackets, sweaters, or colors from their old high school, and in a South Carolina school, black band members were suspended when they refused to play "Dixie." In the former black high school in Orangeburg County, South Carolina all black trophies and pictures were replaced by white ones.

Black student reaction to these overt acts of discrimination has taken many forms and is often misinterpreted as meaning that blacks do not want integration. Within six weeks after school opened in the fall of 1970, 152 districts had expelled blacks and 95 had expelled whites. Five times as many black students as white students were involved. While whites were expelled gen-

erally for school discipline problems, over 80% of the black students were expelled for participation in protests or demonstrations.

Segregated Academies

According to a special report by Roy Reed in the *New York Times*, November 27, 1970, the number of all-white private schools in the South nearly doubled in the fall of 1970: about 300 more schools were opened, bringing the total number of new private schools established in the last five years to 700. Most of them are in predominantly black districts.

The Southern Regional Council reported that the number of white pupils at southern segregated private schools has jumped from 300,000 to about 450,000, since the Supreme Court's 1969 decision that dual systems must integrate "at once".

The NEA Task Force found that public buses are frequently used to carry students to private schools, some of which are former public school buildings, now leased or sold to private interests. Textbooks and other school equipment bought with public money are sometimes loaned or given to private academies. In Louisiana, the state legislature appropriated \$10 million for private school teachers' salaries. However, a court ruling held that Louisiana's "Secular Educational Services Act of 1970" was unconstitutional.

NEA also discovered that public school tax rates are often lowered after whites leave the system—leaving the remaining black schools in a financial crunch. The *New York Times* article reports that the new white schools are suffering from financial problems too. In conversations with educators, public officials and other observers, interviewers found "that probably not more than 25 of the new academies come close to matching, in over-all quality, the public schools that their students fled from." Other reports indicate a gradual return of whites to public schools—probably a result of the inferior quality of the hastily established schools.

The Internal Revenue Service (IRS) has declared that contributions to schools which discriminate on the basis of race are not tax-deductible. The impact of this declaration on segregation academies is questionable. All that schools must do to qualify for tax-deductibility is to state publicly an open admissions policy, but the IRS has no affirmative monitoring process to determine the extent of "open admissions."

During the 1970 hearings of the Senate Select Committee on Equal Educational Opportunity, Senator Walter Mondale (D., Minn.) questioned the IRS about a school in Siloam, Georgia. Mondale asserted that the school had 120 white pupils last year, and 300 this year—but no black students. In addition, the school has an all-white faculty, has reportedly purchased a former public elementary school for \$100, and charges students \$400 tuition and a \$250 "building fund contribution." Needless to say, the charges are prohibitive to many rural black families (as well as to many white ones).

Mondale asked the IRS about assurances that the school had an open admissions policy and was told that assurances generally take the "form of statements in brochures made available in the community." A week

later, Mondale accused the IRS of deception, saying that the IRS "waited until September school enrollments were closed and classes were filled without a single black admission and then suspended exemptions of only those 11 schools which refused to promise they would open their doors to black students." The timing meant that many academies would be able to operate all-white schools during the 1970-71 year.

Freedom of Transfer

Another, perhaps more subtle, phenomenon seems to be taking hold in many areas. For lack of a better term, it is referred to as "freedom of transfer," and is an attempt by recalcitrant whites to resegregate "legitimately." Many white students have transferred out of their assigned schools to attend other schools, especially in cases where they were in a minority. Sometimes, it is done without the knowledge or even covert approval of school officials; in other cases school policy allows such transfers.

HEW, for example, is now reviewing the transfer of many white students in Prince Georges County, Maryland from predominantly black schools. It was expected that 441 whites would attend one high school with a total enrollment of 1,050. At the end of September, only 218 white students were actually attending the school. Some of the whites transferred to private schools; others received permission to go to other public schools after claiming family hardship and illness; the rest are unaccounted for. Until the review is complete, there is no way to judge what was done with the knowledge and tacit approval of school officials.

A related mechanism for avoiding integration is the use of different schools for different subjects, so that whites don't have to stay in black schools all day or in classrooms with black teachers. NEA reports that Tallahatchie County, Mississippi buses its high school pupils between two schools—"an altogether strange phenomenon in a region so antipathetic to busing."

What Makes the Difference

Acts of noncompliance and repression are commonplace in the South. However, as Paul Gaston, in an article in *South Today*, December 1970, said: "In those schools where whites and blacks have created successful integration, one common, crucial factor has been intelligent community leadership. In districts where desegregation has been a failure—where true integration has never had a chance—community leadership has ranged from good-intentioned mindlessness to outrageous intransigence. Two conclusions are inescapable: (1) integration of southern schools is not simply a desirable goal, but a viable one as well; (2) the speed with which that goal is reached depends heavily on how the crisis of leadership is resolved in southern communities."

The North and West

Outside the South, crises of leadership also determine the workability of school desegregation. Although there is no constitutional mandate for ending *de facto* segregation, many school districts and states in the

North and West have voluntarily tried to achieve some measure of integration. However, the outlook on the whole, is not much more promising than it is in the South. Like the South, there are many cases of smooth transition, but more often than not retreat seems to be the word. Plagued by "white flight" and with crushing financial burdens intensified by lower tax bases, many urban school systems are struggling to remain solvent and at the same time provide the best possible education to the children they serve. Integrating on a large scale is costly for most cities, though sometimes the cost estimates are grossly inflated. The resegregation process has taken its toll: despite efforts in many areas of the North and West, the number of minority children in predominantly white schools increased only .1% between 1968 and 1970 (from 2,703,056 to 2,865,059).

Under Title VI guidelines established by HEW in 1968, federal funds can be withheld from "de facto" districts in the North and West if OCR can trace responsibility for the segregated schools to government action on matters such as zoning. If governmental responsibility can be traced, then OCR can treat the district as though it were *de jure*. However, ascertaining such responsibility is a painstaking process, often involving months of work by highly trained investigators. According to OCR, there are about as many investigators now working in the North and West as there are in the South. Although OCR has conducted Title VI compliance reviews in many northern and western school systems, formal enforcement proceedings have been initiated in only two: Wichita, Kansas and Ferndale, Michigan. In each case, a federal examiner has ruled that the district is in noncompliance and that federal funds should be cut off. Ferndale has appealed the decision and Wichita may also file an appeal. Investigators are working in other cities, such as Boston, San Francisco, Bakersfield, New York and Chicago. Title VI investigators once worked in Pasadena, California, and now this school district has adopted one of the most extensive integration efforts in the nation to date.

The Pasadena Story—A Case History

Pasadena, an urban microcosm in many respects, exemplifies the problems found in school districts everywhere. Under the new desegregation plan, each of the 29,000 students will be bused for at least part of his school career. Eighty-seven buses now carry 15,000 children from segregated neighborhoods to integrated classrooms.

It was not easy to bring the plan into being. Opponents demanded a recall election of the three board members who voted for the school desegregation proposal. Enough petition signatures were collected to hold an election on October 13, 1970. The outcome was a close victory for the incumbents; support came mainly from the black and integrated sections of Pasadena.

Essentially the plan adopted by the school board was based on a federal court order to reorganize Pasadena schools by September 1970, so that no school would have more than 50 percent of any minority group and every school would include minority staff members. But the board ordered the staff to develop an even

more comprehensive plan—to ethnically balance *all* the schools.

Many community groups supported the board and made tremendous efforts to prepare the community for desegregation—during the summer of 1970, they held neighborhood discussion groups and public meetings and set up information booths in the shopping centers.*

The groups' active opposition to the recall election certainly influenced its outcome, which many regard as one of the most significant victories for integrated education in recent history. Its significance lies in the fact that "it gave the Pasadena Plan a chance to prove itself. It was perhaps a unique referendum on busing and full integration, and the public said yes." (Mike Bowler, "North or South: Who Will Show The Way To School Integration," in *South Today*, December 1970).

Mr. Bowler also asserted that the plan is attractive for the things it does not do:

- It does not combine schools selectively;
- It does not close black schools to appease white parents;
- It does not place the burden of desegregation on blacks;
- It does not avoid the hard fact that busing is the only way to desegregate large-city systems."

Only time will tell how well the plan will work. In a statement to the Senate Select Committee on Equal Educational Opportunity, the League of Women Voters of Pasadena appealed for more federal financial aid to the school district to offset the increased costs of transportation and innovative programs to improve the quality of education in the newly integrated schools. In stating the case, the League pointed out that white parents "are waiting to see whether the district can provide their children with a quality education in integrated schools....It seems clear...that middle-class white parents here cannot be expected to pay more for their children's education and receive less than they would get in an all-white suburban district. Clearly, if the American people and their elected representatives have a commitment to the ideal of an integrated society...they must be willing to contribute funds to the bona fide desegregated school districts sufficient to insure their successful operation so that others may be encouraged to follow in their path."

WHERE WE'RE GOING

Several bills have been introduced in Congress to provide such financial aid.

Emergency School Assistance

In May 1970, President Nixon sent a proposal to Congress for a \$1.5 billion, 2-year program to help aid the desegregation process. The Emergency School Assistance Program (ESAP) was designed "to help southern schools eliminate dual systems and underwrite north-

*These efforts were coordinated by the LWV of Pasadena.

ern efforts to achieve integrated quality education in *de facto* situations." (*New York Times* January 8, 1971) The proposal promptly went through the hearing process in both the House and Senate.

ESAP - Funding Begins in the Fall of 1970

In the meantime, most southern school districts were under orders to desegregate by the opening of the 1970-71 school year. On August 18, 1970, Congress passed \$75 million in emergency funds to assist these districts to convert from dual to unitary systems.

In spite of Senate amendments prohibiting assistance to districts that violated civil rights laws and in spite of the excellent program regulations governing ESAP, numerous violations in the use of ESAP funds were found by the civil rights groups conducting the desegregation monitoring program last fall. Their report, *The Emergency School Assistance Program, An Evaluation*, was issued in November 1970. Relying on an analysis of ESAP grant applications funded by HEW, and on first-hand monitoring of many districts that had received ESAP funds, the groups discovered violations of program regulations and of federal civil rights laws which should have made the districts ineligible for funds.

The conclusions of the ESAP report caused indignant reaction in the Senate which had purposely added amendments to avoid such violations and abuses. However, U.S. Commissioner of Education Sidney P. Marland asserted in testimony before the House General Subcommittee on Education that "the immediate availability of these funds (ESAP) was responsible in large measure for the relatively calm and smooth transition from dual to unitary school systems which occurred."

The Senate Select Committee on Equal Educational Opportunity ordered a General Accounting Office (GAO) report on ESAP. The report, *Need To Improve Policies And Procedures For Approving Grants Under The Emergency School Assistance Program*, was released on March 5, 1971, and confirmed the findings of the ESAP report. GAO found that insufficient information was submitted with program applications to enable "a proper determination that the grants were in line with the purpose of the program." The report recommended that HEW strengthen its procedures:

- by allowing time for thorough review and evaluation;
- by requiring that the information relied on in approving applications be made a matter of record;
- and by establishing an effective monitoring system to ensure that funds are used for the purposes specified in the applications and that districts comply with federal civil rights laws.

ESAP's Fate In The 91st Congress

A \$1.5 billion "permanent" school assistance bill, sponsored by the Administration, passed easily in the House last year but faltered in the Senate. The Senate Education Subcommittee had prepared an alternate bill. Its members felt that the House-passed bill failed to establish a meaningful integration standard as a requirement for funding; without such a standard, it

would be possible for districts desegregating only on a token basis to receive funds. However, neither bill was put to a vote on the Senate floor.

ESAP In The 92nd Congress

Early in 1971, the two bills were reintroduced: the administration's Emergency School Aid Act of 1971 (S 195 and HR 2266); and the Quality Integrated Education Act of 1971 (S 683 and HR 4847) which was sponsored in the Senate by Senators Walter Mondale (D., Minn.) and Edward Brooke (R., Mass.).

The basic difference involved the allocation of funds. S 195 allotted 80 percent of the \$1.5 billion to states on the basis of the number of minority children enrolled in the public elementary and secondary schools. S 683 earmarked 90 percent of the monies to aid school districts in the desegregation process by funding specific programs, such as creation of stable, quality integrated schools, education parks and interdistrict cooperation projects. The remaining money—20 percent in S 195 and 10 percent in S 683—was to be used at the discretion of the Secretary of HEW.

The bills also differed in the way in which school districts qualify for funds. Under S 195, districts must be implementing a voluntary, court-ordered, or HEW-approved desegregation plan, or must be making an attempt to reduce or prevent racial isolation. S 683 contained spelled-out standards for each program it would fund.

The Compromise

On March 24, 1971, a compromise bill—the Emergency School Aid and Quality Integrated Education Act of 1971—was reported by the Senate Subcommittee on Education. The new bill contained many of the features of the Mondale-Brooke bill (S 683) which included public information and parent/teacher/student participation provisions. However, districts eligible for funding would be the same as those in S 195, with the added provision that they must adopt comprehensive plans to eliminate minority group isolation and must establish one or more stable, quality integrated schools as defined in S 683. Funding priority would be given to those districts which place the largest number of minority group students in integrated schools.

The funds would be allotted as follows:

- 15% would go for metropolitan area projects including at least two education parks, one of which must be interdistrict. The rest of the funds would go to districts seeking to implement district-wide desegregation plans;
- 15% would be divided with 3% for educational television; 3% for bilingual and bicultural programs; and 9% discretionary funds for the Secretary of HEW;
- 1% would go for attorney's fees as outlined in S 683;
- 1% would be reserved for evaluation;
- 68% would be allotted to states, with 15% going to private, nonprofit projects; 22% to reduce racial isolation; and 63% to maintain stable, quality, integrated schools as defined in S 683.

Ribicoff Proposal

Another bill (S 1283) to give federal aid and direction to the desegregation process was introduced on March 16, 1971, by Senator Abraham Ribicoff (D., Conn.). The bill, the Urban Education Improvement Act, focuses on metropolitan areas rather than on individual school districts in seeking solutions to school integration. It would require state and local educational agencies to develop desegregation plans for all Standard Metropolitan Statistical Areas (SMSAs) and would provide money for the development of such plans. All plans, to be implemented by July 1, 1983, would provide that the percentage of minority group children enrolled in each school within the SMSA would be at least 50 percent of the minority student population throughout the SMSA. Thus, if the minority student population in a given SMSA were 30 percent, in no school within that SMSA could there be less than 15 percent minority children enrolled. Plans could use techniques such as redrawing school boundaries, creating unified school districts, pairing schools, and establishing educational parks and magnet schools. Reasonable assurance would have to be given that goals would be met before funds were granted and the program would carry implementation guidelines similar to such federal programs as Title I ESEA.

Senator Ribicoff also introduced a companion bill on housing (S 1282). By linking his housing and education bills, Senator Ribicoff emphasized the need for equal housing opportunities to assure viable school integration. S 1282 would locate federally-connected industries only in communities willing to provide adequate low- and moderate-income housing. Its purpose is to insure that state and federal employees will have an adequate supply of low and moderate-income housing before governmental facilities are built or expanded in a community.

The provisions for interdistrict cooperation in the Emergency School Aid and Quality Integrated Education Act of 1971 contain elements of the Ribicoff proposal. But, in general, though the Ribicoff bills are more far reaching than either the Mondale-Brooke bill or the compromise bill, the latter may lay the groundwork for more comprehensive action in a future Congress. □

CONCLUSION

Though the problems in the South are a long way from solution, many advocates of school integration are turning their attention toward large, urban areas where school integration seems to have reached a standstill. In Boston schools, for example, where racial balance is mandated by a 1965 state law (meaning that if any school has more than 50% nonwhite pupils the district is subject to cutoff of state funds), the proportion of blacks in the schools has increased from 25% to 32% since 1965 and the number of racially imbalanced schools has increased from 46 to 63. And Boston is not the exception. In Washington, D.C., the public school population is nearly 95% black. The city of Chicago's public school population in 1970 was 55% black, an increase from 53% in 1968.

How will the nation ultimately solve the festering problems of school integration? Should we develop uniform standards to apply to all metropolitan areas, North and South? If so, how? Can national integration standards be developed, either by the courts or by new federal law, doing away with the distinction between *de jure* and *de facto* segregation? Can all segregation be declared illegal and can federal and state funds be withheld from districts which do not achieve racial balance in their schools?

Would a metropolitan-wide approach to integration be the key to racial balance? Does an interdistrict approach to integration take account of black demands for quality schools *where they live and controlled by them*? How will black fears that interdistrict cooperation is a ruse for dispersal (and the subsequent loss of black culture and identity) be abated? What about busing? In most busing plans, the burden has been on blacks, thus implying that blacks benefit from integration and whites do not. Will busing be two-way or will the burden continue to be borne by blacks? How can the process of resegregation be halted? How can districts that are nearly all-black integrate?

The problems seem insurmountable, but perhaps they all boil down to one question: Do the American people want their children to be educated in racially isolated schools or do they want them to attend "just schools?" □

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League of Women Voters of the U.S., 1730 M St., N.W., Washington, D.C. 20036.

"School Desegregation, North and South," *FACTS & ISSUES*, 1969. pub. #353. 4 pp. 25¢.

"Education: Developments in School Desegregation and in Title I ESEA," *CURRENT FOCUS* No. 3, Dec. 1970. pub. #668, 8 pp. 25¢.

"Statement To The Senate Labor and Public Welfare Subcommittee on Education in Support of Quality Integrated Education." March 23, 1971. 9 pp.

School Survey Guide. 1969. pub. #343. 32 pp. \$1.00.

"The School and the Community." *People Power*. ICCE Newsletter. March 1969. pub. #621. 50¢.

Subscriptions

Integrated Education: Race and Schools. \$8 per year for six issues. Integrated Education Associates, 343 S. Dearborn St., Chicago, Ill. 60604.

South Today. A digest of southern affairs. Southern Regional Council, Inc., 5 Forsyth St., N.W., Atlanta, Ga. 30303.

Race Relations Reporter. Semimonthly. Race Relations Information Center, Box 6156, Nashville, Tenn. 37212. □



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A League of Women Voters Education Fund publication



C-394

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102

November 1973

Pm - P

MEMO

TO: Local Leagues
FROM: LWVMN Education Committee
RE: Educational Assessment in Minnesota
Date: November 26, 1973

The National Assessment of Educational Progress, now sponsored by the Education Commission of the States, was established in the 1960s in response to concerns expressed by some educators, legislators and citizens for information on whether schools were doing an adequate job. Assessment tests, given to 9, 13, 17 and 25 year olds, measure group performance in such areas as reading, citizenship, writing, science.

The Minnesota State Department of Education is now conducting similar group assessments. The "Spring 1973 UPDATE," page 18, (State Department of Education publication) contains basic information on the department's assessment goals and plans.

(The testing program for assessment differs from standardized or individual achievement tests. The results desired from assessment are group results, rather than individual performance. For examples of assessment questions, contact your local school district or library for the results of the national assessment program.)

The pilot testing phase for Minnesota was authorized by the Legislature in 1971. The State Department of Education hired some consultants and formed several committees to aid in various stages of developing Minnesota's assessment program. These groups helped develop goals, set policy, determine types of tests, formulate test questions and keep professional and citizens groups aware of problems and policy.

The State Department of Education appointed an assessment Advisory Council which includes members of citizens groups active in education study and action (such as the LWV) and which heard a wide range of suggestions, professional explanations and criticisms. Opinions of the council members vary: some fear the probability of teachers' teaching "to the test, with the attendant effects on curriculum and the teachers' initiative"; others are apprehensive of the possibilities of regimentation resulting from the use of standardized test questions; almost universal concern was expressed for the possibility that results of this type of assessment might be misinterpreted by the news media and/or the general public.

In May 1972 approximately 8,000 of Minnesota's third and sixth grade students, in 246 randomly selected public and nonpublic school classrooms, were involved in pilot testing Minnesota's assessment tests. Testing was done for reading and mathematics skills and for attitudes of students toward themselves and others. A statewide assessment of the reading levels of groups of 17-year olds was done in the spring of '73.

The current plan is for a long-range, periodic assessment of 3rd, 7th and 11th graders. (The proposed cycle is contained in the UPDATE article cited above; copies of which you may have in your files or which you could read in your school district's offices.) The basic purpose in obtaining these results is to provide information to make intelligent decisions in planning and allocating resources. Advocates of this program see assessment as a valuable tool in evaluating and subsequently improving educational programs.

One thing the tests cannot do is reveal the causes of group results. Analysts have used the analogy of an x-ray. The assessment results should show what the condition of a group is, but the results would not show how it got that way or how to "cure" unsatisfactory conditions. Different kinds of research would be necessary to determine different rates of achievement among different groups of students.

Questions may be raised about group assessment, including:

. How are acceptable or desirable performance levels determined? Who decides -- school boards? teachers? students? citizens? the Legislature?

. In the comparison of test results, with whom should Minnesota students be compared -- national assessment levels? Minnesota groups? regional norms?

. When should comparisons be made -- the next testing sequence? compare those results with 1972-73? after additional sequences? Who decides?



**LEAGUE OF WOMEN VOTERS
OF MINNESOTA**

PHONE (612) 224-5445
555 WABASHA • ST PAUL, MINNESOTA 55102

Education Committee Guide

Background Interview Survey

Pm-T

Memo to: Local League Education Study Chairpersons
From: Betty Shaw, LWVMN Education Committee Chairperson

Date: October 22, 1976

As you know, the education committee is working hard to try to provide adequate study information on tenure and collective bargaining in education. Your help is essential in gaining accurate information on a statewide level.

Enclosed is a brief Background Information Survey which we would very much like to have the superintendent in your school district fill out for us. This may be done either in person or by mail. If you have more than one school district within your area, please ask that the survey be answered by each superintendent. If there is more than one League in your school district, coordinate with those other Leagues and determine which one will be responsible for getting the survey completed (and sharing that information with the other Leagues in the district).

If you plan to have this survey done by mail rather than through a personal interview, please include a cover letter explaining that we are doing a statewide education study and asking their cooperation. Assure the superintendent that these surveys will be held in the strictest of confidence. If need be, they may omit district identification as long as the response comes in an envelope -- preferably your League's -- that can be identified if it's mailed directly back to the state office. That's just so we can check off which districts have responded. Attached is a sample of what such a cover letter might include. Also include a self-addressed envelope, either to the state office or to yourself.

If you have questions, please feel free to call (926-6093) or write me (2649 Huntington, St. Louis Park, MN 55416) about anything.

(Over)

SAMPLE LETTER

Dear Superintendent:

The League of Women Voters of Minnesota is doing a study of tenure and continuing contract laws and of Public Employee Bargaining laws in Minnesota. We would appreciate your assistance in gaining some background information from your district.

Please answer these questions as completely and candidly as possible. The enclosed envelope is provided for your convenience in returning this questionnaire. Please be assured that these surveys will be held in the strictest of confidence. District identification may be omitted if you feel the need to do so. We do, however, request that you use the enclosed envelope so that either we (or the state committee chairman) has some destroyable identification as to the district responding.

If you have any questions, please feel free to call me or to write the study chairman, Betty Shaw, at 2649 Huntington, St. Louis Park, MN 55416.

Thank you very much.

Sincerely,

Chairman, Education Committee
League of Women Voters of

BACKGROUND INFORMATION SURVEY
LEAGUE OF WOMEN VOTERS OF MINNESOTA EDUCATION COMMITTEE

1. School District Name _____
b. School District # _____
2. Number of pupils in district _____
3. Number of teachers in district _____
4. Number of elementary schools _____
b. Number of secondary schools _____
5. Are district enrollments stable, increasing, declining? _____
6. Has your district been involved in contract mediation? _____
b. Has your district been involved in impasse arbitration? _____
7. Do principals have a bargaining unit in your district? _____
b. Do administrators have a bargaining unit in your district? _____
8. Are principals' salaries based on the teachers' salary schedule? _____
9. How are principals' and administrators' contracts arrived at? _____

10. Has your district ever released a tenured teacher? _____
b. How many in the last 5 years? _____
c. Under what circumstances were they released? _____

11. Has your district ever counseled out of teaching a tenured teacher? _____
b. How many in the last 5 years? _____
12. Has your district ever gone to court to release a tenured teacher for cause? _____
b. How many in the last 5 years? _____
13. Has your district retained a tenured teacher whose job performance was inadequate because of tenure protection? Please elaborate if you will. _____

14. How does your district evaluate its teachers? _____

How often? _____

By whom are they evaluated? _____

Is the evaluation voluntary? _____ or mandatory? _____

15. How are principals evaluated? _____

How often? _____

By whom are they evaluated? _____

(Please attach any sample forms for teachers and/or principals' evaluation.)

16. Has your district attempted to negotiate an alternative to the "straight seniority" basis for determining which teachers are laid off? _____

b. Were you successful? _____

FILE COPY

LOCAL ACTION
on
STATE EDUCATION POSITION

The League of Women Voters of Minnesota

September 1971

TO: Board Members
FROM: Barbara Jones
RE: Local Action by local Leagues on State Education Position

The following is an excerpt of a letter to Mrs. John Blinks, LWV of Rochester, September 14, 1971. It will be used in the Fall Action Workshops to respond to questions about League action under the state Action position:

That portion of the consensus which the state Board and local Leagues have considered applicable for local action is contained in the last sections of the consensus report. "Adequate financing of special aids for (a) children with physical and mental problems, (b) gifted children, and (c) children with learning disabilities" has been interpreted to permit lobbying for adequate local financing, too.

Also, "increasing state responsibility for phases of education which may require financial aid. . . . (b) upgrading local educational standards, and (c) encouraging experimental programs" might be pertinent. This could be interpreted as implying general state League approval of these local efforts and local Leagues could encourage school boards to finance such projects in their districts.

We do feel it is most important that there be general agreement by your members on these interpretations. It is not enough that the Board feel strongly about local action. But if a League has studied its own district or if the state study item generated a strong response through the local consensus report, the state Board has agreed with action based on the state position. We would like to be informed of any action taken, such as a copy of any letters or statement to a school board. We wish to serve as a clearing house on this type of action and to be aware of League visibility in this phase of education.

- no general business course in 45.8%
- no course in office machines in 79.9%
- no course in physics in 90.4%

(From Research Monograph, 1963, National Education Association, "Small High Schools, 1960-61.")

7. Who determines the number of districts in the state? *The state legislature (the Constitution gives it the responsibility), whose duty it is to help provide a comprehensive, economical, efficient, enriched public school system which insures equal opportunity*



for all children in the state.

8. What can you do to help insure the best possible education for your child? *Talk to your legislator — or write him today.*

9. Do you know that:

—799 common school district buildings in Minnesota have no running water?

—water must be carried from a nearby farmhouse in 105 common school districts?

—there are 389 common school district buildings in Minnesota without indoor toilets?



—339 classrooms in common school districts in this state have no electric lights?

—439 common school district buildings do not have a second exit on the first floor for safety purposes:

(Note: These figures are based on a State Department of Education survey of school facilities in Minnesota districts with ungraded elementary schools in 1964-65; all but one of the 87 counties reported in the survey.)

The Minnesota Coordinating Committee on Education

Education of a Child is published by the Minnesota Coordinating Committee on Education.

The Committee's primary function is to identify problems in education, and conduct extensive research and study for their solutions. Its findings and recommendations are submitted to its member groups—both professional and lay organizations — for their support and action, and to the general public for its information.

Member groups of the Committee are the Minnesota Association of County Superintendents, the Minnesota Association of School Administrators, the Minnesota Citizens' Committee for Public Education, the Minnesota Congress of Parents and Teachers, the Minnesota Education Association, the Minnesota School Boards Association, and the Minnesota Vocational Association.

Its officers include: Glen Jadwin, Minneapolis, chairman; Mrs. G. T. Mitau, St. Paul, vice-chairman; and Mrs. Caroline Mehlhop, Green Isle, secretary-treasurer.

FILE COPY



EDUCATION OF A CHILD



County School, Olmsted County

(Photo by the Minnesota Historical Society, 1959)

Your Responsibility...

The founders of Minnesota had foresight to see that education would provide values to fulfill a democratic way of life. They wrote into the state constitution that the Legislature would be responsible for a uniform system of public education for each child.

The state legislature did this by establishing school districts in most townships, villages, and cities. The township districts offered only grades one through eight. Sometimes rural children were fortunate enough to attend high school, but often "country school was good enough".

Today's great need is for expanded academic and vocational educational programs.

Consolidation of township districts with village or city districts began as people realized their children need at least a high school education offering a broad program.



Consolidation helps pool resources and valuation of school districts and enables broad participation in the decision-making process on educational programs. Progress, unfortunately, has been too slow.

Thus financial support and human resources continue to be wasted for reasons discussed in the following pages.

To fulfill our constitutional and moral obligations to our children, Minnesota must consolidate all its school districts into districts maintaining high schools by July 1, 1968.

You can assist by informing your state senator and representative of the need for action in the 1967 Legislative session to help give every boy and girl in Minnesota a high school home.

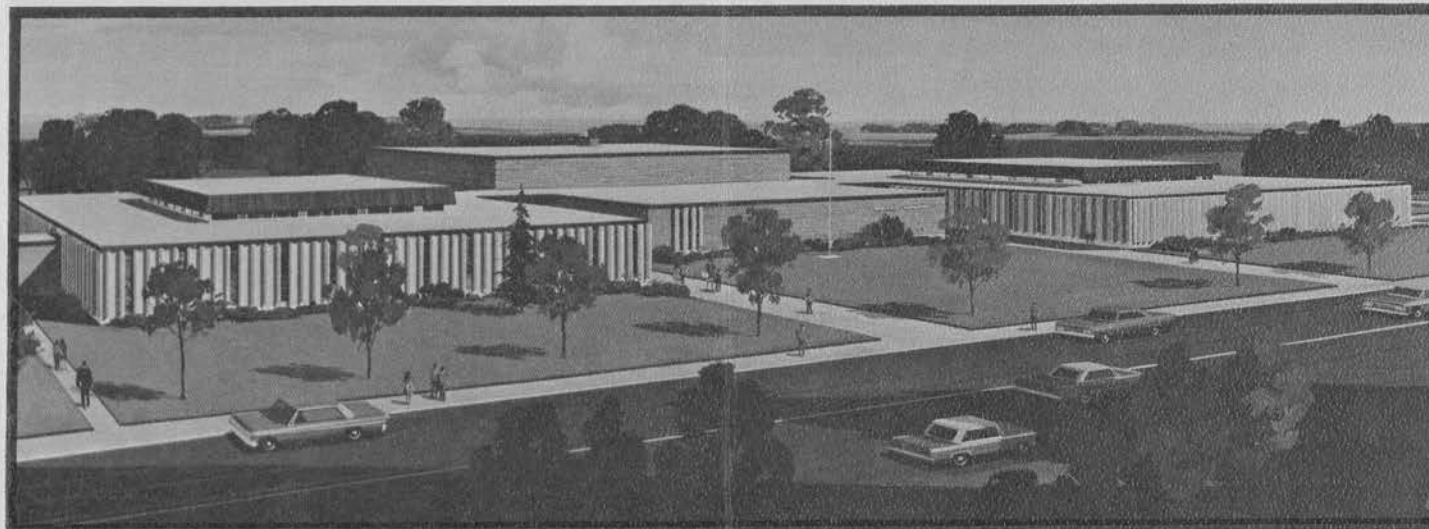
SCHOOL CONSOLIDATION QUESTIONS and ANSWERS

1. How many of Minnesota's public local school districts maintain high schools? Only 454 of Minnesota's 1,375 school districts (33 percent) have high schools — this



means that 61,613 Minnesota pupils live in districts which offer no high school education.

2. What disadvantages fall to the child who lives in a district without a high school? He may not be able to attend the high



Probstfield Elementary School, Moorhead, Minn.

(Photo by Foss, Engelstad, Foss, Architects & Engineers)

school in the district of his choice and, in fact, no outside district has any obligation to enroll him.

3. What voice do parents of children in districts without a high school have in the policies of their child's high school? The parent of the child attending an "outside the district high school" can neither vote for School Board members nor be a candidate for the Board. Only residents of the district have these rights.



He has no effective method to express his educational ideals.

4. How does Minnesota compare with other states in its number of school districts? Only two states — Nebraska and South Dakota — have more school districts than Minnesota. It is time for Minnesota to catch up to the modern-day organization of



states like Washington, Oregon, or Colorado, each of which has 450 or fewer school districts.

5. Does the present system waste your tax money? Your tax dollars are wasted by this archaic system of school organization be-

cause costs per pupil are high for the limited educational program provided.

6. Can small schools offer the program your child needs and deserves? No. A recent study by the National Education Association showed that in high schools with enrollments of fewer than 300 there were:

- no foreign languages in 28.9%
- no journalism course in 76.1%
- no speech course in 51.7%
- no course in solid geometry in 56.8%
- no course in trigonometry in 40.2%

COMMITTEE ORGANIZATION

The Minnesota Citizens Committee on Public Education was organized as a volunteer committee in 1934 when a few organizations combined their efforts to study school finances. Membership expanded. Today it represents the cooperative efforts of many interested citizens and approximately 50 groups working in behalf of the public schools.

Basic membership of the group and its voting majority is made up of representative state-wide organizations. A member organization is not committed to any program except by its own action. Individuals with a dominant interest in public education may also become members.

The committee operates on a modest budget provided by volunteer contributions of organizations, and dues of individual members. Some of its printed factual materials are free, others are distributed at cost.

ELECTED OFFICERS

Dr. Stanley D. Sahlstrom, Gen'l Chairman	St. Cloud
Mrs. Charles Huffman, 1st Vice-Chairman	Hopkins
Mrs. Avis Nelson, 2nd Vice-Chairman	Minneapolis
Dr. Dean Schweickhard, 3rd Vice-Chairman	St. Paul
Mrs. S. E. Struble, Secretary	Wyoming
Cecil Hartung, Treasurer	Minneapolis

For Further Information:

MINNESOTA CITIZENS COMMITTEE
ON PUBLIC EDUCATION

632 SOUTH WARWICK

698-6337

ST. PAUL, MINNESOTA 55116

FILE COPY MINNESOTA CITIZENS COMMITTEE ON

public education

*a group of people vitally
interested in better schools*



FACT-FINDING, NON-PARTISAN, NON-PROFIT

The Minnesota Citizens Committee on Public Education serves public education as a fact - finding, non - partisan, non-profit group. It represents a cross-section of the community. It studies school problems, gives out factual information, and coordinates the efforts of interested citizens and groups working for public school improvement, and encourages organizations to use their own influence in the drive for better schools.

The committee's sole concern is public education in the state of Minnesota.

Here's How You Can Promote Better Schools

If you already belong to one of the member groups of the Minnesota Citizens Committee on Public Education, you can back your group's efforts.

You and your fellow members can work toward better schools by taking advantage of the assistance and factual information provided by the committee.

Perhaps you belong to a group which is not now a member of the committee. But maybe other members of your group are as interested as you are in public education. Join with these people and explore the help the committee can offer your organization.

As an individual citizen, become informed on school problems and work actively with interested groups in your community.

HOW THE COMMITTEE HELPS YOU

- * Furnishes factual material and reference lists on vital school issues.

- * Advises on the organization of local citizens' committees on public education.

- * Provides suggestions for programs on public education.

- * Serves as a clearing house of ideas for public school improvement.

- * Advises you of meetings and workshops sponsored by the Citizens Committee which you may attend.

- * Sponsors public affairs forums on important issues affecting education.

Look At These Accomplishments :

■ For more than thirty years, the committee has served as a clearing house for school legislation at each session. It is proud to have had a major part in developing the State Aid System passed in 1947 . It has worked continuously since then to improve this program.

■ The committee has prepared and issued informative materials such as "The ABC's of Minnesota State Aids", which brought together in one piece pertinent information on the entire state aid program. In addition, the group has studied and encouraged reorganization of school districts.

■ A major achievement has been its positive continuing contribution toward increasing public interest in our schools and broadening understanding of school problems.

FILE COPY

SUGGESTED USES FOR THE NCSPS FILM SERIES

The "Community Agenda" series offers provocative program fare for any community organization with a stake in better public education. The films are suitable for use by:

- ▶ *local service clubs*, school-oriented citizens groups, and other civic organizations seeking worthwhile motion picture program materials
- ▶ *community-minded television stations* seeking topical public service programming about the schools
- ▶ *school systems* seeking stimulating discussion-starter materials for teacher workshops or school-community relations purposes
- ▶ *film libraries* seeking new listings to up-date their collections of public affairs films

Each of the six films can stand alone for half-hour program purposes. Some program planners have also used them to set the stage for "live" follow-up discussions by a panel of local school and citizen leaders. And the entire series has been presented over a six-week period by local television stations.

The National Committee for Support of the Public Schools is a nationwide non-profit citizens organization, founded in 1962 by a bipartisan group of national leaders. It was established to create, through the spread of ideas and information, a climate of opinion in which citizens will demand and work for an adequately financed public education system.

community agenda

SIX DISCUSSION FILMS ABOUT OUR PUBLIC SCHOOLS

community agenda

..... a series of six half-hour motion pictures dealing with some of the urgent problems now facing the nation's public schools—and with ways in which informed citizens can help to shape their solutions. The series was produced by the National Committee for Support of the Public Schools during its Third Annual Conference and has already been widely utilized by television stations, education associations, school systems, and local citizens organizations.

These films bring together a highly articulate and knowledgeable group of experts—professional educators, citizen leaders, and nationally-recognized authorities—for six lively discussion programs that confront head-on issues of vital concern to every citizen with an interest in improving his public schools.

With its central purpose that of enlarging the arena of public debate about education, the NCSPS film series has been designed to help the citizen move these issues into their rightful position—at the top of every community's agenda.

WHEN EXTREMISTS ATTACK THE SCHOOLS

Moderator: Dr. Harold Taylor, Vice Chairman, NCSPS

Panel:

Congressman Robert Kastenmeier (D.-Wisc.)

Mrs. Jennelle Moorhead, Pres., National Congress of Parents and Teachers

Jack Gordon, Dade County, Fla., Board of Education

Jerry Fine, Inglewood, Calif., Board of Education.

Focuses on a growing problem for many American school systems today, as boards of education and local PTAs become primary targets for infiltration by extremist groups. From first-hand experience with the problem, the panelists describe the nature and purposes of these attacks on the schools—and offer suggestions for countering or preventing them without stifling responsible criticism or dissent.

THE BASIC ISSUES IN PUBLIC EDUCATION

Moderator: Dr. Harold Taylor, Vice Chairman, NCSPS

Panel:

Terry Sanford, Former Governor, North Carolina
G. K. Hodenfield, Associated Press Education Writer

Professor Neal Mitchell, Harvard University

Terry Sanford and two other experts explore with Harold Taylor (former President of Sarah Lawrence College) the exciting prospects for change and improvement in America's public schools. A free-wheeling discussion that illuminates for citizens some of the challenging educational issues of our time—from the teaching of reading through teacher education and curriculum innovations, to problems of school finance.

HOW TO REORGANIZE YOUR SCHOOL DISTRICT

Moderator: John Aragon, Exec. Secy., New Mexico School Boards Association

Panel:

Mrs. Clara Eckdall, Chairman, Kansas Council of Children and Youth

Frederick T. Haley, Tacoma, Wash., Board of Education

Professor H. Thomas James, Stanford University
Educational finance expert H. Thomas James joins with state citizen leaders to assess the progress of school district reorganization across the country. Dialogue centers on the demonstrated improvements in curriculum and administration achieved through redistricting, on approaches taken by forward-looking states and localities to speed up the process, and on ways informed citizens can support such endeavors.

HOW CITIZENS IN BIG CITIES INFLUENCE PUBLIC SCHOOLS

Moderator: Frank Jennings, Educational Consultant, New World Foundation

Panel:

Robert Binswanger, Exec. Dir., PACE Association, Cleveland, Ohio

Robert C. Lloyd, Admin. Asst. to the Superintendent, Baltimore City Public Schools

Frederick C. McLaughlin, Dir., Public Education Association, New York City

Miss Flaxie M. Pinkett, Pres., Washington, D.C. Citizens for Better Public Education

Representatives of 3 big city citizens organizations—and a school administrator who coordinated a massive citizens study of the Baltimore schools—focus attention on the problem of citizen involvement in large urban school systems. They describe projects and approaches designed to bring the citizen into direct contact with his schools as an active and responsible participant in the educational process.

HOW TO FIND OUT WHAT THE PUBLIC THINKS ABOUT ITS SCHOOLS

Moderator: Dr. Harold Taylor, Vice Chairman, NCSPS

Panel:

George H. Gallup, Director, American Institute of Public Opinion

Mrs. Edward F. Ryan, Chairman, Massachusetts Educational Conference Board

Professor Warner Bloomberg, Jr., University of Wisconsin

The expertise of George Gallup and others is

brought to bear on methods for improving school-community relations. Zeroes in on school opinion polling as a device for assessing the level and accuracy of the public's knowledge about its schools. Topics touched on include: designing an effective questionnaire, reaching the "silent voter" segment, and tapping the expert assistance available from local sources.

HOW TO INTEREST LOCAL INDUSTRY IN THE PUBLIC SCHOOLS

Moderator: Mrs. Mary Conway Kohler, Executive Committee, NCSPS

Panel:

Charles R. Bowen, IBM Corporation

George T. Underhill, Jr., Aluminum Company of America

Richard C. Millet, International Paper Co.

D. W. Bennett, Corning Community College, Corning, N.Y.

A group of spokesmen from the business community explore with Judge Mary Kohler the vital dependence of a growing economy on a first-rate system of public education. Highlights ways in which enlightened industries are helping local school systems to improve their programs and meet some of their most pressing needs.

RENTAL AND PURCHASE INFORMATION

Prints of the six, black and white, 16MM, 30-minute films in the "Community Agenda" series may be rented for a five-day period at \$10 per print, or may be purchased outright for \$50 each. (A \$50 discount will apply if the entire series is purchased.) The \$10 rental charge will be credited to the user in event of purchase. For rentals, please allow at least two weeks notice and indicate two alternate dates for each film requested. Users agree to pay return postage and insure prints for \$50 each. Films kept more than 5 days are subject to an additional charge of \$2 per day. To order, complete the coupon at the right.

order form

National Committee for Support of the Public Schools

1424 16th Street, N.W.,
Washington, D.C. 20036

☐ I wish to rent at \$10 each the film(s) checked below, for 5 days beginning:

1) _____
(preferred date)

2) _____
(1st alternate)

3) _____
(2nd alternate)

☐ My check for \$ _____, payable to "NCSPS," is enclosed.

I wish to purchase at \$50 each the film(s) checked below: My check for \$ _____ is enclosed.

Name _____

Address _____

City _____ State _____ Zip _____

- ☐ When Extremists Attack the Schools.
- ☐ The Basic Issues in Public Education.
- ☐ How to Reorganize Your School District.
- ☐ How Citizens in Big Cities Influence Public Schools.
- ☐ How to Find Out What the Public Thinks About Its Schools.
- ☐ How to Interest Local Industry in the Public Schools.

NATIONAL COMMITTEE FOR

Support of the Public Schools

SUITE 103
1424 SIXTEENTH STREET, N.W.
WASHINGTON, D. C. 20036
TELEPHONE 232-9140

August 26, 1966

SEP 12 1966

*Hey - do you
know anything about
these? - possible for land Seque-*

Dear Friend:

Schools occupy "center stage" in discussions around the nation--in Congress, in the state legislatures, in public-spirited groups of all kinds.

The enclosed brochure describes an exciting series of six NCSPS films which bring together some of the most articulate and knowledgeable spokesmen for improvement of public education.

The issues discussed in these films are being faced by virtually every community. Each half-hour program is designed to trigger discussion and action in your organization.

Please reserve your prints now; supplies are limited. Use the handy order form enclosed.

Sincerely,

David H Foerster

David H. Foerster
Director of Public Information

Minnesota State Advisory Council for Vocational Education

CHAIRMAN - RALPH WHITING
VICE-CHAIRMAN - DOROTHY THOMPSON
SECRETARY - EDNA SCHWARTZ
TREASURER - WILLIE ADAMS

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555 Wabasha Suite 201 Saint Paul, Minnesota 55102 612-222-8459

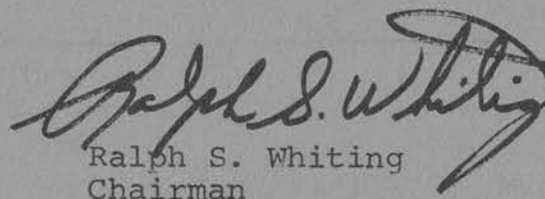
April 12, 1973

To the Citizens of Minnesota, Governor Wendell R. Anderson
and Members of the Minnesota Legislature

The Minnesota State Advisory Council for Vocational Education issued its first Public Report in 1970. That report was put on the desks of Minnesota's legislators at the opening of the 67th Session. The major emphasis of that report suggested the need for a formal definition of the purposes of education in Minnesota and a re-working of the laws, administrative machinery and related considerations by the Minnesota Legislature.

The needs cited in 1970 still exist at the writing of this second report. The concerns of this Council expressed over two years ago are the same today, magnified by considerations of the prospect of federal revenue sharing and needs of the citizens of Minnesota for responsive educational services.

This report is presented not for the purpose of identifying the problems. For that purpose we would refer you to the 1970 report. Rather, this report attempts to make concrete and specific recommendations for improving educational services in our state. These recommendations are submitted with the hope that they will generate vigorous debate and action by the citizens of Minnesota and their elected officials.


Ralph S. Whiting
Chairman

1973 PUBLIC REPORT



Minnesota State Advisory Council for Vocational Education

CHAIRMAN - RALPH WHITING
VICE-CHAIRMAN - DOROTHY THOMPSON
SECRETARY - EDNA SCHWARTZ
TREASURER - WILLIE ADAMS

555 Wabasha Suite 201 Saint Paul, Minnesota 55102 612-222-8459

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Edward Hudoba, Minneapolis	Ralph Whiting, Newport
Harry Kane, Minneapolis	Ann Zweber, Duluth
Larry Kitto, Eveleth	

*Members of the 1973 Public Report Committee.



DEFINING THE ROLE OF EDUCATION

"...provide each student with a complete daily schedule of school work and to fulfill the minimum requirements for graduation as established by the State Board of Education." The above quotation from Minnesota Statutes is perhaps the closest to a definitive charge of educational purpose in Minnesota; the most specific commitment to serve the people of our State. It is, also, language removed by action of the 1971 Legislature without substitution.

"Performance accountability" demands and pressures on the allocation of dollars to support the various educational systems in Minnesota have reached a crescendo in the last two years. Rising costs of paying for education faced by the taxpayers, decreasing enrollment in many of our educational programs, and the general instability of job opportunities in our nation's work force have all contributed to what can only be termed a public "dialogue on education."

Contributing also has been a growing willingness on the part of individual citizens, and groups of citizens, to seek redress in the courts against injustices and inequitable services by government. Federal courts

in Alabama, California, Pennsylvania, Texas and Washington, D. C. have been asked to clearly define the individual's basic rights for consideration and service by tax supported educational institutions. These plaintiffs have suggested that basic constitutional guarantees, if not for specific educational services, demand equal treatment under the law, and equitable educational services for each and every citizen.

For example, in a Washington, D. C., court decision, the inability of the school district to finance the cost of educational services for handicapped because of prior commitments to the rest of the population has been rejected. It is only a matter of time until Minnesota may find itself faced with a federal court suit by one class of citizen or another.

There is a need to define educational services in Minnesota so as to provide the basis by which the taxpayers can understand: (1) what services they are buying, (2) what is the cost, and (3) what are the benefits. The annual investment of state tax dollars for educational aids, programs, and state systems will represent the use of 54¢ out of every dollar expended by the State. This is the proposal to the Legislature by Governor Anderson for the 1973-75 biennium.

Historically we have considered education as a preliminary service to living in an adult society. In an age when the average worker is faced with job

displacement, technological change and a growing amount of free time, definition must be given to the continuing responsibility of education to serve the citizen's needs. Defining of this educational service can also lead to a maximization of the investment being made by the citizens of Minnesota.

DEFINITIONS OF EDUCATIONAL PURPOSE

The Minnesota State Advisory Council for Vocational Education suggests that education has three fundamental services to render to the citizens of our state:

Basic Human Skill Development

Second only to the family, education must serve the individual to develop mental, physical and social capabilities. Basic tools of communication -- the ability to speak, to write and to read -- have long been recognized as skills to be developed through our educational process. Our schools must help the individual understand the nature of the society in which we live and how it relates to the individuals as a contributing citizen of the community, state, nation, and the world.

