



## League of Women Voters of Minnesota Records

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### FINANCING EDUCATION

LWVMN Position: All Minnesota children should have equal access to a good public education. State funding for education should be at a level that makes programs of comparable substance and quality available to all. A student's access to a good education should not depend on the wealth of his or her school district.

#### Details

##### Support of:

- . the concept of the foundation formula program (general education revenue). Any revisions in the current school finance law should support:
  - provision of adequate funding to meet the real cost of education (1983); until the State of Minnesota can ensure consistent and adequate funding of education throughout the state, the LWVMN supports the continuation of local excess referendum levies to raise additional money from property taxes. (1991)
  - state funding of the following cost differences between students - pupil unit weighting, poverty, special education for various handicapping conditions, gifted, and language differences (ESL and LEP). (1991)
  - state funding of the following cost differences between school districts - sparsity, training and experience, desegregation and transportation. (1991)
  - using the income tax as the mainstay of school funding (1983);
  - encouragement of financial efficiencies (1983);
  - requiring school districts to raise money from property taxes for building construction and debt service with local bond referendum levies. Such expenditures must be approved by the State Department of Education. (1991)
  - allowing local districts to raise a limited amount of additional funds for supplemental programs through local levies, to maintain local choice and ensure local accountability (1983);
  - the gradual phasing out of supplemental revenue. (1991)
  - reorganization of school districts with extremely low enrollments (1983);
  - maintaining most social and recreational services now offered at schools but seeking alternative funding sources for many (1983).

##### Opposition to:

- continuation of the current Minnesota private school tuition tax deduction. (1983)
- state funding of cost of living differences between districts. (1991)

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TO: Local League School Finance Study Chairs  
FROM: Ruth Armstrong, Education Chair  
LaNelle Olsen, School Finance Study Chair  
DATE: August 20, 1982

#### DISCUSSION GUIDE TO SCHOOL FINANCE CONSENSUS

This Guide is intended to prepare you to present the School Finance Material to your unit meetings. Further information and assistance will be available at the Fall Workshops. Be sure to attend!

#### RESOURCES FROM LWVMN:

1. How Will We Pay For Our Schools? Financing Public Education in Minnesota (k-12), LWVMN, 59 pp., August, 1982. One per League - additional copies \$3.00.
2. Facts and Issues: How Will We Pay For Our Schools? LWVMN, 12 PP., August, 1982. Every member piece.
3. Consensus Questions on School Financing from LWVMN School Finance Study Committee.
4. Discussion Guide to School Finance Consensus, LWVMN School Finance Study Committee, August, 1982.

#### SUPPLEMENTAL RESOURCES:

5. Financing Education - Minnesota, 1981-82, from the House of Representatives Education Committee, State Office Building, St. Paul, MN 55155.
6. ABC's of Minnesota School Finance, from the State Department of Education, 737 Capitol Square Building, St. Paul, MN 55101.
7. School District Profiles, also from the State Department of Education, address above.
8. The Condition of Education, also from the State Department of Education, address above.

We are now moving into the consensus phase of our state study on School Financing and it may be an appropriate time to step back a moment to look at the process we are all involved with. In the Introduction to Program for Action, 1979-81, it says:

State Program is selected by LWVMN members in individual units through proposals to their local boards of directors, who send the proposals to the state Board. The state Board then formulates a recommended Program of old, new and/or amended items consisting of those most frequently mentioned. All items, whether recommended or not, may be discussed, amended and adopted or rejected at the biennial state Convention.

Following adoption of the Program, research committees are formed to prepare study information on new items. In small units and at large meetings, members weigh the pros and cons of issues to reach consensus on each study item. The state Board receives the consensus reports from the local Leagues, determines areas of agreement, and formulates position statements.

It is now time to "weigh the pros and cons" of these issues on School Financing so that we can arrive at consensus.

There are certain related positions at both the state and national level that must be kept in mind as we take consensus. The committee has tried to avoid infringing on any other positions as we studied school finance. Local units must likewise avoid that temptation. Some of those related positions include:

LWVUS Position: It is the responsibility of all levels of government to provide equality of opportunity for education. Historically the LWVUS has considered quality and equality to be inseparable. The 1974 adopted program contained the words "...equal access to... quality education...". (Page 15 in Impact on Issues, 1980-82, includes national discussion of education positions.) Leagues have never worked out together, however, what quality means.

LWVUS has left the specifics of how this position is interpreted in statements about education financing to state and local Leagues. It has, though, funded efforts to educate citizens about the inequities and inadequacies of state school funding systems that allow childrens' educational opportunities to depend unduly on the property wealth of the school district in which they live. It also opposes tuition tax credits because of their negative impact on the public schools and because they have been used to oppose desegregation in public schools.

Since 1966 the LWVMN has had a position supporting equal opportunity for education that matched the national LWVUS position. The current LWVMN position on education financing parallels our current Minnesota laws. It was used to lobby for the passage of the 1971 Omnibus Tax Act, and was revised in 1976, as the law was revised, to meet problems created by declining enrollment and inflation. With few exceptions it reflected support for the Minnesota law as it was before the revisions of the December, 1981, special session.

#### EQUAL OPPORTUNITY

LWVMN Position - Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

#### Details:

- . 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. (1967)
- . 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 (1967); 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 (1976); recognition of the proportion of property taxes used for municipal services; and partial financing by property tax to maintain local control. (1967)
- . 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. (1976)
- . Transportation aid reflecting current costs. (1967)
- . Adequate financing of special aids for children with physical and mental problems, and children with other learning disabilities. Support of funding for special programs for gifted and high potential students. (1967)
- . Increasing state responsibility for aspects of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs. (1967)

There are also some related details in the LWVMN position on Financing State Government.

LWVMN Position - Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city).

Details:

- . Education is appropriately financed partly by the property tax and partly by revenue from other sources.(1967)
- . When cuts in state spending are necessary, LWVMN:
  - opposes cuts in state aid to local governments, especially local school districts.
- . When increases in state spending are proposed, LWVMN supports setting priorities for state spending rather than a percentage increase in all areas of state funding. LWVMN:
  - supports an increase in state aids to local school districts.

In taking this consensus the goals are to:

1. clarify LWVMN members perspective on basic LWVUS and LWVMN position on public education financing;
2. see if there is agreement among members on some specific issues currently controversial within the state; and
3. explore membership reaction to some quite different methods for collecting and distributing public school funds.

There are also some things we are not doing:

1. We are not addressing issues that are other than financial, i.e. racial balance, special ed, teachers' salaries or contract rights, curriculum, etc.
2. We are not addressing any specifically local issues. Although local interviews have been held and local control has been discussed, we are concentrating on the statewide perspective. For example, even if there are no non-public schools in your district, you must consider these questions because it involves statewide policy making.

The consensus consists of five sections that (roughly) parallel the order of the study. This should facilitate your group discussions and encourage you to refer back to the study frequently during those discussions.

Part I addresses basic LWVMN positions on equal opportunity.

Part II addresses the current Minnesota law and some possible revisions.

Part III addresses new methods of school financing.

Part IV addresses specific controversial issues.

Part V includes anything omitted in the other four parts.

These five parts are not obviously of equal weight, they merely represent a logical view of the consensus parameters. Please do not omit any part, budget your time, but do not expect to spend an equal period of time on each part. The discussion leader will have to decide when to move on to the next part, even if that means cutting short a heated debate on one of the issues. It may be necessary to leave a question that seems, at that moment, unresolvable and return to it later.

Discussion leaders will certainly wish to compare carefully the larger publication which they have with the smaller every-member piece. Some issues are dealt with very briefly in the Facts and Issues and discussion leaders may need to amplify from this longer study.

PART I. REAFFIRMATION OR RECONSIDERATION OF BASIC LWVMN POSITION ON EQUAL OPPORTUNITY.

Discussion leaders may find that this section is full of philosophic issues that may either take too long or get off the track. You may decide to try question one briefly, but then set it aside to complete at the end. It's tempting to argue about equal access, quality education, equal opportunity. (Goodness knows our study committee did!) Background for this section can be drawn from the School Finance study itself (Chapter I) or from the State Department of Education's publication, ABC's of Minnesota School Finance.

It's especially important in discussing these questions to keep in mind the diversity in Minnesota's public schools. Our laws must apply to the smaller rural systems that may have under 200 students K-12, staffs of less than 20, as well as the larger metro districts with thousands of students and hundreds of staff personnel. The State Department of Education publication, School District Profiles, does an excellent job of laying out the wide range of school sizes in Minnesota.

PART II. REVISION IN CURRENT MINNESOTA LAW.

From the study, Chapter I. Part B, deals with these questions. Discussion leaders must be prepared to clarify terms and might want to prepare their own glossaries anticipating questions from members. State Department of Education publications will also be helpful background.

Question II. A.1. deals with how the formula amount is arrived at through the legislature. We've pointed out several places that money appropriated is more related to money available than real costs. Question II. A.2. addresses the pupil-unit distribution method in the current law. There are interesting questions to discuss here about whether equal dollars spent per pupil unit is really fair distribution. Question II. A.1. really means "how big a pie are we talking about?" Question II. A.2. really means "how are we going to slice the pie?"

Question II. B. deals with the chart in the study (p. 2-2) which is taken from the ABC's. Leaders must be familiar with this chart so that members can be helped to understand the reasons these components were added.

Question II. D. deals with all categorical aids. LWVMN has worked hard to lobby for some of these aids. Remind members of our past history here, in special education, transportation costs, gifted and talented programs, etc. We may, of course, be ready to think differently on these aids now.

Question II. E. concerns the mix of taxes which fund Minnesota's schools. In order to answer this question members will need to be familiar with Table II, (p.9-3 in How Will We Pay For Our Schools?) entitled "Attributes of Major Minnesota State and Local Taxes." The table is not included in the every member Facts and Issues. We suggest that leaders either make copies of the table or make a large visual aid for the purposes of unit discussion.

PART III. NEW METHODS OF SCHOOL FINANCING.

Chapter III in the study will be the most help here. Discussion leaders will need to add information here since the smaller publication does not give these new methods much space.

PART IV. SPECIFIC ISSUES AT CONTROVERSY.

Question A., all parts, should be fun to discuss. There is obviously no correct answer and politics will play a strong role.

DISCUSSION GUIDE TO SCHOOL FINANCE CONSENSUS: (page 5)

Question B. is discussed in Chapter II, Part A, of the study. This can easily drift away into anecdotes about members' own experiences - which can be fun, but can't be allowed to take up too much time. This would be a good spot to bring some quieter members of the group into the discussion. It requires less expertise to debate this.

In discussing Question C, remember that not all non-public schools are church related. Even if your district does not have any non-public schools, please answer these questions. It's a statewide and even national issue. This should be a time to mention the LWVUS petition drive to oppose the current administrations's tuition tax credit proposals.

Do be sure the current Minnesota law allowing tax deductions and the national proposal for tax credits are not confused.

Question D may elicit some heated discussion, too. Ask your members whether or not "local control" is a contradiction...is there really any? Should there be? Does raising money locally really mean that there's an option to exercise power locally? If you have school board members who are League members, they'll enjoy debating this issue.

PART V.

This is important, but it may be a question that the discussion leader might want to answer (from the recorder's notes) after reflecting on the discussion the next day. When the committee starts to read these questions and tally the responses, this last question may be the most enlightening.

At its August 10th meeting the LWVMN State Board decided:

"Consensus requires at least two-thirds vote on both total members participating and two-thirds of total number of local Leagues participating. However, we must have an equitable combination of metro and greater Minnesota Leagues."

Since the state board wants numbers of members participating, we ask that you record these numbers. Local boards have the responsibility to review the consensus before completing the forms and shipping them off to the state office. January 15th is still the date we'd like to get these responses, but if this date is impossible, January 28th is the last possible date.

The state study committee has enjoyed these fifteen months of study, talk, meetings, reading, listening, worrying. Now local Leagues can have a few months to similarly enjoy the study. Have fun!

TO: Members of the Senate Education Committee

FROM: Ruth Armstrong, League of Women Voters of Minnesota Education Chair

RE: SF 318

DATE: March 10, 1981

The League of Women Voters of Minnesota opposes SF 318. That opposition is based on three League principles.

- 1) Our consistent support of the public school system in Minnesota and our support for legislative responsibility toward the betterment of that system of public education.
- 2) Our opposition nationally to tuition tax credits for families of children attending nonpublic elementary and secondary schools. This position was taken at the 1978 national convention and the League of Women Voters of Minnesota believes the same principle applies to the tax deduction for tuition, textbooks and transportation of dependents that is addressed in SF 318.
- 3) Our concern that during a period of financial crisis and declining tax revenues, all efforts be made to seek means to increase that revenue. It seems to be most inappropriate to consider increasing tax deductions at this time. If SF 318 were passed it would mean at least a five million dollar loss to state revenues in the next biennium.

For these reasons the League of Women Voters of Minnesota urges the members of the Senate Education Committee to vote against SF 318.



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

April 26, 1982

The Editor  
Minneapolis STAR/TRIBUNE  
425 Portland Avenue South  
Minneapolis, MN 55488

*Same to St. Paul paper*

To the Editor:

The League of Women Voters of Minnesota (LWVMN) strongly opposes the tuition tax credit proposal made by President Reagan before the National Catholic Educational Association on April 15th in Chicago.

It seems ironic that this proposal should come at a time when the Administration is urging Congress to reduce federal aid to education by \$2 billion. Half of this reduction would come from Title I funds. Since 1965 Title I programs have helped more than 90 million educationally disadvantaged children. Yet President Reagan claimed to the Catholic educators that in his tuition tax credit plan, "We are offering help to the inner-city child who faces a world of drugs and crime, the child with special needs . . ."

In 1981 Washington, D.C. voters, who are certainly attuned to the needs of inner-city children, in a local referendum defeated tuition tax credits by a 9 to 1 ratio.

The President also argued that strengthening private schools would force public schools to improve their programs. That's like arguing that voting for Republicans would help to strengthen the DFL.

The LWVMN has long opposed tuition tax credits on the grounds that it promotes greater inequities in educational opportunities and that it may prove a step backward in our national efforts to desegregate schools.

This seems to be a poor time to reduce tax income at any level of government. It is estimated that the President's proposal would cost at least \$1.4 billion annually by FY 1986. Efforts ought to be made toward reducing our massive budget deficit, not enlarging it. We can only hope that Congress can see this issue more clearly than can the President. Then perhaps they will ignore this tuition tax credit plan just as they have the Packwood-Moynihan proposal since 1977.

Sincerely yours,

*Harriette Burkhalter*  
Harriette Burkhalter  
President

*Ruth Armstrong*  
Ruth Armstrong  
Education Chair

B:A/rk



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

Testimony presented to the  
Senate Education Committee

Re SF 885

by Jane McWilliams, Education Director  
League of Women Voters of Minnesota  
September 22, 1987

The League of Women Voters of Minnesota (LWVMN) supports increased state responsibility in creating public educational opportunities for all Minnesota Children. The League of Women Voters of the United States position states that we support "action to provide equal access to education." However, we oppose diversion of public money from public schools to be used in non-public schools.

On the basis of our interest in educational equity, LWVMN supports programs which provide options to parents and students within the public school system. In 1985, we supported the open enrollment proposals found in Access to Excellence legislation. At that time, we opposed portions of the bill which would have diverted public funds in the form of vouchers. We based our opposition on our consistent support of the public school system in Minnesota and our support for legislative responsibility toward the betterment of that system.

Therefore, it is consistent with our past action that we now speak against the portions of SF 885 which provide for vouchers to be used by students so that they may attend independent schools. We oppose this because we believe public monies should not be used for private education. We believe it is the state's responsibility to provide a strong public educational system with public money.

We have several concerns we hope the committee will give attention to in this bill. First, would SF 885 require independent schools who accept voucher students to meet the same standards such as program requirements and teacher preparation, as are required of public schools? Is there language in the bill which assures that voucher monies would not be used for sectarian education?

These questions lead to questions of constitutionality which we hope the committee will address. Article 8, Section 2 of the Minnesota Constitution states: "In no case shall any public money or property be appropriated for the financial support of schools wherein the distinctive tenets of any particular Christian or other religious sect are promulgated or taught." Since use of vouchers at sectarian schools is not ruled out in this bill, can this proposal pass the test of state constitutionality?

We also think the committee should be concerned about possible federal constitutional questions. The Supreme Court has established that laws like SF 885 must meet the tests of having "secular purpose and effect" and avoiding "excessive entanglement" between church and state.

SF 885 presents the legislature with a "catch 22" situation. While some may argue that there is a secular purpose in providing vouchers so that children may attend private schools at little or no cost to their parents, the effect may or may not be secular, depending upon whether they pay for exclusively secular programs. This problem could be avoided by stricter accountability to assure that the voucher is used for only state-condoned purposes. However, this could be a cumbersome and costly administrative nightmare for the state - an unacceptable entanglement between state and church.

In summary, LWVN applauds previous legislation which has served to strengthen public education in Minnesota. We support encouragement of parental involvement in their children's education by making choices available among public schools. We urge this committee to continue to place its efforts in these directions. But we urge you to oppose SF 885 on the basis of its dilution of state focus on public education and because it raises possible constitutional issues.

SA=2

A=1

U=0

D=-1

SD=-2

# SCHOOL FINANCE STUDY - CONSENSUS Tabulation and Conclusions

- I. Reconsideration of basic LWVMN position on equal opportunity.  
A. All Minnesota children should have equal access to quality education.

Strongly Agree	930	81%
Agree	198	17%
Undecided	18	2%
Disagree	0	0%
Strongly Disagree	0	0%

Total 1146 100%  
Scale (2058/1146) = 1.80 Strongly Agree  
Other Information Two nontabulated leagues strongly agree

% of Local Leagues

98% local leagues

- B. In terms of public school finance issues, this means:

1. Student opportunities should not depend on property wealth.

Strongly Agree	709	63%
Agree	373	33%
Undecided	36	3%
Disagree	1	0%
Strongly Disagree	0	0%

Total 1119 99%  
Scale (1790/1119) = 1.60 Strongly Agree  
Other Information Two nontabulated leagues agree

100%

2. Student opportunities should not depend on voter attitude.

Strongly Agree	492	44%
Agree	455	40%
Undecided	130	12%
Disagree	51	5%
Strongly Disagree	0	0%

Total 1128 101%  
Scale (1388/1128) = 1.23 = Agree  
Other Information: One nontabulated league strongly agrees  
One nontabulated league disagrees

94%

3. Select which of the following best describes equal access:

Substantially unequal & indicate inequity	202	20%
Equality means equal programs	817	80%
	1019	100%

78%

## CONCLUSIONS:

1. Leagues strongly support the concept of equal opportunity.

2. They strongly support concept that educational opportunity should not be determined by the property wealth of the district.
3. They agree that the attitude of local voters should not determine educational opportunity available to students of a district.
4. They prefer the statement that programs rather than dollars spent are a better measure of equality of educational opportunity.

## II. Revisions in Current Minnesota Law:

- A1. The foundation formula should be based on real costs of education.

	Number	% of Total	% of Decided	
Yes	660	63%	84%	78%
No	124	12%	16%	
Undecided	259	25%		
Total	1043	100%	100%	
Other Information: Two untabulated leagues - yes				

- A2. The foundation formula should be distributed according to cost rather than enrollment.

	Number	% of Total	% of Decided	
Yes	583	57%	75%	59%
No	193	19%	25%	
Undecided	241	24%		
Total	1017	100%	100%	
Other Information: Two untabulated leagues - yes				

- B1. Should the Grandfather levy be retained?

	Number	% of Total	% of Decided	
Yes	395	34%	42%	67%
No	546	46%	58%	
Undecided	234	20%		
Total	1175	100%	100%	
Other Information: One untabulated league - no One untabulated league - undecided				

- B2. Should the Replacement levy be retained?

	Number	% of Total	% of Decided	
Yes	780	71%	84%	80%
No	145	13%	16%	
Undecided	173	16%		
Total	1098	100%	100%	
Other Information: Two untabulated leagues - undecided				

## B3. Should the Discretionary Component be retained?

	Number	% of Total	% of Decided	
Yes	788	75%	88%	88%
No	107	10%	12%	
Undecided	162	15%		
	-----	-----	-----	
Total	1057	100%	100%	
Other Information: Two untabulated leases - undecided				

## C1. Should the Referendum levy be equalized?

	Number	% of Total	% of Decided	
Yes	251	23%	29%	
No	613	56%	71%	71%
Undecided	228	21%		
	-----	-----	-----	
Total	1092	100%	100%	
Other Information: One untabulated lease - yes				
One untabulated lease - undecided				

## C2. Should the Referendum levy be given a maximum?

	Number	% of Total	% of Decided	
Yes	349	32%	37%	
No	589	54%	63%	55%
Undecided	160	15%		
	-----	-----	-----	
Total	1098	101%	100%	
Other Information: One untabulated lease - no				
One untabulated lease - undecided				

## C3. Should the Referendum levy be eliminated?

	Number	% of Total	% of Decided	
Yes	65	6%	7%	
No	918	85%	93%	86%
Undecided	101	9%		
	-----	-----	-----	
Total	1084	100%	100%	
Other Information: One untabulated lease - no				
One untabulated lease - undecided				

- D. Categorical aids for special programs should be supported by state funds.

Strongly Agree	643	61%	} 100%
Agree	320	31%	
Undecided	53	5%	
Disagree	29	3%	
Strongly Disagree	2	0%	
	1084	100%	

Scale (1573/1047) = 1.50 = Strongly Agree

Other Information: Two untabulated leagues - agree

- E1. The Sales Tax should be the mainstay tax for education.

	Number	% of Total	% of Decided	
Yes	170	19%	20%	8%
No	689	75%	80%	
Undecided	58	6%		
Total	917	100%	100%	
Other Information: One untabulated league - yes				
One untabulated league - no				

- E2. The Income Tax should be the mainstay tax for education.

	Number	% of Total	% of Decided	
Yes	745	72%	82%	69%
No	164	16%	18%	
Undecided	125	12%		
Total	1034	100%	100%	
Other Information: Two untabulated leagues - yes				

- E3. The Property Tax should be the mainstay tax for education.

	Number	% of Total	% of Decided	
Yes	246	26%	30%	4%
No	571	61%	70%	
Undecided	114	12%		
Total	931	99%	100%	
Other Information: One untabulated league - no				
One untabulated league - undecided				

- F. Assessment of Current Law:

Excellent	4	0%	80%
Okay with minor changes	751	72%	
Major overhaul needed	281	27%	

↑ 16% favored mixture of all three

#### CONCLUSIONS:

1. The formula amount should be based on real costs of edu-

cation and distributed according to cost rather than by enrollment. *not 2/3*

2. Minnesota should retain the replacement levy, discretionary levy. Leagues are not as certain about the grandfather levy but we tend to oppose it.

3. The referendum levy should be retained with no maximum. It should not be power equalized. *? m 2/3*

4. Categorical aids should be state funded.

5. The income tax is the most popular of the taxes surveyed.

~~The sales tax is least popular. The property tax is also unpopular.~~ ?

6. We feel that the current law with revisions will serve us in the future. A major overhaul is not needed.

### III. New Methods

A. Should the League support new methods of raising and distributing public school revenue?

	Number	% of Total	% of Decided	
Yes	671	63%	78%	63%
No	193	18%	22%	
Undecided	195	18%		
Total	1059	99%	100%	
Other Information: One untabulated league - yes				
One untabulated league - undecided				

B. Which methods should be considered?

Full state funding	149	16%	16%
Program based funding	446	47%	44%
Power equalizing	231	24%	25%
Voucher system	97	10%	6%
Other	30	3%	9% (split)
Total	953	100%	
Other Information: One untabulated league supports full state funding.			

### CONCLUSIONS:

*Consideration of?*

The league should support new methods of raising and distributing funds to schools. We are not, however, in agreement as to which methods to support. Program based funding received a plurality of support.

## IV. Specific Issues at Controversy

## A. Level of Funding:

1. More critical issue - raise more \$	211	19%
2. More critical issue - cost savings	212	19%
3. Both more \$ and cost savings imp.	702	62%
	-----	-----
	1125	100%

82%

## B. Social Services:

## 1. Most social services should be continued.

Strongly Agree	329	31%
Agree	471	45%
Undecided	102	10%
Disagree	133	13%
Strongly Disagree	14	1%
	-----	-----
	1049	100%

} 82%

Scale = (968/1049) = .92 = Agree

Other Information: One untabulated league - strongly disagree

One untabulated league - undecided

## 2. Alternative financing should be found for some social services.

Strongly Agree	339	33%
Agree	455	44%
Undecided	121	12%
Disagree	114	11%
Strongly Disagree	4	0%
	-----	-----
	1033	100%

} 90%

Scale = (1011/1033) = .98 = Agree

Other Information: Two untabulated leagues - strongly agree

## 3. Many social services should be delivered by other agencies.

Strongly Agree	100	10%
Agree	350	37%
Undecided	202	21%
Disagree	257	27%
Strongly Disagree	49	5%
	-----	-----
	958	100%

} 41%

Scale = (195/958) = .20 = Undecided

Other Information: One untabulated league - strongly agree

One untabulated league - undecided

## CONCLUSIONS:

1. Both additional revenue and cost containment are needed.
2. We support maintaining most social services, but would look for other sources of financing.

## C. Non-Public Schools:

1. Should Minnesota taxes continue to be used to help fund non-public schools?

	Number	% of Total	% of Decided
Yes	307	29%	32%
No	639	61%	68%
Undecided	101	10%	

71%

Total	1047	100%	100%
Other Information:	Two untabulated leagues - no		

2. If help is given, what areas should be assisted?

1. Textbooks	167
2. Transportation	223
3. Counseling	149
4. Health Services	233
5. Special Education	275
6. Other	30

3. Should Minnesota continue its non-public tuition tax deduction?

	Number	% of Total	% of Decided
Yes	136	13%	15%
No	801	78%	85%
Undecided	92	9%	
	1029	100%	100%

94%

Other Information: Two untabulated leagues - no

CONCLUSION: There is relatively little support for public help to private schools. League members are especially opposed to continuation of the tuition tax ~~credit~~ deduction.

## D. Local Control:

1. Maintaining substantial local control is important.

Strongly Asree	222	22%	} 76%
Asree	497	49%	
Undecided	126	13%	
Disasree	152	15%	
Strongly Disasree	10	1%	
	1007	100%	

Scale =  $(769/1007) = .76 = \text{Asree}$ 

Other Information: One untabulated league - Strongly Asree  
 One untabulated league - Undecided

2. Local Control may conflict with equal opportunity if local levies are not limited or equalized by the state.

Strongly Asree	240	24%	} 94%
Asree	577	57%	
Undecided	150	15%	
Disasree	34	3%	
Strongly Disasree	4	0%	
	1005	100%	

Scale =  $(815/1005) = .81 = \text{Asree}$ 

Other Information: Two untabulated leagues - Asree

3. Some locally raised money is necessary to protect local discretion and ensure local accountability.

Strongly Asree	325	31%	} 88%
Asree	524	51%	
Undecided	116	11%	
Disasree	64	6%	
Strongly Disasree	6	1%	
	1035	100%	

Scale =  $(1098/1035) = 1.06 = \text{Asree}$ 

Other Information: Two untabulated leagues - Asree

4. How should local tax levies be determined?

a. Local Board given full responsibility for determining the levys.	19	2%
b. Local Board determines levys with reverse referendum above certain levys.	291	24%
c. Local Board determines levys up to a limit without a referendum	402	41%
d. Local levys determined by referendum only.	113	4%
	825	

29% split

5. All locally raised taxes should be equalized by the state.

Strongly Agree	106	11%
Agree	261	28%
Undecided	240	25%
Disagree	274	29%
Strongly Disagree	66	7%
	947	100%

} 33%

39% undecided or split

} 27%

Scale =  $(67/947) = .14 = \text{Undecided}$

Other Information: One untabulated league - Agree  
One untabulated league - Undecided

6. Local control is not necessarily a finance issue.

Strongly Agree	165	18%
Agree	393	43%
Undecided	152	17%
Disagree	173	19%
Strongly Disagree	34	4%
	917	101%

} 69%

Scale =  $(482/917) = .53 = \text{Agree (weakly)}$

Other Information: Two untabulated leagues - Agree

#### CONCLUSIONS:

1. The leagues agree that local control is important.
2. The leagues agree that local levy settings may conflict with equal opportunity if local levies are not limited or equalized.
3. The leagues agree that some locally raised taxes are necessary to protect local discretion and ensure local accountability.

E. Reorganization: Does the state have a responsibility to promote district reorganization to correct inequities due to extremely low enrollments?

	Number	% of Total	% of Decided
Yes	760	77%	87%
No	109	11%	13%
Undecided	115	12%	
	984	100%	100%

88%

Other Information: Two untabulated leases - yes

CONCLUSION: The leases strongly support the concept that the state has a responsibility to reorganize districts if extremely low enrollments create inequities.

RETURN TO STATE LEAGUE OFFICE BY  
JANUARY 15, 1983

CONSENSUS QUESTIONS: SCHOOL FINANCE STUDY

I. Reaffirmation or reconsideration of basic LWVMN position on equal opportunity.

A. All Minnesota children should have equal access to quality education.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree

Additional comment \_\_\_\_\_

B. In terms of public school finance issues, this means:

1. Students' educational opportunities should not depend on the property wealth of the school district in which they live.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree

2. Students' educational opportunities should not depend on the willingness of local voters to tax themselves for schools.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree

3. Select which of the following best describes equal access:

- a. Substantially unequal dollars per child available from district to district indicate probable inequities in a school finance system, unless there are clearly demonstrated differences in the costs of education. \_\_\_\_\_

- b. Rather than looking at the number of dollars spent per child, the goal of our school finance system should be to make educational programs of comparable substance and quality available to all children. \_\_\_\_\_

II. Revisions in Current Minnesota Law:

A. The foundation formula should be:

1. Based on real costs of education.

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

2. Distributed according to educational costs, not enrollment figures.

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

B. The following components have been added to the basic formula to address cost differences among districts. Should they be retained?

1. The grandfather component?

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

2. The replacement component?

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

3. The discretionary component?

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

C. Should the referendum levy be:

1. Power-equalized by state taxes?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

2. Given a maximum?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

3. Eliminated?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

D. Categorical aids for special programs (those not needed by the average child) should be maintained and supported by state funds.

Strongly agree \_\_\_\_\_ Agree \_\_\_\_\_ Undecided \_\_\_\_\_ Disagree \_\_\_\_\_ Strongly disagree \_\_\_\_\_

E. Taxes: Currently Minnesota's schools are funded by a mix of sales, income and property taxes. Which should be the mainstay of our school financing system?

1. State Sales Tax?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

2. State Income Tax?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

3. Local Property Tax?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

Any others that should be considered? \_\_\_\_\_

F. The current Minnesota school finance law is: (choose one)

1. Excellent as is. \_\_\_\_\_

2. Basically satisfactory, with some revisions. \_\_\_\_\_

3. In need of major overhaul. \_\_\_\_\_

### III. New Methods of School Financing

A. Should LWVMN support new methods of raising and distributing public school revenue?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

B. If yes, which of the following should be considered?

1. Full state funding, using an income, sales and state-collected property tax. \_\_\_\_\_

2. Program-based funding system which would equalize services at a base level. \_\_\_\_\_

3. Power-equalized funding with local discretion on how much to spend. \_\_\_\_\_

4. Voucher system. \_\_\_\_\_

5. Other \_\_\_\_\_

IV. Specific Issues at Controversy

- A. Level of Funding: Assuming that providing enough dollars for our schools and spending those dollars carefully are both goals for school finance, which do you feel is the more critical issue in Minnesota now: (choose one)

1. Providing more dollars for public education. \_\_\_\_\_

If you choose this, do you feel this should be done by:

Raising taxes? \_\_\_\_\_ Which ones? \_\_\_\_\_

Cutting spending in other areas of the state budget? \_\_\_\_\_

Which ones? \_\_\_\_\_

2. Cost containment in schools? \_\_\_\_\_

3. 1 and 2 are equally important. \_\_\_\_\_

- B. Social Services: Schools offer many social and recreational services which are not considered "basic" education but are financed out of school funds.

