League of Women Voters of Minnesota Records

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Third Draft (final almost) M. Borg

EQUALITY OF EDUCATIONAL OPPORTUNITY

What does it mean? What is the State's role in providing it?

I.

INTRODUCTION

Everybody, it seems, is stirred up about education. The brickbats are flying, and educators are being caught in the cross fire of conflicting demands. Everybody wants to change something, but the what as well as the how are topics of national controversy.

Sputnik caused a wave of concern about subject matter which resulted in providing more science, mathematics, and languages. The civil rights movement and the urban social crisis focused public attention on the fact that the educational system is failing to meet the needs of minority children and the children of the poor. This in turn stimulated a more basic reassessment which led to the contention that the system is failing to meet the needs of most children to some degree. The response to date consists mainly of providing compensatory education for some of the environmentally disadvantaged. Serious questions are being raised about the efficacy of this approach.

Critics who look on the prevailing mode of education as an outdated process that is shortchanging all children are urging drastic reorganization of the whole system. Others, equally critical perhaps, maintain that demands for a rapid overhaul may actually deter change; that the impossibility of taking one giant step is bound to be used as an excuse for taking no steps at all. In addition, a giant step might create chaos and disruption without accomplishing constructive change. This is not to say that the present system should be passively accepted. It is to say that educational reform must be seen in perspective because each segment of reform is dependent on other segments of reform. To illustrate: requirements for school accreditation and state regulations shape school programs; college entrance examinations influence recommended curriculum content; certification standards bear on

teacher training; the professional preparation of teachers is one of the factors determining how they will teach; their attitudes and methods increase or diminish student response; community attitudes are reflected in the choice of school board members and the decisions they make concerning the selection and remuneration of school personnel, support or nonsupport of proposals for innovations, staff training and retraining resources, and local tax levies. And so it goes.

Education must be planned in today's context for tomorrow's changed society. The objectives of the educational system cannot be divorced from the objectives of other systems -- social, political, economic, and technological. If the diverse educational needs of individuals are to be met -- those of adults as well as of children -- different decision-making structures and different kinds of financial support may have to be developed.

Scope of Study

In choosing to examine "the role of the State in creating and financing equal educational opportunities for all Minnesota children" members of the League of Women Voters undoubtedly were responding to their own concerns as well as to the heightened concerns of citizens generally. Obviously the League cannot tackle, much less hope to resolve, all of the questions that have plagued educators for centuries. What this study can do, however, is to provoke thoughtful reflection about the basic purpose of education in a dynamic society and about the true meaning of equal educational opportunity. In addition, this study will deal with the State's responsibility for public and nonpublic schools; the structure within which this responsibility is being carried out; what the State has done to provide adequate staff, facilities, and financing to meet the varying needs of children; what needs are not being met, and why; some of the possibilities for remedial action in terms of programs, methods, new roles for educational personnel, new categories of personnel, and alternative approaches to financing; and questions for the future. The scope of this study will be limited to preschool and elementary education, including special and vocational education.

Purpose of Education

First, a look at the purpose of education. Is it limited to the transmission of factual information, or is it much broader than that? Is it primarily to equip students with salable skills? To prepare them for college? To develop problem-solving capabilities? To shape attitudes? To form values? To foster understanding of other people and cultivate the ability to get along with people? To instill a desire to engage in a lifelong process of learning that will (1) enable adaptation to swiftly changing knowledge, (2) enrich the life of each individual, and (3) help build a more satisfying society for all human beings? The underlying question is, what kinds of persons do we wish our schools to help to produce? These are philosophical questions which all responsible citizens must ponder.

Equal Educational Opportunity

While League members may hold differing views on the purpose of education, they are agreed that "every citizen should ... have access to free public education which provides equal opportunity for all."* (Footnote: Priciples, League of Women Voters of the United States.) Support positions were developed under the Human Resources item on the national Program and the Equality of Opportunity item on the state Program.* (Footnote: See National Voter, May-June, 1968; Goals for Good Government, League of Women Voters of Minnesota, Oct. 1967; and Minnesota Voter, May-June, 1969.) Emphasis at the state level has been on (1) reorganization and consolidation of elementary and secondary schools to create districts which meet state standards and (2) correction of racial imbalance.

No question, then, that the League believes that equality of educational opportunity is important and right for all Minnesota children. But before exploring the State's role in providing it, let's ask ourselves what we really mean by the term.

Every child who enters school brings with him a unique set of abilities, interests, emotional and physical characteristics. To a large extent he is a product of his family and community background. He may live in a large city, a small agricultural or mining town, a suburban area, or an Indian reservation. His parents may be wealthy, economically comfortable, or poor; employed or unemployed;

highly educated or unable to read and write. The values they hold may be quite different from those of the family next door. The child may have only one parent, or none. He may be black, white or brown -- a factor which should make no difference, but too often does. His academic, mechanical and artistic talents may be maximal or minimal or any where in between. He may have great potential in one area, and very little in another. He may be eager to go to college, or he may feel frustrated with a system that says he must remain in school until he is sixteen. He may be healthy and well adjusted; he may be physically or emotionally handicapped, or both. His rate of development may be uniformly rapid or slow, or it may be rapid in one area and slow in another, or it may fluctuate during the course of his school career as his abilities emerge and his interests change.

It is obvious, then, that offering the "same" educational opportunities to all children does not provide "equal" opportunity. Nor is opportunity equalized by providing standardized programs for groups of children put into slots in accordance with the results obtained from testing I.Q., reading, and achievement levels. Reams have been written about the dangers of labeling children on the basis of a few routine tests which at best measure only one kind of intelligence, which fails to take into account a host of factors that influence achievement, and which often are administered under unnecessarily stressful conditions. Mislabeling can have unfortunate consequences. Underestimation of a child's ability is particularly dangerous because it affects teachers' and parents' expectancy of him, and this in turn influences how much he will achieve. Assessment of a child's capacities, cognitive level, learning style, emotional concerns, and physical and psychological impairments is a complex process requiring the combined skills of different kinds of specialists. To be meaningful it must be a continuous process; the child changes as he develops. It seems reasonable to conclude that allowance for individual differences is the key to equality of opportunity. In terms of educational opportunity, this means the provision of educational programs that meet the individual needs and interests of all children so that each child may develop fully his own

potential, whatever it may be, at the rate and in the environment in which he learns best.

Assuming we agree that such programs would serve to advance the goal of equality of educational opportunity, what can be done to bring them into being? An answer that comes readily to mind is: provide money for adequate buildings, equipment, libraries, and staff in all of our schools. Great disparities in available resources do exist, as our study will show, and corrective action surely is indicated. This entails clarification of what constitutes disparity. Do inner city schools or geographically isolated schools, for example, require a disproportionate share of available resources to meet the needs of the children they serve? It is generally conceded that the disadvantaged and the handicapped pose special problems. How broad are these categories? Do the handicapped include the emotionally insecure? The intellectually gifted who may be unchallenged and bored? Those with mechanical or artistic abilities who have no chance to develop their talents? What is educational deprivation? Are children in all-white middle-class schools disadvantaged because they are deprived of the opportunity to associate with children from different cultural and economic backgrounds? The evidence is growing that individualized education greatly benefits all children. Some learn best under conditions of competition, others are loners; some react well to choice, others need prescriptions for learning. The provisions of adequate physical facilities, equipment, and materials alone will not assure equality of opportunity. It will take a fusion of local, state, and federal funds, new resources, vision, well trained and dedicated personnel, experimentation with new approaches to teaching, and continuous evaluation of results to ascertain which of the many proposals for change will indeed improve the quality of education. In this connection one statistic seems particularly significant: "...Less than one-half of the one per cent of the nation's basic education budget is spent on research and development activities -- compared to more than ten per cent in many businesses and industries."*

(*Footnote: de Lone, Richard H., "Cool Man in a Hot Seat," Saturday Review,

Sept. 20, 1969.) Another provocative statement: "...Education is strewn with the wreckage of promising ideas that disintegrated once they were removed from their experimental test tubes and injected into the prevailing system. Until we recognize that the system itself is the problem, the system will resist all the lively, innovative antibodies prescribed for it. Experience with Operation Head Start -- showing how gains in preschool education can be dissipated if education in the later grades is not improved too -- illustrates the perils of reliance on any single segment of reform."* (Footnote: Fantini, Mario D. and Weinstein, Gerald, "Taking Advantage of the Disadvantaged," The Record, Teachers College, Columbia University, Nov. 1967, Vol. 69, No. 2.)

THE STATE'S RESPONSIBILITY

Organizational Structure

Public Schools

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools." So states Article VIII, Section 1 of the Minnesota Constitution. This clearly places the responsibility for public schools in Minnesota in the hands of the legislature. Over the years the legislature has delegated parts of this responsibility to certain other governmental bodies, e.g. local school districts, the State Board of Education, and the State Department of Education.

Authority to form local school districts was granted by the territorial legislature and the so-called neighborhood plan, which established the district system still in use today, was adopted in 1862. Local school districts are subdivisions of the state run by locally elected school boards. The legislature has delegated to local boards of education certain powers and responsibilities such as:

- appointing a superintendent of schools (where applicable), hiring qualified teachers, setting salary schedules
- providing by tax levy the funds necessary to run the schools, to pay indebtedness and all other proper expenses

- determining the length of the school term (over and above the state minimum of 170 days in session - 175 days beginning in 1970-71 - to qualify for full payment of foundation aids), setting the local school calendar
- setting individual attendance boundaries within the district
- determining which advanced, enriched, or special courses will be added to the basic curriculum set by the state.

Local school boards are legally responsible for maintaining educational programs for (up to age 21 or completion of secondary education) all eligible/resident pupils in accordance with state laws passed by the legislature and rules and regulations established by the State Department of Education.

Minnesota statutes allow local school districts to operate under any one of five types of organization: common school districts, independent school districts, special school districts, associated school districts, or unorganized territory. (for a description of these see appendix A.) Associated districts were authorized by the legislature but never funded, so none exist. The Minneapolis and South St. Paul schools are the only ones still operating as special school districts. By July 1, 1971, all common school districts and unorganized territory are required to join a district operating grades one through twelve. Consequently, after this consolidation all schools in the state will be independent school districts except the two special districts.

To provide general supervision over public schools throughout the state, the legislature vested part of its responsibility in the State Board of Education. This board, created in 1919, is composed of nine members appointed by the Governor with consent of the Senate for overlapping terms of six years. Each congressional district must be represented and at least three members must have had some experience on a local school board. The powers granted to this board by the legislature include:

- forming educational policies for the state within the framework of statutes relating to education

- fixing reasonable requirements local districts must meet in order to receive state aid, and providing supervision for compliance
- prescribing suggested courses of study, uniform record systems, site and building regulations
- distributing funds appropriated by the legislature
- issuing certifications for teachers and supervisors
- receiving and distributing federal funds in accordance with federal regulations and state law
- approving local school district consolidations
- making legislative recommendations
- acting as the State Board of Vocational Education and administering state and federal programs in vocational education and vocational rehabilitation

The State Board of Education also appoints the Commissioner of Education with consent of the Senate. Beginning August 1, 1973, when the present Commissioner's term expires, this appointment will be for four years. The Commissioner serves as secretary and executive officer of the State Board of Education and is responsible for administering the Department of Education. He is also ex officio member of the State Teachers Retirement Association Board, Minnesota Higher Education Coordinating Commission, the Equalization Aid Review Committee (chairman), and secretary of the State College Board, the School Loan Committee, and the State Advisory Committee on School Reorganization.

The legislature has given the State Department of Education the responsibility for administering the policies of the State Board of Education and state laws concerning education. The department also administers and coordinates federal educational programs within the state and acts as liaison among federal, state and local educational agencies. The department gathers, compiles, and reports statistics; acts as a regulatory agency; and encourages educational excellence through advise and assistance to local school districts. Additional concerns include:

- assisting in school district reorganization
- vocational education
- programs for handicapped and exceptional children
- vocational rehabilitation
- libraries - school, extension, and public.

To carry out these duties, the department is organized into five main divisions- administration, instruction, planning and development, vocation-technical education, and vocational rehabilitation and special education. (For more detailed information regarding the organization of the department, see appendix B.)

Nonpublic Schools

Although local school districts are legally responsible for providing educational programs for all eligible pupils within their districts, some parents prefer to send their children to nonpublic schools, either private or parochial. About 16 per cent of Minnesota's school-age children are enrolled in nonpublic schools. Most of these are parochial, primarily Catholic; among others are Lutheran, Seventh Day Adventist, and Christian Reform. It is the responsibility of public school officials to determine if a child's attendance at a private or parochial school constitutes compliance with the Minnesota compulsory attendance law.

The State has little responsibility for nonpublic schools. Some services of the State Department of Education are made available for their use if they wish, but the rules and regulations of the department do not apply to these schools. They set their own standards; usually they find they must offer education comparable to that in public schools in order to attract students.

There are no provisions for direct state financial aid to nonpublic schools. However, the 1969 legislature granted two types of aid - transportation aid and shared time aid - to public schools for the benefit of nonpublic school students. Beginning in the 1970-71 school year, districts receiving transportation aid must also bus nonpublic school students within the district. These districts may begin busing in 1969-70 and may collect state aids for doing so. A court suit has been initiated challenging the constitutionality of this law. The second type of state

aid is given because some public schools have established a shared time arrangement with private and parochial schools whereby pupils from the nonpublic schools spend part of the day at the public school taking such courses as science, mathematics, home economics, or industrial arts. The 1969 legislature provided for the payment of a pro rata share of state aids to public schools for time spent there by nonpublic school pupils. This relieves nonpublic schools from the necessity of providing certain courses. These aids to public schools are currently the only state aids benefiting nonpublic schools.

Nonpublic schools are entitled to some assistance under Title I and Title II of the Federal Elementary and Secondary Education Act of 1965. (See page ___ and Appendix E.) Title I provides for assistance to the pupil who is educationally deprived, rather than to the school system. Title II provides for supplying library books and services to the schools. Title to all books and materials remains with the local public school system. Local public school administrators are responsible for contacting and conferring with nonpublic school officials concerning projects for which application might be made.

Enrollment in nonpublic schools has been declining for the past few years and this trend is expected to continue as the financing of some of these schools -- particularly the parochial ones -- becomes more and more difficult. When nonpublic schools close, enrollment in public schools increases. In school districts such as St. Paul where 38 per cent of the elementary pupils are in Catholic schools, the closing of a large number of these schools would raise local school district costs. Nonetheless, public education must be available to all children.

The State does have responsibility for licensing certain types of private schools. Pre-kindergarten nursery schools, while not regulated by the Department of Education, are licensed under the Welfare Department for health and safety. It is a misdemeanor to operate without a license. To be licensed, a "school" must have at least one certificated teacher for every 20 pupils and a "day care center" must have at least one adult for every ten children.

Private trade schools are subject to licensing by the State Department of Education. These schools are generally considered post-high school, but some accept students who have not completed high school. The licensing procedure is intended to protect students from being cheated by schools that misrepresent their programs.

Major Functions

To carry out its responsibility to provide for each child's educational needs, the State has concentrated on two major functions: (1) setting minimum standards, and (2) providing financial assistance to local school districts.

Standards

The rules and regulations of the Department of Education are meant to ensure at least a certain minimum education for all students. In general they appear to be based on the needs of the "average" child. They tend to encourage standardization rather than innovation or efforts to individualize instruction. They set minimum requirements for nearly every phase of public education including buildings and sites, equipment, curriculum, staff, certification, libraries, records and reports, special education, health, transportation, and school lunches. They include such things as:

- lists of required subjects for each grade level
- minimum length of the school day and the school year
- acceptable maximum class size
- minimum secondary school pupil loads
- graduation requirements
- maximum teacher loads
- standards for vocational education courses, area vocational-technical schools, and special classes for handicapped and trainable children
- minimum times allotted to health education and to physical education
- requirements for issuance and renewal of certificates for teachers, administrators, supervisors and all other professional employees.

In some cases the regulations are spelled out in considerable detail; for example, part of the requirements for certification of teachers of blind or partially blind children specify the number of credit hours necessary in each of several special courses. Some regulations, though detailed, do offer a degree of flexibility. For instance, the one requiring that state curriculum guides and suggested courses of study must be the basis for elementary curriculum allows for modifications to meet local needs.

The basic regulations relating to all elementary and secondary schools are stated in more general terms such as one which says, "Each school shall provide guidance to assist pupils in making satisfactory personal adjustments and appropriate educational and vocational plans." Many teachers offer guidance, but the specialist is the counselor. It is interesting to note that there are 44 elementary counselors in the state.

Some regulations, while listed as minimum requirements, are actually more in the nature of goals. For example, one states, "The educational program shall be such as to provide a program of general education for all pupils and suitable special education for exceptional children--handicapped, gifted and talented; it shall meet the needs and interests of all pupils and the needs of the community served." Obviously not all schools meet this requirement, for if they did, students would not be organizing in an attempt to change the schools to make them more relevant to today's needs, nor would about 60 per cent of the Indian students drop out before finishing high school as is now the case. In other words, if the requirement were met, all students would be getting the education they need, and we would have equality of educational opportunity.