Preparation for a Career

Education must serve to prepare the individual for a career in adult life. This responsibility must include providing a spectrum orientation to the various career opportunities in Minnesota and our nation. Such an orientation to the "world of work" can be presented with a dual goal. It can give meaning to all educational

experiences. It can act as a mechanism for providing a basis for the individual to measure interests, needs, and capabilities against the opportunities that exist in our society.

Beyond this survey, there is a need for education to give the individual exploratory experiences which will enable each to test capabilities against career opportunities so that each of us may determine which career ladder to climb. In this context, it should be recognized, also, that the role of the mother and homemaker represents career decisions for some.

Having assisted the individual to survey and determine a course of career action, education has a responsibility to provide for the basic skill development -- be it intellectual or physical. This should give an individual, upon leaving the compulsory education years, a marketable job skill or a foundation on which further educational experience can develop the talents for more sophisticated career competencies.

The self interests of the State of Minnesota demand that education have a continuing support role in assisting the individual in a career. It must stand ready to provide support services to facilitate the updating of individuals' talents and anticipatory to technical change, professional evolution and emerging occupations. Education must also provide the vehicle by which the individual can seek to improve career

status by providing support services for the upgrading and knowledge. And, finally, in the responsibility of career support, education must provide the opportunity for the individual, who is faced with job obsolescence or economic displacement, the opportunity for retraining.

Human Enrichment Services

Education has traditionally been designed and preoccupied with serving intellectual capacities of citizens. An appreciation of literature, philosophy, art, a more sophisticated knowledge of our political and economic processes, etc., can provide intellectual self-fulfillment for the individual citizen. Such fulfillment cannot be tied to career activity or the hard analysis of cost benefit projections for either the individual or our State.

During the years of mandatory school attendance -- from ages 7 through 16 in Minnesota -- education should provide a survey and exploration of the potential for human knowledge for intellectual self-fulfillment.

We live in an age when the demands on the individual's time to earn income are diminishing. We live in a society which anticipates the era of the three and four day work week, that already exists for many of our citizens. Education has a responsibility to anticipate and respond to this leisure time market. It has the opportunity to provide human enrichment

program opportunities for adults to give true meaning to the potential of man to seek knowledge for the sake of knowledge.

People Oriented Services

And, most of all, the statutory definition of education purpose must concisely define the responsibility to serve the people of Minnesota individually and collectively.

RELATING PURPOSE TO RESOURCE ALLOCATION

The adoption of definitions of educational purposes should provide a basis for establishing resource allocations. Tax dollars must be expended for education to:

- (1) Support the range of services which are the responsibility of education and a reflection of the responsibility of government;
- (2) Equitably serve every citizen; and
- (3) Provide specific programs designed to respond to the needs of the individual and our State.

There is little question that the use of public funds for educational services must, by first priority, be earmarked for assisting the individual in the general category of basic human skill development. This is a constitutional guarantee suggested by our Minnesota Constitution. In the judicial decisions handed down to this point, there is an implied recognition that the service role of education is foundational to the individual's capabilities to exercise citizen's rights. This service should help the individual to acquire the skills of communication and appreciation of the responsibilities to the society

in which we live.

The second purpose of education suggested by the Council may not be a basic constitutional right of each citizen, but there should be no question the assistance provided the individual in making a career selection does have a direct self-interest for the State of Minnesota and its taxpayers.

Numerous examples could be cited to make this point. Public tax support to enable the individual to complete a collegiate degree program has a direct benefit. The college graduate earning an average of \$19,454 per year* contributes an average of \$1,030 in State income taxes. Assuming college graduation at or about age 21 and a working life extending to age 65, this represents a return of \$45,320 in direct income tax payments for any investment of public funds to help that individual get a degree. The added payments of federal income taxes, sales taxes, excise taxes, and the ability to acquire property with resulting payment of property taxes all can be calculated in to establishing the cost-benefit ratio of the public investment in that person's collegiate education.

Like cost-benefit considerations should also be applied to other citizen groups. As an example, the

*Source: "Digest of Educational Statistics, 1971 Edition, U.S. Department of Health, Education & Welfare.

average cost of institutional care for a mentally retarded person is \$6,600 per year. That same individual -- if provided services within a community setting with opportunities for day activity, work activity, and sheltered workshop employment -- costs the taxpayers only \$4,600 per year -- a savings of \$2,000 per year. Assuming a comparable productivity span for the mentally retarded compared with the college graduate -- a period of some 44 years -- the savings to taxpayers in Minnesota is some \$88,000.

The analogy suggests that the services given to a mentally retarded person on a cost-benefit analysis can save the taxpayers of Minnesota nearly two times the like income from a single collegiate graduate paying State income taxes. Like cost-benefit considerations can and should be applied to the provision of educational services for other physically handicapped persons, persons in our correctional institutions, disadvantaged and minority groups, persons, because they lack job skills, on our welfare rolls, and persons who find themselves unemployed by virtue of technological change or business relocation.

The establishment of educational funding priorities, based on meeting constitutional guarantees and cost benefits to our State, is responsive to the question of the taxpayer's ability to support educational services. This Council believes in the necessity of cost-benefit

budgeting, of expending the available dollars on the basis of assuring the taxpayers of Minnesota the greatest return for their investment.

Providing for self-fulfillment of the intellectual capacity of the citizen has also been identified as a purpose for education, one which deserves public support without consideration of cost benefit in terms of dollars and cents. It, too, demands public support to the extent of providing the opportunity for individual citizens to acquire, based on at least the user fee principle, education services from public institutions. Ideally, this purpose should be served at public expense. However, there must be a recognition that the capacity of the taxpayer to support educational services within themselves -- or in context of the total cost of government -- is limited.

Consequently, the formalization of definitions and recognition of establishing priorities should contribute to, not inhibit, the total functions of education. It is the belief of this Council that the citizens of Minnesota will be responsive to and support educational services they understand to be of benefit to them. The use of tax dollars to support the first two purposes of education and to foster the opportunities for the third purpose should make it possible for any citizen to afford to use education as a continuing life-style resource.

NEEDS ASSESSMENT

Translating the generalized definitions of educational purpose into specific program offerings must be based on direct responsiveness to the needs of the people of our State -- needs assessment. Just as a major corporation desiring to develop and sell a new product line needs to go to the market place to determine the demand for that product, so, too, education must go to the people to document the specific programs they need in order for education to meet each of its purposes.

Educational needs assessment should focus at the local level -- under the direction of local educational agencies. This Council is convinced that the classroom teacher and the local school administrator can best provide information -- given guidance and assistance. This will make it possible for the policy-makers and resource allocators, be they at the local, regional, State or federal level, to make decisions which are more responsive to the demonstrated needs of the people of Minnesota.

This Council believes that the role of the citizen advisor has demonstrated value, particularly at the

local level. The expertise of representatives of the business and labor communities, parents, the handicapped, the minorities, the disadvantaged and other interested citizen groups in identifying for school administrators the type of curriculum and programs needed has proven of immeasurable benefit in the past. The perpetuation of this approach would serve to strengthen the needs assessment program at the regional and State level as well.

Needs assessment information from the local school systems, and each of the institutions in the various state educational systems, should provide the basis for establishing policy and appropriations for educational purposes against the other pressures for financing government services. This includes the determination of emphasis for each of the various purposes assigned education.

An evolving basic change in the federal method of providing grants-in-aid to support education magnifies the importance of such a needs assessment program. Only through such a program can our elected officials have confidence that their decisions will be responsive to the people.

Beyond this there is a need, once the decisions have been made, to follow up and determine by post-audit documentation how closely education has met the needs, where it has fallen short for lack of resources, or

other reasons as a continuing process to the next needs assessment.

Such a system should provide a continuing measure of the demands for educational services in Minnesota, which will most efficiently establish policies and determine the dollars that need to be spent.

THE COMPLEXITIES OF EDUCATIONAL ADMINISTRATION

The Council recognizes many outside influences beyond the scope of those suggested in the purposes of education and the product of the process of needs assessment suggested. As has already been acknowledged, provisions of the federal and State constitutions come into play. Specific to the question of educational performance is the general charge of Article VIII of our State Constitution:

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

There has been for over the past one-half century -- since 1917 to be exact -- the influence of federal legislation and the allure of federal grants to support specific educational activity; i.e., elementary and secondary services for disadvantaged, higher education facilities construction, special program support to develop scientists and engineers, etc.

Historically, these federal grants have been

made for specific purposes and for set amounts of money to be used for each stated purpose. This pattern of federal funding, however, is changing.

Since 1968, federal support for programs for vocational and technical education have been based on a general payment to support operational programs, research activities, and other similar general categories. Under Minnesota's agreement with the federal government, the State has assumed the responsibility of determining, within general guidelines established by the federal government, how and for what purpose these federal dollars will be used. Minnesota prepares an annual and long range plan for vocational education services to document these intentions. Like plans are demanded by the federal government for funding for elementary and secondary education support programs, higher education facilities programs, etc.

The President has suggested a step further down the line from the past approach -- called for special revenue sharing for education. His proposal would find the U.S. Government providing each state with a lump sum of money and leaving it for state officials to determine how best to spend that money -- and with the political liability for failing to allocate those dollars most efficiently to serve the demands of the people of our State.

At the State level four different administrative

bodies -- State Board for Education, University of Minnesota Board of Regents, State College Board and the State Junior College Board -- as well as a higher education coordinating agency, the Higher Education Coordinating Commission -- share the responsibility for administering educational policies and resource allocations.

Each board has governance over a specific segment of education, generally definable by types of institution. This Council would be the last to suggest that each has not well served its constituency, perhaps too well. These boards provide a responsive parochial view of the needs for dollars and policy authority to serve their responsibility for educational services. Current law demands that they do so. Under our State's constitutional guarantees one of these boards is legally independent from the administrative control of the Governor and the Executive Branch of government. All recognize and, for practical purposes, adopt an independence from the other systems in competing for not only dollars, but students and the responsibility to serve Minnesota.

Recognition must also be given to the private sector, including organizations that compose the Private College Council, non-profit endowed institutions, and commercial enterprises providing educational services.

And, most important, is the role and responsibility

of the duly elected boards of our State's independent school districts and the local school systems in serving Minnesota's foundational education needs.

The resulting influences and cross-responsibility for educational services in Minnesota provide a complexity difficult to chart. A simplistic diagram (see Exhibit No. 1) -- defining agency responsibility by virtue of federal program funding in 1972 -- gives visual evidence to the current fragmentation of responsibility for educational services in Minnesota.

Even the process by which we fund educational services reflects the diversification of our current approach to education in Minnesota. Sometimes we pay for our educational services by reimbursing for actual expenses, at other times the extent of the direct services that can be provided are constrained by the limitations of predetermined appropriations, whether they be from the State, in the form of federal grants, or by levy limitations upon local educational systems.

Of greatest recognized impact on the availability of educational services is the basic reliance upon property tax incomes to provide the basic support for education during those years when all children of our State must go to school. This generates the pressures for increased State aids and federal appropriations to minimize, if not reduce, the reliance on property tax as the dominant source of funding for basic education in Minnesota.

MANPOWER PROGRAMS AND FUNDING PATTERNS

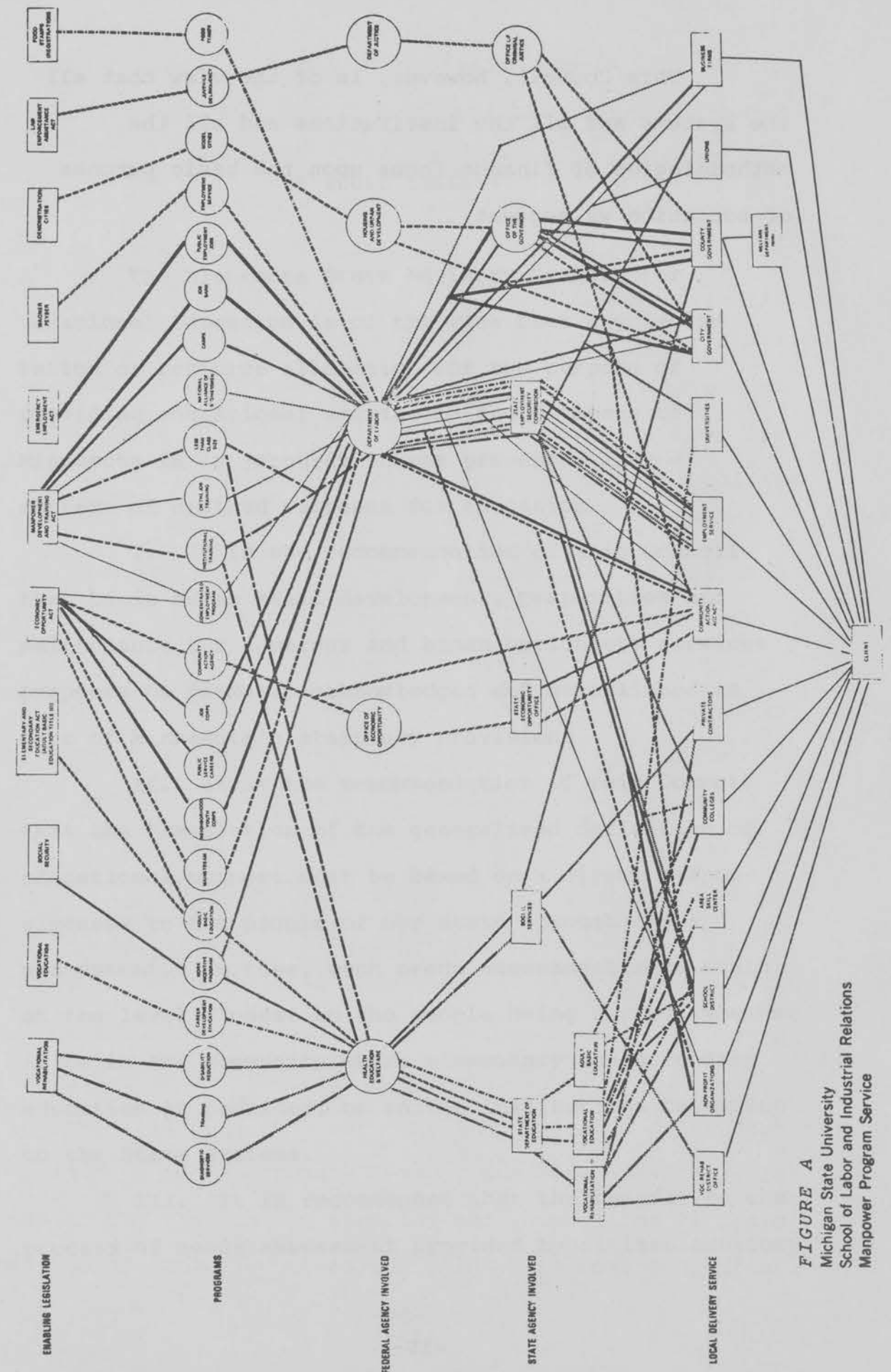


FIGURE A
Michigan State University
School of Labor and Industrial Relations
Manpower Program Service

This Council, however, is of the view that all the systems and all the institutions and all the methodologies of finance focus upon the basic purpose of education we suggest.

WE WOULD SUGGEST

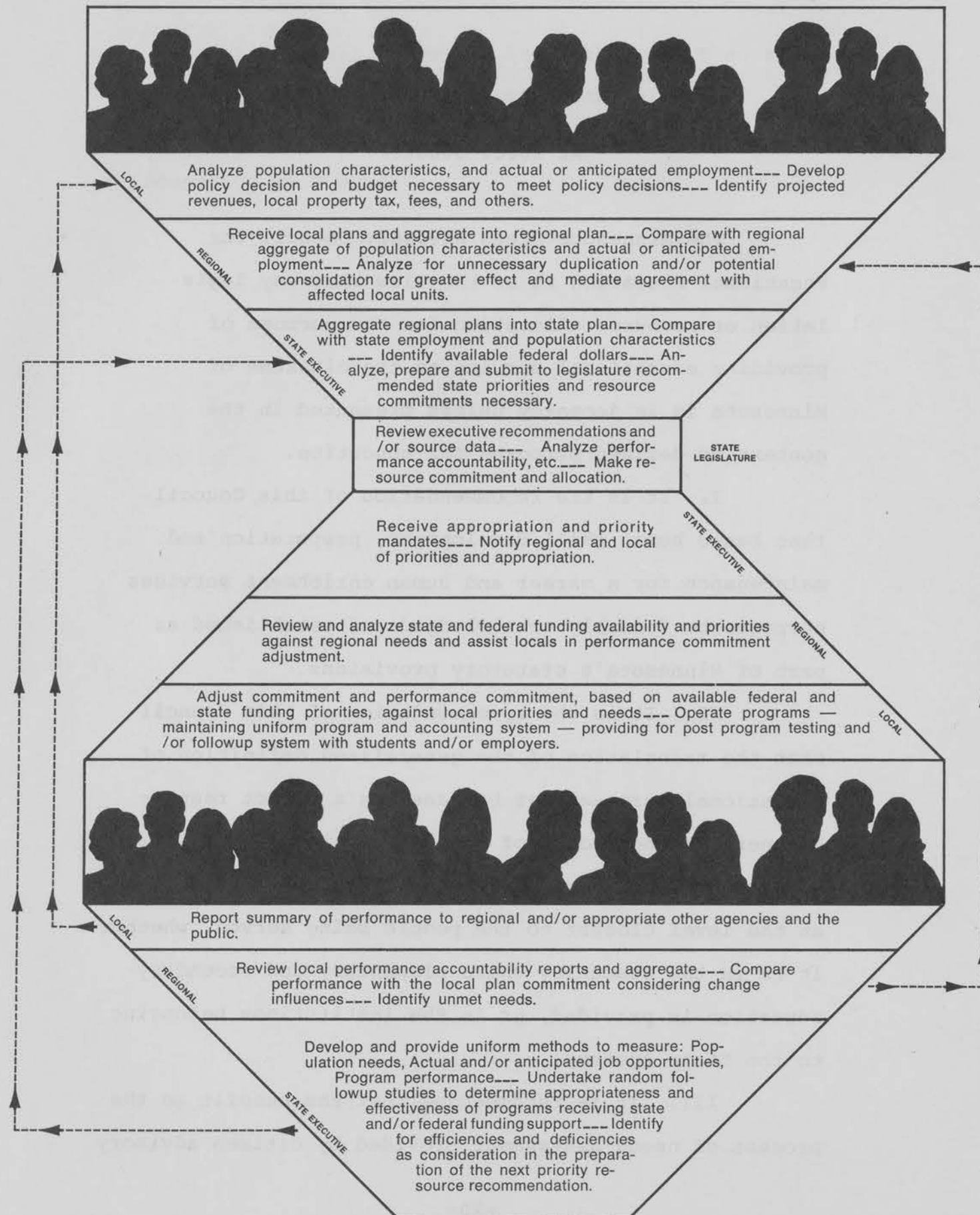
The Minnesota State Advisory Council for Vocational Education is of the view that any legislation or resource allocation for the purpose of providing educational service to the citizens of Minnesota is in jeopardy unless presented in the context of defined purposes for education.

I. It is the recommendation of this Council that basic human skill development, preparation and maintenance for a career and human enrichment services purposes be formally acknowledged and established as part of Minnesota's statutory provisions.

II. It is the recommendation of this Council that the translation of the generalized definition of educational purpose must be based on a direct responsiveness to the people of our State through needs assessment. Further, such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the State systems.

III. It is recommended that the benefit to the process of needs assessment provided by citizen advisory

FROM THE PEOPLE TO THE PEOPLE



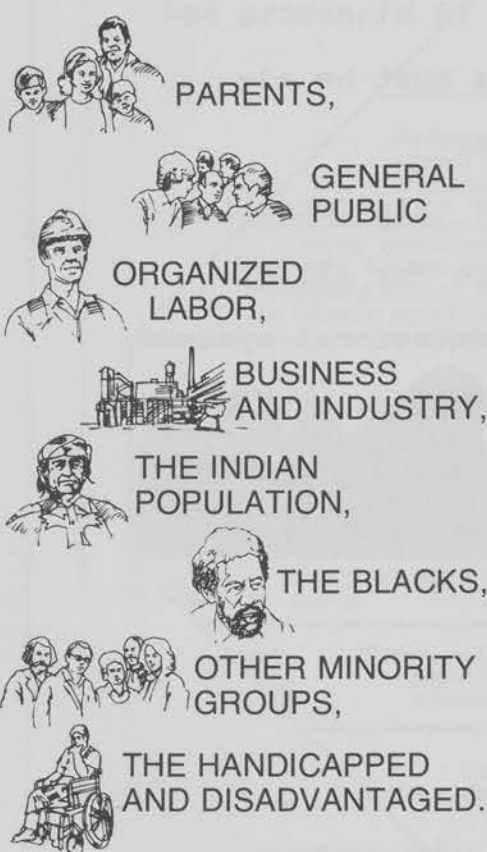
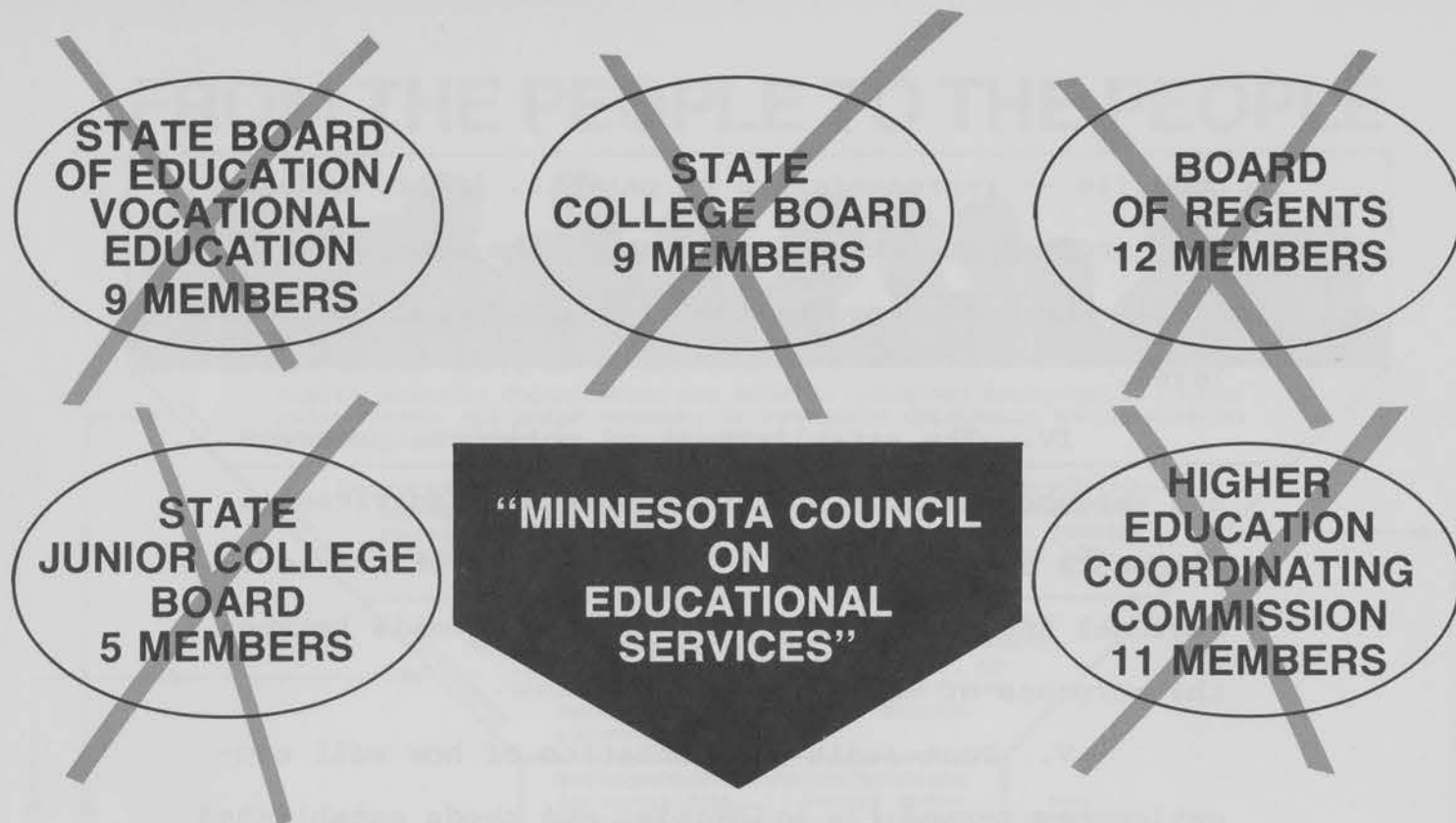
councils -- representative of parents, labor, industry, the handicapped, the disadvantaged, the minorities, etc. -- be formalized at the local, regional and State level.

IV. The establishment of policies, programs and resource allocations for educational services in Minnesota should include a determination at the local, regional and State level of priority emphasis between the purposes of education function.

V. Post-audit documentation of how well education has served the priorities and needs established must be provided to allow a continuing process measure of the demands for educational services in Minnesota and most efficiently determine what policies must be adjusted and what dollars need to be spent.

VI. It is the recommendation of this Council that the State's administrative structure for all of education be consolidated. Since all educational systems and services exist for the same basic purpose, such a consolidation is necessary to provide a focus for performance accountability and to facilitate management by objective as suggested by the

defined goals for education
process of needs assessment
priority allocation of resources, and
to reduce duplication and eliminate systems
competition in Minnesota.



CHAIRMAN	
MEMBER	MEMBER
MEMBER	MEMBER
MEMBER	MEMBER
MEMBER	MEMBER
MEMBER	MEMBER
MEMBER	MEMBER
MEMBER	MEMBER



THE EIGHT CONGRESSIONAL DISTRICTS

It is recommended that the State of Minnesota establish a single 17 member board to be known as the "Minnesota Council on Educational Services." (This shall replace and supplant the previously identified five existing boards for educational program guidance:

State Board with 9 members,
 State Junior College Board with 5 members,
 State College Board with 9 members,
 Board of Regents with 12 members, and
 the Higher Education Coordinating Commission with 11 members.

Membership

It is recommended that the membership of the Council be established as follows:

Chairman -- Shall be appointed by and serve at the pleasure of the Governor of the State of Minnesota consistent with other provisions of State law and shall be a full time paid employee of the State of Minnesota. It is further recommended that a basic and the only qualification the Governor should consider is the selection of the chairman with broad experience in either business or professions, or both.

Members -- It is recommended that the 16 remaining members of the Council be divided and selected based on two major categories:

1) Proportionate Representation: That a member of the State Council be selected representative of each

Congressional District in the state. (The methodology for selection might be one of the following three: (a) election to office at the time of the regular biennial Congressional elections, (b) election by a vote of a caucus of elected members of the Minnesota House and Senate, including persons of all political persuasions, and (c) designated by the Governor of the State subject to the advice and consent of the Senate per traditional practice of the appointment process for state positions.)

2) Representative of the citizen group demands for educational services: It is recommended that eight members of the Council be selected based on their direct representation of the following interest groups in the State of Minnesota, who have a prime concern for educational performance and accountability -- (a) parents, (b) general public, (c) organized labor, (d) business and industry, (e) the Indian population, (f) the blacks, (g) other minority groups, and (h) the handicapped and disadvantaged. It is recommended that the terms of office of members of the Council, with the exception of the Chairman, shall be so established as to guarantee both continuity and continuous liaison between the Council and the citizens of the State of Minnesota. Members of the Council, with the exception of the Chairman, should be reimbursed for all out-of-pocket expenses incurred by virtue of their service on the Council and sufficient compensation to warrant their interest and

active participation in meetings, deliberations, public hearings and other activities of the Council and/or its sub-working units.

The Minnesota Education Advisory Committee

It is recommended that supportive to the activities of the Council there be created a Minnesota Education Advisory Committee made up of representatives from both the administrative and instructional level of all systems within the State responsible for the management and implementation of educational service programs. It is recommended that these individuals who serve by virtue of their position and responsibility within education should be reimbursed only to the extent of their out-of-pocket expenses and receive no compensation.

Minnesota State Advisory Council for Vocational Education

CHAIRMAN - RALPH WHITING
VICE-CHAIRMAN - DOROTHY THOMPSON
SECRETARY - EDNA SCHWARTZ
TREASURER - WILLIE ADAMS

555 Wabasha Suite 201 Saint Paul, Minnesota 55102 612-222-8459

May 22, 1973

League of Women Voters
555 Wabasha
St. Paul, Minn. 55102


Dear Board Member:

The Minnesota State Advisory Council for Vocational Education is pleased to call your attention to its 1973 Public Report. It is our belief that as you review this report you will readily recognize that the recommendations made in this report are of major interest and concern to you and your organization.

The Council is recommending to citizens of this state and the Minnesota Legislature a major redirection in our approach to educational planning, programing, funding and management in this report. We are suggesting that the historically fabled local control of education become fact in Minnesota and that citizens of the state be given a major role in determining the direction and measuring the responsiveness of education to serving the people needs of Minnesota.

Our Council would very much appreciate the opportunity to review this report with your board of directors at its next meeting. Would it be possible for us to have time on your agenda for this purpose? We feel that the recommendations in this report deserve review and support by your organizations. We are also taking the liberty of sending directly to each member of your board, along with a copy of this letter, a 1973 Public Report. Our hope is that in making this material available in advance of getting together with you it will enhance your ability to react to our suggestions and result in a meaningful discussion.

Sincerely yours,


Ralph S. Whiting
Chairman

Enc.

cc: Board Members



League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102

February 1971

TO: Local League Presidents and Resource Chairmen
FROM: Barbara Jones, State Education Chairman
RE: Education Consensus Report

The League believes state financial aids to public schools should be altered to provide greater equalization of educational opportunity for all Minnesota students. We support:

1. An equalization aid formula which would include:
 - a. a greater proportion of local operating expenses
 - b. consideration of per capita income in addition to assessed valuation
 - c. average daily membership rather than average daily attendance
 - d. continued consideration of the proportion of children at different grade levels
 - e. recognition of the proportion of property taxes used for municipal services
2. Transportation aids for all school districts through:
 - a. increased funding to reflect current costs
 - b. consideration of "distance from school" as a major factor
3. Adequate financing of special aids for:
 - a. children with physical and mental problems
 - b. gifted children
 - c. children with learning disabilities
4. Increasing state responsibility for phases of education which may require financial aid, specifically:
 - a. assistance in capital improvements
 - b. upgrading local educational standards
 - c. encouraging experimental programs

CONSENSUS EXPLANATION

While the local property tax has been the primary basis for local school financing, the League reiterates its position that less reliance on the property tax is desirable, equitable assessments are necessary, and other revenue sources should be used to assist in increased state support of local school districts. The property tax is not necessarily an accurate measure of the resources of a community and its ability to pay nor does it necessarily coincide with the educational needs of a particular population at a particular time.

Therefore, we favor increased state financial support of local operating expenses for public schools. In considering the equalization aids (currently referred to as foundation aids), the League urges the legislature to include the per capita income of a school district as well as its assessed valuation. We encourage consideration of municipal overburden in computing "ability to pay" to take into account the proportion of school property tax to total property tax.

Further desirable changes in the formula would be the use of average daily membership rather than average daily attendance. This would indicate a more accurate gauge of the responsibilities that a district must provide than does the present numerical basis. We favor the current practice of including the proportion of children at various grade levels in figuring the number of students.

Transportation aids as currently allocated are considered by the League to be inadequate and unfair. The League supports increased funding for transporting students to reflect increased costs and additional legal demands placed on local districts. We also support legislation to remove current restrictions which prohibit some districts from receiving transportation aids.

We support special aid programs for children who are physically and mentally handicapped, for gifted children, and for children with learning disabilities. Students of average ability but with disabilities resulting from social, environmental, and economic disadvantages often require additional funds to educate.

The League recognizes that many school districts need financial help in construction and remodeling, to increase the ratio of staff to students, to improve training of staff, and to increase the length of the school year. We are also concerned that there be financial encouragement for local school districts to institute innovative learning aids and experimental programs.

Suggested BIBLIOGRAPHY

Education: The role of the state in creating and financing equal educational opportunities for all Minnesota children.

Education 1967, Bureau of Field Studies & Surveys, College of Education, University of Minnesota, 1967 (The Domian Report). Excellent, thorough report of public school education in Minnesota, including recommendations for changes in the state aid formula. May be obtained from the Document Section, Centennial Bldg., St. Paul, Mn. 55101. Cost is \$4.50 but it should be available in all public schools and public libraries. A small summary is also available for 50¢.

Other publications your public school probably has which might possibly be of interest to you are:

Administrative Manual for Minnesota Public Schools. Regulations, directives, and procedures relating to the operation of public schools. There are two supplements - 1966 and 1967.

Statistics Relating to School Costs, State Aid & Local Effort for Minnesota School Districts Maintaining Secondary Schools, 1961-67. For people interested in school financial problems.

Both of these publications are published by the State Department of Education.

State Aid to Local Government, Advisory Commission on Intergovernmental Relations, Washington, D.C. 20575. This is being printed and should be available soon. Single copies are free. The reprint on state school financing which was included with last month's Board Memo was taken from this publication.

A History of the State Department of Education in Minnesota, Minnesota Department of Education, 1968. Single copies may be obtained free of charge from Mr. James Lee, Publications Director, Department of Education, 436 Centennial Bldg., St. Paul, Mn. 55101. Tells how the state's involvement, and the department, has grown and developed over the years.

Criteria Recommendations, Minn. Dept. of Education, 1968. The response of the State Board of Education to Education 1967. Single copies may be obtained free of charge from Department of Education, Division of Planning and Development, Centennial Bldg., St. Paul, Mn. 55101.

Report of the Elementary and Secondary Education Commission, 1969. Interim commission report to the 1969 Minnesota Legislature. Single copies are available free of charge as long as the supply lasts. Write to Mr. Steven Szarke, Room 18A, Minnesota Capitol, St. Paul, Mn. 55101.

Stretching the School Salary Dollar, Citizens League Report, 1969. Suggests how a re-definition of "the teacher's job" can ease problems for Minnesota teachers and taxpayers. Single copies may be obtained free of charge from Citizens League, 84 S. 6th St., Minneapolis, Mn. 55402.

Try your library for these:

Educational Issues in a Changing Society, edited by August Kerber and Wilfred Smith, Wayne State University Press, Detroit, 1968. Section headings are: Education Amidst Technological and Social Change, The Purpose of Education, The Equalization of Educational Opportunities, Freedom and Control in Education, Financing Public Education, The Assessment of Schools, The Teaching Profession, and Organizing for Better Schools.

Federal Aid to Education, edited by Ronald Steel, H. W. Wilson Co., New York, 1961. Contents are divided into these parts: The Challenge Facing Education, The Question of Federal Aid, Public Aid to Parochial Schools, Aiding Higher Education, New Strategy, and Bibliography. Even though this is a little old, it is still pertinent.

"SLD: A Better Way to Turn Them On", Minnesota Journal of Education, May 1969. This is the magazine of the Minnesota Education Association.

The following are not available at the Minneapolis Public Library but they should be available at the state colleges and possibly at your local school.

The Minnesota Teacher, American Federation of Teachers' magazine.

National Policy and the Financing of the Public Schools, Education Policies Commission of the National Education Association. Easy reading with a number of charts.

The Bulletin of the Minnesota Association of Secondary School Principals.

Education and Urban Society, published four times a year, Berkeley, Calif.

The Quality of Inequality: Urban and Suburban Public Schools, The University of Chicago Center for Policy Study, University of Chicago, 1968. Discusses whether inequalities between urban and suburban schools are constitutional, and what to do about these inequalities if they are not.

committee guide

The League of Women Voters of the United States

FILE COPY

HUMAN RESOURCES - NO. 2

EDUCATION: EDUCATIONAL VOUCHERS

Committee Guides will go to Human Resources Committees from time to time, to give news and background information on developments -- both within the League and on the national scene -- in civil rights, education, employment, housing, welfare and other anti-poverty measures.

This guide is devoted to a single subject: a proposed experiment with educational vouchers. It includes this covering memo and an LWV Education Fund publication, No. 665, titled: The Pro's and Con's of Educational Vouchers.

Leagues in those cities (see page 3) from among which the Office of Economic Opportunity will choose the site for a major experiment will undoubtedly be most interested in this information. But all Leagues should have access to the pro's and con's of this plan, which is currently the focus of considerable controversy. You can get more information about the OEO voucher experiment by writing Mr. Dave Boesel, Office of Planning, Research and Evaluation, Research Division, OEO, Washington, D.C. 20506. Please share your reactions to the planned experiment and to the concept of educational vouchers with the national Human Resources Committee.

A word about getting out the word: Think about people and places that would like to have the attached pamphlet. Should you give...mention... or sell it to your local/state school administrators, school boards, parent-teacher organizations, teacher associations and unions, in both public and private schools? human relations groups? quality - education groups?

THE PRO'S AND CON'S OF EDUCATIONAL VOUCHERS

Public schools have never been the subject of so much discussion and criticism as they are today. Pro's and con's aside, the startling fact is that, while the great majority of the nation's children do well in the public system, a substantial number -- notably poor and minority children -- are failing.

Because public school systems are not meeting the needs of all children, educators and other social scientists are seriously considering some new concepts in delivery systems. Perhaps none has aroused as much controversy as the proposed Office of Economic Opportunity (OEO) plan to conduct -- in one urban school system -- a major experiment in the use of educational vouchers.

Under a voucher system, parents would receive vouchers to be "spent" at the school of their choice for the education of their children.

The concept of an educational voucher system was originally developed by economist Milton Friedman of the University of Chicago. He proposed an unrestricted "free market" competitive school system under which education would be marketed, just as private consumer services are. Under his plan, all parents of school-age children--rich and poor alike--would be given vouchers for each school child, equal to the amount the public school system presently spends per child.

Friedman's plan has two serious loopholes that might allow the spending of public funds in support of a system that would worsen the economic and racial isolation of our nation's children: (1) affluent families could supplement their vouchers with additional money and thus be able to send their children to "elite" schools; (2) schools would not be required to have open enrollment policies.

The OEO Proposal

The OEO proposal is based on Friedman's voucher plan. Developed by Christopher Jencks of the Center for the Study of Public Policy at Cambridge, Massachusetts, it is designed to overcome many of the handicaps of the Friedman plan. Ideally, the experiment would take place in a single large urban area, with a heterogeneous elementary school population of 10,000 to 12,000 public and private school pupils. All of these children would be eligible to receive vouchers if they chose to attend a school which was participating in the experiment. An educational voucher agency (EVA) selected by the residents would administer the plan. The agency might be the present school board or an entirely new group.

<u>Safeguards:</u>	The OEO proposal would impose certain regulations on participating
<u>Religious</u>	schools. Schools would be forbidden to use voucher money for
<u>Instruction</u>	religious instruction. They would be subject to stringent ..
	admissions policies and would be required to accept the amount
	of the voucher as full tuition payment for each child. A private school could
	elect to accept a number of voucher children while retaining its private status
	and its regular pupils who pay private tuitions.

Admissions Policies The admissions policies would assure the acceptance of minority students in the same proportion as minority applications for admission. If all spaces were not filled, the school would be required to accept all applicants; if it had more applicants than space it would pick the first half on any basis except race -- for example, religious affiliation, neighborhood, etc. -- and the second half by lottery. The plan would also require schools to furnish information to the public about their programs and policies.

Controls Uniform standards for suspending and expelling students would prevail.
On to prevent the "creaming" that now exists in many private institutions
"Creaming" and provide a more even distribution of children with behavior problems. Now, "problem" students are often expelled from private institutions which retain only the "best" students. Hence, the public schools bear the heaviest load of children who need extra attention and discipline

Incentives Each eligible child would receive a voucher in the amount of the
for local, state and federal education monies that would otherwise be
Educating expended on his behalf. In addition, OEO would provide added funds
Disadvantaged in the form of compensatory vouchers for children from low-income
Children families, probably on a sliding-scale basis related to family income.
 The hope is that this would make the enrollment of disadvantaged children attractive to better schools -- public and private. Such funds would also be an aid to new community schools which would develop in response to the needs of inner-city children.

Regular federal, state and local education funds would be used for the basic tuition vouchers. OEO would allocate an additional \$6 to \$8 million annually for the experiment, which would last five to eight years. The OEO money would be used not only for compensatory vouchers, but also to administer the program, to evaluate, to disseminate public information, to provide seed money for the development of new schools (not bricks and mortar, however), and to pay partial or full basic tuition vouchers for children formerly attending private schools.

The Critics

Opponents of the proposed experiment include several national organizations that have united to halt the experiment until Congressional hearings can determine the worth of the voucher plan. OEO, however, strongly feels that the only way to determine the worth of vouchers would be to experiment with a voucher plan. The National Education Association (NEA) and the American Federation of Teachers (AFT) are leading the fight, with allies such as the American Association of University Women, the American Jewish Committee, the National Congress of Parents and Teachers and the American Association of School Administrators. This coalition has voiced the following fears and objections:

- . some parents would use their vouchers to create segregated schools;
- . the principle of separation of church and state would be violated;

- . an even greater burden would be placed on the treasury of public schools by the addition of students not now enrolled in public schools who would receive funds if they chose to attend a "voucher" school;
- . the difficulties of administering such a plan would be so great as to be disruptive;
- . the plan could lead to "hucksterism" by profiteers.

Additionally, these groups claim that OEO should not engage in experiments with education.

At its assembly in July, 1970, the NEA adopted a resolution that reads in part: "The Association urges the enactment of federal and state legislation prohibiting the establishment of such plans and calls upon its affiliates to seek from members of Congress and state legislatures support for this legislation." The NEA believes that the voucher plan would "weaken or destroy the public school system" and would lead to racial, economic and social isolation of children.

The Advocates

No national organization has spoken in favor of the OEO experiment but reports show strong support at the local level in some areas. The school boards of Alum Rock, Calif. (a poor suburb of San Jose); Gary, Ind.; San Francisco, Calif.; and Seattle, Wash.; have all voted to do feasibility studies for the experiment. Interest has also been expressed by groups in other cities such as Philadelphia and Pittsburgh, Pa.; Milwaukee, Wis.; Minneapolis, Minn.; Kansas City, Mo.; and San Diego, Calif.; and by several state education commissioners.

The Expectations

Proponents claim that the voucher experiment would:

- . expand the public system by the inclusion of formerly private schools
- . make all schools more accessible to all children
- . not violate church/state separation
- . provide alternate choices for parents, especially low-income parents
- . allow for more parent control over the education of their children
- . permit the development of new community schools
- . accelerate economic and racial desegregation.

Answers to Critics: Expands Public School System Mr. Jencks, in an article in the New Republic, July 4, 1970, writes that, far from destroying the public system, the voucher system would greatly expand it "since it would force large numbers of schools, public and private, to open their doors to outsiders." He points out that the public schools are not really public in that they are not accessible to all children. "If...you confine the label 'public' to schools which are really equally open to everyone within commuting distance, you discover that the so-called public sector includes relatively few public schools. Instead, racially exclusive suburbs and economically exclusive neighborhoods serve to ration access to good 'public' schools in precisely the same way that admissions committees and tuition charges ration access to good 'private' schools."

Avoids Church/State Issue On the subject of church/state separation, Mr. Jencks points out that the Supreme Court has never ruled on a case involving GI Bill payments to Catholic colleges or Medicare payments to Catholic hospitals. The Supreme Court has ruled that vouchers intended to perpetuate segregated schools are unconstitutional. In any event, an experiment could avoid the church/state issue by restricting participation in the voucher plan to nonsectarian schools or, as in the plan proposed by OEO, provide that voucher money cannot be used for religious instruction.

Offsets "Hucksterism" Another often-expressed concern is that many parents are not equipped to make intelligent judgments among schools and are likely to be taken in by exaggerated advertising claims of schools operating for profit (hucksterism). The OEO plan would offset this criticism by providing information about the operation and methods of participating schools. (This information would be provided by the EVA as one of its major functions.) In addition, there is no evidence to support the notion that if parents are given choices they will make wrong ones. Now, they have no choice and are in fact captives of the public schools -- good or bad. Those who are anxious to experiment with the voucher system have "great expectations" that it will succeed. Advocates hope that the lessons learned from such an experiment would be valuable additions to educational thought and trends. They also realize that the results could be unfavorable. Yet they are eager to find out if the system could give parents a viable alternative to the present school system.

Encourages Innovation A successful voucher experiment could lead to the development of new schools and could provide alternatives within the existing public and private system. New community schools could offer a particular educational method such as Montessori or Summerhill, or they could develop their own innovative methods. In addition, both new and existing schools could arrange curricula and programs to emphasize different subjects such as art, music, science, basic skills or vocational skills. If a new program were not successful, the onus would be borne by the individual school and not by the entire system. On the other hand, information on successful innovations would be immediately available so that other schools might adopt them.

Aids Voluntary Integration Advocates believe that schools organized along interest lines or along method lines would draw children of all ethnic backgrounds. Voluntary integration would thus be a secondary benefit, a result of educational quality.

Improves Hiring Policies Proponents also hope that the experiment will result in more imaginative teacher-recruitment policies. The present single-salary schedules used by most school districts often foster mediocrity in choosing and keeping teachers. There is no way to compensate outstanding teachers and no flexibility for using their talent and creativity. For some less capable teachers, job security and fringe benefits are often more important than the children they are responsible for teaching. As a corollary to this, advocates hope that teachers will be more free to offer what seems suitable to the needs of their individual students rather than teach the curriculum that a distant school board may arbitrarily require.

Gives Parents Real Choices In short, advocates hope that the experiment would ensure advantaged and disadvantaged parents equal opportunity to enroll their children in schools of their choice and would provide parents valuable information with which to make intelligent choices. An increase in the educational resources available to disadvantaged children would of course be a prime goal of the experiment. Under the OEO experiment, compensatory payments would follow the child to the school of his choice.

Conclusion

Almost everyone who has anything to say about the voucher system agrees on one point: an unregulated voucher plan would be disastrous to the present school system and would, very likely, increase the economic and racial isolation that already exists in many school systems. Opponents say that public schools would be endangered, that jobs and tenure of teachers and other school officials would be endangered, and that money could be better spent on the existing public schools. Advocates say that with the safeguards that OEO has built into its proposal, the voucher system should be tried. The present school system is not meeting the needs of many of its students, often through its own inflexibility and rigidity. A well monitored experiment might point the way to a creative alternative for education in America.

For more information ...

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Washington, D.C. 20005: Quest Paper on New Currents in Education, Aug. 1970,
No. 10, 13 pp., 20¢

Center for the Study of Public Policy, 56 Boylston Street, Cambridge, Mass. 02138

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A Proposed Experiment in Education Vouchers, Oct. 1970, 28 pp., Pamphlet 3400-1.,
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UNIVERSITY OF MINNESOTA

Background Paper No. 3
(July 3, 1968)

Public Administration Center
Minneapolis, Minnesota 55455

1968 WORKSHOP ON MINNESOTA GOVERNMENT AND POLITICS

BACKGROUND PAPER ON EDUCATION--THE DOMIAN REPORT

(Prepared by Patricia Richdorf)

"Equality of educational opportunity is of critical importance in a democratic society dedicated to the proposition that all persons should have an equal chance to develop their potentialities to the fullest. This objective takes on particular urgency as technological advancement causes employment opportunities to become progressively more limited to persons with professional and technical skill."¹ With this challenging statement, the Advisory Commission on Intergovernmental Affairs calls on state legislatures to improve their methods of dealing with this critical function of state government.

The 1969 legislature in Minnesota will be involved in and concerned with issues of education at all levels. This paper will focus on the issues in elementary and secondary education.

There is a growing recognition both in the legislature and in the public that the role of the state in the public school system must be more positive and innovative than it has been in the past. While state support is now about one-third of the total elementary and secondary school costs, operation of these schools has been primarily a local responsibility, if minimum state requirements were satisfied. As state financial support increases, as educational policies become more complex, and as differences between the local systems in Minnesota become more

¹Congressional Record, December 15, 1967, No. 206, Part 2.

obvious, the role of the state will necessarily be expanded. A major impetus to the next legislature's concern in this question is the August, 1967, report called Education, 1967, A Statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota.

This thorough report of over 400 pages of research and recommendations was completed by the Bureau of Field Studies and Surveys of the College of Education at the University of Minnesota. The study director was Professor Otto E. Domian, and the report is commonly referred to as the Domian report. The funds for this research effort came from Title V of the federal Elementary and Secondary Education Act of 1965, which provided a grant to the Minnesota Department of Education for the study.