1. Most of these services should continue to be delivered through the schools.

Strongly agree \_\_\_\_\_ Agree \_\_\_\_\_ Undecided \_\_\_\_\_ Disagree \_\_\_\_\_ Strongly disagree \_\_\_\_\_

2. Alternative sources of funding should be found for many of these services.

Strongly agree \_\_\_\_\_ Agree \_\_\_\_\_ Undecided \_\_\_\_\_ Disagree \_\_\_\_\_ Strongly disagree \_\_\_\_\_

3. Many of these services should be delivered by other agencies.

Strongly agree \_\_\_\_\_ Agree \_\_\_\_\_ Undecided \_\_\_\_\_ Disagree \_\_\_\_\_ Strongly disagree \_\_\_\_\_

4. List services that should continue to be provided by the schools.

C. Non-public schools:

1. Should Minnesota taxes continue to be used to help fund non-public schools?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

2. If yes, in what areas?

Textbooks \_\_\_\_\_

Health services \_\_\_\_\_

Transportation \_\_\_\_\_

Special education \_\_\_\_\_

Counselling \_\_\_\_\_

Other \_\_\_\_\_

3. Should Minnesota continue its non-public tuition tax deduction?

Yes \_\_\_\_\_ No \_\_\_\_\_ Undecided \_\_\_\_\_

D. Local Control:

1. Maintaining a substantial amount of local choice is important in order to provide a quality education.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree \_\_\_

2. Local control/discretion may conflict with equal opportunity if local levies are not limited or equalized by the state.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree \_\_\_

3. Some locally raised taxes are necessary to protect local discretion and ensure local accountability.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree \_\_\_

4. If agree, choose which is most desirable.

a. Local Board should have full responsibility for determining levy. \_\_\_

b. Local Board should determine levy with reverse referendum above a certain levy. \_\_\_

c. Local Board should determine levy up to a limit without a referendum. \_\_\_

d. Local levy should be determined by local referendum only. \_\_\_

5. All locally raised taxes should be equalized by the state, to allow freedom of choice to poorer districts.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree \_\_\_

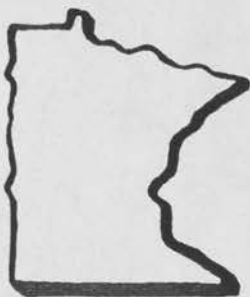
6. Local control is not necessarily an issue of school finance but of curriculum choice and management of schools.

Strongly agree \_\_\_ Agree \_\_\_ Undecided \_\_\_ Disagree \_\_\_ Strongly disagree \_\_\_

- E. Reorganization: Does the state have a responsibility to promote district reorganization to correct inequities caused by extremely low enrollments?

Yes \_\_\_ No \_\_\_ Undecided \_\_\_

- V. Can you include a brief summary of your (League's) opinions on public school finance, particularly any issues not covered, or not fully covered, by these multiple choice questions? Are there points made in the discussion which should be considered as we prepare the consensus?



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

Testimony presented to  
The Omnibus Education Aids Conference Committee  
Re: Open Enrollment  
by Jane McWilliams, Education Chair  
League of Women Voters of Minnesota  
April 12, 1988

The League of Women Voters of Minnesota believes that all Minnesota children should have equal access to a good public education. We believe that state funding should be at a level that makes programs of comparable substance and quality available to all. We believe that revisions in the school finance law should provide adequate funding to meet the real costs of education.

The league believes that even with adequate funding and with the good intentions of local districts, all schools may not suit the needs of all children. A child with particular needs or interests may not always live in a district which is able to meet those needs or interests. For that reason, we have supported the concept of open enrollment for students in Minnesota schools since it was first introduced in 1985.

The League of Women Voters supports the proposed statewide expansion of the open enrollment program. We think it makes sense for all districts to become involved. Experience with the first year of a limited program appears to have been successful and relatively problem-free. Anticipated increased participation in the 1988-89 school year suggests increased interest in the program.

We applaud the safeguards in the proposal for desegregation programs. We like the language which requires local boards to set acceptance standards. By giving districts control over these standards, it is unlikely that movement into districts will be burdensome to program capacity, class sizes or space considerations. This is important for local planning and assurance of educational quality for resident and non-resident students.

Geography may interfere with this being a realistic option for every child in the state. This fact reinforces the importance of continued attention to substance and quality in all school districts. However, to the extent that mobility between districts will help the relatively few students who are likely to take advantage of the program, the league supports this way of assuring access to an appropriate education for all students.



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

March 21, 1988

Virginia Gibson  
LWV of Roseville  
3001 Pascal  
Roseville, MN 55113

Dear Ginny,

Thanks for calling the other night about the action statement in your local VOTER. Page 25 of the 1987-88 LWVMN Outlook states "Check with LWVMN before taking action at the state level if LWVMN has not called for the action. Local Leagues may take action at the state level under local positions if the legislation or policy is not statewide in scope and every affected local League is notified of proposed action."

I think it would be appropriate to put a small correction in your next VOTER about the action on educational aids. If you send your VOTER to legislators and school board members, I think it would be important to write a brief note to them explaining the error. That way they will not be confused by LWVMN action at the legislature.

Again, thanks for calling. I'll be in touch with you on the gun position.

Sincerely,

Carolyn Hendrixson  
Legislative Coordinator

CH/rk

GERRY SIKORSKI

6TH DISTRICT, MINNESOTA

WHIP AT LARGE

ENERGY AND COMMERCE

POST OFFICE AND CIVIL SERVICE

CHAIRMAN, INVESTIGATIONS

SELECT COMMITTEE ON  
CHILDREN, YOUTH, AND FAMILIES



*return by  
file*  
APR 25 1986

## Congress of the United States

### House of Representatives

Washington, DC 20515

April 17, 1986

WASHINGTON OFFICE:  
414 CANNON HOUSE OFFICE BLDG.  
WASHINGTON, DC 20515  
(202) 225-2271

DENNIS McGRANN  
ADMINISTRATIVE ASSISTANT

DISTRICT OFFICE:  
8060 UNIVERSITY AVENUE NE.  
FRIDLEY, MN 55432-1862  
(612) 780-5801

DAVID BARTHOLOMAY  
DISTRICT DIRECTOR

*Seely  
Greiling  
Crisp*

League of Women Voters of MN  
Attn: Joan Higinbotham  
555 Wabasha  
Saint Paul, Minnesota 55102

Dear Joan:

The Administration's proposed budget for 1987 seriously erodes federal commitment to all areas of public education. It guts vocational education, devastates financial aid for college students and wipes out all aid to public libraries. It eliminates Consumer and Homemaker Education, Immigrant Education and Handicapped Independent Living programs.

One of the most controversial attacks is on the Chapter One program, which provides remedial educational services to disadvantaged students. The Administration is supporting legislation to convert the current Chapter One program into a tuition voucher program. This means that public schools could no longer get federal funding for essential remedial services. Instead, the federal government would give parents approximately \$600 a year to pay for their child's education. Supporters claim vouchers would enable parents to put their children in "better, private schools."

This creates false expectations in the nation's poorest families. Even with vouchers, their private school options would be severely limited by geography, available education services and tuition costs. The average yearly tuition at a private school is \$1,500. Does the Administration really think that going to a private school for a third of a year is better than going to a public school for a whole year?

Secretary of Education William Bennett has said that vouchers are the means of escape for students who are "captive to a poor education". His statement is refuted, however, by the history of the Chapter One program. Since its inception, Chapter One compensatory instruction has been highly effective in raising students' reading and math scores and general achievement levels. Because of past Administration cuts, Chapter One is already only serving 30% of eligible children. The voucher proposal, which adds no additional funds, would completely dismantle this proven program.

League of Women Voters of MN  
Page 2  
April 17, 1986

If enacted, the proposed voucher scheme would take hundreds of millions of dollars out of public school programs and transfer those funds to private schools. Private school recipients would have no obligation to use that money to offer programs serving the specific needs of disadvantaged students.

The voucher proposal neither improves the quality of elementary education nor expands the options available to the poor. Instead, it raises serious questions concerning this Administration's commitment to our nation's most vulnerable children. So far, this Administration's track record on federally supported education programs has been one of outright neglect of students.

America cannot afford, and I will not support, public policies that neglect our schoolchildren. That is why I oppose the voucher legislation currently before Congress. It would destabilize the financial base of public schools that are already struggling to meet the educational needs of large numbers of low-income children. Minnesota schools are among the best in the country. I want to keep them that way.

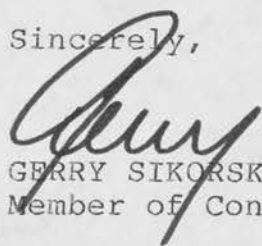
Here's what others are saying about vouchers. I'd like to hear what you think. Please feel free to write me about this or any issue that concerns you. I'm here to help.

"Vouchers are a cruel hoax on America's school age children and their parents. Disguised as educational reform and parental choice, vouchers are really a matter of chance and a diversionary tactic to shift the public focus from the most critical issue of the day -- adequate funding for high quality public education for every child in the nation." Mary Hatwood Futrell, National Education Association.

"The present federal remedial education program has never gotten enough money to fulfill its purpose. Converting it to a voucher program won't add one dollar -- it will only offer false promises to poor parents." New York Times.

"The after-inflation value of aid for poor children has already been allowed to decline in recent years. It is hard to make the case that a further chipping away at this aid would be of benefit to the majority of poor children in whose name vouchers are proposed." Washington Post.

Sincerely,



GERRY SIKORSKI  
Member of Congress

files



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

April 9, 1986

Ted L. Suss, Administrator  
State Board of Education  
Room 705  
Capitol Square Building  
550 Cedar Street  
St. Paul, MN 55101

Dear Mr. Suss:

The League of Women Voters of Minnesota applauds the State Board of Education's proposed rule regarding multicultural, gender fair curriculum. We strongly endorse your statement supporting the necessity of creating an atmosphere which eliminates prejudice, sex role stereotyping and discrimination. We also agree that this should be done as an integral part of studies, rather than as separate but parallel courses.

The League of Women Voters supports equal access to education for all persons. The economic status of women is an ongoing League concern, and availability of employment opportunities closely parallels educational opportunities.

We strongly favor the following rule provisions which ensure increasing equal access:

1. development of written action plans and timetables by school boards,
2. appointment of monitoring committees,
3. submission of biannual progress reports, and
4. provision for a noncompliance penalty.

We heartily urge adoption of this significant proposed rule.

Sincerely,

Joan Higinbotham  
President

JH/rk

JUL - 2 1985

GOVERNOR'S REMARKS AT SIGNING OF EDUCATION BILLS

Text as Delivered  
June 27, 1985 - 10 a.m.  
Anoka-Ramsey Community College  
Anoka, Minnesota

Cl. File  
Seiby  
Oreilley

This is a landmark day in the history of Minnesota.

The bills we sign today are vital to our overall strategy for making Minnesota more competitive.

We need jobs today and in the future.

We need research to make better, more competitive products.

Continual learning, training, and re-training will enable Minnesotans to fill those jobs, to create those products.

It is estimated that by the year 2000, one in four jobs in the United States will involve creating and processing knowledge.

The people who get those jobs will be involved in continual learning.

Success in this economy requires being on the cutting edge in education and training.

Today, Minnesota earns this distinction.

Today, I will sign two bills that put Minnesota in the forefront of educational policy.

The post-secondary enrollment options act is the first legislation of its kind in this country.

11th and 12th grade students can now choose to attend programs in post-secondary institutions, and receive credit both for high school graduation and for college.

Minnesota also has enacted the first comprehensive, categorical support for arts education in the United States.

Arts education in all districts will be strengthened because, for the first time, there is money specifically earmarked for the arts.

Arts education must never come in second place behind athletics.

In higher education, Minnesota has set a national standard with our continued commitment to average-cost funding, a related tuition policy, and a financial aid program which helps students most in need.

Increased research dollars at the University of Minnesota, and in the State University system, will surely move Minnesota to the top rankings.

We will be the brainpower state.

I have time and time again told the heads of the post-secondary institutions that you must promote and you must advertise.

We hope you will think more of your institution not just as an area institution or a state institution but a regional and national and international institution, and that you even think about satellite facilities in other parts of the world.

The presidents of colleges should be more than managers. I believe that it's your job to really promote the college and to promote those programs and to make people aware of what the future holds.

I believe that my job as governor is to create jobs, make sure we have the right climate for those jobs. And so I believe each and every one of you should look at your job in the same vein.

Hopefully sometime between now and Oct. 1 we can get together and talk about that need to market the product you have.

\*\*\*\*

We have worked hard for this day.

All of you here should take credit for this achievement.

Legislators, and legislative staff, the education community, the Citizens League, the Minnesota Business Partnership, the High-Tech Council, Wellspring, the Brainpower Compact, Citizens for Excellence in Education, the League of Women Voters, the Department of Education and all of the post-secondary systems join me in saying thank you.

I want to extend a special thanks to Senator Tom Nelson, Governor Elmer Andersen, and Governor Wendell Anderson for their advice and support.

I also want to recognize two people from the business community who have contributed some of our most important policies, Bud Grossman and Lou Lehr.

Our goal is to maintain a strong leadership position into the future.

Today, I want to discuss what remains to be done.

First, I want to recap the accomplishments of this session.

We succeeded in three areas.

First, a substantial financial commitment to education was made.

This commitment by the public to education has been made for many decades.

The Legislature increased school revenues more than 15 percent over the last biennium.

Direct state appropriations to post-secondary institutions were increased nearly 16 percent.

This is all more remarkable when you consider that a one billion dollar tax cut --- the largest in our state's history --- was achieved simultaneously with these increases.

These two bills clearly state Minnesota's spending priorities. today, we are investing in excellence.

\*\*\*

Another set of achievements falls under the category of major improvements for elementary and secondary education.

Local school districts will establish clearcut standards for student achievement, improve methods of instruction, and expand uses of technology to enhance learning.

For the first time, teachers will be required to pass entry-level tests --- including tests of basic skills -- before they enter the classroom.

This bill is a comprehensive educational package. Every district, teacher and student can benefit.

The third area of achievement also is in the Education Aids bill. But it has major implications for every level of education -- elementary, secondary and post-secondary.

Expanded opportunities and greater choices for students and their family will build a bridge between high schools and colleges.

Teachers and professors, AVTI directors and superintendents, chancellors and principals will enter into a dialogue for change.

The programs which have far-reaching implications for our students and our schools are the post-secondary enrollment option, and the arts school and resource center.

The post-secondary enrollment option removes limitations to what an 11th or 12th grader can learn in an area of greatest interest or need.

Students now can pursue study at college, universities, vocational technical schools, and receive both high school graduation and college credit.

And state aid will follow that choice.

If this program had existed eight years ago, my son and daughter could have completed two years of community college by the time they graduated from high school.

This provision has many benefits --

in reducing families' college costs --

in easing the transition between high school and higher education.

I believe more of our students will stay within the state of Minnesota because you'll have that bridge from the high school to the post-secondary institution.

We have had a permanent closing of a taconite plant in Minnesota. In fact that plant closes tomorrow. It was a multi-million dollar investment just a few years back and now it's closing. In the Mesaba Daily News they featured one of the workers at that plant who had been employed there 10 years. And his wife received her notice of unemployment from another firm in June. And they have one young child. He said in that article that in 1973 when he graduated he fully intended to go on to college, was hired by the Hanna Mining Company that summer, making good money and those wages must have averaged about \$25,000 in those taconite plants and so he said, 'Why go back?' And, as a result, he didn't go back. Now think if we'd had this program 10 years ago, he probably would have taken some of those courses at Hibbing Community College. Maybe, maybe he would have taken a job at Hanna. But if he had taken it, at least he would have had a start toward that degree, maybe at least one year and it would have made it easier now for him to go back to school.

Most important, it will encourage more of our young people to pursue education beyond high school.

And this is why I invited the heads of the post-secondary institutions to be here with us today, to make sure that you are aware of this law and that you make a special effort to work with the local schools and to get as many of those young people interested and get them into the post-secondary institutions.

This will take Minnesota far toward becoming the undisputed brainpower state.

\*\*\*

Another major provision of this legislation funds planning and development for a Minnesota school for the arts and resource center.

This effort, combined with the arts education aid, will serve our entire state.

The arts school and resource center will set a high and visible standard in a discipline which is still considered a low priority in many school districts.

Teachers and school administrators can use the school as a laboratory for new methods of teaching the arts, or managing a school.

The school and resource center will guarantee that students can develop a talent or interest in arts to the fullest.

We are determined to make the School for the Arts a flagship for arts education.

I want to take a minute to recognize two people who worked very hard in this effort for a school for the arts. We didn't go as far as we'd hoped to. We didn't get the monies to go ahead with the school itself, but let me introduce the co-chairs -- David Speer and Lola (Perpich). These two people have worked very hard in support of the school and we'll make it happen. It's just a matter of time.

\*\*\*

Change does not come about easily in education.

But what has been accomplished this session paves the way for necessary reform in the future.

Today, we renew our pledge to work toward a system of education that will --- first and foremost --- serve the best interests of students.

Today, we renew our pledge to work for a total "Access to Excellence" program, which will allow all students in Minnesota to pursue the best possible programs to fit their needs.

It remains our goal to see this program enacted in its entirety.

During the next year, the Department of Education will continue to look at various pilot "choice" programs.

Colorado, Tennessee, California, and South Dakota, all are pursuing variations on this policy.

But the best examples are right here in Minnesota.

St. Cloud, Stillwater, St. Paul, and Minneapolis, just to name a few, are among districts beginning to offer their students broader opportunities.

Right here at Anoka-Ramsey, cooperation already has begun with North Branch High School. This should expand under the Post-Secondary Enrollment Options Act.

Still other districts are cooperating to offer a wider selection of course offerings.

Some of the more innovative kinds of cooperation is happening through technology.

Students in Austin and Southland are learning together with the help of interactive television.

There is nothing to stop all school districts in Minnesota from experimenting in a similar manner, to begin offering more choice.

We firmly believe that choice, expanded opportunities, can mean better achievement, better attitudes, and a better education.

And so my challenge to school districts --- and there are many good school districts in Minnesota --- is that you do this as an option, on a voluntary basis. It will make my job easier and make it easier for the Legislature. That you will be a part of that program, that you will allow any student who wants to go to a neighboring school district for a course or a program. And if you're good, as many of you are, you won't have any problems.

We will work closely with local districts, parents, teachers districts, parents, teachers, school board members and administrators, as well as other groups representing the community and business to shape a proposal for 1986.

We will not agree on every detail. But we all agree that education succeeds when our children succeed.

We will be meeting with representatives of all these groups every month for the next 12 months. I am confident that our 1986 proposal will be the strongest, most visionary proposal ever in the history of this state.

The 1986 proposal will include recommendations for all-day kindergarten, extending school to 4-year-olds, management institutes for principals, technology programs, expanded individualized instruction, and specialized schools.

We will also advance a major staff development initiative for teachers.

We have many good teachers in Minnesota and citizens often write to me and give me specific examples of teachers who are doing outstanding work. One example is Nell Johnson, who is a fifth grade teacher from Richfield. Nell Johnson takes a personal interest in all of her students. She recognizes the special qualities and needs of each child. So we make every effort to retain and attract quality teachers like Nell Johnson.

A major effort we will begin working on is international education.

"Access to Excellence" should not be limited to the borders of our state.

Just as students must have opportunities within their districts and within this state, we must offer them a chance to explore the world.

Our economic survival depends on our knowing as much about our foreign neighbors as we know about them.

We envision foreign languages beginning in the elementary grades, student and teacher exchange programs, and study-abroad programs that concentrate on language, culture, government and trade.

Programs already in effect at the University and state universities can serve as models for our high schools.

I know, as an example that the Minneapolis schools have an excellent program that can also be the prototype. We have to prepare our young people and have them recognize that we are in a worldwide marketplace, that we are losing major industry after major industry in this country and the only way that we'll be able to turn this around is, of course, for us to stay ahead of it in the high-tech and, of course, those other specialized areas.

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All of these programs will capitalize on Minnesota's greatest resource, its people.

We must prepare our young people for the future.

Minnesota is part of the midwest, part of the United States, and part of the world.

Access to excellence has no boundaries.

There must be no limitations to the educational opportunities we offer our children.

Thank you.

###

## BRAINPOWER COMPACT

### Principles

Minnesota is challenged as never before. This state must move into a knowledge-based economy. Our future will depend on our ability to do this more successfully than other states.

Our success in this will depend, in turn, on the ability of our educational system to educate the people of Minnesota in the higher-order skills that such a knowledge-based economy requires.

To carry out this different job the educational system will itself have to become different. Minnesota's public schools have served this state well in the past. But the consultants for the Minnesota Business Partnership found that the present system "has reached the limits of its effectiveness". So there must be changes in the public schools. And, to accomplish this, incentives and opportunities must be created to stimulate schools to improve.

These three conclusions are now shared by the Partnership and its consultants, by Governor Perpich, and now by former Governor Al Quie. They and a growing number of Minnesotans are in agreement also on what is needed:

Clear expectations about what students should know at particular grade levels.

A mastery learning approach in the schools, to ensure the students do in fact have a command of the skills.

A state test to let parents, students and teachers know how well the subjects have been mastered.

Flexibility for the schools and schools districts, so they can decide how best to organize the teaching and learning. A reduction in mandates.

And, to stimulate innovation:

Accountability, partly through the state test and partly by giving students and their families the freedom to enroll in a public school in a district other than the one in which they live.

Opportunity for the districts and schools to design and to offer the improved programs that will attract students, and for the students to choose among these public schools; while protecting and improving, also opportunities for minority students.

We are convinced that "access to excellence" is the right strategy for Minnesota.

We join the growing number of Minnesotans and public educators who support these initiatives by Governor Perpich and by the Business Partnership.

We will work enthusiastically for their adoption.



**LEAGUE OF WOMEN VOTERS  
OF MINNESOTA**

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

**action**

ACCESS TO EXCELLENCE, SF 172

TO: LL Presidents

FROM: Maree Seitz, Education Chair  
Janet Cardle, Lobbyist  
Mindy Greiling, Lobbyist

DATE: April 12, 1985

LWVUS POSITION: Action to provide equal access to education...

LWVMN POSITION: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children.

Background: Last week all sections of Article 5 (Choice in Education) except Post Secondary Options and evaluation were deleted from the House bill, HF 88. The amendment passed on a 14-13 vote. The Senate Education Committee passed SF 172 with Article 5 still intact.

By the very nature of school district size, personnel and philosophies, we do not currently have "equal educational opportunity." A child with particular needs or interests may not always live in a district which is able to meet those needs or interests. This "access to excellence" proposal will provide increased opportunities for such a child to have needs met. The basic logistics and geography may interfere with this being a realistic option for every child in the state but it is seen as a step in the direction of improved educational opportunities.

WHAT YOU CAN DO:

Key members of the House and Senate need to hear from people representing all areas of the state (north, south, metro, non-metro) that they support open enrollment (Article 5 of SF 172 and HF 88). These key people are:

Roger Moe: 296-2577  
Gerald Willet: 296-4147  
Dave Jennings: 296-3240  
Mary Forsythe: 296-4363

Please try to get as many people as possible to contact these four key people next week.



**LEAGUE OF WOMEN VOTERS  
OF MINNESOTA**

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

**action**

ACCESS TO EXCELLENCE, SF 172

TO: LL Presidents

FROM: Marree Seitz, Education Chair  
Janet Cardle, Lobbyist  
Mindy Greiling, Lobbyist

DATE: April 11, 1985

LWVUS POSITION: Action to provide equal access to education...

LWVMN POSITION: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children.

Background: Last week all sections of Article 5 (Choice in Education) except Post Secondary Options and evaluation were deleted from the House bill, HF 88. The amendment passed on a 14-13 vote. The Senate Education Committee passed SF 172 with Article 5 still intact.

Tuesday, April 16, 1985, the Senate Tax Committee will hear SF 172. By the very nature of school district size, personnel and philosophies, we do not currently have "equal educational opportunity." A child with particular needs or interests may not always live in a district which is able to meet those needs or interests. This "access to excellence" proposal will provide increased opportunities for such a child to have needs met. The basic logistics and geography may interfere with this being a realistic option for every child in the state but is seen as a step in the direction of improved educational opportunities.

WHAT YOU CAN DO:

The following Senate Tax Committee members need to hear of your support for Article 5, SF 172 (open enrollment):

Linda Berglin - 296-4261  
Eric Petty - 296-0760 (Mpls)  
Lawrence Pogemiller - 296-7809  
Donald Moe - 296-4264  
Ron Sieloff - 296-4310  
Conrad Vega - 296-4101 (St. Paul)  
Wm. Belanger - 296-5975 (Bloomington)  
Gene Merriam - 296-4154 (Coon Rapids)  
Collin Peterson - 296-4135 (Detroit Lakes)

Please write or phone these Senators before Tuesday afternoon, April 16th. They need to know that parents support open enrollment (they have heard lots from the opposition).

In addition, key members of the House and Senate need to hear from people representing all areas of the state (N., S., metro, non-metro) that they support open enrollment (Article 5) of SF 172 and HF 88. These key people are: Roger Moe, Gerald Willet (Senate) and Dave Jennings and Mary Forsythe (House). Please try to get as many people as possible to contact these four key people next week. Roger Moe, 296-2577; Gerald Willet, 296-4147; Mary Forsythe, 296-4363; Dave Jennings, 296-3240.

LWVMN SUPPORT FOR "ACCESS TO EXCELLENCE"

LWVUS Position: Action to provide equal access to education...

LWVMN Position: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children... (Program for Action, pp. 7 & 11)

The "Access to Excellence" bill (HF 813, SF 666) has been reviewed in light of LWVMN's equal educational opportunity position. The decision has been made to support this proposal. This is our reasoning:

By the very nature of school district size, personnel and philosophies, we do not currently have "equal educational opportunity." A child with particular needs or interests may not always live in a district which is able to meet those needs or interests. This "access to excellence" proposal will provide increased opportunities for such a child to have needs met. The basic logistics and geography may interfere with this being a realistic option for every child in the state but is seen as a step in the direction of improved educational opportunities.

While the 11th and 12th grade student's "freedom of choice" or "open enrollment" has received the majority of media attention and debate, this is only a part of the bill. Funding for staff and program development will encourage each district to improve its offerings. "Access to learner outcomes and testing" will provide a gauge on how well districts are progressing in improving the quality of education. Model programs (Article 4) that are successful can be extended to other districts to improve quality and equality. Management assistance will be available to improve district functioning - another step in improving education.

Racial balance will not be adversely affected by this bill as provision is made for districts to maintain compliance.

The "increased state responsibility" portion of the LWVMN Education position is addressed by the state allowing school districts funding for improving programs and management and providing a financing method for school districts that will accept students from other districts.

Will this bill in fact create equal public educational opportunities? Probably not but it will increase educational opportunities and provide students some equality in obtaining quality.

This bill is receiving bipartisan support. The authors are: In the House; Kostohryz, Vellenga, Levi, Brandl, Heap; In the Senate; T. Nelson, Dietrich, Pehler, Olson, D.C. Peterson.

Marree Seitz, Education Chair



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

Testimony presented to  
the House Education Committee  
Re HF 813: Access to Excellence  
by Janet Cardle, Education Lobbyist  
League of Women Voters of Minnesota  
March 20, 1985

The League of Women Voters of Minnesota supports HF 813, Access to Excellence, based on its equal educational opportunity position. Our position states "Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children." The League of Women Voters of the United States position states that we support "action to provide equal access to education."

By the very nature of school district size, personnel and philosophies, we do not currently have "equal educational opportunity." A child with particular needs or interests may not always live in a district which is able to meet those needs or interests. This "access to excellence" proposal will provide increased opportunities for such a child to have needs met. The basic logistics and geography may interfere with this being a realistic option for every child in the state but is seen as a step in the direction of improved educational opportunities.

HF 813 will increase educational opportunities and will provide students equality in obtaining quality education.

We urge your support of HF 813.

## Minnesota Department of Education

Capitol Square 550 Cedar Street Saint Paul, Minnesota 55101

### Access to Excellence Legislation February 26, 1985

#### Preamble: Access to Excellence

This section sites the purpose of the program which is to give parents and students increased opportunity to find excellence in education and to give schools increased opportunities to offer excellence in programs.

This section also provides a statement on accountability and identifies the major components of the bill which are:

1. Access to schools beyond resident district boundaries;
2. Access to local program and staff development need to local districts;
3. Access to learner outcomes and testing;
4. Access to model programs/schools; instructional effectiveness; math and science school planning; and, innovative education centers;
5. Access to management assistance provided to local districts by the Department.

#### Article 1: Access to Schools Outside Resident District

This section sets forth the procedures for how parents may apply to enroll students in any district. The major points are as follows:

- The purpose is to enable students to participate in the curricular offerings of the districts.
- Extra/cocurricular activities: A pupil may participate in extra-curricular or cocurricular activities as determined by the authority having jurisdiction over the activity.
- Parents/students may apply to another district and a specific school or program within the district.
- Districts which choose to participate in the program must establish equitable criteria for selecting students. Districts may deny students access for only two reasons:
  1. Lack of space, or
  2. Because it puts the district out of compliance with their desegregation plan.

- Racial balance: Districts with desegregation plans will need to begin the process of selecting students and allowing students to leave the district before other districts in the state. Minneapolis and St. Paul will need to know how many minority and majority students are entering the district. They then can determine how many may leave based on the number entering.
- Parent choice will apply to 11th and 12th grade students beginning in 1986-87. All other grades will begin participating in 1988-89.
- Public post-secondary option: 11th and 12th grade students may apply to attend a public post-secondary institution. The student's home district shall pay tuition and reimburse the student for textbooks and other required materials. The student shall receive secondary school credit. The total cost may not exceed the prorated share of the formula allowance plus the tiers.
- Transportation: The student is responsible for getting to the border of the attending district. The attending district will then transport the student and receive transportation aid within the district. Parents in need will be eligible to receive additional aid. \$666 K is available for transportation from home to school. \$100 K is available for transportation to and from post-secondary institutions.
- Parent information: Schools are encouraged to provide parents information about programs, student achievement and other information to help parents make informed choices.
- Financing: The Foundation Aid and tier revenues (both state and local levy) will follow the student. The Department will make the financial adjustments. Total per pupil revenues will be subtracted from state aid due the home district and paid to the district where the student attends.

#### Article 2: Access to Local Program and Staff Development Aid

This section provides for the state to pay districts \$10.65 per pupil unit to encourage staff and program development, parent and community involvement and experimental educational delivery systems. This section encourages local boards to develop a plan in cooperation with teachers and the curriculum advisory committee. \$8.5 M is appropriated for use by local districts for this purpose.

#### Article 3: Access to Learner Outcomes and Testing

The major points of this section are as follows:

- The Commissioner will establish a statewide PER Advisory Committee to advise the Department regarding the provisions of this section.
- The Department will develop a model Minnesota outcome-based learner outcome system which includes the development of a personalized learning plan for every student, goals and learner outcomes for subject areas and a staff development, evaluation and public accountability process.

- Learner outcomes will be developed in reading, mathematics, science and social studies by June 30, 1986. Other areas will be developed based on recommendations of the state PER Advisory Committee.
- The Department, with the advice of the statewide PER Advisory Committee, will develop "Minnesota Tests of Educational Progress." These tests will be used at three grade levels in various subject areas. Tests will be administered in 1987-88. The tests do not preclude individual districts from administering their own tests. The tests will assess a broad range of basic and higher order learning.
- The Department shall report summaries of the test data annually.