Most regulations are tied to state financial aids, that is, school districts must meet minimum requirements to be eligible for state aids. The department requires evidence of efforts to comply, issues warnings to schools that fail to measure up, and has the power to reduce a high school's status to a "department"

which cannot confer diplomas and cannot receive state aids. The withholding of state aids is the most effective tool the Department of Education has for enforcing its regulations. Such a drastic step, however, is seldom taken. The department relies heavily on persuasion. Consequently, schools vary widely in the extent to which they comply with state regulations.

Financial Support

The other major tool the state uses in attempting to provide for each child's educational needs is the distribution of state financial aids to local school districts. Three different principles of distribution are applied -- equalization, flat grants, and special aids. Equalization aid gives more money to poor districts that to rich ones, flat grants give an equal amount for each pupil, and special aids are given for certain programs or services.

Foundation aid is an attempt to equalize the amount of money available for each district. It is based on the belief that each child, no matter where he may live or what the financial resources of his district may be, should enjoy the same educational opportunities as all other children in the state. The amount of foundation aid given each school district depends upon the number of pupils and the assessed valuation of property in the district. This aid increases as enrollments become larger but decreases as the assessed valuation of a district rises. Since it costs more to educate some children than others, and since factors other than assessed valuation help to determine a local school district's ability to pay for education, (see Ability to Pay, page ___), the current financial aid program does not go as far as it might in equalizing educational opportunities for all children. (For details of the formula for determining foundation aid, see Appendix C.)

The Tax Reform and Relief Act of 1967 provides for a flat grant to school districts based on the school census. Each year approximately one-eighth of the revenue from the sales tax, with a minimum of $20 per child, is distributed to school districts. It is meant to reduce reliance on the property tax. This aid is given to public schools for all children between the ages of 6 and 16 inclusive, whether they are enrolled in public schools or not.

There are a number of special aids which encourage and assist school districts to provide certain programs and services that they might not otherwise provide. These include such aids as those for transportation, vocational education, special services for handicapped children, the school lunch program, and emergency aid. Two additional special aids were initiated by the 1969 legislature in recognition of the special problems of certain areas -- particularly the central cities. Funds are provided for remediation (talking typewriters) and for schools with high concentrations of racial minorities and/or students from families receiving aid to families with dependent children (AFDC). The amount of money, however, is very small compared with the costs of educating disadvantaged children. (See Appendix .)

III

MOVING TOWARD EQUALITY OF OPPORTUNITY

Minnesota's educational bill of fare is recognized as being among the best in the nation, yet thousands of handicapped children in Minnesota are not receiving an education at all appropriate to their abilities, and thousands more are remaining at home with no education or training available to them. Minnesota has one of the lowest dropout rates, yet about 60 per cent of its Indian students drop out before finishing high school. The rate of rejection of Minnesota military inductees on the basis of mental tests has been consistently low -- one-fifth the national average -- yet less than a thousand of the estimated 25,000 gifted elementary students in Minnesota have access to any kind of special program to develop their talents fully. These are some of the extremes; in between there are persons of less marked signs of exceptionality whose uniqueness is not being recognized and developed. In spite of the goals of the State Department of Education and of educators throughout the state, it is obvious that the needs of thousands of Minnesota Children are not being met. We could do better.

Allowance for Individual Differences

Many factors contribute to unequal educational opportunities. Perhaps the most important consideration is the vast differences among children. If all pupils were the same, the provision of equal educational opportunities would be a simple matter -

MEMO

TO: Education Committee Members

FROM: Mary Nash

SUBJECT 3rd Draft

DATE 1-9-70

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Here's the next version. If you have any corrections, comments or suggestions, please get them to me by Friday January 16. No more committee meetings are planned. Outside readers are: Dr. Raymond Peterson, Assistant Commissioner and a number of other people in the Dept. of Education; Dr. John Davis, Minneapolis Superintendent of Schools; Representative Salisbury Adams (C); and I think Representative Martin Sabo (DFL) and Dr. Van Mueller, College of Education at the University.

Thanks much for all your help. Hope you think it was worth it.

but what a dull world it would be!. Public schools in this country traditionally have been designed for the "average" child. All students have been expected to adapt to the course of study and the procedures set up by the school. For the most part they have done so -- with varying degrees of success. It is recognized that some children such as the physically or mentally handicapped need special education and efforts are made to provide it -- but usually for only a few of the many who could benefit. We are now coming to realize that it is not just the children at the extremes who need special education; all children have special needs and each child should be treated as an individual. More and more attempts are being made to build on this belief and to adapt the school to the individual child rather than vice versa. Professional opinions differ as to the merits of various approaches.

Ability grouping has been used in many schools for many years. It permits instruction at a level more closely related to a student's intellectual ability since the range of abilities within each group is not as great as that in the total school population. It does not, however, offer truly individualized instruction. Some educators consider it more detrimental than beneficial.

Another attempt to make schools more flexible and thus come closer to meeting the needs of individual children is the introduction of modular scheduling. In this system the school day is split into short periods or modules of about 15 minutes. Then each day's schedule is programmed individually for each student. He may use some modules for small group discussions, several modules may be used as a block for laboratory work, some modules may be scheduled as free time for independent study, etc. A teacher may use several modules for a lecture to a large number of students at once so that the same lecture does not have to be repeated five times a day -- as the traditional system sometimes requires. Such scheduling allows students greater freedom along with its corollary, increased responsibility. In the 1969-70 school year, 59 secondary schools in Minnesota are using this system.

Still another approach used by a number of Minnesota schools to increase

flexibility is the ungraded primary school. In this arrangement children are not separated into classes according to age but each child proceeds at his own rate through the lower grades. He could be working at different grade levels in each subject depending upon his abilities and rate of development.

Methods have been and are being developed to provide instruction individually designed for each child. Such systems usually include a diagnosis of each pupil's needs, a work schedule tailored to those needs, and evaluation of the results. The goal is to teach youngsters to research, think, and analyze rather than simply memorize. Courses are divided into units of work and pupils progress at their own rate, mastering each unit before going on to the next. Some students may cover two years' work in one while others may take longer than usual to do an average amount of work. Children are less likely to be bored or frustrated because each is challenged at his own level and can be successful. There are no "failures". Teachers have more opportunity to diagnose, tutor, and counsel, but they also need more time for preparation. One teacher with 15 years experience commented, "always before I taught classes; this is the first time I have ever taught students!" Several Minnesota schools are using this approach experimentally -- usually for mathematics at the elementary level. It has also been used for reading, and at least one university (Bucknell) is using it for biology, philosophy, psychology, physics, and religion.

An experimental school in Staples, Minnesota, has combined several ideas in an attempt to offer personalized as well as individualized education. Each child's own personal needs and interests determine his education. Instead of all children going through the same curriculum, even if at varying rates, each child is diagnosed through tests and his education is individually prescribed. The school, a federally funded project in its third year, covers kindergarten through fifth grade. Its three R's are relevance, readiness, and responsibility. There are no letter grades, tests are used only to determine a pupil's weaknesses so that he can be strengthened. At the three lower grade levels classes are slightly more structured but for the

older children learning is up to the student. Each child has a weekly and daily schedule showing how much time to spend on communications, calculations, humanities, investigations (sciences) and aesthetics (music, art, dance, crafts). His specific tasks and assignments are also noted and it is up to him to carry them out. He progresses in each area at his own rate. The school -- exciting, colorful, and crammed with the activity of 150 children who may be doing 150 different things at any one time -- is a happy place where children are successful.

Provision of Educational Programs

Some children are deprived of an equal educational opportunity because the courses they need are not available to them. Perhaps they live in a district which is too small to offer even the usual courses. Or perhaps they need specialized education that is not provided such as vocational training, or special courses for the gifted, handicapped, or disadvantaged.

Range of Regular Courses

In 1967, 10.7 per cent of high school students in Minnesota -- largely in rural areas -- attended schools with fewer than 300 pupils. These schools cannot offer the range of courses available to students in larger schools. Foreign languages are rarely taught, and in the vocational area the choice usually is limited to a general industrial arts course and perhaps a course in agriculture. In secondary schools with under 150 students the median number of courses available in 1965-66 was 40 while those with 1500 or more pupils offered over 100 courses. Not only do small schools provide fewer course, but usually they are unable to present more than one section of a course. Consequently scheduling conflicts often prevent students from taking desired electives.

To overcome the deficiencies of small schools and to provide more nearly equal educational opportunities for their students, the reorganization of schools into larger districts is the most obvious solution and one supported by the League of Women Voters. The school consolidation law passed by the 1967 legislature requires all school districts in Minnesota to operate grades one through twelve

after July 1, 1971. Though there is opposition, (Footnote: those opposed to school consolidation often cite the small classes, the opportunity for more students to participate in activities, and the employment of hometown women as advantages of the present small schools. They are afraid that the loss of the school, which is often the social, athletic and musical center for the community, will be the first step in the death of the town with the bank and post office going next. They fear "outsiders" with "different" ideas running their schools, inadequate representation on the new school board, and perhaps above all, higher taxes. They object to the time their children would spend riding the bus and are afraid their participation in extracurricular activities would be curtailed.), the law is triggering the consolidation of many small districts. On July 1, 1969 there were 954 school districts in the state; 288 fewer than there were two years earlier.

Even this reduction in school districts does not guarantee the provision of a comprehensive program of education for all resident pupils. The 443 school districts now operating grades one through twelve still include 147 with total enrollment of 500 or less. Consequently, the emphasis in reorganization has now shifted to planning for mergers of small high schools into units which can offer comprehensive programs at reasonable costs. Seven of the consolidations of this past year involved at least two secondary districts. The State Department of Education has been actively encouraging such consolidations and urging the new districts to broaden their offerings and services considerably. Instead of only a single industrial arts course, for instance, the department is suggesting such courses as graphic arts, electronics, experimental engineering, construction trades, agriculture, manufacturing, air transportation, and power mechanics. The department is also encouraging the establishment of educational service areas to help provide more nearly equal opportunities for students throughout the state. (See page ___.)

Special Programs

Vocational Education. No matter where they may live, students needing vocational education are not receiving equal educational opportunities if such

education is not available to them. Governor LeVander said recently that vocational-technical education has been neglected in Minnesota while the importance of college has been overemphasized. This reflects the widely held assumption that a college education is a prerequisite to success and happiness. In an editorial in Fortune, November 1969, Max Ways writes, "In the U.S. the correlation between lifetime earnings and educational attainment is quite close. More significantly, the belief spreads that people with high educational achievement lead lives that are in other than material ways superior (more useful, more interesting) to those of people with low educational achievement. This is why academic and other highly educated people, though they may believe that plumbers earn more money, seldom try to persuade their sons to become plumbers -- and it is why many plumbers' sons enter professions." John W. Gardner says we have created a false value framework, and college "...should not be regarded as the sole means of establishing one's human worth. It should not be seen as the unique key to happiness, self respect, and inner confidence."

This misconception may be what has led colleges to offer vocational courses so students can enjoy the prestige of college while obtaining technical training. Even though some college students are taking vocational courses, it seems doubtful that Minnesota would have nearly ten times more college students than students in post-high school technical programs without the prodding of this misconception. If all children were encouraged to develop their own talents and abilities and if adequate courses were available so that they could do so, it seems possible that technical schools might have larger enrollments than colleges.

The lack of adequate vocational courses in high schools is often cited as the cause of students dropping out of school before finishing. These "pushouts" or "forceouts" find college-oriented courses irrelevant to their own lives.

Most high schools in Minnesota offer at least one course in home economics (98%) business education (90%), industrial arts (83%), and agriculture (61%). The range of courses varies widely, however. A typical small school of about 200 secondary pupils offers typing, office practice, shorthand, and two years of home economics

or industrial arts in the tenth, eleventh, and twelfth grades. A typical large school with an enrollment of 1750 offers this list over the same three grades: Typing, office practice, bookkeeping, note taking and typing, record keeping, elementary accounting, woodworking, cabinet making, machine shop, vocational machine shop, technical drawing, architectural drawing, technical math, trades, occupational relations, retailing, distributive education, two years of agriculture, farm mechanics, and two years of home economics.

In an attempt to bring better vocational programs and counseling to secondary students, particularly in the sparsely populated areas of the state, the State Department of Education is encouraging the establishment of 100 vocational centers. A center, supported by a group of schools, would be accessible to the whole community. It could work to improve the quality of vocational programs, encourage and evaluate innovations, and provide information on all vocations, colleges, correspondence courses, etc. Counselors should include unbiased, experienced businessmen.

One move toward the provisions of needed vocational training has been the development of area vocational-technical schools. There are now 26 in Minnesota, located to give maximum geographical coverage. Three more are being planned in the metropolitan area. While most students attending these schools are high school graduates, courses are open to nongraduates, -- if not currently enrolled in high school -- with the possibility of earning a high school diploma. Course offerings among these schools vary greatly. However, students are permitted to attend any school of their choosing, not only the one in their own district. Courses are offered on the basis of market demand, not just the local market but the general job market. Agricultural training for instance, would include courses in the agri-business areas, which could lead to such different jobs as: installing and maintaining farm equipment, farm management, and sales and management positions in food processing plants, agricultural cooperatives, and the like. The trend in these schools has been to offer more and more technical courses. Since they

receive considerable support from federal funds, part of which must be spent on training for the handicapped and disadvantaged, more courses of a less complex nature will have to be provided.

One of the exciting new programs in vocational education began in 1961 as an experiment at the De Anza High School in Richmond, California. It is now used in the San Francisco area and in Oregon, Michigan, and North Carolina. Basically, it is an "interdisciplinary" approach which includes training for immediate job placement as well as pre-technical preparation for further training in technology and later, perhaps, transfer to a four year college. It is designed to motivate the unmotivated student by giving him a reason for studying that he can understand. His curriculum is so arranged that this reason runs through all his courses. The student attends interdisciplinary classes. For example, in English he may study and give reports on sound waves; in math, he learns formulas and explanations of sound waves, in physics there is explanation on a more technical level, and in shop he makes electronic circuits.

This system requires more from teachers; they must meet often to coordinate pacing and subject matter in their courses, they must attend summer workshops to prepare for the new approach, they must follow up with additional work to learn each other's subjects. For example, spelling and vocabulary in an English course would consist largely of technical and scientific words, and teachers also have to know what they mean. Where the program is not merely a rearrangement, it has been successful. There have been no dropouts.

Programs for the Handicapped. Handicapped children -- whether they are mentally retarded, hard of hearing, deaf, have impaired speech, are visually handicapped, seriously emotionally disturbed, crippled, have special learning disabilities, or whether they are afflicted with a combination of any of these handicaps -- are not receiving equal educational opportunities if the special education they need to develop to their greatest potential is not available to them.

The State Department of Education has gathered the following statistics to

indicate the extent to which handicapped children are being served by the public schools. To arrive at the additional number requiring service, they use a percentage of school age children according to the estimated incidence of a particular handicap and subtract from that the number now in school.

Type of Handicap	Number of students in public school in 1967-68	Additional No. of students requiring service (estimated)
Trainable mentally retarded Approx. IQ of 35-50	1,196	1,716
Educable mentally retarded approx. IQ 50-80	9,832	9,566
Hard of Hearing	635	2,107
Deaf	288	341
Speech Impaired	21,492	12,154
Visually Handicapped	322	275
Seriously emotionally disturbed	1,743	3,978
Crippled	605	4,546
Homebound programs and children with special learning disabilities	12,508	26,288

It must be noted that some students listed and requiring service are being served by agencies other than public schools. Such as State institutions, day activity centers etc. Complete figures are not available for 1968-69 but the total number of handicapped children enrolled in public schools that year was 9,220 more than in 1967-68.

Over 700 school districts in the state have no semblance of a special education program. Of the 243 which do, only 56 offer programs that could be described as comprehensive for all handicapping conditions. Most of the latter are located in the metropolitan areas. Even these programs fall short of providing the full range of services to meet the needs of every child. Some families, particularly those with hearing handicapped children, have had to move to, or send their children to, the metropolitan areas (usually Minneapolis or St. Paul) to obtain schooling.

(This places an additional financial strain on these cities. See page ____.) Children in families unable to move to the cities often receive an entirely inadequate education - and in some cases, none at all.

The incidence of handicapping conditions is greater among poor people than among the total population. Poor prenatal care and poor nutrition in infancy can lead to brain damage, visual disorders, or mental retardation. When children chew on flakes of paint dropping from the ceiling of substandard homes they get lead poisoning which causes encephalitis and subsequent brain damage. Even larger numbers of children are involved in functional mental retardation that so often results from the lack of stimulation and individual attention to which a child may be subjected if he grows up in a disadvantaged family. It has been estimated that 80% of disadvantaged children are functioning as retarded when they enter school. Mental retardation occurs in roughly 3% of the population, but among children in disadvantaged neighborhoods or OEO Headstart programs, the rate is substantially higher.