The main purposes of this work were to determine:

- "1. The current status of public education in Minnesota.
2. The strengths and weaknesses in the major areas of educational program, organization, professional personnel, and finance.
3. The criteria and recommendations for immediate and long-range action and planning to organize, operate and finance an effective educational program to meet the needs of the people of Minnesota."²

The entire study was conducted with one goal in mind: "The provision of equitable and comprehensive educational opportunities for all children of Minnesota."³ Every aspect of elementary and secondary education was studied in terms of its contribution to this goal--school district organization, school financing, teacher qualifications, school programs, methods, and coursework, even the Department of Education itself. What did the Domian study find the current status of these factors in our state's educational program to be?

²Bureau of Field Studies and Surveys, College of Education, University of Minnesota, Education, 1967, August, 1967, p. 3.

³Ibid., p. 427.

The report begins by looking at elementary education. Although Minnesota currently has nearly 1300 school districts operating elementary schools, the 1967 legislature ordered those districts with only elementary programs to merge by 1971 with districts operating both elementary and secondary schools (grades 1 through 12). There are 452 of these districts. Since they will be the continuing districts after 1971, the Domian study deals mainly with them. They currently enroll over 95% of the public school pupils.

Of these 452 districts, 320 operate only one elementary school. By contrast, one district (Minneapolis) operates 75 elementary schools. The number of professional staff employees between districts varies significantly. One hundred sixty-six schools have six or less professional staff members while 73 have thirty or more. Raising standards is difficult when such disparities exist. Those schools with six staff members can hardly consider the addition of a librarian or a remedial reading teacher.

Interestingly, despite differences in staff and school size, the Domian study found great uniformity in elementary programs in Minnesota. Most teachers are responsible for the entire day for one class of 30 students. They teach all subjects, and have little time to prepare materials or to evaluate students. Reasons cited for this uniformity are the policies of the State Board of Education, its lack of leadership, the shortage of funds to experiment, local conservatism (What was good enough for me is good enough for my children), and lack of research in ways to improve elementary education.

The school year in Minnesota is 170 to 172 days long, "one of the

shortest in the nation."⁴ State aids are paid for 170 days. No additional aids are paid for extra days so these must be fully funded by local tax dollars. This Department of Education policy insures meeting of minimum standards but does nothing to encourage exceeding them.

Class sizes, though supposedly limited to 30 pupils, are often over this figure, especially in the three largest cities and their suburbs. School districts exercise great discretion in curriculum setting, and the status quo predominates. Little supervision, evaluation, or leadership in this area is given by the Department of Education.

Supplementary services in elementary schools are inadequate, the Domian study reports. School libraries, counseling services, health services, recreational programs, specialized teachers, audio-visual aids, curriculum development, programs for exceptional children all need improvement.

The Domian report next directs attention to the quality of secondary education in Minnesota, "one of the major, if not the major, issues in Minnesota education." Both the number of students in the higher grades and the percentage of students completing high school have tremendously increased enrollments in the secondary grades. Now, high school graduation is a nearly universal goal.

In the past, secondary schools developed two programs. One was designed to prepare students for college, the second, to prepare non college-bound students for immediate employment. However, the line

⁴Ibid., p. 22.

⁵Ibid., p. 53.

between a liberal education and a vocational one is no longer clear.

"In an age of automation, the two types of education cannot be kept completely apart."⁶ As industry and government grow more complex, jobs that don't require literacy, skill in quantitative thinking, and ability to communicate become fewer and fewer. White-collar jobs now outnumber blue-collar jobs in our economy. As high school completion becomes almost mandatory for employment, high school preparation for additional training becomes more necessary. The educational limits of the population are steadily rising. "Minnesota is now at a stage of educational development where every high school student can be considered a potential student in the colleges or in the other institutions for post-high school education."⁷

The hard role that secondary education in this transition phase must now play is to continue its terminal education efforts for that large but decreasing number of students who will only complete high school while preparing many present students and an increasing number of future students for further post-high school education. As the population becomes better educated, the greater will be the demand for additional education. Modern technology depends upon an educated work force.⁸

The Domian study found little anticipation of these changing needs in the Minnesota secondary education system. This system instead is conservative and stable. Students move from subject to subject in regular fifty minute intervals, in standard courses. The courses are primarily

⁶New York State Department of Education and the University of the State of New York, The Forward Looking School, Albany, 1966, p. 5-6.

⁷Op. cit., Domian, p. 56.

⁸Peter F. Drucker, "The Educational Revolution," Education, Economy, and Society, New York, 1961, p. 18.

designed to meet the entrance standards of select private colleges. Those standards were established generally before 1900. Most deviations from this pattern are in offering additional elective courses to the standard core requirements and in adapting new methods, such as team teaching and flexible scheduling, to the old pattern.

A basic problem is getting new ideas, new methods, and up-to-date subject information into the classroom. "One of the most striking variations among school districts is to be seen in the extent to which they are connected by direct pipeline to what is going on."⁹ Actually, little is known about what goes on in classrooms. Research in education is a "notoriously small" effort.¹⁰ Districts need outside consultants and funds for help in guidance, curriculum design, instructional improvement, and to maintain closer contact with educational agencies in federal and state government.

The thrust of this section of the Domian report is that secondary education in Minnesota is of prime importance to the public education effort, that it needs improvement, and that this improvement is dependent upon school districts of adequate size. Presently, 66% of our secondary schools have less than 500 students each. These schools enroll 25% of the students. The other 75% go to 33% of the schools. Obviously, these are the larger schools.

The study compared smaller and larger secondary schools. It found a direct correlation between school size and the quality of programs offered. This was true for elective courses, for vocational education,

⁹Op. cit., Domian, p. 71.

¹⁰Ibid., p. 73.

for variety of instructional methods and techniques, for programs for exceptional students, for extracurricular activities, for school libraries, for facilities, equipment, and materials available, and for counseling and testing services.

The report points out that most previous studies have compared only the subjects offered by secondary schools. This limits the comparison between schools in Minnesota since most offer the same basic courses. The Domian study tried to probe deeper, into the quality of teaching and what is really happening in the classroom. One criteria used was the amount of time a principal had to spend in teaching, on the premise that the more time a principal devotes to administrative responsibilities, the better the school. The study found a direct inverse relationship between school size and the teaching load of principals. The number of administrators and counselors and even of adequate clerical staff, varies in direct relationship to enrollment. The conclusion was that if leadership should come from the principal's office, using his time to teach, to counsel, and to perform clerical tasks will diminish his effectiveness as a leader.

A second factor closely related to quality is the teacher. Without good teachers, no amount of leadership, organization, or financing can improve the quality of education. How does size affect this factor? The study revealed that the teachers with advanced training and degrees were found to a much greater degree in the larger secondary schools. In these larger schools, teachers spend more of their time teaching in their major field. Frequently, in smaller schools, teachers must teach in two or more fields and are therefore faced with the necessity of more preparation. "This situation is even more critical because the teachers in these small districts tend to be less well prepared, have

less experience, and have heavier extracurricular loads."¹¹ Larger districts are better able to attract and retain quality teachers for salaries increase as district size increases. A 1966 study shows that the median salary in the largest districts in Minnesota is 50% higher than that of the smallest districts.¹²

The Domian study next examines the state Department of Education, points out many areas needing improvement. The department is run by a commissioner appointed by the Board of Education which in turn is appointed by the governor. The members of the Board represent each congressional district and have long, overlapping terms. The governor, therefore, exercises little control over the operation of this executive agency.

The department, a highly centralized operation, is growing rapidly. Until recently, staff members were recruited from public school administrators with long service at the local level. The Domian study sees the new emphasis on recruiting for training and specialized knowledge as good since it will insure that staff members have a variety of backgrounds. The study recommends that the department itself become more involved in recruiting its staff.

Criticisms of the present operation include lack of a good professional library for the department, lack of adequate travel funds to allow attendance at professional meetings, lack of training in professional development of the staff, high turnover and low salaries for the non-professional staff, and cumbersome accounting procedures that must be followed.

¹¹Ibid., p. 202.

¹²Minnesota Education Association, Salary Kit Memo No. 10: Classroom Teacher Salaries, St. Paul, January, 1966, p. 3.

The department has three functions--regulation, operation, and leadership. The Domian report feels the department has emphasized regulation and operation and neglected its leadership role. Responsibility for this function is diffused within the department. The use of advisory boards, which come and go, seems to contribute to this diffusion.

The report also faults the department's intergovernmental relations. It recommends a continuing liason with the legislature, more attempts to reach understanding with local school boards (especially in the area of reorganizing into larger districts), and better services to the large city schools. "Viewing the high percentage of Minnesota youth attending school in the metropolitan area, lack of department specialists in urban education is tragic."¹³

The report next turns to the question of reorganization. In calling for a well structured organization for education, the Domian study points out an interesting fact. Over one-fourth of the state's population is involved in elementary and secondary education. In 1965-66, there were 800,000 pupils, 39,000 teachers, 5,300 school board members, and thousands of clerical, janitorial, and supply staff members in this vast enterprise.¹⁴

The basic organizational unit is the local school district. Variations in the size of these districts is extreme. The small ones have shown no inclination to merge voluntarily, and our legislature has been slower than comparable states to call for mergers. A study of the number of school districts offering grades 1 through 12 in twelve Midwestern states showed that the average state reduced ist districts 30% from 1947 to 1967.

¹³Op. cit., Domian, p. 269.

¹⁴Ibid., p. 271.

During this same period, Minnesota's districts increased 1%.¹⁵ Merger per se is not the question. It is rather what size school district, what size elementary school, and what size secondary school are essential to provide quality education.

The Domian report reviews the many current studies and recommendations on these questions and note that standards are generally expressed in terms of pupils enrolled. Most of the studies state that as an absolute minimum, in an elementary school there must be one teacher for each grade. The Committee for Economic Development (CED) points out that this means a grade school over 200 pupils.¹⁶ This bare minimum is not considered the ideal size. The CED feels that elementary schools with up to 600 pupils continue to gain advantages over smaller schools.

The Domian study also reviews the research on size of secondary schools. "The evidence suggests no secondary school should have less than 125 students per grade."¹⁷ (Nearly 57% of the districts in Minnesota have secondary enrollments of less than this figure.) Most of the research suggests that secondary schools enrolling 500 to 1,000 can offer a broad program of good education. (85% of the districts in Minnesota have high schools with less than 1,000 students.)

The ideal size of a school district is also covered by several studies reported in Education, 1967. Most seem to agree that there should be from 10,000 on up in a system and that only in areas of very sparse

¹⁵United States Department of Health, Education, and Welfare, Statistics of State School Systems, Washington, D.C.

¹⁶Committee for Economic Development, Research and Policy Committee, Paying for Better Public Schools, Washington, D.C., December, 1959, p. 5.

¹⁷Op. cit., Domian, p. 302.

Mr. Harris.

Convent = get all money at State level - distribute equally to
some districts local discretion in funds
Spend - 1,000 / child; others (Suburban migration)
400 / - of course not =

20 years or common district -
tail end of 50 states - not

71 or 73 - needed - map
study - end of year - prior to leg. year -
2-3 years -

prevent waste of money -
building unnecessary buildings.
legislation to prevent building to state approval
how much land to build - to get school

population can systems of 1,000 to 2,000 be considered.

Why attempt to battle against tradition, local pride, and political hazards to reorganize and consolidate Minnesota school districts? The Domian report gives several answers. The larger district can offer better education and services. This can mean kindergarten, special instruction in music, art, vocational preparation, physical education, remedial reading, health, better buildings with up-to-date equipment, operational efficiencies, broadening of courses offered, the opportunity to develop student capabilities to the fullest. "School district reorganization now appears to make more of a difference in academic achievement and mental maturity than even its most optimistic proponents or researchers had thought possible."¹⁸

In discussing administrative advantages of larger districts, the CED states: "These advantages include the ability to employ highly qualified school administrators and specialized personnel to plan construction, and to acquire appropriate school sites, at lower costs, when they are available and ahead of needs; to locate schools advantageously, and to adjust school attendance boundaries, and school use by grades, in accordance with changing population distributions and age patterns; important economies in school design, in maintenance of buildings, grounds, and equipment, in purchasing, in the layout of school bus routes, in insurance, and in many other aspects of administration and financial management."¹⁹

Reorganization and consolidation of school districts in Minnesota is particularly urgent. The districts now operating schools too small

¹⁸Burton Kreitlon, "Research Shows Reorganization Really Makes a Difference," NEA Journal, Vol. 56, No. 5, May, 1967, p. 44.

¹⁹Op. cit., CED, p. 62.

Senator Holmquist -

M.m. 2nd above better life &

every corner district must find a 2nd day home
his goals - where every citizen finds his niche in life - do it by
exposing him to many things -

School reorganization -

He wants to achieve the goal, but he wants to get there - won't
get there by alienating

Wont get legislative cooperation in writing in the

May M.m. spent 66% of budget on ed -

almost 32% of maintenance - of same sort 69 - 47% of maintenance.

1 B almost more to 50% of total -

isnt good to have all the money you want.

31% if debt service
& capital outlay in.

Over-burden -

Seels should be for all schools - not concentrate in T.C. - state
incentives for all districts -

Prediction
if left alone, in 10 years, attrition will cut to 300 Districts

Donald Wahlund -

My problems -

① - old & young - after state aid reimbursement -

② - overage of special ed - \$500,000 for teaching costs
not equip.

③ - central city pupil -

blow grade in reading, relative self-imaging, as part school
Salaries = turn over cost of compensatory ed -

A = \$379 / good

B = \$600 / poor

④ - A & C - Fed funds only key in -

still hampered overburden -

My grand pit 15.6m if Donahue -

9.6m grant system

) 55m. budget to start with - have to get
from Federal -

to provide quality education are the ones who are losing and will continue to lose population. While districts containing regional trade centers such as Willmar or Thief River Falls or large urban centers such as Rochester, Duluth, and the Twin Cities will increase in population, much of the rest of the state will remain static or lose population in the coming years.²⁰ Since little consolidation has been achieved in the past voluntarily, the legislature must mandate this change.

The Domian report also calls on the legislature to improve the method of financing education in Minnesota, "Throughout this report attention has been drawn to the fact that education is a function of the state and the legislature has been charged with providing a general and uniform system of public schools. Nowhere does this principle have greater application than in the field of finance. Yet at the present time education is basically financed on the basis of local property taxes supplemented by state funds. There has been much talk of providing equal opportunity for all children, regardless of the wealth of the district in which they reside. However, progress toward this goal has been slow and there have been backward steps such as the distribution of funds on the basis of school census included in the Tax Reform and Relief Act of 1967."²¹

Minnesota's ability to pay for elementary and secondary education is less than the national norm. "In both per capita income and per household effective buying income, Minnesota is below the United States average."²² Yet, the 1967 Minnesota expenditure per pupil (\$754) was

²⁰Minnesota Department of Highways, Population Projections for 1970.

²¹Op. cit., Domian, p. 311.

²²Ibid., p. 320

teacher preparation - ^{Std. Bd.} Masters or 5th year program

1967 - Masters

mandatory kindergarten

Hs - 1967 - 10,000 kids - ¹⁻¹² 1500 min.

Std. Bd. - 3,000 min. 1500 7-12

exceptions rural area -

Std. Bd can issue regulations -

Interim Comm. - legislature - will come up w/ proposals -
something left over - 1971 -

Martin Sabo - member of Interim Commission -

Role & Problems - Std. Bd.

Real problem at Std. Bd. - hiring people they want - too much
red tape & salary scale a problem - need more flexibility
in hiring professional people.

2 - No longer Collier of minimum standards but jokers of
quality programs.

H.S. principle asked what they see thru goals are.

79% - content knowledge.

40% - development of critical thinking.

29% - sensitivity of feelings.

District size -

only 23% - 1,300

103

only 50 districts - 3,000

} enormous problem - greater than just
① school district a able problem of
structuring govt. - Seas.

2 - How to have people involved in
can't end up with people alienated from school system -
want open bond issues -

3 - Money -
50% - worthy goal to work towards - but to create picture?
happy with recognition of ed. overburden -

schools
Mpl - 20% qualify for Title I
11% - A F D C children

Disagrees - w/ Ryot that Municipal overburden isn't a factor in ed. -

Sale 1st class citizens - must pay more for municipal services -

\$15.62 - state avg - minus 3rd class
63.62 Mpl

substantially more than the national average (\$697). In Minnesota, 63.7% of these funds in 1966 were derived from local taxes, 2% from county sources, and 31.2% from the state; 3.1% came federal funds.²³

The basic local source of tax money is local property. Because of the great disparity in local tax bases, the Domian report suggests that increased state support for the public schools is necessary to provide uniform quality education. The method of distribution of state funds should incorporate more of an equalization factor. State funds should also be used as rewards for districts exceeding standards and their withholding as penalties for districts not meeting these standards.

The Domian report is a detailed study of current public school education in our state, its problems and possibilities. Recommendations for legislative action include insuring a greater role for the state in public school finance, including an area where it previously has not played a role, school construction; a strengthened state Department of Education, to provide needed leadership; and underlying all the other recommendations, the imperative need for major changes in school district organization. "Without new and larger school districts, all of the higher teachers' salaries, curriculum developments, and finance programs here offered are as sounding brass and tinkling cymbals."²⁴

²³National Education Association, Estimates of School Statistics, 1966-67, Washington, 1966, p. 33-34.

²⁴Op. cit., Domian, p. 429.

Mathias - sees his role as leadership & not popularity -

State Bd of Ed & Dist is recommendation - quite close to
Domestic report -

See major problems -
1 - Small H.S. - 2 - Urban, 3 - Indian 4 - Preschool,
5 - Vocational Ed -

1 - Small H.S. -
very limited curriculum - all college bound -
voc. programs in great void -
lack special service - retarded, crippled, hard-cased -
very few cooperate w/ neighboring districts.
cooperative legislation - needed by small schools, used by big schools.
lack of good counselors - not just teacher after school - vocational
as well college. - "40% to college - no case of 60%"
lack of library program, no art classes, limited music,
foreign language - not coordinated - follow through.

"general & uniform system of education in state" - N. H. constitution -

2. Teacher assignment & teacher overburden -
small high school - 2 - English, 2 Social Studies, Library, PE, Ed -
not equipped to teach - not qualified -
teachers admit they are not qualified - borders on unethical
until get bigger schools can't solve the problem -

3 - Birth rate -
In 10 years - decrease 50% in rural districts -
kids just not in 0-5 age group -

4 - Declining towns -
His role educating children - that comes 1st -
not the town economy -
to have Renaissance in rural areas -
need joint ownership of business & industry - jobs & quality education -
La Vender -

5 - State aid & Bd recommendations -
50% of total of
transportation small.
incentives - profit-sharing, longer school year, urban centers -
175-180-200 days -
education overburden -
hard-cased -
voced -
School construction -
transportation -
welfare.
7-12
80 comm. offerings - minimum
135-140 better
Community social work
[Some 20-30-40 in h.s.]

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Dr. Domina

- 1 State growth behind orange.
- 2 - a - uneven throughout state - 2 West graduates lost -
42/87 contin lost population
1950-1965
- 3 - since 1957 on birth day
88,000 / - 64,000
lost young
small schools will get smaller
- 4 - Not among wealthier states - no longer natural resources, must be
fuel below avg. wealth/person human resources - our greatest
above avg or education potential - must be developed -
can't afford luxury of inefficient school systems -

Legislative problems -

- 1 - School district reorganization
a vehicle for good ed. for all youngsters.
 - 2 - Financing the schools -
- 452 - d + 2nd ag. - mostly said - can't offer comprehensive education.
50 - from 7-12 - then 150
↓
300
200

able class/section - all get same whether f. to or not -
at least 1500 - 1-12 for near comprehensive program -
fewer - prohibitive in cost against cost.

∴ All districts minimum 1500 or preferably more.
Fear that community will die - they are dying - why this left-
school district - holding on to as last hope (banks, professional, implement
dealers gone)

- If Ed is state responsibility, state must underwrite.
2 - Financing program state increase in state support - (now based on operations -
with for buildings, etc.)
A - 50% of total cost - not just operating -
just a matter of where it comes from - state rather than local, state
has more resources -
B all districts - transportation costs -
C - Renting for better teaching staffs -
with bond for 2) too high pupil/teacher ratio.
Renting 3) for longer school year
4) a pensioner under 10% increase - 3-15% of low cities -

SUMMARY REPORT ON SCHOOL DISTRICT ENLARGEMENT

July 1, 1947 to July 1, 1965

County	Number of Districts		Total Reduction	County	Number of Districts		Total Reduction
	7-1-47	7-1-65 S E			7-1-47	7-1-65 S E	
Aitkin	102	4 4	94	Martin	110	8 3	99
Anoka	57	6 0	51	Meeker	92	5 53	34
Becker	133	4 3	126	Mille Lacs	59	4 16	39
Beltrami	59	4 10	45	Morrison	139	7 47	85
Benton	64	2 31	31	Mower	115	7 8	100
Big Stone	60	5 7	48	Murray	113	4 14	95
Blue Earth	122	8 8	106	Nicollet	62	2 15	45
Brown	82	5 51	26	Nobles	110	5 5	100
Carlton	34	7 3	24	Norman	103	6 0	97
Carver	66	4 12	50	Olmsted	125	5 39	81
Cass	23	6 4	13	Otter Tail	281	9 111	161
Chippewa	87	4 24	59	Pennington	68	2 9	57
Chisago	49	5 3	41	Pine	108	6 21	81
Clay	102	8 0	94	Pipestone	72	4 1	67
Clearwater	56	3 11	42	Polk	213	9 18	186
Cook	7	1 0	6	Pope	90	4 13	73
Cottonwood	76	5 2	69	Ramsey	30	5 0	25
Crow Wing	96	3 11	82	Red Lake	53	3 6	44
Dakota	102	9 0	93	Redwood	112	8 23	81
Dodge	82	5 1	76	Renville	131	10 2	119
Douglas	96	5 26	65	Rice	106	3 40	63
Faribault	118	10 0	108	Rock	68	3 10	55
Fillmore	174	9 9	156	Roseau	79	4 8	67
Freeborn	128	5 0	123	St. Louis	29	17 5	7
Goodhue	155	7 5	143	Scott	67	5 1	61
Grant	71	5 1	65	Sherburne	52	3 4	45
Hennepin	90	16 8	66	Sibley	78	5 0	73
Houston	104	3 28	73	Stearns	203	9 118	76
Hubbard	56	4 9	43	Steele	86	4 43	39
Isanti	68	2 16	50	Stevens	68	4 5	59
Itasca	6	4 0	2	Swift	93	4 22	67
Jackson	104	5 4	95	Todd	143	7 67	69
Kanabec	57	2 9	46	Traverse	60	3 1	56
Kandiyohi	109	4 36	69	Wabasha	96	5 21	70
Kittson	68	6 0	62	Wadena	60	4 6	50
Koochiching	4	3 0	1	Waseca	83	4 0	79
Lac qui Parle	104	5 6	93	Washington	65	4 0	61
Lake	1	1 0	0	Watsonwan	62	3 7	52
Lake of the Woods	11	2 5	4	Wilkin	80	3 25	52
Le Sueur	95	5 4	86	Winona	114	3 47	64
Lincoln	76	5 3	68	Wright	138	8 65	65
Lyon	98	7 11	80	Yellow Medicine	92	6 8	78
McLeod	83	6 5	72	TOTALS	7,606	453 1,289	5,864
Mahnomen	23	2 3	18				
Marshall	140	8 9	123				

(S) Districts with Elementary and Secondary Schools
(E) Districts with Elementary Schools Only

State of Minnesota
Department of Education
State Advisory Commission
on School Reorganization

FILE COPY Code XXXII-B-77
(Revised)
October, 1965

RIISING EDUCATIONAL REQUIREMENTS CALL FOR DISTRICT REORGANIZATION

"No other people ever demanded so much of education as have the American. None other was ever served so well by its schools and educators." - Henry Steele Commager

Everyday things are so often taken for granted. Time was when the sight of the "horseless carriage" attracted crowds of curious spectators. Today automobile travel on the nation's super highways is accepted as a routine matter by the vast numbers of users. We cross the continent aboard a huge jet airliner and give little if any thought to the sixty years of development that has made such flights possible.

So also with the public schools our children attend. We take them for granted as something that always has been and always will be a part of the familiar scene we know. Many do not know or have perhaps forgotten the story of our schools, the striving of those who pioneered in universal, compulsory and public supported education, and the part our schools have played in the preservation of this nation. As we reflect on our country's history we would say with the great historian Commager, "our schools have kept us free."

I. The Concept of the Common School

The kind of government we have could not work without widespread education. In the great American Dream of equal opportunity, the essential keystone is the public school, open to all alike. The Congress of the Confederation had declared in the Ordinance for the government of Northwest Territory in 1787 that "schools and the means of education shall forever be encouraged." In 1849 in establishing a government for the Territory of Minnesota the Congress of the United States had provided that "when the lands in said Territory shall be surveyed under the direction of the government of the United States, preparatory to bringing the same into market, sections numbered sixteen and thirty-six in each township in said Territory shall be and the same are hereby reserved for the purpose of being applied to schools in said Territory, and in the state and territories hereafter to be erected out of the same." In the Act authorizing a State government for Minnesota, passed in 1857, the provision was included that the two sections of public lands "shall be granted to said State for the use of schools." The Constitution of the State of Minnesota adopted by the people in 1857 gave a mandate to the legislature in Article VIII, Section 1:

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

II. A General and Uniform System of Public Schools

The Minnesota Constitution established a state perpetual school fund out of the proceeds of lands granted by the United States, and directed the legislature to "make such provisions, by taxation or otherwise, as, with the income arising out of the school fund, will secure a thorough and efficient system of public schools..." Thus the responsibility for the establishment of the public schools and for their financing is placed upon the legislature. In the pattern of organization that has developed over the years, the local school district, under the direction of a local school board and supervised by the State, has the responsibility and authority delegated to it by the state legislature. An early state law provided that "every township containing not

less than five families" would constitute a corporate local school district. To better serve the educational needs of that time, a "reorganization law" later permitted a division of the township unit, and the "walkers distance" became the base upon which the boundaries of the smaller districts were determined.

It was under this form of school organization that the pioneers provided for universal education. Here the future citizenry were enlightened, in order that self government might work. In these schools were forged the bands of national unity through the teaching of American history, American literature, American songs. It was here that the children of immigrants, and in many cases the newcomers themselves, became part of the great melting pot of Americanization. Here was provided that equality of opportunity that is fundamental in the American tradition.

III. Expanding the Educational Horizon

For many years the "general and uniform system of public schools" remained largely a system of elementary schools. As the need arose some districts expanded their program of education to include the secondary school, and these facilities became available to pupils from other districts on a nonresident tuition basis. The legislature first provided for the consolidation of districts in 1901, and followed it by the 1911 law which included certain aids for buildings and transportation to the consolidated districts. Most of the early consolidations, however, were only at the elementary school level, with secondary school education provided by other districts.

In a 1914 Manual for Consolidated Schools prepared in the Department of Education by E. M. Phillips, Rural School Commissioner, it was stated: "Minnesota proposes....to provide the opportunities of the high school for every child living in the country without depriving any child of the greater privilege of living at home while attending high school." J. M. McConnell, Commissioner of Education, in addressing the annual meeting of the Minnesota School Board Association in 1928 said:

"It is now generally agreed that the public school education to which every child is entitled, consists of both elementary and high school work."

The "general and uniform system of public schools" called for in the Constitution had thus been given new dimensions.

IV. Secondary Schools - Whose Responsibility?

Even while Commissioner McConnell was speaking, nearly 20,000 pupils were attending high schools maintained by districts other than that in which they lived. This was about 23 per cent of the enrollment in grades 9 - 12. The upward trend in non-resident enrollment continued in the secondary schools, reaching a high point in 1950-51 with nearly 52,000 non-resident pupils enrolled. The early law provided for state payment of the tuition on non-residents, and the districts maintaining secondary schools were pleased to accept the non-residents for the additional revenue received from the state. The tuition arrangement was favored also by the districts without secondary schools because of the tax advantage. With the increasing costs of education, however, the tuition payment from the state failed to cover the costs to the district maintaining the secondary school and adjustments by the legislature were called for. A citizens committee appointed by Governor Thye to study Minnesota schools and their needs recommended in 1946 that a new system of state aids be formulated, and "that very definite attention should be given to such reorganization of school districts as would effect more economical and efficient operating units."

V. District Reorganization for Economy and Efficiency

The year 1947 was a memorable year for education in Minnesota. Acting upon the recommendations of the Governor's Committee, the legislature enacted both a new state aid

law and a district reorganization law. While basing the state aids upon the general principle of equalization, the law recognized also the responsibility of districts without secondary schools to share more equally in the local costs of the secondary education. A county school fund in each county was established out of which the secondary school tuition for non-resident pupils was paid. Whatever amount was needed to pay this tuition, above the state aids paid into the fund for such pupils, was to be raised by a tax spread uniformly over the property in districts not maintaining secondary schools.

The State Advisory Commission on School Reorganization, established under the 1947 law, declared at the outset that a desirable school district is one

"...sufficiently large to provide an adequate and economical program designed to meet the needs and abilities of all children through the secondary school years...."

Under elected county school survey committees, the schools were studied and recommendations made to the people. Through local leadership the people have moved towards the strengthening of their school districts.

VI. The Common School Today Is a Twelve-Year School

The people of Minnesota have recognized that every child should have the opportunity of education through the secondary school years, and have reorganized their district systems to include and provide for this. In the following counties as of July 1, 1965 the reorganization had been completed to the extent that all pupils now reside within districts maintaining twelve-grade educational programs:

Anoka	Dakota	Itasca	Lake	Sibley
Clay	Faribault	Kittson	Norman	Waseca
Cook	Freeborn	Koochiching	Ramsey	Washington

The reorganization pattern in many of the larger districts provides for one or more additional elementary attendance centers outside of the location of the secondary school. The transportation system and other educational services are coordinated to best serve the entire school enrollment in the district.

VII. The Modern Comprehensive High School

The early high school was largely a college preparatory school, a stepping stone to higher education. It was designed to serve only those who sought its services and conformed to its prescribed and rigid requirements.

The modern secondary school must be prepared to serve all youth within the community. It must be the concern of the school that each individual have the opportunity to rise to his maximum potential as a person. It cannot be a selective institution but must be open to all.

In serving all youth, the modern comprehensive high school recognizes that equal opportunity does not necessarily mean identical opportunity. To prescribe identical courses for pupils whose individual needs and interests are widely divergent, would in effect result in unequal opportunity. Herein lies the greatest deficiency of the small secondary school with a limited and prescriptive educational program, emphasizing uniformity rather than serving the individuality of its pupils.

Reorganization into units which can provide adequately both the general education and the specialized education which is needed, that is the challenge of this day. By responding properly to that challenge the secondary school will serve the rising educational requirements of the present as completely and effectively as it has served the demands of the past.

ORGANIZATION DIRECTORY

Institute for Responsive Education

704 Commonwealth Avenue
Boston, Massachusetts 02215

A few months ago I.R.E. mailed out several hundred questionnaires to state, regional, and national organizations across the country. We asked for information about their activities and interests, and particularly about the services and information these organizations provide to local citizen groups concerned with educational issues in their communities.

We have reported the statements by these organizations about their activities, but have not attempted to evaluate their activities ourselves. We have not included the hundreds of local organizations which may also provide information to other groups, in this directory.

This directory is the first of what we hope will be many future editions. We realize that much of the information we have included about these organizations will change, and that new organizations will emerge. We are also quite sure that we have missed many important organizations which should be included.

Please let us know of organizations which should be included, and about changes in the organizations listed in this directory. We will continue to collect this information to add to future editions of this directory.

Compilation of this directory was made possible by three grants to I.R.E. for three current projects. We wish to thank the School Capacity for Problem Solving Group of the National Institute of Education, the Charles Stewart Mott Foundation, and the New World Foundation for their support.

I.R.E. is indebted to several people for their assistance in compiling this directory. Thanks to Carol Herzog, Ann Munsell Johnson, and Bob Hallick for their research and editorial assistance, and to Betsy Wachtel and Brian Powers.

Additional copies of this directory are available from I.R.E. for \$1.00 (prepaid), or \$1.50 for orders not including payment.

The Editors

ALPHABETICAL LIST OF ORGANIZATIONS

The following is an alphabetical list of all the organizations in this directory, with page and index numbers. At the end of this directory is a topical index with references by index numbers to the organizations involved in each kind of activity. The organizations are divided into two major categories--state/regional, and national. They are listed alphabetically by state.

Organization	P.#	Index #
Academy for Educational Development	16	98
Action for Children's Television, Inc.	15	89
Adult Education Resource Center	4	12
American Association of University Women	9	49
American Bar Association Special Committee on Youth Education Citizenship	14	83
American Jewish Committee	16	99
American Montessori Society	17	100
Anti-Defamation League of B'nai Brith	17	101
Association for Children with Learning Disabilities	19	116
Association for Children with Retarded Mental Development	6	27
Association of Voluntary Action Scholars, Inc.	15	90
Black Child Development Institute, Inc.	9	50
Blackside, Inc.	15	91
Boston Community School	4	13
Call for Action, Inc.	3	5
Center for Community Change	9	51
Center for Creative Leadership	7	34
Center for Governmental Studies	10	52
Center for Law Education, Inc.	15	92
Center for New Schools	14	84
Center for Northern Education Research	2	1
Center for Research and Education	8	45
✓ Center for the Study of Parent Involvement	8	43

Center on Human Policy	17	102
Children's Defense Fund of the Washington Research Project	10	53
Citizen Participation Curriculum Project	8	42
Citizen Resource Center	4	14
Citizens' Council for Ohio Schools	7	35
Citizenship Development Program	7	36
Coalition for Children and Youth	10	54
Coalition of Indian Controlled School Boards, Inc.	9	46
Committee on Diagnostic Reading Tests, Inc.	19	113
Community College of Vermont	8	40
Community Service, Inc.	7	37
Council for Basic Education	10	55
Day Care and Child Development Council of America, Inc.	10	56
D.C. Citizens for Better Public Education, Inc.	3	6
Education Commission of the States	9	47
Education Development Center, Inc.	15	93
Education Finance Reform Project	2	2
Education Law Center	16	96
Educational Change Associates, Inc.	6	28
Educational Facilities Laboratories	17	103
Educational Planning Associates, Inc.	16	28
Educational Policy Research Center	6	29
ERIC Clearinghouse for Social Studies/Social Science Education	9	48
Far West Laboratory for Educational Research and Development	8	44
Federal Education Project of the Lawyers' Committee for Civil Rights Under the Law	10	57
Florida Coalition for Responsive Funding of Education	3	7
Foundation Center	17	104
Futures-Invention Project	6	30
Governor's Conference on Education	5	25
Heuristics, Inc.	4	15

Organization

P.#

Index #

State/Regional Organizations

Highlander Research and Education Center	8	39
Hispanic Office of Planning and Evaluation, Inc.	4	16
Home and School Institute, Inc.	11	58
Human Resources Research Organization	19	118
Humane Society of the United States	11	59
Illinois Citizens Education Council	3	9
Institute for Child Advocacy, Inc.	2	3
Institute for Development of Educational Activities, Inc.	19	114
Institute for Development of Home-School Programs	4	17
Institute for Political/Legal Education	16	97
Institute for the Study of Civic Values	7	38
Law in American Society Foundation	14	85
Literacy Volunteers of America, Inc.	17	105
Massachusetts Advocacy Center	4	18
Massachusetts Children's Lobby	5	19
Massachusetts Coalition for Human Rights	5	20
Mid-Atlantic Center for Community Education	8	41
National Alliance of Businessmen	11	60
National Alternative Schools Program	16	95
National Association for Child Development and Education	11	61
National Association for the Education of Young Children	11	62
National Association for Industry-Education Cooperation	18	106
National Association for Retarded Citizens	19	117
National Association of Neighborhoods	11	63
National Association of the Physically Handicapped, Inc.	19	15
National Audio Visual Center	11	64
National Center for Law and the Deaf	11	65
National Center for Voluntary Action	12	66
National Coalition of ESEA Title I Parents	12	67
National Commission on Resources for Youth, Inc.	18	107
National Committee for Citizens in Education	15	88
National Conference of Christians and Jews	18	108
National Congress of Parents and Teachers	15	86
National Consortium for Child Mental Health Services	12	68
National Council of Young Men's Christian Associations	18	109
National Manpower Institute	12	69
National Organization for Women	12	70
National School Volunteer Program, Inc.	19	119
National Self-Help Clearinghouse	18	110
National Street Law Institute	12	71
National Task Force on Citizenship Education	14	82
National Urban Coalition	13	72
National Urban League, Inc.	18	111
National Women's Political Caucus	13	73
Native American Committee, Inc.	3	10
New Careers Training Laboratory	6	31
New England Program in Teacher Education	6	26
New England School Development Council	5	21
Non-Sexist Child Development Project	18	112
Northern Westchester Resource Network	6	32
Parents as Resources	15	87
President's Committee on Employment of the Handicapped	13	74
Public Affairs Council	13	75
Public Citizen	13	76
Recruitment Leadership Training Institute	13	77
Research Institute for Educational Problems	5	22
Retarded Infants Services, Inc.	7	33
Rural America	13	78
Social Studies Development Center	3	11
Southern Center for Studies in Public Policy	3	8
Teaching Resources Corporation	5	23
Thomas Jefferson Research Center	2	4
Urban Institute	14	79
Vocation for Social Change	5	24
Women's Equity Action League	14	80
Youth Project	14	81

Center for Northern Education Research (I.#1)

University of Alaska
Fairbanks, AK 99701
(907) 479-7145
Director: Frank Darnell
Founded: 1971

The Center is a non-profit university-based institution primarily concerned with educational interests in Alaska and other circumpolar regions. It is funded through foundations, a state general fund, and federal contracts. CNER's numerous activities are: to design and conduct research projects appropriate to new educational concepts; to develop and field test demonstration projects in education to identify and promote promising means for improving educational agencies and implementing new programs; to provide a forum for Alaska in developing cross-cultural goals and policies for public education. Issues of concern are elementary and secondary public school finances, social and behavioral effects of broadcast television on previously untouched audiences, the analysis of legal mechanisms for improving native education in Alaska, and an Alaska native heritage film project. CNER publishes several books and reports available from the Center and from ERIC documents.

Education Finance Reform Project (I.#2)

4401 Crenshaw Boulevard, Suite 212
Los Angeles, CA 90043
(213) 294-0051
Founded: 1971

The California Project is funded by a Carnegie Foundation grant to assist poor and minority urban education consumers. The Project performs impact studies using computer simulation designs of proposed legislation on education issues and disseminates this information to poor and minority consumers through conferences (five per year), and newsletters (four to six per year). The Project primarily serves citywide education groups, local school/community councils, advisory councils, and education resource centers. The Project has designed and installed the current computer simulation model under contract with the State Department of Education and has brought numerous law suits resulting in new and revised education laws and regulations.

Institute for Child Advocacy, Inc. (I.#3)

4771 South Main Street
Los Angeles, CA 90037
(213) 233-5148
Director: Larryette Kyle

ICA is funded by the City of Los Angeles and serves youths under age 17 from lower socio-economic groups. ICA conducts direct services in the area of youth diversion for first and second status offenders and research on youth and alcohol. Its objective is to increase community participation in youth related issues. ICA is currently helping establish ad hoc committees to deal with schools and teachers to assist the desegregation process. It has helped to increase the viability of Title I parent groups and has assisted parents and youth in dealing with unfair exclusion, expulsion, and suspension. Future efforts will be directed toward youth advocacy, and class issues. Reports and manuals are available from ICA.

Thomas Jefferson Research Center (I.#4)

1143 North Lake Avenue
Pasadena, CA 91104
(213) 798-0791
President: Frank Goble
Founded: 1963

The Research Center is a non-profit corporation which applies systems management methods to the solution of social problems.

The Center is particularly concerned with character education, life skills, leadership, motivation, and applied psychology. It is funded through contributions from individuals, organizations, foundations, and the revenues from contracts and publications. It has conducted extensive research into human behavior and makes its research recommendations available through reports, books, lectures, seminars, and consulting. Published materials and a monthly research letter are available at cost.

Call for Action, Inc. (I.#5)
1785 Massachusetts Avenue, N.W.
Washington, DC 20036
(202) 387-0050
Contact: Susan Allen
Founded: 1969

Call for Action is a non-profit organization with a membership of 48 local radio and television stations. Support comes from donations by individuals, corporations, and foundations. CFA's major goals are to serve as a referral and action service for people who need help and to alert the community to problems and needs. Services include providing information and referral to community resources for individuals who call CFA at each participating station, serving as an ombudsman/advocate on behalf of callers, and researching trends in complaints to identify needs and to work for change in those areas. In addition, CFA provides speakers for other organizations and training for volunteers in other volunteer-operated organizations.

D. C. Citizens for Better Public Education, Inc. (I.#6)
95 M Street, S.W.
Washington, DC 20024
(202) 484-7030
Executive Director: Robert D. Boyd
Founded: 1964

DCCBPE is a non-profit organization of approximately 500 members serving parents and other civic-minded citizens. DCCBPE is funded by the United Way, grants, contributions, and membership dues. Its purpose is to study, on a continuing basis, the problems of education in the District of Columbia, to stimulate interest and support for public schools, to propose and promote changes in the organization, management, and methods of the public schools where desirable. Issues of importance are capital outlay, school finance, student rights and responsibilities, special education, and testing. DCCBPE disseminates research findings through publications, advocacy, and workshops, and offers information to citizens on these and other topics to enable them to make more informed decisions. The Bulletin Board, DCCBPE's newsletter, and other studies and reports are available from their office. The group has recommended decentralization, monitored regulations on student rights and responsibilities, offered personnel and expertise to community groups and school task forces interested in establishing new programs, and has provided speakers and testimony to local groups concerned with current education issues.

Florida Coalition for Responsive Funding of Education (I.#7)
Petroleum Building, Suite 134-136
222 West Pensacola Street
Tallahassee, FL 32301
Co-chairpersons: Catherine Chapin, Zollie Maynard

The purpose of this coalition is to develop citizen support for responsible funding of education in Florida. The Coalition is made up of volunteer citizen groups, citizen advisory councils, educational organizations, business and labor organizations, civic groups, and professional organizations. The Coalition believes that financing of education will depend on the support of citizens, which must be made known to the legislature. The Coalition urges citizens to visit their schools and discuss programs with principals and teachers and draw their own conclusions concerning the justification of education expenditures. The Coalition lobbies for increased education funding by gathering local support and carrying that message to the state legislature.

Southern Center for Studies in Public Policy (I.#8)
240 Chestnut Street, S.W.
Atlanta, GA 30314
Director: Robert A. Kronley
Founded: 1968

The Center is a social action, research, and monitoring organization concerned with the formulation, implementation, and analysis of public policy affecting poor and Black persons in the South. It is a non-profit organization affiliated with Clark College in Atlanta. The Center's financial support comes from private foundations, government grants, and contracts. The Center deals with school budget and finance issues, desegregation, and parent and community involvement in schools. It provides technical assistance to school boards and school administrators, and monitors public education policies, and procedures in the South. There are current programs in housing, neighborhood and community development, health, manpower, and technical assistance to elected officials. Community information services and technical advice is given at no cost to citizens. The Center works with parents and the community to communicate their citizen concerns to education policy makers. Publications are available from the Center.

Illinois Citizens Education Council (I.#9)
357 Education Building
University of Illinois
Urbana, IL 61801
(217) 333-3160
Director: Lloyd Phipps
Founded: 1957

The Council is a non-profit organization with approximately 100 members, supported by membership dues. Its major objective is to promote and service advisory councils in education in Illinois. The organization also provides research for citizen advisory councils. A number of publications and filmstrips, as well as a newsletter, are available.

Native American Committee, Inc. (I.#10)
4546 North Hermitage Avenue
Chicago, IL 60640
(313) 728-1477
Director: Matthew Pilcher
Founded: 1969

The Native American Committee is a community based and community controlled non-profit organization, incorporated by the State of Illinois. Its purposes are to promote and develop programs and activities for American Indians. It is concerned with the issues of alternative education at the elementary level, as well as adult education. NAC services include youth athletic and social activities, social services for the elderly, those in need of child care, media materials available to any Indian or non-Indian organization, a network of services for Native American persons whose mental health needs are directly related to their ethnic and cultural backgrounds, arts and crafts, and a resale shop. Information on NAC services may be obtained through the main number listed above.

Social Studies Development Center (I.#11)
513 North Park Avenue
Bloomington, IN 47401
(812) 337-3838
Director: Howard Mehlinger

The Center is a non-profit, university-based organization. It is funded through NSF, OE, NIE and other government agencies. Its objective is to promote improvements in social studies instruction in elementary and secondary schools by curriculum development, diffusion of innovative practices, research in social studies, and mobilization of resources behind new ideas in social studies education. The Center is especially concerned with the promotion of citizen education through the development of political participation skills, and encouraging global perspectives in education. The Center collaborates with local lay groups and organizations con-

cerned with educational change. Current projects are a curriculum resource center, global studies project, a high school political science curriculum project, and several other curriculum development projects. The Center also sponsors a coordinator for social studies in the Indiana public schools. The many papers and publications produced by each project are available from the main office, as is their newsletter.

Adult Education Resource Center (I.#12)
Worcester State College
18 Chicopee Street
Worcester, MA 01601
(617) 754-6861 x385
Director: Jane Evanson
Founded: July, 1974

The Center is a non-profit organization supported by the Massachusetts State Department of Education and funds from HEW. Its main purpose is to train teachers of adult basic education in Massachusetts. The Center also serves neighborhood, city-wide, and local civic groups, school/community and school advisory councils. Current educational issues of concern to the Center are life coping skills and literacy programs for functionally illiterate adults. The Center's Resource Library and Search Service collect, store, and disseminate ideas, materials, and information about Adult Basic Education. A graduate program and consultant services are also provided.

The Boston Community School (I.#13)
107 South Street
Boston, MA 02111
(617) 542-5352
Director: Henry Allen
Founded: 1973

The BCS is an educational resource center for adults. It has served over 200 organizations in every neighborhood in Boston. It is funded by private foundations, individual contributions, and federal and state grants. The School serves students ages 18-82, averaging age 32. All students are working. 15% are Spanish speaking or Black. Its primary functions are to offer teaching, research, technical assistance, training, and skill development for people involved in community and workplace organizing to enable them to work more effectively in their communities or workplaces for social and economic change. Regular courses are scheduled, and the school year is comprised of three sessions. Special workshops and courses relating to specific community needs may be requested and held in any community. One of the School's major programs has been to provide information and skills for parents and teachers to move Boston schools toward quality, integrated education.

Citizen Resource Center (I.#14)
Route 140, Beaman Street
West Boylston, MA 01583
(617) 835-6065
Executive Director: Nancy J. Brown
Founded: 1973

The Center is a non-profit organization with 150 paid members (mostly residents of central Massachusetts) funded by foundations, industry, and private contributions. Its objectives are to promote citizen participation in decision making in public schools by providing information, training, and assistance to interested citizens, as well as facilitating communication between parents and other groups in central Massachusetts. The Center has developed parent leader workshops, career education citizen advisory groups for two secondary schools, extension units in area town libraries, a newsletter, Citizen Resource Center Library, telephone information service, and collaborative seminars. The Center's impact has been to improve the quality of communication between school and home by increasing the number of citizen advisory councils, volunteer programs, and parent surveys. CRC extension units are located in libraries in Barre, Gardner, Fitchburg, Hudson, Westboro, Southboro, Northboro, Oxford, Southbridge, and Webster.

Heuristics, Inc. (I.#15)
141 Linden Street
Wellesley, MA 02101
(617) 237-6460
President: Robert W. Consalvo
Founded: 1968

Heuristics is a corporation formed to provide evaluation and research services to schools, government, and industry. Activities include the evaluation of educational and training programs, curriculum development and evaluation, administrative systems analysis in school management, analysis of staff performance and utilization, and educational auditing. It is currently involved in the evaluation of programs in compensatory education, special education, bilingual education, and children's television.