#### Article 4: Access to Model Programs and Schools

- Instructional Effectiveness. The Department will select 10 of the 26 School Effectiveness sites to be model sites for instructional effectiveness, outcome-based education and testing. \$1.2 M shall be used for model sites and \$3.1 M will be used to continue the instructional effectiveness program.
- Math and Science High School. A study will be initiated regarding the establishment of a math and science high school to be operated by a local district. This section establishes an advisory committee to include members from Alliance for Science, MHTC, and the Business Partnership, school representatives and legislators. The report is due February 1, 1986. The appropriation requested is \$150 K.
- Innovative Education Centers. Five to eight centers will be established in school districts. Emphasis will be placed on assisting teachers to use technology effectively, learner outcomes, instructional effectiveness techniques and testing. Centers will establish ties to higher education institutions. The centers will be selected by the Technology Sites Advisory Committee. Appropriation request is \$4.1 M.

#### Article 5: Access to Management Assistance for Local School Districts

- This section authorizes the Department to provide assistance to local school districts in various management and organizational areas. Included in this section is program and organizational management assistance, alternative organizational methods and data based planning. The appropriation request is \$300 K.

# Access to Excellence

*Perpich offers single, comprehensive plan to make Minnesota 'the brainpower state'*

## Text of Jan. 4 speech

An address by Gov. Rudy Perpich to The Citizen's League, Jan. 4, 1985

I am very happy for the opportunity to speak to you this morning. I believe this is the first time a governor has announced a major new initiative before delivering the State-of-the-State address.

The Citizens League is a good forum for public policy makers. At a Citizens' League meeting fourteen years ago, Governor Wendell Anderson endorsed a program that came to be known as "The Minnesota Miracle." Through the Minnesota Miracle, we equalized school financing.

Today, we introduce a plan that will further improve our public schools.

As the state provides schools equal access to funds, the state must also provide students with equal access to education of the highest quality.

We are saying that students should have **access to excellence**.

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The value of education cannot be measured. For me, and thousands like me, a good educational system was a passport out of poverty. Our poverty was real. We had no indoor plumbing, garbage was collected twice a year, and my brothers and I slept in one bed.

But my parents recognized the importance of education. And I had dedicated teachers who took a five-year-old from the other side of the tracks, who couldn't speak a word of English, and prepared him to be governor.

I am the only governor to take the oath of office on the stage of the high school and junior college from which I graduated. I wanted to say thank you to the teachers who made it possible. (Introduced former teachers.)

Our quality education system is

responsible for almost everything we truly value in Minnesota. Our hard-working, knowledgeable people have a national and international reputation. Our greatest resource is people—well-educated people.

There is no doubt in my mind that an investment in education is an investment in our economy. Senior executives of company after company have told me the reason they decided to expand in Minnesota is our well-

**'Only when the potential of our young people is realized can Minnesota become the brainpower state in the nation'**

trained, productive workforce. Ford, Watlow in Winona, Potlatch, Cold Spring Granite, Prudential, and IBM are several examples.

Education is the reason that Minnesota experienced the most rapid growth in non-farm personal income in the nation during the second quarter of 1984. Education is the reason we are breaking employment records month after month. Education is the reason that while total national employment grew 22 percent from 1973 to 1980, Minnesota's employment grew by 35 percent.

Those statistics are from a consultant's report to the Minnesota Tax Study Commission. That report also states that expenditures for education by the state of Minnesota have had a "direct, significant, highly important, positive impact on the growth rate of employment."

Because of our commitment to education, we lead the country with one of the best high school completion rates in the nation.

Ninety-one percent of all of our students graduate from high school.

This exceeds the President's goal of a 90 percent completion rate by 1990. Minnesota is five years ahead of the rest of the nation.

We are the national leader in use of computers in the classroom. All of our school districts have computers, and we rank among the top five states in the number of computers we provide to our students.

The National Governors' Association says we have the best link between education and job training of all the states.

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The reason for our success is that Minnesotans are known for taking action. We now need bold and innovative new directions to extend our leadership in education.

During the past year, many groups, task forces and commissions have been hard at work examining our K-12 education system.

Each of these groups has come forth with recommendations for changes which they believe will result in improving our educational system. I want to thank each and every one of the groups whose members have worked long and hard over the past year.

Among these groups are the Commission on Education and Economic Growth, the Minnesota Business Partnership, Wellspring, the Minnesota High Technology Council, teachers unions, and the Legislative Commission on Public Education. These are broad-based groups whose members represent education, business, labor, and lawmakers.

They share the belief that education is critically important to all Minnesotans. And they share the commitment to keeping Minnesota on the cutting edge.

We have carefully reviewed all of the recommendations, and we have talked to many people throughout the state.

Last year, the Department of Educa-

tion conducted the Minnesota Dialogue on Education. Nearly 200,000 teachers, parents, and students told us what they believed were the most important changes needed in education.

Yesterday, our people were well-informed and interested in education. Today, they are actively participating in shaping public policy and suggesting new ways to teach our young people.

Minnesotans have told us that they want the highest quality education possible, and that they want all students to reach their full potential.

We must be able to ensure quality, and we must be able to show the results our citizens demand.

Minnesota must have a plan, not several plans with programs which branch out in every direction, but a single, cohesive plan which guides education in this state into the future.

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Our education plan is based on the single theme of **accountability**.

The Constitution specifically states that the Legislature is responsible for

**'We now need bold and innovative new directions to extend our leadership in education'**

providing Minnesota citizens with a uniform system of education.

To do this, the state must provide equal funding, set standards, demonstrate innovative and quality programs, and provide technical assistance when necessary.

The role of the state in education must be so clear that there is no

(Continued on back page)

## Plan based 'on the single theme of accountability'

An "access to excellence" plan that will allow students in the 11th and 12th grades, along with their parents, to choose their high schools without regard to district lines was announced by Governor Rudy Perpich.

"Our education plan is based on the single theme of accountability," Perpich said.

The state will be accountable for a larger share of school funding. Local districts will have greater responsibility for getting the job done, Perpich said. And parents and students will be responsible for making informed decisions about education options.

The free-choice system would begin next year for students in the last two years of high school, but eventually would expand to all public school students, Perpich said.

Perpich said the plan is aimed at giving parents and students more chances to find excellence in education, while giving local school officials more opportunities to produce good programs.

The plan, to be presented to the Legislature, also calls for a major increase in state funding for public education, development of "learner outcomes"—a gauge of what students should know at certain age levels—and a system of statewide testing to measure students' progress.

It's believed to be the first concrete effort by any state to let students and parents have a free choice of public schools (public money would not be transferred to private schools).

By the 1988-89 school year, the governor said, students of all ages should be allowed to sit down with their parents

and choose the schools they will attend.

Perpich praised a variety of studies on public education completed within the past several months, but said it's time to act. No more studies are needed, he said.

Perpich spelled out his education program in a speech to a Citizens League breakfast. The program calls for state development of learner outcomes, with decisions on how to achieve those outcomes left to the 434 public school districts.

Statewide tests would be administered at three grade levels. These tests would determine how students are doing in each school building.

Perpich said he considered the program important enough to be announced before his State of the State

message, when new initiatives normally are announced.

A funding program known as the "Minnesota miracle" provided equalized school financing 14 years ago. That program, in effect, tried to provide an equal base of funding for each student.

The logical next step, Perpich said, would provide "equal access to the highest quality education this state has to offer."

Perpich said his proposal was distilled from the various study commission reports.

"Minnesota must have a plan—not several plans with programs which branch out in every direction—but a single, cohesive plan which guides education in this state into the future," he said.

## 20 Minnesotans named to task force on choice

Commissioner of Education Dr. Ruth E. Randall has named 20 educators, representatives of education organizations and a student to head the Task Force on Public School Open Enrollment. Open enrollment between Minnesota public schools was proposed January 4 by Governor Rudy Perpich in his comprehensive "Access to Excellence" education plan.

"The Task Force is a working group which will recommend ways the open enrollment portion of the plan for 11th and 12th graders can work," Randall said. "The members will look at important components such as transportation, extracurricular programs and racial balance and make recommendations for legislation."

The Task Force will present recommendations to Randall after its final meeting Feb. 21. Members include:

- Dr. Merton Johnson, chairman. He is executive director of Metro II and chairman of the Bloomington School Board;
- Dr. David Bennett, superintendent of St. Paul schools;
- Donald Carlson, principal of Walker-Hackensack High School;
- Joseph Day, member of Bemidji School Board;
- Dr. Richard Green, superintendent of Minneapolis schools;
- James Hoese, member of the State Board of Education, from Mayer, MN;
- Milton Hoff, principal of Franklin Middle School, Thief River Falls;
- Dr. Dale Jensen, superintendent of Worthington schools;
- Dr. Kathleen Kies, deputy director of the Higher Education Coordinating Board;
- Dr. Keith Kromer, director of special education, Minneapolis schools;
- Richard Mans, president of the Minnesota Federation of Teachers;
- Dorothy McIntyre, assistant to the executive director, Minnesota State High School League;
- Jean Olson, president of the Minnesota School Boards Association;
- Dr. James Sauter, superintendent of Grand Rapids schools;
- Dr. Rosemary Schneiderhan, assistant to the superintendent, Roseville schools;



How extra-curricular activities can be conducted if students and parents choose the school of attendance is being worked out by the Task Force on Public Education Open Enrollment. Recommendations will be made after its last meeting Feb. 21.

- Dr. Michael Sullivan, business manager, South Washington County schools;
- Patti Jo Verda, 12th grade student at Humboldt High School, St. Paul;
- Dr. Werner Tismer, principal, Birchlake Elementary School, White Bear Lake;
- Marti Zins, president of the Minnesota Education Association;

Barbara Zohn, education chairwoman of the Minnesota Congress of Parents, Teachers and Students. Four working hypotheses have been presented so task force members have a starting point from which debate can begin. The hypotheses are:

- **Racial Balance:** The decision of a student to participate in the open enrollment program may not result in a negative impact on the racial balance of either the sending or receiving school to the extent that either school would be in violation of accepted desegregation policies.
- **Noncurricular Activities:** Participation in noncurricular activities by students enrolled in the open enrollment program shall be determined by the current governance structure.

■ **Transportation:** The state will provide transportation funding for students participating in the open enrollment program equal to the transportation funding provided to all other students in the district. The resident district shall either provide the student with appropriate transportation or reimburse the students for the actual cost of the transportation not to exceed the amount of the districts' transportation funding (aid and levy) per pupil.

■ **Board/Lodging:** Districts are not responsible for assuming the cost of board or lodging or for arranging such for any period of time for students participating in the open enrollment program.

"The Governor's goal of Minnesota students and parents attending the school of their choice represents a bold and eminently fair philosophy for educating our young people," Johnson said.

"As the chairman of the Task Force, I will attempt to insure that all questions are raised, problems defined, all the methods of solving problems are researched for both costs and benefits. We want a sensible approach to meet our goal."

## Many laws, programs now in place for choice

Adjectives used by reporters and editorial writers have called the Perpich Access to Excellence plan "dramatic," "visionary," "sweeping changes," and "controversial."

Words like that can be frightening.

But many parts of the plan are already in place and working well in Minnesota districts. A number of laws and programs—written, introduced, debated, amended and passed by the Legislature—are simply expanded in the new plan.

■ **M.S. 120.0752 (passed in 1980)**

This law allows two school boards to agree to enroll a student in the non-resident district. The district of attendance receives state aid payments.

Examples of districts using this provision include: Anoka; Fridley; Farmington; Medford.

■ **M.S. 123.39, subdivisions 4 and 5 (passed in 1959)**

This statute allows a school board to permit a student to attend another district when attendance in the resident district is difficult or impractical. Under that statute, parents have an option even if the school boards do not agree; parents may pay tuition and transportation fees, and neither resident or non-resident districts collect state aid payments for the student.

Examples of districts using this law include: St. Louis County; Bloomington; Buffalo; Cold Spring.

■ **M.S. 120.06, subdivision 1 (passed in 1959)**

This law allows a student to live away from home and attend school in the district where a residency is established.

No data exists to show how many students are attending school under this law.

■ **M.S. 120.065 (repealed in 1978)**  
 M.S. 123.39, subdivision 5a (repealed in 1978)  
 M.S. 120.075 (passed in 1978)  
 M.S. 120.0751 (passed in 1980)

These laws allow the State Board of Education, if various strict requirements are met, to approve enrollment exceptions. With State Board approval, state aid payments are received by the student's non-resident district.

Five enrollment exceptions were approved by the State Board in 1984.

■ **M.S. 123.351 (passed in 1974)**  
 M.S. 471.59 (passed in 1943)

Vocational, special education, or other education services can be provided through cooperative centers set up by two or more school districts under these laws. State aid payments go to the district of attendance and to the cooperative center. About 40 secondary vocational and 20 special education cooperatives are operating. The largest vocational cooperative serves 13 districts, and several serve 10 or more. Examples of cooperatives include: Chisago County Vocational Center, Dakota County Vocational Center, St. Paul Vocational Center, Tri-County Special Education Coop, Mid-State Educational Coop, and Minnesota Valley Special Education Coop.

■ **M.S. 123.3511 (passed in 1982)**  
 M.S. 123.3513 (passed in 1984)

Under these laws, districts can make arrangements with post-secondary institutions so students can take

classes not offered in their secondary schools. Districts may continue to receive state aid under these laws.

Many districts have students attending post-secondary schools. Most school districts, like Duluth, who use this option have community colleges, Area Vocational Technical Institutes or other higher education institutes in the vicinity.

■ **M.S. 122.541 (passed in 1979)**

This law authorizes districts to discontinue certain grades or portions of grades and cooperate with other districts to provide instruction for those students.

Since 1978, 24 districts have entered into such "pairing agreements": Echo-Wood Lake; Kensington-Hoffman; Marshall-Lynd; Tyler-Russell; Sacred Heart-Renville; Sioux Valley-Round Lake; Luverne-Magnolia; Halstad-Hendrum; Atwater-Grove City; Howard Lake-Winnetka; Beardsley-Browns Valley; and Franklin-Morgan.

(Another statute, M.S. 122.85, called Experimental Pairing, allowed 22 districts to pair for instructional purposes in at least one grade. It expired on June 30, 1984, and the above law is now the only pairing law in effect.)

■ **M.S. 122.535 (passed in 1983)**

Districts with less than 375 students in grades 7-12 may enter into agreements with other districts to provide for instruction of its secondary students.

Redwood Falls and Morton school districts recently entered into such an agreement for 1985-86, and secondary students from both districts will attend school in Redwood Falls.

■ **M.S. 122.23 (passed in 1959)**

This law allows consolidation of two or more districts, and explains how consolidation takes place.

Since 1978, districts which have consolidated include: Blue Earth - Frost; Heron Lake - Okeburg; Hopkins - Golden Valley; and Kerkhoven - Murdock - Sunberg. Consolidation of Buhl Mountain Iron is pending for 1985-86.

■ **M.S. 122.22 (passed in 1959)**

This law allows a district to dissolve and attach itself to one or more adjoining districts.

A number of the many common school districts in all Minnesota counties attached themselves to independent school districts before 1970.

■ **M.S. 122.41 (passed in 1967)**

This state policy encourages schools to organize into units so better education is offered, schools can run more efficiently and economically, and funds are distributed more equitably.

■ **M.S. 126.62 (passed in 1984)**

This law is similar to two parts of the Access to Excellence plan: choice of excellent programs and design competition. Up to 100 students may attend "programs of excellence" in host schools, living away from home with host families, beginning in the 1985-86 school year. Both home and host schools receive state aid for the students, and the host schools will receive incentive grants. Students with special abilities or career goals must apply to the commissioner of education to take advantage of courses not offered in their home districts.

This program is just getting underway.

## Questions and Answers

### New plan expands present options, makes access easier

**Q. Minnesota has a long tradition of good schools. Why is it necessary to adopt such a radical plan?**

A. "Minnesota has long been an education leader," said Randall, "but as the governor said in his speech, the system must change in order to move Minnesota into the future. And it's time for one plan, not more studies or many plans."

"This is not a radical plan. It builds on our best education programs. Also, we have laws on the books now that can be said to be open enrollment. For instance, two school boards can agree to allow a student to be enrolled in the non-resident district, and state aid follows the student. This choice portion of the plan is no different, except the choice would be up to students and their parents."

"Also, we've had a form of state testing for years. We've had millions spent on demonstration sites and model programs. We've had grants and funds for staff development. The access to excellence plan takes all the good ideas and adds others, tying them together in one, comprehensive package."

**Q. How will students be transported from the home district to another they want to attend?**

A. "That question—and others about issues such as racial balance, participation in extra curricular activities, and serving special education needs—will be answered in recommendations by the Task Force on Public School Open Enrollment," said Commissioner of Education Ruth Randall.

"The Task Force is a working group. The charge is to look at alternatives and come up with a way the choice portion of the access to excellence plan can work, not to philosophize about it," she said. The recommendations will be made to her after the final meeting Feb. 21.

**Q. Why weren't those details figured**

**out before the plan was announced?**

A. "Governor Perpich announced the concept of the plan, and left it up to the Minnesota Department of Education, Finance, Revenue and State Planning Agency to fill in the details," Randall said. "That is part of our job."

"It's extremely important that the people who will be affected by the decisions have the opportunity to participate in the decision-making. We wanted to involve educators—who will have to work with the plan when it passes—to use their expertise and creativity in filling in the working strategies."

**Q. Could the open enrollment portion of the Access to Excellence plan hurt small schools?**

A. The plan is designed to provide every young Minnesotan with access to an excellent public education. Expanded opportunities for students is the purpose.

"We really do want to provide assistance to those schools which want to improve their programs," said Tom Triplett, director of the State Planning Agency.

The staff and program development portion and management assistance portion of the plan provide funds and consultants to help schools improve. Also, the governor pledged that state mandates which make improving or maintaining excellent schools difficult will be removed. Using "learner outcomes" will also help improve education opportunities because the talent and creativity of our teachers and administrators can be used to find ways in which all students can learn what is expected, Randall said.

"Some superintendents of small schools tell me they are already working with several neighboring districts to send students to classes they cannot get in their home district, or are using or considering two-way television or fiber optics technology to transport

the classes," Randall said. "They agree that high technology will be very helpful in this plan and to schools which are long distance to each other."

**Q. What is a "learner outcome"?**

A. Another way to define a "learner outcome" is to say "expectations of students," a written set of knowledge, skills and/or abilities a student is expected to have learned by a certain age, according to Randall.

"Under this plan, the public would be able to join with the state in developing an acceptable state set of learner outcomes for district use," she said. Districts would be accountable for finding ways to teach the outcomes, and the state would be accountable for helping with funding and staff development. Parents and students would be accountable for knowing what was expected and working with educators."

**Q. What happens after the Task Force makes recommendations on the open enrollment portion of the plan?**

A. "I will review the recommendations and a Minnesota Department of Education staff team will work to put the final results into bill form. The bill will be given to the governor, and it must pass the 1985 Legislature."

**Q. Where did the governor get his ideas for the Access to Excellence plan?**

A. From a number of reports, studies and commissions—including the Minnesota Dialogue on Education, the Minnesota Business Partnership, the Governor's Commission for Education for Economic Growth, the Minnesota Education Association's Agenda for Excellence, Minnesota Wellspring, the High Technology Council and Legislative Commission on Public Education, according to the Jan. 4 speech by Gov. Rudy Perpich. Also, the governor has talked with many groups and individuals about education nationally and in Minnesota.

## Eight parts of 'Access to Excellence' education plan for Minnesota:

■ **Statewide written expectations of students ("learner outcomes")**

**Summary:** A written set of knowledge, skills and abilities students should have learned by certain ages would be sent to districts from the state. Districts would then decide how best to teach so students learned what is expected.

■ **Statewide tests of those expectations in three grade levels**

**Summary:** State tests in three grade levels would be given to measure how well students learned the state expectations.

■ **State pays all basic foundation revenue**

**Summary:** The state will pay for the entire basic foundation aid under the governor's plan to restructure the state's property tax system. In this plan, state support of education will increase from 63% to 84%. The increased cost to the state will be offset in part by transferring the

responsibility of property tax credits to local governments.

■ **Access to excellent programs for 11th and 12th graders; eventually choice of school attendance for all students**

**Summary:** First 11th and 12th graders, and then all students, would be able to, with their parents, choose the school in Minnesota they would like to attend because of special learning needs or interests.

■ **Model programs design competition**

**Summary:** Schools could compete to be designated as a model program in various disciplines, with first priority being a math and science program. Model programs would work as training sites for educators and offer outstanding education to students.

■ **Burdensome state mandates eliminated**

**Summary:** State laws and rules

would be examined for hindrance to districts in helping students learn the expectations. Burdensome mandates would be eliminated.

■ **Funding for staff and program development**

**Summary:** Funds will be provided to help schools find creative ways to ensure that the student expectations will be learned.

■ **Offer management assistance to districts**

**Summary:** Provide assistance to districts which request advice in management areas such as finance, curriculum and energy conservation.

**For more information** or to arrange for speakers on the subject, call the Minnesota Department of Education, 612-297-4411, or write 713 Capitol Square, 550 Cedar Street, St. Paul, 55101.



Delaine Johnson and Sherry Sabo are two students who attend a drafting class at the Northwest Vocational Center, Thief River Falls. It serves students from Thief River Falls, Goodridge, Middle River, Newfolden, Plummer and Strandquist school districts. It is one of about 40 cooperative vocational centers where students already have access to excellent programs one district cannot provide by itself. The Governor's education plan expands options for students to have the opportunity to attend excellent schools.

### Perpich offers plan to make Minnesota 'the brainpower state'

(Continued from front page)

mistake about its responsibilities.

But the state cannot and should not bear the entire burden. The local district must have the responsibility for educating our young people.

In our plan, the local district is responsible for determining the specific programs which meet the needs of its students and teachers. Local districts must have the flexibility to determine their own curriculum. And they must also, in cooperation with administrators and teachers, determine the best staff development programs.

The state can demonstrate. But it is up to the local district to adopt.

It is the parents and students who have the most important responsibility of all. They are the ones who must demand quality. They should have the right to choose the program which best fits their individual needs.

Let me detail our program according to these responsibilities.

First, the state.

#### Foundation aid

In 1985, we will be proposing that the state assume responsibility for the Basic Foundation Aid program. The state will assume the 23.5 mill levy, or over 700 million dollars. This amount is now raised through local property taxes.

The impact on the state's budget will be offset or balanced by transferring the responsibility of property tax credits to local governments.

Property tax payers and local governments will see little or no change in their tax payments or revenues. But all of the citizens of this state will better understand that the state's

**Each district will have the flexibility to determine its own programs**

responsibility is financing education. In fact, our support will increase from 63 percent to more than 80 percent.

People will know that the property tax is solely a local tax, from which the state derives no revenue.

#### 'Learner Outcomes'

The state has a responsibility beyond financing. It has the responsibility to evaluate results. The state must assure citizens that their tax dollars are being spent wisely.

In 1985, we will be asking the Legislature to authorize the Department of Education to develop "Learner Outcomes." These are standards which measure what a student should know at various levels of their education.

We also will be proposing the development of a state test. We will propose that the state Department of Education develop instruments to measure student outcomes at three grade levels. The department will coordinate a process involving input solicited from teachers, administrators, school board members, parents, and students.

The purpose in the development of



**Governor Rudy Perpich: 'Minnesota must have...a single, cohesive plan...based on the single theme, of accountability.'**

the test will be to measure whether a school is achieving the standards developed by the state.

Local districts will be able to use the test to identify ways they might improve, or to identify new areas for concentration. Parents and teachers can use the test to assess the progress of individual students. Through this evaluation process, public education in the state of Minnesota will be dramatically improved.

#### Model programs

We must highlight those programs which set an example for all of our schools.

Our proposal also will include a design competition for model programs in various disciplines. Some of the schools selected could become statewide magnet schools.

One example is the Minnesota School for the Arts.

We also will be requesting funds for a study to establish a math and science school. I suspect there already is a school or a school district which can serve as a model math and science school for Minnesota. I am asking that the department verify the need, survey the districts, and identify a school which already has high quality program.

We will have two distinct models: a state school for the arts, and a district-run school for math and science. Both schools will have one thing in common. Both will be able to demonstrate how the arts or math and science can be taught in innovative ways.

Outreach activities will be important parts of these special schools, so that all Minnesota schools can benefit.

#### Remove restrictions

The involvement of teachers, administrators and school board members is critical to the success of this plan. Teachers must be allowed to teach and to use their wisdom and creativity to the fullest potential. School administrators and local school boards must be empowered to make decisions without restrictive state mandates.

I personally will be proposing only one mandate: statewide evaluation,

using a state-designed test.

I have asked the department to review current mandates and evaluate their importance and effectiveness. We will work with teachers, local school boards and legislators to eliminate those mandates which are no longer relevant, or which hamper boards from making good decisions.

#### Staff and program development

Our plan also provides increased state funds to local districts for staff and program development.

Each district will have the flexibility to determine its own programs.

Local boards, administrators, and teachers must be trusted to know what is best for both their students and their staff.

Our role is to set examples for improvement, but the choice to adopt change must be left to the local district.

#### Free choice of schools

This plan allows parents to accept greater responsibility for the education of their children.

We will be proposing, beginning in the 1986-87 school year, that students in the 11th and 12th grades will be allowed to choose which public education program best serves their needs and interests.

Parents and students will be able to select the public school that best serves their individual needs. And the state will pay the recipient school that student's basic foundation aid.

Research shows that when families are permitted to select the public school of their choice, parents become more satisfied with the educational system, student attitude improves, teacher morale goes up, and community support for public schools increases.

Minnesota now has statutes that allow students to attend public schools of their choice on a limited basis. We will be proposing changes in these statutes to expand these opportunities to more students, focusing on the 11th and 12th grades.

Programs of excellence, interdistrict attendance, and programs which allow high school students to attend post-secondary institutions will be expanded.

Over the next six years, we will be proposing initiatives which move us toward the goal of expanding opportunities for more of our students.

We need to ensure that parents and students are able to make informed, qualitative decisions about their choice of programs and schools. We need to give schools time to improve in some areas, and to build on their strengths.

#### State testing

In the 1987-88 school year, we will begin statewide testing.

When test results become available, the state will publish them on a school-by-school basis. Parents will better understand what is expected of their children at various educational levels. Parents will be informed about which schools can better deliver programs to meet their children's needs.

We can begin by offering more choices to students in the 11th and 12th grades. These last two important years in high school should be the foundation for continued education, training, or entry into the workforce.

By the 1988-89 school year, all Min-

nesota families will be able to select the public school their children wish to attend.

Many of the details of this proposal are being worked on by the Departments of Education and Finance and the State Planning Agency.

But one point about this plan must be made clear: when the choice is made to attend another school in another district, or a post-secondary institution, state aid will follow that choice.

Our job, beginning in 1986, is to begin implementing the major parts of this plan.

We do not need another year of study. Minnesotans have worked very hard on various task forces and commissions to give us testimony and ideas. As we move forward in the development of this plan, we will carefully test and evaluate it to assure that its implementation provides improved benefits to students.

This plan will provide the strongest incentive of all: to make sure that local district programs are responsible to individual student needs.

I have always contended that schools must share resources and, if necessary, consolidate their programs. I am certain that schools will seek creative solutions to improve the quality of their educational programs.

They may focus their curriculum and cooperate with other schools. Or, they may seek new ways of saving money

**'We must be able to ensure quality... and to show the results our citizens demand'**

by sharing administrative functions, or retrofitting to conserve energy, or any one of the many other alternatives that are available to them.

Again, we must trust local districts to find solutions. In fact, I believe that the most creative solutions are found at the local level.

But the state has the responsibility to provide leadership and assistance. We will meet that obligation.

Our plan will include management assistance programs to help local districts identify areas of need and make improvements. We will have expertise available in curriculum, staff development, and energy conservation.

The objective of this plan is to help improve those schools which need help. This is a plan which clarifies the role of the state, strengthens local control by reducing state mandates, increases the productivity of our students, and allows parents and students to exercise their right to make decisions about the quality of education.

This is a plan which allows our young people to realize their full potential, and to enjoy the brightest future possible. Only when the potential of our young people is realized, can Minnesota become the brainpower state in the nation.

And believe me, Minnesota **will** be the brainpower state.

Thank you.

com. for  
Sent. 1/10/77  
# of Enrollments  
to 2.0 - 1.0

Ed. file  
1/10/77

Erica Buffington, Chair  
Action Committee  
League of Women Voters of Minnesota  
555 Wabasha  
St. Paul, MN 55102

Dear Erica:

I was pleased to learn that members of the LWVMN Education Committee have been following legislation and that there is a League "presence" at the Capitol this session. That takes a lot of time and energy on the part of volunteers, but it pays off in making League visible and in keeping the organization informed.

I was surprised, however, that the LWVMN Action Committee has come out in favor of the "Access to Excellence" bill, in total. There are portions of the bill which deserve the whole-hearted support of League and other organizations concerned about educational improvement, namely Article 2, Access to Local Program and Staff Development Aid, and Article 4, Access to Instructional Effectiveness, and Innovative Education Centers. Article 5, Management Assistance for Local School Districts can also help local schools do a better job.

But I was surprised to discover that League had supported the open enrollment article; surprised because I believe the concept flies in the face of League's long-standing commitment to equal opportunity for all. This proposal would provide equal opportunity only to the few students and parents who see greener grass on the other side of the fence and who live in areas close enough to make district-hopping feasible, or who have the financial resources to make boarding in a distant district affordable.

Moreover, loss of these students from so-called "poor" districts (poor in the sense that parents perceive they aren't serving the "needs and interests" of certain students) will only widen the gap for the majority, and this will only decrease equality of access. In many out-state districts, in particupar, this could result in what Anoka Superintendent Lew Finch called "pockets of excellence surrounded by a wasteland."

The same self-serving motivation underlies this option that underlies the private voucher concept, which the League opposes. Have we lost our commitment to providing high quality public services for all students? Are we telling students if they want it "go to the neighboring district?" In providing choice for the few, we run the risk of denying quality to the majority. It troubles me that the League supports a concept that appeals to the "Me" generation.

I'm also surprised that League would favor a plan which would have the effect of discouraging, or, perhaps, denying significant parental influence in the education of students. Would parents have the same voice in decisions in a distant district that they do in their home schools? How much influence would a parent have in the district in

which he or she doesn't live, vote, or participate in community affairs? How much influence should they have?

It surprised me that the League would support a plan which is based on competition rather than cooperation. Currently, there are incentives for school districts to share services and to cooperate to assure equal opportunity and excellence in education. There are many examples of situations where this is working very well. By instilling the "market place" attitude into the educational realm, these incentives and arrangements could disappear. Instead of continuing to explore ways to share, districts might waste precious money and staff on promotion or their special "product." Dollars better spent on lowering class size and increasing course offerings might be drained off into marketing strategies.

State money spent on the increased cost of transportation of the Governor's plan also would be better spent on classroom needs. Any money spent to bus students to a school of their choice is taken away from funds which could be used for the improvement of educational programs for all. Is that equity?

I urge the LWVMN to look more critically at other portions of the "Access to Excellence" bill as well. What effect will the state level PER committee have on local PER authority? It has the potential of taking away citizen involvement in local planning, evaluating and reporting which League and others concerned about public control of their public schools have supported.

Will equal access be served if state monies are spent on an inflated bureaucracy needed to design a state curriculum and testing program? And on what basis do supporters of this part of the plan believe that schools are doing such an uneven and inferior job of educating students that a mammoth and cumbersome system for accountability is needed? The close involvement of the Minnesota Business Partnership and the Governor makes it evident that the latter's proposal is heavily influenced by the Berman Weiler report. Several independent evaluations of that report have criticised the lack of data upon which Berman Weiler made sweeping arguments for restructuring education. Did the committee look at these?

How can the League support expenditure of state money on specialty high schools when many local districts are unable to achieve the degree of excellence they desire because of financial limitations? It is not lack of desire that prevents school boards from restoring art and music specialists which were cut during the early '80's. How can we justify spending \$400 million for 400 kids at an arts high school when we have not fulfilled our commitment to provide all the arts for all the kids statewide? Is that equity?