In the past, trainable mentally retarded children were not considered suitable school material. Current law requires schools to provide programs for the educable retarded, but programs for trainable retarded children are permissive, not required. Many of these children receive no education at all.

There are state residential institutions serving mentally ill, mentally retarded, blind, deaf, and crippled children. These institutions are under the direction of the Department of Welfare, with classrooms financed by state education funds. Some deaf and blind students attend regular or special classes in local public schools. In the institutions for the mentally ill and for crippled children, the local districts supervise the educational programs, even though classes are located within the hospital grounds. In one case a school district (Worthington) actually runs a residential facility for crippled children who come from all over the state.

The special needs of handicapped children are many and varied, depending upon the nature and extent of their handicap and on their stage of development. The

types of service necessary range from consultation for a regular class teacher, to supplementary instruction under a tutoring or resource room system, to self-contained special class placement, to service at a special center staffed to provide an intensive multidisciplinary approach, to education in a residential or hospital treatment facility. Multihandicapped children pose additional problems. Persons trained to work with a certain handicap often do not feel qualified to help those with other handicaps, too. For instance, teachers of blind children may not be trained to teach visually handicapped retarded children; the State School for the Deaf at Faribault will not accept retarded deaf children.

The present trend in special education is to make as little separation of handicapped children from normal school, home, and community life as possible. Mentally retarded children who traditionally have been taught in separate classrooms sometimes even in separate schools, are integrated more and more into regular school programs. Usually in gym, art, music classes, and occasionally some academic subjects they can be fully integrated with other children. Nongraded systems or schools with "learning centers" are especially conducive to this kind of treatment. Crippled children usually need be in separate schools only because of architectural barriers; too many curbs, stairs, etc. for wheelchairs or crutches.

Preschool Education. The 1967 legislature recognized the importance of reaching children at an early age by lowering to zero the age limit of children for whom schools could receive state aids. So far, these aids have been used primarily for training deaf children in their first four years - now considered essential for the development of a deaf child.

While education in the preschool years is often doubly important for handicapped children, partly because they are apt to develop emotional problems out of frustration over not being able to do things, studies indicate such education makes a great difference in the development of any child. Benjamin S. Bloom, whose estimates are typical, says that 50% of a child's intellectual development takes place in the first four years, 30% between the ages of four and eight, and 20%

between eight and seventeen. Some home environments stimulate the development of children's intellect, while others curtail and frustrate development. A child may have such severly limited experiences that his concepts of many aspects of his environment are incomplete or inaccurate. *(Footnote: Frank E. Williams, Professor of Psychology and Education, Macalester College, and Director of National Schools Project, working with schools throughout the United States on ways to encourage creativity.) One expert on creativity* estimates that given a basic above average intelligence, the development of creativity rests almost entirely on environment, especially during the early years of life. Thus it appears that two important facets of giftedness -- intelligence and creativity -- are influenced by the experiences of the preschool years. These years of any child's life apparently greatly influence his later life. Do public schools, in the interests of equality, have an obligation to provide for the education of children under six years of age, either directly, or indirectly by providing parents with information and help in stimulating their children's early intellectual development and creativity?

Programs for the Disadvantaged. If children who are disadvantaged or gifted or both do not receive the special attention or special courses they need to develop to their fullest potential, they are being denied equal educational opportunities. Some of the characteristics of the educationally retarded and disadvantaged often recognized by teachers are: negative attitudes toward school, inability to achieve even a modicum of success in academic work, irregular attendance, and lack of motivation or interest in learning. Many of these difficulties may be amplified by the usual attempts to make the child adapt to the school rather than vice versa.

Efforts are being made at all levels - preschool through post high school - to assist these children. Preschool programs stress language development as the key to understanding concepts and communicating. Also important is the development of a positive self image. Parental cooperation and support and reinforcement in the home of things being taught are also important. In elementary and secondary schools the recent stress has been on the use of books and other materials

relevant to the life these children know and on the teaching of skills which are relevant to the jobs these students desire. Work-study programs on the secondary level are more and more common. Students are given an opportunity to earn needed money and they also learn the value of further education.

Programs for the Gifted. Gifted children include not only those with exceptionally high learning abilities but also those with a comparatively high degree of creativity, imagination, intellectual flexibility, and originality. It is estimated that there are over 90,000 gifted children in Minnesota. The vast majority of them are without programs to fully develop their extraordinary abilities. Only 14 of the 954 school districts with elementary schools in Minnesota are listed by the Department of Education as having some kind of program specifically for the gifted.

Many people believe that the gifted do not really need an equal educational opportunity because they can take care of themselves and that it is better to spend available money on educating the children who desperately need help. Supporters of special education are concerned about the gifted children who do not educate themselves. Nationwide, about 80,000 high school dropouts each year are in the top 25% of the population in intelligence. (Footnote: Estimate by Joseph H. Douglas, Staff Director of the 1970 White House Conference on Children and Youth.) Educators also believe that there are many unidentified gifted children, often among the disadvantaged, whose talents are never discovered and developed. The gifted child should have the same right to develop to his greatest potential as any other child. One of the greatest legacies we can leave all of our children is a reservoir of creative well-trained minds capable of solving the complex problems mankind will face on this planet in the coming years.

School administrators cite the lack of special state aids such as those for the handicapped as the major deterrent to programs for the gifted in their districts. Although no special funds are provided, the state does employ a full time consultant who counsels parents, teachers, and administrators, and is now coordinating

the writing of curriculum information on the 14 current elementary programs in Minnesota.

It is hoped that these programs can serve as models for planning new programs. They illustrate a number of different approaches. Among them are ability groupings in academic subjects with integration for physical education, art, music, and lunch; special classes of sixth graders who spend the afternoon on individual research in their areas of greatest strength or on selected remedial work in their weakest area; regularly scheduled individual instruction by an expert tutor; modular scheduling with ability grouping in all subjects for the top 20% of all fourth through sixth graders. The three major ways of providing for the gifted - various types of ability groupings, one form or another of acceleration and several methods of enrichment - all have working examples here in Minnesota.

On the secondary school level the situation is similar. A few schools now offer courses such as astronomy, calculus, Italian-Latin, humanities, student oriented psychology, special language arts courses, or advanced placement courses in connection with a college or university. Some high schools are permitting students to help write their own programs. In general with the greater flexibility provided by electives, high schools da a better job of providing for individual differences than do elementary schools.

In Minnesota three projects for the gifted have received federal funding. These are three year grants after which local or state support is necessary. This is the third year of a special project in Hutchinson which involves gifted children from seven surrounding counties. In the Minneapolis - St. Paul area, a special summer school - The Twin Cities Institute for Talented Youth - has operated for the past three summers. The 600 students each choose one subject for intensive study from a list of about 24 different courses of an experimental nature. Private funds are now being sought to allow continuation. The third project, a television series in Duluth, has had to be discontinued at the end of its third year.

Provision of Professional Services

The quality of education is probably influenced more by teachers than by any other factor. A child may be deprived of an equal opportunity for education if his teachers are poorly or inadeguately trained, or if his school has so few teachers that they are overworked or teaching outside their areas of competence, or if specialists he may need are not available to help him.

Teachers.

In 1966 in school districts with less than 250 secondary pupils over half the elementary school teachers had less than four years of college training. Nearly all secondary school teachers (over 99%) in Minnesota had a bachelor's degree but only 20% had a graduate degree while the national average was 34%. In addition, the distribution of teachers with advanced degrees was uneven throughout the state; the 27 schools with 2500 or more secondary students averaged 37% while the 56 schools with from 150 to 199 pupils averaged 7%. Since 1966 the percentage of all teachers with no degree has been reduced about a half but the percentage with advanced degrees has remained constant. Thus if college degrees are any indication, it appears that some students are not able to enjoy the benefits of the best trained teachers.

In general, requirements for certification in Minnesota include a degree from a college or university with approved teacher training program including for elementary teachers, 45 quarter hours (or equivalent) of education and for secondary teachers, 27 quarter hours (or equivalent) of education. Both must include at least 6 quarter hours of student teaching. In certain areas specific courses are also obligatory. A college degree is not mandatory for teachers in area vocational-technical schools, but they must have occupational competence acquired through work experience.

Limited certificates are issued at the discretion of the State Department of Education. At the end of September 1968 less than 3% of Minnesota's 46,000 teachers were teaching on limited certificates. In 1966 nearly 6000 elementary

school teachers held life certificates. They can continue to teach without up-dated training unless it is required by their school board. Recognizing the teacher's need to keep abreast of our rapidly changing society, the State Department of Education now issues certificates for only five years.

In recent years many opinions have been voiced by people both in and out of the education field about the training of teachers and the criteria for their certification. In general, academic people think more emphasis should be placed on what is taught, and professionals in schools of education want the emphasis on how subjects are taught. Certainly both are necessary. In James B. Conant's book, The Education of American Teachers, he concludes that the two words freedom and responsibility characterize his position. "The state should allow each college and university the maximum degree of freedom to develop its own program. Each institution should assume the maximum degree of responsibility for those graduates it certifies as competent to teach." He thinks that once free competition becomes possible in any state, the academic professors and professors of education will join hands to enhance the reputation of their particular institution.

At the present time NCATE (National Council for Accreditation of Teacher Education) and regional organizations such as the North Central Association have a great amount of influence on requirements for teacher certification. These organizations are controlled by the professional educator groups. Mr. Conant thinks they should have a broader base of representation including members of the scholarly disciplines and informed representative of the lay public.

When teachers have too heavy a workload or are expected to teach subjects in which they have little or no training, their students may be deprived of equal educational opportunities. In secondary schools with less than 200 students, 70% of the teachers prepare for four or more different classes, as contrasted with 5% of the teachers in schools with 2500 or more pupils. Teachers in smaller schools also carry heavier extracurricular loads. In districts with less than 200 high school students, over half the teachers teach in two or more fields, in many cases

including a field outside their major or minor areas. Can teachers do their best for each child in these situations? Since these conditions are most prevalent in small schools, they could be alleviated by the reorganization of schools into larger districts, as mentioned before.

Another method of reducing the pressure on teachers, being used, particularly in inner-city schools, makes use of paraprofessionals and volunteers. These helpers not only can relieve teachers of many of their nonteaching chores and allow them to devote more time to teaching, but they can also help to enrich the student's experiences. Some teach a special skill such as music, painting, knitting, or lead a junior Great Books discussion group, or show slides from travels, etc. Others give special help and attention to those children needing it by tutoring them, usually on a one-to-one basis, in reading, math, etc.

Other Professional Personnel

A child who needs the services of specially trained personnel such as counselors psychologists, social workers, or teachers trained to work with the handicapped is deprived of equal educational opportunities if such services are not available to him. In 1966, 91% of the school districts with secondary enrollment under 300 lacked certificated school counselors. Only 10% of such specialists as speech correctionists and psychologists were employed in districts with fewer than 1500 high school students. Of the 351 librarians serving secondary schools, only 17 were located in districts with fewer than 1000 secondary pupils. The lack of special services may be due in part to a shortage of adequately trained people. Another aspect of the problem, however, is that the children needing a certain service may be scattered so sparsely around the state that no one school district can afford to hire the necessary personnel. Generally speaking, new programs to educate the handicapped are being established faster than the required numbers of specialists are being trained. Much more inservice training for regular classroom teachers and administrators is needed to help them recognize early the learning problems and emotional difficulties of children who could benefit from special

services. Early detection pays off in two ways: (1) it permits prompt professional assistance before the problem is compounded, and (2) it makes possible the best use of scarce specialists.

The consolidation of small school districts to form larger districts may make it feasible to hire at least some of the necessary educational specialists. Interdistrict cooperation is another possibility. Several districts could band together to hire a psychologist, for instance.

Regional Organizations

Considerable interest in promoting equality of opportunity through somewhat broader cooperative arrangements has been evident in recent years. Many states have made greater use of regional organizations than has Minnesota. Since 1960, six educational research and development councils (ERDC) have evolved here. These are voluntary cooperative organizations created to provide educational services over a broad geographical area. Not all school districts choose to be members, so there are many pockets of nonparticipation throughout the state. Services differ, depending on local needs. Some councils are research oriented while others are primarily service agencies. Since they rely heavily on federal financing, their continuation is uncertain. They have been developed as a result of local initiative, however, and this indicates an awareness of the need for some sort of regional service units in Minnesota.

The Joint Exercise of Powers Act and the availability of federal funds have led to the formation of other cooperative ventures such as the Montevideo Media Center, the Mankato Edu-Cultural Center, and other special education cooperatives. As an example of what these projects can provide: The Mankato Edu-Cultural Center offers a seven-county area such services as the use of a computer; an extensive film library; remedial reading consultants who work extensively with teachers; cooperative identification of students who need special education and cooperative utilization of funds available for that purpose; and psychological testing service with follow-up conferences and referral for parents and teachers. The center

collects and distributes information concerning all types of cultural activities, educational conferences, programs, and various funding programs for which the schools might qualify. Small music and drama groups have been sent to the schools; children have been bused to symphony concerts and plays; an artmobile toured the area, as did a ceramist. These cultural services are being phased out, however, as the three-year federal funding period expires. State and local support has not been supplied.

In an effort to coordinate these types of services, prevent duplication of programs, and ensure equal educational opportunities for all Minnesota children, the State Department of Education is encouraging the establishment of eleven educational service areas coinciding with the planning and ddvelopment regions as designated by Governor LeVander. These would be known as Minnesota Educational Service Areas (MESA). The areas would be governed by a local board of directors and financed by local, state and federal funds. Two unresolved questions are whether or not the MESA's should have taxing powers and whether membership should be permissive or mandatory. The department is recommending that these service areas develop programs and services for their local school districts in the following categories:

- Administrative services
- Curriculum development
- Data processing
- Educational television
- Inservice training
- Evaluation and research
- Media centers
- Publication and dissemination of materials
- Pupil personnel services
- Regional planning
- Secondary, post-secondary, and adult vocational education

Helene Berg

- Special education
- Teacher personnel services
- Vocational rehabilitation.

Discrimination, Segragation, and Isolation

Discrimination, segregation, or isolation, which often go hand in hand, can prevent some children from enjoying equal educational opportunities. Whether based on race, religion, ethnic or cultural background, or economic status of parents, segregation or isolation are deemed educationally unsound. For instance, children who live in racially isolated communities and have no association with children of other races may be deprived of a realistic preparation for live in a multi-racial society. There may be discrimination against poor children, or handicapped children, or any other special group, but most is directed against children of racial minorities. It may be evidenced in textbooks, or in attitudes of teachers, administrators, or communities. It may result in lower educational standards in schools with high proportions of minority students.

Textbooks have changed considerably in recent yearts, but in some fields the changes are coming slowly. For example, a textbook called Minnesota, Star of the North which described Indians as "savages", "heathen", and "always lazy" is just now being phased out of the Robbinsdale schools and was removed from Minneapolis and Duluth public schools last year. The viewpoint of most history books has been very biased. Americans who fought wars to defend their country are depicted as patriotic and good but Indians who did the same thing are usually labeled blood-thirsty savages or something similar. The history of black people in our country has been almost entirely excluded from the courses taught in our schools.

It is hoped that the new Minnesota Indian Education Committee will be able to help school districts initiate some much-needed reforms in Indian education. The committee has been working with the State Department of Education since January 1969 to improve education both for and about Indians. One of the things they are doing is listing textbooks acceptable for use in public schools.

The attitudes of teachers and administrators can affect children's attitudes and their opportunities for equal education. If teachers don't expect a child to do well, chances are he won't. If a child is constantly looked down upon, chances are he will soon look down upon himself. A social worker reports that the principal of a public school in Minnesota with both black and Indian students told her and other school personnel that whites are first class citizens, blacks are second class citizens and Indians are third class citizens! It seems unlikely that the students in that school are unaware of their principal's attitude. Organizations of educators are working to improve the preservice and inservice education of teachers to enable them to deal more effectively with a variety of students. Examples are black history courses and sensitivity training to improve teachers' attitudes and increase their understanding of the needs and feelings of others. Although qualified black and Indian personnel are in short supply, many school districts have been able to hire minority teachers and other staff members. The Minneapolis School Board recently hired their first consultant for Indian affairs.

Since school populations reflect housing patterns, some schools have a large proportion of minority students. These children may not receive equal educational opportunity. In the past such schools were usually the oldest, had the poorest facilities and the poorest teachers in the school district. The education offered was not relevant to the students' needs; instead it was designed to fit them into the white middle-class mold. While many changes have been made in the last few years, these students probably are still not achieving at the same level as students in predominantly white schools.