Hispanic Office of Planning and Evaluation, Inc. (I.#16)
14 Somerset Street, 2nd Floor
Boston, MA 02108
(617) 723-5630
Director: Carmen Canino
Founded: 1970

HOPE is a non-profit organization of about 200 members of mixed Spanish origin. Financial support is from HEW, foundations, and trusts. HOPE tries to improve the status of Hispanic peoples through bilingual education projects (technical studies), a clearinghouse for communication between Hispanic groups, an employment and human resources bank (in cooperation with the State Manpower Area Planning Council), cultural exchange among various nationalities of Hispanic origin, and by evaluating agencies and programs affecting Spanish speaking people. A newsletter is available free, but annual membership is encouraged. HOPE has helped place 228 students in post-secondary institutions and has generated more than \$400,000 in financial aid funds.

Institute for Development of Home-School Programs (I.#17)
Merrimack Education Center
101 Mill Road
Chelmsford, MA 01824
(617) 256-3985
Home/School League Coordinator: Ann Murray
Founded: September, 1975

The Institute is a non-profit organization financed by the Merrimack Education Center and IGE (Individually Guided Education) funds. The Institute works with parents and educators to improve school/home communication and community involvement in the classroom. Effective Parent Advisory Councils, Volunteer Programs, Ways Parents Can Help Their Child Succeed in School, and Parent and Teachers Talking Together are workshop topics offered by the Institute. Other services of interest to citizens include newsletters, accredited courses, handbooks, and posters and pamphlets on these and other topics.

Massachusetts Advocacy Center (I.#18)
2 Park Square
Boston, MA 02116
(617) 357-8431
Director: Larry Brown
Founded: 1973

The Mass Advocacy Center is a non-profit organization which monitors compliance with and enforcement of state and federal laws affecting children. The Center is financed through national and local foundations and private contributors. Current projects include rights to education for young pregnant women and others excluded from public education; and work for special education, vocational education, school nutrition, and citizen involvement in education. In addition, the Center is working on projects related to the use of children as research subjects, juvenile justice, and public access to public records. MAC has a case advocacy unit which represents 500 parents and children each year. It provides parent/citizen training in case and class advocacy, offers legal representation in litigation, and publishes books, pamphlets, and reports.

Massachusetts Children's Lobby (I.#19)
Boston University George Sherman Union, Room 435
735 Commonwealth Avenue
Boston, MA 02215
(617) 353-3642
President: Freda Rebelsky
Founded: 1972

Children's Lobby is a non-profit, private organization with 600 members, funded through membership dues. It serves a broad group of citizens throughout the state. Its major functions are to lobby for more effective state policies and programs for children and their families, and to disseminate public information on issues of day care, youth employment, special education, child abuse, and malnutrition. The Lobby also sponsors workshops, and publishes a monthly newsletter.

Massachusetts Coalition for Human Rights (I.#20)
78 Beacon Street
Boston, MA 02108
(617) 742-2120, x394
Executive Director: Elaine Kistiakowsky
Founded: 1975

The Coalition is a voluntary association of about 50 statewide and Boston area organizations including civic and religious groups; political, business, and labor groups; and social agencies. Financial support is from dues, publication sales, grants, and gifts. Through research, information sharing, joint action, and advocacy, the Coalition encourages quality integrated education and open nonsegregated residential communities. The Coalition also promotes programs for youth employment, job training, and counseling as well as civil rights law compliance. It also monitors Boston school desegregation and works for more parent involvement in Boston schools. A Resource Guide for Quality Integrated Education in the Greater Boston Area and an organizational newsletter are available from the Coalition.

New England School Development Council (I.#21)
55 Chapel Street
Boston, MA 02160
(617) 969-1150

NESDEC is a non-profit organization created to improve education throughout New England. NESDEC represents approximately 250 school districts in New England whose superintendents elect the officers of the corporation and an Executive Committee which governs the council. NESDEC is financed through membership dues, contracts from local, state, or federal governments, and grants from foundations and other private or public institutions. NESDEC offers the following services: regional council meetings to share information among members, conferences on particular topics of concern, workshops on specific skills, several publications on issues, and field services. Any public school district or new school in New England may become a member, and districts outside of New England may join as associate members.

Research Institute for Educational Problems, Inc. (I.#22)
29 Ware Street
Cambridge, MA 02138
(617) 868-0360
Director: Milton Budoff
Founded: 1964

RIEP is a non-profit organization supported by federal, state, and local grants for research, training, and child and program evaluation. RIEP is a consortium of psychologists, sociologists, a lawyer, and educators concerned with psychological, social, and educational problems of school-failing children, particularly those with handicapping conditions. The Institute is currently studying the effects of provisions for due process safeguards on special education programs, and the facilitation of language acquisition for moderately and severely language impaired children. It also examines topics in the normal development of thinking. Other issues of concern include mainstreaming, evaluation

of special education programs, the effects of labeling on school age children, and the concepts which children attach to labelled children. One major line of research has always concerned the development of normal children, especially as this information relates to the handicapped child's functioning and problems in functioning. A number of studies, reports, and reprints are available on a variety of topics. A listing is available upon request.

Teaching Resources Corporation (I.#23)
100 Boylston Street
Boston, MA 02116
(617) 357-8446
Founded: 1964

Teaching Resources Corporation is a wholly-owned subsidiary of "The New York Times." It publishes and sells educational materials. Clients are professional educators, especially those working with special needs and early learning fields. Current projects seek to create manipulative-format educational materials that combine motor, visual-motor, perceptual/cognitive and language skills. Schools and public libraries use these materials as do parents who wish to supplement their child's development at home. TRC publishes an annual catalog of its publications.

Vocations for Social Change (I.#24)
353 Broadway
Cambridge, MA 02139
(617) 661-1570
Founded: 1970

VSC is a collectively-run non-profit organization supported by donations, publication sales, honoraria, and small grants. VSC is concerned with issues of work, social change, and vocation. Their resource center provides information on people and organizations working for social change, materials in areas including health, education, women, and media, and job listings. VSC offers one-to-one counseling for people dissatisfied with their work lives, and works to solve on-the-job problems. Workshops and discussion groups are offered on a regular basis. VSC is currently involved in projects concerning unemployment laws and labor information. These projects provide counseling for people applying for benefits and preparing for appeals hearings, and provide information about workplace organizing. Through these projects VSC hopes to ensure fair determinations and hearings, and to build solidarity among working people. Publications on related topics are available from VSC.

Governor's Conference on Education (I.#25)
PO Box 563
Jefferson City, MO 65101
Executive Director: Marcia K. Nodiff
Founded: 1975

The Conference is a statewide organization created in response to citizen demands and interests, funded by foundations, businesses, corporations, and other sources of support. In 1976 the 645 delegates adopted recommendations about elementary and secondary educational financing, governance, vocational education, early childhood, parent education, and accountability. An Implementation Committee was established to assure implementation of the recommendations in the areas of legislative action, State Board of Education and executive action, and local school district action. Volunteers and members are involved in local workshops; publish an information bulletin; and communicate about Conference recommendations with legislators, appropriate state and local agencies, and interested organizations.

The New England Program in Teacher Education (I.#26)
 Box 550 Pettee Brook Offices
 Durham, NH 03824
 (603) 868-5566
 Director: Roland Goddu
 Founded: June, 1970

NEPTE is a non-profit organization supported by contracts from state and local education agencies. NEPTE's main objective is to improve teacher education and classroom practice by involving teachers, parents, community members, and other educational personnel in the processes of needs assessment, the design, the implementation, and evaluation of education activities. The Program's major efforts are directed towards serving areas and agencies that have been neglected by existing education programs and developing procedures that involve the community served by a given program. A special program effort focuses on Native Americans in the northeast. NEPTE's component in educational development provides technical assistance and training through workshops, seminars, courses, consultation, and information dissemination. The Program is also concerned with the issues of school/community partnerships, services for special needs children, and staff development. A variety of reports and publications of interest to concerned citizens are available from NEPTE.

Association for Children with Retarded Mental Development, Inc. (I.#27)
 902 Broadway
 New York, NY 10010
 (212) 677-5800
 Executive Director: Ida Rappaport
 Founded: 1951

The Association is supported by the city, state, and federal government, as well as by voluntary contributions. It has approximately 3,500 members. The Association's objective is to promote the development of all levels of services for mentally retarded persons -- without regard to race, color, or creed. The Association provides educational, rehabilitative, recreational and residential services. It is concerned with the educational issues of centralization, mainstreaming, and regional program implementation. Some of the Association's current programs include activities for daily living, work study programs, and sheltered workshops. The Association organizes activities for concerned local groups, maintains a speakers' bureau, and will represent groups before governmental bodies. Brochures and monthly reports are available upon request.

Educational Change Associates, Inc. (I.#28)
 PO Box 120
 Mamaroneck, NY 10543
 (914) 967-6125
 President: Don Thomas
 Founded: 1974

ECAI provides consulting services to elementary and secondary schools, districts, systems, and agencies. Services consist of problem analysis, development of plans and timetables, assistance on implementation, and evaluation of performance and results. ECAI also organizes and conducts seminar and workshop sessions for boards, superintendents, principals, teachers, parents, students, and the public on topics concerning change. They provide materials and information required for change programs and will assist in personnel searches and evaluation. The main objective of ECAI is to assist the change process in schools to meet modern needs.

Educational Policy Research Center (I.#29)
 Syracuse Research Corporation
 Merrill Lane, SKYTOP
 Syracuse, NY 13210
 Contact: B. Kaplan, M. Webster
 Founded: 1967

The Center is a non-profit organization funded by federal, state, and local educational contracts. It performs research and conducts workshops on a wide variety of topics concerned with public policy analysis and local planning. Current issues of concern are the administration of Title I funds at the state and local levels, including the role of Parent Advisory Councils; "systematic" educational innovation; instructional television; and competency-based post secondary education. Though most of the work of EPRC has been at the state and federal levels, it has sponsored planning and community participation workshops. Research reports, exploratory reports, and working drafts as well as Notes on the Future of Education are available from EPRC.

The Futures-Invention Project (I.#30)
 Syracuse Research Corporation
 Merrill Lane
 Syracuse, NY 13210
 (315) 425-5157
 Director: Warren L. Ziegler
 Founded: January, 1976

The Futures-Invention Project is concerned with enabling citizens and organizations to participate in long-range problem solving and planning. It is funded by the organization and community groups sponsoring the project. Center activities include residential and non-residential workshops lasting from three to five days and seminars, offered for longer periods of time. The Project helps people develop goals and strategies for change. It is involved in social action research and evaluation. Publications on the topic of futures-inventions and action planning are available from the Project.

New Careers Training Laboratory (I.#31)
 185 Fifth Avenue
 New York, NY 10010
 (212) 924-4777
 Director: Vivian C. Jackson
 Founded: 1968

NCTL is affiliated with the City University of New York and is supported by federal and local grants and contracts. This organization works to improve the quality of human services through a number of different projects. Concerns of NCTL include: staff training to develop schools where children learn by teaching; in-service education for teachers and para-professionals; and the training and retraining of people educating the handicapped. NCTL publishes New Human Services Review and distributes a variety of other materials from their office.

Northern Westchester Resource Network (I.#32)
 Butler Sanctuary
 Chestnut Ridge Road
 Mt. Kisco, NY 10549
 (914) 666-7963
 Coordinator: Richard A. Sussman
 Founded: 1973

The Resource Network is part of the Westchester Community Service Council, a non-profit organization. The Network consists of members from a broad range of agencies, institutions, and communities, some in the local area and many from further afield. The Networks' objective is to improve the effectiveness of people in institutions by linking them together in resource exchanges. Issues are career education and decision-making, integration of life-long learning and

work, and the relationship of graduate education to community needs. The Network has developed programs that tie together faculty and students of graduate schools and colleges with members of community institutions of government, industry, social service, and education. This Network is a useful model for the development of similar organizations elsewhere.

Retarded Infants Services, Inc. (I.#33)
386 Park Avenue, South
New York, NY 10016
(212) 889-5464
Executive Director: Gerard William O'Regan
Founded: 1954

The Retarded Infants Services is a non-profit organization of approximately 100 members. It is funded by the New York State Department of Mental Hygiene, the New York City Department of Mental Health and Mental Retardation Services, and private funding. Services consist of information and referral, family counseling, home aides to help the family care for a retarded child, recruitment of foster homes, early identification and intervention (prevention service), and the Step One Children's Center. The Center is a family-oriented day care program for children one to five years of age who show a developmental lag. This program aims to prevent the development of functional mental retardation in disadvantaged children. Information or services as well as a newsletter and brochures are available from the New York office.

Center for Creative Leadership (I.#34)
5000 Laurinda Drive
PO Box P-1
Greensboro, NC 27402
(919) 288-7210
President: John W. Red, Jr.
Founded: 1970

Center for Creative Leadership is largely funded by the Smith Richardson Foundation and focuses on training present and future leaders. The majority of its activity is connected with business, government, educational, and public service groups who seek training in leadership development. The objective of the Center is to translate the knowledge of the behavioral sciences into useful tools for leaders in organized endeavors. It is concerned with the educational issues of student motivation, development of effective classroom management, and leadership development for principals and administrators. Current programs include a Seven-Day Leadership Development Program, Performance Appraisal Research, organizational simulation research, and Teams-Games-Tournament (small group training techniques). The Center offers programs utilizing group resources and leadership development to local citizen groups. The CCL newsletter, annual and technical reports, and the text and materials for the Seven-Day Leadership Development Program are available from the Center.

Citizens' Council for Ohio Schools (I.#35)
517 The Arcade
Cleveland, OH 44114
(216) 621-5220
Director: Laurence T. Mayher
Founded: 1974

The Council consists of an executive committee and trustees from throughout the state with no general members. It is funded by foundations and corporate contributions. Objectives are to create public awareness and understanding of major issues in elementary and secondary education, and to develop and implement ways of dealing with them. The Council's activities are research; publication of reports; monitoring state programs; influencing state and local policy; and holding forums and seminars on issues of desegregation, school finance, school attendance, and citizen participation. It provides resources and background information on issues

and current school procedures and proposals. The Council has improved public understanding of new desegregation plans, aided in the adoption of a program of cost accounting and teacher education, clarified a new plan for state aid in future school financing, and stimulated interest in citizen participation and local planning.

Citizenship Development Program (I.#36)
Mershon Center
Ohio State University
199 West 10th Avenue
Columbus, OH 43201
(614) 422-1681
Founded: 1972

This program is funded by the OSU Mershon Center and state and federal grants. Its objective is to promote citizen competence by developing educational programs using school and community resources to help people acquire basic citizenship skills such as decision-making, facilitating citizen and community participation in the civic education process, directing university research to educational problems concerned with that issue, and bringing new knowledge about political life to the schools. It recently completed a curriculum product for grades 4-9 on citizen decision-making skills, and is currently developing a community-based approach to global education in elementary and secondary schools. The Program provides technical assistance to clients and offers development, and design services in response to particular needs. Publications are available from the Program.

Community Service, Inc. (I.#37)
Box 243
Yellow Springs, OH 45387
(513) 767-2161
Co-directors: Jane and Griscom Morgan
Founded: 1940

Community Service Inc. is a non-profit organization with about 450 members supported by membership dues and contributions. The Service is a center for research, action, and communication on the small community and intentional community, concerned with social change and community cohesiveness. It acts as a clearinghouse for information on intentional communities. Major functions are providing direct services to communities, consultation, and providing information about intentional communities, Land Trusts, and economics. Folk schools and community centered schools are educationally related issues. The Service prints a newsletter and other publications, holds conferences, and works as a referral service and consultant agency for citizen groups.

Institute for the Study of Civic Values (I.#38)
401 North Broad Street, Room 810
Philadelphia, PA 19108
(215) 922-8960
Director: Edward Schwartz
Founded: 1973

The Institute is a non-profit organization which services neighborhood and labor organizations. Its primary concern is the relationship of the school to the workplace and the community. The Institute is supported by foundation grants and state funds. It examines issues of public policy concerning civic values -- particularly justice, community, and participation. The Institute conducts research on how public and private institutions influence neighborhood political and community development and sponsors forums, programs in citizen education, and materials. Current programs include a Civic Values Task Force which sponsors studies on issues and politics; a Neighborhoods Project for neighborhood development; the Neighborhood Leadership Academy for training leaders; and a Youth Council to promote community and job programs for youth. Research reports, a regular newsletter on neighborhood issues, and curriculum materials for adult citizen education are available.

Highlander Research and Education Center (I.#39)

RFD 3, Box 370
New Market, TN 37820
(615) 933-3443
Director: Mike Clark
Founded: 1932

The Center is a private, non-profit organization supported by private foundations and individual contributors. The Center is involved in educating people who are working for social change, primarily in Appalachia and the South. Highlander runs workshops on topics ranging from strip mining to alternatives in education to Appalachian music. Highlander staff have helped organize pioneer CIO members, civil rights workers, and other politically impotent groups -- Chicanos, Native Americans, Blacks, and urban welfare recipients. Highlander Reports, a quarterly publication, is available from the Center.

Community College of Vermont (I.#40)

Central Office
94 Main Street
Montpelier, VT 05602
(802) 828-2401
President: Peter Smith
Founded: 1970

The Community College has four regional sites. Students are area residents from 16 to 80 years old, averaging 30. Two-thirds are employed; more than half are lower income; two-thirds are female. It is funded by state appropriations, grants, and tuition. The college attempts to serve educational needs of Vermonters by providing opportunities for degrees, employment skills, and personal development. Primary concentration is competency-based education; out-of-classroom learning; individualized study plans; and the management of community-based educational institutions, including the development of learning situations responsive to identified community needs. Many of its classes are in community buildings, used more actively as community centers. The college offers auxiliary programs to high school students.

Mid-Atlantic Center for Community Education (I.#41)

University of Virginia
School of Education, Ruffner 217
Charlottesville, VA 22903
(804) 924-3625
Director: Larry F. Decker
Founded: 1971

The Center is a cooperative effort of the University of Virginia School of Education and the Charles S. Mott Foundation. Special projects are also supported by grants from the U.S. Office of Education (HEW). The Center's main objectives are to encourage community education development throughout the Mid-Atlantic region through training, technical assistance, and information dissemination. Issues of concern are: the role of educational systems in community development, encouraging greater citizen involvement in the community's decision-making processes, and the development of interagency programs for meeting comprehensive community service needs. The Center provides information and consultation to help organize, implement, and evaluate community education programs, and is directly involved in the training of community leaders. The University of Virginia Center serves as the regional coordinating representative for the Mid-Atlantic Consortium which is comprised of universities, state departments, and school systems.

✓ Citizen Participation Curriculum Project (I.#42)

University of Wisconsin
225 North Mills Street
Madison, WI 53706
(608) 263-6262
Director: Fred M. Newmann
Founded: 1976

A short-term project funded by the Rockefeller Family Fund, to assist schools in developing citizen action curriculum.

Their newly produced publication, "Skills in Citizen Action: An English-Social Studies Program for Secondary Schools" proposes a comprehensive new program in citizenship emphasizing communication skills, moral deliberation, realities of the political-legal process, community-based learning, and use of media. The book offers rationale, programmatic suggestions, and an annotated bibliography to help teachers and administrators develop curriculum appropriate for local schools, and is available from the above address.

National Organizations

✓ Center for the Study of Parent Involvement (I.#43)

5240 Boyd
Oakland, CA 94618
(415) 658-7557
Director: Dan Safran
Founded: July, 1973

CSPI is a non-profit voluntary organization supported by subscriptions, publication sales, and occasional workshop fees and donations. The Center's major concern is parent involvement in education. CSPI provides training and assistance to parents, teachers, administrators, and teacher educators to strengthen parent/school/community communication and involvement. The Center works to increase awareness of parent needs and parental perspectives of education among parents and educators. CSPI has sponsored the first National Conference on Parent Involvement. The Center is currently conducting a survey of chief state school officers' views on parent involvement. CSPI offers workshops, materials, and publications of interest to parents, teachers, administrators, and concerned citizens.

Far West Laboratory for Educational Research and Development (I.#44)

1855 Folsom Street
San Francisco, CA 94103
(415) 565-3000
Director: John K. Hemphill
Founded: 1966

The Far West Laboratory for Educational Research and Development is a public non-profit agency organized under authority of Title IV of the Elementary and Secondary Education Act of 1965. From its inception, the Laboratory has been recognized as a regional educational laboratory and has devoted its efforts to carrying out research, development, evaluation, and dissemination in education. As an educational institution, the Laboratory maintains a unique position. It was created through a joint powers agreement among public education agencies in California, Nevada, and Utah. This inter-agency agreement affords the Laboratory an opportunity to be attuned to the needs and concerns of educational practitioners at many levels while at the same time keeping policies independent of the priorities of any single agency. As a result, the Laboratory has developed expertise in programmatic areas of local, regional and national concern. The mission of the Far West Laboratory is to contribute to the improvement of the quality of learning experiences that support the values and functions of a humanist society. The Laboratory has devoted major effort to research and development in teaching, technical assistance, education dissemination and change, equity, and education and work.

Center for Research and Education (I.#45)

2010 East 17th Avenue
Denver, CO 80206
(303) 388-6311
Executive Director: Collins Reynolds
Founded: 1962

CRE is a non-profit organization whose principal services are training, education, evaluation, research, program design,

and the production of supporting materials. It is funded by revenues from consulting services and publication sales. One of its major areas of activity has been to assist Americans in adapting to foreign cultures and to function effectively while living and working abroad. The Peace Corps and the U.S. Navy have been two of CRE's largest clients. Services in other areas of education have included a survey of adult education needs, the development of new Teacher/Trainer methods, a design for a library services program for the elderly, and production of an environmental education master plan.

Coalition of Indian Controlled School Boards, Inc. (I.#46)
811 Lincoln Street
Denver, CO 80203
(303) 837-8016
Executive Director: Herchel Sahmaunt
Founded: 1971

The Coalition is a non-profit organization supported by federal legislation for education foundations. The Coalition is concerned with problems related to the maintenance of education programs for Indians, and it advocates greater Indian involvement in their administration and operation. It provides information and technical assistance for local educational problems of its member organizations, schools, boards, and parent advisory committees. An organizational newsletter is available upon request.

Education Commission of the States (I.#47)
1860 Lincoln, Suite 300
Denver, CO 80295
(303) 893-5200
Executive Director: Warren Hill
Founded: 1966

ECS is a non-profit interstate organization. Forty-six states, the Virgin Islands, and Puerto Rico are represented by commissioners who are state legislators, governors, or education leaders in the fields of early childhood, elementary, secondary, and post-secondary education. It is funded by appropriations from member states and through federal and foundation grants and contracts. The objective of the Commission is to improve education at the state level by fostering cooperation among governors, legislators and education decision-makers. It encourages the exchange of information about legislation in education and practices among the states. It also provides a forum for the development of public alternatives in education and works to improve state and federal cooperation in education. Twenty-one education priorities have been identified by the Commission and are reflected in ECS programs; the most important are education finance, accountability, and basic skills. ECS currently runs some 20 projects on themes ranging from child development and child abuse to evaluating statewide planning. The National Assessment of Educational Progress is the largest project. ECS provides information and technical assistance services to member states and occasionally to local groups, especially if requested by a member state. Many newsletters and reports are available from ECS, including Compact magazine and a "Legislative Review". A publications list is available from the Communications Department.

ERIC Clearinghouse for Social Studies/Social Science Education
855 Broadway
Boulder, CO 80302
(303) 492-8434
Director: Irving Morrissett
Founded: 1970

ERIC/ChESS is one of sixteen clearinghouses which comprise the Education Resources Information Center, funded by NIE. It focuses on many social studies/social science related documents and journal articles which it abstracts, annotates, and

indexes for the ERIC monthlies: Resources in Education, and Current Index to Journals in Education. ERIC/ChESS provides information on current topics of interest to educators and persons involved in education decision-making through its Computer Search Service. Training workshops about the computer search process are available to citizen groups.

American Association of University Women (I.#49)
2401 Virginia Avenue, N.W.
Washington, DC 20037
General Director: Helen B. Wolfe
Founded: 1882

AAUW is a non-profit organization of 190,000 members with branches in every state. It is open to women graduates of accredited four-year institutions of higher education. Financial support is from membership dues. One of AAUW's objectives is to secure equal opportunities and advancement for women in education as well as in industry, government, and the professions. AAUW provides continual educational programs and activities, and encourages informed action. AAUW has supported efforts to ratify the Equal Rights Amendment both financially and through materials, and by providing knowledgeable spokespeople at the local level. Members have testified for federal aid to education, helped elect women to school boards, monitored Title IX, and examined sex-role stereotyping in elementary textbooks and throughout society. At the national level AAUW lobbies for education bills as well as those relating to community and foreign and cultural policies. Since 1888 when the Association provided the first fellowship to a woman for advanced study, AAUW has awarded nearly 3,300 fellowships to women of the United States and 81 other countries. The American fellowships enable women to complete doctoral dissertations, do postdoctoral research, or complete the final year of study in law, medicine, dentistry, veterinary medicine, and architecture. AAUW publishes a magazine, and many resource publications.

Black Child Development Institute, Inc. (I.#50)
1463 Rhode Island Avenue, N.W.
Washington, DC 20005
(202) 387-1281
Board President: Kenneth Haskins
Founded: 1970

BCDI is a non-profit organization funded primarily by foundation grants and membership dues. It is concerned with public policy, research, and direct services that affect children and youth generally, Black children specifically. Currently BCDI has seventeen affiliate groups across the country. Technical assistance to these affiliates consists of in-service training, public policy awareness, information dissemination, publications and consultant referral. The child welfare unit of BCDI is concerned primarily with adoption. This includes the older Black child, handicapped child, child abuse and adoption advocacy. The public policy component monitors legislation, regulations, policies, and programs at the federal, state, and local level which have a direct impact on Black children and families. BCDI conducts training institutes and seminars in curriculum and child development and training is a part of the format at the annual national conference. The newsletter "The Black Child Advocate" is distributed to its members. Other publications, reports, and seminar papers are available from the national office.

Center for Community Change (I.#51)
1000 Wisconsin Avenue, N.W.
Washington, DC 20007
(202) 338-7540
Founded: 1968

The Center for Community Change is a non-profit organization funded by Ford, Lilly, and other foundations. The objective of the Center is to develop and strengthen independent, multi-

issue community groups located in poor and/or minority areas. The Center provides technical assistance at no charge to those groups. It is concerned with the issue of community control. Current projects involve neighborhood revitalization and rural development. The Federal Programs Monitor and citizen action guides on general revenue sharing, CETA, and community development block grants are available from the Center.

Center for Governmental Studies (I.#52)
PO Box 34481
Washington, DC 20034
(301) 340-6470
President: Howard W. Hallman
Founded: 1969

The Center is a non-profit organization funded by government contracts and foundation grants. The Center provides technical assistance to citizens, and conducts research and educational activities related to local, state, and federal government. The Center's interests include community development, administrative and political decentralization, metropolitan reorganization, employment and training programs, and other human resource programs. The Center publishes a monthly information exchange bulletin called Neighborhood Ideas.

Children's Defense Fund of the Washington Research Project
1520 New Hampshire Avenue, N.W. (I.#53)
Washington, DC 20036
(202) 483-1470
Contact: Steven Goode
Founded: 1973

This national, non-profit organization provides long-range and systematic advocacy on behalf of the nation's children, including the reform of institutions, policies, and practices affecting the lives of children. Major support is from foundation grants. CDF works to identify particular problems that seriously affect large numbers of children and which raise issues which can lead to broad institutional reform. Current issues that CDF is addressing include: The right to education for children who have been excluded or misclassified, the right of all children to adequate health care, the right of all children to receive fair and humane services under the juvenile justice system, and the rights of children to comprehensive child development services. Action taken on these issues includes litigation, research, information sharing, model legislation, federal policy monitoring, investigative reports, negotiation and public education. CDF will provide information and technical assistance to local community groups. Advocacy handbooks and publications are available from the above address.

Coalition for Children and Youth (I.#54)
1910 K Street, N.W., Suite 800
Washington, DC 20006
(202) 785-4180

CCY is a non-profit coalition of various groups and individuals concerned with serving the needs of children and youth. CCY is supported by foundation grants, membership dues, conferences, and publication sales. The Coalition is designed to provide a forum for the exchange of ideas on legislation, policies, and programs affecting youth, as well as to monitor relevant legislation and program implementation. Technical assistance is offered to groups seeking grants and funding. The Coalition works to build networks for information and strategy sharing among advocate groups. Five task forces focus on the issues of child care, foster care and adoption, health care, welfare families, and juvenile justice and youth development. Directory for Child Advocates, America's Children -- a fact book of statistics on children and families, a monthly newsletter, and other publications are available from the Coalition.

Council for Basic Education (I.#55)
725 15th Street, N.W.
Washington, DC 20005
(202) 347-4171
Founded: 1956

The Council for Basic Education is a non-profit organization advocating greater emphasis on teaching basic subjects in American schools, especially English, mathematics, science, history, foreign language and the arts. It has approximately 4,700 members who are educators, citizen groups for quality education, and interested parents. The Council is supported by membership and subscription dues, foundation grants, and royalties. It maintains an information service program and an educational studies program. The Council is currently preparing a book on the back-to-basic trends in schools. It sells publications on basic education including books, occasional papers, and the CBE Bulletin, and serves as an information clearinghouse on basic education.

Day Care and Child Development Council of America, Inc.
Children's Embassy (I.#56)
622 14th Street, N.W.
Washington, DC 20005
(202) 638-2316
Executive Director: Theodore Taylor
Founded: 1956

Day Care is a non-profit advocacy organization committed to increasing the availability of child services and raising the quality of child care programs. The Council works with local child care organizations, advocacy groups, and city governments in implementing projects financed through local and state foundations and city governments. National membership is about 6,000 from all states and represents a coalition of concerned citizens -- professionals, parents, and community people. DCCDCA provides data and information services, technical assistance to child care projects and community organizations, public education materials for local and regional use in child care programs, and national forums. DCCDCA is currently developing policy statements with program guides on delivery mechanisms for child care services, as well as developing a program for the Children's Embassy, to be based in Washington, DC. DCCDCA material has been used in high school courses and career centers.

Federal Education Project of the Lawyers' Committee for
Civil Rights Under Law (I.#57)
733 15th Street, N.W.
Washington, DC 20002
(202) 628-6700
Director: Linda Brown
Founded: 1975

The Federal Education Project is a non-profit organization funded by private foundations. Its objectives are to promote participation by parents and other citizens in federal, state and local education programs; to create legal and sensible administration and enforcement of Title I, vocational education and anti-discrimination laws; and to provide useful information (newsletters, manuals, etc.) concerning these issues. Major functions of the Project are to monitor and influence administration, offer technical assistance to parents and other interested citizens, share information resources, and litigate (free). The Project has produced handbooks and materials on Title I, new vocational laws and two recent publications, New Legal Requirements for Parent Involvement and A Handbook on Title I Applications. These publications as well as a monthly newsletter are available from the Washington office at no cost for single copies.

The Home and School Institute, Inc. (I.#58)
Trinity College
Washington, DC 20017
(202) 269-2371 or 362-9066
Director: Dorothy Rich
Founded: 1965, officially incorporated 1972

The Home and School Institute serves the social service workers, community institutions, schools, and families with mutually supportive programs in research and publications. Its goal is to develop a working partnership between families and community institutional support systems. HSI works with human service agencies and schools to design staff training and special curricula for families. Programs are cost-effective and replicable in such areas as school to home-based learning (Project HELP), services for the handicapped child, Title I training for teams of teachers and parent-paraprofessional aides. HSI also works directly with families to strengthen the parenting role and to improve the health and well being of family members.

The Humane Society of the United States (I.#59)
2100 L Street, N.W.
Washington, DC 20037
President: John Hoyt
Founded: 1954

The Humane Society is a charitable, non-profit membership organization with local branches throughout the United States. Its main objective is to promote humane education directed particularly to young student audiences. The Society provides curriculum materials, sponsors the National Association for the Advancement of Humane Education and a corresponding journal, and seeks citizen support of state mandates requiring that humane education be taught in the public schools. The Humane Society also sponsors teacher training seminars on the curriculum and offers a youth publication, KIND, which has a Teacher's Edition.

National Alliance of Businessmen (I.#60)
1730 K Street, N.W.
Washington, D.C. 20006
(202) 254-7105
Founded: 1968

The Alliance has gained the support and involvement of more than 100,000 employers in its adult corrective and youth preventive programs. The Alliance continues today as the only national, business-based, voluntary organization working on behalf of the unemployed poor and needy youth. Based in Washington with branches in major cities, the Alliance is a partnership of business, education, labor and government working to create jobs and provide training for low-income people, youth, Vietnam veterans and ex-offenders in the private sector. Operating expenses are paid by a grant from the Department of Labor, but most staff members are business executives on loan who are paid by their companies while working for the Alliance. Other services include career guidance institutes, vocational exploration programs, job campaigns and other programs related to business/education cooperation in job development. The Alliance publishes a quarterly magazine, Working, a monthly newsletter, JFV Report, and a book, Dictionary of Desperation, available from its Communications Department.

National Association for Child Development and Education (I.#61)
500 12th Street, S.W., Suite 810
Washington, DC 20024
(202) 484-0140
Founded: 1973

NACDE is a non-profit organization supported by its membership of 1,500. NACDE works to improve the quality of child care and represents providers of child care services. NACDE's current projects include attempts to preserve the cosmopolitan

character of child care delivery systems rather than have them assigned to a single vehicle (public schools). The Association provides guidance to citizens interested in quality cost-effective child care services. Two periodicals, Child Care Journal (bi-monthly) and Chalk Talk (monthly newsletter) are available from NACDE.

National Association for the Education of Young Children
1834 Connecticut Avenue, N.W.
Washington, DC 20009
(202) 232-0877
Founded: 1926

NAEYC is a non-profit organization with over 28,000 members and a nationwide network of more than 210 affiliate groups working at the local, state, and regional levels. Their purpose is to serve and act on behalf of the needs and rights of young children, with primary focus on the provision of educational services and resources. Financial support comes from membership dues, conferences, and publication sales. NAEYC activities include an annual conference, special conferences, a bi-monthly journal, information services, week of the Young Child Observances, and separate publications. The journal "Young Children" as well as other publications are available.

National Association of Neighborhoods (I.#63)
1901 Q Street, N.W.
Washington, DC 20009
(202) 234-9382
Director: Milton Kotler

This is a national association of 150 activist neighborhood organizations and citywide coalitions in sixty cities. Seventy percent of the membership is concentrated in the East Coast. Conference fees, membership dues, and subscriptions to the monthly "NAN Bulletin" provide the major sources of support. NAN works to equalize and improve the level of political development of neighborhood leaders and organizations, and to promote neighborhood responsibilities and rights through communication and exchange of ideas. Two annual national conferences surface new tasks. NAN has task forces on citizen education, model legislation, neighborhood information, housing and community development, block grants, human rights, and neighborhood labor relations. The task forces work with the Congress and individual state legislatures to promote enabling legislation and programs.

National Audio Visual Center (I.#64)
General Services Administration
Washington, DC 20409
(301) 763-1896
Director: John H. McLean
Founded: 1969

NAVC is a non-profit government agency supported by appropriated and trust funds. The Center makes federally produced audio-visual materials and program information available to the public. The slides, films, filmstrips, audio-tapes, and multimedia kits distributed serve a wide variety of educational purposes. Various catalogues, brochures, filmographies, and a Directory of U.S. Government Audiovisual Personnel are available from the Reference Section of the Center.

National Center for Law and the Deaf (I.#65)
Seventh and Florida Avenues, N.E.
Washington, DC 20002
(202) 447-0445
Directors: Sy DuBow, Glenn Goldberg
Founded: 1975

NCLD is a non-profit organization which offers assistance to deaf and hearing-impaired persons. It is funded by the

Office of Education, HEW, the Office of Consumer Education, and the Eugene and Agnes Meyer Foundation. Its objective is to provide legal representation, services, information, and educational opportunities to the deaf and hearing-impaired community. Legal representation includes individual legal counseling. NCLD offers educational workshops which explain the law and law-related issues to deaf groups and organizations throughout the country. It is especially concerned with combating discrimination against deaf people in employment, insurance and education. NCLD monitors Federal and State Legislation benefiting the deaf and hearing-impaired and assists legislators on request. It is also active in administrative proceedings on behalf of the deaf, particularly with T.V. captioning and hearing-aid sales practices. NCLD also teaches a course on Law and the Deaf and assists deaf students who want to go to law school. NCLD publishes a newsletter. Documents are available upon request.

National Center for Voluntary Action (I.#66)

1783 Massachusetts Avenue, N.W.

Washington, DC 20036

(202) 797-7800

Director of Technical Services Division: Saralei M. Farner

NCVA is a non-profit organization that provides education, training, and technical assistance to a network of over three hundred Voluntary Action Centers throughout the country. Major sources of financial support include corporate donations, foundation grants, individual gifts, and government grants and contracts. The goal of NCVA is to stimulate and strengthen the involvement of volunteers and voluntary organizations in problem solving. Major services include training, technical assistance provided through a volunteer consultant network, coordination of national voluntary organizations around advocacy-related issues, preparation of a variety of "how-to" publications for volunteer administrators, and sponsorship of National Volunteer Week. A quarterly journal, Voluntary Action Leadership, and other publications are available.

National Coalition of ESEA Title I Parents (I.#67)

1010 Vermont Avenue, N.W., Suite 718

Washington, DC 20005

(202) 638-5466

Coordinator: Thomas Heatley

Founded: 1973

The Coalition is a non-profit organization of parents of Title I children, served by a 30 member board of directors representing its nationwide constituency. Foundation grants are the Coalition's major source of support. The major issue addressed by the organization is that of parent involvement in Title I programs. The Coalition sponsors an annual national in-service conference and provides technical assistance through workshops on a regional and individual school basis. A monthly newsletter is available from the National Parent Center (same address).

National Manpower Institute (I.#69)

1211 Connecticut Avenue, N.W.

Washington, DC 20036

(202) 466-2450

President: John N. Gentry

The Institute is a non-profit organization serving the education and work sectors of communities throughout the country. It is funded through corporate subscription, foundation grants, and contracts. The Institute aims to develop policies and programs to improve the relationship between the institutions of work and education. It is concerned with the transition of youth from school to work, local citizen participation in educational decision-making, inadequate involvement of the community in career education, use of union negotiated tuition aid plans for adults, and women's rights

and opportunities. The Institute currently sponsors a Work-Education Consortium Project, a study of negotiated tuition-aid plans, and a survey of government grants and contracts for women's rights and opportunities. It assists the collaborative process through the development of Community Education-Work Councils. It also provides an information exchange service on work-education initiatives through newsletters and conferences. The Institute provides two newsletters free, as well as selected staff papers at cost. Its greatest impact has been in presenting policy issues to educators and others, and acting as a catalyst for increasing work-education collaborative efforts.

National Consortium for Child Mental Health Services (I.#68)

1800 R Street, N.W.

Washington, DC 20009

(202) 462-3755

Founded: 1970

Membership consists of fourteen national organizations committed to children's mental health; grants provide most financial support. The Coalition meets quarterly and acts as an advocate for child mental health, tries to influence public policy, is a forum for information on change, and works to influence organizations. Of major concern to the group are children out of school with learning disabilities. Its major impact has been to influence the national PTA to examine the number of children excluded from public schools.

National Organization for Women (I.#70)

425 13th Street, N.W., Suite 1001

Washington, DC 20004

(202) 347-2279

Founded: 1966

NOW has over 600 chapters and state organizations in all 50 states. It is a non-profit organization with approximately 55,000 members, funded primarily through membership dues and contributions. Through a variety of activities, NOW is currently dealing with issues of sexism in schools, curriculum, employment, and extracurricular programs. NOW publishes a monthly newsletter entitled, "DO IT NOW." For information contact Anne Pride, 214 Dewey Street, Pittsburgh, PA 15218.

National Street Law Institute (I.#71)

605 G Street, N.W.

Washington, DC 20001

(202) 624-8217

Director: Jason Newman

Founded: 1975

The National Street Law Institute is an outgrowth of a six year old Georgetown University program in which law students teach law courses in public high schools, in juvenile and adult correctional institutions, and in a number of community settings. The Institute was created to promote increased opportunities for citizen education in law, and is involved in providing technical assistance, curriculum materials, and teacher training to school systems, law schools, universities, bar associations, legal service organizations, departments of corrections, and others interested in the establishment of law education programs. The Institute has developed a number of curricular and resource materials. A national text entitled Street Law: A Course in Practical Law has been published by West Publishing Company and is now available for use in secondary schools and in adult and community education programs. Also available are Street Law: A Course in the Law of Corrections, West Publishing Company (1976), and a number of technical assistance publications. Requests for information or assistance should be directed to Edward O'Brien.

National Urban Coalition (I.#72)
1201 Connecticut Avenue, N.W.
Washington, DC 20036
(202) 333-2400
Technical Assistance Manager: Carroll Harvey

The National Urban Coalition is an urban action, education, and research organization combining efforts of minorities, businessmen, unions, local officials, women, and religious leaders to improve the quality of city life. The Coalition works through a network of local affiliates and cooperating organizations in more than thirty cities. Areas of major focus are housing, neighborhood revitalization, community-based crime prevention, youth unemployment, and urban education. Financial support comes from corporate donations, foundations, and government contracts. The Coalition offers technical and organizational assistance and broker funds to its local affiliates and associate organizations. It also provides information on current legislation through its newsletters, available from the Communications Division of the Washington office. Also available are several publications concerning urban issues. The Coalition has had a major impact on promoting school finance reform, bilingual/bi-cultural education, and career education in the cities.

National Women's Political Caucus (I.#73)
1411 K Street, N.W., Suite 1110
Washington, DC 20005
(202) 347-4456
Executive Director: Jane McMichael
Founded: 1971

NWPC is an incorporated membership organization with 40 state caucuses and 15,000 members. Its goal is to increase the number of women elected and appointed to every level of public office; to increase the number of women activists in political parties; and to provide a lobby on legislation affecting women. Financial support comes from membership dues and donations. NWPC is currently working to strengthen equal opportunity for women in education through lobbying and campaigning for pro-ERA state legislation. NWPC encourages and advises women office seekers. Position papers are available on a variety of issues. "Women's Political Times" provides coverage of women in politics. NWPC also publishes a booklet on the press and public relations.

President's Committee on Employment of the Handicapped (I.#74)
1111 20th Street, N.W.
Washington, DC 20210
(202) 653-5067
Executive Director: Bernie Posner

The Committee is a government agency with a membership of 600 that works to insure equal employment opportunities for handicapped people. The Committee's major concern is the lack of educational, vocational, and industrial arts training for handicapped citizens. PCEH provides detailed information, materials, and guidance to concerned parents, individuals, and groups. Issues of concern include: employment assistance, job placement, training programs, and the accessibility of buildings and facilities to handicapped people. Numerous brochures, handbooks, and publications are available upon request.

Public Affairs Council (I.#75)
1220 16th Street, N.W.
Washington, DC 20036
(202) 872-1790
Founded: 1954

PAC is a non-profit national organization which provides specialized counseling for public affairs officers of over 100 member corporations throughout the country. It is funded through corporation dues. PAC offers training seminars to members on all aspects of public affairs and public opinion research. Its objective is to encourage corporate involvement in the community. PAC is concerned with the issues of business education, education for minorities,

corporate aid to education, and consumer education. It assists citizen groups and education related resource centers. PAC issues a newsletter "IMPACT" to its members and has other publications available. The many conferences which PAC holds throughout the year provide a forum for corporations to share experience on areas of concern.

Public Citizen (I.#76)
1346 Connecticut Avenue, N.W., #1209
Washington, DC 20036
(202) 293-9142
Director: Ralph Nader
Founded: 1969

Public Citizen is a non-profit organization supported by private contributions. Public Citizen has developed a platform of proposals to permit consumers, taxpayers, and citizens to organize to shape government policies and hold accountable corporate power. Platforms have emerged from Public Citizen experience in research education, community organization, and litigation in the public interest. Concerns have ranged from consumer justice, hazardous drugs, contaminated food, and work-related diseases, to government abuses and secrecy, and the inequitable tax system. Current projects emanate from work carried on by the Health Research Group, Tax Reform Research Group, the Litigation Group, Congress Watch, Critical Mass, Citizen Action Group (to create and train Public Interest Research Groups to organize consumer protection and social change projects), and Public Citizen Visitors Center (to teach visitors to Washington D.C. ways to learn about and influence the Federal Government). Publications and information are available from these groups within Public Citizen.

Recruitment Leadership Training Institute (I.#77)
c/o Ms. Grace Watson
Career Education
U.S. Office of Education, ROB 3
Washington, DC 20208
(202) 245-2331

Though the Institute went out of existence in 1976, the list of films and materials which it produced are available from Ms. Watson. The Institute was a non-profit organization funded by the Office of Education. It was primarily concerned with the recruitment and training of minorities, women, school board members, artists, and professionals.

Rural America (I.#78)
1346 Connecticut Avenue, N.W.
Washington, DC 20036
(202) 659-2800
Information: Henry Hyde or Peggy Borgers
Founded: 1975

Rural America is a non-profit organization of approximately 1,000 members concerned with rural problems and human needs. Membership dues, private foundations, and government grants support the organization. Rural America is involved in national policy research, public information, education, and advocacy designed to improve human opportunities in rural areas. This includes preparing and distributing educational materials, reports, studies, and other publications, as well as developing a broad coalition of concerned groups and individuals. The organization provides a clearinghouse for rural research emphasizing the impact of social and economic forces on policy in rural areas, monitors federal programs, works to increase public understanding of the causes and effects of unsolved rural problems, and acts as an advocate for rural peoples. Rural America also has two special projects: one is a Community Development project to monitor JUD's implementation of the Community Development Block Grant program; the other is a Rural Health project to study rural health needs and the federal and federal/state programs designed to meet these needs. The monthly tabloid newspaper "Rural-america," and other publications are available through the national organization.

The Urban Institute (I.#79)
2100 M Street, N.W.
Washington, DC 20037
(202) 223-1950
President: William Gorham
Founded: 1968

The Institute is a non-profit organization financed by contracts and grants from federal, state, and local governments, foundations, and corporations. It was established to study social processes and problems in urban areas, and to examine the effects of government actions on these problems. The Institute's programs include studying income distribution, labor markets, and the impact of government programs on income distribution; studying the impact of federal assistance programs, implemented through states and localities, on public service delivery including housing, transportation, social services, and health; analyzing operation and policies of states and localities in areas of police operations, criminal justice, land use, and state and local government management; and studying the nongovernmental processes shaping metropolitan areas to develop ways in which government intervention can improve life in the cities. The Institute publishes many books and reports; a publications catalogue is available.

Women's Equity Action League (I.#80)
733 Fifteenth Street, N.W., Suite 200
Washington, DC 20005
(202) 638-4560 or 638-2359
Founded: 1968

WEAL is a nationwide women's rights organization dedicated to improving the social, economic, and legal status of all women through education, legislation, and litigation. Ninety percent of its nationwide members are women. Dues and contributions are the main source of financial support. WEAL's main purpose is to lobby and monitor federal legislation. Projects are centered around reform of social security laws, termination of discrimination against women, implementation of Title IX, and vocational education. WEAL provides aid to women involved in sex discrimination cases. Its greatest impact has been to work for passage of the Vocational Education Act and promulgation of regulations implementing Title IX. WEAL publishes a "Washington Report", as well as a variety of other publications available through the national office.

The Youth Project (I.#81)
1000 Wisconsin Avenue, N.W.
Washington, DC 20007
(202) 338-5721
Executive Director: Len Conway
Founded: 1970

The Youth Project provides seed funding, technical assistance, and training to citizens involved in building local community organizations. It is funded through foundations, churches, and contributions from individuals. Field offices are in Washington, San Francisco, and Atlanta. The Project is especially concerned with the issues of property tax implications on school finance, equal provision of municipal services, and increasing the participation of citizens in community organizations. It serves as a liaison between foundations and local projects which need to be funded. It has recently published The Grass Roots Fundraising Book available through the National Office. Contact should be made directly with The Youth Project's regional offices.

National Task Force on Citizenship Education (I.#81)
PO Box 446
Melbourne, FL 32901
(305) 723-0211
Director: B. Frank Brown
Founded: 1975

The Task Force is a non-profit organization of approximately 20 committee members funded by the Danforth Foundation and

the Charles F. Kettering Foundation. The Task Force promotes education for responsible citizenship through advocacy for citizenship, civics courses, and reform of elementary and secondary school curricula. A spring '77 publication, Education for Responsible Citizenship is available through McGraw-Hill Book Co., Scholarly Books Division, 1221 Avenue of the Americas, New York, NY 10020.