It does not appear that the Action Committee consulted a wide range of points of view before taking a position in support of "Access to Excellence." How many out-state teachers, superintendents, school board members, parents, businessmen, farmers, bankers, not to mention League members did the committee consult to see whether there is another side to the views expressed by representatives of the metro business community?

Buffington  
March 30, 1985

Page 3

I am troubled by what appears to be a "rush to judgement" on the support of Governor Perpich's educational reform proposals. I would respect our disagreement if I could be persuaded that the committee's decision had been made with the same objectivity that other positions have been afforded. I also would be less disturbed if the outcome had been more in keeping with the principles of the League. I also worry about the credibility of League with other organizations when it appears to have departed from traditional careful decision-making processes.

It is encouraging, as I said at the outset, that the League is following education legislation. It is a basic tenet of the LWV that informed, impartial analysis can help fashion good decisions. The stakes during this session are very high, and the ideas being considered demand careful scrutiny before they are enacted. I hope that the League Action Committee will demand that kind of scrutiny of legislators, and that it will assure League members that its positions will be reached by a process in keeping with the principles which have won respect for the organization in the past.

Thank you for your consideration of my views.

Best wishes,

A handwritten signature in cursive script, appearing to read "Jane".

Jane McWilliams, Member LWV Northfield

BRAINPOWER COMPACT

Principles

Discussed by  
Action Committee  
4/2/85

Minnesota is challenged as never before. This state must move into a knowledge-based economy. Our future will depend on our ability to do this more successfully than other states.

Our success in this will depend, in turn, on the ability of our educational system to educate the people of Minnesota in the higher-order skills that such a knowledge-based economy requires.

To carry out this different job the educational system will itself have to become different. Minnesota's public schools have served this state well in the past. But the consultants for the Minnesota Business Partnership found that the present system "has reached the limits of its effectiveness". So there must be changes in the public schools. And, to accomplish this, incentives and opportunities must be created to stimulate schools to improve.

These three conclusions are now shared by the Partnership and its consultants, by Governor Perpich, and now by former Governor Al Quie. They and a growing number of Minnesotans are in agreement also on what is needed:

— Clear expectations about what students should know at particular grade levels.

*mark* A mastery learning approach in the schools, to ensure the students do in fact have a command of the skills.

*mark* A state test to let parents, students and teachers know how well the subjects have been mastered.

Flexibility for the schools and schools districts, so they can decide how best to organize the teaching and learning. A reduction in mandates.

And, to stimulate innovation:

— Accountability, partly through the state test and partly by giving students and their families the freedom to enroll in a public school in a district other than the one in which they live.

Opportunity for the districts and schools to design and to offer the improved programs that will attract students, and for the students to choose among these public schools; while protecting and improving, also opportunities for minority students.

We are convinced that "access to excellence" is the right strategy for Minnesota.

We join the growing number of Minnesotans and public educators who support these initiatives by Governor Perpich and by the Business Partnership.

We will work enthusiastically for their adoption.

TIME FOR ACTION: Budget Request for  
Programs for the Gifted

To: Local Leagues and Education Chairs  
From: Ruth Armstrong, Education Chair, LWVMN  
Re: Budget request for programs for the gifted  
Date: August 12, 1980

POSITION: The League of Women Voters of Minnesota supports funding for special programs for gifted and high potential students.

The Coalition for the Gifted and Talented (LWVMN is a member of this Coalition) reports that the State Department of Education is not planning to increase the funding for programs for the gifted. It will remain 2½% of the enrollment times \$30 per student unless citizen action shows strong support for an increase.

To improve our funding chances, we need you. Budget meetings are taking place now. Letters to the State Department and the Governor must be sent now to urge them to fund at a level that will allow school districts to get serious about their gifted and talented programs.

Points to consider in your letter:

- 1) Why you are interested in the programs for the gifted.
- 2) A personal story of distress (boredom, low self-image, drop-out, etc.) or success (dramatic improvement because of a program, etc.).
- 3) Low level of funding (\$1.2 million) versus estimate of amount needed (\$12 million).
- 4) Minnesota's poor showing as compared with other states (only 10 other states fund at \$30 per student or less).

The Coalition supports these points:

- 1) Nationally accepted average of 5% to determine the number of gifted students per district.
- 2) An increase from \$30 to \$60 per student allows a district a chance to develop a K-12 program.
- 3) Many districts are small and need a floor amount. A \$5,000 floor helps 78% of our school districts with less than 1,700 pupils. A \$3,000 floor would help 64% of our districts with less than 1,000 pupils.

400 of our 436 school districts accepted funding for the 1979-80 year. This shows a real concern in our state. The Governor told representatives of the Coalition that this is a very high priority item for him.

We look to you to see that parents in your community are aware of our need for letters now. Please help! Send letters to:

Von Valletta, Deputy Commissioner  
of Education  
Minnesota Department of Education  
550 Cedar Street  
St. Paul, MN 55101

The Honorable Albert H. Quie  
Governor of the State of Minnesota  
130 State Capitol Building  
St. Paul, MN 55155

A copy of your letters would be appreciated: Coalition, 801 Terrace Drive, St. Paul, MN 55113.

Testimony given before the House Education Committee  
School Aids Division  
regarding  
House File 565  
on  
Gifted Funding  
March 25, 1981  
by  
Ruth Armstrong, Education Chair

The League of Women Voters of Minnesota has, since 1967, supported funding for special programs for gifted and talented students. We have since then been actively involved in working at both the local level and at the state level for these programs. Local Leagues throughout the state have been especially active in promoting the need for these programs within the community and in setting up programs within their school districts. At the state level we have worked within the Coalition for Gifted and Talented since its inception and support the position of the Coalition as depicted in the brochure before you and as presented by the previous speakers.

There is one issue that has not been addressed by the previous speakers that I would like to speak to: categorical aids. There are certainly misgivings about categorical aid programs among many people including many legislators I've spoken to. Perhaps some day we'll be able to abolish all categorical aids, when we can be assured that all children's needs will be met by local districts whose primary goal is the best education possible for all the children in their districts. But until that time comes, or until a better idea emerges to meet the needs of those children not quite in the mainstream, we must continue to fund categorically for some programs. The League of Women Voters of Minnesota does support using categorical aids, as does the Governor's Task Force on Educational Policy, who reported to this committee a few weeks ago. Their recommendation was as follows:

"The Legislature should continue to use categorical aid programs to address the needs of students with special conditions in circumstances not intended to be supported by foundation aid."

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"The Legislature should continue to use categorical aid programs to address the needs of students with special conditions in circumstances not intended to be supported by foundation aid."

Testimony presented to the  
Senate Education Aids Subcommittee  
of the Senate Education Committee  
February 18, 1982  
by Ruth Armstrong, Education Chair  
League of Women Voters of Minnesota

LWVMN Position - Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools. (1967)

The League of Women Voters of Minnesota opposes Senate File 1956. Since passage of the School Finance Law in 1971, changes have been made which the League supported to correct funding inequities for districts that had higher costs. These costs might be due to declining enrollment, growing enrollment, sparsity factors, mature staff, large numbers of families on AFDC, etc. In short, we tried to factor into the formula whatever unique costs a district might incur in attempting to provide equal public educational opportunities. This bill does not address the cost variation from district to district. The apparent inequities in the distribution of funds which the bill does address, is due to those cost variations. We do not deny that there may be districts whose unique cost problems are not fairly met by current law. We support efforts to correct these problems but this bill does not do that. It simply argues that a fair distribution of state funds is our goal whether or not that will result in equal education for our children.

A 19th century Norwegian dramatist and misanthrope, Henrik Ibsen, said in his play, *The Enemy of the People*, the life span of a public truth may only be ten years. The League is never eager to dispute statements made by Norwegian thinkers of any era and it may be time to reexamine our methods of distribution of education monies in Minnesota so that we can continue to provide equal educational opportunities for all the state's young people - but not at this time, in this way, by this bill.

<files>

League of Women Voters of the St. Cloud Area Testimony  
on  
the Great River Regional Library Budget  
to be given at  
Special Meeting of the Board  
September 1, 1981  
by  
Ellen Mork, Library Chair

I am Ellen Mork, Library Chairperson for the St. Cloud Area League of Women Voters (LWV). As you know, we are all here tonight because the commissioners of Benton, Morrison, Todd, and Wright Counties have declared to the Executive Committee of this Board that their counties cannot afford their share of the 13.6% increase in the 1982 operating budget for this library system.

The commissioners of the respective counties know better than we do about the demands placed upon them to fund the various services that must be provided in 1982. But, our organization is made up of taxpayers, the ultimate source of revenue for counties as well as all other governmental subdivisions. We decided that if taxpayers demand the services that the GRRL offers, and, if taxpayers are willing to pay for these services, then a county can afford to pay for these services.

We do not believe that the "demand" is debatable. A quick reference to the chart we prepared last month shows population, circulation, and number of registered borrowers have been increasing dramatically over the last five years. More to the point, circulation and registrations have been outstripping population in percentage increases. The demand is undeniably there.

The affordability of GRRL services is not as easily demonstrated. Much has been made of the percentage increases which various counties will sustain under the budget proposal already passed. Acknowledgement has been made by some commissioners that they are aware that a portion of those increases is attributable to population growth. The aggrieved counties have experienced some very rapid growth in population between 1979 and 1980. Because this library operates under a per capita assessment system, counties experiencing the more rapid growth in population will also encounter larger increases in their percentage share of the total financial obligation.

Unit of Government	Percentage Increase in Population	Percentage Increase in GRRL levy over '81
Wright	13.2	33.17
Benton	10.3	29.85
Morrison	6.9	25.78
Todd	5.3	23.88
Sherburne	4.8	0.00
Stearns	2.8	21.00
St. Cloud	0.8	18.65

You will note that the percentage for population growth directly parallels the percentage increases in the levy. An analysis of the population shifts enables one to determine just how much of the increase in the levy is directly attributable to population growth. What if there had been no change in population? What if the 1979 population figures had been used to calculate the 1982 budget shares? In this case, Benton, Morrison, and Wright Counties would not have to pay as much. Stearns and St. Cloud would have to pay more. Todd would still pay the same amount because their percentage of the total population served remained almost constant (9.58% of '79; 9.51% of '80). For those

counties which gained a proportional share of the total population served, it is possible to determine to what extent their increase in dollar levy was caused by population growth. For example, in Benton, of the \$15,520 actual increase above the 1981 levy, \$3,105 was due to population growth; that is 20% of the increase. For Morrison, 7.4% of their levy increase can be shown to be the result of population growth. For Wright, 28% of the levy increase is directly related to more people. It would be reasonable to assume that not all of these additional people are infants. Therefore, some of them would be additions to the property tax rolls.

For those of us who prefer to look at actual dollar amounts, the Library Director has calculated for you the actual savings that would result from the adoption of an 8% increase. For Benton, Morrison, and Todd Counties the total savings would be about \$5,000; for Wright, about \$14,000; for Stearns, about \$16,000; for St. Cloud, about \$22,000 including savings on building reimbursement.

Now those figures may tell governmental officials something. But, they don't really tell the taxpayers too much. We wanted to look at it from the point of view of the average taxpayer. We figured that if taxpayers could afford what it would cost them, then the county probably could afford \$5,000 or \$14,000 or \$16,000. So the St. Cloud Area LWV entered into a research project to find out what both budget proposals would cost the average taxpayer and specifically how much more the 13.6% increase would cost than the 8% increase.

The result of that research was mailed to you. I hope you have had a chance to examine the table and make the comparisons that were suggested in the letter accompanying the table. If any of you have questions about the information presented or the methods used to calculate the figures, I will be happy to answer them at the conclusion of my testimony.

How much more would the average owner of homesteaded property have to pay to finance the 13.6% budget increase than they would have to pay to finance the 8% increase? Pennies!

	Benton	Morrison	Sherburne	Stearns	Todd	Wright	St. Cloud
Average home	18¢	25¢	no change*	20¢	17¢	18¢	42¢
Average farm	34¢	44¢	no change*	53¢	50¢	85¢	N/A

\*Sherburne County pays the same amount regardless because they are at a State required minimum.

As mentioned in my letter, these figures are only estimates; it is not possible to present firm figures at this point. But the figures do give us a general idea of what property owners can expect. Judge for yourselves - can most people afford 18¢ or a quarter? The St. Cloud Area League believes they can. We have made this information public so that people can decide for themselves. Unfortunately, the information has been available to the public for less than a week.

Having dealt with the financial aspects of these budget alternatives, I would like now to move to the impact to be expected from the adoption of an 8% increase should this occur. The final impact, of course, would depend on whether this Board concentrated reductions in the Personnel line item or in the Materials line item (as proposed by the Director). Certain costs are fixed, as you know. There are only two main items, the aforementioned Personnel and Materials, where large cuts can be absorbed. The Director's suggestions make cuts in both categories, but cuts are concentrated in the Materials area. The St. Cloud Area League would have to support the Director's recommendations if a lower budget figure were adopted, even though it hurts to have over \$6,000 less money for books in 1982 than in 1981. The League of Women Voters of Minnesota position statement on Libraries opposes cuts in hours and services. Cuts in staff translate directly into cuts in hours and/or services.

There have been some questions about the relative size of the Personnel and Materials line items. Personnel is the larger of the two by a factor of 4.8 in the budget passed

last month; that factor is 4.9 this year. Why, it has been asked, must so much more be spent on staff than on materials? The answer is that the library is not selling a product but a service. That service is provided by people. The fewer people serving, the lower the level of service. Obviously, increased demand in the face of no increase in staff results in even lower levels of service. Allow me to give you an example. In April, I checked out this book; it was due on May 21st. I received an overdue notice August 8th! Policy states I should have received it the second week in June. But summer increases the workload, and some jobs don't get done as rapidly as they should. Did you know overdue notices are going out 2 months late? Do you know I still haven't received a second notice?

There is a second reason why staff costs more than materials. This system has 20 libraries to staff. Employees cannot be checked out on an interlibrary loan system. Books can. The economy of scale that results from the sharing of resources in a regional system can best be seen in the fact that every branch does not need every book. Patrons can borrow from any library in the system. So, of course, the Materials budget can be lower than the Personnel budget.

Tonight, you have before you a decision to make. Do you alter the budget you passed previously? The St. Cloud Area League of Women Voters urges you not to do so. If you believe that taxpayers and counties cannot afford the library budget as passed, then you must adopt a lower budget. If you share our opinion that the library needs the higher budget figure and that it is an affordable amount, then you can retain the higher budget. If you cannot decide, then you still have the option of compromise.

On this date in 1969, this library system was born. Today Great River is twelve years old. It is about to begin its thirteenth year. We all know the adolescent years are difficult ones; perhaps this is as true of institutions as it is of people. As you ponder the size of the birthday gift you will present to Great River, listen to Carl Sagan as he reflects on libraries in his book, COSMOS: "I think the health of our civilization, the depth of our awareness about the underpinnings of our culture and our concern for the future can all be tested by how well we support our libraries."

Thank you for the opportunity to address you this evening. If there are any questions, I could answer them now.

## TIME FOR ACTION

To: All Local Leagues  
From: Pam Berkwitz, Action Chair; Karen Anderson, Government Chair; Betty Shaw, Education Chair  
Re: Contact your Legislators (Representatives and Senator) immediately about Tax and School Aids Proposal  
Date: March 16, 1978

Education and tax legislation are both currently in conference committees. The issues are tied together because the size of the budget surplus is still being debated.

### BACKGROUND

Both issues have changed form frequently and will probably do so again in conference committee. Tax reduction proposals now deal with various methods of increasing tax credits. The implications of increasing credits are unclear; they appear to benefit just some groups of taxpayers at the expense of others. LWVMN, as stated in our Financing State Government position, continues to support a cut in income tax rates because rate cuts clearly and simply benefit all taxpayers in the state.

Proposals for the School Aids bill were very different in the House (HF 1885) and Senate (SF 1781) bills. Our position, based on LWVMN's 1976 study of the school aid formula, clearly supports retaining 3½-year averaging (House version of the bill) and stabilization of the grandfather levy (Senate version of the bill) in recognizing the financial needs of districts with declining enrollment. (Averaging enables districts with declining enrollments to average their pupil unit counts over a 3½-year period in recognition that costs do not decline in as rapid a proportion as the income reduction. The "grandfather levy" permits districts which were spending more than the 1971 state average, \$663, to levy for the difference between that district's actual average and the state average. The grandfather levy was to be reduced by 2½% of the original sum per year. See 'LET'S TAKE ANOTHER LOOK AT THE MINNESOTA MIRACLE', Minnesota VOTER, January-February, 1976, for more details if needed.)

We believe that we can continue to support both increased school aids and a cut in tax rates because: Finance Department estimates of the surplus have been conservative in the past; estimates for increases in school aids are somewhat high, since they do not account for the fact that the assessed valuation of property increases each year, thereby generating more locally raised revenue from the 27 mill limit school districts should levy; estimates for decreased revenues due to tax cuts are high because the implications of proposed credits are unclear and because rate cut estimates were part of a larger tax package.

CONTACT YOUR LEGISLATORS NOW, AND URGE THEM TO SUPPORT A CUT IN INCOME TAX RATES AS WELL AS SCHOOL AIDS PROPOSALS TO RETAIN 3½-YEAR AVERAGING AND STABILIZATION OF THE GRANDFATHER LEVY.

We need to contact legislators before floor action occurs, which will be probably be March 20 to March 22. Letters to legislators must be sent by Saturday, March 18; otherwise, you must phone to insure contact before floor action.

To: LWV-Minneapolis  
LWV-Crookston  
LWV-St. Peter  
LWV-M.E.P.-H.  
LWV-Buffalo-Monticello

From: Betty Shaw, Education Chair  
Re: HF 1885, School Aids Bill  
Date: March 13, 1978

There are the members of the House Conference Committee debating the School Aids Bill, HF 1885:

Rep. Thomas K. Berg, 368 State Office Building (296-4266)  
Rep. Willis R. Eken, 335 State Office Building (296-4256)  
Rep. Carl M. Johnson, 340 State Office Building (296-4270)  
Rep. Gerald C. Knickerbocker, 391 State Office Building (296-4315)  
Rep. Bob McEachern, 339 State Office Building (296-4237)

The Senate has not yet appointed its Conference Committee. SF 1781 is the Senate bill number.

Write or call urging Conference Committee members to retain 3½-year averaging (House version of bill) and stabilization of grandfather levy (Senate version of bill) in recognizing the financial needs of districts with declining enrollments. Note that for districts with declining enrollment costs do not decline in as rapid a proportion as the income reduction.

This is based on LWVMN's 1976 study of the school aids formula.



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

To: The Honorable Fred C. Norton, Chairman, House Appropriations Committee  
 From: The League of Women Voters of Minnesota  
 Minnesota Education Association  
 Minneapolis Council for the Gifted  
 Minneapolis Junior League  
 Re: Senate File 512 and House File 484  
 Date: February 23, 1978

We support the passage of Senate File 512 and House File 484. Just as other segments of the school population cannot be served by a regular program, gifted students have special needs. They need a differentiated educational program that takes their unusual abilities into account and offers them appropriate challenges. Senate File 512/House File 484 addresses the needs of these students by offering that most important resource - dollars - to school districts and to ECSU's that will identify and develop educational plans.

Why should special efforts be made for them?

1. Because they have exceptional potential for making outstanding contributions to our society.
2. Because they can and do have special difficulty in schools. After studying the lives of many eminent men and women, one group of experts concluded in 1968 that "to a very considerable extent those individuals who constitute the 'creative minority'...have achieved their eminence in spite of rather than because of our educational system."
3. Teachers need to be made aware of gifted students' needs and to be taught appropriate methods for challenging them.
4. In our educational dollar crunch, many school districts are having to cut existing programs for the gifted because of the press for other mandated programs.

We are well aware of the fact that the monies that this bill would make available are not going to meet the needs of all the gifted children in Minnesota. However, we are urging your favorable action on a very important first step for our gifted children.

Identical letter sent to The Honorable Roger D. Moe, Chairman, Senate Finance Committee

TIME FOR ACTION

FROM: Barbara Aslakson, Education lobbyist for the gifted

TO: All Local League Presidents

DATE: June 13, 1978

RE: ACTION NOW - Department of Education Forums

Background:

League Position: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children.... Adequate financing of special aids for children with physical and mental problems, gifted children and children with other learning disabilities. (1967)

The State Department of Education is hosting regional forums this July and August for the public (parents, educators, legislators, etc.) to give testimony on the need for state funding for the gifted. This is our opportunity to show we know how to get out the "testimony"!

What to do:

Local League presidents should contact their HR or Education chair and help her get the word out to the community. But most importantly, tell your own members and legislators. If you have legislators who are opposed or indifferent, it is imperative to convince them to go and listen to the testimony.

Local Leagues should prepare testimony based on our position and the situation in your school district. There are school districts who have a philosophy of educating each child to the best of his/her ability and then have no means of identifying high potential students. There are school districts who have commitments to high potential students, but because of funding squeezes, find cuts must be made in this area because there is no state mandate or funding. Perhaps your district is in-between. Whatever the situation, high potential students are not receiving the same attention as other special aid groups.

Attached are three articles which give you background for preparing your testimony. Be sure to give credit if you quote any of them. Good luck and please send a copy of the testimony you give to the state office.

# Issues in Education of Gifted

## WHY ESTABLISH PROGRAMS FOR GIFTED CHILDREN

Programs for gifted children sometimes are referred to as "special". This is not an accurate term since it implies that gifted children do or should receive more attention, both in quality and quantity, than other children.

No one interested in improving educational opportunities for gifted children suggests that these youngsters receive more attention than other children. Instead supporters of programs for gifted children promote the concept of programs which are different from those established for less talented youngsters. These programs are different because they are geared to the different ability of gifted children; they are neither better nor special.

In this respect, proponents of programs for gifted children are like parents who believe it wise to treat their children differently. A parent who gives his ten year old a 50¢ allowance and his six year old a 25¢ allowance, for example, treats his children differently because of the difference in their ages. But this does not constitute giving one child more or special attention than the other.

In education, the principle of handling children differently is well established. For example, we believe that blind and sighted children should be taught to read. But we do not believe that both groups should be taught to read in the same manner. As a result blind children are taught to read by the use of Braille and sighted children are taught to read by the use of print. This does not imply that sighted children receive more attention than blind children. Instead each group receives the attention it needs, which means that each receives different attention.

Hence the major reasons for establishing programs for gifted children is that the different needs of these children require different attention. Gifted children are more advanced than most children of their same age. They learn more quickly, they think more deeply, they comprehend more rapidly. They are not content with activities and tasks geared to children of their same age. Thus they require educational programs geared to their unique needs and abilities.

On the negative side, unless the unique needs of gifted children are at least partially met, one of several things may happen. The youngsters may become bored or anti-social. They may not work as hard as they can. They may become frustrated and underdeveloped adults.

The principle of handling children differently is based on two beliefs:

1. Children should be developed to their fullest potential for their own sakes.
2. Children should be developed to their fullest potential for society's sake.

The person who is developed to his fullest potential is likely to be happier and more satisfied than he otherwise would be. At the same time he is likely to make a greater contribution to society. This latter result is particularly important in the case of gifted children. These youngsters, grown to adulthood, will be in the position of being able to make outstanding contributions. It is from this group that we can expect new ideas, new methods, new discoveries, and new leaders. Therefore, the more we develop the potential of gifted children, the more everyone ultimately will benefit.

In brief the reasons for maintaining programs for the gifted are the same reasons which support the existence of programs for other groups of children. Unless one believes that all children should be treated in exactly the same manner, it is difficult to deny the necessity of programs for gifted youngsters.

*Reprinted from St. Louis Park  
Council for the Gifted Handbook*

## ANTI-GIFTED ARGUMENTS AND ANSWERS

(reprinted from MCG handbook)

1. In a democracy, children should have a common education. Therefore programs for the gifted are undemocratic.

If "common" means "exactly the same", education has been undemocratic since the Revolutionary War. The point of view expressed in the above statement, carried to its logical conclusion, would eliminate programs for retarded and physically handicapped children as well. It would eliminate colleges and universities. It would eliminate either public or private schools. In time it undoubtedly would eliminate democracy itself.

Being democratic does not imply that all citizens are entitled to exactly the same kind of treatment in all areas. Most Americans, for example, by virtue of citizenship by birth, have the right to become president. But it does not follow that a citizen who does not become president, can claim discriminatory treatment.

2. Won't providing a different education for gifted children, and particularly placing them in separate classrooms, result in their lack of ability to appreciate and get along with various kinds of people in adult life?

Undoubtedly if gifted children were totally separated, i.e. they never had an opportunity to become aware of differences in people, they might be inadequately prepared for broad contacts in adulthood. But no one proposes such a drastic measure; nor could such a measure be implemented.

Gifted children, of course, should be helped to learn that even though they have been blessed with an abundance of ability, all men, including themselves, have basic values and rights. But their abilities are not recognized and stimulated. One who consistently is not given to usually finds it difficult to give; one who constantly is misunderstood, cannot understand others.

This question implies that in adult life everyone is friends with everyone else. In actuality, adults select friends on the basis of common interests and common abilities; for that matter so do children. Hence no matter what is done or is not done to insure that gifted children become acquainted with various kinds of children, they probably will develop some close relationships with other gifted persons. It generally is that like tends to attract like.

3. Why have programs for the gifted when they get along all right in general programs?

Many gifted children do get along all right in programs geared to average children. But is "getting along" all we want for children? Don't we want all children, including the gifted, to get along as well as possible?

4. If we establish programs for gifted children, won't we need to cut back on programs for other children - the retarded, the physically handicapped and the average?

This need not be, nor is it likely to happen. At present Minnesota legislation requires school districts to provide suitable educational programs for all types of children, except the gifted. No one suggests, should legislation for the gifted be passed, that existing and much needed programs for other children be reduced or eliminated.

It is true that programs for the gifted, like all programs, cannot exist without financial subsidy. Hence enactment of legislation for the education of gifted youngsters would require additional money. It should be remembered, however, that the investing of such additional money soon would pay handsome dividends.

Occasionally one hears that "average children are neglected because so much attention is given to retarded and gifted children." It is true that average children in some areas are not receiving the best of education. But this state of affairs does not exist because of attention given to either retarded or gifted children. Indeed, areas which have inadequate programs for average children usually have even more limited programs, if any, for exceptional children.

In actuality, average children, mainly because they constitute the single largest group of youngsters, currently receive and will continue to receive the lion's share of the educational pie. At present all school districts in Minnesota operate programs for retarded youngsters and an even small number of districts operate programs for gifted children.

5. Perhaps it is true that the gifted child becomes bored in classes geared solely to average children. He does not like to do tasks which he can do very well but which his classmates still are learning. But won't this improve his character? Doesn't everyone need to learn that he must do some things even if he does not like to do them?

Of course all of us should learn that we must do some things even if we do not enjoy them. But few of us do these things for the sake of building character. Instead we carry on with disliked tasks for other reasons. We wash dishes, for example, not because we like washing dishes, but because we like clean dishes for our next meals.

If we truly believe it important for youngsters to repeat tasks, solely for character building, why are we so inconsistent? Why do we not require all children to do things over and over simply for the sake of building character?

6. If we have programs for the gifted, isn't there danger of pushing these children too fast and too far?

No child, gifted or not, should be pushed at too rapid a pace. But we need to remember that gifted children learn more quickly than average children. Hence, what is pushing for average children, is really proceeding at a pace gifted children well can handle. Actually the great danger in educating gifted children is not pushing too rapidly, but proceeding too slowly. Furthermore, programs for gifted children, because they take individual needs into account, are not very likely to result in pushing anyone beyond his ability.

7. By giving gifted children an education different from that given other children, aren't we in danger of forming a class of elite?

Classes of elite are formed by nature. Some persons are born with greater mental or physical or artistic ability than others. The problem of society, then, is deciding what to do about the differences created by nature.

We, as members of society, have two alternatives. We can pretend these differences do not exist, and attempt to require that no man produce at a level higher than his neighbor. Or, we can accept the fact that some persons do have superior abilities in some areas, and we can help these people to develop their abilities as fully as possible.

Unfortunately, in respect to the gifted, society seems to want to have its cake and eat it too. On one hand, society tends to neglect, reject and ridicule the gifted. When the chips are down, however, society depends and wants to depend on its most able people. We do not send just anyone to summit meetings, we do not employ just anyone to build our moon rockets, we do not count on just anyone to write our books, we do not rely on just anyone to cure our diseases. When the chips are down, we very much depend on our most gifted adults. And in the long run, what these gifted adults do for us, depends very much on what we did for them as children.

MINNESOTA'S BRAIN DRAIN

MOORE ON SUNDAY

January 8, 1978

Dave Moore: It's 8:30 in the morning, third grader Kris Clark leaves home for the short walk to the corner. Here, in the shadow of the neighborhood school, he awaits the arrival of the morning bus for a 45 minute ride to his school. Kris is a gifted child and his neighborhood school has no gifted classroom. Classes for gifted, in Minnesota, are sparce and fragmented. For three out of four gifted students in the state, there are no classes at all.



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ACTION NEEDED NOW - FINANCING OF SPECIAL  
AIDS FOR GIFTED CHILDREN  
H.F. 484/S.F. 512

To: LWVs in Districts Having a Member on the Senate Finance and House Appropriations Committees

From: Betty Shaw, Education Chair

Re: H.F. 484/S.F. 512

Date: February 27, 1978

*POSITION: The LWVMN supports financing of special aids for...gifted children.*

**BACKGROUND:** S.F. 512 (Kleinbaum, Humphrey, Sillers) and H.F. 484 (Hanson, R. Kempe, Faricy, Brandl, Searle) are once again in similar circumstances. As in the last session, Senate Finance and House Appropriations have yet to schedule a hearing. Unless these bills get a hearing soon, it will be too late for this legislative session, and all the work will have to be done again. Since both Houses' Education committees have passed this bill, it seems to be a dollar issue. Do we have enough dollars to serve all of the children, or should some children get top dollar priority?

Who will benefit?

1. Students K-12 in Minnesota who possess one or more of the following:
  - a. Special talents and abilities (other than athletic ability);
  - b. Special creative talents;
  - c. High academic aptitude;
  - d. Superior intellectual ability.
2. Teachers in Minnesota through staff development programs.
3. Members of the community who will be involved as resources.
4. Other resources such as post secondary personnel.

What procedures will districts follow to obtain funding?

1. Local school districts or combinations (or ECSUs) will develop a plan for the education of their high potential students.
2. The students to be served shall be determined.
3. Upon State Department of Education approval, additional aid of 5/100 of a pupil unit for each student served (up to 5% of total pupils) will be added in the computation of the foundation aid to be received by the district.

How can legislation be justified?

1. Society as a whole needs the important contributions that can come from appropriately educated high potential students.
2. High potential students are entitled to stimulating, challenging learning experiences which will encourage them to continue their education.
3. Only a very small number of teachers have been taught methods appropriate for these students.

OVER

OVER

OVER

OVER

4. Most schools are financially unable to afford even a minimal additional item in their budgets.

The main problem with these bills is the funding. We do not consider \$500,000 in the House version or \$150,000 in the Senate version adequate to serve the 5% student population involved. But if these bills are passed, the state will have made a commitment to serving the needs of all of our students.

WHAT TO DO: Contact the chairmen of Senate Finance and House Appropriation and tell them that these bills deserve a hearing so that more than one person can be involved in the decision on the value of the bills.

Next, contact your legislator who is a member of one of these two committees. Inform him/her of the stalemate that exists and convince him/her of the bill's worthiness and encourage him/her to lend his/her voices to calling for a vote.