To speed up the elimination of racial imbalance and de facto segregation in Minnesota public schools, the State Board of Education is attempting to develop guidelines to help local school districts overcome these problems. Since most school districts in Minnesota have no minority residents, their students are racially isolated. The State Department of Education is suggesting that such schools should include information on other races in their curricula and make every

effort to prepare their students for life in a multi-racial society.

Provision of Financial Support

Money is one of the most important factors influencing a child's educational opportunities. He is deprived of equal opportunities if the district in which he happens to live does not have enough money to provide the buildings, equipment, supplies, teachers, other staff members, and special services that he needs. Since money for public education will always be limited, few, if any, school districts will ever have as much as desired. Consequently some public policy questions must be answered. First, what priority should be given education in relation to other governmental expenses? How much can be spent on education? Then, how can this money be distributed so as to make equality of educational opportunity possible?

Foundation Aid

The money distributed to local school districts as foundation aid (See Appendix C and D) represents the State's major effort to equalize educational opportunities throughout Minnesota. It is intended to make up, at least partially, for the differences in tax bases among school districts. For example, among school districts in the metropolitan area eight districts -- Centennial, St. Francis, Jordan, Anoka-Hennepin, Lakeville, Spring Lake Park, Belle Plain, and Osseo -- receive at least two-thirds of their net current expenditures from state aids. Districts with larger tax bases -- Minneapolis and Golden Valley receive less than 30% of their net current expenditures from the state. In spite of this, however, foundation aid falls far short of providing truly equalized support for all schools. For example, some school districts are able to support a high level of expenditure (excluding transportation, capital outlay, and debt costs) per pupil with a relatively low property tax while others must levy higher property taxes to provide a lower level of expenditure per pupil. Citizens League figures show that for schools only, Minneapolis taxpayers pay about $128 per year on an $18,000 house to support an expenditure of $598 per pupil while Fridley taxpayers must pay about $292 per year on a similar house to support an expenditure of only

$475 per pupil. Edina and Golden Valley taxpayers support relatively high expenditures with comparatively low tax rates while taxpayers in poorer districts such as Osseo and Brooklyn Center must pay higher taxes to provide relatively lower expenditures per pupil. Among school districts in the state in 1968, the amount of money spent on operating and maintenance costs varied from $300 to $747 per pupil. Costs should vary since children's needs differ; the problem is to distribute the money according to need. Are those districts with low expenditures per pupil spending less because their students have less costly needs or only because they don't have the resources to provide more?

Another indication that the foundation aid is not accomplishing its goal is the fact that some school districts, even with foundation aid, must apply for emergency aid every year in order to operate their schools. Centennial, a suburban district north of St. Paul, is one of those which cannot operate its schools without emergency aid. In spite of relatively high foundation aid and a local tax effort which is consistently among the highest in the state, the district cannot raise enough money to run its schools because it has a very small tax base (no industry and relatively low-cost housing) and a large number of children to educate.

Foundation aid, using the present formula, does not sufficiently equalize educational opportunities for several reasons: it does not recognize all the factors involved in a district's ability to pay or all the costs of education; only about 42% of it is given on an equalization basis; and it is only mildly equalizing. Many state use a much stronger equalizing formula. Since each district is guaranteed a minimum of $133 per pupil unit, that much of the foundation aid is actually on a flat grant basis. Only that aid over and above the minimum is used for equalization. If all state aids are considered, the equalization portion is about one-third.

Ability to Pay. The formula uses property valuations as the only measure of ability to pay. Many people think that per capita income is a more accurate reflection of ability to pay. Some districts with high property valuations have

many residents with little ability to pay for schools. This is true, for example, in the central cities which have high property valuations even though many residents have low- or fixed- incomes. About 30% of the homeowners in both Minneapolis and St. Paul are age 65 or over. Most of these people are on a fixed income which does not increase each year as do school (and other) costs. These statistics from Minneapolis illustrate the general situation in the central cities. In 1960, 68% of all Minneapolis families had an income of $7,000 or less. Although only 14% of Minnesota families lived in Minneapolis in 1960, the city contains 28% of Minnesota families receiving aid to families with dependent children (AFDC).

The central cities are not the only areas of the state with large proportions of low-income families. In 1960 the median family income in 40 counties was under $4,000. But these regions generally do not have high property valuations. Therefore, most of the school districts in these areas receive larger amounts of foundation aid and do not need to rely to as great an extent on property taxes for school support as do the central cities.

Another factor which cuts into the ability to pay for schools in first class cities is the relatively high municipal costs. These costs, paid from property taxes, reduce the amount left over to pay for schools. In Minneapolis just over 38¢ and in St. Paul just over 39¢ of the property tax dollar goes for schools, while 29 other school districts in the seven-county metropolitan area all spend over 50¢, and 24 spend over 60¢ per property tax dollar for schools. This "municipal overburden" (high cost - high service) is not taken into account in the foundation aid formula.

The ability to pay for schools is reduced in some cities and villages because of high special assessments, which are also taxes on property. When communities must finance large capital expenditures such as those for sewers, municipal water systems, etc. the ability of their residents to pay for schools is reduced. The foundation aid formula makes no allowances for this situation, however. These communities are often the same ones that are growing rapidly and consequently must

build new schools, too.

Needs. Besides not measuring ability to pay very accurately, the foundation aid formula does not acknowledge all the costs of education. Capital expenses such as those for new buildings, renovating older buildings, or acquiring school sites; expenses of paying off debts; and the extra costs of educating the disadvantaged, the handicapped, the gifted, or those living in isolated areas are not considered in determining foundation aid.

For the rapidly growing school districts that must build a new school every year - and sometimes more than one - capital outlay and debt service are very important, costly items. These costs have become so large in Anoka-Hennepin for example, that the school board may have to apply for emergency aid this year in order to have enough money to operate the schools. Older districts faced with replacing or renovating older buildings have a similar problem. Many old buildings are used long after they ought to be replaced, or at least remodeled, simply because of the high costs involved. Minneapolis is using 19 buildings over 88 years old. The foundation aid formula does not take these costs into account, and there are no other state aids for this purpose. All capital expenditures and debt service costs must be paid from local taxes.

The foundation aid formula recognizes some differences in costs of educating children of various ages: elementary students are counted as one and one-half pupil units (1.4 units beginning in 1970-71). It does not recognize, however, the extra costs of educating certain students. For example, in 1967-68 St. Paul spent nearly four times as much per pupil to educate physically handicapped children as it did to educate regular elementary students. Students in other special education classes cost about 2¼ times as much per pupil as did elementary pupils. In Minneapolis education of the handicapped costs from $100 to $600 above what it costs to educate a child in a regular classroom.

There are special state aids which cover part of these extra costs. The State pays 60% of the salaries of all special education personnel up to a maximum of

$5,300 per salary; it also pays $50 per child for supplies and equipment. Since these state funds cover only part of the extra costs, districts must make up the difference with local monies. This is an added drain on those districts educating large numbers of handicapped children, such as the central cities. In 1965-66 the three first class cities with 17.6% of the state public school enrollment had the following proportion of the state enrollment in the various classes of handicapped. For the most part these high percentages are due to better facilities for diagnosing handicaps so more of these children are identified and given special education.

Handicap	Percent in 3 First Class Cities
Educable mentally retarded	33.8
Trainable mentally retarded	33.1
Handicapped in hearing	80.5
Visually handicapped	51.7
Crippled	78.2
Speech impaired	12.9
Special learning disabilities	74.1
Homebound hospital domiciled	32.4

Compensary education and special teaching aids for children from low-income families are other added costs not considered in the foundation aid formula. Here again the central cities bear much of the extra burden. For example, 20% of the public school students in Minneapolis come from low-income families as defined by Title I of the Elementary and Secondary Education Act, and 10% come from AFDC families. These are often the same children who exhibit a high degree of mobility. In Minneapolis total enrollment changes amounted to half the average daily membership in the elementary, one-third in the junior high and three-tenths in the senior high during one year. In addition, the high rate of absenteeism among these children reduces the amount of foundation aid a district receives since aid is based on average daily attendance. School costs are not reduced when students

are absent, so average daily membership might provide a more equitable basis for granting aid.

The 1969 Legislature added some special aids to cover part of the extra costs involved in educating disadvantaged children. These include: money for rental or purchase of talking typewriters (used for remedial reading), $30 per student from a family receiving AFDC payments if such students comprise 20% or more of the school's population, $30 per Indian student (if payment is not being made under the previous provision), and aid for inservice training courses in human relations for teachers and administrators in schools with 50 or more racial minority children. These aids do not begin to cover all the extra costs but they do give some assistance to the districts serving most of these students. (They are less than 0.4% of the total state school aids. See Appendix D.)

Schools which provide special programs for gifted children do not receive any state aids to help cover the extra costs. Consequently, most schools offer nothing extra to help these children fully develop their abilities.

Foundation aid does not make allowance for the problems incurred by the extremely sparsely populated regions of the state. School districts do receive special transportation aid but it does not always pay all the costs. Also, in some areas the distances combined with Minnesota winters make it impractical to assemble enough students for a really efficient school with educational opportunities equal to those in other areas of the state. In some cases it may be necessary to take mobile classrooms, laboratories, libraries, and various specialists to the students rather than vice versa. At any rate if these children are to have equal opportunities, the costs will undoubtedly be high. At the present time the state is doing little to help pay these costs.

Levy Limits

In distributing foundation aid unequally, with poorer districts getting more and richer districts getting less, it is assumed that wealthy districts can raise more money locally. But since districts are limited by state law as to the amount

they can raise locally, this is not always true. Minnesota has had a levy limitation since 1921. It was a reaction to the alleged high rates of spending by school districts on the iron range. At that time the levy limit was $60 per capita (total district population, not pupils). The rate, of course, has changed several times since then. In 1969 it was raised from $326 to $390 per pupil unit (subject to adjustments based on the consumer price index). Golden Valley, Rochester, South St. Paul, and districts in suburban Ramsey County are exempt. Hennepin County districts have a limitation, but due to special legislation, their limit is higher than that in the rest of Minnesota. About 40 districts sought relief from the 1969 Legislature but none was granted except a change in the Hennepin County limit and the change in the general law.

Because wealthy districts get less foundation aid than poorer districts and the dollar amounts per pupil each may raise locally are equal, if each levies taxes up to the limit, the richer districts will not have as much to spend per pupil as poorer districts. Taxpayers in the poorer districts, however, may not be willing to pay the high mill levies necessary to raise the total amount permitted under the levy limitation, so they may not actually spend as much per pupil as the richer districts. On the other hand, some districts receive so little foundation aid that they need to raise more money locally than the levy limitation permits.

In December 1969 the Burnsville School Board filed suit against the state limits on school tax levies. The board claims the differing levy limitations are a violation of the Minnesota Constitution which requires a uniform system of public schools and since some schools are exempt and some have higher limits, the schools are not uniform. The West St. Paul school district has joined Burnsville and others are expected to support them also. The limit could be raised and made uniform for all districts or it could be eliminated as some legislators are proposing.

Transportation Aid

The state pays school districts 80% of their transportation costs up to $60 per pupil. Only independent school districts with at least 18 sections of land (or 12 if the district was operating before 1957), are eligible, however. At the present time 16 districts receive no regular transportation aid. Any district may receive 80% of the costs up to $225 per child for transporting handicapped children. This does not always cover the actual costs - or even 80% of them. In Minneapolis, for example, it costs $323 a year to transport a visually handicapped child and $370 to transport a crippled child. The difference, of course, is paid out of local taxes.

Some Minneapolis statistics lead one to question whether or not some children are being deprived of equal educational opportunities because their school does not receive transportation aid. One in every nine Minneapolis students is a member of a racial minority. Over 50% of the Indian elementary students attend 4 of 68 elementary schools and 77% of the black elementary students attend 8 of these schools. Five Minneapolis schools have a student body of more than 50% racial minority children. One of the ways to overcome racial segregation is by busing children to other schools. Minneapolis gets no state aid for transportation (except for the handicapped) and consequently not as many students have been bused as might have otherwise.

It is interesting to note that school districts receiving transportation aid may now be reimbursed for transporting nonpublic school students, while no payments are made for public school students in some districts.

Vocational Aid

School districts offering programs in accordance with the state plan for vocational education receive state funds for vocational teachers salaries and other expenses. Federal funds supply a large part of the money needed for vocational education programs. (See Appendix D and E).

Emergency Aid

Some state funds are dispensed in the form of emergency aid to those school districts most in need. Need is determined on the basis of the assessed valuation, the indebtedness, and the local effort being made by those districts applying for aid. Two million dollars have been appropriated for 1969-70 and requests for a total of four million have been made.

Other State Aids

In addition to the aids previously mentioned, the state contributes to the school lunch program and grants a number of minor aids which affect only a few districts. These include aid to districts - principally on the range - where taxable valuation declined over 8% in a year; districts having at least 40% of the land exempt from taxes; districts with two or more sections of unleased state-owned trust fund lands; districts where railroad property accounts for at least 20% of the property valuation; and districts from which property used for a major airport has been detached. Some counties receive state funds for school purposes. If a county must levy a school tax in excess of the state average to help pay tuition costs for secondary students from districts operating only elementary schools, the state will provide equalization aid. Two counties with a large proportion of their land in nontaxed federal or state forests also receive special grants.

Beginning in 1969-70 the state will pay three-fourths of teachers' salaries for continuing education programs leading to high school diplomas or equivalency certificates for adults over 16. State and federal funds cannot exceed $4,800 per full-time teacher or a prorata share for part-time teachers. (See Appendix D.)

Maximum Effort School Loan Fund

Besides grants, the state provides some assistance to certain school districts through loans. The maximum effort school loan fund has been established to make debt service loans and capital loans to local school districts. For a district to qualify, its school tax must esceed by 10% or $5,000, whichever is less, the

amount that a levy of 6.3 mills on the market value of property would produce. A district must also have a net debt over 98% of the debt limit or be within $20,000 of the limit to be eligible for a dapital loan. Debt service loans cannot exceed 1% of the district's outstanding debt. The State School Loan Committee (the Commissioner of Education, Administration, and Taxation) receives applications and grants approval for loans which must be repaid in 30 years.

Federal Aids

A number of federally funded programs affect the educational opportunities of Minnesota children. (For a listing of major types of federal aid in Minnesota, see appendix E.) The ones involving the largest amounts of money and having the greatest effect on equality of educational opportunity are the Elementary and Secondary Education Act of 1965, and the Vocational Education Amendments of 1968.

The Elementary and Secondary Education Act (ESEA) covers many areas and every school district will feel its influence to some extent. More than three-fourths of its funds are distributed under Title I which is meant to aid children who are educationally deprived because of economic or social factors. Aid is based on the number of pupils from families with incomes below the poverty level, plus those from AFDC families, plus children in foster homes. Although the aid is determined by economic deprivation, the programs set up by a school district can include any child who is one or more years below grade level. These funds are meant to be used to develop remedial or therapeutic programs for elementary and secondary pupils. Local schools are encouraged to provide preschool programs for disadvantaged youngsters. These funds can also provide inservice training for teachers in human relations and techniques appropriate to the needs of disadvantaged children.

The purpose of TitleIII of ESEA is to stimulate creative and innovative programs and to establish supplementary educational service centers. As examples of some of the things being done in Minnesota under this title: educators in Rochester will develop and revise social studies and language arts programs, kindergarten through twelfth grade, to give students accurate information about

racial and ethnic minorities; Minneapolis public schools will establish a regional center to diagnose and prescribe individual instructional plans for handicapped children and to provide teachers with diagnostic skills and training.

Title VI funds are used for efforts to make special education services equitably available to all Minnesota handicapped children.

Title VII funds projects intended to lower the dropout rate. Since Minnesota has the lowest dropout rate in the nation, our participation is in the form of a pilot project to combat the dropout rate of Indian students both on reservations and in cities.

The Vocational Education Amendments replace all the previous aids in this field except the original Smith-Hughes Act of 1917 which provides funds for courses in trade and industry, agriculture, and home economics. The new vocational act authorizes funds for maintaining, extending, and improving existing programs of vocational education and for developing new programs. Part of the funds are earmarked for programs for the disadvantaged and handicapped, exemplary and innovative programs, residential schools, consumer and homemaking education programs, cooperative education programs, work-study programs, curriculum development, research, and leadership and professional development programs.

A number of federally funded programs encouraging innovation are available to any school district. Unfortunately, it is often the district in greatest need -- the small school or the poor school -- that is least able to participate. In many cases these schools do not have the staff to investigate the possibilities or to write acceptable applications for receiving funds. In addition, these schools are often the ones least able to implement the innovations which might substantially improve their educational programs.

Alternative Methods of Financing

A number of individuals and organizations in Minnesota, in the nation, and abroad have made many different proposals for changes in financing education. These range from minor to major changes but nearly all suggest that the State

should pay a larger proportion of school costs than is now the case.