American Bar Association Special Committee on Youth Education
for Citizenship (I.#83)
1155 East 60th Street
Chicago, IL 60637
(312) 947-3960
Director: Norman Gross
Founded: August, 1971

The Committee is a non-profit organization supported by an endowment from the ABA and other foundations. The Committee works to stimulate and encourage the development of programs about the law and legal system in elementary and secondary schools. The Committee offers consulting and clearinghouse services, produces guide books, conducts conferences, and performs research in the field. Among their publications are curriculum catalogues, a directory of programs, and a magazine discussing recent Supreme Court decisions, program ideas, and classroom materials and strategies.

Center for New Schools (I.#84)
59 East Van Buren, Suite 1800
Chicago, IL 60605
(312) 435-3838
Founded: June, 1971

CNS is a non-profit organization supported by grants from the National Institute of Education and the Carnegie and Joyce Foundations. The central aim of CNS is to promote fundamental changes in schools to improve the quality of students' learning experiences. Activities involve the school and community -- teachers, parents, administrators, and other interested groups -- in an effort to improve the quality of education through joint problem solving. Issues of concern include: community-based learning, evaluation of alternative schools, the role of research in improving schools, the creation of new schools, and the development of school improvement strategies. Assistance and training are provided to some parent and community groups. Publications are available from the Center.

Law in American Society Foundation (I.#85)
33 North LaSalle Street, Suite 1700
Chicago, IL 60602
(312) 346-0963
Executive Director: Robert H. Ratcliffe
Founded: 1966

The Law in American Society Foundation is supported by contracts with federal and state agencies and private foundations. The objective of the Foundation is to make law-focused education accessible to students in every classroom by establishing a nationwide network of educational projects to serve as regional centers for law-focused education. The Foundation develops texts, audio-visual materials, and classroom techniques which are used in its work with regional centers. It provides teacher training through the Summer Institute, workshops, and conferences. Besides the various projects sponsored by the Foundation in schools, universities, and corrective institutions, it is also sponsoring two state-wide projects in Illinois and Indiana. The Foundation publishes a "Law in American Society" newsletter and journal.

National Congress of Parents and Teachers (I.#86)
700 North Rush Street
Chicago, IL 60611
(312) 787-0977
President: Carol Kimmel
Founded: 1897

The PTA is a volunteer organization with 52 state offices and about 6,000,000 members. National dues provide primary financial support. The PTA acts to provide advocacy for children and youth, influence public policy, and influence public opinion to unite home, school, and community on behalf of children and youth. The PTA is concerned with collective bargaining, parenting, declining enrollments, absenteeism, and accountability. Current projects deal with these issues as well as T.V. violence and comprehensive school/community health education. The PTA offers a variety of publications and newsletters.

Parents As Resources (I.#87)
464 Central Avenue
Northfield, IL 60093
(312) 441-5617
Directors: Carolyn Haas, Ann Cole

The PAR Leadership Training Foundation (PLTF) is a non-profit organization funded through foundations, government grants, and private sources. Its objective is to further positive parent/child relationships. The PAR team works to help parents in their role as early educators through various approaches: 1) a participatory workshop format used in training parents; 2) leadership training offered both in Chicago and nationally to parents, teachers, and others involved in parent training; 3) a training package for community home-visitors and clinic volunteers; 4) magazine and newspaper articles, lectures, and demonstrations; 5) a weekly syndicated column, "Recipes For Fun"; and 6) "Look At Me!", a television series for parents in Chicago. PAR offers consulting services at cost. Among the current priorities is the establishment of parent resource centers.

National Committee for Citizens in Education (I.#88)
Suite 410
Wilde Lake Village Green
Columbia, MD 21044
(301) 997-9300 or 997-0524
Senior Associates: Carl L. Marburger, L. William Rioux,
Stanley Salett
Founded: May, 1973

NCCE is a national, non-profit organization with approximately 150,000 members in affiliated Parents' Network groups. Sources of support include foundations, corporations, individual contributions, membership fees, and publication sales. The Committee works to involve parents and citizens in the decision-making processes of the public schools through training at local level Citizens Training Institutes, linkage to other citizen groups, through the Parents' Network, and information sharing with and among affiliates. The Committee is interested in school site management, collective bargaining, parent and student rights, and other concerns related to parent involvement in public schools. Handbooks, publications including Network, and films are available from NCCE.

Action for Children's Television, Inc. (I.#89)
46 Austin Street
Newtonville, MA 02160
(617) 527-7870
President: Peggy Charren
Founded: 1968

ACT is a national consumer organization working to improve broadcast practices related to children through education, research, and legal action. ACT's constituency extends to all who are concerned about the impact of television on children. Financial support comes from a variety of foundation grants as well as contributions from its 8,000 members. ACT

provides a resource library with a special research collection on children and television open to the public by appointment. It also distributes a film, "But First This Message", which is available for purchase or rental. Publications available from ACT include a bibliography, research reports, and newsletter.

Association of Voluntary Action Scholars, Inc. (I.#90)
Box G-55
McGuinn Hall, Room 504B
Boston College
Chestnut Hill, MA 02167
(617) 969-0100 x4142
Founded: 1971

AVAS is an incorporated voluntary professional association of approximately 500 members supported through dues, publication sales, conferences, and foundations. AVAS and its Research Task Force and Consultant Inventory, stimulate and provide social science research on voluntary action, citizen involvement, and volunteer participation. Services are provided through publications, conferences, and clearinghouse activities -- information services, bibliographies, lists of consultants, question and answer files, etc. Publications and services are available upon request.

Blackside Inc. (I.#91)
501 Shawmut Avenue
Boston, MA 02118
(617) 442-0800
President: Henry Hampton
Founded: 1968

Blackside Inc. is a full service media production firm that produces 16/35 mm. films, documentary and theatrical television programming, and audio visual materials of all kinds for clients in government, industry, and education. Sponsorship and contracts come from federal and state governments, universities, organizations, foundations, local citizens' groups, and via private investors. In addition to its diversified production experience, the Company has a particular interest in and experience with projects involving the poor and minority issues. Blackside has achieved a national reputation in producing effective attitudinal change/behavior modification films.

Center for Law Education, Inc. (I.#92)
Gutman Library, Third Floor
Appian Way
Cambridge, MA 02138
(617) 495-4666
Founded: 1969

The Center is a non-profit corporation funded by the Legal Services Corporation of Washington, D.C. It is the national support center in law and education problems for neighborhood legal service programs. The Center's activities involve litigation, research, and other legal representation to address the educational problems of the clients of local legal service offices throughout the country. Issues of concern include: bilingual-bicultural education, racial discrimination, special education, and students' rights. The Center's publications include Inequality in Education, a quarterly journal of information on current law and education matters. An extended list of available publications may be obtained from the Center.

Education Development Center, Inc. (I.#93)
55 Chapel Street
Newton, MA 02460
(617) 969-7100
President: Joseph Stavenhagen
Founded: 1958

EDC is a publicly supported, non-profit organization financed by federal agencies, foreign governments, and private founda-

tions. The Center works to further education and social development through curriculum reform and institutional development. Over thirty separately funded and staffed projects are based at EDC. The projects are concerned with the areas of school and society programs, quantitative skills programs, continuing education programs, and international programs. Among its projects, the Center has developed a film-based high school curriculum on the role of women, an in-service learning program for principals, Infinity Factory -- a major TV show geared toward minority students, and is in the process of assisting Algeria to establish a major institution of higher education for 3,000 electrical engineering students. Detailed information about EDC's projects and resources are available from their publications office.

Educational Planning Associates, Inc. (I.#94)
584 Chestnut Street
Newton, MA 02168
(617) 964-8470
Partners: Evans Clinchy, Elisabeth Cody
Founded: 1969

EPA is a for-profit organization whose clients are urban, suburban, and rural school systems and business corporations. Funding comes from school systems, foundations, the federal government, and private sources. EPA's objectives are to help public school systems develop desegregation plans through participatory community planning, to encourage the development of "city as educator" programs at the elementary and secondary levels, and to encourage the development of school/community centers either in new construction or through the reuse of buildings. It is concerned with the issues of desegregation, efficient use of educational and general community resources, and ways of reducing the distinction between school and community. EPA produces community development planning papers, acts as a catalyst in organizing the process of community planning, and presents reports and papers on major ideas and trends developing or instituted in various communities throughout the country. One of its main publications is "Education for a Changing America."

National Alternative Schools Program (I.#95)
School of Education
University of Massachusetts
Amherst, MA 01003
(413) 545-0941
Director: Lynne Miller
Founded: 1972

NASP is a non-profit organization that advocates the development and support of public alternative schools and options in public education. NASP is funded by donations and university support. The Program provides a variety of practical and theoretical information about existing alternative schools to a wide audience, including parents. NASP also supports individuals and groups in their efforts to start schools. Issues of concern to NASP include parent/school/community involvement and the school drop-out rate. Publications include Applesauce, a bi-monthly resource newspaper; a yearly national directory of alternative schools and programs; and a handbook now in progress on how to organize your own school.

Education Law Center, Inc.
605 Broad Street, Suite 800
Newark, NJ 07102
(201) 624-1815
Director: Michael S. Lottman
Founded: October, 1973

Branch: (I.#96)
2100 Lewis Tower Building
225 South 15th Street
Philadelphia, PA 19102
(215) 732-6655

ELC is a non-profit, public interest law firm specializing in education issues in elementary and secondary public schools. ELC is currently funded by a grant from the Ford Foundation. The Center provides speakers on a variety of topics and free legal assistance to education consumers -- parents, students, their organizations, and concerned individuals. Issues of concern to the Center include school finance, compensatory education, bilingual education, race and sex discrimination,

school discipline, special education programs and procedures, and public involvement in education decision making. Cases undertaken by ELC are aimed largely at statewide reform. Manuals on special education and sex discrimination and other publications are available from either ELC office.

Institute for Political/Legal Education (I.#97)
Box 426
Glassboro-Woodbury Road
Pitman, NJ 08071
(609) 589-3410
Director: Barry E. Lefkowitz
Founded: August, 1971

IPLE is an organization funded by Title IVc, ESEA 1965, the Rockefeller Family Fund, and the New Jersey Bicentennial Commission. The Institute has designed a series of mini-courses and a year-long social studies program to provide high school students with practical experience with political, governmental, and legal processes. The program stresses information and skills acquisition, and student participation in the community. The Institute now serves as a program demonstration site to interested educators, and offers consultation in program replication. IPLE is also involved in training teachers in methods and techniques for teaching law-related education and the development of human, material, and financial resources for individuals and states in citizenship education. Current issues dealt with by this group include: voter education, fair trial/free press, juvenile justice, family law, and state-county-local government. A variety of project material information and kits for school programs and interested citizens are available from IPLE.

Academy for Educational Development, Inc. (I.#98)
680 Fifth Avenue
New York, NY 10019
(212) 265-3350
President: Alvin C. Eurich
Founded: 1961

Branch:
1414 22nd Street, N.W.
Washington, DC 20037
(202) 293-5960

AED is a non-profit organization funded by public and private contracts. It is an educational planning and consulting organization helping schools, colleges, universities, government agencies, foundations and other organizations solve critical and urgent problems in education, communications, and international development. AED activities involve: long-range planning; establishing and evaluating new educational programs; improving educational management; providing administrative, advisory, staff, and editorial services; conducting studies and research on educational problems; publishing the results of surveys and studies; and helping to recruit executive personnel for educational organizations. AED is concerned with the educational issue of applying communications technology to solving educational, economic and social problems. Some of its many projects include sponsoring a communications and conflict program, preparing a book on opportunities in education for the elderly, developing a new educational complex in Iran for the Ministry of Roads and Transportation, and developing an academic program for a new university in Saudi Arabia. A wide variety of publications in three divisions of education, communications, and international affairs are available from the New York or Washington office, including a quarterly newsletter and bulletins on communications technology.

American Jewish Committee (I.#99)
165 East 65th Street
New York, NY 10022
(212) PL1-4000
Contact: Marilyn Braveman
Founded: 1909

The American Jewish Committee is a non-profit organization with a nationwide membership of 40,000 that does research, public information dissemination, and training. Membership dues, foundation grants, and contributions are major sources of financial support. Improving intergroup relations and

developing public policy options are major goals of the AJC. Currently, the AJC is involved in researching and influencing public policy development around issues of higher education, equalizing public school financing, and school desegregation. A number of publications are available from the Publications Department.

American Montessori Society (I.#100)
150 Fifth Avenue
New York, NY 10011
(212) 924-3209
President: David R. Weinberg
Founded: 1960

The Society is a national, non-profit, self-supporting, tax exempt organization dedicated to promoting better education for children through teaching strategies consistent with the Montessori system, and incorporation of this approach into American education. About 400 schools and several thousand teachers, parents, and others are members. AMS approves 25 Montessori teacher training courses, maintains a Materials Center, conducts a Consultation Service for member schools, and sponsors Regional Workshops. It serves as a clearing-house for information, and provides research assistance on Montessori related subjects. Its Literature Center sells Montessori books and periodicals. The AMS Conference held each June provides a stimulating exchange between Montessorians, innovative education specialists, psychologists and an interested public.

Anti-Defamation League of B'Nai Brith (I.#101)
315 Lexington Avenue
New York, NY 10016
National Director: Benjamine R. Epstein
Founded: 1913

The ADL is a non-profit organization with 500,000 members and twenty-six regional offices. Contributions from members of the Jewish community and other individual contributions are the major sources of financial support. ADL's prime goal has been to counter prejudice and discrimination against Jews and members of other minority groups, and to build understanding of Jewish cultural and religious life. Its services include education and training, community action, information services, and legal action. ADL offers materials and services in human relations education for use in the classroom as a way of combating prejudice and discrimination and as a way of building understanding for the concept of pluralism. Consultation, training, printed materials, and audio visual aids in the area of intergroup relations are available to school systems and citizen groups.

Center on Human Policy (I.#102)
216 Ostrom Avenue
Syracuse University
Syracuse, NY 13210
(315) 423-3851
Director: Douglas Biklen
Founded: 1971

The Center on Human Policy is a non-profit organization funded through federal, state, and private grants. It provides resources for advocacy groups, promotes integration of the disabled into society, and monitors the quality of human services. It is currently educating people for advocacy roles, and promoting the right to an integrated education for the disabled. The Center is studying the development of T.V. and printed media to encourage attitude change toward disabled children. It also studies alternative residence planning and handicappedism. It provides advocacy consultation, legal rights information, and community education strategies at no charge. Workshops for school districts on children's rights issues are also offered. The Center provides many advocacy resources, books, slide shows, posters, and children's stories available from the Human Policy Press.

Educational Facilities Laboratory (I.#103)
850 Third Avenue
New York, NY 10022
(212) 751-6214
President: Alan C. Green
Founded: 1958

EFL is a non-profit organization supported by government and foundation grants and contracts. It conducts research and disseminates information on the facilities and public service institutions dealing with education, recreation, health care, and the arts. EFL's primary concern is to help plan facilities which meet the needs of the community, neighborhood, and region. It connects the people who plan and build with those who own, manage, and use the facilities. EFL is currently engaged in a variety of programs concerning energy conservation and alternative systems; enrollment decline and surplus space; facilities for the arts; campuses in transition; accessibility for the handicapped; communications technology; planning for new and renewed communities; career and vocational education; and many others. Several reports and films are available from EFL.

The Foundation Center (I.#104)
888 Seventh Avenue
New York, NY 10019
(212) 975-1120
President: Thomas R. Buckman
Founded: 1956

The Foundation Center is a non-profit organization with a branch in Washington, D.C. It is supported through foundation grants and contributions. The purpose of the Center is to gather, analyze, and disseminate information on philanthropic foundations. It compiles descriptive data and statistics on the foundation field for use by foundation trustees and officers, regulatory agencies, and other interested organizations and individuals. It is a resource for anyone interested in applying to foundations for money. Libraries at both offices are open to the public. The Center also has a network of cooperating regional libraries open for free public reference. Currently there are 61 such collections located in 43 states, Mexico, and Puerto Rico. The Center publishes a number of books and services including The Foundation Directory, The Foundation Grants Index, Foundation Center Source Book Profiles, The Foundation Center National Data Book, Foundation Grants to Individuals, COMSEARCH Printouts, and About Foundations.

Literacy Volunteers of America, Inc. (I.#105)
3001 James Street
Syracuse, NY 13206
(315) 437-8381
President: Jane Root
Founded: 1962
LV of Connecticut, Director: P. Williams (203) 236-5466
LV of Maine, Director: J. McCallip (207) 873-2871
LV of Massachusetts, Director: J. London (617) 754-8056
LV of New York State, Director: G. Mycio (716) 847-1160
LV of New York City, Director: D. Kangisser (212) 873-4462

LVA is a private, non-profit organization with four state organizations, 62 local branches, a New York City organization, and a membership of about 12,000 students and volunteers, all ages and backgrounds. Membership fees, contributions, government contracts, and sale of materials offer financial support. LVA develops training materials and support systems for volunteers tutoring teens and adults in basic reading and English as a second language. LVA also supervises and supports citizen-run tutorial programs in 62 communities. Major programs are reading and English-language tutorial programs in schools, libraries, correctional facilities, business, industry, and community centers. Areas without programs may obtain services for a fee. The newsletter "Affiliate" may be obtained through a state branch or the national headquarters.

National Association for Industry-Education Cooperation
235 Hendricks Blvd. (I.#106)
Buffalo, NY 14226
(716) 278-5726 or 833-6346
President: Donald M. Clark
Founded: 1964

NAIEC is a non-profit organization of approximately 500 members who represent business, labor, education, government, agriculture, and the other professions. NAIEC's major objective is to serve as a mechanism for increased levels of cooperation in programming and projects. It is funded through grants and membership dues. NAIEC promotes the establishment of Industry-Education Councils and Community Resources Workshops. The Association provides technical assistance and produces a variety of publications such as guides and a newsletter. NAIEC's functional divisions develop programs and projects in the areas of school-based job placement services, educational management, curriculum development, economic/consumer education, industry sponsored materials, and career education. The Association also sponsors regional conferences, and an annual convention and awards program.

National Commission on Resources for Youth, Inc. (I.#107)
36 West 44th Street
New York, NY 10036
Director: Mary Conway Kohler
Founded: 1967

NCRY is a non-profit organization supported largely by government and private grants. Its major goal is to support the development of responsible decision-making roles for youth by serving as advocates for this concept and as an information clearinghouse. Research, program development, public information, training, technical assistance, and materials development are the major services. Current projects include a Model Community-Based Mentor Program for the education of gifted and talented youth, model youth participation projects, and an in-service training program in consumer education. Resources for Youth is a free quarterly newsletter. Other publications, films, and videotapes are available.

National Conference of Christians and Jews (I.#108)
43 West 57th Street
New York, NY 10019
(212) 688-7530
Vice President: Harry Robinson
Founded: 1928

The Conference is a non-profit human relations organization engaged in a nationwide program of intergroup education to eliminate prejudice and discrimination. Technically the organization is not a membership organization but national and regional boards number over 3,000, and over 150,000 contributors consider themselves members. Personal and corporate contributions are the major source of financial support; 10% of the budget comes from government or foundation grants. The Conference is not a direct action group or a political lobby, but it promotes personal and institutional change and influences public opinion through its educational services. Its major education-related project is the National Center for Quality Integrated Education which organizes and coordinates community coalitions for peaceful desegregation. Low-cost or free training workshops and consultant services to schools, law enforcement agencies, employers, and community coalitions are its major services. The Conference publishes and distributes a wide variety of low-cost materials available through local NCCJ offices.

National Council of Young Men's Christian Associations (I.#109)
291 Broadway
New York, NY 10007
(212) 374-2052
Executive Director: Robert W. Harlan
Founded: 1855

The National Council of YMCAs is a coordinating body for the country's 1,834 YMCAs. The Council, guided by a board of

members elected from each region, provides overall leadership, development services, training, and technical assistance to local YMCAs through a system of regional services. Its goal is to provide centralized and regional resources for communication, coordination, and development planning among member YMCAs. Earned income, membership fees, United Way, and other voluntary contributions are major sources of financial support. The National Council supports the following major programs: camping, juvenile justice programs, youth and government programs, health and physical fitness for youth and adults, nationwide cardiovascular health programs, aquatics, family life programs, international understanding and world peace programs, parent-child programs, values education, and racial equality and affirmative action programs. Publications and training materials are available through the Council's Program and Management Printed Resources Division.

National Self-Help Clearinghouse (I.#110)
33 West 42nd Street, Room 1227
New York, NY 10036
Co-Directors: Alan Gartner, Frank Riessman
Founded: 1976

NSHC provides information dissemination and sharing services to and for a wide variety of self-help mutual aid groups. The Clearinghouse publishes a bi-monthly newsletter, The Self-Help Reporter, which is currently free of charge. Subscriptions can be obtained by writing to H. Carson Briggs, editor, at the address above.

National Urban League, Inc. (I.#111)
500 East 62nd Street
New York, NY 10021
(212) 644-6500
Executive Director: Vernon E. Jordan, Jr.

The NUL is a non-profit interracial community service organization financed through contributions and grants from individuals, corporations, foundations, labor unions, religious groups, and others. NUL also accepts federal contracts for specific projects. There are over 100 state and local NUL affiliates throughout the country. NUL is involved in a national youth employment program, labor affairs advocacy for the minority aged, business and career development, research, finding viable alternative methods of education, and others. Newsletters, periodicals, and other publications are available through the Communication Department, 733 15th St., N.W., Washington, DC 20005.

Non-Sexist Child Development Project (I.#112)
Women's Action Alliance, Inc.
370 Lexington Avenue
New York, NY 10017
(212) 532-8330
Director: Barbara Sprung

This Project provides information, materials and technical assistance to educators and parents in order to make non-sexist early childhood education available to all children. The Project is funded by foundations, corporations, and federal grants, as well as from contributions and publication sales. Organization goals are to influence public opinion; offer training and consultation; develop and distribute curriculum materials, resource listings, and bibliographies; and to act as a referral for persons interested in eliminating sexism in early childhood education. The Project is currently doing a follow-up to the first national conference on Non-Sexist Early Childhood and is functioning as a clearinghouse for information on all the activities surrounding the topic. The Project provides presentations at cost on non-sexist education. Curriculum materials, general information, and workshop and consultation requests should be directed to Felicia George or Barbara Sprung.

Committee on Diagnostic Reading Tests, Inc. (I.#113)
Mountain Home
North Carolina 28758
(704) 693-5223
Chairman: Frances Triggs
Founded: 1942

The Committee is a non-profit organization serving schools, colleges, organizations, and persons concerned with teaching reading and language skills. It is financed by sales of tests and service fees. The Committee's main objective is to improve the teaching of reading skills by providing refresher courses and work conferences to interested individuals. Testing materials and other publications are available from the Committee.

Institute for Development of Educational Activities, Inc.
5335 Far Hills Avenue (I.#114)
Dayton, OH 45429
(513) 434-7300
Executive Director: Samuel G. Sava
Founded: 1965

/I/D/E/A/ is a non-profit organization funded by the Charles F. Kettering and other foundations. /I/D/E/A/'s Research Program is located in Los Angeles; the Information and Services Program is in Melbourne, Florida; and the component of Innovative Programs is in Dayton. Objectives of the organization are to develop new ways to help improve elementary and secondary schools as well as to improve communities and neighborhoods. /I/D/E/A/ is primarily involved in research, model development, training, and training information. It is concerned with citizen involvement in education, in-service education of school personnel, citizenship education, and transition of youth to adulthood. Current projects include a study of schooling, policy group training, a commission on youth, and a study of effective community processes. The Institute provides research information to local citizen groups available in films, reports, and books. A catalogue may be requested from the main office. The school improvement program, "Individually Guided Education," is also available to local schools and school districts.

National Association of the Physically Handicapped, Inc.
76 Elm Street (I.#115)
London, OH 43140
Administrative Assistant: Helen Lee Roudebush

NAPH is a non-profit, "self-help" action group that serves all types of physically handicapped adults. Its purpose is to advance the social, economic, and physical welfare of the physically handicapped. NAPH has 32 chapters in the United States and members-at-large where there are no chapters. Activities range from social programs to lobbying for legislation, increasing employment of the handicapped, housing, education, and research. Barrier Free Design is one of its largest projects which works to improve access to public areas and building for the handicapped. NAPH publishes a national newsletter.

Association for Children with Learning Disabilities (I.#116)
5225 Grace Street
Pittsburgh, PA 15236
(412) 881-1191
Executive Secretary: Jean Peterson
Founded: 1964

ACLD is a non-profit organization supported by donations and dues from its 40,000 members. The Association has 725 branches and 49 state offices located throughout the country. Its objective is to advance the well-being of children with learning disabilities through research, publications and conferences. ACLD sponsors conferences and symposia on teaching techniques, helping parents of learning disabled children, diagnosis and treatment, and other related topics. A list of books, pamphlets, and publications as well as conference schedules are available from the Pittsburgh office.

National Association for Retarded Citizens (I.#117)
2709 Avenue E
PO Box 6109
East Arlington, TX 76011
(817) 261-4961
Director: Phillip Roos
Founded: 1950

NARC is a non-profit voluntary organization of about 250,000 members spread throughout 1,800 state and local branches. Financial support is from dues, contributions, and grants. NARC works to improve services for retarded citizens by monitoring and evaluating existing programs, to prevent mental retardation through known methods of prevention, to train citizen advocates to ensure legal rights of mentally retarded citizens, and to achieve free public educational opportunities. NARC runs on-the-job training programs (which have placed 10,000 individuals), sends newsletters to employers to encourage the employment of the mentally retarded, awards financial assistance to individuals studying mental retardation, and supplies assistance in legal cases.

Human Resources Research Organization (I.#118)
300 N. Washington Street
Alexandria, VA 22314
(703) 549-3611
Founded: July, 1951

HumRRO is a non-profit organization supported by contracts and grants. Its aim is to improve human performance through behavioral and social science research, development, consultation and instruction. The Organization is currently involved in projects concerning computer administered instruction, peer instruction, and the development of job-related training and evaluation systems. HumRRO is also studying the effectiveness of games for instructional purposes. Individuals and organizations may be added to their mailing list for an internal weekly newsletter upon request.

National School Volunteer Program, Inc. (I.#119)
300 North Washington Street
Alexandria, VA 22314
(703) 836-4880
Contact: John W. Alden
Founded: 1968

NSVP is a non-profit organization of approximately 1,100 members. Financial support comes from membership dues, corporations, foundations and the U.S. Office of Education (HEW). NSVP promotes the creative involvement of school volunteers to supplement, support and enrich learning activities in the classroom, school and school system for the benefit of all students, and to create a partnership between educators and citizens through organized school volunteer service programs. NSVP is also concerned with broadening community support for education, desegregation, business/education cooperation, expanding opportunities for older Americans, and the education of the handicapped. NSVP is currently planning national and regional conferences, publications, and producing annotated bibliographies of school volunteer materials. A monthly newsletter, THE SCHOOL VOLUNTEER, is available to members.

TOPICAL INDEX

(Organizations, listed by Index #, which are involved in each of these topic areas.)

Alternative Education

4, 10, 22, 27, 31, 37, 39, 40, 47, 70, 84, 95, 100, 102, 111.

Bilingual Education

13, 15, 16, 40, 92, 96, 105.

Business and Education

13, 16, 20, 24, 38, 49, 52, 60, 69, 72, 74, 75, 76, 106, 111, 115, 117, 118, 119.

Community Action

3, 5, 6, 7, 8, 10, 13, 14, 16, 17, 18, 19, 20, 21, 24, 26, 28, 29, 30, 32, 34, 35, 37, 38, 41, 43, 46, 50, 51, 54, 57, 58, 61, 63, 65, 66, 67, 68, 69, 70, 72, 74, 76, 78, 81, 84, 85, 86, 87, 88, 90, 95, 100, 101, 102, 103, 105, 107, 108, 109, 111, 113, 115, 116, 117.

Community and Adult Education

10, 12, 13, 14, 16, 18, 19, 23, 25, 26, 27, 28, 29, 31, 32, 34, 36, 37, 38, 39, 40, 41, 42, 43, 45, 46, 48, 49, 51, 52, 56, 58, 59, 60, 63, 65, 66, 71, 72, 74, 75, 76, 77, 81, 82, 84, 85, 87, 88, 90, 93, 94, 95, 97, 98, 100, 101, 102, 103, 104, 105, 107, 108, 109, 110, 111, 113, 114, 115, 116, 117.

Curriculum

11, 13, 15, 17, 23, 36, 38, 42, 48, 50, 56, 59, 64, 65, 70, 71, 78, 82, 83, 85, 91, 93, 97, 101, 105, 106, 107, 111, 113, 118.

Discrimination/Minorities

2, 8, 10, 16, 18, 20, 24, 26, 27, 39, 46, 49, 50, 51, 53, 57, 60, 63, 65, 70, 72, 73, 75, 77, 80, 91, 92, 99, 101, 102, 108, 109, 111, 112, 117, 119.

Elementary/Secondary Education

1, 10, 11, 14, 17, 21, 23, 25, 28, 35, 36, 42, 47, 55, 59, 62, 82, 83, 85, 94, 95, 96, 99, 100, 112, 113, 114, 119.

Legal Advocacy/Law Education

1, 2, 3, 7, 18, 19, 20, 22, 25, 35, 47, 49, 50, 53, 54, 57, 59, 63, 65, 71, 73, 76, 78, 79, 80, 83, 85, 89, 92, 96, 96, 102, 115, 117.

Media

1, 5, 9, 10, 15, 24, 29, 64, 65, 85, 86, 87, 89, 91, 93, 101, 102, 103, 114.

Policy Study and Development

1, 4, 6, 8, 15, 19, 22, 26, 27, 29, 35, 38, 49, 50, 53, 54, 56, 57, 62, 63, 68, 76, 79, 99, 102, 108, 114.

Research

1, 2, 3, 4, 6, 8, 12, 22, 29, 36, 37, 38, 39, 44, 45, 50, 52, 53, 72, 76, 78, 79, 83, 84, 89, 90, 92, 93, 98, 99, 103, 104, 107, 111, 114, 117, 118.

School/Community Involvement

7, 8, 9, 12, 13, 14, 17, 20, 26, 28, 29, 36, 38, 40, 41, 43, 51, 57, 58, 67, 68, 69, 84, 86, 87, 88, 94, 95, 97, 102, 105, 106, 107, 119.

Special Education

6, 15, 18, 19, 22, 23, 26, 27, 31, 33, 53, 58, 76, 68, 74, 92, 96, 102, 103, 107, 115, 116, 117, 119.

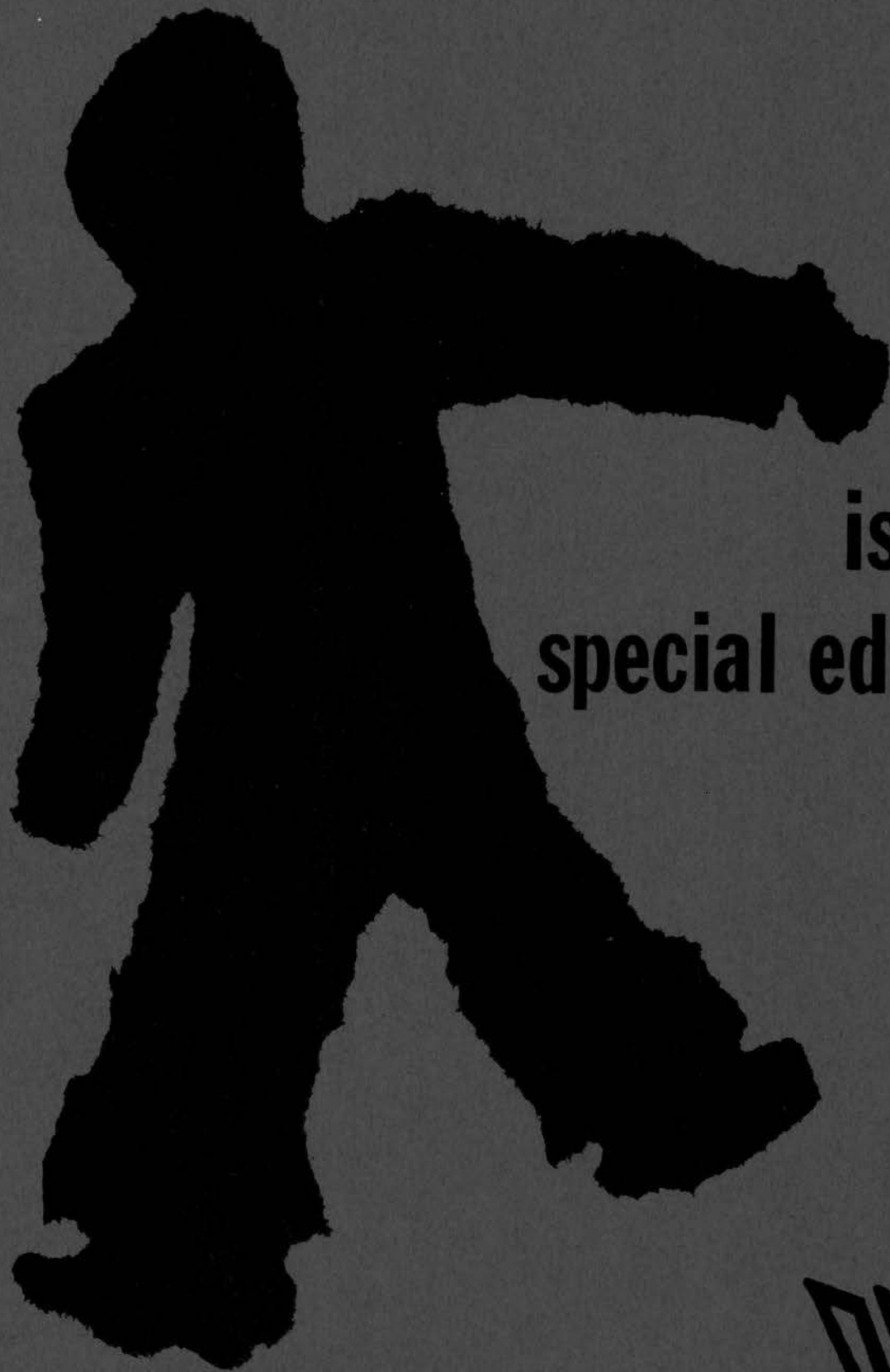
Volunteerism

5, 14, 17, 60, 66, 90, 105, 119.

Youth

3, 18, 19, 20, 22, 38, 40, 47, 50, 53, 54, 56, 58, 59, 60, 61, 62, 68, 69, 72, 81, 86, 87, 97, 105, 106, 107, 109, 111, 114.

MAY 5 1975



issues in special education



ISSUES IN SPECIAL EDUCATION

In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms. Brown v. Board of Education, U. S. Supreme Court (1954).

Prepared and Published

by

THE LEAGUE OF WOMEN VOTERS OF MINNEAPOLIS
1200 Second Avenue South
Minneapolis, Minnesota 55403

ACKNOWLEDGMENT

The League of Women Voters of Minneapolis wishes to thank the Minneapolis Public Schools Special Education staff and all the other people who generously gave of their time to aid us in this study. We wish to thank especially Professors Stanley Deno and Robert L. Bruininks, University of Minnesota, Department of Special Education, and Gertrude Glaman, Ph.D., who acted as consultants in the preparation of this report.

LEAGUE OF WOMEN VOTERS OF MINNEAPOLIS

Special Education Committee, 1974-75

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PREFACE

In March 1974 the League of Women Voters of Minneapolis published A Study of Special Education Programs In Minneapolis. It focused on preschool programs, identification and placement procedures, a brief description of the services provided by the Minneapolis Special Education Department, the role of the classroom teacher and programs for the gifted. It also included a list of resources and parent advocacy groups, a list of diagnostic services in Minneapolis and a directory of Minneapolis Public Schools (MPS) special education coordinators. (The 1974 study has been updated and is available at the LWV office.)

The June 1974 LWV City Convention voted to continue the study of special education, since members were interested in a number of issues. Among them: Do students learn in special education classes? Should there be preschool screening for all Minneapolis children? Are there adequate special education services for secondary students? What is mainstreaming? Other issues include diverse teaching techniques, the special education budget, and evaluation procedures, especially those of the Special Learning and Behavior Problem (SLBP) and Educable Mentally Retarded (EMR) Resource Program.

The purpose of this study is to provide information to LWV members about issues of interest to them, and to examine these selected special education issues in relation to some state and national practices, but primarily in relation to current practices of the MPS Special Education Department. The issues discussed are not necessarily related to one another.

Committee members interviewed school personnel, parents, students and outside experts. They attended the Fourth Annual Invitational Conference on Leadership in Special Education Programs. The committee also sent a survey on evaluation procedures to 31 Minneapolis special education coordinators.

If League members reach consensus after studying the issues presented in this report, the LWV Board may take appropriate action to further the positions developed.

TABLE OF CONTENTS

TITLE PAGE	
PREFACE	
PRESCHOOL SCREENING.	1
MAINSTREAMING.	6
DIVERSE TEACHING METHODS	12
SPECIAL EDUCATION AT THE SECONDARY LEVEL	14
EVALUATION	17
EVALUATION PROCEDURES FOR THE SPECIAL LEARNING AND BEHAVIOR PROBLEMS (SLBP) AND EDUCABLE MENTALLY RETARDED (EMR) RESOURCE PROGRAMS.	22
EVALUATING THE BUDGET.	28
CRITICAL ISSUES.	31
Footnotes.	32
Glossary	33
Appendix A - Special Education Evaluation Survey	35
Bibliography	39

PRE-SCHOOL SCREENING

Pre-school screening means to administer relatively short, simple tests to children ages 2-5 (kindergartners included) to detect conditions that would interfere with the formal educational process or prevent children from learning and from achieving their full potential. There are two basic directions in pre-school screening: (1) medical screening, and (2) learning disability screening. Indications are, however, that the two directions are interrelated. A current long-term study at the University of Minnesota is attempting to determine the effects of certain early life conditions on later school success. One of the results discovered so far is that "low-birth-weight male babies born prematurely and full term babies of both sexes weighing less than five-and-one-half pounds run a high risk of developing problems in school."¹ In response to the apparent relationship between childrens' medical profiles and later school success, several early health screening programs have been instituted in Minneapolis. Some are state-wide.

A. MEDICAL SCREENING PROGRAMS

Medical screening encompasses efforts to detect defects in vision, hearing, and language development, abnormalities in physical development (including height, weight, and conditions such as scoliosis, a lateral curvature of the spine), and abnormalities in neurological and psychomotor development, which includes eye-hand coordination, fine motor coordination (small muscle skills, such as holding a pencil or picking up small objects), and gross motor coordination (gait, general handling of the body, tasks such as riding a tricycle and throwing a ball).

The Minnesota Health Department, in its "Minnesota Medical Survey of Vision and Hearing Defects," encourages speech, language, motor skills and learning readiness screening along with vision and hearing tests for the 27,000 children it reaches annually through local health and school units. (See the 1974 Study of Special Education Programs in Minneapolis.)

The Early Periodic Screening, Diagnosis, and Treatment Program (EPSDT) is a major screening project designed to be used state-wide. It is a federally funded program instituted under Amendments to Title 19 of the Social Security Act (Medicaid) to improve the health of children from ages 0 to 21 who are eligible under Medicaid terms. The 35,000 children identified as eligible so far will be screened for defects in hearing, vision, dental health, physical growth, nutrition, and development. They may also receive immunizations. Children with identified problems will be referred to doctors and appropriate agencies for diagnosis and treatment, also funded under Title 19.

The State Department of Health administers the program under contract with the Department of Welfare, which has basic responsibility for the project. The screeners are public health nurses specifically trained for the program by Pediatric Nurse Associates from the University of Minnesota. An attempt is being made to include all low-income children in the program,

with fees charged on a sliding scale according to parent income. The goal of program administrators is to include all children in the EPSDT program in the future. The basic program however, has had a slow start in Minnesota. If the program isn't operating as directed by July 1975, the state will lose some of its federal funds via a 1% penalty clause.

The Minneapolis Health Department will screen 6,000 children in a target area this year under a grant from the Department of Health, Education and Welfare (HEW), with the city providing matching funds. Although the intent of the legislation was to include children ages 0-21, limitations of time and staff have forced the Health Department to concentrate on those under 12, most of them pre-schoolers. The screening includes vision, hearing, speech and developmental tests.

The School Health Demonstration Project is another HEW funded program. The Minneapolis Public Schools (MPS) Health Services Department has received a two-year grant of \$430,000 (the largest of its kind in the country) to develop this four component program: 1) health education; 2) improved health services, which will include screening; 3) nutrition; and 4) community education. Children at Bethune, Webster, Harrison, Irving, Madison and Greeley schools will be test subjects for the project, which will include pre-schoolers.

The MPS Health Services Department has just completed its own pilot screening program of 2,500-3,000 kindergarten, first and second graders in the Bethune-Webster and North of Lake Clusters. They were screened for defects in hearing and vision, basic neurological, basic psychomotor, and developmental problems, and scoliosis. While final tabulation of results is not complete, partial results were made available from two schools. Among five year olds 20% were suspected as having vision defects, 20% as having ear problems, 10% dental, 12% hearing, and 3% scoliosis.

The Very Important People Program (VIP) housed at Harrison School will screen children ages 0-5 in the West Cluster Area for problems in hearing, vision, speech, and other developmental factors. Identified children will be referred to community agencies for further diagnosis and remediation. The program receives \$44,700 from the State Council on Quality Education.

B. LEARNING DISABILITY SCREENING

Learning disability screening of pre-schoolers is such a new field that no definitive description is available. Generally, researchers and educators are adapting existing tests for school-age children for use with pre-schoolers and are developing new testing devices. While psychologists and special educators agree that early detection and remediation of learning problems, particularly reading problems, is desirable, they do not agree that detection can be accomplished at the age of 2-5.

The prevalent argument against pre-school screening for reading failure is that no valid tests are available. The causes of learning disabilities are as yet unknown. Because learning disabilities have been defined

so far in relation to formal education, experts feel they have no measures for children not yet in the formal education process. Very young children are difficult to screen and maturation rates vary greatly; for example, a three-year-old who appears to be learning disabled may improve dramatically, via maturation, by the age of five or six. Further, there is concern that early identification may lead to the "self-fulfilling prophecy" - a label makes the children feel they cannot achieve and therefore they may never do so, even though their problems are remediated. Finally, funding is a problem, as is the danger of a screening program without the necessary follow-up and remediation.

In Minneapolis, proponents of early screening concede that at present there are no good tests. They argue, however, that the idea should not be dismissed, that instead more research is needed to develop a reliable screening device. Accurate predictors of reading failure are being developed.

1) Dr. Jeannette Jansky, Instructor in Pediatrics at the College of Physicians and Surgeons, Columbia University, and Katrina de Hirsch, Director of the Pediatric Language Disorder Clinic, Columbia Presbyterian Medical Center, have developed a screening battery for dyslexia. In preliminary testing (1972) it identified 76 to 83% of the kindergarten children who subsequently failed in reading by the end of the second grade. Their plan involves a combination of objective and subjective data: a screening index of five components (Letter Naming, Picture Naming, Gates Word Matching, Bender Motor Gestalt, and Binet Sentence Memory) and the kindergarten teacher's judgements of success, which have been found reliable. Identified high-risk children are then given a battery of diagnostic tests, which results in individual profiles of strengths and weaknesses and "allows for highly specific and individual intervention strategies." As Dr. Jansky states, "If three-fourths of these children (high-risk) had been picked out as potentially failing readers and had received appropriate training early, surely that failure rate would have been much lower." Jansky and de Hirsch maintain that despite children's maturational irregularities and the social and emotional factors which affect reading success, their screening index is theoretically sound and accurate, as their test results indicate. It should be emphasized that Jansky and de Hirsch's tests were based on kindergarten children as opposed to "pre-schoolers" ages 3 and 4.

2) Dr. Robert Barron of the Bloomington Schools Special Education Department heads a local project to develop a valid, accurate screening device for reading failure. Part of the impetus for the study was a request by the administration of the Minnesota Medical Survey of Vision and Hearing Defects to experiment with a reading problem predictor which could be administered concurrently with vision and hearing tests to three- and four-year olds. Funded by a \$4500-\$5000 grant from the Husted Foundation, Bloomington's project involves screening three- and four-year olds for deficiencies in certain factors that Dr. Barron feels are antecedents of learning disabilities: auditory memory, (memory for numerical digits) visual memory, (matching opposite figures drawn) vocabulary development, spatial discrimination, and visual-motor-perceptual development (copying of geometric designs). The children will be checked again in second grade. For example, those who score below the 25th percentile on national reading scores will be singled out to see if their pre-school testing scores correlate with their second grade scores. Dr. Barron will attempt, after cross-validation tests, to determine if his pre-school screening test is

valid, and, if so, whether he can develop a set of test scores that will predict learning disabilities. The results of this three-year study should have important implications.

In response to the arguments against pre-school screening for learning disabilities, Dr. Barron feels that good predictive tests can be developed and refined through ongoing research and that the damage done by failing to identify learning disabled children before the age of five is far greater than the damage resulting from "labeling."

3) Project Search, a recent publication of the School Social Work Section of MPS, reports on 20 projects in Minneapolis and the suburbs "exploring methods for early identification of childhood learning problems and intervention to prevent or remediate them." Fourteen of the programs are in Minneapolis, mainly at various elementary schools. At least two of the projects attempted, as Dr. Barron is doing in Bloomington, to develop valid screening devices by comparing initial test results with later scores on standardized achievement tests.

One such suburban project is the Fridley Preschool Clinic and Intervention Program. Its main objective is to identify handicapped and high risk children not later than age four. Part of that goal is to develop an effective, predictive developmental test battery. Preliminary findings showed that: 1) 97% of eligible children took part; 2) correlations improved slightly in the 1970 clinic after changes were made in the test battery; and 3) the intervention component of the program produced favorable results. Further evaluation will determine the validity of improved testing.

Published recommendations state that "further research needs to be carried out with the screening test battery...Along with many throughout the country, the staff has found that the development of a truly predictive instrument at this age level will involve continual research, the use of test-retest reliability studies, the continued elimination of items and subtests with low predictive ability, and later correlations with IQ measures."

The director also recommends an alternative to preparing the 'unready child' for school: making the school ready for the child, which would involve changes in curriculum and concepts of kindergarten and primary grade functions.

The MPS Early Identification of Learning Disabilities Project, directed by Dr. Enrica Fish, Dr. Ada Hegion and other MPS personnel gives promise of finding out what constitutes a good screening program and what might be done to provide appropriate intervention services. The project involved testing children at Burroughs and Calhoun schools the summer before they entered kindergarten. The broad-based screening battery initially involved 25 tasks and a parent interview. Refinement produced a four-component screening device: 1) teacher ratings; 2) psychometric tests (parts of standardized tests, including de Hirsch's; 3) laboratory or experimental measurements of memory, concept formation, and auditory learning; and 4) parent interviews. Results were based on teacher ratings and the tests. The children were followed through second grade, when achievement and screening results indicated "respectable correlations."

The project was completed in June 1974 and the final report will be presented to the School Board in early March. Directors would like to repeat the project to insure its validity, but feel that it merits use on a pilot basis.

James Kenney, MPS Director of Health Services, says that administrators are watching closely the results of screening projects in the area, but are moving with caution in view of the problems involved. Many persons in special education feel that joint medical and learning disabilities screening is a possibility for the future. While health agencies are the natural groups to do such screening, the schools would like to cooperate by furnishing their expertise in special education. Mr Kenney said there was a real possibility that the Special Education Department would establish a screening-assessment ad hoc group to study and pull together the results of the various efforts in the Minneapolis area.

C. POSSIBLE LEGISLATION

There is a strong possibility that the 1975 Legislature will mandate screening for learning disabilities throughout the state. Legislators will introduce a bill which would provide for: 1) administering a battery of tests to all kindergarten children to identify any learning disabilities; 2) correcting identified problems during grades one and two; and 3) training classroom teachers to deal with individual weaknesses. The intent is to catch learning disabilities before they turn into behavior problems later.

If legislation is passed, the first step would be to develop a pilot program. Educators from the University of Minnesota and the State Department of Education are cooperating in developing the test battery. A pilot program would probably cost about \$150,000.

Although screening methods have not been perfected, this legislation represents an important first step in solving what most authorities regard as a crucial problem: the detection and remediation of learning problems before the point of no return.