#### Senate Committee on Finance

Moe, Chairman	Rm. 121	Cap.	296-2577
Lewis, Vice Chmn.	121	Cap.	-4166
Anderson	303	Cap.	-4184
Ashbach	123B	SOB	-4111
Borden	208	Cap.	-2607
Chenoweth	205	Cap.	-4172
Dunn	131	SOB	-4117
Hughes	328	Cap.	-4183
Humphrey, Author	121	Cap.	-4180
Keefe, J.	124	SOB	-4118
Keefe, S.	301	Cap.	-4190
Kirchner	129	SOB	-4115
Kleinbaum, Ch. Author	326	Cap.	-4173
Luther	306	Cap.	-8869
Memning	28	Cap.	-4171
Ogdahl	122A	SOB	-4109
Perpich	303	Cap.	-4145
Pillsbury	130	SOB	-4121
Purfeerst	323	Cap.	-4167
Renneke	140	SOB	-4125
Solon	303	Cap.	-4188
Spear	309	Cap.	-4191
Stumpf	328	Cap.	-4193
Tennessen	309	Cap.	-8885
Willet	205	Cap.	-4147
Schaaf	205	Cap.	-4179

#### House Committee on Appropriations

Norton, Chairman	245	SOB	296-5158
Voss, Vice Chmn.	251	SOB	-4226
Anderson, D.	386	SOB	-3908
Anderson, G.	291	SOB	-4228
Arlandson	347	SOB	-4312
Carlson, D.	318	SOB	-4308
Corbid	261	SOB	-4329
Dean	379	SOB	-4337
Eckstein	243	SOB	-4265
Enebo	222	SOB	-4274
Erickson	387	SOB	-4336
Faricy, Author	240	SOB	-4267
Forsythe	377	SOB	-4363
Hanson, Ch. Author	271	SOB	-4232
Kahn	237	SOB	-4257
King	353	SOB	-3750
Laidig	325	SOB	-4351
McCarron	248	SOB	-4242
Munger	226	SOB	-4282
Rice	371	SOB	-4262
St. Onge	223	SOB	-4263
Samuelson	249	SOB	-4875
Searle, Author	395	SOB	-4339
Sieben, M.	242	SOB	-4250
Swanson	372	SOB	-4885
Welch	360	SOB	-3821



# LEAGUE OF WOMEN VOTERS OF MOORHEAD

514 Fourth Avenue South  
Moorhead, Minnesota

JUL 21 1978

*file*

July 7, 1978

Statement presented by Milo Schefers at the State Department of Education Forum  
Moorhead State University

The Moorhead League of Women Voters is pleased to have this opportunity to testify in support of state funding for gifted children. Since 1967, the League of Women Voters of Minnesota has favored adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities. The League does not see funding for programs for gifted students as a nice extra for wealthier school districts but as a state responsibility in creating equal public educational opportunities for all Minnesota children.

School District 152 has recognized its responsibility to gifted students for a number of years. Last year, in addition to a full-time elementary teacher/coordinator, a half-time secondary position was created. Parent volunteers have been part of the Moorhead program. When the district went to the citizens with a revenue increase referendum this past year, the program for gifted students was on the list of programs which could be reduced at a savings of \$15,000.00 to the district. Citizens of our district did see these and other programs as valuable and voted in favor of the tax increase. However, by including the enrichment program as an area of possible savings the message was clear to the citizens and students that programs for the gifted are not considered to be a necessity.

Not all districts in Minnesota have been able to fund programs for the gifted. And this is not the time ... in the wake of Proposition 13 and numerous referendum defeats ... that districts can institute such programs on their own. There is no freedom in school district budgets for new programs. While there are over 400 school districts in Minnesota less than 70 have some kind of program for the gifted. Many legislators and the governor have stated support for special aid for the gifted students but legislation has not passed. We are pleased to note that District 9 Senator Douglas Sillers has sponsored legislation to aid high potential students. Too many people, however, see special help for the gifted students as a luxury, a frill, rather than a necessity. Some high potential students can get through our school system successfully without extra help because of exceptional teachers, parental support, or other factors, but how many become bored, turned off and are left by the wayside? These are the thinkers of tomorrow. The cost of neglecting them is far higher than the cost of state-wide funding of programs for these bright youngsters.

*State copy*



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

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

To: Minnesota Legislators  
From: Pam Berkwitz, Action Chair; Karen Anderson, Government Chair; Betty Shaw, Education Chair  
Date: March 17, 1978

The League of Women Voters of Minnesota (LWVMN) is concerned about the content of two major bills which you will soon be considering. LWVMN urges you to support measures to cut income tax rates and also to support school aid proposals to retain 3½-year averaging and stabilization of the grandfather levy. Both issues have changed form frequently. We hope you will support each on its own merits and as part of total legislative budget considerations.

Tax reduction proposals now deal with various methods of increasing tax credits. The implications of increasing credits are unclear; they appear to benefit just some groups of taxpayers at the expense of others. LWVMN supports a cut in income tax rates, because rate cuts clearly and simply benefit all taxpayers in the state.

Proposals for the School Aids bill were very different in the House (HF 1885) and Senate (SF 1781) bills. LWVMN supports retaining 3½-year averaging (House version of the bill) and stabilization of the grandfather levy (Senate version of the bill) in recognizing the financial needs of districts with declining enrollment.

The LWVMN supports both increased school aids and a cut in tax rates because:

- . Finance Department estimates of the surplus have been conservative in the past;
- . estimates for increases in school aids are somewhat high, since they do not account for the fact that the assessed valuation of property increases each year, thereby generating more locally raised revenue from the 27 mill limit school districts levy;
- . estimates for decreased revenues due to tax cuts are high because implications of proposed credits are unclear.

LWVMN hopes that both of these issues will be given proper and adequate consideration in the next few days and that neither tax cuts nor school aids will suffer in the hurry to end the legislative session.

To: Members of House School Aids Division of Education Committee  
From: Lois DeSantis, Human Resources Chair  
Re: State School Aid Formula  
Date: April 1, 1977

In 1974 and again in 1975, members of the League of Women Voters of Minnesota studied the funding of public education in our state, taking a hard look at the school aid formula. At the end of that time we surveyed the membership and added two new statements to our previous position on education. These are:

1. The League of Women Voters of Minnesota supports consideration of enrollment fluctuations when determining pupil units, and in case of declining enrollments extending beyond two years the time for reducing pupil unit counts.
2. The League of Women Voters of Minnesota supports categorical aid to school districts which have high salary costs per pupil unit.

In light of these positions, we urge you to take a close look at the following proposed bills and include additional aid for declining enrollments and mature staff in the final bill:

H.F. 627 (Arlandson) and H.F. 741 (Kostohryz) which address themselves to extending to three years the time for reducing pupil unit counts in districts with declining enrollments;

and

H.F. 628 (Arlandson) and H.F. 394 (Abeln) which would provide categorical aids to school districts with highly trained staff.

Representative John Tomlinson's School Finance Letter No. 7, A Proposal for a New Declining Enrollment Factor, seems to offer a method of considering enrollments which would be equitable and would eliminate some of the juggling of figures each year.

From our earlier education statements we would like to reiterate our support of:

Members of House School  
Aids Division of Education  
Committee

-2-

April 1, 1977

1. Educational Cooperative Service Units
2. Transportation aids which reflect current costs
3. Special aids for children with physical and mental problems,  
gifted children, and children with other learning disabilities.

Thank you for your continued efforts to assure adequate funding for Minnesota's schools.

To: Members of the Senate Education Committee  
From: Lois DeSantis, Human Resources Chair  
Re: S.F. 512  
Date: April 25, 1977

The LWVMN supports state responsibility ensuring adequate financing of special aids for gifted children. Just as other segments of the school population cannot be served by a regular program, gifted students have special needs.

They need a differentiated educational program that takes their unusual abilities into account and offers them appropriate challenges. SF 512 addresses the needs of these students by offering that most important resource - dollars - to school districts and ECSU's that will identify and develop educational plans.

Why should special efforts be made for them?

1. Because they have exceptional potential for making outstanding contributions to our society.
2. Because they can and do have difficulty in schools. After studying the lives of many eminent men, one group of experts concluded in 1968 that "to a very considerable extent, those individuals who constitute the 'creative minority'.....have achieved their eminence in spite of rather than because of our education system."
3. Teachers need to be made aware of their needs and to be taught appropriate methods.
4. In our educational dollar crunch, many existing programs may be forced out of existence by other mandated programs.

We are well aware of the fact that the monies that this bill would make available are not going to meet the needs of all of the gifted children in Minnesota; however, we are encouraged to see the Legislature take this first important step. We urge your favorable action on this very necessary aid for gifted children.

To: Members of the Education Division of House Appropriations  
From: Lois DeSantis, Human Resources Chair  
Re: H.F. 484/ S.F. 512  
Date: May 10, 1977

The LWVMN supports state responsibility ensuring adequate financing of special aids for gifted children. Just as other segments of the school population cannot be served by a regular program, gifted students have special needs.

They need a differentiated educational program that takes their unusual abilities into account and offers them appropriate challenges. SF 512 addresses the needs of these students by offering that most important resource - dollars - to school districts and ECSU's that will identify and develop educational plans.

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3. Teachers need to be made aware of their needs and to be taught appropriate methods.
4. In our educational dollar crunch, many existing programs may be forced out of existence by other mandated programs.

We are well aware of the fact that the monies that this bill would make available are not going to meet the needs of all of the gifted children in Minnesota; however, we are encouraged to see the Legislature take this first important step. We urge your favorable action on funding of this very necessary aid for gifted children.

To: Members of the House Education Committee  
From: Lois DeSantis, Human Resources Chair  
Re: H.F. 484  
Date: April 5, 1977

The LWVMN supports state responsibility ensuring adequate financing of special aids for gifted children. Just as other segments of the school population cannot be served by a regular program, gifted students have special needs.

They need a differentiated educational program that takes their unusual abilities into account and offers them appropriate challenges. HF 484 addresses the needs of these students by offering that most important resource - dollars - to school districts and ECSU's that will identify and develop educational plans.

Why should special efforts be made for them?

1. Because they have exceptional potential for making outstanding contributions to our society.
2. Because they can and do have difficulty in schools. After studying the lives of many eminent men, one group of experts concluded in 1968 that "to a very considerable extent, those individuals who constitute the 'creative minority'.....have achieved their eminence in spite of rather than because of our education system."
3. Teachers need to be made aware of their needs and to be taught appropriate methods.
4. In our educational dollar crunch, many existing programs may be forced out of existence by other mandated programs.

We are well aware of the fact that the monies that this bill would make available are not going to meet the needs of all of the gifted children in Minnesota; however, we are encouraged to see the Legislature take this first important step. We urge your favorable action on this very necessary aid for gifted children.

To: Members of the Senate Finance Committee  
From: Lois DeSantis, Human Resources Chair  
Re: S.F. 512/ H.F. 484  
Date: May 11, 1977

The LWVMN supports state responsibility ensuring adequate financing of special aids for gifted children. Just as other segments of the school population cannot be served by a regular program, gifted students have special needs.

They need a differentiated educational program that takes their unusual abilities into account and offers them appropriate challenges. SF 512 addresses the needs of these students by offering that most important resource - dollars - to school districts and ECSU's that will identify and develop educational plans.

Why should special efforts be made for them?

1. Because they have exceptional potential for making outstanding contributions to our society.
2. Because they can and do have difficulty in schools. After studying the lives of many eminent men, one group of experts concluded in 1968 that "to a very considerable extent, those individuals who constitute the 'creative minority'.....have achieved their eminence in spite of rather than because of our education system."
3. Teachers need to be made aware of their needs and to be taught appropriate methods.
4. In our educational dollar crunch, many existing programs may be forced out of existence by other mandated programs.

We are well aware of the fact that the monies that this bill would make available are not going to meet the needs of all of the gifted children in Minnesota; however, we are encouraged to see the Legislature take this first important step. We urge your favorable action on funding of this very necessary aid for gifted children.

935-2892

APR 1 1977

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA • ST. PAUL, MINNESOTA 55102

PHONE: (612) 224-5445



MEMO

TO: DeSantis, Atchinson, Clugg

FROM: Pat Lucas

SUBJECT: Testimony H.F. 484

DATE: 3/35/77

The attached draft was prepared by Barbara Aslakson - Please review edit and

then approve so that we can have it ready to go when the time is right.

Pat:

My concern is with the funding. A "per pupil" payment benefits the highest declining enrollment district less than a growing district at "average" or "catch-up" expenditures. Therefore the \$'s will buy less in services in these districts.

"shall,"  
not  
"may"  
→ Most important: the legislation is mandatory,  
→ not permissive. In my estimation, the program  
would be better initiated in local districts if (over)

funding were required of the state if a district qualified by having a program for the high potential students. Mandated programs (in my experience) are less likely to be developed enthusiastically than are those for which a monetary incentive is provided and the local district has the option to choose to utilize those funds for such a program. Citizen pressure on the local school district can cause the district to begin a program. Citizen investigation usually turns into citizen involvement which I believe is tantamount to a program for the high potential. (This "note" is longer than I'd expected — hope you <sup>get</sup> the drift of what I'm trying to say. Sorry)

Draft

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, MN 55102 - March 1977

TIME FOR ACTION

To: Local League Presidents, Education Chairmen

From: LWV of Minnesota

Re: HF 484 (Hanson, R. Kempe, Faricy, Brandle, Searle)

SF 512 (Humphrey, Sillers)

Background: League position: Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities.

Who will benefit?

1. Students from K-12 throughout Minnesota who possess one or more of the following:
  - a. Special talents and abilities other than special athletic ability;
  - b. Special creative talents;
  - c. High academic aptitude;
  - d. Superior intellectual ability.

(These are the federal government's recognized definitions.)

2. Teachers throughout Minnesota through staff development programs.
3. Members of the community who will be involved as resources.
4. Other resources such as post-secondary personnel.

What procedures will districts follow to obtain funding?

1. Local school districts or combinations of districts will develop a plan for the education of their high-potential elementary and secondary students.
2. The high-potential students to be served shall be determined.
3. Upon State Department of Education approval, additional aid of 5/100 of a pupil unit for each student served (up to 5% of total pupils) will be added in the computation of the foundation aid to be received by the district. A total sum of \$500,000 per year will be appropriated for purposes of this bill.

How can legislation be justified?

1. Society as a whole needs the important contributions that can come from appropriately educated high-potential students.
2. High-potential students are entitled to stimulating, challenging learning experiences which will encourage them to continue their education.....Each year more than 80,000 high school students who are within the top 25% of the nation's population intellectually leave school before graduation\*....Uncounted in-school dropouts are prevalent in many high schools.
3. Only a very small number of teachers have been taught methods appropriate for high-potential students. In 1976, 289 out of 52,000 teachers completed in gifted education.

\*Dr. Joseph French, U. of Pennsylvania, 1969

4. Most school districts are financially unable to afford even a minimal additional item in their budget....Funds for development, implementation, and evaluation are critical in order to ensure quality programming for high-potential students.

What to do:

Search out parents and educators in your district who can support this bill. Let your legislators know you support it. Previous legislature attempts have failed because legislators were not informed about the bill by their local constituents.

The LWVMN has aligned with the Minnesota Council for the Gifted and Talented to obtain passage of this bill this year. Session after session the Legislature has ducked this issue. Be sure your legislators know that we think special aids to some and not others is unfair.

Contact MCGT to find out who the local members are in your area: Barbara Aslakson, 1-612-935-2892; Gayle Rinehart, 1-612-459-2904; or Ruth Clifton, 1-612-457-6959. Work with them.

"Our philosophy of education is a philosophy of life. We are concerned with the whole impact of life on the young person and the impact he or she will make on society. Ours is a philosophy of basic human rights for all." David Jacobson, President, MCGT

House Education Committee

(List)

Senate Education Committee

(List)

League's only reservation on this bill is that the funding may prove to be inadequate. We reluctantly agreed with MCGT that there are school districts which have identified HP students and are providing some services to them and that will soon find themselves in the position of cutting more of any non-state mandated programs because of finances. This will begin to reverse this trend as attention grows in this long overlooked area.

To: Subcommittee on Education of Senate Finance Committee  
From: Janice Lane, Lobbyist, League of Women Voters of Minnesota  
Re: S.F. 120  
Date: May 2, 1977

The League of Women Voters of Minnesota believes that the state has a responsibility to provide equal public educational opportunities for all Minnesota children. The special needs of children with physical and mental problems, gifted children and children with other learning disabilities are not being met at the present time. S.F. 120 addresses the needs of children that, due to the influence of another language, are having difficulty performing ordinary classroom work in English.

A 1976 study shows that Latinos are the largest minority group in Minnesota:

Latin/Spanish heritage	49,500
Black	46,300
Native American	45,100
Asian American	10,200

The 49,500 figure only reflects the number of permanent Minnesota residents. This number swells by 10 or 15 thousand when Latino migrants from the Southwest come to the state to help harvest crops.

We approve of the fact that the bill is not limited to the Spanish community but would allow pilot programs for Native American and Asians as the need is assessed.

We support instruction in both English and the primary language of the child so that the child is able to progress effectively through the educational system and attain basic skills. Thus they will not be behind their contemporaries and may reach the point at which they are able to perform ordinary classroom work successfully in English sooner.

We urge your favorable consideration of the funding of S.F. 120.

To: House Education Committee  
From: Janice Lane, Lobbyist, League of Women Voters of Minnesota  
Re: H.F. 345  
Date: April 14, 1977

The League of Women Voters of Minnesota believes that the state has a responsibility to provide equal public educational opportunities for all Minnesota children. The special needs of children with physical and mental problems, gifted children and children with other learning disabilities are not being met at the present time. H.F. 345 addresses the needs of children that, due to the influence of another language, are having difficulty performing ordinary classroom work in English.

A 1976 study shows that Latinos are the largest minority group in Minnesota:

Latino/Spanish heritage	49,500
Black	46,300
Native American	45,100
Asian American	10,200

The 49,500 figure only reflects the number of permanent Minnesota residents. This number swells by 10 or 15 thousand when Latino migrants from the Southwest come to the state to help harvest crops.

We approve of the fact that the bill is not limited to the Spanish community but would allow pilot programs for Native American and Asians as the need is assessed.

We support instruction in both English and the primary language of the child so that the child is able to progress effectively through the educational system and attain basic skills. Thus they will not be behind their contemporaries and may reach the point at which they are able to perform ordinary classroom successfully in English sooner.

We urge your favorable consideration of H.F. 345.

T I M E F O R A C T I O N

Re: S.F. 120 (McCutcheon, Vega, Spear, Ueland and Hanson) and H.F. 345 (Stanton, K. Nelson, A. Kempe, Savelkoul and Suss)

To: Local League Presidents/Action Chairmen and Human Resource Chairmen (3 copies enclosed)

From: Helene Borg and Jan Lane

February 23, 1977

Background: *LEAGUE 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.*

- . Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities.*

Provisions of the bill: The bill requests \$900,000 for grants and administration for pilot programs in public schools for bilingual education. The Latino Social Service Needs Assessment Commission in St. Paul, with the approval of the U.S. Census Bureau, shows in a 1976 study that Latinos are the largest minority group in Minnesota.

Latino/Spanish heritage	49,500
Black	46,300
Native American	45,100
Asian American	10,200

The 49,500 figure only reflects the number of permanent Minnesota residents. This number swells by 10 or 15 thousand when Latino migrants from the Southwest come to the state to help to harvest crops. The bill is not limited to the Spanish community, however. Pilot programs could be provided for Native Americans or Asians as need is assessed.

A large number of children, due to the influence of another language, are having difficulty performing ordinary classroom work in English. The bill calls for instruction given in and study of both English and the primary language of the child in all courses or subjects of study. This would allow the child to progress effectively through the educational system and to attain the basic skills so that they will be able to perform ordinary classwork successfully in English. It provides for teaching licenses in bilingual education and training of bilingual teachers, affirmative hiring of persons who are native speakers of the foreign language, and community bilingual education committees.

The bills were sent to the Education Committees in both houses. In the Senate the bill is being considered by the Special Programs Subcommittee of the Education Committee.

WHAT TO DO: PHONE OR WRITE YOUR LEGISLATOR AND EXPRESS YOUR CONCERN ABOUT THE LARGE NUMBER (use local examples if possible) OF CHILDREN WHOSE PRIMARY LANGUAGE IN THE HOME IS NOT ENGLISH. THEIR ACADEMIC ACHIEVEMENT IS BELOW AVERAGE, AND THEIR DROP-OUT RATE IS 10% HIGHER THAN THAT OF THE AVERAGE MINNESOTA STUDENT. THE BILL WOULD GIVE THESE CHILDREN INSTRUCTION IN BOTH ENGLISH AND THEIR PRIMARY LANGUAGE IN ALL COURSES. THE GOAL WOULD BE TO ACQUIRE FLUENCY IN BOTH LANGUAGES.

OVER

OVER

OVER

OVER

URGE THEIR SUPPORT OF THESE BILLS!!!!!!

Senate Special Programs Subcommittee

Stumpf, Chairman	Rm. 328 Cap.	296-4193
Knutson	141 SOB	-4120
Nichols	23A SOB	-4474
Stokowski	235 Cap.	-4192
Strand	24D Cap.	-4104

House Education Committee

Johnson, Chairman	Rm. 340 SOB	296-4270
McEachern, V. Chm.	339 SOB	-4237
Berg	368 SOB	-4266
Berkelman	354 SOB	-2228
Brandl	172 SOB	-4837
Byrne	214 SOB	-4245
Carlson, A.	319 SOB	-4328
Carlson, L.	369 SOB	-4255
Eken	335 SOB	-4256
Esau	317 SOB	-4348
Fjoslien	311 SOB	-4317
Kalis	239 SOB	-4240
Kelly, R.	328 SOB	-4277
Kempe, R.	345 SOB	-4220
Knickerbocker	391 SOB	-4315
Kostohryz	370 SOB	-4936
Langseth	330 SOB	-4335
Mangan	217 SOB	-4356
Mann	163 SOB	-4292
Metzen	219 SOB	-4370
Nelsen, B.	327 SOB	-4352
Nelsen, M.	171 SOB	-4368
Nelson, K. (author)	299C "	-4244
Peterson	315 SOB	-3729
Stanton (author)	179½ "	-4249
Suss (author)	173 SOB	-4313
Tomlinson	343 SOB	-4259
Williamson	382 SOB	-4303

# LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA, ST. PAUL, MINNESOTA 55102

MEMO to; Members of the Education Committee of  
the House of Representatives

From: Nancy Atchison, Education Chairman  
League of Women Voters of Minnesota

Re: Bilingual education programs and native American  
language and culture programs

March 5, 1975

The League of Women Voters of Minnesota urges a favorable consideration of H.F. 396. In our studies of American Indians, we have become aware of the impact of the high rate of school dropouts, alcoholism and suicides among Indian young people. Low self-esteem and feelings of cultural inferiority imposed by white society seem largely responsible.

The League of Women Voters of Minnesota supports measures to preserve native American culture and to aid native Americans retain their unique cultural identity. In Minnesota, we can make this additional effort to help educators find better ways of dealing with multiple cultures and children who use a language other than English in their homes.

The League of Women Voters of Minnesota supports additional state funding for bilingual programs because local school districts need financial assistance to give impetus to local implementation of these new programs. The League of Women Voters of Minnesota also believes that assessment and evaluation by an advisory committee is better implemented on a statewide basis.



League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102 - February 1975

Testimony before Senate Education Committee  
by Nancy Atchison, Education Chairman  
League of Women Voters of Minnesota  
February 19, 1975 - 10 a.m.  
Room 118, State Capitol, St. Paul, Minnesota

The League of Women Voters of Minnesota supports the concept of cooperation embodied in S.F. 22. It has been our position that the state should take responsibility - not only for equal opportunity - but for improving opportunity, as well.

S.F. 22 and the Educational Cooperative Service Units (ECSU) it will encourage, along with state funding impetus, will give school districts a mechanism for joining their resources to their needs - in cooperation. We see this as providing the possibility for improvement of programs and greater efficiency of both people and money.

League particularly encourages the use of regional boundaries for ECSU to further the cooperation and interdependence inherent in their establishment.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102 - February 1975

Testimony before House Education Committee  
by Nancy Atchison, Education Chairman  
League of Women Voters of Minnesota  
February 19, 1975 - 8 a.m.  
Room 81, State Office Building,  
St. Paul, Minnesota

The League of Women Voters of Minnesota supports equal access to educational programs for all children. This law - which requires equal programs, but allows separation at secondary level - meets criteria for promoting equal access.

We are in accord with every effort to improve opportunities for elementary age girls so that they will learn to feel that physical activity is as acceptable for them as it is for boys.

The League of Women Voters urges passage of H.F. 61.

# LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA, ST. PAUL, MINNESOTA 55102

MEMO to: Members of the Education Committee  
of the Senate

From: Nancy Atchison, Education Chairman  
League of Women Voters of Minnesota

Re: Bilingual education programs and native American  
language and culture programs

March 5, 1975

The League of Women Voters of Minnesota urges a favorable consideration of S.F. 110. In our studies of American Indians, we have become aware of the impact of the high rate of school dropouts, alcoholism and suicides among Indian young people. Low self-esteem and feelings of cultural inferiority imposed by white society seem largely responsible.

The League of Women Voters of Minnesota supports measures to preserve native American culture and to aid native Americans retain their unique cultural identity. In Minnesota, we can make this additional effort to help educators find better ways of dealing with multiple cultures and children who use a language other than English in their homes.

The League of Women Voters of Minnesota supports state funding for the programs described in S.F. 110 because school districts need financial assistance to establish and implement new programs. State assistance seems necessary, as well, for needs assessment, evaluation and dissemination of programs.



## LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA, ST. PAUL, MINNESOTA 55102

MEMO TO: Members of the House Education Committee  
FROM: Mary Ann McCoy, State President  
RE: Proposals for Anti-busing Legislation  
April 9, 1973

The League of Women Voters of Minnesota wishes to state its strong opposition to those bills being presented to the Education Committee which prohibit the establishment of ratios to measure racial imbalance and limit the authority of school boards to transfer students to schools within its district. The League has long supported measures it felt would help to increase educational opportunities. We believe these bills would hinder our goals and also deny the goal of abolishing racial discrimination.

By including a provision prohibiting the establishment of a ratio of racial balance, the State Board of Education will be denied the authority to set standards and could not utilize valid measurement factors. This seems to be an effort to deny the existence of the de facto segregation patterns which have developed in our residential areas. School boards throughout the country, including Minneapolis, are under court orders to correct racial imbalance, a legally recognized form of discrimination. Educational institutions are expected to show progress toward desegregation, and a numerical ratio is one means of indicating this progress.

Our members are very concerned about the anti-busing clauses in these bills. Not only does this seem to deny the existence of de facto segregation, it proposes to eliminate the use of one of the means available to school districts to help overcome such an imbalance. In addition to the discrimination factor, the League feels this bill limits the ability of a school district to best utilize most wisely its facilities and staff. As school-age populations shift within a district, as buildings or portions of buildings become unusable, as citizens reject bond issues for new structures and remodeling, a school board will be seriously hampered if each parent can insist that his child attend the school building nearest him. Does this not negate the best judgment of a local school board in its efforts to provide the best education possible for all its students within its available resources?

The League believes the provisions of these bills could prove detrimental to many school districts and children. We urge your opposition to such laws.



Statement by the League of Women Voters of Minnesota  
to the Minnesota State Board of Education Public Hearing on  
"Regulations Relating to Equality of Educational Opportunity  
and School Desegregation"

July 20, 1973

at the Auditorium - State Office Building

The League of Women Voters of Minnesota reaffirms support of the goals of the proposed "Regulations Relating to Equality of Educational Opportunity and School Desegregation." We have for several years indicated our concern for this type of implementation of the state's responsibility for equality of opportunity in education for all Minnesota's children. One particular recommendation in the proposed regulations is that each community's comprehensive plan involve school district residents in broad participation and assist attainment of community goals. We feel this is especially important to allow minorities to be a part of school decisions and to help their children gain equal educational goals. For this reason, we also support your decision in the Pine Point and Nett Lake communities' innovative solutions to educating Indians.

As we stated in previous testimony, our members believe that children of varying neighborhoods should not be denied the educational opportunities available to other children in the same school district. We support the correction of racial imbalance in the schools with the state having the power to investigate, set and enforce standards, and the capability to give extra financial help to achieve these standards. These conclusions from our study in 1966 were reaffirmed at our convention in May, 1973. We believe the statewide coverage that our membership encompasses in communities of all sizes is significant and of interest to the State Board of Education.

Upon reviewing the proposed regulations, we note that they identify and define what constitutes racial imbalance, they provide the state with economic leverage to enforce compliance, and they offer technical assistance and services as deemed necessary. We agree that the State Department of Education under the direction of the State Board of Education should assist local districts in their identification of racial segregation and administer desegregation policies to eliminate discrimination in education.

In reference to your recent decisions on the Indian schools in Pine Point and Nett Lake, we commend your recognition that the educational programs evolved by these Indian communities reflect their own assessment of goals and programs for their children. Historically, educational solutions imposed on Indians have not been successful. As a case in point, boarding school experience imposed a solution that was sometimes inhumane. In our state, existing problems of high dropout rate and relatively poor attendance percentages show that Indians are not being educated equally.

In contrast we note that a more positive educational experience appears to have been inspired where Indian communities have evolved and supported their own educational solutions, as at Pine Point and Nett Lake. The merit in allowing these efforts has been recognized by the State Board of Education and by the Minnesota Legislature in passing special legislation to allow them to continue.

We are aware that capability for flexible response to community needs



✓  
Memo to Barbara Jones and Liz Ibbott (copy to Gloria Phillips)  
From Mary Ann McCoy  
Re: Draft of July 20, 1973, testimony to state Board of Education  
July 7, 1973

You have now received the draft of the testimony Liz prepared in her effort to fuse Barbara's draft concerning our previous and continuing education testimony and to draft her own statement expressing our concern for Indians.

It gives you additional "July Reading", I am enclosing my own draft which I submit in the interest of further fusion and effectiveness. At present reading, the draft you have already received seems to say two things at once: "solutions" evolved by "outsiders" to meet needs of special groups have not worked; we are endorsing what could be labeled as yet another "solution" imposed on "separate groups"--namely blacks, ethnic minorities, "neighborhooders", etc.--by "outsiders" (Bd. of Ed., State) which they might not wish and that might prove historically harmful and "inhuman".

My draft seeks to weave the Indians concern within our total educational framework of state responsibility for equality of opportunity. To do otherwise, I suspect, might leave our total effort in doubt; we have invested too much careful study, thought, and previous action in both arenas--Indians and HR/Equality of Opp/Education--to risk confusion in the testimony at this level and in this public arena.

Further, you may note that while I quote directly in most part from the positions statements included in Liz's draft in quotes, I do not use the quotes; my rationale: unless you document with a footnote whence that quotation, it loses meaning---and to footnote a brief testimony with reference to in-house terms and memoranda seems to add unnecessarily to our public image. Likewise, I did not refer in the draft to "our position". Also, note the rewording of reference to Bemidji LWF Pres---we already have image of our members being all college graduates and so forth, and I feel this wording is preferable and stresses what I believe Liz wanted stressed: an educator commenting on her colleagues.

I am not sending my draft on to Nancy Atchison and "Mattheis (Edina)" (who d at?) from Peggy's note on who received copies of the draft from Liz. I know they will have their own comments; I send this to you three because we've all talked about problems in fusing these two parts of our Program into one statement!

I'll be back in Minnesota evening of July 11th, and eager to have your comments!

M TO: Barb, Nancy, Gloria

E FROM: Liz

M SUBJECT Brd. of Ed's School Desegregation

O

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA

ST. PAUL, MINNESOTA 55102

PHONE: 224-5445

The hearing~~x~~ is for July 20. Presumably we can ask to submit a statement-testify. I presume we want to, perhaps a reworked, updated version of the previous.

I think there should also be mention of the Indian schools and our interest in allowing <sup>to continue</sup> these efforts at what seems to be an improvement in educating for these disadvantaged kids. From some checking it appears that: Nett Lake is exempt because it is its own school district by law.

Pine Point is exempt because by law (State Aids Bill) it is allowed to function independently within the Park Rapids District Grand Portage perhaps because of a provision that they don't have to desegregate if the kids have to be bused more than 1 hour round trip. ---Without further checking I'm not sure that there are more schools involved.