Over the years a number of people have suggested what is perhaps the most drastic change - giving financial aid to each child rather than to the school districts. The amount of aid could be adjusted according to each child's individual needs and he could attend the school of his choice. Although it would require a more radical change than appears likely, it might help to emphasize the child more than the school, might encourage more individualized education, and might help to eliminate the neglect of some children which sometimes occurs under our present system.

ACIR Proposal. The Advisory Commission on Intergovernmental Relations, a federally appointed bipartisan commission of 26 members representing all levels of government, recently completed a year-long study of state aids to local governments. They say, "State assumption of primary responsibility for public elementary and secondary school financing stands out as one practical way to achieve substantial parity of resources behind each pupil. As long as local school districts have wide latitude in setting their own tax levels, great variations in both wealth and willingness to tax will produce significant differences in the amount of resources behind each student and consequent differences in the quality of education itself.

"Increasingly, the cost and economic consequences of high quality and low quality education are felt well beyond the boundaries of the local school district. No student should be denied an adequate educational opportunity because of the accidents of local property tax geography."

The Commission recommends that educational costs be paid by the states and that local supplementation be restricted to not more than 10% of the state's payment. The Commission thinks failure to restrict local participation would undermine the objectives of equal educational opportunities and of making more of the property tax available for municipal and county use.

Michigan Proposal. The Governor of Michigan has proposed a shift in the fin-

ancing of their schools from local communities to the State. His plan calls for a uniform statewide property tax levy for schools and payment of an increased portion of school costs from the state income tax. It would reduce inequities in the amount of money spent on each pupil and would shift the most rapidly rising part of the property tax - that for schools - from the local community to the State. Many tax experts believe that a property tax levied and distributed by the state is the best way to overcome the inequities in the property tax base among local districts.

New Brunswick System. The Province of New Brunswick, Canada, has recently undergone a major overhaul of its entire local governmental system, including schools. Their 422 school districts have been reduced to 33 with the elimination of many one-room schools with grades one through twelve, although two still remain. The Province has taken over all financing of education, including capital outlay and debt retirement, and there is a provincial salary schedule. Before the change the Province supported about 10% or 11% of school costs. Now to pay all education costs they have a high income tax which is a percentage of their federal tax, a sales tax which was increased from 5¢ to 8¢, and a provincewide property tax of $1.50 per hundred dollars of market value.

The out-migration of teachers has been reversed but they find that teachers are still not eager to teach up in the north woods even when the pay is the same as in the city. Although they still have local school boards, the Province has veto power over curriculum, school sites, buildings, etc. This somewhat leads to patronage and many local groups demand large buildings, pad their budgets, etc. The provincial veto power has curtailed innovations and educational advances and encourages mediocrity. They now believe their mistake was in the total take-over without leaving some local responsibility. Some say they tried to do too much too quickly without enough citizen participation. Others believe their schools have been improved in spite of the problems.

Legislators' Views. Recently expressed opinions of some Minnesota legislators include the following. Senator Holmquist, Grove City conservative, thinks the State should not pay all maintenance costs of education but should support a basic level of education. Then local districts should be able to supplement this amount if they wish. He wants to encourage innovation and creativity at the local level.

Representative Roy Schulz, Mankato conservative, has proposed that the State pay all education costs except those for construction and debt service. He says this would reduce school property tax levies by about 75% and most of the needed revenue could be raised by eliminating the federal tax deduction on state income taxes.

Representative Harvey Sathre, Adams conservative, would like to see the State set a uniform teachers salary schedule and pay all salaries with state funds. He believes Representative Schulz's proposal goes too far.

Representative Martin Sabo, Minneapolis DFLer, is encouraging equalization of school-aid funds which he believes should provide 75% to 80% of operating costs but not all of the costs.

Domian Report. The Bureau of Field Studies and Surveys, College of Education, University of Minnesota, prepared a report entitled Education 1967, A Statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota, commonly referred to as the Domian Report after the study's director. The study recommended that the State increase its share of educational costs to approximately one-half and that maintenance, capital outlay, and debt service costs be included. It further suggested a new formula for determining foundation aid. Factors influencing the new basic aid would include: an average cost for maintenance, capital outlay, and debt service; and the adjusted assessed valuation of property per pupil unit in average daily membership. Pupils would be weighted as follows: kindergarten - $\frac{1}{2}$ unit; elementary - 1 unit; secondary $1\frac{1}{4}$ units; and vocational-technical $1\frac{1}{2}$ units. The basic aid would then be adjusted according to

the training of staff members, the length of the school year, the ratio of pupils to certificated staff, educational overburden, and the penalty against small schools, if applicable. Staff training would be rated as follows: those without degrees - 0.9; with four-year degrees - 1.0; and advanced degrees - 1.1. The average for the total staff would be the factor for adjusting the basic aid. Districts would also have their basic aid increased by 1/175 for each day they are in session beyond 175 days per year - or reduced by a like amount for each day less than 175. A penalty of from 1% to 3% of their basic aid would be charged against districts with more than 23.5 pupils per certificated staff member. First class cities would get an additional 10% in recognition of their educational overburden. To encourage district reorganization, any school district with fewer than 1,500 students in grades one through twelve, unless it encompasses an entire county, would receive only 75% of its basic aid.

The report recommends that the portion of receipts from the sales tax allocated to school districts should be distributed as part of the foundation aid. In addition to foundation aid the state should provide 60% of transportation costs. Aids for handicapped and other special education services should also be distributed separately from foundation aid.

School Superintendent's Proposal. Another suggestion, concerned with providing extra aid to school districts with unique educational costs, was presented to the 1969 legislature by a group of school superintendents. Rather than the flat 10% additional for first class cities as the Domian Report proposed, this group suggested that a list of factors which give an index of the educational environment be used to devise a formula for the distribution of extra aid. They identifie three problem areas: (1) change in enrollment, (2) tax overburden, and (3) socio-economic conditions. Within the area of tax overburden they would consider:

- current adjusted assessed valuation per pupil unit
- current adjusted maintenance expenditures per pupil unit
- debt service per pupil unit

- proportion of school property tax to total property tax
- proportion of special assessments to total property tax

Their suggested socio-economic indicators were:

- proportion of the number of persons age 60 or over
- proportion of the number of persons age 25 to 59
- proportion of the number of persons 24 years or less
- proportion of families receiving AFDC
- proportion of enrollment who are foster or neglected children residing in foster homes
- proportion of the district enrollment from low-income families
- educational level and median years of schooling of the population aged 25 or over
- proportion of students who fall below accepted educational competence as determined by Standardized tests approved by the State Board of Education
- per capita income

This proposal was not adopted by the legislature but a little money was appropriated in the form of special aids to ease slightly the educational overburden of the central cities (see page ___.)

Related Proposals. Proposals have also been made for reducing the fiscal disparities among communities and school districts in the metropolitan area. (for more information on this tipic, see Metropolitan Finance: Next Question for Public Policy, Council of Metropolitan Area Leagues.) One advanced by the League of Minnesota Municipalities involves the levying of a uniform tax throughout the metropolitan area. They suggest a 1¼% gross income tax, a 2% sales tax, or a 35 mill property tax in that order of preference. Half the revenue from such a tax would be distributed to the school districts on the basis of need and ability to pay. A system of weighted pupil units, including extra weighting for "high cost children", would be used to determine need. Ability to pay would be based on

assessed valuation per pupil unit and per capita personal income.

The Citizens League has also presented a proposal for reducing fiscal disparities in the metropolitan area. They suggest that 50% of the growth in the commercial-industrial assessed valuation in the metropolitan area should be shared among all communities and school districts in the area probably according to population.

Another proposal of the Citizens League is aimed at getting a better return from the school tax dollar. To accomplish this they recommend: (1) employment of auxiliary personnel to perform tasks which do not require a college degree, (2) establishment of a "differentiated staffing plan" by which teaching personnel are classified on the basis of their jobs and responsibilities and compensated accordingly, (3) adoption of 12-month salary schedules with adjustment for fewer months of employment, and (4) separation of the roles of professional educators and business administrators.

CONCLUSION

From this broad and admittedly general overview of the education scene, it is clear that inequalities in educational opportunity do exist in Minnesota. Some are glaring; others are more subtle. It is also clear that many educators, administrators, school directors, legislators, and concerned citizens recognize the need for remedial action. Through the gloom, signs of progress are visible. In more ways and in more situations than we realize, perhaps, innovative ideas are being put into practice. And the all-important question of how to arrange for more equitable financing is receiving serious consideration at both the state and federal levels.

But resistance to new programs, new methods, and new educational objectives is vigorous, too. Alarm over the seemingly unprecedented rebelliousness of today's youth has engendered demands for more, rather than less, rigidity in the educational system: more authoritarianism; higher academic standards for everybody without regard for individual differences; less freedom of choice; more emphasis on the three R's and little (or none) on programs designed to encourage social interaction, deal with the students' emotions and personal concerns, and prepare them more adequately for life in a complex and rapidly changing world.

If equality of educational opportunity is our goal, and if its achievement requires the provision of programs that meet the individual needs and interests of all children so that each child may develop fully his own potential, whatever it may be, at the rate and in the environment in which he learns best, then flexibility rather than rigidity must surely be the watchword. Individualization of education is not an impossible dream. It is happening in a number of schools right now. What further steps should the state take to promote equal educational opportunities for all children throughout Minnesota? Which should be undertaken first? Is Minnesota ready to move faster in that direction? Do you want it to? If you were to set down your own priorities, what would the list contain?

Many people, both educators and others, are working to improve educational

opportunities in Minnesota. What can you as an interested citizen do? At the state level? At the local level? At the national level? Our schools can only be as good as citizens demand and are willing to finance. Investigate, ask questions, and let your views be known.

A GAME FOR INSOMNIACS

Some night when you can't sleep anyway, try this on for size: "In the classroom system, time is fixed, and completion is the variable" says Leslie A. Hart, author of a new book entitled The Classroom Disaster. Hart would do a turnabout. He would make completion the fixed factor and time the variable. His thesis is: Some students master a given amount of work in a given period -- a semester or a school year -- while others master only fragments. Yet most of these others are moved along despite the gaps and weaknesses in their preparation. If time were the variable factor we would predetermine (for each phase) what must be learned, including basic concepts. "How long it takes," he says, "we really don't care, so long as delay is not caused by some negligence or failure of the school." To make it possible and palatable for all children to master the fundamentals, he would utilize individual instruction, team teaching, modular scheduling, teachers' aides, counseling, research, new technologies, and other imaginative approaches.

Hart is not an educator. He is a playwright, an advertising man, and a very concerned parent. After eight years of research during which he interviewed a host of educators and visited schools of many types, Hart is convinced that our children are the victims of the classroom and that this "monster" must go. As a concerned citizen, what do you think?

ANOTHER GAME Pretend you are writing the education plank in a party platform. Pretend it will become public policy. Pretend other public policies can be adjusted to accomodate your educational blueprint. Your overriding concern is to make it possible for every child in Minnesota to get the kind of education that will help him develop his capabilities to the fullest. What features of the present system would you strengthen? throw out? What elements would you select as most essential to learning?

Suppose you said "teachers." That could lead to a wide range of considerations: the screening of applicants for professional training, the kind and quality of training provided, teacher-pupil relationships, ways of overcoming inflexibility, community attitudes toward school personnel and vice versa, the status of teachers, remuneration and bargaining rights, and so on and on.

Suppose your No. 1 priority were auxiliary personnel -- consultants and specialists as well as paraprofessionals who relieve teachers of nonteaching tasks. Then the matter of differential staffing and all that it implies in terms of curriculum and methodology would engage your attention. You might find yourself questioning the provision of categorical aids for only the most visibly handicapped, arguing that everybody needs special educational services in varying amount.

High on your list might be a physical and social school environment conducive to learning. Considerations in this area would include quantity and quality of space, resource materials, equipment, teaching methods, scheduling, optimum school size, and the hardy perennials of segregation, isolation, and discrimination.

Or perhaps you believe improvement of the home and community environment should be the prime target in working toward equalization of educational opportunity. If so, your platform plank might contain recommendations about lowering the age at which children start school; providing parent education; making training and educational resources available to all individuals in the community, regardless of age; fostering trust among students, school personnel, parents, and the community-at-large through participation and involvement of all segments in the educational process.

Maybe none of the elements mentioned would appear on your list of priorities. Any number of others might take precedence. In this game each player makes his own choices. Once having done so, however, he is honor bound to consider how he would pay for the programs and policies he advocates. A quick review of the section on financial support might be useful at this stage. Goodnight -- z z z z z z

Awake again? You were dreaming? Somebody kept changing the position of the cart and the horse? There was muttering about family background and poor influences being the real determinants of educational achievement? The educational system, it was said, doesn't actually matter all that much? The core problems are poverty, racial and economic segregation, differing values and attitudes? Well, why not think about that tomorrow!

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APPENDIX A
LOCAL SCHOOL DISTRICTS

Common School Districts operate elementary schools with one or more teachers. A few, having contracts with special districts or in which 75% of the children attend private schools operating on both elementary and secondary levels, still operate no schools. They are governed by 3 member boards elected to 3 year overlapping terms. The tax levy is set at the annual meeting by the citizens of the district.

Independent School Districts generally operate grades 1 through 12 with or without kindergarten. A few do not operate secondary schools but send their students to a neighboring district on a tuition basis. A 6 or 7 member board sets the school tax levy and hires a district superintendent who directs the educational program. School board members are elected to 3 year staggered terms.

Special School Districts operate under the same laws and rules as the independent districts except where there are special laws or charter provisions. The only special districts remaining - Minneapolis and South St. Paul - elect 7 member school boards.

Associated School Districts were expected to provide a secondary education vehicle for 2 or more elementary districts. Although the legislature made statutory provision for these districts, it failed to fund them so none have ever operated.

Unorganized Territory is that portion of a county not included in an organized school district. It is a public corporation supervised by a 3 member board made up of the county school superintendent, the county treasurer, and the chairman of the county board of commissioners.

APPENDIX C

FOUNDATION AID FORMULA

Definition of terms:

Adjusted Assessed Valuation - The valuation of property which has been adjusted to permit meaningful comparisons of property values throughout the state (based on acual sales ratios).

Pupil Units in Average Daily Attendance (ADA) _ The aggregate number of days of attendance by all pupils divided by the number of days school was in session and weighted as follows:

Kindergarten - 0.5

Grades 1-6 - 1.0

Grades 7-12 - 1.5 (1.4 in 1970-71)

Vocational-Technical - 1.5

Each session the legislature adjusts the base amount to be used in calculating foundation aid. For 1969-70 the foundation aid each district is to receive is determined by multiplying $365 by the number of pupil units in ADA and then subtracting from that 19 mills times the adjusted assessed valuation of property within the district. There is a guaranteed minimum of $133 per pupil unit.

$$\text{Foundation Aid}_{1969\text{-}70} = \$365 \times \text{pupil units in ADA} = (.019 \times \text{adjusted assessed valuation})$$

$$\text{Foundation Aid}_{1970\text{-}71} = \$404 \times \text{pupil units in ADA} - (.020 \times \text{adjusted assessed valuation})$$

APPENDIX D

LEGISLATIVE APPROPRIATIONS FOR ELEMENTARY AND SECONDARY EDUCATION

Type of Aid	1969-70	1970-71
Foundation Aid	237,144,402	254,877,863
Classes for Handicapped	11,763,758	17,001,704
*Shared Time Program Aid	500,000	500,000
*Continuing Education Aid	170,000	200,000
*Remediation (Talking Typewriters writers) Aid	300,000	300,000
*AFDC Children Aid	475,000	(balance)
*Indian Students Aid	155,000	(balance)
*Teacher Inservice Training Aid	195,000	250,000
Transportation Aid	20,845,000	22,380,000
Vocational Aid	13,100,000	20,271,875
Emergency Aid	2,000,000	2,000,000
School Lunch (State Contribution)	525,000	550,000
Declining Taxable Valuation Aid	1,000,000	750,000
Tax Exempt Land Aid	400,000	400,000
Common School Land Aid	50,000	50,000
Gross Earnings Refunds	1,705,000	1,780,000
Airport Refunds	145,000	145,000
County Equalization Aid	50,000	50,000
Counties Nontaxed Land Aid	48,000	48,000
Per Capita Payments	19,768,941	22,494,379
Total Direct Payments to Schools	310,340,101	344,048,821

* New in 1969-70

Source: Statistics Section, Department of Education, State of Minnesota

APPENDIX E

MAJOR FEDERAL AID RECEIVED BY PUBLIC SCHOOLS IN MINNESOTA, 1968-69**

Type of Aid	Amount	Special Purpose
Adult Basic Education (P.L. 89-750)	$ 320,250	For those 18 and over with inability to read and write English
Arts and Humanities (P.L. 89-209)	9,041	Strengthen arts and humanities through equipment purchase and minor remodeling
Education Professions Development Act, B-2 (P.L. 89-329)	331,551 (9,946)*	to recruit professional persons into teaching and to train them by short intensive training; hiring teacher aides to help present teachers
Elementary and Secondary Education Act. Title I (P.L. 89-10)	18,601,080 (186,360)*	For educationally disadvantaged
Grants for Children of Migratory Families (P.L.89-10)	219,211	Grants for migratory children attending local schools
ESEA, Title II (P.L. 89-10)	996,022 (49,801)*	Library books and materials
ESEA, Title III (P.L. 89-10)	2,414,449 (207,677)*	To stimulate creative and innovative programs and supplementary education centers
ESEA, Title VI	522,633	improvement of programs for the Handicapped child
Federally Impacted areas (P.L. 81-874)	2,891,394	Aid to districts with a large influx of children due to Federal activity.
Highway Safety Act (P.L. 89-546)	400,708	Implement a statewide driver education program

Type of Aid	Amount	Special Purpose
Johnson-O'Malley Act (P.L. 74-683)	$ 304,818	Grants to local districts for Indian education
Manpower Development and Training Act (P.L. 87-415)	2,962,511	Develop necessary vocational skills and training
National Defense Education Act. Title III (P.L. 85-864)	1,589,891 (35,901)*	Improve and strengthen science, math, modern foreign language and other subjects
NDEA, Title V-A (P.L. 85-864)	311,919	Improve counseling and testing
School Lunch and Milk Program (P.L. 89-864)	5,527,545	-- Promote health and nourishment
Food Commodity Value	3,500,000	
Vocational Education Amendments of 1968 (Includes Smith-Hughes, George Barden, and Vocational Ed. Act of 1963)	5,401,353	Improve vocational education
Total	$46,303,982	

*Figures in parentheses indicates amount of grant designated for administrative purposes.