MAINSTREAMING

Throughout the country a new trend is emerging in the human services in such broad fields as mental health, adult and juvenile corrections, and special education. The watchword is "deinstitutionalization." Fortunately, in special education it's called "mainstreaming." The idea is to help people solve their problems in a situation as nearly normal as possible.

Two significant court decisions have had national impact in accelerating the trend. While public officials frequently cite lack of funding as an explanation for the lack of adequate educational processes for exceptional children, both courts stated that handicapped children have the right to "appropriate" education.

The case of PARC v. Commonwealth of Pennsylvania, Federal District Court, PA. (1971) encompassed the right to education of the mentally retarded. The court ordered extensive due process procedures before a child could be expelled, transferred, or excluded from a public education program, and reiterated the need for appropriate educational programs.

The case of Mills v. Board of Education in the District of Columbia, Federal District Court, D.C. (1972) was filed in behalf of exceptional children. In its decision the court paved the way to adequate education for all children by declaring that exceptional children have a constitutional right to a public education.

Both courts stated that placement in regular classes was preferable to placement in special education programs.

A. WHAT IS MAINSTREAMING?

Martin Kaufman, a researcher, said "Mainstreaming is a groovy word but an ill defined concept."¹ It can mean anything from 1) moving handicapped children from separate facilities to special self-contained classes in regular school buildings, to 2) eliminating specialized groupings on the basis of disability, and assigning handicapped children to grades on the basis of age as other children are, to avoid "labeling." The generally adopted concept is between these two extremes, and means 3) assigning handicapped pupils into the same programs as the non-handicapped, but providing special assistance to help maintain progress and safeguard against failure. That assistance may be provided by resource-room teachers, itinerant teachers, diagnostic teams or diagnostic classes, teacher aides, consultant personnel with various functions, after-school tutors, or older children.²

Many experts say that special education should be viewed as a continuum of services, or cascade system. (See the LWV 1974 Special Education Study, Appendix B.) At one end are the children in regular school programs who can achieve without extra help. Perhaps up to 80% of the children meet this definition. Next would be children who can succeed with minimal

additional help. Farther on would be those who are in special classes for half the day, but in regular classrooms for art and music and some other programs. At the end of the continuum would be a very few children who need special schools or institutions.

B. WHY MAINSTREAM?

There are many strongly based reasons.³ Some experts say:

- 1) Curriculum has been developed to allow handicapped students to be successful in regular classrooms.
- 2) Parents have lobbied for handicapped children to be in a regular, normal setting.
- 3) Labeling children, with its associated stigma, is less likely in regular classes.
- 4) The effectiveness of special classes for retarded children has been questioned; there is no clear indication that such children do better academically or socially if they are segregated.
- 5) Research has shown that the use of culturally biased tests to place children in self-contained classes may be discriminatory. Mainstreaming is a way to deal with this kind of educational segregation.
- 6) More sophisticated and more functionally related assessment devices are being developed to help identify children with problems.
- 7) The "right to an education" means that each state is responsible for providing every child with the educational services appropriate to his level of development.
- 8) Mainstreaming may prove to be less costly than special classes since it does not require extra transportation or separate facilities.
- 9) Some legal issues have been based on the term "least restrictive alternative" for students - meaning as normal a setting as possible.
- 10) Non-handicapped children don't have the opportunity to associate with handicapped children when they are isolated from one another.

C. CONCERNS ABOUT MAINSTREAMING ON A NATIONAL LEVEL

As in any social service system whose basic tenets are being revised, in special education the trend toward mainstreaming brings its share of the problems and pitfalls that come with change.

Teacher Training: The insight and training of the regular teacher enable her/him to make appropriate referrals and to preside over the mainstreamed classroom. However, some classroom teachers are fearful and/or unable to work with handicapped children and lack the insight to deal with the situation. Professional educators are aware that more effective teacher prep-

aration must occur. Communication between the classroom and special education teachers is essential.

Money: Mainstreaming can be as expensive as segregating the handicapped. Dr. Alan Abeson, of the Council for Exceptional Children, says that it costs \$35,000 to provide a complete education for a handicapped child, with 85% spent for salaries. He says that while mainstreaming would eliminate many segregated classes, the personnel needed in regular classrooms would still be costly. However, there is a concern that with mainstreaming, less money will be spent directly on teaching handicapped children. The American Federation of Teachers (AFT) supports the concept of mainstreaming only if more money and more staff are provided. A major goal of AFT this year is to find federal money to support mainstreaming.

Curriculum and Physical Plant: Some schools may proceed with mainstreaming without providing the classroom teacher with adequate testing devices to help her know what the child needs, or enough appropriate materials. Further, many schools have architectural barriers.

Parent Reactions: Many are concerned that their handicapped children will not get an appropriate education in regular classrooms, since some, especially those with learning disabilities, have been in regular classes for years. Parents are demanding that their children get special help. On the other hand, parents of children in regular classrooms are often uncomfortable about having handicapped pupils in classes with their own children. They want to be assured that the exceptional children will not be allowed to interrupt the educational process for everyone.

Implementation and Evaluation: Some people feel that there is a tendency in education to move with a fad, (i.e., the "new" math, performance contracting), and are concerned that integrated programs be initiated very carefully. Robert H. Bruininks and John Rynders, University of Minnesota professors of Special Education, state: "Special educators should avoid impetuous implementation of alternatives to replace special classes. Sudden implementation of programs without the necessary evaluation and research leads to establishing a special education model without validating its effectiveness. Rushing to replace special classes with resource rooms seems as premature as completely abolishing all special segregated classes." They are not alone in stressing caution, the need for criteria and evaluation. There is also concern that both special education and regular classroom teachers will need retraining, and that related personnel and parents will need to be involved. Who will be responsible for making sure the mainstreamed student learns?

The impact of mainstreaming on all children must be examined. Long range evaluation must take place, for some educators feel that general educational standards will be lowered in regular classes when handicapped children are included. Some suggest that class size must be lowered if mainstreaming is to be effective.

D. NATIONAL TRENDS

Across the country many states are mandating mainstream programs. A New Jersey program is mainstreaming 15,000 children who in other times might

have been segregated. Because the program is new, evaluation data is not yet available.

Massachusetts and Pennsylvania also have mainstreaming programs, with special help for teachers who cannot deal with handicapped children.

The U.S. Bureau of Education will fund mainstreaming programs in fifteen states to find out for whom and under what circumstances mainstreaming is beneficial.

Duluth East High School has had apparent success in mainstreaming two classes of trainable mentally retarded (TMR) students into regular classes for part of the day.

E. MAINSTREAMING IN MINNEAPOLIS

The Minneapolis Public Schools (MPS) have been mainstreaming some types of mildly handicapped children for many years, including the vision-impaired, many hearing-impaired, speech-impaired, some of the physically handicapped, and most of the children with learning disabilities or behavior problems. They include a large percentage of the 11,000 children receiving special education services and account for from 65 to 70% of the special education budget. There is at least one full or part-time special education teacher in every school, many serving as resource teachers to whom children with disabilities come for help at least one hour a day.

The trend is to mainstream children whenever possible, in an effort to help students remain close to their peer group. More than 40 educable mentally retarded (EMR) pupils were mainstreamed from self-contained classrooms this year, although the MPS special education department anticipates no appreciable increase in mainstreamed students in the near future. Children are evaluated and their programs are changed when progress - or lack of it - warrants such change.

Projects Designed to Promote and Support Mainstreaming in Minneapolis

Arnold Rehmann, Assistant Director of Administration for MPS special education says that training for regular classroom teachers is under way, and that by 1976 every teacher in Minneapolis should at least be touched by one of the training programs. They include:

- 1) Special/Regular Curricula Interact Project, a Title III, experimental federally funded program which aims to keep mildly handicapped children in regular classrooms, with grades 4 through 6 as the target group. This is the second year of a three-year federal grant, with \$93,767 available this year. Learning kits have been developed for teaching math, and are in the process for teaching social studies, for handicapped children. The math kits are now being used in 20 schools for resource children in grades 4 to 6.

The six members of the project staff are training regular classroom teachers to use the kits to provide individualized instruction. The

aim of the project is that at the end of the three years, both math and social studies materials should be available to all intermediate teachers in the school system.

- 2) The Mainstream Training - Dissemination Project is funded on a one year grant of \$95,959 through the Education Professions Development Act. The project will train 42 elementary classroom teachers to work with exceptional children in the regular classroom. A joint project with the University of Minnesota, it was developed by Dr. Ida-Lorraine Wilderson, who is project administrator. The schools involved are Greeley, Clinton, Madison, Irving, Corcoran and Whittier.
- 3) The St. Cloud Teachers Program is a cooperative training program between the Special Education Programs of St. Cloud State College and MPS. It includes a) a training program for part-time SLBP resource teachers, b) a regular classroom training program to support special education for teachers at Field and Cooper schools. A total of 46 teachers are involved in this effort. Anyone on the staff of the two schools can participate in an after-school seminar. There are other aspects of the St. Cloud program not essentially directed toward mainstreaming.
- 4) The Fourth Annual Special Education Leadership Conference was held in Minneapolis in November. Mainstreaming was the theme, and speakers from all over the country discussed its importance. Dr. Richard Johnson, MPS Director of Special Education, was a conference director. All Minneapolis special education personnel and many regular educators were invited.
- 5) In-service Training is a regular function of the MPS special education program. It includes many projects for regular classroom teachers to receive help from special education teachers (e.g., vision-impaired, resource, itinerant hearing, etc.). Other unique in-service projects are: the Prescriptive Instruction Center, which provides materials and service to MPS staff members; the Madison School for Emotionally Disturbed Children provides an "outreach teacher" to assist the regular classroom teacher when a student is mainstreamed back into his/her local school.

Issues and Problems: In Minneapolis special education, a major goal is to mainstream whenever possible. The MPS administration has reorganized in an attempt to do away with labeling children. Student support teams attempt to find the best programs for children. Yet some issues concerning mainstreaming are evident here, as elsewhere. For instance:

- 1) While Minneapolis certainly is attempting to meet the problem of training regular classroom teachers, as is evident by the numerous programs, there has been resistance from some teachers to having handicapped children in their classrooms.
- 2) Some of the mainstreamed children have had problems, especially at the junior high level. One parent complained that her child went to the wrong school the first day; no one told her he had been mainstreamed

into his local school. The reaction of parents and students is hard to determine; there has been no systematic survey to gauge it. A leader in the AFT stated that mainstreaming might become as great an issue as busing. Many people feel that parents and the community should get more information about mainstreaming.

- 3) Mainstreaming in Minneapolis is partially a response to budgetary concerns. Dr. Richard Johnson stated, "We know that we can't provide direct service for all children; the \$11 million yearly budget could be \$20 million overnight, if we filled all requests for direct services. Therefore those with "mild and moderate" problems will work with the staff that they already have." Some educators contend that it is often difficult to tell which children are truly in need of special education services. Regular education may have to improve its methods of instruction so that fewer children will need special help.
- 4) Some educators say that many questions need to be considered, including long range planning and evaluating the effects of mainstreaming on all children.

DIVERSE TEACHING TECHNIQUES

There are many ways to teach exceptional children and many questions about the various methods. For instance: Should hearing-impaired children be taught by the oral-aural approach, using spoken language, sign language, or "total communication" using both methods? Should blind children be taught braille, or depend on the use of tapes? Generalizations are difficult, since there is such diversity in the problems of exceptional children. Behavior modification is one technique that is currently being used in many special education programs.

BEHAVIOR MODIFICATION

Behavior modification is a controversial teaching device. Some people feel that the object and methods of behaviorists will produce "automatic" people, lacking creativity and spontaneity, that behavior modification is unnatural and come close to brainwashing.¹ Conversely, an article in Psychology Today, "Little Brother is Changing You," states that people are always conditioning other people in one way or another whether they know it or not.

The term is heard frequently in various educational settings. What is it, how does it work, when and where is it used, and is it effective?

The names Pavlov, Watson and Skinner come to mind. The terms "operant conditioning," "stimulus," "response," "reinforcement," "schedules," "variable," and "transfer" are associated with the discipline. The emphasis is on behavior which can be defined, observed and measured and on a systematic use of reinforcement to strengthen and/or weaken behavior. In The School Book, by Neil Postman and Charles Weingartner, the following basic principles of behavior modification are outlined: 1) a person will continue doing what he is encouraged to do and will stop an activity which is not encouraged, 2) reinforcement must be immediate and consistent at first but the schedule of reinforcement (frequency and timing of reinforcement) can be changed, and finally, 3) behavior can be broken down into a series of steps and can be made small enough to help any person learn them successfully.

In the Minneapolis Public Schools behavior modification is used in various programs, e.g., SLBP and Communication Disorders. Sheldon Braaten, Outreach Teacher at Madison's program for the emotionally disturbed (and 1973-74 acting coordinator of the program), discussed the use of behavior modification at Madison. The program uses a social learning model, with tangible, social reinforcements to back up a point system used to record progress. Braaten reported that behavior modification works very well at Madison School within a brief period of time, resulting in students being able to settle down quickly and concentrate on a specific task at hand. Regarding the arguments for and against behavior modification, Braaten said, "There are many people who claim that behavior modification does not work, and my feeling is that they have not tried behavior modification." A special education administrator states that formal operant conditioning is rarely used in the MPS. A frequently used method is a "contract," involving the student, parents and the teacher.

What about the student with maladaptive behavior or severe stuttering or a language deficiency? As stated in The Primer Of Behavior Modification by

W. Wenrich, "...the action which most quickly, efficiently and enduringly dissolves a person's discomforts, makes behavior more adaptive, and permits adequate functioning is the most humanistic course." Therefore, conscious use of behavior modification techniques to produce desirable behavior should be acceptable. In addition behavior modification is supported by a scientific discipline and is a technique which makes for excellent accountability.

However, some questions can be considered. 1) Are we talking about behavior modification for all learning situations or for special learning situations and emotional-behavioral problems, 2) Are we certain that persons using behavior modification techniques thoroughly understand the method and use it correctly, consistently and carefully?

SPECIAL EDUCATION AT THE SECONDARY LEVEL

Although past emphasis has been on early intervention, there seems to be general agreement that improved and expanded special education services are needed in junior and senior high schools. According to Dr. Richard A. Johnson, Director, that is a major goal of the MPS special education department. The State Department of Education sees the need to improve programming for secondary handicapped children. The Minnesota Association for Children with Learning Disabilities (MACLD) is also working toward that end.

Present Programs in Minneapolis - Accurate data on the exact number of students in secondary education programs is not available, since secondary and elementary students are not separated for all purposes. Special education services include: 1) a two-year old program at Franklin Junior High that provides help for 20 severely learning disabled students; 2) the School Rehabilitation Center, a MPS facility located at St. Anthony of Padua, which serves 60 secondary students; 3) the Senior High School Educable Mentally Retarded (EMR) Program serving 353 students, of whom 167 are in the work program; 4) the Secondary Education Program for Physically Handicapped serving about 36 at Marshall High; 5) Hennepin County Home School with about 100 delinquent students; 6) the School-Aged Parents program for pregnant school girls serving about 69 students; 7) the SLBP and EMR Resource Program serving over 500; and 8) the Division of Vocational Rehabilitation providing service to many students with mental or physical disabilities. Also, MPS pays tuition to District 287 (see glossary) to provide services for Minneapolis secondary students who are hearing-impaired and trainable mentally retarded.

Assessing the Needs - What kind of special education services should be provided at the secondary level? How should programs be organized? What is the best way to teach? Do you repeat the same basic skills curriculum that the student failed to learn in grade school, or do you try new material? Is there appropriate material for these students? Are there appropriate tests to diagnose their problems?

To find answers to some of these questions, the MPS will look closely at the results of the Junior High School SLBP Needs Assessment Project, which will analyze the needs of all 4,250 eighth grade students in Minneapolis. It is a federally funded program (\$65,105 this year) through Title VI B, Education for the Handicapped. MPS anticipates that the grant will be extended for another three years. The schools plan to develop three different ways to provide SLBP services in junior high schools, then evaluate them all carefully to find out which is the most helpful to the students.

Some junior high principals say there is a strong need now for more programs, especially for emotionally disturbed youngsters. (Madison School provides service for 60 emotionally disturbed elementary children, but there are no programs for them when they finish 6th grade.) Some questions have been raised: How many junior high students are in fact emotionally disturbed? How many are discipline or behavior problems? Do the problems result because the students dislike school? Should they be kept in regular

classes? Who is responsible for educating them? Who should pay for programs? The special education department has recently formed a task force to deal with these concerns.

MACLD Cites Its Concerns - Some of the same questions have been raised by others, who believe that some students may drop out of school and/or become delinquent because they are not provided with an "appropriate" education. The Minnesota Association for Children with Learning Disabilities (MACLD), in its Juvenile Court Advocacy Program in Hennepin County, has identified large numbers of learning disabled youth and would like to develop a screening program to see if all juveniles coming to court have SLBP problems. A case history in the MACLD Newsletter illustrates one student's problems:¹

John was frustrated by his inability to live up to the expectations of adults; he began to get into minor trouble in the classroom. "Uncooperative in gym class," "Doesn't really try in class, even though I've tried to give him easier work," his teachers said. His grades were poor or incomplete; he sometimes bullied younger children on the playground. Finally, John was brought to the attention of the Juvenile court on charges of stealing. At that time John and his family became involved with MACLD's Advocacy Program. John's parents had repeatedly asked for special help from the school. MACLD requested testing by the school, and it was discovered that John had a severe problem in motor coordination. Although he was 13 years old, his eye-hand coordination was at the developmental level of a four- or five-year old. It took him an hour to copy one page of a written assignment. After this evaluation, he did receive an hour of SLBP tutoring every day, and last summer received one-to-one tutoring in the Franklin summer school program. But John needs more help. His parents and MACLD want to know whether the schools will provide an "appropriate" program, or just what is "available."

How many like John drop out of school? Are there programs to monitor which students become dropouts? Were some of them in elementary special education programs? Would early screening have detected his problem?

According to the LWV of Minnesota's study, Corrections: People, Prisons, and Programs, adjudicated juvenile delinquents in state schools (correctional institutions) are more likely to be poor readers, score lower on achievement tests, dislike school and play truant than non-delinquent youth of similar age selected at random. YET: 44.4% of all youthful offenders were estimated to be of average intelligence, 19.0% bright normal, and 6.9% superior; while only 15.6% were dull normal and 6.7% borderline. (There is no data for the other 7.4%).

At present there is no conclusive data to explain why the delinquent fails to do well in school. Some experts have said that undetected learning disabilities may lead to frustration and delinquency. Others cite family problems, poverty and related problems. The Minnesota Association for Children with Learning Disabilities states, "Nation-wide, the evidence linking learning disabilities and delinquency is increasing. MACLD believes it is time for juvenile courts to recognize this link to find learning disabled youth, and to prescribe remediation programs which would deal with the learning disability as well as the delinquency."

A State-Wide Concern - While state law provides that handicapped youth must be given educational services until graduation from secondary school or reaching 21 years of age, the State Department of Education expresses concern that some severely handicapped students may graduate from high school at age 18 or 19, rather than on completion of a meaningful instruction program.²

Who determines what a "meaningful" program is, and when it is completed?
What is an "appropriate" education?

EVALUATION

What works and what doesn't? Who can tell, and how can they tell? As past practices in the education of exceptional children have come under attack by the courts, legislatures and the public, and as new practices and theories are evolving, pressure is increasing to provide accountability in all aspects of education. A 1970 Gallup poll showed that 76% of the public wanted principals and teachers to be more accountable. Many state legislatures have passed bills relating to accountability in education (e.g. California and Colorado); such a bill was introduced in Minnesota in 1974.

The following words have specific meanings as applied to education: Evaluation is defined as "information gathering for purposes of decision-making," and is an accepted part of most school systems, although funding may be limited. Programs, students, teachers, whatever, may be subject to evaluation.

An assessment program tests students to see how well they measure up to previously defined standards of achievement. Such programs are under way or being considered in all 50 states.

Accountability is "a regular public report by independent reviewers of demonstrated student accomplishment promised for the expenditure of resources."¹ Some argue that if teachers fail to accomplish what they were hired to do they should not be paid in full.

Accountability is a highly controversial subject among educators. Many consider it a way of evaluating teachers not on the basis of direct observation of their work, but on the performance of students on standardized tests that may not reflect what is being taught. How do you measure creativity? According to some studies, teachers may become defensive and not teach as well, or teach only for the tests. A New Jersey teachers' organization has gone to court to stop administration of assessment tests in their present form. Professor Gerald Siegel, Communication Disorders, University of Minnesota, feels that the concept of accountability may produce negative results; i.e., if a speech clinician has a heavy caseload, she may decide to take a child with an easy problem rather than one with a complicated case, since the results will look better on her record.

Education is a complex process; its results may not be observable for years. Yet, most experts feel that schools must be accountable. While it is not clear how best to achieve that goal, assessment and evaluation programs are constantly going on.

NATIONAL AND STATE TRENDS

National - Congress has mandated evaluation systems for all federally funded education programs. Further, landmark legal decisions involving handicapped children (e.g. PARC AND MILLS p.6) have made evaluation of individual students an integral part of special education. The courts have also mandated due process proceedings, which should result in more accountability with parents involved in planning for the child.

Other litigation increases the pressure for accountability. In Peter Doe v. San Francisco Unified School District the plaintiff seeks \$1 million for the schools' failure to provide him basic literacy by the time he was awarded a high school diploma. As a functional illiterate, he was unable to fill out a standard job application. In Chicago a similar suit was filed on behalf of a student who spent several years in a special education class but was unable to read when he finished school.

In a New York case, In re Held, a physically handicapped child who had been enrolled in school for five years (three of them in special education) was still reading at the first grade level. The child's reading skills increased by two grade levels after a year in a private school. The court ordered the state and the school district to pay for the child to attend the private school on the basis that the child's intellectual potential and academic success could be realized only in that setting.² The Held case illustrates that simply providing special education programs is not enough; prescribed learning must actually occur.

State - The Minnesota Statewide assessment program recently found that 12% of the state's 17 year olds were unable to read. In an earlier report (1973) the State Department of Education listed "evaluation" as one of five major problems in special education. It states, "No precise system is available for program evaluation. We do not know the extent to which handicapped children who are receiving services are making gains commensurate with program expectations." That may be true for regular programs as well.

The state requires that all special education programs be preapproved, and requires an evaluation plan for some, e.g. SLBP programs. However, it does not withhold aid if a program does not include evaluation.

The State Department of Special Education is preparing an overall plan for special education services throughout the state, called the Child Study Sub-System, which includes an evaluation component. More statewide uniform evaluation procedures should be in effect by 1976, according to John Groos, director of the special education section. Various groups and individuals are working with the department on special education guidelines and regulations to insure due process and individual student evaluation on a regular basis.

EVALUATION IN THE MINNEAPOLIS PUBLIC SCHOOLS (MPS)

Superintendent John B. Davis says that there can be no argument that schools must be accountable for teaching all of their students the basic skills.³ There are no local requirements for over-all program evaluation, although federally funded programs must be evaluated.

The MPS Research and Evaluation Department has a budget of \$70,768, which amounts to .09 of 1% of the MPS total budget of \$78 million. It evaluates specific programs on request. Because of its small budget and staff, it is unable to meet the needs of local principals who want evaluation services often. A list of all research and evaluation studies is available to the public (348-6140). According to Richard Faunce, director, his department has done relatively little evaluation of special education programs.

In contrast to the small amount of local funds spent on evaluation, the federally funded Southeast Alternatives (SEA) program has its own evaluation program, with a budget of \$90,000 (5% of its total budget of \$1.15 million) for evaluation.

The Research and Evaluation department also acts as the fiscal agent for evaluating some federal and state programs, most of which it contracts out. It receives \$102,701 for Title I program evaluations and \$120,035 for Title III and various state and categorical programs.

Included in that last figure is \$31,400 from the State Council on Quality Education to finance the Minneapolis Accountability Project, an experimental and exemplary program now in its third year. It provides community evaluation of school programs such as basic skills, curriculum, community participation and some others. (Jan Hively, 332-1108)

The Guidance and Counseling Department (348-6072) administers a city-wide assessment test and publishes its results in the "Profiles of Performance" report, a school-by-school study of the city's testing program and related community factors. This program does not test children in self-contained classes for the mentally retarded or those at special schools such as Michael Dowling.

The MPS Special Education Department evaluates its programs and students in various ways. It spends about 3% of its \$8.7 million budget on evaluation. (Two years ago it spent \$7,000 of a \$7.4 million budget, or .01%.) However, ongoing evaluations may not always surface as a budget item. Program evaluations and individual student evaluations are dependent upon one another. Improving program evaluation efforts is a goal of the department.

LWV SPECIAL EDUCATION EVALUATION SURVEY (See Appendix)

The LWV Education Committee sent a survey to 31 special education program coordinators, all of whom responded. Detailed questions dealt with evaluation of programs, students, teachers, administrators, and citizen involvement. However, the committee felt that it would be an impossible task to examine the evaluation procedures of each program in detail. Therefore it decided to provide details on only one program (the SLBP and EMR Resource Program; see the following section) and to summarize the 31 responses here.

Programs - All programs (except for Homebound) have both program and student evaluation. Social Work and Psychology services have extensive formal written evaluations, as do the Armatage and Franklin Programs for Children with Severe Learning Disabilities and the SLBP and EMR Resource Program. (See p.22) Madison School for emotionally disturbed youngsters uses opinion surveys, tests and charts for its evaluations. There is no definite time when evaluation must take place; some provide evaluations every week, some every month, some at various intervals during the year. The state requires that students in classes for the mentally retarded be formally re-evaluated every three years. (Because it is the largest special education program, SLBP is discussed in more detail in a separate section.)

Individualized or Behavior Objectives - The 14 special schools programs (See LWV study Special Education Programs in Minneapolis under the direction of Dr. Judith Brown have instituted a pupil management system, which features a list of individualized objectives to be attained by each student (i.e., Johnny Smith will master all addition facts in three months). Programs can be evaluated by reviewing each student's progress (i.e., 70% of the students achieved 75% of their objectives).

The widespread use of individualized objectives (often referred to as "behavioral objectives") is a relatively recent and important development in education; there is a plan to institute written individualized objectives for all local special education programs.

Some parents find the use of behavioral objectives very helpful in understanding the services provided for their children, since many students served by special education cannot or do not perform on standardized tests. For example, the use of individualized objectives is an extremely valuable tool for severely retarded students. Behavioral objectives are developed along a continuum of skill acquisition and serve an important purpose in prescribing individualized instruction.

However, evaluation is used for different purposes and has different meanings among educators. While many experts feel that the use of behavioral objectives is superior to standardized tests, others think that it has limited value for answering certain evaluation questions. For example, it does not give data that would indicate what a student would have learned had he been in a regular classroom instead of a special class. Some say it does not provide a basis for comparing progress from one year to the next, although according to the MPS special education department it is possible to measure learning by determining pre- and post-program learning rates.

Monitoring Students - Some programs provide for systematic follow-up of students after they leave the program. The Senior High EMR program follows children for two years after they graduate or drop out. A recent follow-up of its 1973 graduates indicated that 90% (67 out of 74) were working or were continuing their schooling. Only seven were unemployed at the time of the survey.

The Sheltering Arms School for retarded children did its only formal follow-up study three years ago, although it keeps in touch with former students informally through cards, phone calls and alumni picnics. Many programs monitor the progress of former students through student support teams, principals or teachers.

Some experts think that a careful on-going monitoring of students would be advisable in terms of evaluating the success of a program and meeting the needs of the students. Lack of funds and problems in collecting data are reasons cited for not doing so.

Teacher Evaluation - The School Board requires that probationary teachers be evaluated by their principals every year, and tenured teachers every two years. Special education teachers are evaluated the same way, although some special education coordinators may provide extra evaluation, formally

or informally. The hearing-impaired program at Hamilton School provides video tapes for teachers to use in self-evaluation.

Administrator Evaluation - Many special education coordinators were unclear about the procedure. In response to the question: "Are special education administrators formally evaluated?" there were eleven who said "yes," five said "no" and eight did not answer or were not sure.

The MPS procedures for evaluating administrators provides that "teachers may submit individually or collectively on an annual basis their impressions of the principal's and/or assistant principal's effectiveness...no reprisals will be taken...for such action." Copies of the letters are sent to the administrator and to the personnel department. Some teachers feel that the word "may" cancels out the effectiveness of the procedures, although it has been used many times since it was instituted in 1972. According to Bernard Kaye, personnel director, most of the letters have been positive.

Citizen Involvement - The MPS special education department stresses that parents should be involved in decisions made about their children, whether through citizens advisory boards, informal discussion with school personnel, or meetings of a student support team (a committee made up of the principal, teacher, special educator, nurse and parent, to decide the placement or program for a child needing help.) However, a student support team survey showed only four "yes" responses to 48 "no" to the statement "Parents are always invited to attend student support team meetings."

Citizen Advisory Boards - Such boards are relatively new in special education and tend to be associated with federal or new experimental programs. However, some cities (e.g., St. Paul, Duluth) have citizen advisory boards for the total special education program. There is no overall board in Minneapolis, although there are boards for some programs. Richard Johnson, director of special education, and the administration are willing to meet with many parent groups.

Several questions have been raised about advisory boards:

- 1) Are parents adequately represented or are most members educators?
- 2) Are the boards effective? Do they really have influence on programs?
- 3) Who controls the board? Does it meet regularly? Who calls meetings and draws up the agenda? Who appoints the members?

EVALUATION PROCEDURES FOR SPECIAL LEARNING AND BEHAVIOR PROBLEMS (SLBP)
AND EDUCABLE MENTALLY RETARDED (EMR) RESOURCE PROGRAMS

Do children in this program learn? "There are individual data, but we don't have a system for collating them," says Carolyn Elliot, state consultant for SLBP. In spite of the money invested in the program, and the parent demand for it, no one really knows how successful it is.

Accountability and evaluation procedures were begun in the Minneapolis SLBP program during the 1972-73 school year and are still being developed. Carolyn Elliot, quoted above, feels that MPS SLBP program has one of the best evaluation plans in the state. The LWV committee selected it for detailed discussion because it is the largest special education program in Minneapolis, serving from 3500 to 4000 students. It was designed to keep mildly handicapped students in regular classrooms when possible. Most SLBP students receive one hour per day of individualized instruction from the resource teacher, spending the rest of the day in regular classrooms.

State Requirements - Minnesota SLBP guidelines require that Minneapolis submit to the state a narrative description of its program, including an evaluation plan. The guidelines acknowledge that many of the problems of children in these programs can't be measured by standardized tests, and recommend an evaluation plan that uses specific instructional and behavior objectives for individual children. In other words, evaluation of students is most important, although program evaluation is encouraged too.

Program Evaluation - Selected pupil tests are analyzed and teacher opinions are surveyed at the end of the year. Evaluation plans for 1974-75 call for a third process - pre- and post-administration of the School Behavior Profile (see the 1974 LWV Special Education Study, Appendix A).

The Jastak Wide Range Achievement Test is one method used to evaluate the program. The Jastak is an easy-to-administer, brief test of word recognition, spelling and arithmetic. However, some critics dislike it, since it is purely a skills test and does not help a teacher diagnose a student's strengths and weaknesses. It provides a summary across a large group of students and is used nationally.

Each student is given the Jastak test upon entering the SLBP program, or at the beginning of the year, and again at the end. It is assumed that most children who enter the program are below grade level in basic skills, some assume that they have progressed only at the rate of a half-year gain during the school year. Therefore, if students in the SLBP program average a year's gain during the school year, the program is considered to be working (that is, if the test results are valid, and if the assumed rate of prior learning is accurate). The unit of measurement in the Jastak test is .1 for a one-month learning gain; a nine-month average gain in a particular skill would be .9, a year's gain would be 1.0.

The 1973-74 evaluation report of Jastak test results showed an average city-wide gain as follows:

	<u>Reading</u>	<u>Spelling</u>	<u>Math</u>
Elementary students (1345)	.9	.8	.8
Secondary students (433)	1.2	.6	1.0

While student gains in these three subjects averaged close to a year's growth, the scores should be interpreted with considerable caution for several reasons:

- 1) Data exists for only 1787 of 3500 students in the program. Many teachers turned in no data, some was incomplete and discarded. Since less than half the students' scores were included, and they were not selected by scientific sampling methods, the figures may be subject to bias.
- 2) While inaccurate and incomplete data was not considered, included were the test scores of some children who entered the program late in the year. A student who spent only three months in the program might well score less than one who spent ten.
- 3) The purpose of the resource program is not simply to teach basic skills. Test scores may not reflect the success a student may have had with behavior, perceptual and coordination problems.

A Teacher Opinion Survey developed by the staff was the second program evaluation procedure:

	<u>total in school</u>	<u>responded</u>	<u>% of total</u>
A. Elem., full-time teachers	95	72	75.8%
Elem., part-time tutors	80	56	62.5%
sub total	(175)	(122)	(69.7%)
B. Secondary - full time teachers	62	34	54.8%
Secondary - part time tutors	44	16	36.4%
sub total	(106)	(50)	(47.2%)
TOTAL	281	172	61.2%

The purpose of the questionnaire was to assess the special education staff's opinion regarding changes made in the program. They include:

- 1) The new system of referral (the student support team, made up of school personnel, parents, and others concerned with the child). The elementary staff reported a high degree of effectiveness, but only 30% of the secondary staff considered it effective. (However, at that time only a very limited attempt had been made to promote its use at the secondary level.)
- 2) The school behavior profile (see the LWV 1974 Special Education Study, Appendix A). A majority of the elementary staff felt it was accepted, but a majority of the secondary staff report it was not. (The profile has been revised recently to make it applicable for use in secondary schools.)

- 3) The use of behavioral objectives as a teaching tool (see p. 20). A high proportion of the elementary teachers and 70% of the secondary replied that they felt comfortable using this method.
- 4) The effectiveness of the pupil progress report. Three-fourths of the elementary staff considered it useful in recording and monitoring pupil progress, but the secondary staff viewed it less favorably, with 22% considering it ineffective.
- 5) Other services provided besides direct tutoring. These include behavior modification, oral testing, contacting classroom teachers, adapting materials for teachers and students, testing, conferences and counseling.
- 6) Inservice training. About 70% of the teachers responding felt the inservice meetings were helpful in understanding the SLBP system and the philosophy of the special education department, but only half felt the training improved their ability to interpret diagnostic tests. The teachers recommended meeting in small groups by geographic area early in the year, and emphasized sharing and discussion with other teachers.

Student Evaluation - The resource teacher gives each student an individual assessment at the time of referral. The teacher must make an annual pupil progress report, which includes diagnostic information, treatment plans, and evaluation data in perception, reading, math and social objectives. Three checkpoints for evaluation of a pupil's progress are 1) obtaining objectives, 2) pre- and post- test results, and 3) student support team reviews.

Teacher Evaluation - SLBP teachers are evaluated the same way other Minneapolis teachers are (p. 20). All of the teachers in the program, whether full- or part-time, have at least nine credits toward SLBP state certification, as required by state directives. All new contract teachers are fully certified for SLBP programs.

Some Concerns About the SLBP Program

Are all the children needing help receiving it? Minnesota SLBP guidelines recommend that not more than 5% of the school population should be provided SLBP services, although at present 7% of the 55,236 Minneapolis students are included in the program. The MPS coordinator of SLBP programs feels that MPS cannot include substantially more than 7% on the grounds that 1) the cost for both state and local budgets could become prohibitive, and 2) regular education (not just special education) should assume responsibility for some children with problems. Many parents and advocates feel that the quota system is discriminatory and difficult to understand; a court suit in California is attacking the use of percentages as cut-offs for service. (For more information see LWV A Study of Special Education Programs in Minneapolis, p. 7).

As an example of the problem, a SLBP teacher can serve only 15 children. If a child with a severe problem enters a school or is newly identified, another must be dropped. While the one child gets help, the other, who

may still need it, does not. (MPS administrators feel it would be more appropriate to say "services must be re-examined and reorganized in order to accommodate the original group of 15 plus the new student.")

According to a school social worker, in November 1974 there were 70 children at Anwatin who needed SLBP help but were not getting it. One student on the waiting list was a fifth grade child functioning at the first grade level. Bryant Junior High has identified about 13% of the student population as needing help, but can serve only 7%.

What happens to these students? Are they getting an "appropriate" education? Where should additional funds come from to provide it?

What do Parents and Students Think of the Program? Surveying parents and students involves time and money, and MPS does not ask for their opinions in evaluating the SLBP program's effectiveness. Most regular school programs don't ask for parent opinions either, although asking "the people served" is one component for evaluating some federally funded programs.

Members of the LWV Education Committee interviewed several parents and students to find out how the school system in general and the SLBP Resource Program in particular had worked for them. Since they were not selected on a random basis, those interviewed are not necessarily representative of Minneapolis parents. The views expressed are those of the parents (not the LWV) and are included to give readers a feeling for what these particular families have experienced. The names used are fictitious.

Some Case Histories

1) John, age 15. John seemed very bright and verbal. He spoke whole sentences at ten months of age; he had a good experience in kindergarten. But when he was in first grade (1964) he couldn't read, and the teachers and the other children made him feel stupid. His parents talked to the teacher, the principal, the school social worker. They were told that nothing could be done, that it would "look terrible on the teacher's record" if he were moved from her class. They took John to a psychologist, who found him scoring in the upper 2% on an IQ test and suggested a doctor for neurological testing. The doctor said that John had dyslexia (a reading problem). The parents asked the school for help; were told there was a waiting list. They wrote to Superintendent Davis, sent copies of the letter to the school principal and the social worker. Finally John was put into an SLBP class with two other boys, which didn't seem to help him much. His parents had him tutored privately.

In 1970, when he was in junior high, John was in an SLBP class where he was unhappy learning to read "cat" and "rat." Yet last summer, after 10th grade, his science teacher recommended him for the Talented Youth Program in science; he was accepted and chosen top in his program.

John's parents feel that no teacher in all 11 grades understood his problems, which became intensified by teachers who were unwilling to help him.

2) David, age 12. In St. Paul he was tested and diagnosed by a part-time SLBP teacher when he was in first grade. He went to an experimental summer school through the Wilder institute, was privately tutored for three years and received SLBP help in the second grade. When David's family moved to Minneapolis, his parents were told there was a waiting list. Washburn Clinic wrote the school, after which David received SLBP help for an hour a day. He was taken out of the SLBP class after the fifth grade as he was reading up to grade level. Although David was told he would never learn to write, he did learn - in eight weeks - at a summer program at the Washburn Clinic. School testing in junior high showed that his reading level had regressed back to fourth grade, so he is once more in the SLBP program.

David's parents feel that if the St. Paul school had not diagnosed him they would never have known what was wrong. Their older son had the same problem but they were told he just needed to be "challenged."

3) Tom, Dick and Harry - 3 brothers. When Dick was in second grade the social worker told his parents he should be given a psychological test because he wasn't learning. That was a shock to his parents, who had just bought a house in another neighborhood. They explained Dick's difficulty to the new school, but were told that there was a waiting list for the SLBP program. Luckily they lived next door to John's parents (case #1, mentioned above), and they demanded that the school educate Dick.

They had Tom, the oldest, tested at Fairview Hospital when he was in the fifth grade. He got into the SLBP program in sixth grade but it was too late for him to get much help. Now in seventh grade he is in no special program and feels he can't learn. He did go to summer school at Armatage last year.

Harry was tested at Fairview Hospital in first grade and is doing well. The boys' parents feel that they were lucky to move where they did, with knowledgeable neighbors, because the school didn't help them until they pointed out its mandate to educate all children.

4) Jack, age 9. Jack was very slow in developing. It took him a long time to learn to walk and talk and ride a tricycle, and he had a very short attention span. In kindergarten he had many problems, especially in motor coordination. He failed at many tasks and had a poor self-image. Jack's parents sent him to another public school for the first grade, where he had another bad year. He went back to his neighborhood school in second grade. In September his parents talked to the social worker and the principal and requested testing. (Jack had never been "bad" in school; he was quiet and nonaggressive.) The schools tested Jack and told his parents that he had an auditory-perceptual problem and a very low self-image. In second and third grades he got help from the SLBP teacher for an hour every morning.

Jack's parents are very happy with the SLBP teacher, the program, and the service to their son. They have also taken Jack to the Washburn Clinic. In the last year or so his reading has improved considerably. They feel that Jack has a long way to go, but without SLBP help he would never make it.

5) Nan, age 8. Nan is the youngest child in her family; she played chess with the family at the age of four. Her mother characterizes her as being mature and very happy. However, in kindergarten Nan had difficulty recognizing letters and the teacher felt that there might be some problem. Her parents were not concerned because Nan was bright and happy and good at sports. In first grade she had difficulty with letters and reading, but since Nan wasn't upset her parents felt the problem might be solved. But in second grade Nan was unhappy about being in the lowest reading group, and her parents felt it was time to ask for help. After consultation with the teacher and other school personnel, Nan was tested and her reading problem was diagnosed. She is now receiving help from the SLBP teacher. Her parents have good communication with her teachers and are pleased with the program.

6) Mary, age 7. To outsiders Mary appeared bright, socially active and normal. But her mother detected early signs that could lead to problems in learning: as a baby she was inactive, quiet and physically slow. She walked at 16 months and rode a tricycle at two years, but had difficulty with hand activities - holding crayons, using scissors. She fabricated stories because of a poor memory.

At the first kindergarten conference, the teacher informed Mary's parents of her many problems; a special tutor was assigned. In January the school asked permission to test Mary, then informed her parents that she would get special help in first grade, where she was put into an SLBP class. She attended summer school for six weeks, then entered second grade SLBP classes. She has made noticeable improvement in reading but is still poor in math. Her mother feels well informed on Mary's progress; the teachers are cooperative. She does feel that the SLBP teacher has a heavy load, and would like to have more than an hour a day spent with her child.

EVALUATING THE BUDGET

While it is impossible to judge the success of a program by the amount of its budget, the figures should provide some indication of its size. Thus, the LWV Education Committee, in the process of updating its 1974 Special Education Study, sought to replace 1973-74 budget figures with those from the 1974-75 budget. Sources were a survey sent to all special education coordinators and the MPS Program Budget. (A program budget gives a detailed breakdown on how much money it takes to run each program, instead of the line item figures for a whole department or budget category, e.g., X much money for X number of teachers. It is difficult to separate all costs precisely, since a music teacher, for example, may work in special schools one day a week and in regular schools the rest.) According to Donald Wahlund, MPS finance director, a program budget cannot be a perfect document, but the schools come as close as they can.

The LWV committee compared the figures for the special education department as listed on pages 46-69 of the 1974-75 MPS Program Budget with those in the 1973-74 Program Budget on pages 52-75, and also with the figures obtained from the survey. There seem to be many discrepancies: (page numbers mentioned are from the 1974-75 program budget)

- 1) p. 47 - there were seven special education coordinators listed in the budget for both years, yet the budget figure increased \$313,850 from last year.
- 2) p. 48 - ADMINISTRATION PROGRAM AREA - The actual number of administrators decreased from 9.8 to 9.7, but the budget decreased by \$91,778.
- 3) p. 50 - HOMEBOUND INSTRUCTION - There is no explanation for the jump from \$95,528 to \$859,652, an increase of \$764,124.
- 4) p. 52 - MENTALLY RETARDED INSTRUCTION - According to Mae Peterson, Coordinator, the figures for the number of self contained classrooms are incorrect. The budget figure may also be inaccurate since the special education department states that the budget figure is unavailable.
- 5) p. 53 - SLBP and EMR RESOURCE PROGRAM figures are inaccurate. There are from 3500 to 4000 students in the program, not 2,500 as listed. There are 129 full-time teachers and 70 part-time tutors, not 45 teachers as listed. The 1974-75 budget is given as \$622,456; yet it was \$1,445,761 last year and services have increased.
- 6) p. 57 - LEARNING DISABLED - There are two programs, at Armatage and Franklin, serving 53 children. Although the 1973-74 budget stated 14 children in the program, there were 31 children. The budget figure increased from \$45,450 to \$198,763.
- 7) p. 58 - EMOTIONALLY DISTURBED - The number of children being served is listed at 835, yet there are only 60 at Madison and 133 at St. Joseph's. There are 14 staff members at St. Joseph's and 26 at Madison but only 15.5 are listed.
- 8) p. 65 - SCHOOL AGED PARENTS PROGRAM - Increased from \$69,073 to \$120,016, yet the data indicate that only one teacher was added.

- 9) HEALTH SERVICES is not included in the special education budget, although it has been part of the program administratively for two years.
- 10) PRESCRIPTIVE DIAGNOSTIC SERVICES is part of school-based services but is not listed in the budget as a separate item. It includes the Prescriptive Instruction Center and the MPS share of the Child Behavior and Learning Clinic.

One special education administrator said that he could neither explain nor defend some of the budget figures, but noted that he had not taken part in developing the budget and did not use those budget figures in dealing with the regular financial operations of the special education department. Accurate figures for many of the programs are not yet available, although they may be at the end of the school year.

A spokesman for the MPS special education department said: "The budget figures as represented must frequently be developed for publication before a final operational figure has been approved. The result is that a budget figure may reflect inaccurate numbers of students to be served or dollars to be expended because certain programs may be added or changed. Also, it has frequently occurred that certain programs are shifted to other budgets within special education organizations. Such budget reallocations or transfers have been made by the Budget and Finance Department, sometimes without full participation of the special education staff that would be involved."

MPS financial records are subject to an annual audit; last year the Minneapolis School Board selected the State Auditor to do the job. John Gallagher, Assistant Director of Finance, explained that an audit usually deals with the total financial records of a school district; it does not deal in detail or evaluate individual programs within a department. The MPS Program Budget for 1974-75 is \$78,008,036, not including federal funds. The budget for special education is listed as \$8.7 million in local funds; with federal grants it is well over \$10 million. It is up \$450,000 over last year, one of the few MPS departments to get an increase.

Until last year the law required that there be open meetings for citizen review of the budget; often nobody attended. Last year no meetings were required and none were held. There will be an open budget hearing this year, however. Some questions to consider:

Should there be citizen review of the school budget?

Does anyone thoroughly examine a department's budget?

Is there any way for citizens or members of the school board to check the accuracy of the budget?

Would a citizen advisory board for the special education department be of help in reviewing the program budget?

How can anyone give thoughtful consideration to a program budget unless the figures presented are reasonably accurate?

MINNEAPOLIS PUBLIC SCHOOLS, PROGRAM BUDGET

Name of Program	1973-74			1974-75		
	Students	Staff	Amount	Students	Staff	Amount
Administration -						
Program Area		9.7	\$ 203,704		9.8	\$ 111,926
Administration -						
Program Scope		3.8	100,560		3.8	98,568
Administration -						
School Based	6498	2.6	41,841	8474	2.0	57,094
Homebound			95,528	220	46.1	859,652
Mentally Retarded -						
Self Contained	960	82.9	1,152,897	850	90	1,167,780
Resource Program -						
SLBP - EMR	2984	87.4	1,445,761	2500	45	622,456
Speech, Language,						
Communication	2295	37.1	465,861	2200	32.9	458,309
Summer School			215,000			150,000
Vision Impaired	51	4	58,122	---	---	---
Administration,						
Special Schools	2899	2.0	37,777	3971	5.3	140,818
Learning Disabled	14	3	45,450	53	13.7	198,763
Emotionally						
Disturbed	609	17	309,023	835	15.5	316,225
Socially Maladjusted	1010	21.6	372,230	365	20.6	291,875
Educable Mentally						
Retarded	121	13.8	198,089	197	14.6	220,240
Trainable Mentally						
Retarded	245	25.1	408,312	226	25.1	461,713
Hearing Impaired	169	34.9	459,300	131	33.7	471,557
Preschool						
Handicapped				52		200
Physically Multiply						
Handicapped	521	35.1	423,790	569	34.1	549,875
School Aged Parents	210	3	69,073	224	6.5	120,016
Social Work		87	1,500,014		90.4	1,462,519
Psychology		15.5	239,379		18.9	317,234
Tuition to other						
Schools	478	---	424,000	11,620	---	566,000
Reserve Teachers			28,107			28,107
	SUB TOTAL		8,293,818			8,671,927
Health			687,353			685,280
	TOTAL		\$8,981,171			\$9,357,207

CRITICAL ISSUES

Many issues in special education are being discussed throughout the country, not only in Minneapolis. Many experts agree that the MPS Special Education Department is one of the best in the country, compared with other large city school systems. After examining some of the issues, the League of Women Voters has some questions for further discussion. Some of them are:

Should there be preschool screening for all Minneapolis 3 to 5 year olds for hearing, vision, significant communication and developmental problems?