If you think we should participate, perhaps Barb could write the basic statement, Gloria & I could add some thing about Indians and Barb & Nancy could have finally editing rights. If we get on it soon, ~~xxx~~ time shouldn't be much of a problem.

*State statement - brief, summarized, re-stated - left for Liz - no copy -*

June 4, 1973

State of Minnesota  
Board of Education  
Chapter 32 EDU 620 - 639  
Regulations Relating to Equality of Educational  
Opportunity and School Desegregation

EDU 620 POLICY.

The State Board recognizes many causes for inequality in educational opportunity, among which is racial segregation.


The State Board agrees with the U. S. Senate Report of the Select Committee on Equal Educational Opportunities that, "the evidence, taken as a whole, strongly supports the value of integrated education, sensitively conducted, in improving academic achievement of disadvantaged children, and in increasing mutual understanding among students from all backgrounds."

The State Board recognizes its duty to aid in the elimination of racial segregation in Minnesota Public Schools and therefore adopts these regulations, the purpose of which is to direct and assist each school district in the identification of and the elimination of racial segregation which may exist in the public schools within the district.

The regulations which follow are designed to implement the policy of the State Board as set forth in Educational Leadership Role for Department of Education and Board of Education in Providing Equal Educational Opportunity, November 9, 1970.

EDU 621 DEFINITIONS.

For the purpose of EDU 620 - 639, the following words and phrases shall have the meaning ascribed to them:

- 
- a. "Equal Educational Opportunity" is defined as the provision of educational processes where each child of school age residing within a school district has equal access to the educational programs of the district essential to his needs and abilities regardless of racial or socio-economic background.
  - b. The term "Minority Group Students" is defined as students who are Black-American, American-Indian, Spanish surnamed American, or Oriental Americans. The term "Spanish surnamed American" includes persons of Mexican, Puerto Rican, or Spanish origin or ancestry.
  - c. Segregation occurs when a public school has a student body of 30% or more minority group students.

EDU 622 DUTIES OF LOCAL BOARDS, PENALTY FOR FAILURE TO COMPLY.

- a. Each local board shall, in accordance with these regulations, submit data to the Commissioner on the racial composition of each of the schools within its jurisdiction.
- b. Each local board shall, if segregation is found to exist in any of its schools (1) submit to the Commissioner a comprehensive plan for the elimination of such segregation that will meet the requirements of EDU 620 - 639; (2) submit information to the Commissioner on the progress of implementation of any comprehensive plan which has been approved; and (3) implement in accordance with its schedule a comprehensive plan which has been approved.

- c. The penalty for non-compliance with EDU 620 - 639 shall be the reduction of state aids pursuant to Minnesota Statute 1971, Section 124.15.

EDU 623 SUBMISSION OF DATA.

- a. Each local board shall submit to the Commissioner within 60 days of the effective date of these regulations and annually thereafter by November 15, of each year, such data as are required by subsection (b) of this section, to determine the existing racial composition of the enrollment of each school in the district. If a local board fails to submit such data by November 15, annually, the Commissioner shall notify the Board of non-compliance. A reasonable time of 15 days, shall be allowed for compliance.
- b. Each local board shall submit a report showing the number of students enrolled which belong to each race and the number of certificated personnel employed which belong to each race for each of the schools under its jurisdiction. The information required to be submitted may be based upon sight count or any other method determined by the local board to be accurate. The clerk of the local board of education shall certify the accuracy of the report.

EDU 624 SUBMISSION OF PLAN.

- a. The Commissioner shall examine the data which are submitted pursuant to EDU 623. Whenever the Commissioner finds from the examination of such data that segregation exists in any public school, he shall in writing within 30 days after receipt of data notify the local board having jurisdiction over said school that such a finding has


been made.

- b. The Commissioner may after data has been submitted and examined, pursuant to EDU 623 and 624 determine from additional data received at any subsequent time that a condition of segregation exists and request action to correct the situation.
- c. Any local board receiving notification of the existence of segregation shall forthwith prepare a comprehensive plan to eliminate such segregation and shall file a copy of such plan with the Commissioner within 90 days after the receipt of the notification.
- d. If the local board fails to submit a plan within 90 days, the Commissioner shall notify the local board of non-compliance. A reasonable time of 15 days, shall be allowed for compliance.

EDU 625 CONTENTS OF PLAN: APPROVAL OR REJECTION.

- a. The 30 percent requirement of EDU 621 c shall be used as the standard for local school boards in the process of developing plans to remedy racial segregation in the district.

Notwithstanding the 30 percent standard, the Commissioner may, if the local board can justify an educational reason to the State Board from the comprehensive school desegregation plan submitted, approve school desegregation plans that vary from the 30 percent standard to not more than 40 percent.

- 
- b. If to alleviate the isolation of minority group students, required transportation time would exceed more than 1 hour round trip per day, then a standard may be determined by the Commissioner based on the data presented by the district for each such school within the district.

- c. The comprehensive plan, submitted pursuant to 624 c, shall contain a detailed description of the actions to be taken by the local board to eliminate segregation. Each plan shall contain: (1) an explicit commitment by the local board to fulfill the requirements of these regulations, (2) a detailed description of the specific actions to be taken to correct racial segregation of students and faculty, showing the intended effect of each action proposed with respect to the entire plan, and each specific action proposed in the plan, (3) a time table showing dates of initial implementation and completion, (4) evidence that broad community participation and involvement was secured in the planning and development of the plan, and (5) specific affirmative proposals to insure that the integration process provides an effective learning environment for all children based upon mutual cultural and personal respect. The plan shall also include a narrative description of changes in the staffing patterns of the school district, curriculum changes to meet the needs of students in a desegregated environment, any anticipated building or remodeling programs, present and projected attendance patterns, staff preparation or projected in-service training programs.
- d. The implementation period shall not exceed 2 years. The plan shall specify the effect which each proposed action will have on the racial composition of each school within the district and shall include projections of the racial composition of each school within the district which may be expected upon completion of the plan.
- e. In the formulation of plans to eliminate and prevent racial segregation in schools, local boards shall consider and employ methods that are educationally sound and administratively and economically

feasible. Such methods may include but are not limited to: school pairings and groupings; grade reorganizations; alteration of school attendance zones and boundaries; pupil reassignments and such optional transfers as are consistent with these requirements;

establishment of educational parks and plazas; rearrangements of school feeder patterns; voluntary metropolitan or inter-district cooperative plans; specialized or "magnet" schools; differentiated curricular or other program offerings at schools serving children predominately of different racial groups at the same grade level; reassignments of faculty, staff, and other personnel, affirmative recruitment, hiring, and assignment practices to insure that each system's personnel corps, as well as the faculty, staff, and other personnel at all attendance centers within systems, become and remain broadly representative racially.

- Shirley  
Vandy*
- f. All decisions by local boards concerning selection of sites for new schools and additions to existing facilities shall take into account, and give maximum effect to, the requirements of eliminating and preventing racial as well as socio-economic segregation in schools. The Commissioner will not approve sites for new school building construction or plans for addition to existing buildings when such approval will perpetuate or increase racial segregation.
- g. All plans to effect school desegregation and integration shall be equitable and non-discriminatory. Within the constraints imposed by feasibility and educational soundness, inconvenience or burdens occasioned by desegregation shall be shared by all and not borne disproportionately by pupils and parents of minority group students.

- h. Local board shall not adopt or maintain pupil grouping or classification practices, such as tracking, which result in racial segregation of pupils within a given school for more than 25 percentum of the school week.
- i. All plans shall be subject to continuing review and evaluation by the local boards and shall provide that amendments to improve their effectiveness shall be adopted and implemented on a continuing basis; provided, however, that the implementation of any proposed amendment which would result in resegregation of any school or classroom, shall not take effect until after it has been reviewed by the Commissioner of Education in the manner provided with respect to plans in j below. Submissions of proposed amendments shall be accompanied by materials setting forth the reasons underlying the proposals and their projected effects upon the racial composition of all affected schools and classrooms.
- j. The Commissioner shall review any plan or amendment submitted under these provisions and shall determine whether it complies with the requirements of these regulations. If the Commissioner determines that the plan will eliminate segregation in the schools of the district submitting the plan, and that the dates for implementation of the plan will not exceed 2 years, and that any proposed transportation to achieve desegregation is not restricted to minority students, he shall approve the plan and notify the State Board and the local board within 30 days. The Commissioner may provide to the local board of education such technical assistance and services as requested by the local board and deemed necessary by the Commissioner in order to implement the plan. If the Commissioner finds that the

plan will not eliminate segregation in the schools of the district submitting the plan, or that the dates for implementation will exceed 2 years or that any transportation to achieve desegregation is restricted to minority students, he shall reject the plan.

k. The Commissioner shall notify the local board of the rejection of the plan within 30 days. The notice shall specify (1) the reasons for the rejection of the plan, (2) the revisions necessary to make the plan satisfactory, (3) specify a period of 45 days in which the local board shall submit a revised plan.

1. If no revised plan is received within 45 days, or if the revised plan fails to contain the revisions specified by the Commissioner, or if the plan fails to meet the requirements of EDU 620 - 639 the Commissioner shall notify the local board of action to be taken pursuant to EDU 622, c.

#### EDU 626 SUBMISSION OF INFORMATION ON IMPLEMENTATION OF PLAN.

If a local board has submitted a plan which has been approved by the Commissioner, the local board shall submit to the Commissioner at such times as he shall request, such information as he deems necessary concerning the implementation of the plan. If the local board fails to submit such information, the Commissioner shall notify the local board of the non-compliance. A reasonable time of 15 days shall be allowed for correction of non-compliance.

#### EDU 627 IMPLEMENTATION OF THE PLAN.

The Commissioner shall examine the information requested pursuant to EDU 626.

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 implementa-

tion of the plan, he shall notify the local board of non-compliance. A reasonable time, which shall be determined by the Commissioner according to the nature of the discrepancy, shall be allowed for correction of the discrepancy.

#### EDU 628 APPEARANCE BEFORE THE STATE BOARD.

Any school district aggrieved by a decision required of the Commissioner by EDU 620 - 639 may serve a written request on the State Board of Education within 30 days of any such decision to appear before said Board.

The appearance shall be made at the next regular State Board meeting following receipt of such request. Following such appearance the Board may in writing support, modify or reject the Commissioner's decision. Any such notice served by a school district shall stay any proceeding pursuant to Minnesota Statute 1971, Section 124.15 to reduce state aids for non-compliance with EDU 620 - 639 until a determination by the Board.

#### EDU 629 NOTICES.

- a. Any notice to a local board which is required by these regulations shall be written and shall be sent by certified mail, to the superintendent, and to the clerk of the local board of the district at their respective business addresses. For the purpose of EDU 620 - 639, the business address of the clerk of the local board is deemed to be the main administrative office of the district.
- b. The content of any notice of non-compliance shall be such as is specified in Minnesota Statute 1971, Section 124.15, Subdivision 3.

The reasonable time for correction of non-compliance shall be such as specified in EDU 620 - 639.

EDU 630 NO DISTRICT EXEMPT FROM EDU 623.

At no time shall any local board be exempt from the reporting requirements of EDU 623.

EDU 631 - 639 Reserved for future use.

League of Women Voters of the United States  
1730 M Street, N.W.  
Washington, D.C. 20036

MAY 18 1973

April 19, 1973

STATEMENT TO THE GENERAL EDUCATION SUBCOMMITTEE OF THE  
HOUSE COMMITTEE ON EDUCATION AND LABOR  
ON THE  
"ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS ACT OF 1973"  
AND RELATED BILLS  
BY THE  
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

LEGISLATION TO WHICH THIS STATEMENT IS ADDRESSED:

- HR 69: the "Elementary and Secondary Education Amendments Act of 1973," by Chairman Carl Perkins (D KY)
- HR 5163: the "Educationally Disadvantaged Children's Act of 1973," by Ranking Minority Member Albert Quie (R MI)
- HR 5823: the "Better Schools Act of 1973," the Administration's Special Education Revenue Sharing legislation, introduced by Representative Alphonso Bell (R CA) by request

BASIC RECOMMENDATIONS

The League of Women Voters of the United States finds it significant that all three of the above-listed pending measures related to extension of federal programs for elementary and secondary education accept the need for a major federal role in compensatory education and would continue many of the basic programs instituted in 1965. Of the three proposals before the Committee, however, the League prefers and supports extension of the Elementary and Secondary Education Act (ESEA) along the lines of Chairman Perkins' bill - HR 69 - with some modifications. We oppose changing the allotment of Title I funds to states to a system based on a standardized national testing system, as proposed in HR 5163. We oppose application of the special revenue sharing concept to federal elementary and secondary education programs, as proposed in HR 5823.

The League urges the Committee, therefore, to take the following actions:

1. To extend the "Elementary and Secondary Education Act," maintaining the categorical approach to compensatory programs for disadvantaged children;
2. To establish an official legislative history in support of increased funding for Title I programs;
3. To retain the formula for allocating Title I funds to states on the basis of "economic" disadvantage, with legislative requirements for frequent updating of low-income population figures and assurances that funds will go where the need is greatest;
4. To simplify programs and application procedures and to provide specific protections against excessive administrative regulations and red tape;
5. To report the bill to the full Committee at the earliest possible time so that Congress will have a chance to take positive action to extend ESEA, rather than allowing the automatic one-year extension to take effect.

RATIONALE FOR LEAGUE POSITION

League membership interest in and support for the ESEA over the past few years has centered in the Title I compensatory education programs for disadvantaged children. Support has extended also to special Title III supplementary educational services

programs, Title V programs to strengthen state and local educational agencies, Title VII bilingual programs and Title VIII demonstration projects to improve nutrition and health services. The League specifically endorses continuation of the categorical approach to the above programs in order to protect and enhance the federal commitment to compensatory aid for disadvantaged school children.

Prior to enactment of ESEA in 1965, League members worked for years with state legislatures, and local educational and governing agencies to improve the quality of public education. But the gaps in state and local funding capability became more and more evident. Added to our commitment to improve education for low-income and other disadvantaged students, this realization created a logical base for a position favoring a new federal role in education. Continuing support for ESEA programs is also part of the League's on-going broader commitment to federal programs which enhance equality of opportunity and upward mobility not only in education, but also in employment and housing for all citizens.

League members are convinced that extension and expansion of the federal commitment to compensatory education programs for the economically and educationally disadvantaged is an essential and major component of the generally accepted goal that all United States citizens should be given a fair chance to move into the mainstream of society. Other components of the national commitment to equal educational opportunity are federal programs designed to facilitate desegregation of schools and burgeoning efforts to compensate for the invidious inequities among and within states in the quality and quantity of education. All three approaches are vital.

League members value the importance of basic local control over education. But they are also sure that there are authentic national goals which can be sustained only by realistic federal programs, funding and direction. The fact of a federal responsibility for and, role in, helping to create greater educational opportunity is now established. Many questions remain, however, as to the most effective and most judicious methods for meeting the disequilibrium in today's systems of education, and the League appreciates the dedication evidenced by members of the General Education Subcommittee and the Administration in seeking answers to broader problems of education while extension of the Elementary and Secondary Education Act is being considered.

There are five general, philosophical reasons behind League support for the HR 69 approach to continuing ESEA compensatory programs:

1. ESEA -- and especially Title I -- marked the beginning of the federal commitment to compensatory education for the disadvantaged and should not be weakened or diverted by new approaches at the present time.
2. The timing is not right for major change within the next year or two; school systems are already beleaguered by financial upheaval.
3. Allotment of funds for Title I programs on the basis of "educational" disadvantage or deficiencies would spread the already inadequate funds among too many students, thus weakening programs for children who suffer under the double handicap of economic and educational disadvantage.
4. The revenue sharing concept as proposed in HR 5823 does not guarantee an adequate federal commitment to Title I programs, in principle or in funding; also, the revenue sharing concept needs further testing and evaluation before being applied to education.
5. The need for greater federal effort is clear, and Congress should re-order priorities proposed in the fiscal 1974 budget to permit increased spending for Title I and other compensatory programs.

## EXPANDED DISCUSSION OF ISSUES AND LEAGUE POSITION

### "TITLE I" - A KEY FEDERAL COMMITMENT

Although Title I programs are not the only compensatory education programs in the Elementary and Secondary Education Act, Title I has become the most important federal commitment to and focus on eliminating educational disadvantage. Title I was the major new thrust in elementary and secondary education at the time when programs were combined under the umbrella act in 1965. During the seven years it has been in effect, Title I, in fact and as a concept, has become a part of the basic fabric of education.

Winning community and professional acceptance of the special intent of Title I (and other special compensatory education programs) was difficult in many instances. Nevertheless, many, many communities have developed the will, support and know-how necessary to undertake effective programs under the ESEA categorical grant approach. That fact by no means reflects full satisfaction with the quality of the programs, the level of funding, or the techniques and professional capabilities needed for maximum effectiveness.

The primary problem now, however, is not winning support but making compensatory education more effective for more of the neediest students. The effort to switch the allotment formula to an elaborate federal testing system or to an uncertain revenue sharing system will detract attention and energies from the primary goal. Retooling for new approaches will delay getting compensatory programs underway in the 1973-74 school year. Once more, the disadvantaged students will be the victims.

THE LEAGUE RECOMMENDS, THEREFORE, THAT THE ELEMENTARY AND SECONDARY EDUCATION ACT BE EXTENDED AND THAT THE FEDERAL COMMITMENT TO COMPENSATORY EDUCATION FOR THE ECONOMICALLY DISADVANTAGED BE RENEWED AND STRENGTHENED. WE ARE CONVINCED THAT TO SUPERIMPOSE NEW APPROACHES UPON THE PROGRAMS NOW WOULD UNDERMINE THE MOMENTUM FOR COMPENSATORY EDUCATION BUILT UP UNDER ESEA.

### TIME NOT RIGHT FOR MAJOR CHANGE

There are two basic reasons why the League says that the fiscal year beginning July 1, 1973 should not mark the beginning of the proposed new testing or shared revenue concept for compensatory education. One, the entire state and local education establishment is reeling already. States face the prospect of having to make major adjustments in school finance to create greater financial equity among school districts. They face delayed and uncertain funding for desegregation assistance. Now is not the time to impose any new controversial concept on compensatory education.

Two, the "New American Revolution" called for by President Nixon in his State of the Union Message address of 1971 is already underway. States, cities and smaller communities are beleaguered by monetary and programmatic uncertainties about the federal role in such matters as employment, health, housing, legal services, model cities, poverty programs, water and sewer systems, urban renewal, welfare and social service programs. Whatever the long-run merits of that "revolution," the immediate and most devastating effect is felt by people who are the most disadvantaged by virtue of race, economics or other handicaps -- the same people who are most deeply injured by educational inequities.

THE LEAGUE MAINTAINS, THEREFORE, THAT NOW IS NOT THE TIME TO UPSET THE COMPENSATORY EDUCATION "APPLECART." IT IS THE TIME TO RENEW AND STRENGTHEN THE FEDERAL COMMITMENT TO SPECIAL EDUCATIONAL ASSISTANCE FOR CHILDREN WHO SUFFER BOTH ECONOMIC AND EDUCATIONAL DISADVANTAGE WITHOUT FURTHER DELAY.

### "ECONOMIC" VS. "EDUCATIONAL" DISADVANTAGE

The League is aware of reports indicating that "economically" disadvantaged children (as counted under the \$2000 family-income limit) constitute a small proportion of

children over the nation who suffer from educational deficiencies. We maintain, nonetheless, that the children who face the dual handicaps of poverty and educational disadvantage should be the children on whom Title I funds and programs must be concentrated. To spread the funds for Title I programs around among ALL children having educational deficiencies would be to diffuse the program to such an extent that it would deprive the most greatly disadvantaged children of any genuinely compensatory education aids.

There is another major reason for League disagreement with the proposal to switch the basis for allocating funds for Title I to states from the incidence of poverty to the incidence of educational deficiency. We seriously doubt the validity of any single federal test for measuring the educational deficiencies of students over the entire nation. Testing educational ability and achievement is a matter on which there is probably less agreement even than on the results of compensatory education. Racial and language minorities and people living away from the mainstream of American life in ghettos or in isolated rural areas know most of the standardized tests are stacked against their children. They may perceive any single federal test to measure educational deficiency as an effort to further denigrate and set them apart.

Under present law, all children in schools targeted for Title I assistance are eligible for all programs designed to alleviate educational deficiencies. Many local Leagues have reported to us the benefits derived by all children in Title I schools and, indeed, by children and teachers in entire school systems. There have not been enough Title I funds to go around even to all eligible schools, and there has been keen competition for the funds provided. There has also been great pressure to establish programs comparable to Title I programs for all children having educational deficiencies. We see this competition as a sign that the programs must be achieving demonstrable gains

The League certainly would not oppose new federal programs to help school systems meet the demand for compensatory education funds, or to help erase the financial inequities among school districts. We remain firm, however, in our conviction that Title I funds must not be diverted to satisfy the requirements of children from more affluent and politically powerful families.

THE LEAGUE, THEREFORE, RECOMMENDS CONTINUATION OF THE PRESENT PROGRAM UNDER WHICH FUNDS ARE ALLOTTED TO STATES ON THE BASIS OF THE NUMBERS OF ECONOMICALLY DISADVANTAGED FAMILIES.

WE RECOMMEND LEGISLATIVE REQUIREMENTS THAT THE FORMULA FOR CALCULATING THE NUMBERS OF ELIGIBLE CHILDREN BE BASED ON FREQUENTLY UPDATED DATA AND FLEXIBLE METHODS TO TAKE INTO ACCOUNT PARTICULARIZED COMMUNITY CIRCUMSTANCES.

WE RECOMMEND INTENSIVE WORK BY THE NATIONAL INSTITUTE OF EDUCATION TO DEVISE AND TEST FLEXIBLE MEANS FOR ASSESSING EDUCATIONAL DEFICIENCIES, SO THAT COMPENSATORY EDUCATION PROGRAMS CAN BE TARGETED AND EVALUATED MORE PRECISELY.

#### REVENUE SHARING CONCEPTS

There are two basic reasons why the revenue sharing concept should not be thrust upon elementary and secondary education now: revenue sharing itself needs more testing and evaluation and the basic concept weakens the thrust of the federal commitment toward compensatory education.

As to the first reason, revenue sharing as an idea and as practiced is still being hotly debated. Neither the Congress nor the Administration has any clear-cut demonstration that "general" revenue sharing is working according to the original Congressional intent. More time is needed to test the merits of state and local programs for which federal funds are being used, and to monitor compliance with federal standards. State and local governments need more time to develop capabilities for administration of the funds. Citizens need more time to organize and develop the skills they need

to assure that they will actually have greater local control over programs.

As to the second reason, the revenue sharing concept is a part of the "revolution" aimed at turning more and more responsibility back to state and local governments. As such, the promotion of shared revenues in connection with compensatory education weakens the federal commitment to aiding those children in greatest need; it shifts the emphasis from the goals of compensatory education to the goal of sharing federally collected revenues. Furthermore, the Administration bill does not provide any funds to strengthen state and local education boards, even though these boards would be required to assume major new responsibilities with regard to administering special education revenue sharing funds.

The League is aware that there has been too much administrative red tape connected with applications for grants under ESEA. But we believe these problems can be remedied without changing to education revenue sharing. For example, if a school district wants to use ESEA program funds to put together a program of pre-school compensatory education, a library-reading improvement center, and a plan for strengthening the local educational agency, it should not have to file three sets of applications to three different U.S. Office of Education operations.

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THE LEAGUE, THEREFORE, RECOMMENDS CONTINUATION OF THE ESEA CATEGORICAL APPROACH TO INSURE THAT TITLE I AND OTHER COMPENSATORY FUNDS ARE CONCENTRATED WHERE THE NEED IS GREATEST.

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WE RECOMMEND LEGISLATIVE CLARIFICATION OF LANGUAGE IN HR 69 SO THAT STATE AND LOCAL EDUCATIONAL AGENCIES WILL HAVE GREATER FLEXIBILITY AND BE SUBJECTED TO LESS RED TAPE IN OBTAINING FUNDS FOR PROGRAMS BEST SUITED TO THEIR COMMUNITIES.

#### COMMENTS FROM LEAGUE REPORTS ON REVENUE SHARING FOR EDUCATION

A member of the Education Committee of the Birmingham, Alabama League writes: "My feeling in general is that I would be very disappointed to see federal programs for education, such as Title I, discontinued in favor of a revenue-sharing type of fund distribution. In Alabama, at least, I am sure that the poor would receive even less of this money if its use were left up to state and local officials, because many governmental officials seem to be out of touch with the needs of poor people.

"I am in favor of local officials determining the needs of their communities and trying to meet those needs in creative ways. But I think federal programs with specific purposes and regulations, within which local citizens could use their creativity, would guarantee greater benefit to those who are really in need educationally, than would broad guidelines for a revenue sharing type of distribution of educational funds."

LEAGUE REPORT: From a letter by the president of the League of the Santa Ana, Tustin, Orange Area of California. The letter accompanied a report on the Orange and Santa Ana School Districts in which some criticisms were expressed about the administration of ESEA funds, but ended with this paragraph: "We recognize the need for more efficiency in the federal education programs, the need to reduce the sometimes excessive administrative costs. But the answer to these shortcomings in the present programs is not Educational Revenue Sharing. Federal grants for education must be accompanied by federal requirements; anything less would be a travesty to the children of poverty and the children who were not born white."

NEED FOR INCREASED FUNDING; Earlier in this statement, we said that the fact of a  
NEW PRIORITIES federal responsibility for and role in compensatory education is now established. League members find that premise has wide acceptance. What does not seem to have widespread understanding or acceptance is the magnitude of the need for compensatory education. There is still debate about the validity of the findings and recommendations of James Coleman in his 1966 study, "Equality of Educational Opportunity" (published before any substantial

Title I, etc. programs were underway). More currently, discussion has centered around Christopher Jencks' study, "Inequality." But there seems to be little doubt that family background and the general family environment have a great deal to do with differences in opportunities and readiness to learn.

According to the December, 1972 Senate Select Committee report, "Toward Equal Educational Opportunity," much experience in recent years indicates that the children who need compensatory education the most are children whose parents have little formal education and who come from homes in which poor health, poor housing, poor job opportunity, and poor income are also a part of the general pattern of daily life. Title I and other ESEA compensatory programs are intended to be focused on the children and young students from these homes.

Why? Because such an accumulation of handicaps in families undermines the stamina, ambition and sense of worthiness essential to a parent's capacity to awaken and nurture any child's learning abilities and desire to achieve excellence.

We note that about 6.2 million children were served by Title I ESEA funds in 1971 and 1972. The real need, however, seems much greater. For example, the Senate Report, "Toward Equal Educational Opportunity," estimates that from 12 to 20 million of the 59 million school-age population are from educationally or economically disadvantaged homes. The HEW chart released with HR 5823, places 8.4 million children in families having \$2000 or less in income. Yet, the Administration bill would have the effect of reducing the number who could receive special assistance to about 5 million. Why? For reasons of economy? If so, would it be true economy?

Average Title I expenditures per child aided have been around \$200. The Administration's own studies indicated the need for \$300 in compensatory funds for each child in order to make the "catch-up" efforts really successful. Even though the "Better Schools Act" does require that a certain proportion of the education revenue sharing funds be spent for Title I programs, the Administration's budget request for that program is only for \$1.5 billion -- obviously not enough to meet the need. Also, the language of the "Better Schools Act" does not guarantee that Title I funds would have top priority among the programs to be financed by special education revenue sharing funds.

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BECAUSE OF THE GREAT NEED FOR COMPENSATORY EDUCATION FOR LOW-INCOME CHILDREN, THE LEAGUE URGES THE COMMITTEE TO WRITE TOUGHER LEGISLATIVE DIRECTION TO ENCOURAGE APPROPRIATIONS ADEQUATE TO MEETING THE \$300 PER-PUPIL-SERVED STANDARDS SET IN HR 69.

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THE "HOLD-HARMLESS" PROVISION MUST HAVE GUARANTEES TO PROTECT AGAINST CONTINUED UNDERFUNDING IN STATES WHERE GREAT INCREASES IN THE POVERTY POPULATION HAVE TAKEN PLACE SINCE THE 1960 CENSUS.

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BESIDES URGING STRENGTHENED LANGUAGE IN THE BILL, THE LEAGUE RECOMMENDS THAT THE COMMITTEE USE ITS REPORT AND THE FLOOR DEBATE TO ESTABLISH AN OFFICIAL LEGISLATIVE HISTORY IN SUPPORT OF A CONGRESSIONAL CHANGE IN NATIONAL PRIORITIES -- A REDIRECTION SO NECESSARY TO PROVIDE MORE FUNDS FOR COMPENSATORY EDUCATION. OTHERWISE, CHILDREN IN NEED WILL BE CAUGHT BETWEEN A FIXED BUDGET CEILING AND THE ADMINISTRATION'S BUDGET REQUEST LIMITATIONS ON SPENDING FOR TITLE I AND OTHER ESEA COMPENSATORY PROGRAMS.

#### SAMPLE LEAGUE REPORTS IN SUPPORT OF GREATER SPENDING

From a statement by the co-chairman of the Schools Committee of the League of Women Voters of Chicago, Illinois: "LWV has in the past been concerned for the effectiveness of federally funded programs in the Chicago public schools. While we continue to be concerned for their effectiveness, today we are even more concerned for their survival, especially for the survival of ESEA, Title I, the program which has had the greatest impact in equalizing educational opportunity.

"Title I has never been fully funded. This is the first thing to realize when considering its effectiveness. LWV does not have the experience to say what level of funding would achieve true equality of opportunity in education, but the federal government has its own studies, its own recommendations. Among these are:

"The judgment of Congress which has authorized \$6 to \$7 billion per year while the presidential request has continued at \$1.5 billion.

"The National Educational Finance Project, which recommends that twice as much be spent on the inner-city child as on the student in a more affluent neighborhood.

"Taking the Board of Education figure, that 20% of our children are living in poverty, this would mean doubling one-fifth of our school budget, or adding \$160,000,000. Contrast this with the \$30,000,000 we have been getting.

"Of the 101,000 children from low-income families living in high density poverty areas 48,000 are actually being served by the ESEA Title I programs. What about the other 53,000? And what about the children from low income families who live outside of these high density areas? Are they not also entitled to something?

"A program with which we are all pleased is the Child-Parent Centers. These have succeeded in raising reading readiness and reading achievement scores to close to the national norms, while nearby regular elementary schools continue to produce the usual abysmal reading scores. . . .

"And we learn from this that a successful program includes a very high level of funding (\$1500/child); total school involvement; starting with the very young child; adequate planning and in-service training for staff; carefully structured curriculum; and meaningful parent involvement."

From a report of the Education Committee of the Jefferson County, Colorado League:

"Since its inception in 1965, budget allotment has been cut to two-thirds, necessitating a narrower scope, in fewer schools, over a shorter grade span, with fewer pupils being helped. . . . Budget has fluctuated throughout five-year history of program -- \$256,000 in 1965, to a high of \$329,000, to this year's (1972) of \$205,000. Coupled with inflation and increasing salary schedules, the work has been hampered by budgetary restrictions." The report also stated that more schools met the criteria for Title I eligibility than could be chosen because of fund shortage.

#### CONCLUSION

To recap recommendations presented in this statement, the League of Women Voters of the United States urges the Subcommittee on General Education to act swiftly to report HR 69 with modifications to strengthen funding for categorical compensatory education programs and to simplify procedures. We are convinced that the categorical program is essential to protection of the federal commitment to effective educational programs for children from families with very low incomes and little political weight with which to promote programs to meet their special needs.

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TO:

Mary Ann

FROM:

Barbara J.

SUBJECT

Letter to Casmey

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA

ST. PAUL, MINNESOTA 55102

PHONE: 224-5445

DATE

May 21, '72

Enclosed is the letter to go to Casmey. I didn't know or remember, rather, whether you wanted copies to go to all the Board members or not, or Mr. Peterson, or who. I thought you could take care of that with Harriet. Also, I don't like the first sentence but couldn't seem to get anything shorter that said what I wanted. If you can make it more succinot, go to it!