**A small amount of federal aid goes directly from Washington to local school districts and is not included in these figures.

Source: Data from Office of Federal Programs Coordinator, State Department of Education.

H. Barg

MEMO

To: Education Committee Members

From: Mary Nash

Subject: Second Draft & Next Meeting Date: 12-9-69

Sorry it's been so long since you've heard from me. We've been working. From our last meeting it seemed desirable to reorganize to some extent and try to focus more clearly on equality of opporunity. We've tried to do that and this is the result so far.

Our next meeting will be at 9:30 on MONDAY, DECEMBER 15 in the state office. At that time we'll go over it once again so we can get your comments, suggestions, and corrections. If when you read it, you find ideas or information missing that you think is important, please make a note of it and let us know. We've tried to include most of your ideas - sometimes in your words and sometimes in ours - but I'm sure there are some that are not here and undoubtedly we've missed some that should be included. You may want to pay particular attention to your section - if you can find it, that is.

If you can't come to the meeting, please let me know any corrections or comments you have. You can do it either by mail or by phone (if you can catch me - I'll be at state Board meeting all day on the 16th.) I'll have to have your corrections by December 16.

Thanks ever so much and to those I won't see before then, Happy Holidays!

4-8315

EQUALITY OF EDUCATIONAL OPPORTUNITY

What does it mean? What is the State's role in providing it?

I.

INTRODUCTION

Everybody, it seems, is stirred up about education. The brickbats are flying, and educators are being caught in the cross fire of conflicting demands. Everybody wants to change something, but the what as well as the how are topics of national controversy.

Sputnik caused a wave of concern about subject matter which resulted in providing more science, mathematics, and languages. The civil rights movement and the urban social crisis focused public attention on the fact that the educational system is failing to meet the needs of minority children and the children of the poor. This in turn stimulated a more basic reassessment which led to the contention that the system is failing to meet the needs of most children to some degree. The response to date consists mainly of providing compensatory education for the environmentally disadvantaged. Serious questions are being raised about the efficacy of this approach.

Critics who look on the prevailing mode of education as an outdated process that is shortchanging all children are urging drastic reorganization of the whole system. Others, equally critical perhaps, maintain that demands for a rapid overhaul may actually deter change; that the impossibility of taking one giant step is bound to be used as an excuse for taking no steps at all. This is not to say that the present system should be passively accepted. It is to say that educational reform must be seen in perspective because each segment of reform is dependent on other segments of reform. To illustrate: requirements for accreditation and state regulations shape school programs; college entrance examinations influence recommended curriculum content; certification standards bear on teacher training; the professional preparation of teachers determines to a large extent how they will teach; their attitudes and

methods increase or diminish student response; community attitudes are reflected in the choice of school board members and the decisions they make concerning the selection and remuneration of school personnel, support or nonsupport of proposals for innovative experimentation, staff training and retraining resources, and local tax levies. And so it goes.

Educational planning for the future must necessarily be done within the philosophical, sociological, and political context of today's rapidly changing society. The objectives of the educational system cannot be divorced from the objectives of other systems--social, economic, and technological. If the diverse educational needs of individuals are to be met--those of adults as well as of children--different decision-making structures and different kinds of financial support may have to be developed.

Scope of Study

In choosing to examine "the role of the State in creating and financing equal educational opportunities for all Minnesota children" members of the League of Women Voters undoubtedly were responding to their own concerns as well as to the heightened concerns of citizens generally. Obviously the League cannot tackle, much less hope to resolve, all of the questions that have plagued educators for centuries. What this study can do, however, is to provoke thoughtful reflection about the basic purpose of education in a dynamic society and about the true meaning of equal educational opportunity. In addition, this study will deal with the State's responsibility for public and nonpublic schools; the structure within which this responsibility is being carried out; what the State has done to provide adequate staff, facilities, and financing to meet the varying needs of children; what needs are not being met, and why; some of the possibilities for remedial action in terms of new programs, new methods, new roles for educational personnel, new categories of personnel, and new approaches to financing; and questions for the future. The scope of this study will be limited to preschool and elementary and secondary education, including special and vocational education.

Purpose of Education

First, a look at the purpose of education. Is it limited to the transmission of factual information, or is it much broader than that? Is it primarily to equip students with salable skills? To prepare them for college? To develop problem-solving capabilities? To shape attitudes? To form values? To foster understanding of other people and cultivate the ability to get along with people? To instill a desire to engage in a lifelong process of learning that will (1) enable adaptation to swiftly changing knowledge, (2) enrich the life of each individual, and (3) help build a more satisfying society for all human beings? In short, what kinds of persons do we wish our schools to produce? These are philosophical questions which all responsible citizens must ponder.

Equal Educational Opportunity

While League members may hold differing views on the purpose of education, they are agreed that "every citizen should ... have access to free public education which provides equal opportunity for all."* (Footnote: Principles, League of Women Voters of the United States.) Support positions were developed under the Human Resources item on the national Program and the Equality of Opportunity item on the state Program.* (Footnote: See National Voter, May-June, 1968; Goals for Good Government, League of Women Voters of Minnesota, Oct. 1967; and Minnesota Voter, May-June, 1969.) Emphasis at the state level has been on (1) reorganization and consolidation of elementary and secondary schools to create districts which meet state standards and (2) correction of racial imbalance.

No question, then, that the League believes that equality of educational opportunity is important and right for all Minnesota children. But before exploring the State's role in providing it, let's ask ourselves what we really mean by the term.

Every child who enters school brings with him a unique set of abilities, interests, emotional and physical characteristics. To a large extent he is a product of his family and community background. He may live in a large city, a

small agricultural or mining town, a suburban area, or an Indian reservation. His parents may be wealthy, economically comfortable, or poor; employed or unemployed; highly educated or unable to read and write. The values they hold may be quite different from those of the family next door. The child may have only one parent, or none. He may be black, white, or brown. His academic, mechanical, and artistic talents may be maximal or minimal or anywhere in between. He may have great potential in one area, and very little in another. He may be eager to go to college, or he may feel frustrated with a system that says he must remain in school until he is sixteen. He may be healthy and well adjusted; he may be physically or emotionally handicapped, or both. His rate of development may be uniformly rapid or slow, or it may be rapid in one area and slow in another, or it may fluctuate during the course of his school career as his abilities emerge and his interests change.

It is obvious, then, that offering the "same" educational opportunities to all children does not provide "equal" opportunity. Nor is opportunity equalized by providing standardized programs for groups of children put into slots in accordance with the results obtained from testing I.Q., reading, and achievement levels. Reams have been written about the dangers of labeling children on the basis of a few routine tests which at best measure only one kind of intelligence, which fail to take into account a host of factors that influence achievement, and which often are administered under unnecessarily stressful conditions. Mislabeling can have unfortunate consequences. Underestimation of a child's ability is particularly dangerous because it affects teachers' and parents' expectancy of him, and this in turn influences how much he will achieve. Assessment of a child's capacities, cognitive level, learning style, emotional concerns, and physical and psychological impairments ia a complex process requiring the combined skills of different kinds of specialists. To be meaningful it must be a continuous process; the child changes as he develops. It seems reasonable to conclude that allowance for individual differences is the key to equality of opportunity. In terms of educational opportunity, this means <u>the provision of educational programs that meet the individual needs and interests of all children so that each child may develop fully his own potential, whatever it may be</u>.

Assuming we agree that such programs would serve to advance the goal of equality of educational opportunity, what can be done to bring them into being? An answer that comes readily to mind is: provide money for adequate buildings, equipment, libraries, and staff in all of our schools. Great disparities in available resources do exist, as our study will show, and corrective action surely is indicated. This entails clarification of what constitutes disparity. Do inner city schools or geographically isolated schools, for example, require a <u>disproportionate</u> share of available resources to meet the needs of the children they serve? It is generally conceded that the disadvantaged and the handicapped pose special probelsm. How broad are these categories? Do the handicapped include the emotionally insecure? The intellectually gifted who may be unchallenged and bored? Those with mechanical or artistic abilities who have no chance to develop their talents? What is educational deprivation? Are children in all-white middle-class schools disadvantaged because they are deprived of the opportunity to associate with children from different cultural and economic backgrounds? The evidence is growing that individualized education greatly benefits all children. Some learn best under conditions of competition, others are loners; some react well to choice, others need prescriptions for learning. The provision of adequate physical facilities, equipment, and materials alone will not assure equality of opportunity. It will take a fusion of local, state, and federal funds, new resources, vision, well trained and dedicated personnel, experimentation with new approaches to teaching, and continuous evaluation of results to ascertain which of the many proposals for change will indeed improve the quality of education. In this connection one statistic seems particularly significant: "...Less than one-half of one per cent of the nation's basic education budget is spent on research and development activities--compared to more than ten per cent in many businesses and industries."* (Footnote: de Lone, Richard H., "Cool Man In a Hot Seat," <u>Saturday Review</u>, Sept. 20, 1969.) Another provocative statement: "... Education is strewn with the wreckage of promising ideas that disintegrated once they were removed from their experimental test tubes and injected into the prevailing system. Until we recognize that the system itself is the problem, the system will

resist all the lively, innovative antibodies prescribed for it. Experience with Operation Head Start--showing how gains in preschool education can be dissipated if education in the later grades is not improved too--illustrates the perils of reliance on any single segment of reform."* (Footnote: Fantini, Mario D. and Weinstein, Gerald, "Taking Advantage of the Disadvantaged," The Record, Teachers College, Columbia University, Nov. 1967, Vol. 69, No. 2.)

II.

THE STATE'S RESPONSIBILITY

A. Organizational Structure

Public Schools

"The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools." So states Article VIII, Section 1 of the Minnesota Constitution. This clearly places the responsibility for public schools in Minnesota in the hands of the legislature. Over the years the legislature has delegated parts of this responsibility to certain other governmental bodies, e.g., local school districts, the State Board of Education, and the State Department of Education.

Authority to form local school districts was granted by the territorial legislature and the so-called neighborhood plan, which established the district system still in use today, was adopted in 1862. Local school districts are subdivisions of the state run by locally elected school boards. The legislature has delegated to local boards of education certain powers and responsibilities such as:

- o appointing a superintendent of schools (where applicable), hiring qualified teachers, setting salary schedules
- o providing by tax levy the funds necessary to run the schools, to pay indebtedness and all other proper expenses

- o determining the length of the school term (over and above the state minimum of 170 days in session - 175 days beginning in 1970-71 - to qualify for full payment of foundation aids), setting the local school calendar
- o setting individual attendance boundaries within the district
- o determining which advanced, enriched, or special courses will be added to the basic curriculum set by the state.

Local school boards are legally responsible for maintaining educational programs for all eligible resident pupils in accordance with state laws passed by the legislature and rules and regulations established by the State Department of Education.

Minnesota statutes allow local school districts to operate under any one of five types of organization: common school districts, independent school districts, special school districts, associated school districts, or unorganized territory. (For a description of these see appendix .) Associated districts were authorized by the legislature but never funded, so none exist. The Minneapolis and South St. Paul schools are the only ones still operating as special school districts. By July 1, 1971, all common school districts and unorganized territory are required to join a district operating grades one through twelve. Consequently, after this consolidation all schools in the state will be independent school districts except the two special districts.

To provide general supervision over public schools throughout the state, the legislature vested part of its responsibility in the State Board of Education. This board, created in 1919, is composed of nine members appointed by the Governor with consent of the Senate for overlapping terms of six years. Each congressional district must be represented and at least three members must have had some experience on a local school board. The powers granted to this board by the legislature include:

- o forming educational policies for the state within the framework of statutes relating to education

- o fixing reasonable requirements local districts must meet in order to receive state aid, and providing supervision for compliance
- o prescribing suggested courses of study, uniform record systems, site and building regulations
- o distributing funds appropriated by the legislature
- o issuing certifications for teachers and supervisors
- o receiving and distributing federal funds in accordance with federal regulations and state law
- o approving local school district consolidations
- o making legislative recommendations
- o acting as the State Board of Vocational Education and administering state and federal programs in vocational education and vocational rehabilitation.

The State Board of Education also appoints the Commissioner of Education with consent of the Senate. Beginning August 1, 1973, when the present Commissioner's term expires, this appointment will be for four years. The Commissioner serves as secretary and executive officer of the State Board of Education and is responsible for administering the Department of Education. He is also ex officio member of the State Teachers Retirement Association Board, Minnesota Higher Education Coordinating Commission, the Equalization Aid Review Committee (chairman), and secretary of the State College Board, the School Loan Committee, and the State Advisory Committee on School Reorganization.

The legislature has given the State Department of Education the responsibility for administering the policies of the State Board of Education and state laws concerning education. The department also administers and coordinates federal educational programs within the state and acts as liaison between federal, state and local educational agencies. The department gathers, compiles, and reports statistics; acts as a regulatory agency; and encourages educational excellence through advice and assistance to local school districts. Additional concerns include:

- o assisting in school district reorganization
- o vocational education
- o programs for handicapped and exceptional children
- o vocational rehabilitation
- o libraries - school, extension, and public.

To carry out these duties, the department is organized into four main divisions - administration, instruction, vocational-technical education, and vocational rehabilitation and special education. (For more detailed information regarding the organization of the department, see appendix .)

Nonpublic Schools

Although local school districts are legally responsible for providing educational programs for all eligible pupils within their districts, some parents prefer to send their children to nonpublic schools, either private or parochial. About 16 per cent of Minnesota's school-age children are enrolled in nonpublic schools. Most of these are parochial, primarily Catholic, but some are Lutheran, Seventh Day Adventist, Christian Reformed, and others. Blake in Hopkins, St. Paul Academy-Summit School in St. Paul, St. Mary's in Faribault, Hammer School in Wayzata, Hennepin County Daytime Activity Center in Minneapolis, and the Montessori Foundation Schools are examples of the private schools.

The State has little responsibility for nonpublic schools. Some services of the State Department of Education are made available for their use if they wish, but the rules and regulations of the department do not apply to these schools.

There were no provisions for state financial aid for nonpublic schools until the 1969 legislature granted two types of aid--transportation aid and shared time aid. Beginning in the 1970-71 school year, public school districts receiving transportation aid must also bus nonpublic school students within the district. These districts may begin bussing in 1969-70 and may collect state aids for doing so. A court suit has been initiated challenging the constitutionality of this law. The second type of state

aid is given because some public schools have established a shared time arrangement with private or parochial schools whereby pupils from the nonpublic schools spend part of the day at the public school taking such courses as science, mathematics, home economics, or industrial arts. The 1969 legislature provided for the payment of a pro rata share of state aids to public schools for time spent there by nonpublic school pupils. At the present time these are the only state aids benefiting the nonpublic schools.

Enrollment in nonpublic schools has been declining for the past few years and this trend is expected to continue as the financing of some of these schools--particularly the parochial ones--becomes more and more difficult. When nonpublic schools close, the education of the students previously enrolled there becomes the responsibility of the state - and more specifically, of the local school board. In school districts such as St. Paul where 39 per cent of the elementary pupils are in Catholic schools, the closing of a large number of these schools would create a serious problem for the local school district.