Should the Minneapolis Public Schools (MPS) receive funds to do research on the possibilities of screening 3 to 5 year olds for learning disabilities?

Should adequate support services be provided to teachers, parents and students affected by mainstreaming?

Should class size be limited if more children are mainstreamed?

Is behavior modification effective? What are some concerns about its use? What are some positive features?

Should more special education services be provided to students in the secondary schools?

Do students benefit from being in special education classes?

Does MPS allocate enough money for research and evaluation?

How can programs be made accountable? Should they be?

Are special education administrators in the MPS formally evaluated? Should all administrators be evaluated?

Should there be a citizen advisory board for special education?

Should all parents be invited to attend meetings of the student support committees when their children are affected? Who should monitor the process to see that the parents are invited?

Is it important to limit the number of students in a Special Learning and Behavior Problems (SLBP) program by means of a quota system? If the number of students served were to increase, who should provide the additional funds?

Should parents be asked their opinion of special education programs affecting their children?

Should the MPS Program Budget be accurate, clear, comprehensive and accountable to the public?

FOOTNOTES

PRESCHOOL SCREENING

- ¹ "Birth Weight and School Success Connected by U of M Researchers," University of Minnesota News Service, S-68 Morrill Hall, Minneapolis, Minnesota, January 29, 1974.

MAINSTREAMING

- ¹ Richard Flaste, "Helping Handicapped Into Education's Mainstream," New York Times, May 19, 1974, p. 7.
- ² Roger Reger, "What Does 'Mainstreaming' Mean?" Journal of Learning Disabilities, October, 1974, p. 57.
- ³ Jack Birch, Mainstreaming: Educable Mentally Retarded in Regular Classes (1974).

DIVERSE TEACHING TECHNIQUES

- ¹ Neil Postman and Charles Weingartner, The School Book, New York, 1973, p. 133.

SPECIAL EDUCATION AT THE SECONDARY LEVEL

- ¹ MACLD Newsletter, Oct. 1974, pp. 3, 6.
- ² Update, "5 Major Special Education Problems Seen," March, 1974, p. 11.

EVALUATION

- ¹ L. Lessinger, "Accountability: Its Implications for the Teacher," ed. D. W. Allen, The Teachers' Handbook (Ill., 1971) p. 7.
- ² Frederick Weintraub and Alan Abeson, "Appropriate Education for All Handicapped Children: A Growing Issue," Syracuse Law Review, XXIII (1973), p. 1057.
- ³ John B. Davis, Profiles of Performance in MPS, (1974), Preface.

GLOSSARY

Behavior Objectives - are specific goals set for each student by his teacher to be accomplished during a set period of time. They are often used to evaluate a student and a program.

Child Study Sub-System - is a part of the total Special Education System being developed by the State Department of Special Education for all handicapped in the state. It may be a process whereby handicapped children are systematically identified, assessed and programmed for, to match their needs with appropriate intervention and remediation.

Dyslexia - a disorder of children who, despite conventional classroom experience, fail to attain the skills of reading.

Educable Mentally Retarded (EMR) - a person whose adaptive behavior, medical classification and IQ score (between 50-80) indicate low intelligence.

Elementary & Secondary Education Act (ESEA) Title I - provides federal funds to give basic skill instruction to children who are a year or more behind their classmates in reading and/or math. Funds must be used only in schools located in low income areas of the city. The basic grant for 1975 is \$3,444,508. Funding goes to nine non-public schools also.

ESEA Title III - provides grants to try out new educational ideas. Many are administered by the State Department of Education.

ESEA Title IV - funds are awarded by the U. S. Office of Education for major research and development projects; usually to institutions of higher learning. The Minneapolis Southeast Alternatives grant is an exception.

ESEA Title VI-B - funds support projects for the education of handicapped students, may include public and non-public schools.

ESEA Title VIII - grants are awarded for "anti-dropout" projects seeking ways to help students have successful school experiences.

ESEA Title VIII - Section 808 - has provided a new grant to the school Health and Nutrition Program of \$215,352 yearly for 2 years.

Exceptional Child - one who deviates intellectually, physically, socially or emotionally so markedly from what is considered to be normal growth and development that he requires extra instruction or service.

In-Service Training - provides education to teachers and staff who work in a school system usually during special released time and at the expense of the schools.

Itinerant Teacher - a teacher who moves about a school district to several schools and schedules children for teaching periods.

Joint Independent District 287 - is a special district financed by federal funds and special tax levies and authorized by the state legislature to provide vocational and technical education for secondary students and services for handicapped students in the 13 suburbs that form the district, and to Minneapolis students through tuition.

Minnesota Association for Children with Learning Disabilities (MACLD) - parent advocacy group for children with learning disabilities.

Psycho-motor Problems - relating to muscular movements resulting from compulsive mental processes.

Resource Teacher - a specialist who works with children with problems and acts as a consultant to other teachers, providing materials and methods to help children who are having difficulty within the regular classroom.

Special Education - in Minnesota it is for school age children from 4-21 who have a hearing, vision or speech disability or are physically handicapped, and for 5-21 year olds who are mentally retarded. No age limits are specified for those children who are emotionally disturbed, delinquent, pregnant or learning disabled.

Special Learning and Behavior Problems (SLBP) Students - there are different definitions. Some authorities define SLBP simply as a condition that makes it difficult for some children to learn in school. The state SLBP guidelines state that the important criteria are: 1) whether the child requires special education services; and 2) whether the services will help prevent unnecessary failure and increase his coping skills. The SLBP child's problems do not indicate below average intelligence; many of them are above average. Special Learning Disabilities (SLD) was the name of the program before it included children with behavior problems.

State Council of Quality Education - the 1973 Minnesota State Legislature passed a new law creating the State Council on Quality Education, which has authority to make grants of state funds to local districts to try out new educational ideas.

Student Support Team - is a group of school personnel usually including the principal, school social worker, classroom teacher, nurse, psychologist and special education teacher and sometimes parents, who meet once a week in each local school to decide what placement or special education assistance a child may need.

Trainable Mentally Retarded (TMR) - a person whose adaptive behavior and medical classification along with an IQ score below 50 indicate below average intelligence.

APPENDIX A

SPECIAL EDUCATION EVALUATION SURVEY

The LWV sent 31 surveys to special education coordinators in October; all were returned. The responses from 7 programs were read and reviewed, but not tabulated, partially because they were federally funded programs or were unique and the questions did not always apply. The programs include: Health, Psychology, Curricular Interact, Junior High SLBP Needs Assessment, St. Cloud and MPS Joint Training Program, United Cerebral Palsy, and Distric 287 Hearing-Impaired.

The responses from the other 24 programs were tabulated. They include: Social Work Services, SLBP and EMR Resource Program, Special Class for EMR, Secondary EMR, Division of Vocational Rehabilitation, Communication Disorders, Itinerant Hearing-Impaired, English as a Second Language, Prescriptive Instruction Center, Homebound, Franklin Jr. High for Severe Learning Disabled, Armatage for Severe Learning Disabled, Madison for Emotionally Disturbed, St. Joseph's, Hennepin County Home School, Emerson, Michael Dowling, Secondary Program for Physically Handicapped, Program for Pregnant Girls and School Aged Parents, Lyndale Hearing Impaired, Hamilton Hearing Impaired, School Rehabilitation Center, and Sheltering Arms.

SURVEY WITH RESPONSES

1. This survey is sent to you as coordinator of _____ program.
2. Please describe your program in a sentence or two.
3. What is the present size of your program?
Number of students _____ Number of teachers _____
Number of aides _____ Number of other staff _____
1974-75 budget _____
4. Has the number of students in your program this fall (1974) increased or decreased since the fall of 1973?
By how much? _____ increased _____ decreased
Are there known reasons for the change?
5. How are students selected for your program? What steps are taken to protect a child's rights during referral and program placement?
6. What are the objectives and goals of your program?
7. Is there a process for evaluating how successfully your program achieves its goals and objectives? 22 yes 2 no
- *a. If yes, who evalutes your program?

<u>RESPONSES</u>	<u>TABULATION</u>
Staff	16
Administrator	8
Program Coordinator	2
Parents informally	2

*More than one response per program possible.

*b. How do you evaluate your program?

<u>RESPONSES</u>	<u>TABULATION</u>
Staff discussion & self eval.	8
Pre and Post Tests	8
Reaction of Parents	3
Movement of Students (drop-out, referral)	5
Teacher survey	4
Check list of Program Objectives	2

*c. What do you evaluate? (i.e., curriculum, materials, physical plant, teachers, etc.). Are there written program evaluations? If they are available, would you please send them to us?

<u>RESPONSES</u>	<u>TABULATION</u>
Curriculum	5
Materials	4
Teachers	5
Students	8
School Policy	1
Relationships	3
Cost Effectiveness	1

*d. When do you evaluate your program?

<u>RESPONSES</u>	<u>TABULATION</u>
Continuously	12
Periodically	1
Quarterly	1
Twice a Year	11
End of the Year	7

*e. What happens as a result of your evaluations?

<u>RESPONSE</u>	<u>TABULATION</u>
Reassessment of program	20
Adopt new material	2

8. Do you evaluate a student's progress? 24 yes 0 No

*a. If yes, please explain who evaluates the student's progress.

<u>RESPONSE</u>	<u>TABULATION</u>
Staff	20
Parents	5
Teacher Reports	1
Employers	1

*b. How do you evaluate a student's progress? (i.e., What assessment tools are used?)

<u>RESPONSE</u>	<u>TABULATION</u>
Psychological Tests	5
Achievement and achievement tests	13
Teacher evaluation of daily work	14
Reports from parents	2
Attendance in class	2
Annual behavior ratings	4
Guidelines being developed	1
Video tape of student	1

*c. What do you evaluate?

<u>RESPONSE</u>	<u>TABULATION</u>
Behavioral Objectives	9
Academic achievement	11
Speech and language skills	5
Peer and social interaction	4
Verbal behavior	1

*d. When do you evaluate a student's progress?

<u>RESPONSE</u>	<u>TABULATION</u>
Continuously	9
Weekly with student	1
Every three months	2
Twice a year	4
End of year	1
3 week pre-entrance evaluation	1

*e. What happens as a result of your evaluations?

<u>RESPONSE</u>	<u>TABULATION</u>
Modifications of methods, materials, objectives	16
Various responses	5

9. Is the performance of special education teachers evaluated?

23 Yes 1 No

*a. If yes, please explain who evaluates their performance.

<u>RESPONSE</u>	<u>TABULATION</u>
Building principal	13
Special school coordinator	9
Program Coordinator	7
Staff	3

*b. How are they evaluated? (What assessment tools are used?)

<u>RESPONSE</u>	<u>TABULATION</u>
Personnel form	10
Observations	7
Conferences	3
After tenure, no formal eval.	3
Interviews	1
Via video tape	1
Questionnaire	1

*c. What is evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
Effectiveness of teacher	5
Specific observation	1
Competencies related to teaching skills	18

*d. When are they evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
Continuously	2
Periodically or as necessary	7
End of year	11
Every two years before tenure is granted	3

- *e. Are there changes made appropriate to your evaluations?

<u>RESPONSE</u>	<u>TABULATION</u>
Yes	8
As much as feasible	5
Teacher growth	11
None needed	1

10. Are special education administrators formally evaluated?
11 Yes 5 No 8 No answer or not sure

- *a. By whom are they evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
Supervisor	5
Department staff (administrators)	6
Teachers	3
Not sure	2

- *b. How are they evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
Goals and performance	6
Reports	2
Visits	2
Not sure	2

- *c. What is evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
Effectiveness in administering program	7
Leadership	1
Interaction with parents, staff and other departments	2
Unsure	2

- *d. When are they evaluated?

<u>RESPONSE</u>	<u>TABULATION</u>
All administrators evaluated first three years	2
On-going	4
End of year	5
Not sure	2

- *e. What happens as a result of these evaluations?

<u>RESPONSE</u>	<u>TABULATION</u>
Changes	5
New Ideas generated	2
Not sure	3

11. Is the achievement of special education students monitored after they leave your program? 19 Yes 5 No. If yes, please explain how it is accomplished. (How long do you monitor them? What techniques do you use?)

(Even though 19 responded yes to this one, many of the follow-ups were informally done. For example, the classroom teacher watches student.)

12. Do you have a community advisory board? If yes, what is its composition, number and purpose? How often and whom do they meet with?
5 Yes 15 No 1 Not sure 3 Being established

13. Do you have any additional comments on evaluation procedure?

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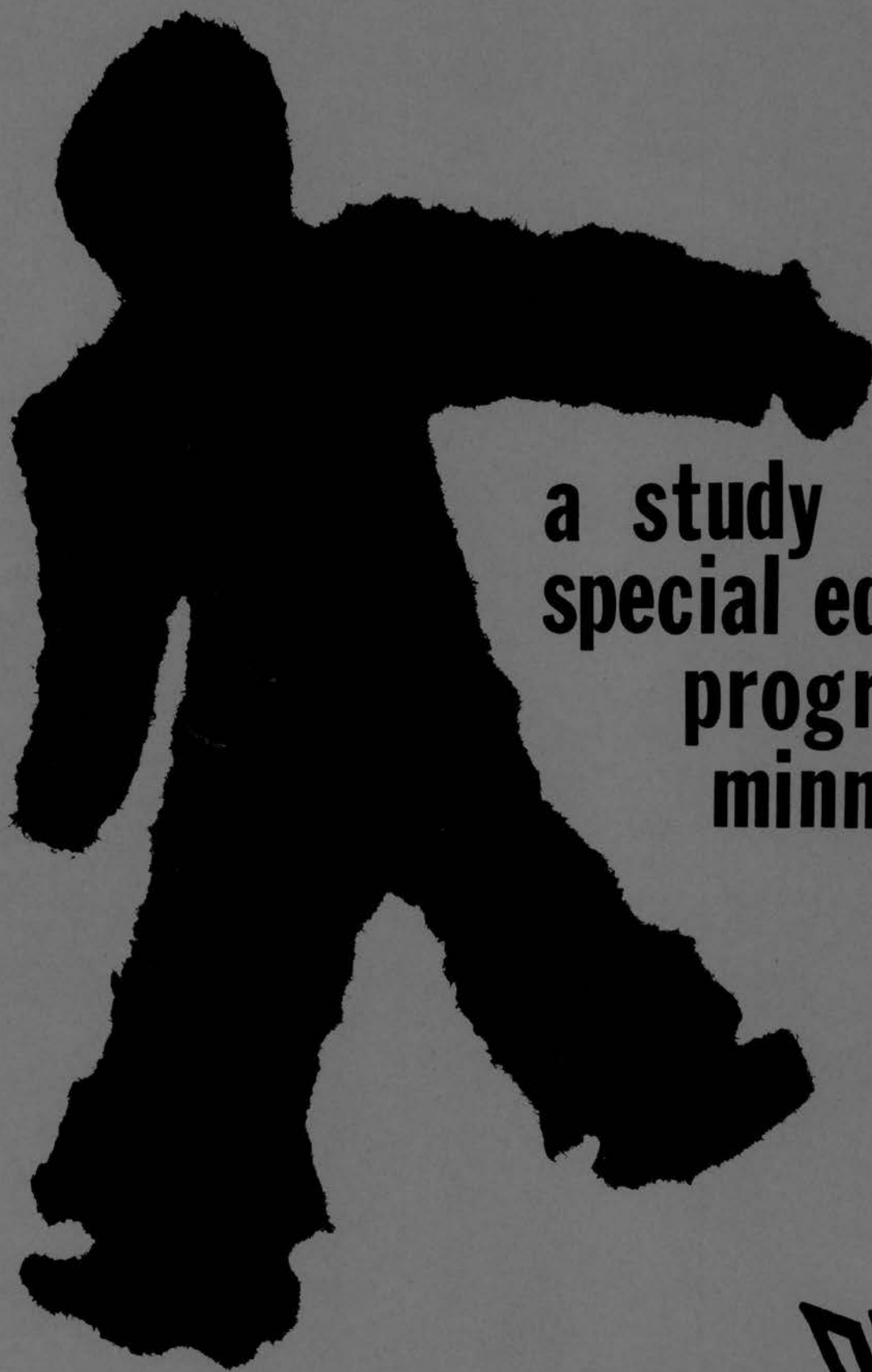
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**a study of
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IN MINNEAPOLIS

Prepared and Published

by

THE LEAGUE OF WOMEN VOTERS OF MINNEAPOLIS
1200 Second Avenue South
Minneapolis, Minnesota 55403

ACKNOWLEDGMENT

The Minneapolis League of Women Voters wishes to thank the Minneapolis Public Schools Special Education staff, the Minnesota Department of Special Education personnel and all the other people who generously gave of their time to aid us in this study.

MINNEAPOLIS LEAGUE OF WOMEN VOTERS

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PREFACE

At its 1973 City Convention, The League of Women Voters of Minneapolis adopted "Special Education" as an item on the 1973-74 agenda. The purpose of the study is to provide information about various aspects of special education for members of the LWV and other interested people in the community.

The Committee on Special Education began its research in 1973 by visiting school facilities and interviewing many people. Committee members attended the annual conference of the Minnesota Association for Children with Learning Disabilities and the Third Annual Invitational Conference on Leadership in Special Education Programs. The Committee also sponsored a workshop to explore the idea that providing alternative schools might decrease the number of children needing special educational services. The workshop generated many opinions, but not enough facts to establish whether or not the idea is valid.

If League members reach consensus after studying the issues presented in this report, the LWV Board may take appropriate action to further the positions developed.

TABLE OF CONTENTS

	Page
INTRODUCTION	1
SERVICES PROVIDED IN MINNEAPOLIS SCHOOLS	4
Health Services	4
Psychological Services	5
Social Work Services	5
Program Services - School-Based	6
Resource Program for Children with Special Learning and Behavior Problems (SLBP) and Educable Mentally Retarded (EMR) Students	6
Self-Contained Classrooms for Educable Mentally Retarded Students	8
Speech, Language and Itinerant Hearing Programs	8
Prescriptive Diagnostic Services	9
Homebound Instruction	9
Senior High Program for EMR Students	10
Division of Vocational Rehabilitation Program	10
Junior High SLBP Needs Assessment Program	10
Vision-Impaired Services (District 287)	10
Program-Services - Special Schools	11
Programs for Students with Serious Learning and Adjustment Problems	11
Programs for Trainable Mentally Retarded (TMR) Students	13
Program for Hearing-Impaired Students	14
Preschool Programs for Handicapped Children	14
Programs for Children with Physical and Multiple Handicaps	15
Program for Pregnant School Girls and School-Aged Parents	15
PRESCHOOL PROGRAMS	16
Early Identification	16
State Proposals	16
Outside Minneapolis Programs	16
IDENTIFICATION OF EXCEPTIONAL CHILDREN	18
Census	18
Screening	18
Minneapolis Public Schools Vision and Hearing	18
Preschool Vision and Hearing	18
Kenny Screening Program	18
Fridley's Comprehensive Screening Clinic	18
Referral	19
PLACEMENT OF EXCEPTIONAL CHILDREN	20
Student Support Teams	20
Special Education Referral and Coordination Committee (SERCC)	20
Administrative Appeal Process	21
State Appeal Process	21
Court Decisions and Litigation	21
<u>P.A.R.C.</u> and <u>Mills</u> Cases	21
Due Process	22
MULTIPLE AND EXPANDING ROLE OF THE CLASSROOM TEACHER	23
EDUCATING THE GIFTED CHILD	25
CRITICAL ISSUES	26
Footnotes	27
Appendix A - School Behavior Profile	28
Appendix B - Cascade System	32
Appendix C - Resource Organizations and Parent Advocacy Groups	33
Appendix D - Diagnostic Services in Minneapolis	35
Appendix E - Minneapolis Special Education Numbers	37
Bibliography	38

INTRODUCTION

*"A human being is not, in any proper sense,
a human being until he is educated."*

Horace Mann

It is considered the right of every child to be educated, as emphasized by law and as observed in actual practice. "Special education" encompasses the educational services provided for the "exceptional child" - that is, one who deviates intellectually, physically, socially or emotionally so markedly from what is considered to be normal growth and development that he cannot receive maximum benefit from a regular school program and requires extra instruction or service.¹ (This definition can also include the gifted child, and is considered by many to do so.)

Since 1957, state law has required that all school districts provide special education service for resident handicapped children of school age, not to extend beyond secondary school or its equivalent. School age is considered to be from 4 to 21 for children who have a hearing, vision or speech disability or are physically handicapped; from 5 to 21 for those who are mentally retarded. No age limits are specified for children who are emotionally disturbed, delinquent, pregnant or learning disabled.

Since 1969, the law permits but does not require school districts to provide services for handicapped children from birth to age 4.

Since 1971, it has been mandatory to provide educational services for trainable retarded children.

It is the responsibility of the state to provide every child with educational services appropriate to his level of development. This does not mean that every child must be educated in the public schools, but that every child can learn and must be given the appropriate educational opportunity.

The cost of educating the handicapped is estimated to range from 1.18 to 3.64 times the cost of educating the normal child, varying with the severity of the handicap. High though the price may be, it has been noted that it is much lower than the \$150,000 it is estimated to cost to maintain a handicapped person in an institution for a lifetime. The handicapped person given an appropriate education at a cost of \$22,000 can well make a positive contribution to society, at least to the extent that he can support himself.

Federal legislation has been introduced (Senate 6, "Education for all Handicapped Act") which would help provide financial assistance to states for improved educational services for handicapped children. Senator Mondale is a co-sponsor of the bill, which would underwrite 75% of the excess cost of educating the handicapped and would require that states continue full funding of existing programs. The intent of the Act is to assure that by 1976 all handicapped children, from 3 to 21, have available to them free, appropriate education, and that the "due process" rights of the children and their parents are protected. In addition the Act requires that an individualized written

program, or contract, be developed and agreed upon by the schools, the parents, and the child when appropriate, which would include long range written goals and objectives for each child.

Many educators, including Dr. Richard A. Johnson, in charge of special education in the Minneapolis Public Schools, feel that Senate 6 is a worthwhile bill that may need some revision. Others, such as Professor Maynard Reynolds, University of Minnesota, feel that changes in the bill's funding procedure are needed so that children are not labeled.

Experts in special education disagree on the best way to organize and administer arrangements for educating exceptional children. Possibilities range all the way from residential schools, through special schools or special self-contained classrooms, to "mainstreaming" children either into regular classrooms with special resource or itinerant teachers available part time, or into classrooms with only indirect support services. Placement in any of the classes is not permanent or exclusive; children can and do move in and out of special schools or special classes as their needs change.

Historically, residential or boarding schools were considered appropriate for educating exceptional children in this country. Later, special schools and then special classes were thought to be the best answer. In 1968 Lloyd M. Dunn, past president of the Council for Exceptional Children, wrote an article criticizing placement of mildly retarded children into special classes - thus providing a catalyst for change which began the movement toward "mainstreaming."

Much evidence as well as most current opinion seems to favor eliminating many special self-contained classrooms. For instance, Orville Johnson, Professor of Special Education at Ohio State, points out that "mentally handicapped children enrolled in special education classes achieve, academically, significantly less than similar children who remain in regular classrooms."

One reason for the demise of the self-contained classroom is the risk that labeling a child as "handicapped" may become a self-fulfilling prophecy. It may reduce a teacher's expectations for the success of the child; the child may expect less of himself. Once a child is labeled there is often so escape from the label. Thus, the very act of labeling him and placing him in a special environment may lower the quality of his education.

Mis-labeling is even more of a hazard. For instance:

- * The high proportion of culturally deprived children in classes for the mentally retarded is one factor that disturbs experts, and raises the question that such placement could be partially the result of culturally biased tests and teachers.
- * Courts have ruled recently that tests used for placement procedures must be given in the primary language of the child (Diana v. California Board of Education) and culturally relevant for both verbal and nonverbal tests (Larry P. v. Wilson Riles).

- * Inadequate testing often results in misclassification or improper diagnosis. In Boston, for example, parents of 21 students labeled "retarded" by the school system took their children to non-school-connected psychologists, who found that although some of the children had perceptual handicaps or emotional problems, over half of them had normal IQ's. A newly implemented Massachusetts special education law may alleviate such problems. It provides that parents must receive a notice in writing, by registered mail, informing them that their child is eligible to receive at no charge the services of a federally or locally funded diagnostic center for an independent medical, psychological and educational evaluation. The names, addresses and telephone numbers of such centers must be furnished to the parents.
- * Another problem is the high proportion of boys in classes for retarded children. Research has shown that the actual incidence of that handicap is about equal between the sexes, but that boys "act up" more and are transferred out of regular classes more often.
- * Some children are labeled with terms such as "minimal brain dysfunction" or "functional behavior disorder" when it may not be justified. The condition called "minimal brain dysfunction" is hard to diagnose - it may take a specialist from 6 hours to 3 days. Further, according to some experts, symptoms are so common and so misleading that some doctors estimate that less than half the children labeled "hyperactive" by teachers and sent for special treatment are in fact hyperactive. While some authorities feel that the use of stimulant drugs on hyperkinetic children under a physician's supervision appears to be justified, there may be a number of children receiving such drugs who are misclassified.

According to Merle McClung, Harvard Center for Law and Education, the only purpose for a "special education" label is to identify specific needs so that specific education services can be provided.

Across the country, many feel that more services must be offered for more children, especially preschool identification and intervention programs for all exceptional children. Too, there is much to be done for children in secondary schools, for whom present emphasis on early identification and intervention comes too late. Many such students need special help before they drop out of school or get into serious trouble.

Theories and techniques of special education are in a state of continuing change. The Minneapolis school system, with a multiplicity of special education programs, currently is dealing with an upheaval of school closings, new buildings, and extensive restructuring of school population through busing. These factors will create additional changes.

For these reasons, this study will be limited to:

- 1) An overview of special education services in the Minneapolis Public Schools,
- 2) Identification and placement procedures for exceptional children,
- 3) The multiple and expanding roles of the classroom teacher,
- 4) Preschool programs, and
- 5) Educating the gifted child.

SERVICES PROVIDED

The Minneapolis Public Schools' Department of Special Education, headed by Dr. Richard A. Johnson, serves more than 11,000 children (about 17% of the total school population) with 1,000 full and part time employees. Its budget for 1974-75 is \$8.7 million. Of that, \$566,000 is budgeted to facilities outside the Minneapolis school system for services that the city cannot or does not provide, such as residential treatment centers for children with extreme behavior problems, or day activity centers for severely retarded children who cannot profit from a regular school. Dr. Arnold Rehmann is Assistant Director for Administration.

Some 10% of the department's budget comes from federal funds, including Title III funds for innovative programming and Title VI funds for education of the handicapped. Another 37% comes from the state, which pays 60% of the cost of essential personnel, up to \$5,600 per full time staff member per school year, and up to one half the cost of supplies and equipment, not to exceed \$50.00 per child.

The department is divided into four main sections: Health Services, Psychological Services, Social Work Services, and Program Services. The fourth category covers a multitude of special and supportive programs for students. Since 1972 it has been divided into two distinct administrative and budgetary entities: School-Based Services (the exceptional child stays in his own school and classroom with the assistance of special teachers and materials), and Special Schools Services (the child with more severe problems is provided a full-day program of specialized instruction, often in a facility serving students city-wide).

Both types of services may help alleviate the permanent labeling of the child as "different" by his schoolmates, his parents and himself. Both services attempt to make it easier for principals and teachers to help these children. The Minneapolis school system uses the Cascade System (see Appendix B) to describe the different levels of services provided. The system is designed to provide services to children based on the type and severity of their handicaps. Most exceptional children are provided services while attending regular school programs.

Health Services, supervised by James Kenny, has a budget of \$685,280 for 1974-75. This department's 25 nurses and 50 nurses' aides conduct hearing and vision screening, provide dental care programs, guide and develop new ideas such as child abuse studies. They also assist in programs like the Minneapolis Health Department's twice-monthly Child Health Clinics at Horace Mann School, which offer medical check-ups, dental care, vision, hearing and speech testing, laboratory services and immunization shots for eligible persons in the community.

Although there is no city or state law requiring children to have health or dental examinations before they start school, the Minneapolis Public Schools encourages them to do so. During the 1972-73 school year 85% of the children entering school had had health exams; 56% had had dental exams. The state requires only that each child entering school be immunized for red and German measles.

In Massachusetts, an assessment by a physician is required before a child is placed in a special education program. In Minneapolis it is recommended in some cases but is not required.

Psychological Services, as described by Assistant Director Sarah Holbrook, Ph.D., involves 15 full time staff members, 12 of whom have Ph.D. degrees or have completed all the course work for them. The department's 1974-75 budget is \$281,080. School psychologists do intelligence and personality testing. A small part of the department's work is preschool testing, done to time a child's entrance to kindergarten. The department is strongly committed to problem prevention, which may be a difficult goal considering the size of the total school population. The department regularly obtains parental approval and cooperation before testing a child. It refers children and families to community agencies for assistance; on occasion it may work with them, using group therapy methods.

At the beginning of the schools' fiscal year, each psychologist's time is budgeted according to a formula based on the number and size of a school's special programs, its previous requests for service, its size and location. At the end of the year each psychologist evaluates himself, using electronic data procedures, with the resulting data used to improve his skills and performance. The department evaluates its testing instruments continuously.

A panel of psychologists outside the school system regularly consults on special problems and unusual cases. There is also a training program for eight or nine graduate interns, administered in cooperation with the University of Minnesota's Department of Psychology.

Director Holbrook feels that there is a need for a larger staff. State guidelines require that psychologists test all children thought to be retarded before they are placed in special programs. Although evaluations are not required for other exceptional children, they are sometimes provided. Since some parents have complained about lengthy waits to have their children tested, some people agree that more psychologists may indeed be necessary.

Social Work Services are under the direction of Helen Tyler. This department has a budget of \$1,131,894 for 1974-75. Its 93 social workers are assigned to schools on the basis of a weighted socio-economic index, with the result that there are more staff members in the inner-city schools than in others. Some schools may have a social worker only part time; others may have two full time. Their job includes trying to alleviate the social, emotional, physical, intellectual and cultural problems interfering with the students' educational achievement. The social worker usually serves as coordinator of the student support team (described on page 20), which has been established in each elementary school and will soon be introduced at the secondary level. The social worker often contacts the parents of students being discussed and prepares applications for special education service.

Program Services - provides supplementary or alternative education for exceptional children of varying ages. Total budget for this department in 1973-74 was \$6.8 million. School-Based Services are directed by Acting Administrator Theodore Rikken, and Special Schools Services are administered by Dr. Judith Brown. As mentioned earlier, services are divided into two completely separate departments, carefully planned to maintain the administrative distinction between them. How-

ever, some kinds of handicaps may be dealt with in both types of programs. For example, the hearing-impaired child who is mildly handicapped can function well in a regular school with supplementary help but a child with a severe hearing impairment (profound deafness) may need a special school program. The goal of the Special Education Department is to serve as many children as possible in school-based programs with as few as possible in special schools.

School-Based Programs, serving 65% of the special education children, are:

- 1) Resource Program for Children with Special Learning and Behavioral Problems (SLBP) and for Educable Mentally Retarded (EMR) Students
- 2) Self-Contained Classes for Educable Mentally Retarded (EMR) Students
- 3) Speech, Language and Itinerant Hearing Programs
- 4) Prescriptive Diagnostic Services
- 5) Homebound Instruction
- 6) Senior High School Program for Educable Mentally Retarded (EMR) Students
- 7) Division of Vocational Rehabilitation
- 8) Junior High SLBP Needs Assessment Program
- 9) Vision-Impaired Services (District 287)

Special Schools Programs, serving 35% of the special education children, are:

- 1) Programs for Students with Serious Learning and Adjustment Problems
- 2) Programs for Trainable Mentally Retarded (TMR) Students
- 3) Program for Hearing-Impaired Students
- 4) Preschool Program for Handicapped Children
- 5) Programs for Children with Physical and Multiple Handicaps
- 6) Programs for Pregnant School Girls and School Aged Parents

The Nine School-Based Programs

1) Resource Program for Children with Special Learning and Behavior Problems (SLBP) and Educable Mentally Retarded (EMR) Students. A child in this program remains in his regular classroom most of the day, but spends at least an hour a day in a special resource class for specific remedial instruction. The current budget for this rapidly expanding program is not available. On both the elementary and secondary levels it services approximately 3500 SLBP and EMR students. It employs 129 SLBP teachers, 70 SLBP tutors (certified teachers, but not certified by the state for SLBP).

According to state guidelines, the resource teacher must spend one hour daily with each student, and may have up to 15 students. She may work with children in groups. Her duties include providing diagnosis and assessment of a child before he is placed in special education, and giving assistance and training to regular classroom teachers regarding exceptional children. There are those who feel that a resource teacher can't provide all these services adequately, especially where there is only one teacher or tutor in a school.

There are different definitions of SLBP children. Some authorities define SLBP simply as a condition that makes it difficult for some children to learn in school. The United States Office of Education says that learning disabled children are those who "exhibit a disorder in one or more of the basic psychological processes involved in understanding or in using spoken or written language. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic...conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental aphasia..." According to the definition in the Minnesota SLBP guidelines, the important criteria are 1) whether the child requires special education services, and 2) whether the services will help prevent unnecessary failure and increase his coping skills.

The SLBP child's problems do not indicate below average intelligence; many of them are above average. On the other hand, the EMR child is often described as having below average intelligence, with an IQ in the 50 to 80 range. Rita Grismer, coordinator of the Resource and Tutoring Program, says that the primary characteristic that differentiates an SLBP child from an EMR child is his estimated intellectual potential.

Recognizing that children with special learning problems often develop behavior problems if their difficulties are not diagnosed and treated in the early grades, state guidelines say that a child cannot be excluded from SLBP services because of behavior problems. In actual practice, referrals to the SLBP program vary from teacher to teacher and building to building. Informed sources say that teachers are becoming increasingly aware that such problems exist and are far more likely to report them now than to try to work with SLBP children unaided during their regular classroom time.

Estimates vary widely as to the number of children having learning disabilities. A Johns Hopkins Hospital study of 50,000 children estimated that 14% had some neurological dysfunction severe enough to present some developmental problems. By contrast, the Minnesota Special Education Department recommends that only 3 to 5% of the school population belongs in SLBP programs - on the grounds that the problems may lie with the system, rather than the child. The current figure in Minneapolis is 7%. The school administration says that there are no waiting lists and that students with the most severe problems are served by the program; it would like to reduce the number served because of the state's suggestions.

On this point, a lawsuit filed in California questions the arbitrary limitations on the percentage of handicapped children permitted to enroll in a special education program.²

The Minneapolis Association of Children with Learning Disabilities, a parent advocate group, has been meeting monthly with the Minneapolis special education administration, seeking to have the needs of their children better served.

There is evidence that some parents are confused about the standards, criteria and guidelines of this program. Revised Minneapolis Guidelines include a procedure for notifying parents when their child will be considered for special education. However, sometimes parents find out only after their children have been placed in the program.

2) Self-Contained Classrooms for Educable Mentally Retarded Students (EMR).

This program serves 220 children who cannot profit from being placed in a regular classroom, although some may spend a few hours a day so occupied. The budget for 1974-75 is unavailable. There are 12 teachers (full-time), 5 part-time serving children on elementary levels. While some of the self-contained classrooms have been phased out, there will always be some children who need that type of learning situation.

Definitions of mental retardation based on IQ tests are under attack. Some experts agree that diagnosis should be based on multiple criteria, including IQ, adaptive behavior level and medical classification. The state requires a psychological re-evaluation every three years for EMR students in self-contained classrooms or special classes; they are also evaluated informally every year. Test results are recorded on special education records rather than on the student's cumulative report card. The question is unsettled whether both follow students throughout their school careers.

3) Speech, Language and Itinerant Hearing Programs are intended for students with significant communication problems. The staff consists of 34 speech clinicians trained in speech pathology, 7 itinerant tutors trained in education for the deaf, and 12 hourly tutors with experience teaching English as a second language, all under the direction of Coordinator Eleanor Swanson. Clinicians, who have case loads of 35 students, are assigned to programs depending upon the need for their services. Most of the staff is assigned to 3 elementary schools, with limited coverage for the upper grades.

Although state law requires the public schools to be responsible for speech handicapped children between the ages of 4 to 21, limited services are provided for preschool children, according to Ms. Swanson. Past screening programs identified many children whose articulation deviations (i.e., inability to pronounce "r" or "s") had not become problems to them and would be outgrown. Such city-wide screening is no longer done. However, there is a need for city-wide screening for young children with significant communications problems, considered to be problems in articulation, fluency, voice disorders or language. Anyone can make referrals for evaluation or service to the speech clinicians, although most are made by classroom teachers.

In addition to services provided in regular education programs the department provides individual therapy, resource programs, and consultation services to over 2,000 students each year including special programs such as the trainable retarded at Emerson School and the physically handicapped and multiply handicapped students at Michael Dowling School. When a student is scheduled for therapy the parents are informed by letter or phone; the support team and parents become involved in the decision-making process, and the classroom teacher is invited to observe the student in therapy.

Tutoring service is also provided for students of all ages who are learning English as a second language. Each year 50 to 60 students get this kind of help. The budget is \$458,309.

For hearing impaired students integrated into regular classes, 6 itinerant tutors (trained teachers of the deaf) serve 50 to 65 students in their local schools. If a teacher suspects a hearing problem, the school social worker or school nurse checks the child's medical history, talks to the parents and arranges for a hearing test. After a hearing impaired student has been identified as needing additional services, he or she should have an audiological check at least once a year (at the parents' expense), psychological tests if needed, and an achievement test twice a year. Tutors can provide in-service aid to the regular classroom teacher who has a hearing impaired student, and there is continuing contact between tutor, speech clinician, classroom teacher and parents.

4) Prescriptive Diagnostic Services are considered school-based because they are short term services designed to place a child in a regular classroom - or to keep him there. There are two such services: The Prescriptive Instruction Center (PIC) at Anwatin Learning Center, and the Child Behavior and Learning Clinic at General Hospital.

The PIC began as a federally subsidized regional program but is now supported by the Minneapolis school system. It serves about 50 children a year. Its purpose is to diagnose the problems of elementary age school children with learning difficulties and to prescribe teaching methods and materials for each student. Busing is provided for each child enrolled in a special classroom at the Center for a period of 11 days. The child receives a detailed assessment by a diagnostic classroom teacher, a psychologist, a school social worker, and a specialist in methods and materials who is knowledgeable in remedial materials and techniques. The child's home teacher is included for half a day, and his parents are closely advised. The parents must agree with the decision before any action can be taken on placement of the child.

PIC also operates on an "out-patient" basis, observing children with less severe difficulties in their own schools. Some children may already have been assessed elsewhere and need only the teaching materials PIC offers on loan to specially trained teacher tutors. Four diagnostic prescriptive specialists perform this service, working under the direction of the coordinator of the Resource Program. PIC would like to be able to serve more children - especially older children - but lacks money, staff and space, and has found few materials sophisticated enough for use in secondary schools.

General Hospital's Child Behavior and Learning Clinic is staffed by a pediatrician specializing in neurological handicaps, a clinical child psychologist, a speech and language clinician, and a diagnostic SLBP teacher. The program is funded by the hospital, the Children's Bureau and the Minneapolis Public Schools. It serves any Hennepin County child, preschool through third grade, who seems to be functioning above the retarded level but is having problems with school work, (e.g., reading, math or language skills), or shows behavioral disturbance or evidence of possible neurological abnormality. Requests for service may be made by school personnel, doctors, social workers, or any interested party. In 1973 44 Minneapolis children were referred to the clinic.

5) Homebound Instruction provides individualized teaching for pupils absent from their regular school because of prolonged illness or disability. It provides 5 hours a week of instruction by a qualified teacher, usual-

ly in the student's home. This year an estimated 208 students will be served.

6) Senior High School Program for Educable Mentally Retarded (EMR) Students provides education and preparatory work experience for 353 students, using regular classes, special classes, and employment as learning situations. Presently 167 pupils are involved in the work-study program. This career education program employs 12 special class teachers and 11 special need teacher coordinators. The 1974-75 budget is approximately \$400,000. Students may be in special classes part of the day.

7) Division of Vocational Rehabilitation Program serves 1200 students whose mental or physical disabilities are a substantial handicap to employment. The 5 vocational adjustment coordinators identify handicapped students and purchase services which are not available through the Minneapolis schools, such as medical and psychological evaluations, evaluations at private rehabilitation facilities, and provides work habit skills, and on-the-job training. In addition counseling, job-placement and follow-up services are provided. MPS, state and federal funds for the program are \$450,000 and this project serves students 15 years of age and older.

8) Junior High School SLBP Needs Assessment Program is a federally funded Title VI-B project with a budget of \$96,000 for 1974-75. One coordinator and 6 part-time tutors will assess all 8th grade students in MPS (4,250) to identify those pupils who are in the greatest academic and behavioral difficulty. The screening will include the use of attendance and cumulative records, teacher ratings and test scores. Students found to have special problems will be assessed individually. A model SLBP junior high school program will operate in 1975-76 if the project receives second year funding.

9) Vision-Impaired Services are provided by Special District 287, and the MPS pays tuition for this program. The vision program, begun in August 1973, involves a Vision Team of 4 itinerant teachers who serve 60 children in Minneapolis. It is the only program presently serving visually-impaired children in the MPS system, and the administration is not under school-based services.

A visually-impaired child is defined as "any child they serve," depending partly on the particular eye condition, but mostly on how the child functions in the classroom. Some of the children are legally blind, while others have only slight handicaps. Nearly all attend their own schools. The vision teachers serve as child advocates and as a support staff, helping the classroom teacher and the child with their greatest needs, which may include developing programs, providing materials, and tutoring in special Braille skills.

Referrals to the program come from State Services to the Blind, school vision screening, classroom teachers, parents and doctors. State Services to the Blind is a valuable resource for the Vision Team, providing counseling, job training, employment services and special materials.

District 287 also operates a preschool program for vision-impaired children which includes 10 from Minneapolis. The vision teachers provide family counseling, teach methods of child development, or suggest appropriate nursery

schools, for which the local school districts are encouraged to pay the tuition.

In 1969 the legislature authorized Joint Independent Special District 287, an Area Vocational-Technical District started in 1967, to provide services for handicapped children.³ The district is financed by federal funds and by special tax levies from the 13 of Hennepin County's 15 school districts who chose to belong. Minneapolis does not belong officially, but by special arrangement uses District 287 services, for which it pays.

The Six Special School Programs

1) Programs for Students with Serious Learning and Adjustment Problems serve children who are emotionally disturbed, socially maladjusted, or have severe learning disabilities. As defined by the United States Bureau of Education for the Handicapped, children with serious emotional disturbances exhibit over a long period of time and to a marked degree one or more of these characteristics: an inability to learn that can't be explained by intellectual, sensory or health factors; an inability to build or maintain satisfactory personal relationships with teachers and other children; inappropriate types of behavior or feelings in normal circumstances; or a general mood of unhappiness or depression. Some experts include in the term "socially maladjusted" chronic juvenile offenders, incarcerated delinquents, or those children who show other forms of special behavior problems to the degree that they seriously interfere with school learning.

During the 1974-75 school year, the Minneapolis Public Schools will serve some 2800 students with such problems in 20 special school programs at a cost of \$806,863. Descriptions of 5 of the 20 programs will follow. Three of them serve children with emotional or educational problems. Madison School and the School Rehabilitation Center, both public school facilities; and St. Joseph's Home for Children, a community facility. The Armatage and Franklin Learning Centers serve children with severe learning disabilities.

At Madison School there is an extensive program of special classrooms for children with serious adjustment problems. There are 12 children, 4 to 6 years old, in the preschool program for children with emotional problems, which uses behavior modification techniques in a special class for half the school day. When possible the children then move to the regular kindergarten program at Madison for the rest of the day. Thus, teachers can observe how the children use what they've learned in the special program when they're in a normal grouping. Some may spend the entire kindergarten year at Madison, with the expectation that they will then go into school-based programs in their home schools. There are always more applicants for this program than it can accommodate. Referrals come from parents, social workers, teachers and clergy, but they are always initiated at the home school.

Madison has 7 classrooms of 8 children each for grades 1 through 6. There is one teacher and one aide for each class, with 6 additional teachers for activities. When students develop adequate behavior controls they return to their home schools. Some principals claim that returning students are below grade level academically - but the fact is that Madison's goal is not to tutor children to bring them up to grade level, but rather to in-

fluence their behavior so they can function in regular classrooms. The usual criterion for referral to this program is called "school excuse" behavior. In such cases, the home school finds it impossible to arrange an educational program for the child within his own classroom. The program is not intended for retarded or psychotic children, who are served in other ways. (The psychotic child may be referred to special residential facilities in the state or to University of Minnesota Hospitals.)

The new North of Lake Community School, to be completed in 1975-76, will include an expanded program for Madison, with places for some 100 students.

School Rehabilitation Center provides a comprehensive alternative educational program for 60 educable retarded students who are not making gains in their special classes in their home schools. The staff of 9 works with students to help them achieve their vocational and educational goals. Job placement in the community and vocational training are available for some students on a part-time basis. Students who participate in the program may be potential dropouts, disinterested in school, or a disruptive influence on other students. Classes are available in academic subjects, homemaking, shop, music, art, gym and in the community. Counseling is available for students. The students are evaluated upon entering the program.

St. Joseph's Home for Children, although not a part of the Minneapolis school system, serves over 500 Minneapolis children with severe emotional problems. The home is part of the Catholic Diocese of St. Paul. Some of its funds come from Catholic Charities, some from private endowments, the United Way and tuition fees, with a large portion supplied by Hennepin County. The Minneapolis Special Education Department provides 13 teachers.

St. Joseph's provides 4 programs: the Day School, the Residential Center, the Shelter, and the Diagnostic Center. The goal is to work with an entire family so that the children can feel secure when they move out into the community. Referrals come from home schools, clergy, county welfare, parents - and some children, who hear about the school and come on their own.

The *Day School Program* serves 24 children, ages 5 to 11, who attend class and get help with their behavior problems, but go home at night.

The *Residential Center* is a treatment center for 44 children who live there temporarily, although they may go home weekends. About one-third of them continue to attend their home schools. Usually a county social worker helps the family try to resolve the chaotic home conditions causing the child's problems.

The *Shelter Program* is a 24-hour-a-day Crisis Center for emergencies. Its clients might include children whose parents have been killed or injured in an accident, or adolescents who have no place to go. Last year it served 1,000 children, from infancy through 17 years of age, 478 of whom were from Minneapolis schools.

At the *Diagnostic Center* up to 12 children at a time can be observed in a classroom setting to assess their learning styles and ability to function normally. Children spend 30 days in this program; last year 92 used the service. There is a waiting list.

The Learning Center for Elementary Learning Disabled Students at Armatage serves 28 children in a program which combines behavior modification with teaching of basic skills for severely learning-disabled children. Individualized instruction is provided. The child's home must apply for placement and notify parents of such action. The objective is to have children back into their regular classrooms within two years or less. The program serves as a University of Minnesota Special Education field training station for graduate students in a SLBP training program. It is staffed by 4 SLBP teachers, four aides and a one-half time coordinator.

The Learning Center for Junior High Learning Disabled Students at Franklin is in its second year. Its program is similar to the one at Armatage and serves 20 seventh graders - 19 boys and 1 girl. It is staffed by two full-time teachers and a third who functions as the special school coordinator. Its 1974-75 budget is \$41,196.

In addition to the five programs described above, children with emotional problems or severe learning disabilities also receive long or short-term care at the Hennepin County Home School, which serves 110 Minneapolis students; Hennepin County Detention Center, 457; Bryant YES Center, 70; Institutional Community Continuum, 48; University Hospitals, 99; Abbott Hospital, 130; Loring Nicollet Center, 37; Fairview Hospital, 136; Lutheran Home for Girls Shelter, 28; and Pharm House, 5. (1973-74 figures)

2) Special Classes for the Trainable Mentally Retarded (TMR) provide an education for TMR children in several schools, such as Emerson and Sheltering Arms. There is a staff of 75 to 80 professionals and para-professionals, with a budget of \$461,013 for 1974-75. State guidelines define a TMR child as one whose mental development or functioning level is less than half that of the average child. While IQ tests are under scrutiny for their accuracy in testing the capacities of students, TMR children are generally considered to be those who score below 50 on IQ tests. TMR children who cannot profit from a school experience might be served at day activity centers or at state institutions.