FOX RIVER BOND

25% COTTON

May 23, 1972

Howard B. Casmey  
Commissioner of Education  
Minnesota State Department of Education  
Capitol Square Building  
St. Paul, Minnesota 55101

Dear Mr. Casmey:

The League of Women Voters of Minnesota urges the State Board of Education to include on its June agenda the necessary preliminaries for changing guidelines to regulations concerning equality of educational opportunity. Our understanding is that specific steps are needed in June to authorize a July hearing on this matter. We feel this timetable is essential to avoid further delay and to emphasize the necessity of compliance before another school year passes.

We hope the Commissioner and the Board will continue to act to insure more equitable opportunities for education for Minnesota children and young people.

Sincerely,

Mary Ann McCoy  
President  
League of Women Voters  
of Minnesota

cc: Gloria Phillips, Human Resources Chairman  
✓ Barbara Jones, Education Chairman  
Rosemary Rockenbach, Public Relations Chairman  
Liz Ebbott, National Action Chairman  
Fran Boyden, Legislative Action Chairman

May 23, 1972

Ralph M. Peterson, Chairman  
Minnesota State Board of Education  
Box 169  
Albert Lea, Minnesota 56007

Dear Mr. Peterson:

The League of Women Voters of Minnesota urges the State Board of Education to include on its June agenda the Necessary preliminaries for changing guidelines to regulations concerning equality of educational opportunity. Our understanding is that specific steps are needed in June to authorize a July hearing on this matter. We feel this timetable is essential to avoid further delay and to emphasize the necessity of compliance before another school year passes.

We hope the Commissioner and the Board will continue to act to insure more equitable opportunities for education for Minnesota children and young people.

Sincerely,

Mary Ann McCoy  
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of Minnesota

cc: Gloria Phillips, Human Resources Chairman  
✓ Barbara Jones, Education Chairman  
Rosemary Rockenbach, Public Relations Chairman  
Liz Ebbott, National Action Chairman  
Fran Boyden, Legislative Action Chairman

May 23, 1972

David Brandon  
106 North 3rd Street  
Montevideo, Minnesota 56265

Dear Mr. Brandon:

The League of Women Voters of Minnesota supports the guidelines for quality integrated education formulated by the State Board of Education. We ask you to consider at your June meeting the proposals which would change these guidelines into regulations.

A copy of our letter to Mr. Peterson is enclosed for your information.

Sincerely,

Mary Ann McCoy  
State President  
League of Women Voters  
of Minnesota

Also sent to all other State Board of Education  
members

*John*

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

To: State Education Committee  
State Human Resources Committee  
State Board

May 22, 1972

The attached "Call to Action" is sent for your information; an official letter from the LWV of Minnesota is being sent to Mr. Peterson (Board of Education) and to Mr. Casmey. Your response as individual League members is invited; please note #2, 3, & 4 under "Action Needed NOW".

May 1972

CALL TO ACTION

To: Local League Presidents; Action, Education and Human Resources/Equality of Opportunity Chairmen (4 copies enclosed. Presidents: Please keep 1 copy and pass others along to chairmen listed above.)

From: Barbara Jones, Education Chairman, and Gloria Phillips, Human Resources/Equality of Opportunity Chairman, State Board.

Re: STATE BOARD OF EDUCATION ACTION ON REGULATIONS RELATED TO EQUALITY OF EDUCATIONAL OPPORTUNITY AND SCHOOL DESEGREGATION

The State Board of Education has formulated regulations related to equality of educational opportunity and school desegregation. Basically the regulations are based on guidelines they adopted December 14, 1970. The regulations would require active programs by local school boards to accomplish racial and/or socio-economic desegregation in districts where these forms of segregation exist. These programs would have to meet state standards, and there would be enforcement provisions.

It is important that these regulations be considered in the June 12 meeting of the State Board of Education, so that the required public hearing can be held in July. If the regulations are not on the June 12 agenda, the public hearing would not be held until November or December. Such a delay would mean deferral of the program for an additional year.

We ask you to join with the Committee for Integrated Education, the National Association for the Advancement of Colored People, and other citizens in a letter-writing campaign to have these regulations considered June 12. Some of our Leagues have been active in seeking to implement the guidelines in their local schools; writing these letters will be a "natural" for them. If your League has yet to begin local action on the guidelines, you may prefer to respond by writing the official letters from your League (see #1 below)--and by contacting those League members who have expressed interest in the guidelines to ask them to respond, too.

Background: See copy of the "State of Minnesota Board of Education Guidelines Relating to Equality of Educational Opportunity and Desegregation, Intra-Cultural and Inter-Cultural Quality Education, December 14, 1970" (12 pages), mailed to Leagues in fall, 1971; Supplement to Equality of Educational Opportunity Education: State and Local Interaction, p. 1-2 (published April, 1972), especially regarding procedures in making state regulations; Equality of Educational Opportunity, (Feb., 1970), p. 26-27. As early as July, 1970, the LWV of Minnesota informed the Board of Education of its support of the proposed (later adopted) guidelines: "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."

Action Needed NOW: To be effective, letters must reach officials before June 2, 1972. Although this request comes to you on short notice, we know you appreciate the urgency it carries.

1. Send an official letter or telegram from your League to Ralph H. Peterson, Chairman, State Board of Education, and to Commissioner Howard Casmey, State Department of Education, expressing your support of the state board's guidelines and urging action on the regulations at the June 12 meeting.

2. Alert League members to write similar letters to members of the State Board of Education. The board has already passed upon these concerns as "guidelines". Let them know you appreciate that initial action. State your support of their efforts to make these guidelines into regulations.

3. Involve your friends: Would you and other Leaguers invite at least ten persons who would like to support quality integrated education to come to your home for a letter-writing party? With friends gathering for coffee, a cool drink, a chance to visit, the task is easier and is more likely to be done in time!

4. Notes to Governor Anderson, Minnesota's U.S. Senators, your U.S. Representative in Congress, and your local state legislators indicating support of the guidelines will help, too, because of the letters they have been receiving in opposition to the proposed regulations.

#### For Your Information

Commissioner Howard Casmev, State Department of Education, St. Paul, MN 55101

#### STATE BOARD OF EDUCATION (9 members):

Ralph H. Peterson, Chairman, Box 169, Albert Lea, MN 56007	(507)373-3946
David Brandon, 106 No. 3rd St., Montevideo, MN 56265	(612)269-8861
David L. Burton, 512 Hickory St., Mankato, MN 56001	
Richard L. Bye, 715 First American Bank Bldg., Duluth, MN 55802	(218)727-7235
Dr. B. Robert Lewis, 7010 Hwy. 7, Minneapolis, MN 55426	(612)929-0074
Mary Jo Richardson, 2085 Palace St., St. Paul, MN 55105	(612)690-3968
Henry Schroeder, Sabin, MN 56588	(218)789-7544
Lewis R. Smerling, 2552 W. Lake of the Isles Blvd., Mpls. MN 55405	(612)645-0635
Dorothy Chelgren, 1366 Western Ave., No., St. Paul, MN 55117	(612)488-7348

Others to whom notes of support may be sent:

Governor Wendell R. Anderson, State Capitol, St. Paul, MN 55101  
Commissioner Samuel L. Richardson, State Department of Human Rights,  
St. Paul, MN 55101  
Senator Walter Mondale, 443 Senate Office Bldg., Washington, D.C. 20510  
Senator Hubert Humphrey, 411 Senate Office Bldg., Washington, D.C. 20510  
To your District's Congressman in the House of Representatives  
and to your local state representative and state senator, Minnesota  
Legislature.

#### Special Note to Leagues near where State Board of Education members live:

(Leagues in and near Albert Lea, Montevideo, Mankato, Duluth, Minneapolis, St. Paul, and Sabin)

How about a phone call now to indicate your support and your concern for consideration of the regulations at the June 12 meeting? How about a personal conference or interview to discuss the timeliness of this request--so that public hearing can be held in July and enable implementation of the program this year?

Footnote: "Calls To Action" often seem to bear little relationship to League calendars, and this one is no exception. Your new Board may have yet to meet? Your HR and Education portfolios are "betwixt chairmen"? Timing is (as always) close? We understand how all these considerations may affect your response to this "Call". Thank you for your consideration. We'll keep you informed on follow-ups after the June 12 Board of Education meeting--with news about the regulations (should they be considered then) and about the required public hearing that may be scheduled.

Statement by the League of Women Voters of Minnesota  
to the Minnesota State Board of Education Public Hearing on  
"Regulations Relating to Equality of Educational Opportunity  
and School Desegregation."

December 1, 1972

at the St. Paul Technical Vocational Institute

The Minnesota League of Women Voters supports the goals of the proposed regulations relating to equality of educational opportunity and desegregation. We agree that the responsibilities of the State Board of Education include the leadership necessary to assure the children of this state equal access to those opportunities provided by our educational institutions. The previously published guidelines have accurately stated, we believe, the harmful effects of segregation and the desirability of ensuring opportunities for developing the natural talents of each child. We feel the citizens of Minnesota support the basic tenet that children of various neighborhoods and areas should not be denied the benefits and advantages available to children in other parts of the same school system. Residential patterns caused by economic barriers and racial overtones should have no place in the determination of opportunities available to children.

The League of Women Voters of the United States has studied the problems of poverty and discrimination since 1964. Nationally we adopted support for the principle that "the state is responsible for all its citizens on an equal basis" and we have pledged to work to ensure equal treatment for all citizens by all levels of government. At the federal level this has meant support for welfare reform and OEO programs and opposition to antibusing legislation, which would effectively eliminate one of the tools available to local districts to aid in desegregation. We hold no brief for busing as such but recognize the necessity to provide options for school boards, particularly in view of the patterns of discrimination that can develop in housing.

Our state organization includes 67 local Leagues, composed of members of both political parties, independents, conservatives and liberals. Local Leagues exist in small rural communities, larger cities and trading centers, and in metropolitan areas. The Leagues in Minnesota participated in a study of our human resources with emphasis on civil rights and discrimination in the nation as a whole and in Minnesota in particular. We have surveyed equality of educational opportunity in Minnesota and the general responsibilities of the state in relation to local school districts. We have found wide variations in the quality available throughout the state, with a variety of underlying causes. The state has attempted to equalize some of these inequalities through financial aids and other assistance through the State Department of Education. The League of Women Voters contends it is also appropriate for the State Board to face the inequalities caused by racial and economic imbalance and to attempt to implement policies which will alleviate these problems. Our members wish to encourage the State Board to give aid and support to local school boards and districts in providing equal educational opportunity for all Minnesota children.

Individual local Leagues, particularly those in the cities and in school districts which will be most directly affected, have been consistent and energetic in their support of these guidelines. They encouraged their local districts to adopt plans within the framework of the guidelines, and they are present today to speak for their members. Other Leagues throughout the state and individual members have urged us to express again our agreement with the State Board and to reiterate our belief that the methods recommended by the Board are consistent with the goals of our organization.

Mrs. Ralph Ebbott  
National Indian Action Chairman  
League of Women Voters of Minnesota  
409 Birchwood Avenue  
White Bear Lake, Minnesota 55110

Testimony Submitted to the  
General Subcommittee on Education,  
Committee on Education and Labor,  
House of Representatives, Congress of the United States  
on bills dealing with Indian education, HR 8937 and S. 2482,  
by the League of Women Voters of Minnesota  
March 11, 1972

The League of Women Voters of Minnesota has been interested in programs affecting American Indians since 1961. We have published a study, INDIANS IN MINNESOTA, about current conditions both urban and statewide. As an organization, we have member agreement to assist Indian communities achieve their legislative goals. Better educational programs, designed by Indians, staffed by Indians, meeting Indian needs is one of these primary goals. We appreciate the effort this subcommittee is making to listen to Indians to allow them to shape the programs that will be educating their children and determining their existence as a people.

There are great Indian educational needs in Minnesota. Our state has the lowest dropout rate in the nation, less than 8%. However, among Indian youth, more than one-half do not finish high school. There are the many additional costs of poor education, unemployment and lack of qualifications for employment, the high social costs, alienation, youthful suicides, the wasted lives. Minnesota has excellent Indian leadership which has been responsible for many new approaches to these problems. Where there has been federal, state and local acceptance of responsibility and funding, strong efforts are being made to improve the educational climate. But a great deal more must be done to reach the Indian student, to provide a full range of options, to insure governments' willingness to help and provide funds. Many of the specific educational problems are documented in our study, INDIANS IN MINNESOTA, and the two studies done by the League of Women Voters of Minneapolis, INDIANS IN MINNEAPOLIS and AMERICAN INDIANS AND MINNEAPOLIS PUBLIC SERVICES. We are pleased to make these available to the committee.

The decisions of how to structure Indian education programs are best left to the Indian communities. These hearings of the Subcommittee on General Education in the various Indian areas should provide you with this information. We would like to stress, however, that it is of greatest importance that real decision-making power rests with Indians so that they can control the programs. It would seem best to have the National Board of Indian Education (H.R. 8937) be all Indian. It should also be possible to have preferential hiring of Indians. Every effort should be made to train and employ Indian teachers as well as to make wide use of community Indian resources.

It is important to insist that all regular education programs, designed to serve all Americans, be continued at an equal level. It is questionable whether many of these services are now equally available to Indian students. Programs under Title I, Elementary and Secondary Education

Act usually are not designed to provide assistance for the special educational needs of the Indian student in poverty although it was these students that enabled the school to receive the funds. The regular federal-state-local adult education programs generally are not structured to include Indian citizens. Legislation establishing special Indian education programs should require that current, general programs must involve Indians in so far as they qualify for the programs.

An Indian education law should make it very clear that the students and the areas with the greatest needs receive the greatest attention. In Minnesota these should be the three major urban schools and the near-reservation schools. The urban schools are paying some attention to Indian students and do seek Indian community assistance. More funding is needed along with many more Indian teachers and community people working within the schools.

In our state less than 1/4 of the Indian students qualify for BIA administered education funds. The schools where the BIA provides some assistance also serve large numbers of Indian students who do not have land status. It is in these schools where there is more apt to be a hostile attitude toward Indians. Motivating an Indian child under these circumstances can be very difficult. It is important that sufficient funds are available so that the Indian communities can influence the kind of education their children are getting.

Minnesota also has more than 60 additional school districts that have more than 10 Indian students, which might qualify them under S. 2482. Many of these schools are suburban; many are quite adept at applying for all possible monies they are able to qualify for. It would seem best to word the law to make sure the programs are targeted where the needs are greatest.

There is a great need to correct America's understanding of Indians, their contributions, their history. It might be appropriate to deal with this issue in the legislation you are now considering. There needs to be evaluation and criticism of school educational materials. New materials need to be written. New text books could benefit from Indian evaluation. Educators, librarians, the public need a massive reeducation program. This basic change in non-Indian American attitudes will need to be a necessary part of any successful Indian education program.

We would urge that once the Indian communities agree on this legislation every effort be made for a speedy passage and implementation. Indians have waited a long time for America to honor its commitments. Shifting philosophies, short-term programs, variable funding, continual studies, no lasting benefits have made Indians very skeptical that this nation has any intention of helping. We would urge that the emphasis of the legislation be funding programs and getting on with the business of improving Indian education. There have been many studies. Much is known about what will work. Many projects have been tried. The greatest need is for Congress to exhibit a commitment to help Indians, to show that it is willing to assist Indians in running their own affairs, to provide adequate funding, and to insure that programs will continue.

The League of Women Voters of Minnesota wants to thank you for giving us this opportunity to submit testimony.

Statement to Independent School District 281 School Board  
Monday, December 20, 1971

I am Mary Anderson, President of the League of Women Voters of Golden Valley. I would like to make a statement on behalf of my League and the Leagues of Women Voters of Crystal-New Hope, Brooklyn Park, Brooklyn Center, and Robbinsdale.

One of our state and national program items is entitled "Equality of Opportunity." This position reads as follows: "Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education, and other public services for all citizens." Regarding the specific item of equality of opportunity in education, the League position further states: "Support of the 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."

This position in no way endorses or opposes any proposal about inter-district busing which may or may not be made in the future. The League position is purposefully broad so that members can study whatever plans are presented and support the ones they feel can best accomplish the League goal -- the correction of racial imbalance in the schools.

It has been seventeen years since the landmark decision of the United States Supreme Court abolished "with all deliberate speed" the 'de jure' segregated school systems in our nation. 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.

In the wake of these court decisions, there have been acts of non-compliance and repression as well as successful integration. In these schools where successful integration has been accomplished, one common, crucial factor has been intelligent community leadership. In districts where desegregation has been a failure, community leadership has ranged from good-intentioned mindlessness to outrageous intransigence.

The Minnesota Constitution gives the responsibility for providing a uniform public school system in the state to the Legislature. They have delegated this authority to local school districts under the supervision of the State Department of Education. In the League's two-year study of equality of educational opportunity in Minnesota we found wide variation in the quality of education available to children throughout our state. How these problems of inequality are solved is at present the responsibility of local districts and the state board. The Legislature through state aid does help financially. If we at the local level do not recognize or attempt to solve these problems, a higher level of government will probably do so.

School District 281 at the present time does meet state integration guidelines. Thinking in terms of the future however, let us consider the following. The population of our district does not reflect the diversity of the total population in this country. We are an isolated school district in terms of racial minorities. To some degree we may not be completely representative economically. A case could be made for economic integration within our own district. Cost of housing and subtle barriers to certain groups have caused the same pattern to develop here as it has throughout the country. We are becoming a more "separated society" both racially and economically.

Equality of opportunity in education is a difficult concept to define and even more difficult to implement. There are many who feel an important part of equality of opportunity<sup>in</sup>/education is a chance to learn to live and work with people in all walks of life and from all segments of our society. We have conquered the geographic frontiers on earth and are exploring space. It is time to face the problems of living together on this increasingly crowded planet. We can no longer move on to a new frontier and forget the problems left behind.

Maybe it is time for our school district to look into some cooperative programs with the Minneapolis School District. Funding has been suggested at the federal level for such inter-district planning (for example, Senator Abraham Ribicoff's S 1283 - Urban Education Improvement Act).

Perhaps our School Board should appoint an ad hoc committee of school personnel, parents, and students -- or utilize the District 281 Human Relations Advisory Committee -- to recommend voluntary, pilot projects which would meet our district's standards of excellence and would provide students with opportunities to broaden their educational experience. This would all take time. If cooperative ventures were designed, programs and class materials would have to be written and teachers would have to be trained. We realize for any educational program to be successful adequate preparation must be made. So let us begin. Let us respond to the needs of the day with our own plans for the future. In the long view, we suggest that voluntary planning will be more productive and beneficial to our children than mandatory deadlines.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

TIME FOR ACTION

Education - Foundation Aids

May 26, 1971

TO: LOCAL LEAGUE PRESIDENTS and all Capitol letter subscribers.  
WRITE TO: "EVERYONE" - Your Senator and Representative

PURPOSE: to express the League position on items that we would like to see incorporated into the formula for foundation aid to school districts, especially increased state funding of local operating costs, and

to commend our legislators on the passage of a good transportation aid bill.

WHY NOW: Here we are in a special session of the Legislature and as expected the foundation aid bills are high on the list of legislation that must be considered. It is like a second chance for us. Recent comments from legislators indicate that they are anxious to hear from their constituents about what should be in the formula and how various proposals would affect their home school districts. If you can relate our position to your local conditions it would be most helpful.

In a sense it's a whole new ball game as bills must be reintroduced and education committees are being reactivated with the intention of giving more thorough consideration to the bills that will be presented. The starting point of course will be the two foundation aid bills that were passed in the House and Senate. There is good opportunity for amendments to these bills that would include more of our ideas and an expression of support for these criteria will help get them incorporated into the final bills. Right now is truly a prime time for citizen input on these issues.

The transportation aid bill which has been passed is a good bill in terms of League position. When you write remember to commend your legislator for a job well done, and tell him you think this bill makes good strides toward equalization of transportation aid. The bill includes all school districts, ~~increases the per pupil limit to \$80 (previous limit was \$60).~~ continues the aid at 80% of actual costs but increases the per pupil limit to \$80 (previous limit was \$60). It also includes a provision that a child must live a mile or more from school in order to qualify for transportation aid. Isn't it nice to see a new position implemented!

Bills passed by both the house and Senate during the regular session would use Average Daily Membership in the formula instead of Average Daily Attendance. You might also commend this action, and indicate that we believe this is a more accurate gauge of the responsibilities that a district must provide than is the present basis. Assure them that there is support for keeping the ADM provision. Since this provision is part of the foundation aid bill, it will have to be included in the bills presented in special session and will have to be passed again.

BACKGROUND: The foundation aid bill that was passed by the House provided a base formula of \$467 less 20 mills local effort in 1972 and \$500 less 20mills in 1973. Pupil unit weighting for secondary students was set at 1.3 units. ADA was changed to ADM. 50% of local operating costs would be funded at an increased state expenditure of \$220 million.

The bill passed by the Senate (referred to as the Popham bill) provided a base formula of \$677 less 50 mills in 1972 and \$715 less 33 1/3 mills in 1973. Pupil unit weighting for secondary students was 1.4. An additional .4 pupil unit is added for ~~xxxxxxx~~ students from families receiving AFDC. ADA was changed to ADM. Adjusted assessed valuation for formula purposes was computed separately for the seven county Twin Cities metropolitan area providing a municipal overburden factor for this area only. This bill would fund 59% of

local operating costs at an increased state expenditure of \$300 - \$350 million.

For purposes of contrast the Governor's proposal provides a base formula of \$780 less 40 mills for 1972 and \$819 less 33 1/3 mills (28 1/3 mills in 1st class cities) for 1973. Pupil unit weighting for secondary students is 1.4. An additional .5 pupil unit is added for students from families receiving AFDC. ADA is changed to ADM. This bill would fund 70% of local operating costs at an increased state expenditure of \$430 million.

The purpose of the foundation aid formula is equalization of educational opportunity for all Minnesota students. The League believe this purpose can be best accomplished by a foundation aid formula which would include:

- \*a. state financing of a greater proportion of local operating expenses
- \*b. consideration of per capita income in addition to assessed valuation
- \*c. recognition of the proportion of property taxes used for municipal services
- d. average daily membership rather than average daily attendance
- e. continued consideration of the proportion of children at different grade levels.

\*Items to stress in your letter

We have previously stated we believe less reliance on the local property tax is desirable. We believe the property tax is not necessarily an accurate measure of the resources of a community and its ability to pay for services, nor does it necessarily coincide with the needs of a particular school district at a particular time. Since the local school budget relies so heavily on the property tax and absorbs so much of the taxpayers real estate tax, we favor increased state financial support of operating expenses of local school districts.

In considering changes in the current foundation aid formula, the League urges including a measure of the per capita income of a school district, as well as its assessed valuation in determining the wealth of the district for formula purposes. We also encourage consideration of municipal overburden in computing "ability to pay" in order to take into account the proportion of school property tax to total property tax. We realize these are complicated factors to incorporate into a formula, but we believe their inclusion would help equalize the financial burden experienced by all Minnesota school districts and extend more equitable educational opportunities to all Minnesota children.

May 26, 1971

TIME FOR ACTION

Education - Foundation Aids

TO: LOCAL LEAGUE PRESIDENTS AND ALL CAPITOL LETTER SUBSCRIBERS

WRITE TO: "EVERYONE" - Your Senator and Representative

PURPOSE: to express the League position on items that we would like to see incorporated into the formula for foundation aid to school districts, especially increased state funding of local operating costs, and

to commend our legislators on the passage of a good transportation aid bill.

WHY NOW: Here we are in a special session of the Legislature and as expected the foundation aid bills are high on the list of legislation that must be considered. It is like a second chance for us. Recent comments from legislators indicate that they are anxious to hear from their constituents about what should be in the formula and how various proposals would affect their home school districts. If you can relate our position to your local conditions it would be most helpful.

In a sense it's a whole new ball game as bills must be reintroduced and education committees are being reactivated with the intention of giving more thorough consideration to the bills that will be presented. The starting point of course will be the two foundation aid bills that were passed in the House and Senate. There is good opportunity for amendments to these bills that would include more of our ideas and an expression of support for these criteria will help get them incorporated into the final bills. Right now is truly a prime time for citizen input on these issues.

The transportation aid bill which has been passed is a good bill in terms of League position. When you write remember to commend your legislator for a job well done, and tell him you think this bill makes good strides toward equalization of transportation aid. The bill includes all school districts, continues the aid at 80% of actual costs but increases the per pupil limit to \$80 (previous limit was \$60). It also includes a provision that a child must live a mile or more from school in order to qualify for transportation aid. Isn't it nice to see a new position implemented!

Bills passed by both the House and Senate during the regular session would use Average Daily Membership in the formula instead of Average Daily Attendance. You might also commend this action, and indicate that we believe this is a more accurate gauge of the responsibilities that a district must provide than is the present basis. Assure them that there is support for keeping the ADM provision. Since this provision is part of the foundation aid bill, it will have to be included in the bills presented in special session and will have to be passed again.

BACKGROUND: The foundation aid bill that was passed by the House provided a base formula of \$467 less 20 mills local effort in 1972 and \$500 less 20 mills in 1973. Pupil unit weighting for secondary students was set at 1.3 units. ADA was changed to ADM. 50% of local operating costs would be funded at an increased state expenditure of \$220 million.

The bill passed by the Senate (referred to as the Popham bill) provided a base formula of \$677 less 50 mills in 1972 and \$715 less 33 1/3 mills in 1973. Pupil unit weighting for secondary students was 1.4. An additional .4 pupil unit is added for students from families receiving AFDC. ADA was changed to ADM. Adjusted assessed valuation for formula purposes was computed separately for the seven county Twin Cities metropolitan area providing a municipal overburden factor for this area only. This bill would fund 59% of local operating costs at an increased state expenditure of \$300 - \$350 million.

For purposes of contrast the Governor's proposal provides a base formula of \$780 less 40 mills for 1972 and \$819 less 33 1/3 mills (28 1/3 mills in 1st class cities) for 1973. Pupil unit weighting for secondary students is 1.4. An additional .5 pupil unit is added for students from families receiving AFDC. ADA is changed to ADM. This bill would fund 70% of local operating costs at an increased state expenditure of \$430 million.

The purpose of the foundation aid formula is equalization of educational opportunity for all Minnesota students. The League believes this purpose can be best accomplished by a foundation aid formula which would include:

- \*a. state financing of a greater proportion of local operating expenses
- \*b. consideration of per capita income in addition to assessed valuation
- \*c. recognition of the proportion of property taxes used for municipal services
- d. average daily membership rather than average daily attendance
- e. continued consideration of the proportion of children at different grade levels.

\*Items to stress in your letter

We have previously stated we believe less reliance on the local property tax is desirable. We believe the property tax is not necessarily an accurate measure of the resources of a community and its ability to pay for services, nor does it necessarily coincide with the needs of a particular school district at a particular time. Since the local school budget relies so heavily on the property tax and absorbs so much of the taxpayers real estate tax, we favor increased state financial support of operating expenses of local school districts.

In considering changes in the current foundation aid formula, the League urges including a measure of the per capita income of a school district, as well as its assessed valuation in determining the wealth of the district for formula purposes. We also encourage consideration of municipal overburden in computing "ability to pay" in order to take into account the proportion of school property tax to total property tax. We realize these are complicated factors to incorporate into a formula, but we believe their inclusion would help equalize the financial burden experienced by all Minnesota school districts and extend more equitable educational opportunities to all Minnesota children.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102  
March 1971

Testimony Presented To The  
House Education Committee on HF 749  
Wednesday, March 24, 1971 - 8 a.m.  
By Sidelle Moss  
League of Women Voters of Minnesota

I am Sidelle Moss, representing the League of Women Voters of Minnesota. Our organization has just completed a two-year study concentrating on equality of educational opportunity and the impact of state financial aids on the provision of equal opportunity for all Minnesota students. As a result of this study, the membership of the League has expressed the belief that the state has a responsibility to encourage local school districts to develop differing models and innovative procedures which will contribute to broadening educational programs for teachers and children throughout the state.

By providing financial aid as specified in HF 749, we believe the legislature will present an opportunity for local school districts to assume the initiative of planning and carrying out differing types of programs that would be beneficial to the students in their school districts without placing an undue burden upon the local property taxpayers. This in turn would benefit children throughout the state, since provision is made in the statute for subsequent evaluation of such innovative programs, and dissemination of that evaluation is required.

We urge your support of these proposals.

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

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Minnesota 55102

31 July 1969

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

Dear Mr. Lundin:

The League of Women Voters of Minnesota with its 5800 members in 68 communities throughout the state would like to commend the Commissioner and Department of Education for the proposed policy on racial segregation and racial isolation in the public schools.

We believe the state has a role to play in correcting racial imbalance where the local district proves itself unable or unwilling to take action. We believe state standards are necessary for all schools and that state financial help should be available to help districts meet these standards.

Although specific standards are not included in this policy, we would hope and expect the State Board of Education, in implementing the policy, would keep in mind the goal of equal educational opportunities for all Minnesota children. Since this policy could promote better education for Minnesota children, we urge its adoption by the State Board of Education.

Sincerely,

Mrs. Harold Nash,  
Education Chairman

LWV of Minnesota, 555 Wabashes, St. Paul, Minn.  
55101

The LWV of \_\_\_\_\_  
responded to the Time for Action on Equality of  
Opportunity in Education in the following manner:

Return to state office.

TIME FOR ACTION

EQUALITY OF OPPORTUNITY IN EDUCATION

TO ALL LOCAL LEAGUES

FROM MRS. RALPH EBBOTT

A bill to provide aid to school districts with unique educational problems is now receiving consideration in the House and Senate Education Committees. The bill (SF 1388-Holmquist, Grittner, Holsten; and HF 1668-J. Johnson, Duxbury, H. Anderson, France, Weaver) developed from a study done by school superintendents on overburden aid. It is an attempt to develop criteria for distribution of additional financial aids to school districts with special needs.

The bill defines three areas of problems as making it difficult for a district to provide equal educational opportunities in preparing students to cope with our modern society. They are 1) substantial increase or decrease in student enrollment; 2) excessive tax overburden; and, 3) adverse socio-economic conditions. School districts are to be evaluated and those that are at least 25% or more below the state average in one or more of the various categories are to be considered for special state financial aid by the state board of education. Districts that have received these funds are to report on their use annually.

The League of Women Voters believes that the state has a responsibility to guarantee equality of opportunity in education for all its young people wherever they may live. When a school has students who are handicapped through environment and compensatory programs are necessary, we believe the state should provide additional state aid as the state now provides additional aid for programs for the physically handicapped. At the present time, state school aids reflect only assessed valuation of property and pupil attendance. SF 1388 and HF 1668 would add new factors. The League especially supports the effort to recognize unique educational burden caused by adverse socio-economic conditions. The specific factors that would measure this need are still being worked out. The bill includes percentage of the population over 60 years old or under 24, the percentage of AFDC families, foster and neglected children, low income families, adults with low level of completed schooling, proportion of students below competence on standardized tests, and per capita income.

The League feels it is important that the public is aware of this approach to bring other factors into setting state aid. This bill could suffer several fates. It can pass with no money provided. It can pass with funds (\$10,000,000 has been requested) as a special, additional aid to qualifying districts, it can be embodied in the school aid formula which has yet to be worked out, or it can die.

Write your legislators to encourage this type of approach to state responsibility of ensuring equality of opportunity in education. The details of criteria and administration may change as the bill progresses. What it is important to stress is that we accept the responsibility of the state doing more to help those school districts that have unique educational problems and that we are willing that extra state funds be provided. To assure equal education, the state must provide extra help.