The State does have responsibility for licensing certain types of private schools. Pre-kindergarten nursery schools, while not regulated by the Department of Education, are licensed under the Welfare Department for health and safety. It is a misdemeanor to operate without a license. To be licensed, a "school" must have at least one certified teacher for every 20 pupils and a "day care center" must have at least one adult for every ten children.

Private trade schools are subject to licensing by the State Department of Education. These schools are generally considered post-high school, but some accept students who have not completed high school. The licensing procedure is intended to protect students from being cheated by schools that misrepresent their programs.

B. Major Functions

To carry out its responsibility to provide for each child's educational needs, the State has concentrated on two major functions: (1) setting minimum standards,

and (2) providing financial assistance to local school districts.

Standards

The rules and regulations of the Department of Education are meant to ensure at least a certain minimum education for all students. In general they appear to be based on the needs of the "average" child. They tend to encourage standardization rather than innovation or efforts to individualize instruction. They set minimum requirements for nearly every phase of public education including buildings and sites, equipment, curriculum, staff, certification, libraries, records, and reports, special education, health, transportation, and school lunches. They include such things as:

- lists of required subjects for each grade level
- minimum length of the school day and the school year
- acceptable maximum class size
- minimum secondary school pupil loads
- graduation requirements
- maximum teacher loads
- standards for vocational education courses, area vocational-technical schools, and special classes for handicapped and trainable children
- minimum times allotted to health education and to physical education
- requirements for issuance and renewal of certificates for teachers, administrators, supervisors, and all other professional employees.

In some cases the regulations are spelled out in considerable detail; for example, part of the requirements for certification of teachers of blind or partially blind children specify the number of credit hours necessary in each of several special courses. Some regulations, though detailed, do offer a degree of flexibility. For instance, the one requiring that state curriculum outlines and suggested courses of study must be the basis for elementary curriculum allows for modifications to meet local needs.

The basic regulations relating to all elementary and secondary schools are stated

in more general terms such as one which says, "Each school shall provide guidance to assist pupils in making satisfactory personal adjustments and appropriate educational and vocational plans." (It is interesting to note that in 1967 there were only 12 elementary counselors in the state.)

Some regulations, while listed as minimum requirements, are actually more in the nature of goals. For example, one states, "The educational program shall be such as to provide a program of general education for all pupils and suitable special education for exceptional children--handicapped, gifted and talented; it shall meet the needs and interests of all pupils and the needs of the community served." Obviously not all schools meet this requirement, for if they did, students would not have to organize in an attempt to change the schools to make them more relevant to the needs of today's students, nor would about 60 per cent of the Indian students drop out before finishing high school as is now the case. In other words, if the requirement were met, all students would be getting the education they need, and we would have equality of educational opportunity.

repeat on 14

Most regulations are tied to state financial aids, that is, school districts must meet these requirements to be eligible for state aids. The withholding of state aids is the most effective tool the Department of Education has for enforcing its regulations. The department issues warnings to schools that fail to measure up to these minimum requirements and has the power to reduce a high school's status to a "department" which cannot confer diplomas and cannot receive state aids. Such a drastic step is seldom taken, however, and the department relies heavily on persuasion. Consequently, schools vary widely in the extent to which they comply with state regulations.

Financial Support

The other major tool the state uses in attempting to provide for each child's educational needs is the distribution of state financial aids to local school districts. Three different principles of distribution are applied--equalization, flat grants, and special aids. Equalization aid gives more money to poor districts

than to rich ones, flat grants give an equal amount for each pupil, and special aids are given for certain programs or services.

Foundation aid, accounting for about 65 per cent (1967-68) of all state aids for education, is an attempt to equalize the amount of money available for each district. It is based on the belief that each child, no matter where he may live or what the financial resources of his district may be, should enjoy the same educational opportunities as all other children in the state. The amount of foundation aid given each school district depends upon the number of pupils and the assessed valuation of property in the district. This aid increases as enrollments become larger but decreases as the assessed valuation of a district rises. Since it costs more to educate some children than others, and since factors other than assessed valuation help to determine a local school district's ability to pay for education, the current foundation aid program does not go as far as it might in equalizing educational opportunities for all children. (For details of the formula, see appendix .)

The Tax Reform and Relief Act of 1967 provides for a flat grant to school districts based on the school census. Each year approximately one-eighth of the revenue from the sales tax, with a minimum of $20 per child, is distributed to school districts. It is meant to reduce reliance on the property tax. Since parents of nonpublic school children also pay property taxes for public schools, this aid is given for all children between the ages of 6 and 16 inclusive, whether they are enrolled in public schools or not.

There are a number of special aids which encourage and assist school districts to provide certain programs and services that they might not otherwise provide or which help to pay some of the extra costs of educating disadvantaged children. These include such aids as those for transportation, vocational education, special classes for handicapped children, the school lunch program, districts with high concentrations of racial minorities and/or students from families receiving aid to families with dependent children (AFDC), and remediation (talking typewriters). The last two were initiated by the 1969 legislature in recognition of the special problems of certain

areas--particularly the central cities. The amount of money involved, however, is very small compared with the costs of educating disadvantaged children. (See appendix .)

III.

MOVING TOWARD EQUALITY OF OPPORTUNITY

Minnesota's educational system is recognized as one of the best in the nation, yet thousands of handicapped children in Minnesota are not receiving an education at all appropriate to their abilities, and thousands more are remaining at home with no education or training available to them. Minnesota has one of the lowest dropout rates, yet about 60 per cent of its Indian students dropout before finishing high school. The rate of rejection of Minnesota military inductees on the basis of mental tests has been consistently low--one-fifth the national average--yet less than a thousand of the estimated 25,000 gifted elementary students in Minnesota have access to any kind of special education to develop their talents fully. In spite of the goals of the State Department of Education and of educators throughout the state, it is obvious that the needs of thousands of Minnesota children are not being met.

A. Allowance for Individual Differences

Many factors contribute to unequal educational opportunities. Perhaps the most important consideration is the vast differences among children. If all pupils were the same, the provision of equal educational opportunities would be a simple matter--but what a dull world it would be! Public schools in this country traditionally have been designed for the "average" child. Then all students have been expected to adapt to the course of study and the procedures set up by the school. For the most part they have done so--with varying degrees of success. It is recognized that some children such as the physically or mentally handicapped need special education and efforts are made to provide it--but usually for only a few of the many who could benefit. We are now coming to realize that it is not just the children at the extremes who need

special education; all children have special needs and each child should be treated as an individual.

More and more attempts are being made to build on this belief and to adapt the school to the individual child rather than vice versa. Ability grouping which has been used in many schools for many years is a small step in this direction. It permits instruction at a level more closely related to a student's intellectual ability since the range of abilities within each group is not as great as that in the total school population. It does not, however, offer truly individualized instruction.

Another attempt to make schools more flexible and thus come closer to meeting the needs of individual children is the introduction of modular scheduling. In this system the school day is split into short periods or modules of about 15 minutes. Then each day's schedule is programmed individually for each student. He may use some modules for small group discussions, several modules may be used as a block for laboratory work, some modules may be scheduled as free time for independent study, etc. A teacher may use several modules for a lecture to a large number of students at once so that the same lecture does not have to be repeated five times a day--as the traditional system usually requires. Such scheduling allows students greater freedom along with its corollary, increased responsibility. Quite a few Minnesota schools have been using this system recently--mostly at the secondary level.

Still another approach used by a number of Minnesota schools to increase flexibility is the ungraded primary school. In this arrangement children are not separated into classes according to age but each child proceeds at his own rate through the lower grades. He could be working at different grade levels in each subject depending upon his abilities and rate of development.

Methods have been and are being developed to provide instruction individually designed for each child. Such systems usually include a diagnosis of each pupil's needs, a work schedule tailored to those needs, and evaluation of the results. The goal is to teach youngsters to research, think, and analyze rather than simply memorize.

Courses are divided into units of work and pupils progress at their own rate, mastering each unit before going on to the next. Some students may cover two years' work in one while others may take longer than usual to do an average amount of work. Children are neither bored nor frustrated because each one is challenged at his own level and each is successful. There are no failures. Teachers, no longer tied to a textbook, are free to diagnose, tutor, counsel, etc. One teacher with 15 years' experience commented, "Always before I taught classes; this is the first time I have ever taught students!" Several Minnesota schools are using this approach experimentally--usually for mathematics at the elementary level. It has also been used for reading, and at least one university (Bucknell) is using it for biology, philosophy, psychology, physics, and religion.

An experimental school in Staples, Minnesota, has combined several ideas in an attempt to offer personalized as well as individualized education. Each child's own personal needs and interests determine his education. Instead of all children going through the same curriculum, even if at varying rates, each child is diagnosed through tests and his education is individually prescribed. The school, a federally funded project in its third year, covers kindergarten through fifth grade. Its three R's are relevance, readiness, and responsibility. There are no letter grades; tests are used only to determine a pupil's weaknesses so that he can be strengthened. At the three lower grade levels classes are slightly more structured but for the older children learning is up to the student. Each child has a weekly and daily schedule showing how much time to spend on communications, calculations, humanities, investigations (science), and aesthetics (music, art, dance, crafts). His specific tasks and assignments are also noted and it is up to him to carry them out. He progresses in each area at his own rate. The school--exciting, colorful, and crammed with the activity of 150 children who may be doing 150 different things at any one time--is a happy place where all children are successful.

B. Provision of Educational Programs

Some children are deprived of an equal educational opportunity because the courses they need are not available to them. Perhaps they live in a district which is too small to offer even the usual courses. Or perhaps they need specialized education that is not provided such as vocational training, or special courses for the gifted, handicapped, or disadvantaged.

Range of Regular Courses

In 1967, 10.7 per cent of high school students in Minnesota--largely in rural areas--attended schools with fewer than 300 pupils. These schools cannot offer the range of courses available to students in larger schools. Foreign languages are rarely taught, and in the vocational area the choice usually is limited to a general industrial arts course and perhaps a course in agriculture. In secondary schools with under 150 students the median number of courses available in 1965-66 was 40 while those with 1500 or more pupils offered over 100 courses. Not only do small schools provide fewer courses, but usually they are unable to present more than one section of a course. Consequently scheduling conflicts often prevent students from taking desired electives.

To overcome the deficiencies of small schools and to provide more nearly equal educational opportunities for their students, the reorganization of schools into larger districts is the most obvious solution. The school consolidation law passed by the 1967 legislature requires all school districts in Minnesota to operate grades one through twelve after July 1, 1971. This is triggering the consolidation of many small districts. During the 1967-69 biennium 293 districts were merged; 82 by consolidation, and 211 by dissolution. In the year 1968-69, 128 districts were eliminated compared to 160 in the previous year.

Even this reduction in school districts does not guarantee the provision of a comprehensive program of education for all resident pupils. The 445 school districts now operating elementary and secondary schools still include 155 with fewer than 500 students and perhaps about half this number are in secondary school. Consequently,

the emphasis in reorganization has now shifted to planning for mergers of small high schools into units which can and will offer comprehensive programs at reasonable costs. Seven of the consolidations of this past year involved at least two secondary districts. The State Department of Education has been actively encouraging such consolidations and urging the new districts to broaden their offerings and services considerably. Instead of only a single industrial arts course, for instance, the department is suggesting such courses as graphic arts, electronics, experimental engineering, construction trades, agriculture, manufacturing, air transportation, and power mechanics.

Special Programs

Vocational Education. No matter where they may live, students needing vocational education are not receiving equal educational opportunities if such education is not available to them. Governor LeVander said recently that vocational-technical education has been neglected in Minnesota while the importance of college has been overemphasized. This reflects the widely held belief that a college education is a prerequisite to success and happiness. In an editorial in Fortune, November 1969, Max Ways writes, "In the U. S. the correlation between lifetime earnings and educational attainment is quite close. More significantly, the belief spreads that people with high educational achievement lead lives that are in other than material ways superior (more useful, more interesting) to those of people with low educational achievement. This is why academic and other highly educated people, though they may believe that plumbers earn more money, seldom try to persuade their sons to become plumbers--and it is why many plumbers' sons enter professions." John W. Gardner says we have created a false value framework, and college "...should not be regarded as the sole means of establishing one's human worth. It should not be seen as the unique key to happiness, self respect, and inner confidence."

Without the prodding of this misconception it seems doubtful that Minnesota would have nearly ten times more college students than students in post-high school technical programs as is now the case. If all children were encouraged to develop

their own talents and abilities and if adequate courses were available so that they could do so, it seems likely that technical schools might have larger enrollments than colleges.

The lack of adequate vocational courses in high schools is often the cause of students dropping out of school before finishing. These "pushouts" or "forceouts" find college-oriented courses irrelevant to their own lives.

Most high schools in Minnesota offer at least one course in home economics (98%), business education (90%), industrial arts (83%), and agriculture (61%). The range of courses varies widely, however. A typical small school of about 200 secondary pupils offers typing, office practice, shorthand, and two years of home economics or industrial arts in the tenth, eleventh, and twelfth grades. A typical large school with an enrollment of 1750 offers this list over the same three grades: Typing, office practice, bookkeeping, note taking and typing, record keeping, elementary accounting, woodworking, cabinet making, machine shop, vocational machine shop, technical drawing, architectural drawing, technical math, trades, occupational relations, retailing, distributive education, two years of agriculture, farm mechanics, and two years of home economics.

In an attempt to bring better vocational programs and counseling to secondary students, particularly in the sparsely populated areas of the state, the State Department of Education is encouraging the establishment of vocational-educational planning centers. Such centers could provide information on all vocations, colleges, correspondence courses, etc. Counselors should be nonbiased, experienced businessmen. A center, supported by a group of schools, would be accessible to the whole community. It could work to improve the quality of vocational programs and could also encourage and evaluate innovations.

One move toward the provision of needed vocational training has been the development of area vocational-technical schools. There are now 26 in Minnesota, located to give maximum geographical coverage. Three more are being planned in the metropolitan area. While most students attending these schools are high school graduates, courses

are open to nongraduates, with the possibility of earning a high school diploma. Course offerings among these schools vary greatly. However, students are permitted to attend any school of their choosing, not only the one in their own district. Courses are offered on the basis of market demand, not just the local market but the general job market. Agricultural training, for instance, would include courses in the agri-business areas, which could lead to such different jobs as: installing and maintaining farm equipment, farm management, and sales and management positions in food processing plants, agricultural cooperatives, and the like.

One of the exciting new programs in vocational education began in 1961 as an experiment in Richmond, California. It is now used in the San Francisco area and in Oregon, Michigan, and North Carolina. Basically, it is an "interdisciplinary" approach which includes training for immediate job placement as well as pre-technical preparation for further training in technology and later, perhaps, transfer to a four year college. It is designed to motivate the unmotivated student by giving him a reason for studying that he can understand. His curriculum is so arranged that this reason runs through all his courses. The student attends interdisciplinary classes. For example, in English he may study and give reports on sound waves; in math, he learns formulas and explanations of sound waves, in physics there is explanation on a more technical level, and in shop he makes electronic circuits.

This system requires more from teachers; they must meet often to coordinate pacing and subject matter in their courses, they must attend summer workshops to prepare for the new approach, they must follow up with additional work to learn each other's subjects. For example, spelling and vocabulary in an English course would consist largely of technical and scientific words, and teachers also have to know what they mean. Where the program is not merely a rearrangement, it has been successful. There have been no dropouts.

Programs for the Handicapped. Handicapped children--whether they are mentally retarded, hard of hearing, deaf, have impaired speech, are visually handicapped, seriously emotionally disturbed, crippled, have special learning disabilities, or whether they are afflicted with a combination of any of these handicaps--are not receiving equal educational opportunities if the special education they need to develop to their greatest potential is not available to them.

The State Department of Education has gathered the following statistics to indicate the extent to which handicapped children are being served by the schools. To estimate the additional number requiring service, they use a percentage of school age children according to the incidence of a particular handicap and subtract from that the number now in school.

Type of Handicap	Number of students served in 1967-68 school year	Additional No. of students requiring service
Trainable mentally retarded approx. IQ of 35-50	1,196	1,716
Educable mentally retarded approx. IQ of 50-80	9,832	9,566
Hard of Hearing	635	2,107
Deaf	288	341
Speech Impaired	21,492	12,154
Visually handicapped	322	275
Seriously emotionally disturbed	1,743	3,978
Crippled	605	4,546
Homebound programs & children with special learning disabilities	12,508	26,288

Only 243 school districts in the state have any semblance of a special education program. Of these, only 56 offer programs which could be described as a comprehensive program for all handicapping conditions. Most of the latter are located in the metropolitan areas. Even these programs fall short of providing the full range of services to meet the needs of every child. Many families have had to move to the metropolitan areas (usually Minneapolis or St. Paul) in order to obtain schooling for

their handicapped child. (This places an additional financial strain on these cities. See page .) Children in families unable to move to the cities often receive an entirely inadequate education - and in some cases, none at all.