In 1971 scattered TMR classes were consolidated at Emerson School, putting 90 children into an ungraded program. The school population doubled after a 1971 state law made it mandatory to train TMR students. The Emerson staff of 59 now cares for 114 elementary and 70 junior high pupils, 3 out of 5 of whom are boys. Their problems are many: 34% have some degree of reduced hearing, 10% are not toilet trained, 12% are non-verbal, 56% have multiple handicaps. Four of the children are legally blind. Students are re-evaluated every 8 weeks. Since parent involvement is very important to the program, a parent group meets weekly.

The overall goal of the program is to train as many of the children as possible in basic skills for independent living. Emerson is still developing, especially the program for the junior high group. It is hoped that its scope can be enlarged to include vocational training, so that as many of the children as possible can become self-sufficient socially, economically and physically.

Sheltering Arms was established originally as a private orphanage and used later as a hospital for polio victims. An experimental partnership with the Minneapolis schools, begun in 1955, educates trainable and

low-level educable mentally retarded children. The Minneapolis school system provides teachers, materials and transportation, with Sheltering Arms providing all other staff members, buildings, maintenance, etc. Presently enrolled are 65 students in the 5 to 14 age groups, with a staff of 25. Great emphasis is placed on parent participation and on goal-setting by the students themselves.

The Cooperative School Rehabilitation Center at Glen Lake, operated by Independent School District 287, serves 89 Minneapolis TMR children, age 14 through 21, who can profit from a school experience. The Minneapolis school system pays tuition for these children, who are mainly students from Emerson or Sheltering Arms. The educational program is a high school equivalent adapted to the needs of the retarded with a strong emphasis on vocational training. Each day a student goes to 5 or 6 different program areas selected from the 31 options available.

In addition to the above programs a Child Development Laboratory at Emerson provides an education for 16 students, ages 5 to 12, who have never attended a public school before. At Michael Dowling School for Crippled Children 59 TMR students are given special education.

3) The Program for Hearing-Impaired Students, with a budget of \$472,557 for 1974-75, serves children not ready for "mainstreaming" into regular classrooms. At Lyndale and Hamilton Schools, 26 teachers serve 108 children at the preschool and elementary level, including 15 four-year olds in a nursery program. Preschool children not yet ready for regular classrooms may attend special classes at Hamilton and Lyndale. Both schools provide options for the child to spend part of the day in a regular classroom. All the teachers are trained teachers for the deaf. District 287 provides service for 85 secondary hearing-impaired students.

The goal of the hearing-impaired program is to place the child in the most appropriate educational setting. For most children with moderate and severe hearing loss, this would be in his home school with special education support.

4) Programs for Preschool Handicapped serve primarily hearing and visually handicapped preschoolers through the federally funded experimental UNISTAPS program. As the name indicates, this is a demonstration project under joint direction of the UNiversity, the STate, and the Minneapolis Public Schools. It is located at St. Anthony of Padua.

In January 1975 the program expanded to include any preschool handicapped child from birth through age 4 or 5. Referrals are now being taken. The project could handle 36 more children. Presently the 15 children in the vision program are all legally blind and 11 of these children have multiple handicaps. The program offers parent counseling, individualized home programs, support services to nursery classrooms, teacher in-service training, and coordination of necessary services offered by other agencies.

UNISTAPS is available to hearing-handicapped preschoolers through referral from an audiology clinic or at the parents' request. There is no waiting list. The youngest child in the program is only 6 months old. The children come to Whittier with their mothers twice a week. Parent involvement is the key to this program, as it is for the visually-impaired. Parents are trained to work with the child and to acknowledge and accept his hearing loss. Brothers, sisters, grandparents and even babysitters are involved in the program. The hearing program serves 25 children.

The program also covers the cost of tuition to regular nursery schools to enhance the children's social development and language skills. In addition, a number of the children attend small nursery classes at Whittier. One class, meeting two mornings a week, provides intensive work on language and conceptual skills for children whose language is developing. Another class, meeting 3 mornings a week, serves children whose speech and language are functioning at a lower level. The mothers do much of the teaching in that class.

5) Children with Physical and Multiple Handicaps attend Michael Dowling School for Crippled Children. This is Minneapolis' major facility for children with physical handicaps, serving 168 students with a wide range of disabilities, including children whose orthopedic handicaps require an architecturally barrier-free environment. Its supportive services include help from family and medical social workers, physical and occupational therapy, special learning disabilities tutoring, practical arts, adapted physical education, adapted industrial arts, speech and language therapies, and specialized instruction for the hearing-impaired. Children can enter its ungraded, highly individualized educational program as early as age 4, with 23 preschoolers presently enrolled. Suburban students may attend but must pay tuition.

On the secondary level, 36 physically handicapped pupils attend regular classes at Marshall-University High School. Special personnel for the program include 3 licensed practical nurses and 2 aides who also serve as typists and stenographers for the handicapped students. Aides are available in the classrooms to help with special writing needs.

Other facilities serving children with multiple or physical handicaps are University Hospitals, 157 students; Shriners Hospital, 130; Kenny Rehabilitation Institute, 7; General Hospital, 26; United Cerebral Palsy, 10 young adults. (Figures are for the 1972-73 school year.) In addition, some schools, such as Hale, make special arrangements to keep students with temporary disabilities in their regular classroom.

In total, the programs for the physically and multiply handicapped will provide approximately 65 professionals and paraprofessionals serving some 526 students.

6) The Program for Pregnant School Girls and School Aged Parents is budgeted at \$120,016 for 1974-75. It provides counseling and a school for pregnant girls who do not wish to attend their home schools. Located at Holmes School, the Special Education Continuing Education Center serves about 170 students each year. There are 4 full-time, 5 aides and 4 part-time staff members, including a social worker, an outreach social worker, a public health nurse, and several tutors. The program provides work orientation and training and offers the supportive health and personal counsel and the social services that the students' special situation requires. Girls who wish to remain in their home schools can use the Center's liaison-outreach program. In March 1974 a Mother Infant Care Education Program at North High School was established. It is a day care center for the children of 15 girls attending school.

The School-Based and Special Schools described in this section are mainly long-term, continuing services. Some short-term, experimental projects, of which there are several, have not been mentioned.

PRESCHOOL PROGRAMS

A number of new programs for preschoolers and exceptional children are in the planning or experimental stages as a result of the Handicapped Children's Early Education Assistance Act, signed into law by President Lyndon Johnson in September 1968. This Act provides grants to public and private agencies to set up experimental preschools and early education programs for exceptional children. School systems may set up preschool programs which would be reimbursed by state funds but they are not required to do so under Minnesota's law.

Most authorities agree that children's problems should be detected early, but that this process may result in labeling or classification, with their accompanying disadvantages. Although Shirley Moore, Professor of Child Development at the University of Minnesota, points out that no good screening devices have yet been developed for detecting certain problems, many concerned educators, including John Groos, Director of the State Special Education Department, would like to see a preschool program for the handicapped mandated on a state-wide basis. Dr. John Adams, Director of the Minnesota State Education Assessment Program, wants a pre-kindergarten assessment project focused on the program needs of the exceptional child, so that the schools might be able to change their regular programs to fit the child, rather than labeling the child as handicapped.

A proposal by Wayne Erickson, Special Assistant to the State Commissioner of Education and author of "The Purposes, Philosophy and Goals of the Minnesota State Education Agency," would provide readiness training for pre-kindergarten children throughout the state. Hearings on this document have been held state-wide, but the results remain to be seen.

The Program for Preschool Handicapped at St. Anthony of Padua (p. 15) will serve as a model for the newly developed State Guidelines: Preschool Educational Programs for the Handicapped in Minnesota in serving all handicapped children.

Meanwhile, there are several programs outside the Minneapolis school system, programs already in progress, which are of particular interest. Expanding Development Growth Through Education (EDGE) is a federally funded experimental preschool intervention program being conducted as a research project by the University of Minnesota. This project works with Downs-Syndrome (Mongoloid) children from birth, providing extensive education to both parents and child. Normally, such children would automatically have been placed in a class for the trainable mentally retarded. However, with this special school training, many can be "mainstreamed" into regular kindergarten classes. As a result, the public, the schools and many members of the medical profession may have to be re-educated in regard to expectations from these children.

Another unique preschool program outside the school system is located at Washburn Child Guidance Clinic. In its third year of operation, this pilot project is funded by a grant from the Department of Health, Education and Welfare (HEW). The project serves 14 boys and 5 girls

from 14 months to 5 years of age who have been diagnosed by psychological and case work evaluation as being high risks for developing academic or social learning disabilities in elementary school. Parents are involved in this project, too.

Further afield, the Brookline Early Education Project (BEEP) is a Massachusetts experimental preschool project receiving national attention. The program began in Brookline, a suburb of Boston, where 13% of the school budget is spent on remedial programs. Despite the amount of money spent, there was little success with the children. BEEP, in working with children before they begin school, may prove whether special attention in the early months of life can help reduce learning disabilities and school failures in later years.

The BEEP program was designed to test a thesis developed by Dr. Burton White, director of the preschool project at Harvard Graduate School of Education. Dr. White has studied hundreds of children and has concluded that "if a child is 6 months or more behind in academically relevant areas, such as language and problem solving skills, at 3 years of age, he is not likely ever to be successful in his future educational career." He also feels that the actions of the mother are very important, especially in the child's second year.

To test Dr. White's ideas in a school system, BEEP is studying 225 infants and their parents, with each child assigned to one of 3 groups. Those in Group A receive frequent home visits, those in Group B, some, and those in Group C, none. Each child in the project has a thorough neurological examination two weeks after birth, with the examination to be repeated every few months in an attempt to detect sensory deficits in vision, vocalization, hearing or motor coordination that might lead to learning problems later. Dr. White hopes that the project will bring about changes in the amount of money school systems spend on young children, and that it will alert pediatricians to the importance of detecting early signs of learning handicaps.

IDENTIFICATION OF EXCEPTIONAL CHILDREN

Exceptional children are located by census, screening or referral.

Census - Minnesota statutes, like those in 33 other states, require all school districts to conduct a school census to locate all children from birth to age 21, and to identify all handicapped children. However, the state official interviewed felt that data received in this way is not only inaccurate and unreliable, but unused.

Screening can be done in several ways. Because the detection and diagnosis of physical handicaps is an important part of the early education process, vision and hearing screening is a regular feature in the Minneapolis Public Schools.

Every year children in pre-kindergarten, kindergarten, 2nd, 4th, 6th, 7th, 9th and 11th grades are tested for near-sightedness and color-blindness, using the Snellen test. Some authorities feel that the Snellen test is inadequate, since it does not detect far-sightedness, astigmatism or peripheral problems. Some suburban schools use special machines for more thorough examinations. The Health Services Department plans to evaluate the efficiency of the Snellen test next year.

Hearing screening is done on approximately 16,000 children each year in kindergarten, 1st, 2nd and 3rd grades. Prior to 1971 group tests were used in the 2nd, 4th and 6th grades, but had little value and were discontinued.

The Minneapolis Hearing Society, a private group, conducts preschool vision and hearing tests using PTA volunteers. In 1973 it screened 3,000 preschoolers in 58 of the city's 67 elementary districts, and administered hearing and vision tests at day care centers, settlement houses, Head Start centers and nursery schools. The preschool hearing screening is not completely reliable, since certain types of hearing loss are not detected.

Several Minneapolis schools such as Kenny screen pre-kindergarten children in May and April to be able to make appropriate referrals in the fall when students enter kindergarten. An example is that children may be referred to the speech therapist or for a hearing test if they do poorly on the Wepman test for auditory perception screening.

At Holland School a special education resource teacher has been relieved of some of her duties in order to screen every one of the school's 63 kindergarten children. After screening, individualized programs are developed for all children.

In suburban Fridley, 97% of all four year olds were tested at a preschool screening clinic to identify those most likely to have adjustment problems and those who showed a lag in social or cognitive development. Volunteers helped with the vision and hearing tests while psychologists or elementary counselors administered a battery of tests to each child. 13% of the children screened had vision or hearing problems that needed attention. An

"intervention project" for 20 of the most handicapped children and their parents seemed to show positive results. Focus of the program is on the learning-disabled child.

(see LWV Study Issues in Special Education on preschool screening.)

Referral is a third method of identifying existing or potential handicaps. Referral can be made by agencies, parents, or anyone else, but it is usually the child's teacher who notices a problem and notifies the special education teacher or the school social worker. Research shows that well trained teachers are the best screeners, and that well trained kindergarten teachers are the best predictors of all. Parents have a voice in referring children with problems for special placement, as does any interested adult.

One new approach to the problem of referral is incorporated into an Arkansas statute which states that the school must test and evaluate every child that a parent or guardian believes to be handicapped, regardless of the opinion of the school officials. Minneapolis parents do not now have that option, but must find private testing facilities.

PLACEMENT OF EXCEPTIONAL CHILDREN - REFERRAL AND APPEAL PROCEDURES

The Minneapolis school system has recently put into practice three new referral procedures: 1) a student support team within each school, usually including the school social worker, principal, classroom teachers, nurse, school psychologist and special education teacher; 2) a Special Education Referral and Coordinating Committee (SERCC) composed mainly of special education personnel but including others; and 3) an administrative appeal process for placement review. All of them invite parent participation.

As stated above, most referrals start with the classroom teacher. When she thinks a child may need help, she can ask the special education teacher for a copy of the School Behavior Profile (Appendix A) which is used as a diagnostic tool. A cluster of checkmarks in 4 of the categories or a total of 24 or more checkmarks indicates that a child might indeed need help. The classroom teacher gives the completed form to the special education teacher, who gives the child a battery of tests. An IQ test is not included, because parents must give written permission before IQ tests can be given, and a psychologist must be called in to administer them. If the tests indicate that special placement may be needed for a child, the student support team makes the decision.

The student support team may meet once a week. Its main purpose is to make sure that decisions about placement are not made by one person in an arbitrary or capricious manner. It also decentralizes the decision making process by letting the local school make most of the decisions. In practice, the principal is the prime decision making authority in the local school, but where there is a well functioning support team the principal is a member and the decision is made as a group process. The parents of a student being considered for special placement may attend the meeting if the school social worker invites them; the invitation is not always extended.

When it seems necessary to provide a child with special programs outside his home school, the student support team refers the matter to SERCC, which must approve the placement of any child with complex problems. Placements in special schools or programs and in self-contained classes for the educable mentally retarded go through this committee. The purpose is to provide services to seriously handicapped students beyond those available at their local schools.

Only between 5 and 10% of all special education placements go to SERCC, since most of them are dealt with by the student support teams at the local schools. Nevertheless, SERCC gets about 50 or 60 requests per month, about two thirds of which are usually processed by the staff. The committee deals with the rest at formal conferences held twice a week.

Parents usually receive a call from the local school just a day or two before their child is to be discussed at a SERCC meeting and are invited to attend, but they get no written notification; nor are they informed in writing of their right to appeal SERCC's placement of their child. If they seem dissatisfied with SERCC's decision, they are then told of their right to appeal.

Formerly, parents received a questionnaire which also informed them that their child was being considered for special education services, notified them that the support team and SERCC meetings would be held, and told them of their right to attend. The questionnaire still remains, but the paragraph with the special education information has been deleted. Reasons given for the change are that 1) parents were being asked to sign a planning questionnaire or to give permission for service before their child was even referred to that service, and 2) according to social workers, some parents are automatically hostile toward special education because they don't understand the term. However, most experts feel strongly that parents have a right to be informed and involved in their child's placement.

The third component of the official referral process is the administrative appeal for placement review, which may follow a SERCC hearing, and brings the matter to the Director of Special Education for decision. The few cases reaching that level include formal parent appeals, complex cases, particularly those where no existing program is appropriate or when all resources have been exhausted, and disagreements between the principal of the local school and the special education department. Although there have been approximately 213 referrals to SERCC so far, only 2 administrative appeals have been made by Minneapolis parents.

In addition to local placement and appeal procedures, Minnesota special education laws provide that parents have the right to appeal to the Commissioner of Education if they believe that their child is not being given an appropriate educational program. Although 72,000 handicapped children were served by special programs in Minnesota in 1973 only 8 formal appeals from parents were brought to the Commissioner. Two of them were from Minneapolis. One of two conclusions can be drawn: 1) either nearly all Minnesota parents and children are satisfied with the special education programs, or 2) only a few parents are aware of their right to appeal. The Minnesota Special Education Department is preparing a brochure to explain the appeal process to Minnesota parents.

The Minneapolis Special Education Department is preparing a handbook describing all of its special education programs, placement and appeal procedures, to be used as a reference for student support teams in each school. At present there are plans to distribute a booklet to parents and to the general public.

On the national level, court cases are producing some positive changes in attitudes toward special education placement and are responsible for bringing much needed reforms in the education of exceptional children. One important case is the Pennsylvania Association for Retarded Children v. Pennsylvania (E.D. Pa. 1971), in which a consent agreement was reached providing that retarded children have a right to an education and that notice and a hearing must be accorded any allegedly mentally retarded child recommended for any fundamental change in educational status. The court ruled that the plaintiffs, severely retarded children, were entitled to an education, and to a full "due process" hearing before being assigned to a special class. In Mills v. the Board of Education of the District of Columbia (D.D.C. 1972) due process was also required before classification to a special program, but this time for the whole spectrum of exceptional children.

These equal protection and due process concepts are found in the Constitution, which provides that laws must be applied with adequate safeguards so that a person will not be subject to arbitrary or unjustifiable deprivations. As Wolf Wolfensberger, Professor of Special Education at Syracuse University, has stated, "We need safeguards to protect any group that is devalued by society."

As established in these two court decisions, due process rights for parents and children include: 1) right to prior written notification concerning any proposed change in educational program; 2) right to an impartial hearing; 3) right to call witnesses; 4) right to counsel; 5) right to present evidence; 6) right to examine all evidence; 7) right to hear all witnesses; 8) right to cross examine adverse witnesses; 9) right to appeal; and 10) right to a record of the hearings.

The Minneapolis public schools do not provide these ten rights, although printed guidelines promise "due process" and "equal protection" as objectives to be attained.

Illinois, Massachusetts, Connecticut and Tennessee now have laws requiring due process in special education placement. In Massachusetts, within five days after a child is referred by parents, school officials, etc., to determine if he needs special education, the Board of Education must notify the parents in writing in the primary language of the home of the evaluation procedures to be followed and of the child's right to individual evaluation at approved facilities. The parents must also be notified of the right to appeal. The schools then must provide the evaluation within 30 days after the written notice. This mandated schedule would eliminate the long period of waiting for service, which many Minneapolis parents have complained about.

THE MULTIPLE AND EXPANDING ROLE OF THE CLASSROOM TEACHER

Since the current preference in special education is to "mainstream" as many children as possible - that is, to keep them in their regular classrooms - the classroom teacher not only is responsible for much of the identification and referral of problems, but must also cope with students who have a wide range of abilities, including some with problems and handicaps. Often a resource teacher or social worker is in the building to give advice and offer special teaching materials, but it is the regular teacher who spends most of the school day with these children while trying to cope with the day-to-day problems and learning needs of as many as 30 or more other children in her classroom.

Dr. Stanley L. Deno of the University of Minnesota's Department of Special Education feels that it's often difficult to separate the child's handicaps from the school system's failure to meet the child's needs. He would require special education courses for all future teachers. However, the University's elementary and secondary teacher training programs neither require nor recommend any special education courses, nor does the state require any special education courses for teacher certification.

Right now, Dr. Deno would put special emphasis on in-service education of tenured teachers, because: 1) they need help in keeping up with new developments in the rapidly changing field of special education; 2) they need help in individualizing instruction for the wide range of differences present in their classrooms; and 3) with so little demand for new teachers, educational practice is likely to be influenced for a long time to come by those already teaching in the classroom. Others agree that all regular teachers should receive in-service training. For example, Mrs. Fran Anderson, past president of the Minneapolis association of Children with Learning Disabilities, describes the group's aims as: 1) requiring in-service training in special education for teachers, and 2) changing requirements for teacher certification to include special education training.

Several of the Minneapolis classroom teachers who were interviewed disagreed with Dr. Deno and Mrs. Anderson. They felt that having a special education teacher in the school, plus the outside resources now available, provided enough in-service aid for the regular teacher. Outside resources include the Prescriptive Instruction Center (PIC), mentioned earlier, which gave approximately 250 teachers in-service help last year by providing teaching methods and materials for specific children in their classrooms.

Another resource is a voluntary professional growth class developed for elementary teachers by James Kenny, Director of Health Services. Called "The Teacher's Role in Observation and Management of Health Problems in the School-aged Child," it covers health-related topics such as psychological effects of illness and hospitalization, child abuse, respiratory diseases, heart disease and drug abuse. 50 to 100 teachers have attended.

A Title III program, Curricula Interact Project, with a budget of \$500,000 for three years, will develop teaching materials for upper elementary classroom teachers to use with exceptional children in their classes. It will also serve to improve communication between resource and classroom teachers.

At the present time, in-service training is given to regular teachers who have vision and hearing-impaired children in their rooms.

The new Mainstream Training-Dissemination Project funded with \$95,959 for 1974-75 from the United States Office of Education, Education Professions Development Act will train 42 elementary classroom teachers to work with exceptional children in the regular classroom. Dr. Ida-Lorraine Wilderson is the project director.

EDUCATING THE GIFTED CHILD

Although special education for gifted children is not considered part of the Minneapolis Public School's special education programs, it is included in this study because: 1) "gifted" is included by many professionals and laymen as part of the term "exceptional;" 2) The LWV of Minneapolis supports a city-wide program for gifted students, although at the present time the Minneapolis schools do not have a comprehensive program for the gifted; and 3) The Minnesota State Board of Education has included \$250,000 in its 1975-77 budget for high potential student programs. They define gifted individuals as "those who demonstrate outstanding capacities and/or potential to excel within their environment in one or more of the following: intellectual abilities, leadership skills, and creative production."

The MPS started an Elementary School Program for High Potential (Gifted) pupils in January 1975. Creative writing, social studies, modern languages, science and mathematics programs were developed for elementary schools requesting them for their 4th, 5th and 6th graders. Classroom teachers recommend students to participate.

The State Department of Education's Consultant for the Gifted, Lorraine Hertz, estimates that 5% of the school population is gifted. Thus, out of Minneapolis' school population of 55,230 there should be at least 2,761 gifted children. Although many schools have advanced sections, usually in reading or math, Waite Park is the only elementary school that has a full-time, self-contained, non-graded class for gifted children. (Some educators don't believe in ability grouping of this type.) On the secondary level, Central High School's Magnet Program offers students 50% of their class time for honors sections in up to three academic subjects.

There are also alternative schools, like St. Paul Open School, and Hale, one of several continuous progress schools in Minneapolis, where many educators feel that gifted children, as well as those with special learning problems benefit from the "work at your own rate" programs these schools offer. According to Barbara Dow, supervising teacher for the gifted upper elementary children at Waite Park School, many gifted children are misjudged because, out of sheer boredom, they often exhibit disruptive behavior. These children and many others realize greater potential when they aren't held back or pushed ahead by conventional or arbitrary grade level expectations.

As mentioned, one method of educating gifted children is putting them together in classrooms as a group. However, this excludes children of all other ability ranges from the gifted child's immediate surroundings, and could hinder his social and personality development by providing too narrow and restrictive an environment. It also deprives the regular classroom of the social stability and mental stimulation provided by the gifted child.

Another possibility in educating gifted children is "mainstreaming" - keeping the child in the regular classroom while providing additional challenging material with the help of special resource teachers. As with the education of most other exceptional children, this seems to be the most viable alternative.

CRITICAL ISSUES

The Minneapolis Department of Special Education is a leader in the field of serving exceptional children, according to many experts. Professor Maynard Reynolds, University of Minnesota Special Education Department, suggests that of the 24 largest cities in the country whose Special Education Departments are members of the Council of Great Cities, Minneapolis should be rated number one, because of its vigorous leadership in many innovative programs.

On the basis of national trends in special education, authorities raise the following questions about the program in Minneapolis:

Is there a need for a new school census, in view of the stress on early identification of problems?

Should research be done to find more satisfactory screening devices for very young exceptional children?

Is there a need for an expanded preschool program for the handicapped so that youngsters could be helped early in their lives?

Should Minneapolis provide to its students the rights of due process similar to those accorded in some other states?

Should in-service training in Special Education be provided for all classroom teachers and school personnel? Should a course in Special Education be required for all elementary and secondary teachers at the state teacher training institutions?

Should the Special Education Department provide to all parents of school children information detailing the programs it has available, its identification, placement and appeal procedures? Should it provide similar information for the general public?

Should a health assessment be required for all children at critical points in their lives, such as at starting school?

Does the identification procedure locate all children needing special education services?

Is there a "quota" system in effect for determining how many children will be accepted into certain programs?

FOOTNOTES

- 1 William Cruickshank, Education of Exceptional Children and Youth, 2nd ed. (New Jersey 1967), pp. 3-4.
- 2 David P. v. California Department of Education, No. 658-826 (California Super, Ct., San Francisco County, Nov. 1973). Clearinghouse Review, Jan. 1974, p. 547. This class action suit on behalf of neurologically handicapped children excluded from special education programs in California attacked the arbitrary limitation upon the percentage of handicapped children permitted to enroll in special education programs, the absence of due process procedures in special education placement, and the failure of the state to provide appropriate educational programs for all handicapped children.
- 3 Joint Independent District 287 also provides vocational and technical education for secondary and post secondary students in the 13 suburbs that form the district, and to Minneapolis students by contract.

APPENDIX A

Minneapolis Public Schools School Based Resource Programs

SCHOOL BEHAVIOR PROFILE

Child _____ Birthdate _____ Grade _____

Teacher _____ Date _____

The Special Education Resource Program greatly appreciates your help in identifying the children who need this additional service. Please respond to each item (Yes/No); yes, this is a problem in my classroom, no, this is not a problem in my classroom. If the item does not apply because of age or other reasons, please respond N/A. This document is confidential and will not become part of the child's permanent record. It will be used by the Resource Teacher to determine the need for additional assessment. It will also be used by the Student Support Team to help in planning an appropriate program for the child. If you have any questions or problems, contact the Special Education Resource Teacher in your building.

I. CONCEPT AND LANGUAGE DEVELOPMENT This child:

	Yes	No
1. Appears to have at least average intelligence, but has unusual difficulty learning some things		
2. Appears to have generally low intellectual functioning . . .		
3. Occasionally shows sparks of insight which indicate that he might be more intelligent than he appears to be		
4. Knows what he is doing incorrectly but doesn't know how to correct himself		
5. Avoids verbal response		
6. Has trouble expressing ideas - difficult to follow train of thought		
7. Reads (decodes) at a higher level than he comprehends		
8. Has difficulty transferring a learned skill to other situations		
9. Speaks in isolated words or sentence fragments		
10. Appears to have difficulty comprehending what's going on around him		
11. Appears to have difficulty with abstract words and ideas . .		
12. Has problems telling how things differ		
13. Has difficulty making simple associations (e.g., cup goes with saucer)		
14. Has difficulty sequencing pictures or events		
15. Has difficulty describing pictures or experiences		
16. Appears to lack common sense		
17. Has trouble making decisions		
18. Has immature oral expression		
19. Has a poor or erratic memory		
20. Has limited knowledge of general information		

II. PERCEPTUAL He/She:

Auditory

21. Has trouble discriminating among sounds of letters or words..	
22. Has difficulty following verbal directions	

Auditory (Continued) He/She:

Yes No

25. Has difficulty with oral spelling
26. Spells phonetically rather than using standard spelling
27. Jumbles syllables in spoken words (e.g. "aminal" for "animal"
28. Frequently reverses letters, numbers or words when repeating them
29. Often confuses different words with similar sounds (e.g. "pin" for "pen"; "busy" for "dizzy")
30. Has difficulty with rhyming

Visual He/She:

31. Confuses similar letters (e.g., b-d, n-u)
32. Reads words backwards (e.g., "was" for "saw")
33. Jumbles letter order in words when reading (e.g., "left" for "felt")
34. Reverses or confuses word order when reading
35. Ignores endings of words when reading
36. Reverses letters or numbers when writing
37. Misreads words, using initial letters as major clues
38. Misreads words, using configuration as major clues
39. Frequently reverses a series of numbers or letters when copying
40. Has figure/ground problems (e.g., fails to recognize a triangle when a circle is drawn over it)

III. ACHIEVEMENT Academically, this child:

41. Is average or better in some areas but unusually poor in others
42. Has trouble recognizing own errors
43. Works hard at reading and/or math, but doesn't do well
44. Forgets names of letters and numbers
45. Has trouble understanding what he reads
46. Avoids reading
47. Has poor word-attack skills
48. Has difficulty recognizing words he has seen frequently
49. Has a good sight vocabulary but poor word attack skills
50. Reads words presented separately, but has trouble when they are contained in a sentence or paragraph
51. Loses his place or skips words and lines
52. Inserts words or phrases
53. Spells bizarrely; neither you nor he can decipher the word
54. Has difficulty solving word problems
55. Has difficulty understanding basic math concepts
56. Has trouble telling time
57. Has difficulty with computational skills
58. Has trouble counting
59. Remembers basic facts one day but can't recall them a few days later
60. Lacks understanding of place value

IV. BEHAVIORAL The student:

61. Is discouraged by his academic problems
62. Has difficulty finishing work
63. Is overly precise and careful
64. Works quickly but inaccurately

BEHAVIORAL (Continued) The student:

Yes No

- | | Yes | No |
|--|-----|----|
| 65. Is distracted by sights and sounds in classroom | | |
| 66. Wiggles a lot, antsy, can't sit still | | |
| 67. Has short attention span | | |
| 68. When under stress, demonstrates inappropriate behavior | | |
| 69. Is overly dependent on teacher's assistance and approval | | |
| 70. Fails to seek assistance when he doesn't know what to do | | |
| 71. Disruptive, tendency to annoy and bother others | | |
| 72. Produces adequately in a one-to-one situation but not in group | | |
| 73. Frequently daydreams | | |
| 74. Is disorganized and/or messy | | |
| 75. Has difficulty in accepting correction | | |
| 76. Frequently out of place | | |
| 77. Is afraid to make a mistake | | |
| 78. Destroys property (his own or others) | | |
| 79. Frequently talks out of turn | | |
| 80. Functions best when time and activities are highly structured | | |

V. INTER-PERSONAL RELATIONSHIPS

- | | | |
|--|--|--|
| 81. Has very few friends | | |
| 82. Is extremely shy and withdrawn, prefers solitary activities | | |
| 83. Wants to make friends, but doesn't know how | | |
| 84. Wants to make friends, but his attempts alienate others | | |
| 85. Is overly afraid of new places or people | | |
| 86. Is upset by changes in routine | | |
| 87. Seems generally unhappy or depressed | | |
| 88. Has difficulty in separating fact from fantasy | | |
| 89. Takes things that belong to others | | |
| 90. Tells lies | | |
| 91. Acts superior to others | | |
| 92. Has abrupt changes in moods | | |
| 93. Loses his temper easily | | |
| 94. Cooperates sporadically, seldom, or never | | |
| 95. Has difficulty controlling behavior | | |
| 96. Self conscious, easily embarrassed | | |
| 97. Often engages in aggressive behavior, physical or verbal | | |
| 98. Avoids physical contact | | |
| 99. Is more comfortable with older children, younger children
and/or adults than with peers | | |
| 100. Is easily led, does what peers suggest even if inappropriate | | |

VI. PHYSICAL DEVELOPMENT

- | | | |
|---|--|--|
| 101. Is frequently ill | | |
| 102. Is frequently absent | | |
| 103. Is often unusually sleepy, tired, or hungry | | |
| 104. Has difficulty with gross motor activities | | |
| 105. Has confused handedness | | |
| 106. Avoids physical activities | | |
| 107. Appears to have an eyesight problem | | |
| 108. Has difficulty catching and throwing a ball | | |
| 109. Scissors and/or tools are difficult for him to manipulate | | |
| 110. Has difficulty with fine motor activities | | |
| 111. Has poor speech articulation (e.g., omits sounds, substitutes
sounds, stutters) | | |

PHYSICAL DEVELOPMENT (Continued) The student:

	Yes	No
112. Has irregular or messy handwriting.		
113. Finds handwriting to be very hard work for him		
114. Appears to have a hearing problem		
115. Is taking medication		
116. Is careless about personal appearance and/or hygiene		
117. Has difficulty hopping and skipping		
118. Has difficulty copying		
119. Has lots of trouble with buttons, zippers, shoe tying, etc.		
120. Has unusual difficulty assembling puzzles		

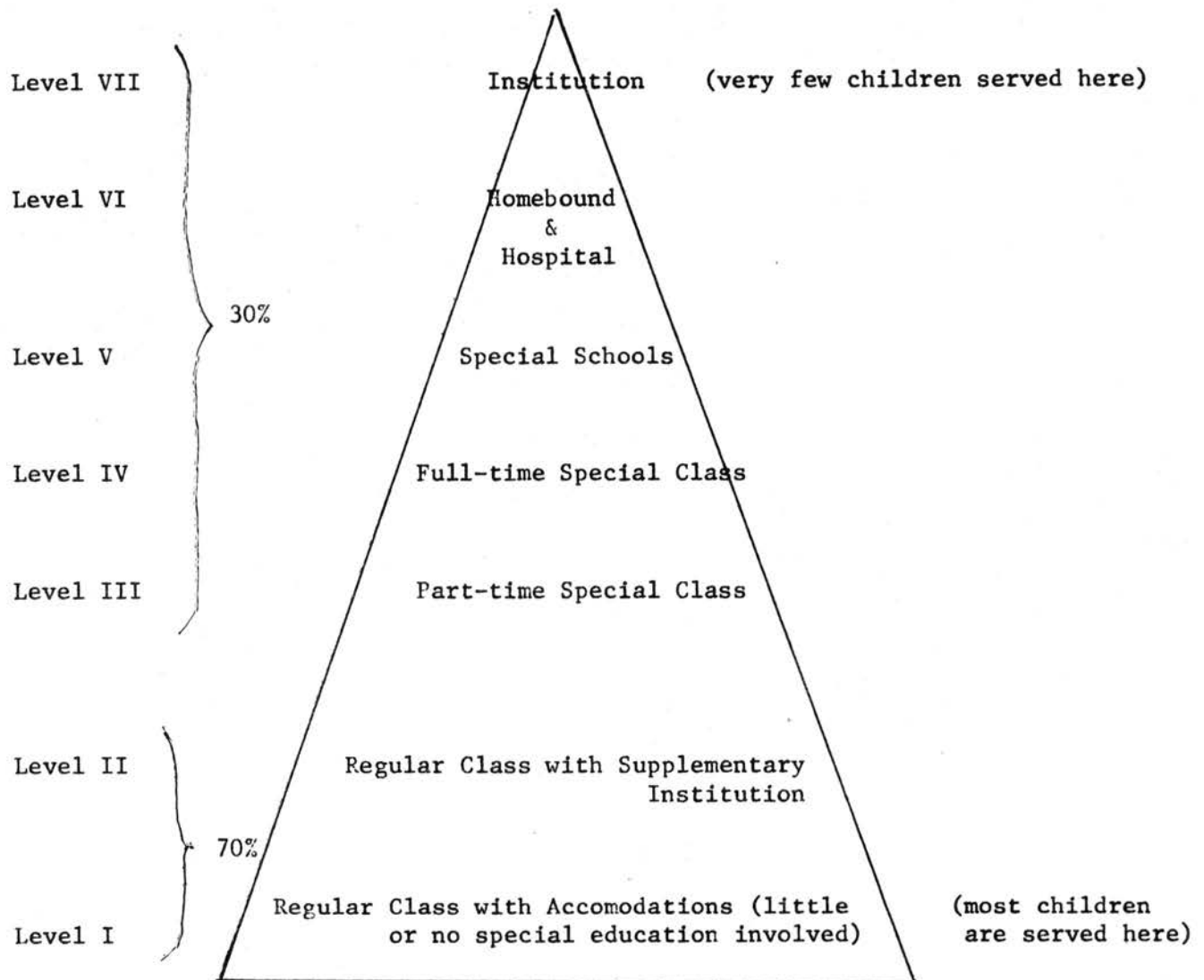
I. Resource Assistance (check appropriate statements)

- _____ a. I can handle this student's problems in my classroom with advice on materials and strategies.
- _____ b. I can handle this student's problems in my classroom, if student can receive some assistance external to my room.
- _____ c. Other recommendations (explain)

II. What are the child's strengths? (academic, social, special interests)

APPENDIX B

THE CASCADE SYSTEM OF SPECIAL EDUCATION SERVICE



This diagram shows how the Minneapolis Public Schools Special Education Department is organized. It also shows in a general way the percentage of children served at each level, with the most children served at levels I and II and the fewest children requiring the most specialized facilities. In actuality, this is only an ideal theoretical model, and the decrease is not as regular as the stylized diagram indicates.

APPENDIX C

RESOURCE ORGANIZATIONS AND PARENT ADVOCACY GROUPS

There are many groups which have been involved in improving conditions for exceptional children. They function in many ways. Some lobby, some provide supportive services and others attempt to educate the public about the problems of the handicapped. In addition many parent advocacy groups and legal services projects have helped to bring about significant changes in special education as a result of their litigation. The following are some of the national and local groups who help exceptional children.

1. The Council for Exceptional Children, 1411 Jefferson Davis Highway, Suite 900, Arlington, Va. 22202
local: The Council for Exceptional Children, c/o Evelyn Kamel, Emerson School, 1421 Spruce Place, Mpls., Minn. 55403, phone: 336-7729
2. National Association for Retarded Children, 2709 Ave. East, Arlington, Texas 76010
local: Minnesota Association for Retarded Citizens, 3225 Lyndale Ave. South, Mpls., Minn. 55407, phone: 827-5641
3. Minnesota Association for Children with Learning Disabilities, 1821 Univ. Ave., St. Paul, Minn. 55104, phone: 646-6136
local: Minneapolis Association for Children with Learning Disabilities, c/o Marian Bono, 3218 35th Ave. So., Mpls. Minn. 55406, phone: 724-7648
4. United Cerebral Palsy Association, Inc., 66 East 34th St., New York, N.Y., 10016
local: United Cerebral Palsy of Minneapolis, 360 Hoover Ave. N.E. Mpls., Minn. 55413, phone: 331-5938
5. National Legal Aid and Defender Association, 1601 Connecticut Ave., N.W., Washington, D.C. 20009
6. National Center for Law and the Handicapped, 1235 No. Eddy St., South Bend, Indiana 46617
7. Harvard Center for Law and Education, 38 Kirkland St., Cambridge, Mass. 02138
8. Mental Health Law Project, 1751 N. St., N.W., Washington, D.C. 20036
9. Legal Aid, 501 Park Ave. So., Mpls., Minn. 55415
10. Developmental Disabilities Legal Advocacy Project, 501 Park Ave. So., Mpls., Minn. 55415, phone: 338-0968, Neal Mickenberg, Project Attorney. (This project provides legal service without charge to develop mentally disabled persons, specifically the retarded, epileptic or cerebral palsy person.)
11. Minnesota Society for Crippled Children and Adults, 3915 Golden Valley Rd., Mpls., Minn. 55422
12. State Services for the Blind, C. Stanley Potter, 1745 Univ. Ave., St. Paul, Minn. 55108, phone: 296-2687

13. National Federation of the Blind, Inc., 1605 Eustus St., St. Paul, Minn. 55108, phone: 644-6400
14. Minneapolis Society for the Blind, 1936 Lyndale Ave., So., Mpls., Minn. 55403, phone: 377-7280
15. The Minneapolis Hearing Society, 2100 Stevens Ave. So., Mpls., Minn. 55404, phone: 370-0321, Harold Draving, Executive Director
16. Minnesota Hearing Association for the Deaf, c/o Gordon Allen, 1824 Marshall, St. Paul, Minn. 55104, phone: 644-3455
17. Minnesota Association for Parents of Hearing-Impaired Children, Mrs. H. Goddard, 2448 N. Oxford St., Roseville, Minn. 55113
18. Minnesota Council for Hearing-Impaired, Tom Spargo, 4017 Queen Ave. So., Mpls., Minn. 55410, phone: 927-5323
19. Minneapolis Association for the Hearing-Impaired, William Chapman, 13105 Oak Drive, Hopkins, Minn. 55343, Phone: 938-9480
20. Team Action for the Gifted, c/o Loraine Hertz, Consultant for the Gifted, Department of Education, 550 Cedar St., St. Paul, Minn. 55101, phone: 296-4072
21. Minnesota Special Education Department, Parent Appeals, Minnesota Department of Education, 550 Cedar St., St. Paul, Minn. 55105, phone: 296-2547

APPENDIX D

DIAGNOSTIC SERVICES

There are many diagnostic facilities in Minneapolis. Although the LWV cannot endorse any of the them, a listing of some of these services follows. Detailed diagnostic directories are available from both the Minnesota Association for Children with Learning Difficulties and the Minneapolis Association for Retarded Children.

1. AUDIOLOGY CLINIC - University of Minnesota Health Sciences Center, Minneapolis, 55455. (373-8740)
For any child with suspected hearing, speech, language or learning problem.
2. COMMUNITY - UNIVERSITY HEALTH CARE CENTER, 2016 16th Ave. South, Minneapolis, 55404. (333-2409)
For children up to 18 years of age, who live in the Greeley, Seward and Adams school districts, and meet certain financial qualifications.
3. CURATIVE SERVICES, 3915 Golden Valley Rd., Minneapolis, 55422. (588-0811)
Perceptual motor evaluation and training; speech and hearing evaluations.
4. DEACONESS HOSPITAL FAMILY HEALTH PROGRAM, 2315 14th Ave. South, Minneapolis, 55404. (721-2933, ext. 325)
Psychological and medical evaluation for children with learning, school adjustment and behavior problems. Emphasis is on low income, minority and Model City families.
5. DIVISION OF CHILD PSYCHIATRY, HENNEPIN GENERAL HOSPITAL, 5th and Portland, Minneapolis, 55415. (348-7650)
6. DIVISION OF CHILD PSYCHIATRY, UNIVERSITY OF MINNESOTA, Box 95 Mayo Memorial Building, Minneapolis, 55455. (373-8871)
7. FAIRVIEW HOSPITAL, DEPARTMENT OF SPEECH PATHOLOGY, 2312 South Sixth St., Minneapolis, 55406. (332-0282)
For any child with a speech or language problem.
8. KENNY REHABILITATION INSTITUTE, 1800 Chicago Ave., Minneapolis, 55404. (333-4251)
For school age children with speech, hearing, learning and/or behavior problems.
9. LAKE MINNETONKA MENTAL HEALTH CENTER, 250 North Central, Wayzata, 55392. (473-1266)
Diagnostic testing for Hennepin County residents.
10. LUTHERAN SOCIAL SERVICE, 2445 Park Ave., Minneapolis, 55405. (339-0821)
Psychological testing, psychiatric consultation, parent-child counseling, etc; no eligibility requirements.
11. THE MINNETONKA CHILD PSYCHIATRIC CLINIC AND DAY HOSPITAL, 11601 Minnetonka Mills Road, Hopkins, 55443. (935-2800)
Diagnostic evaluations for children with emotional problems.

12. THE MINNEAPOLIS HEARING SOCIETY, 2100 Stevens Ave. South, Minneapolis, 55405. (335-3119)
Audiological evaluations.
13. MINNESOTA REGIONAL HEARING CENTER, 2525 Franklin Ave. E. Minneapolis, 55406. (339-0814)
Audiological and speech evaluations.
14. MUSCULAR DYSTROPHY ASSOCIATIONS OF AMERICA, INC., 1821 University Ave., St. Paul, 55104. (646-7557)
Free diagnostic and evaluation clinic for people of all ages who have muscular dystrophy or a related neuro-muscular disorder.
15. PEDIATRIC NEUROLOGY EVALUATION CLINIC, University of Minnesota Medical School, Box 486, Minneapolis, 55455. (373-5288)
Complete medical and social evaluation for any child with a developmental or neurological problem.
16. PEDIATRIC NEUROLOGY CLINIC (CONVULSIVE DISORDER CLINIC, Children's Hospital, 311 Pleasant Ave., St. Paul, 55102. (227-6521, ext. 314) Diagnostic evaluation services for children from birth to 16 years of age.
17. SPEECH AND HEARING CLINIC, UNIVERSITY OF MINNESOTA, 110 Shevlin Hall, Minneapolis, 55455. (373-4116)
Diagnosis, consultation and therapy for children and adults with communication problems.
18. ASSESSMENT CLINIC OF PHYSICAL MEDICINE AND REHABILITATION, Children's Rehabilitation Center, University of Minnesota Hospitals, Minneapolis, 55455. (373-9060)
Diagnosis and evaluation for a child of any age with a learning disability or a speech and/or language deficit, neurological handicap, or physical disability.
19. THERAPEUTIC PRESCHOOL, Rehabilitation Center and Workshop of Greater St. Paul, Inc., 319 Eagle St., St. Paul, 55102. (227-8471, ext. 48 or 49) For children from the ages of 2-1/2 to 7 whose development is hindered by physical, mental, emotional, social or speech or language problems.
20. UNITED CEREBRAL PALSY CLINIC, Fairview Hospital, 2312 South 6th St., Minneapolis, 55406. (332-0282)
Medical evaluation for anyone who has or is suspected of having cerebral palsy.
21. UNIVERSITY OF MINNESOTA HOSPITALS, DIVISION OF HEALTH CARE PSYCHOLOGY, Box 393, Mayo Memorial Building, Minneapolis, 55455. (373-1902)
Comprehensive diagnostic program for children and their parents.
22. WASHBURN CHILD GUIDANCE CENTER, 2430 Nicollet Ave. South, Minneapolis, 55404. (871-1454)
Diagnostic and follow-up testing for any child through the age of 18 who lives within commuting distance of the center.

APPENDIX E

MINNEAPOLIS SPECIAL EDUCATION DEPARTMENT

CONTACT PERSON IN MPS

Richard Johnson (p. 4)*	Director of Special Education	348-6055
Arnold Rehmann (p. 4)	Assistant Director of Special Educ.	348-6055
James Kenny (p. 4)	Health Services	348-6210
Sarah Holbrook (p. 5)	Psychological Services	348-6220
Helen Tyler (p. 5)	Social Work Services	348-6115
Judith Brown (p. 5)	Administrator, Special Schools	348-6116
Theodore Rikken (p. 5)	Administrator, School-Based	348-6211
Rita Grismer (p. 7)	SLBP Resource Program	348-6003
Mae Peterson (p. 8)	Self Contained Classrooms, EMR	348-6003
Carole Gupton (p. 9)	Prescriptive Diagnostic Services	348-6290
Hennepin Cty. General Hosp. (p.9)	Child Behavior & Learning Clinic	348-2248
June Hanson (p. 9)	Homebound Instruction	348-6003
John Flynn (p. 10)	Sr. High Program for EMR Students	348-6224
John Flynn (p. 10)	Division of Vocational Rehab.	348-6224
Gwen Martinson (p. 10)	Jr. High SLBP Needs Assessment	348-6263
Glenda Martin (p. 10)	District 287, Vision Impaired	933-0808
Marilyn Warrington (p. 11)	Madison	332-3937
Harold Erickson (p. 12)	School Rehabilitation Center	336-4626
Jeanne Amland (p. 12)	St. Joseph Home for Children	827-6241
Marie Blackburn (p. 13)	Armatage Learning Center	926-6509
Karen Nelson (p. 13)	Franklin Learning Center	529-9607
Sajjad Haider	Emerson	336-7729
Harriet Blodgett	Sheltering Arms	722-6603
Jane Nelson (p. 14)	Lyndale Hearing-Impaired	827-5471
Randall Genrich (p. 14)	Hamilton Hearing-Impaired	521-3585
Lou Erickson (p. 14)	Preschool for Handicapped	336-8908
Everett Dodge (p. 15)	Michael Dowling	721-6433
Edith Garnezy (p. 15)	Pregnant School Girls	339-8928
Barbara Fellows (p. 18)	Kenny School-Screening Program	866-3649
Mary Jane Higley (p. 18)	Holland-Screening	781-6686
William Dressler (p. 20)	Special Educ. Referral Coordinating Comm. (SERCC)	348-6003
Cassandra Jordan (p. 23)	Curricula Interact Project	335-7667
Ida-Lorraine Wilderson (p. 24)	Mainstream Project	348-6224
Herbert Karsten (p. 25)	Elementary School Program for the High Potential (gifted) Pupil	348-6075

*Page numbers refer to programs mentioned in this study.

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