The following members of the Education Committees should receive special attention:

HOUSE EDUCATION COMMITTEE

Schulz,	Humphrey
Chairman	Johnson, J.
Sathre,	Judge
Vice-Chairman	Kleinbaum
Adams, S.	Knutson
Anderson, H.	Larson
Anderson, I.	Moen
Bell	Murray
Bernhagen	Niehaus
Christensen, R.	O'Dea
Coombe	Sabo
Dammermann	Savelkoul
Dunn	Searle
Erdahl	Sommerdorf
Everson	Theis
France	Ulland
Haaven	Wingard
Heinitz	Wolcott

SENATE EDUCATION COMMITTEE

Hanson, R.,	Holsten
Chairman	Hughes, J.
Krieger,	Hughes, K. F.
Vice-Chairman	Jensen, V. K.
Benson	Johnson
Bergerud	Josefson
Brown	Larson, N.
Bursch	Mammenga
Conzemius	Metcalf
Dosland	Olson
Grittner	Perpich, R.
Hansen, Mel	Sinclair
Higgins	Welter
Holmquist	Wright

Please indicate what action your League has taken on the enclosed card.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102  
May 14, 1969

A STATEMENT BY MRS. DAVID DORNFELD FOR THE LWV OF MINNESOTA  
TO THE HOUSE EDUCATION COMMITTEE  
IN SUPPORT OF H.F. 2579

The League of Women Voters of Minnesota supports equal educational opportunity for all children. Our state and national studies in the area of the development of human resources have indicated that equal dollars spent on each child does not mean equal educational opportunity for each child. Recent studies by local Leagues have also indicated that students graduating from different schools are not equally prepared to enter the job market. This bill is an attempt to give special attention to the unique problems of some children: it will make available people specially trained to work with children disadvantaged by their environment, remedial and compensatory programs, and expanded curricula as needed. The League of Women Voters supports H.F. 2579 as one of many needed to provide quality education to all children in Minnesota.

Statement made to the Subcommittee on  
State Aids of the House Education Committee by Mrs. David Dornfeld.

The League of Women Voters of Minnesota supports equality of educational opportunity for all children. Our state and national studies in the area of the development of human resources have indicated that equal dollars spent on each child do not mean equal educational opportunity for each child. H.F. 1668 is an attempt to enlist the aid of the state to help solve some of the unique problems facing many school districts in the state. The bill takes cognizance of the fact that there are factors other than property values and numbers of children which are relevant to the issue of providing equality of educational opportunity.

The League has not studied the various factors included in the bill, nor the method of allocation of funds under the proposal. Some questions could be raised about these, such as:

- 1) Should these factors be built into the state foundation aid program?
- 2) Should some factors receive more weight than others in the distribution of funds?
- 3) Have all the critical factors contributing to inequality of educational opportunity been included?

The testimony of the superintendents from various districts presented to the full House Education committee vividly demonstrated the variety and urgency of the difficulties with which they are trying to cope.

The League supports the general philosophy inherent in this bill, i.e., the responsibility of the state for equality of educational opportunity. Because of the growing disparities between school districts to provide quality education, the League strongly urges action by the Legislature now, even though the particular bill may be less than perfect. Continuing research by the state Department of Education and the districts involved should lead to assessment and evaluation of the approach and any necessary changes or refinements can be enacted in future sessions.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Minnesota 55101  
March 1969

Testimony as given by Mrs. Ralph Ebbott, Lobbyist, to the Senate Committee on Education in opposition to Senate File 452, transferring ultimate authority in school consolidation from the Commissioner of Education to the County Board of Commissioners.

March 17, 1969

I am Mrs. Ralph Ebbott, Lobbyist for the League of Women Voters of Minnesota.

This is an organization composed of 5,800 members in 68 communities throughout the state. Prior to the 1967 legislative session, members of the League of Women Voters of Minnesota studied the problem of providing equality of educational opportunity to students attending schools with small enrollment in districts with limited resources. Our membership of over 5,000 women agreed that for educational opportunities to be equal, school districts must have sufficient resources to provide a comprehensive educational program that would equip the child for tomorrow's world. We supported the School Consolidation Bill of 1967 as a necessary first step toward this goal.

However, legislating the demise of the common school district will not of itself insure districts capable of providing quality education. The state constitution provides that, "it shall be the duty of the legislature to establish a general and uniform system of public schools." We feel that the school consolidation that will be taking place between now and July 1, 1971, needs guidance and direction so that the resulting districts will do the best possible job of meeting the needs of the children.

The present law provides for consolidation procedures that take into account local preferences as well as professional evaluation. The proposed amendment to this law would change this process by giving the ultimate decision to the County Board of Commissioners. We feel that this change would not be beneficial because:

1. The commissioners were elected for other governmental purposes, not to make professional educational decisions.
2. School district territory and county territory often have no relationship to each other. A school district may be in as many as 4 counties. A proposed consolidation, if this amendment were to pass, might require agreement among as many as 3 or 4 county boards.

3. The whole state is legitimately concerned with the education of Minnesota's children. The county level provides too limited a view of educational options.
4. School district hassels are often bitter locally, becoming very emotional. Much can be said for having them settled on the basis of widely agreed upon standards.

The League of Women Voters' concern is to provide equality of educational opportunity statewide. Today seven out of ten rural high school children move to cities. How they are educated is no longer of importance to the local community only. As you consider this amendment, we urge you to keep in mind the primary goal of how to provide the best school district that will do the best job educating all Minnesota children.

STATE LEAGUE OF WOMEN VOTERS SUPPORT OF HF 1668, SF 1388  
BILLS FOR SCHOOL AIDS FOR UNIQUE CONDITIONS

These companion bills are a new approach to provide money where the educational problems are. There are three bases for aid in these bills (1) high growth or loss in enrollment, (2) tax overburden problems (low EARC assessed valuation, very high or very low adjusted maintenance cost per pupil, high debt service, high municipal tax burden,) (3) socio-economic conditions creating educational problems (high % of population not income producing or without school age children, high percentages of students from AFDC families, classified as foster or neglected, from low income families or from families where there is a low level of adult education). Currently state aids reflect the local effort for schools the number of pupil units in the district and the total assessed valuation per pupil in the district with no regard for non school tax costs. These bills are an effort to allocate money where the problems are and if passed might lead to a reexamination of state foundation aids in the next session.

There are two bases in the League's positions for support of these bills. Our 1968 tax position advocated diminished dependence on the property tax and stated "Education is appropriately financed partly by the property tax and partly by revenue from other sources". The second and stronger basis is our equality of opportunity position. Currently, there is wide disparity in educational opportunity in Minnesota. Some school districts have much greater tax resources and some have a school population which is much more expensive to educate, but the two seldom go together.

We should be particularly interested in the socio economic conditions listed. The percentage from AFDC families was included because it is the only poverty measure available for all areas. The percentage classified as foster and neglected was included because it was felt these children have already been through one major crisis and therefore need additional help. Low income families were specified to be ones with an income of less than \$3,000. These families are less able to support facilities and children from these families are usually handicapped in school from things, such as: lack of books at home, lack of creative toys, lack of parental stimulation, therefore the school's responsibility is greater.

Discussed but not included were MINORITY GROUPS--it was felt the significant thing was poverty, also in some small communities one middle class minority family became a significant statistic.

MINNESOTA SCHOLASTIC APTITUDE TEST SCORES--for school districts under 1,000 there was too much erratic fluctuation from year to year depending upon whether a class had several students of particularly high or low aptitude. READING READINESS TEST SCORES--felt they are culturally biased, but text books probably are too.

Many of the problems the League is studying can be related to the inadequate education of the general population. The Minnesota State Constitution specifies that education is a state function but current state aids make no effort to give deprived children an equal educational opportunity.

*Rough draft - Copies have gone to Irene, May Nash, Jane Starr,  
Kitty Drinfeld - Sent Sue to rewrite Liz*

Dear \_\_\_\_\_ (Senate and House Education Committee, House Appropriation-  
Subcommittee, Senate Finance-Education Subcommittee)

On behalf of the League of Women Voters of Minnesota, representing 5,800 members throughout the state, I would like to share with you our concern that the state exert its responsibility in education by providing equality of opportunity for all young Minnesotans wherever they live, whatever their race, however handicapped they may be.

For educational opportunities to be equal, school districts must have sufficient resources to provide good education. Recognizing this, the League supported the school consolidation bill in the 1967 legislature. However, legislating the demise of the common school district will not of itself insure districts ~~are~~ capable of providing quality education. We feel that the 1969 legislature should provide guidelines and procedures so that redistricting will give Minnesota's rural children the education needed to compete in tomorrow's world. With seven out of ten rural high school children moving to cities, their education is important to the whole state.

The state recognizes an obligation to provide special aid for handicapped children. This the League supports. In order to give these children an equal opportunity, an extra effort must be made. We urge increasing the state share of the salaries of teachers in these programs.

We also believe that children can be handicapped by social and economic environment to the point where they are not receiving an equal education. These children need special attention. There is the further difficulty that <sup>+they are often concentrated in</sup> ~~these school districts~~ <sup>1 that</sup> suffer from high educational overburden <sup>ing</sup> and are unable to provide needed programs. The League feels the state should recognize these problems and give extra financial help.

The following legislative proposals would be important to this group of educationally disadvantaged children:

- ...state ~~extraordinary~~ financial participation in the continuing education program which helps drop outs achieve high school diplomas or equivalency certificates
- ...expanding the Indian scholarship program
- ...basing school aid on average daily membership rather than average daily attendance which will help districts faced with the problem of these student's high mobility.

- ...providing state funds for transportation within city limits which will help Minneapolis and Saint Paul in their efforts to overcome racial imbalance in schools.
- ...adjusting state financial aid to education in these and other ways so that districts with problems of educational overburden will receive more funds.

The League of Women Voters urges you to keep in mind the goal of equal educational opportunity for all Minnesota children as you consider bills such as these during this legislative session.

Sincerely yours,

Mrs. O.J. Janski, President

ADA to ADM

LEAGUE OF WOMEN VOTERS  
OF MINNESOTA

*draft copy*

Senator Donald O. Wright  
Senate Chambers  
St. Paul, Minnesota

Dear Senator Wright:

As one of the action items on its state program, the League of Women Voters of Minnesota supports policies to insure equality of opportunity in employment, housing, public accommodations, education and other public services for all citizens. In addition to this state position, the League of Women Voters of the United States conducted a two-year study of the development of human resources which resulted in a national position of support of policies and programs in the United States to provide for all persons equality of opportunity for education and employment. The League of Women Voters recognizes that problems of inequality of opportunity in various areas of life must be approached at the local, state and national levels. However, with specific regard to the field of education, the League of Women Voters believes 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.

While many factors may be identified as contributing to inequality of educational opportunity, most of them would probably fit into one of two categories: 1) needs of the child which require more intensive educational effort or 2) revenue raising ability of the school district.

The state has recognized the first category by providing additional state aids for the handicapped child. The League believes that the state should expand its aid in this area by recognizing that children can be equally, and sometimes even more, handicapped by social and economic environment to the point where their learning potential may be seriously disturbed. These children should be given the opportunity to benefit from educational programs designed to meet their needs and supported by state funds.

The state has recognized to a certain degree the second category by its current state foundation support program. However, this program has remained relatively static since it was adopted over ten years ago. It tends to contribute to inequality of education by providing little incentive for the creation of economically and academically viable school districts. It fails to take into account existing disparities between "have" and "have not" districts. Pupil unit measurements used in the formulas are no longer quite valid. The currently used method of valuation of property makes it necessary for districts with low assessed valuation to place exceedingly high demands on the property tax to provide quality education. The present support program also provides ~~no~~ <sup>little</sup> incentive for upgrading the quality of education.

The League of Women Voters of Minnesota believes it is of the

*draft copy*

Senator Wright P.2

utmost importance, not only to the children of Minnesota, but to the state as well, that all children have an equal opportunity to benefit from their education in our public schools. We recognize that equal educational opportunity cannot be achieved by equal expenditures of funds in all areas. As legislation is introduced in the 1969 session, the League of Women Voters will evaluate each bill in terms of the goal of equal educational opportunity for all, and support or oppose measures in so far as they fall within the positions of the League. ~~Since the~~

Since the League of Women Voters has just completed a two-year study of financing government in Minnesota, we are particularly aware of the demands on the available tax dollars. We are also aware of existing inequities in collection and distribution of the tax dollar. Therefore, we know that the dilemma facing the legislature--how to provide the necessary services with the resources available--will require a great deal of effort and shared wisdom on the part of every legislator. The League of Women Voters hopes you will share our concern for equality of educational opportunity for all children and that improved state support for public education will be one of your highest priorities.

Very truly yours,

League of Women Voters of the U.S.  
1200 17th Street, N.W.  
Washington, D.C. 20036

Price: 10¢

February 17, 1969

STATEMENT IN SUPPORT OF THE EXTENSION OF TITLE I  
OF THE ELEMENTARY AND SECONDARY EDUCATION ACT  
BEFORE THE HOUSE EDUCATION AND LABOR COMMITTEE  
BY MRS. BRUCE B. BENSON, PRESIDENT OF THE  
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

I am Mrs. Bruce B. Benson of Amherst, Massachusetts, President of the League of Women Voters of the United States. I am speaking today for our 150,000 members from more than 1200 communities in the fifty states, the District of Columbia, Puerto Rico, and the Virgin Islands.

It is a pleasure to appear again before this committee to urge you to respond to one of the most important needs of Americans as individuals and of our country as a whole if it is to develop into a truly free society for all our people. That need is equality of opportunity for education. Meeting this need requires the active interest of all levels of government and of private citizens as well. It requires commitment of resources and of talent. Most important and perhaps above all, it requires conviction that the goal of equality of opportunity in education can and must be achieved.

I last testified in behalf of federally supported programs for compensatory education in April, when I appeared before the House appropriations subcommittee to urge full funding of programs authorized under Title I of the Elementary and Secondary Education Act. This was shortly after the disorders which had convulsed many of our cities and it was obvious -- and we said so -- that there must be strong federal leadership if our country is to succeed in bringing disadvantaged people into the mainstream of American life. Today, as the first anniversary approaches of the report of the President's Commission on Civil Disorders, its warnings and recommendations are still uppermost in our minds. I am here today to restate the League members' belief that federal leadership must be strong if we are to respond to the educational needs of every American so that each can develop his full potential as a citizen, a wage-earner, and a contributor to our national society. Federal leadership must be committed to this end so that our society, with all of its diversities, can be unified and really free for all of our people.

League support for equal opportunity for education derives from an intensive study by local League members of the facts about poverty and discrimination in their communities and in the United States. Education is not the only remedy for poverty and discrimination, but our study has convinced us that it is an essential and basic component of any solution. Moreover, we firmly believe that the pursuit of equal educational opportunity must be conducted simultaneously on several levels. We must continue to press forward vigorously to integrate our schools, both in the North and in the South; we must remove the barriers of housing discrimination so that children of minority populations now locked into separate spheres of existence will be integrated in our schools in the normal course of community life for the enrichment of all of us; we must see that equal opportunity for employment and advancement exists in reality; and we must also continue to equalize educational opportunity by means of support for compensatory programs.

In our studies of poverty and discrimination, we have learned that the communities which are most educationally deprived are the very ones which are the least able to fund schools suited to the needs of those who live there. Federal programs are needed, and we vigorously support adequate and advanced appropriations for such

programs in order to help bridge the gap in educating young people in poverty areas in both city and rural communities. Funding of compensatory programs is beyond the single-handed capacity of the cities from which so many affluent people have fled and in which so many of the poor and discriminated against are trapped. Funding of compensatory programs in rural areas -- in many cases without the resources to provide the kinds of school programs needed -- is also extremely difficult. Therefore continuing federal help is needed.

We believe also that there must be, on a national scale, thorough research to find ways and means to provide relevant, meaningful, effective education for those who have not found in our schools the kinds of challenges or training beneficial for their needs. There must be change, innovation, experimentation, evaluation -- all of which require money, patience, trial, and allowance for error. Again, the school systems which must effect change to fulfill their responsibilities for providing equal educational opportunity are least able to find sources of local revenue. They need a long-range federal commitment as well as adequate and advance appropriations so that programs can be planned and developed and staff assigned with the assurance that Title I projects will continue. Our local Leagues frequently report as a major handicap the fiscal uncertainty which results in school administrators' inability to coordinate the school planning schedule to the appropriations schedule: that school programs can't get started on time or sometimes rush into operation before mechanisms have been well set up, with the result that "we don't get a dollar's worth of program for a dollar." The League of Women Voters of Hinsdale, Clarendon Hills, and Oakbrook (Ill.) says, for example, "Local (federal) programs have been limited to the Elementary and Secondary Education Act, which the school districts are using very capably. School libraries have had their budgets for materials increased substantially without an increase in staff to handle the extra work, which has caused some distress. The short term, erratic nature of grants of federal money is certainly a weakness."

Leagues have observed and continue to watch the operation of Title I programs in their communities. They are not equipped, of course, to evaluate on a scientific testing basis the effectiveness of federally funded Title I programs. In fact, it is still probably too early to evaluate in terms of acceleration in reading ability or other immediately measurable gains. However, other effects, not so quantifiable, have been observed by many of our Leagues. For example, the League of Women Voters of Sudbury (Mass.) reports of a special summer corrective program:

"1. The teachers felt that they learned more about how children learned than they had anticipated and all feel that they will never again teach in quite the same way.

"2. There was a marked change in the attitude of the children toward their own capabilities."

And a September 1968 report from the League of Women Voters of Cheyenne (Wyo.) says of Title I programs in its schools:

"Significant accomplishments were as follows: 1. created a happier feeling and desire to learn among the participants; 2. eliminated many of the barriers to learning; 3. improved self-concepts and confidence; 4. helped to improve attitudes of parents toward education in general."

These samples of many reports in similar vein indicate that perhaps the impact Title I programs have on not only the educationally disadvantaged but also on the schools and the parents will not be immediately measurable. Nonetheless these are important and long-range gains.

Therefore we applaud this committee for early consideration of extension of authorization for Title I of the Elementary and Secondary Education Act. We urge you to extend the programs under it for at least 5 years, as proposed by H.R. 514.

Although the matter of appropriations does not, of course, come before this committee, we would like to say that an extension of Title I is of little value and in fact it is only a gesture unless the appropriations measure up to the needs and are made in advance to allow for good planning. Reporting H.R. 514 favorably will open the way for advance funding. When the time for funding comes, and pressures for appropriations come in from all areas of national and special interest, we urge you to exert your leadership to encourage giving the priority it deserves to equality of opportunity in education. The domestic problems we face today have burgeoned to their astounding proportions because of a long backlog of neglect. The fruits of our belated current and our future efforts will take time to mature before we can appraise the harvest. We in the League believe you have a responsibility to work actively and in every way you can for a large investment in the future. We will vigorously support you in this effort.

# # # # #

League of Women Voters of the U.S.  
1200 17th Street, N.W.  
Washington, D.C. 20036

August 15, 1967

STATEMENT TO THE SUBCOMMITTEE ON EDUCATION, SENATE LABOR AND PUBLIC WELFARE  
COMMITTEE ON THE ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967 (S. 1125)

By

Mrs. William H. Wood, Director  
League of Women Voters of the U.S.

I am Mrs. William H. Wood, a member of the National Board of Directors of the League of Women Voters of the United States. It is a great pleasure for me to appear before this Committee today representing members of the League of Women Voters from all parts of the country. We appreciate the opportunity you have given us to speak to you about the Elementary and Secondary Education Amendments of 1967. There are just a few areas related to this legislation you are considering to which we will address ourselves.

For the last three years, in all fifty state, the District of Columbia, and Puerto Rico, Leagues have been examining the basic issue of equality of opportunity for education in the United States. After looking both at the national scene and at the situation in their own communities, League members in the spring of 1966 agreed on a strong position in favor of federal funding of compensatory programs for disadvantaged children from the pre-school level through secondary education.

We believe that the serious handicaps faced by many children already in school mean that the highest priority should be given to the categorical assistance which has been directly available to school systems under Title I of the Elementary and Secondary Education Act. Our Leagues have reported that new awareness has developed in local school districts of the special problems of poor pupils, and local school officials are eager to move ahead by providing remedial and enrichment programs. I am attaching to my statement some examples of local League comments on programs in their own communities. We strongly urge a continuance of federal funds specifically designated for such purposes. Education of this kind is often more expensive than individual school systems can afford. In order to redress the serious national problem of inequality in the education provided to poor children in this country compensatory programs should be guaranteed federal support. They should not have to compete with other projects for funds from block grants to the states.

We also urge the extension of the Elementary and Secondary Education Act through fiscal year 1969. Early extension will make possible better and more meaningful planning by state and local school systems, since it will remove any doubts that might develop next spring over the continuation of ESEA programs through the 1968-69 academic year.

Finally, we do not wish the present policy of withholding federal funds for noncompliance with Title VI of the Civil Rights Act of 1964 to be weakened in any way. We feel the guidelines developed by the Department of Health, Education, and Welfare are fair, and their application should not be hampered by restrictive amendments which go beyond the limitations set by the Congress last year. We support integration of the public schools and believe these guidelines are an effective way of helping schools move toward this goal. We, therefore, urge you to reject any proposed amendment to the Act which would prevent the Department of Health, Education, and Welfare from vigorously carrying out the mandate laid down by Congress when it passed Title VI. The Fountain Amendment to HR 7819 preventing temporary deferral of funds for new programs seems to us to have just such an effect. We hope this committee, the Senate as a whole, and the Conference Committee will strongly oppose this move to water down the landmark Civil Rights Act of 1964.

# # # # #

## APPENDIX

### Samples of Recent Comments from Local Leagues on Programs under Title I of the Elementary and Secondary Education Act.

#### From the League of Women Voters of Fresno, California

We are aware of the need for compensatory programs in Fresno County due to the large numbers of minority groups with deprived backgrounds. During the short year-and-a-half operation of various programs, significant progress has been demonstrated in many programs. Pre-school programs resulted in an increase of 15 to 18 points in testing scores. Significant gains were made in the special reading programs. It was possible to employ 139 teacher's aides in the Edison and Roosevelt schools. The student-teacher ratio was reduced to nineteen to one with twelve additional teachers in English at Edison High School with good results.

#### From the League of Women Voters of San Francisco, California

San Francisco has had compensatory education since 1962, supported by local and state funds. However, only since ESEA funds became available has it been possible to provide the special educational opportunities that this city - like so many other urban areas - desperately needs to cope with its changing population. During the past year, 500 children participated in the pre-kindergarten program set up in target areas, but it has been estimated that five times that number can be enrolled when funds are found.

Under a Comprehensive School Age Compensatory Program, certain schools receive "saturation" services, which include lowered class size, compensatory teachers, speech therapy, community teachers, social workers, after-school tutorial centers and cultural enrichment materials. Some students are bused to other neighborhoods, thus improving the racial balance of the receiving schools. However, the present allotment of compensatory teachers is inadequate to provide help for all the students who need it. The answer, again, lies in additional funds.

#### From the League of Women Voters of Greater Wilmington, Delaware

In the Wilmington area Title I has provided many needed services for the education of poor children, which would never have been possible with just local and state funds. The way in which funds were designated by the Act has insured that funds went into areas where the need was greatest and, at least here, local fund-raising ability inadequate.

#### From the League of Women Voters of Metropolitan Dade County, Florida

We here in Dade County are very proud of our mobile reading clinics and our special reading teachers who taught 13,000 children from disadvantaged areas of the county last year. We understand that these fine Title I programs resulted in as much as two years improvement in reading ability over a one year period for many of these youngsters. We are also pleased that 150 Junior High School teachers are being trained in Dade County to design proper curriculum sequences for disadvantaged children. We realize that special programs to be effective must continue over a span of years as recent follow-up studies of Headstart have demonstrated.

From the League of Women Voters of Georgia

The State of Georgia received under Title I grants totaling \$37,494,891 for FY 1966 and \$34,725,066 for FY 1967. The "frequency" compensatory education programs made possible under these grants in Georgia have included pre-school and remedial training, special classes for the handicapped, food, clothing and health services, in-service training for teachers of special groups and teachers' aides (clerical help, etc.). These programs have been--and will be--of great value to Georgia's children and have increased the average daily attendance in schools throughout the state.

From the League of Women Voters of Salina, Kansas

Many of our League members have been working as volunteers with Salina's Headstart program. Through this contact with children of low income families, they have become more aware of the need for programs which will correct the educational deprivation so apparent in these children. The Reading Readiness Rooms, Learning Resource Centers and Enrichment Programs in existence in Salina under Title I and Title II of the Elementary and Secondary Education Act are corrective measures so necessary to insure equal opportunity for all children.

From the League of Women Voters of Lexington, Kentucky

Both the Fayette County Schools and the Lexington City Schools have had programs funded by ESEA this past year. Perceptual motor readiness classes in Title I schools reached over one hundred (100) first graders. Remedial reading classes were held for grades one through twelve. This summer over four hundred county students with reading difficulties are receiving special classes in reading and mathematics. Since physical coordination seems to enter the reading difficulty syndrome, special types of physical exercises are being supervised for these students. School personnel and parents are noting progress. The self-image of the child is improving as his skills increase.

From the League of Women Voters of Worcester, Massachusetts

Under Title I of the ESEA, Worcester has several particularly effective projects. Twenty one of our schools have after school sessions for tutorial and enrichment programs for our economically deprived children in our "Target Areas." Particularly, the Pilot Program on the Performing Arts as they relate to the school curriculum is very new and exciting.

From the League of Women Voters of Southfield, Michigan

In the Ferndale schools, where there is much poverty, the amount of equipment and the ingenious ways they were used to stimulate learning and prevent boredom were marvelous. Although there was a remedial reading program before, increased aid now permits the teacher to see each student every day, which was impossible before because of the large number of students needing help. The teachers are now able to work with one to five students at one time.

From the League of Women Voters of Poughkeepsie, New York

Title I funds have been used in a variety of projects by school districts in the Greater Poughkeepsie area, including improvement of reading skills, curriculum study and reorganization, addition of social work personnel, early identification of potential dropouts and special efforts to meet their needs. School administrators are enthusiastic about being able to add these needed programs. Poughkeepsie used Title I funds to provide an after school program for 850 elementary school children from October to April when it was suspended because of lack of federal funds. We believe these compensatory programs are an essential counterpart to school integration in the move toward greater equality of opportunity.

From the League of Women Voters of Middletown, Ohio

We have a pre-school program of eight elementary schools with a total of 253 children enrolled. It was felt last year that this program had been successful in helping to orient the pupils to kindergarten and in increasing their attention span.

In grades three through six we have a remedial reading and math program with over 500 pupils in it.

On the junior high level we have two language arts programs with a total enrollment of 218 pupils. After similar programs last summer, according to national tests, significant progress had been made.

Administrators felt that all these programs for the disadvantaged children in Middletown had been helpful, successful, and well worth continuing.

From the League of Women Voters of Murfreesboro, Tennessee

In Rutherford County, strides are being made toward the achievement of quality education for many disadvantaged children under Title I of the Elementary and Secondary Education Act. As an example, we have a summer program operating in the McFadden area benefiting 180 children. The fact that this area has a population of 3,275 with 60% of its residents earning less than \$3,000 a year, bears witness to the need for a federal program of this type to help children whose efforts to learn have been hampered by poor health and hunger.

From the League of Women Voters of Bellevue, Washington

The Bellevue School District with a grant of \$58,000 under Title I has initiated a summer reading program which trains elementary teachers in reading techniques and methods. It has proven beneficial to teachers and students alike. The District hopes to expand this successful reading program to the secondary level in the future.

The Lake Washington School District is pleased with the results of an individualized reading program which has enabled the District under a \$60,000 Title I grant to hire specially trained teachers to help poor readers on an individual basis. Spokesmen for both school districts feel the programs have proven highly successful and would be impossible to maintain or expand without federal help.

April 14, 1967

Leg. Ses. '67

STATEMENT TO THE SENATE COMMITTEE ON EDUCATION  
REGARDING SCHOOL CONSOLIDATION, SENATE FILE 446  
BY MRS. IRVING TALLMAN, LOBBYIST, LEAGUE OF WOMEN VOTERS OF MINNESOTA

Mr. Chairman and Senators, I am Mrs. Irving Tallman and I am here on behalf of the League of Women Voters of Minnesota to speak in support of the school consolidation bill.

The League of Women Voters is a non-partisan organization whose purpose is to promote political responsibility through study and action. There are 69 leagues throughout the State of Minnesota with a membership of over 5,500 women.

The League has just this last month concluded a state-wide study on consolidation of schools and the question of adequate high school size as it relates to offering an equal education to all Minnesota students. The conclusion of the study indicated overwhelming support for school consolidation to achieve this end.

From Leagues in areas where common schools still exist in large numbers our members indicated support for the principle of consolidation. Comments such as the following were received from some of these Leagues: "Yes, we have found problems in equality of opportunity in education where state action is necessary and desirable. We feel the State Commissioner of Education through the State Board should be given power to upgrade the quality of education by dissolving Common Districts and consolidating them. Bigness alone is no virtue, but each school district should be large enough to provide excellence in education yet small enough to allow for individuality and citizen participation."; from another League, "We feel that consolidation is a problem that would have to be solved by the legislature. It is too emotional for local districts to handle."

The League of Women Voters of Minnesota has taken the following position: "We believe that the State should work to achieve quality of opportunity in education through the organization and consolidation of elementary and secondary schools to create districts which meet state standards."

TIME FOR ACTION

CONSOLIDATION OF SCHOOLS

TO LEAGUES WITH SENATORS ON THE SENATE EDUCATION COMMITTEE:

Albert Lea (Hanson); Rochester (Krieger); Edina, Minnetonka (Bergerud); St. Croix Valley, Mahtomedi Area (Brown); Alexandria (Bursch); Red Wing (Conzemius); Moorhead (Dosland); St. Paul (Grittner); Minneapolis (Mel Hansen, Holsten, Wright); Duluth, Silver Bay (Higgins); North St. Paul, Maplewood, White Bear Lake (J. Hughes); St. Cloud (K. Hughes); Granite Falls (V. Jensen); Willmar (Johnson); Crookston (N. Larson); Bemidji, International Falls (Mammenga); Hibbing, Chisholm (R. Perpich); Worthington (Olson).

Our brand new consensus on equality in education says in part, "The League of Women Voters believes that the state should work to achieve equality of opportunity in education through the organization and consolidation of elementary and secondary schools to create districts which meet state standards."

A major bill to achieve consolidation has been wending its way through the legislative maze for some time now. It was debated at length in the House Education Committee and on the floor of the House. When the bill was heard in the House, the gallery was filled with people from the rural areas concerned with loss of local control. When the vote came on the bill, opposition was mainly from Representatives of these rural areas. It did, however, pass the House by 81 to 50.

The bill (S.F. 446) has now gone to the Senate. It is scheduled to be heard in the Senate Education Committee on April 14. It is expected to have substantial opposition. Senate authors are L. Larson, Mammenga and R. Hanson. Your letters are needed now urging Education Committee members to support passage of this bill in Committee. Write your Senator before April 14 telling him you support this bill. Get members to write. Think of other concerned groups or contacts in your area and ask for their support (PTA, newspaper editors, etc.). If you are interested in attending this hearing, it will be on April 14, Room 28, at 9:00 a.m.

THE SUPPORT OF OUTSTATE LEAGUES IS ABSOLUTELY ESSENTIAL. Your responses to Times for Action have been outstanding so continue your good work on this bill.

Additional Background:

Minnesota still has more than 850 common school districts. There are about 5000 one-room schools still operating in the state and over 700 of these are staffed by one teacher. There are another 200 schools that do not meet the graded school requirement of having at least one teacher for each two grades. Most of these schools are in common school districts. It is these districts, small in area, small in population and small in financial resources that are seen as the problem.

The concern of many rural parents that consolidation will mean loss of their local school and loss of local control is not well-founded. The State Department of Education estimates that most of the schools in current use will continue in use. The areas will be organized into larger units and will have a larger tax base and will thus stand a better chance of providing better facilities. People will have to relate to a larger area, but they also will have a vote and a voice in high school matters which they do not now have because their children are sent to high schools in neighboring districts; presently they cannot vote for school board members in these districts.