The incidence of handicapping conditions is greater among poor people than among the total population. Poor prenatal care and poor nutrition in infancy can lead to brain damage, visual disorders, or mental retardation. When children chew on flakes of paint dropping from the ceiling of substandard homes they get lead poisoning which causes encephalitis and subsequent brain damage. Even larger numbers of children are involved in functional mental retardation that so often results from the lack of stimulation and individual attention to which a child may be subjected if he grows up in a disadvantaged family. It has been estimated that 80% of disadvantaged children are functioning as retarded when they enter school. Mental retardation occurs in roughly 3% of the population, but among children in disadvantaged neighborhoods or OEO Headstart programs, the rate is substantially higher.'

In the past, trainable mentally retarded children were not considered suitable school material. Current law requires schools to provide programs for the educable retarded, but programs for trainable retarded children are permissive, not required. Some of these children go to private schools but many receive no education at all.

There are state residential institutions serviing mentally ill, mentally retarded, blind, deaf, and crippled children. These institutions are under the direction of the Department of Welfare, with funds for classrooms coming of state education funds. Some deaf and blind students attend regular or special classes in local public schools. In the institutions for the mentally ill and for crippled children, the local districts supervise the educational programs, even though classes

are located within the hospital grounds. In one case a school district (Worthington) actually runs a residential facility for crippled children who come from all over the state.

The special needs of handicapped children are many and varied, depending upon the nature and extent of their handicap and on their stage of development. The types of service necessary range from consultation for a regular class teacher, to supplementary instruction under a tutoring or resource room system, to self-contained special class placement, to service at a special center staffed to provide an intensive multidisciplinary approach, to education in a residential or hospital treatment facility.

The present trend in special education is to make as little separation of handicapped children from normal school, home, and community life as possible. Mentally retarded children who traditionally have been taught in separate classrooms, sometimes even in separate schools, are integrated more and more into regular school programs. Usually in gym, art, music classes, and often some academic subjects they can be fully integrated with other children. Nongraded systems or schools with "learning centers" are expecially conducive to this kind of treatment. Crippled children usually need be in separate schools only because of architectural barriers: too many curbs, stairs, etc. for wheelchairs or crutches.

Preschool Education. The 1967 Legislature recognized the importance of reaching children at an early age by lowering to zero the age limit of children for whom schools could receive state aids. So far, these aids have been used primarily for training deaf children in their first four years - now considered essential for the development of a deaf child.

While education in the preschool years is often doubly important for handicapped children, partly because they are apt to develop emotional problems out of frustration over not being able to do things, studies indicate such education makes a great difference in the development of any child. It is estimated that 50% of a child's intellectual development takes place in the first four years, 30% between the ages of four and eight, and 20% between eight and seventeen. Some parents provide home environments which stimulate the development of their children's intellect, while others unconsciously curtail and frustrate their children's development. A child growing up amidst poverty and deprivation may have such severely limited experiences that his concepts of many aspects of his environment may be incomplete or inaccurate. Experiments to upgrade the intellectual home environments of deprived children have had amazing success. One expert of creativity estimates that given a basic above average intelligence, the development of creativity rests almost entirely on environment, especially during the early years of life. Thus it appears that two important facets of giftedness--intelligence and creativity--are influenced by the experiences of the preschool years. These years of any child's life apparently greatly influence his later life. Do public schools, in the interests of equality, have an obligation to provide for the education of children under six years of age, either directly, or indurectly by providing parents with information and help in stimulating their children's early intellectual development and creativity?

Programs for the Disadvantaged. If children who are disadvantaged or gifted or both do not receive the special attention or special courses they need to develop to their fullest potential, they are being denied equal educational opportunities. Disadvantaged children may be educa-

tionally retarded due to inherent limitations of mental ability, or because the standards are based on the performance of groups for whom different educational and socio-cultural opportunities have been available, or due to lack of interest and notivation. Some of the charateristics of the educationally retarded and disadvantaged often recognized by teachers are: negative attitudes toward school, inability to achieve a modicum of success in academic work, irregular attendance, and lack of motivation or interest in learning. Many of these difficulties may stem from the usual attempts to make the child adapt to the school rather than vice versa.

Efforts are being made at all levels - preschool through post high school - to assist these children. Preschool programs stress language development as the key to understanding concepts and communicating. Also important is the development of a positive self image. Parental cooperation and support and reinforcement in the home of things being taught are also important. In elementary and secondary schools the recent stress has been on the use of materials relevant to the life these children know-books which depict city life, slum life, minority people, families lacking a father or mother-and on the teaching of skills which are relevant to the jobs these students aspire to and can attain. Work-study programs on the secondary level are more and more common. Students are given an opportunity to earn needed money and they also learn the value of further education.

Programs for the gifted. Gifted children include not only those with exceptionally high learning abilities but also those with a comparatively high degree of creativity, imagination, intellectual flexibility, and originality. It is estimated that there are over 90,000 gifted children in Minnesota. The vast majority of them are without programs to fully

develop their extraordinary abilities. Only 14 of the over 1000 school districts with elementary schools in Minnesota are listed by the Department of Education as having some kind of program specifically for the gifted.

Many people believe that the gifted do not really need an equal educational opportunity because they can take care of themselves and that it is better to spend available money on educating the children who desperately need help. Supporters of special education are concerned about the gifted children who do not educate themselves. Many high school dropouts are in the top 25% of the population in intelligence. Educators also believe that there are many unidentified gifted children, often among the disadvantaged, whose talents are never discovered and developed. The gifted child should have the same right to develop to his greatest potential as any other child. The education of the gifted is also important to society. One of the greatest legacies we can leave all of our children is a reservoir of brilliant well-trained minds capable of solving the complex problems mankind will face on this planet in the coming years.

The state provides no special funds for programs for the gifted but they do employ a full time consultant for the gifted. She consults with parents, teachers, and administrators, and is now coordinating the writing or currculum information on the 14 current elementary programs in Minnesota. School administrators cite the lack of funds as the major deterrent to programs for the gifted in their districts.

Numerous methods are being used in educating the gifted including various types of ability groupings, one form or another of acceleration, and several methods of enrichment. To provide increased opportunities for the gifted at the secondary level, a few high schools offer such

courses as astronomy, calculus, Intalian-Latin, humanities, student-oriented psychology, special language arts courses, or advanced placement courses in connection with a college or university. In general, with the greater flexibility provided by electives, high schools do a better job of providing for individual differences than do elementary schools. Many of the new secondary school approaches such as modular scheduling, team teaching, and individual research projects also provide better for the gifted as well as for all students. In the Minneapolis-St. Paul area, a special summer school--the Twin City Institute for Talented Youth--is supported partly by federal, but mostly by private funds. The 600 students each choose one subject for intensive study from a list of about 24 different courses of an experimental nature.

At the elementary level a number of different approaches are being used. Among them are ability groupings in academic subjects with integration for physical education, art, music, and lunch; special classes of sixth graders who spend the afternoon on individual research in their areas of greatest strength or on selected remedial work in their weakest areas; regularly scheduled individual instruction by an expert tutor; modular scheduling with ability grouping in all subjects for the top 20% of all fourth through sixth graders. There is a special project in Hutchinson, supported by federal funds, which involves gifted children from seven surrounding counties. A federally funded television project in Duluth has been discontinued.

Some of the newer approaches to learning such as individually prescribed instruction, modular scheduling, and ungraded primaries, allow for greater differences among children and provide better education for all, whether they are gifted, disadvantaged, handicapped, or whatever, without the need for special compensatory education or labelling of children.

C. Provision of Professional Services

Another factor which can lead to unequal educational opportunities concerns teachers and other staff members. A child may be deprived of an equal opportunity for education if his teachers are poorly trained, or if his school has so few teachers that they are overworked or teaching outside their areas of competence, or if his teachers withhold part of their services, or if specialists he may need are not available to help him.

Teachers

In 1966 in school districts with less than 250 secondary pupils over half the elementary school teachers had less than four years of college training. Nearly all secondary school teachers (over 99%) in Minnesota had a bachelor's degree but only 21% had a graduate degree while the national average was 34%. In addition, the distribution of teachers with advanced degrees was uneven throughout the state; the 27 schools with 2500 or more secondary students averaged 37% while the 56 schools with from 150 to 199 pupils averaged 7%. Thus if college degrees are any indication, it appears that some students are not able to enjoy the benefits of the best trained teachers.

In recent years many opinions have been voiced by people both in and out of the education field about the training of teachers and the criteria for their certification. In general, academic people think more emphasis should be placed on subject matter, what is to be taught, and professional educators want the emphasis on methods of teaching, how it is to be taught. Certainly both are necessary. In James B. Conant's book, The Education of American Teachers, he concludes that the two words freedom and responsibility characterize his position. "The state should allow each college and university the maximum degree of freedom to develop its own program. Each institution should assume the maximum degree of responsibility for those graduates it certifies as

competent to teach." He thinks that once free competition becomes possible in any state, the academic professors and professors of education will join hands to enhance the reputation of their particular institution.

At the present time regional organizations wuch as the North Central Association and NCATE (National Council for Accreditation of Teacher Education) have a great amount of influence on requirements for teacher certification. These organizations are at present controlled by the professional educator groups. Mr. Conant thinks they should have a broader base of representation including members of the scholarly disciplines and informed representatives of the lay public.

In general, requirements for certification in Minnesota include a degree from a college or university with approved teacher training program including for elementary teachers, 45 quarter hours (or equilvalent) of education and for secondary teachers, 27 quarter hours (or equivalent) of education. Both must include at least 6 quarter hours of student teaching. In certain areas specific courses are also obligatory (required). Requirements for special education teachers are quite detailed. A college degree is not mandatory for secondary teachers in trade and industrial fields, but they must have occupational competence acquired through work experience.

Limited certificates are issued at the discretion of the State Department of Education. At the end of September 1968 less that 3% of Minnesota's 46,000 teachers were teaching on limited certificates. In 1966 nearly 6000 elementary school teachers held life certificates, many of which were obtained under no longer existing standards that were below the current minimum. Recognizing the teacher's need to keep up-to-date in our rapidly changing society, the State Department of Education no longer issues life certificates.

When teachers have too heavy a workload or are expected to teach subjects in which they have little or no training, their students may be deprived of equal educational opportunities. In secondary schools with less that 200 students, 70% of the teachers had to prepare for four or more different classes, as contrasted with 5% of the teachers in schools with 2500 or more pupils. Teachers in smaller schools also carried heavier extracurricular loads. In districts with less than 200 high school students, over half the teachers had to teach in two or more fields, in many cases including a field outside their major or minor areas. Can teachers do their best for each child in these situations.

Since these conditions are most prevalent in small schools, they could be alleviated by the reorganization of schools into larger districts, as mentioned before. In larger schools each teacher can be more of a specialist and the extracurricular activities also can be spread around to a greater degree.

Another method reducing the pressure on teachers, being used particularly in inner-city schools, makes use of auxiliary personnel such as teachers' aides and volunteers. These helpers not only can relieve teachers of many of their nonteaching chores and allow them to devote more time to teaching, but they can also help to enrich the students' experiences. Some teach a special skill such as music, painting, knitting, or lead a junior Great Books discussion group, or show slides from travels, etc. Others give special help and attention to those children needing it by tutoring them, usually on a one-to-one basis, in reading, math, etc.

When teachers refuse to handle extracurricular duties because of problems in negotiating salary disputes, their students are deprived of educational opportunities until the dispute is settled. Many districts

particularly in the suburbs, had this problem in the fall of 1969. It seems likely that the law concerning teacher-school board salary negotiations will be changed in the next legislative session.

Other Professional Personnel

A child who needs the services of specially trained personnel such as counselors, psychologists, social workers, or teachers trained to work with the handicapped is deprived of equal educational opportunities if such services are not available to him. In 1966, 91% of the school districts with secondary enrollment under 300 lacked certified school counselors. Only 10% of such specialists as speech correctionists and psychologists were employed in districts with fewer than 1500 high school students. Of the 351 librarians serving secondary schools, only 17 were located in districts with fewer than 1000 secondary pupils. The lack of special services may be due in part to a shortage of adequately trained people. Another aspect of the problem, however, is that the children needing a certain service may be scattered so sparsely around the state that no one school district can afford to hire the necessary personnel. Generally speaking, new programs to educate the handicapped are being established faster than the required numbers of specialists are being trained. Much more inservice training for regular classroom teachers and administrators is needed to help them recognize early the learning problems and emotional difficulties of children who could benefit from special services, Early detection pays off in two ways: (1) it permits prompt professional assistance before the problem is compounded, and (2) it makes possible the best use of scarce specialists.

The consolidation of small school districts to form larger districts may make it feasible to hire at least some of the necessary educational specialists. Interdistrict cooperation is another possibility. Several

districts could band together to hire a psychologist, for instance.

Regional Organizations

Considerable interest in somewhat broader cooperative arrangements has been evident in recent years. Since 1960, six educational research and development councils (ERDC) have evolved in Minnesota. These are voluntary cooperatives created to provide educational services over a broad geographical area. Services differ, depending on local needs. Some councils are research oriented while others are primarily service agencies. Since they rely heavily on federal financing, their continuation is uncertain. Membership in the councils is somewhat hazy and their boundaries are not clearly defined. They have been developed as a result of local initiative, however, and this indicates an awareness of the need for some sort of regional service units in Minnesota.

The Joint Exercise of Powers Act and the availability of federal funds have led to the formation of other cooperative ventures such as the Montevideo Media Center, the Mankato Edu-Cultural Center, and other special education cooperatives. As an example of what these projects can provide: the Mankato Edu-Cultural Center offers a seven-county area such services as the use of a computer; an extensive film library; remedial reading consultants who work extensively with teachers; cooperative identification of students who need special education and cooperative utilization of funds available for that purpose; psychological testing service with follow-up conferences and referral for parents and teachers. The center collects and distributes information concerning all types of cultural activities, educational conferences, programs, and various funding programs for which the schools might qualify. Small music and drama groups have been sent to the schools; children have been bussed to symphony concerts and plays; an art mobile toured the area,

as did a ceramist. These cultural services are being poased out, however, as federal funds are not renewed. State and local support has not been supplied.

In an effort to coordinate these types of services, prevent duplication of programs, and ensure equal educational opportunities for all Minnesota children, the State Department of Education is encouraging the establishment of eleven educational service areas coinciding with the planning and development regions as designated by Governor LeVander. These would be known as Minnesota Educational Service Areas (MESA). The areas would be governed by a local board of directors and financed by local, state, and federal funds. The Department is recommending that these services areas develop programs and services for their local school districts in the following categories:

- o Administrative services
- o Curriculum development
- o Data processing
- o Educational television
- o Evaluation and research
- o Inservice training
- o Media centers
- o Publication and dissemination of materials
- o Pupil personnel services
- o Regional planning
- o Secondary, post-secondary, and adult vocational education
- o Special education
- o Teacher personnel services
- o Vocational rehabilitation

D. Discrimination

Another factor which can prevent some children from enjoying equal educational opportunities is d.scrimination. There may be discrimination against poor children, or handicapped children, or any other special group, but most is directed against children of any other special group, but most is directed against children of racial minorities. It may be evidenced in textbooks, or in the attitudes of teachers, administrators, or communities. It may result in lower educational standards in schools with high proportions of minority students. Because some children live in racially isolated communities and go to schools with no children of other races, they may be deprived of a realistic preparation for life in a multi-racial society.

Textbooks have changed considerably in recent years. Attempts have been made to make them more meaningful for all children, the objective being to help all children develop a healthy, positive self-image with pride in their own race. Each race has a rich cultural heritage and all children should learn not only about their own background hut also something of other races and their cultures.

Some changes are being made in history books and courses, but they are coming slowly. For example, a textbook called Minnesota, Star of the North which describes Indians as "savages," "Heathen," and "always lazy" is just now being phased out of the Robbinsdale schools and was removed from Minneapolis and Duluth public schools last year. The viewpoint of most history books has been very biased. Americans who fought wars to defend their country are depicted as patriotic and good but Indians who did the same thing are usually labeled blood-thirsty savages or something similar. The history of black people in our country has been almost entirely excluded from the courses taught in our schools.

It is hoped that the new Minnesota Indian Education Committee will be able to help school districts initiate some much-needed reforms in Indian education. The committee has been working with the State Department of Education since January 1969 to improve education both for and about Indians. One of the things they are doing is making a list of textbooks acceptable for use in public schools.

The attitudes of teachers and administrators can affect children's attitudes and their opportunities for equal education. If teachers don't expect a child to do well, chances are he won't. If a child is constantly looked down upon, chances are he will soon look down upon himself. A social worker reports that the principal of a public school in Minnesota with both black and Indian students told her and other school personnel that whites are first class citizens, blacks are second class citizens, and Indians are third class citizens! It seems unlikely that the students in that school are unaware of their principals attitude.

Sensitivity training for teachers has been used in some school districts in attempting to improve attitudes and increase teachers' sensitivity to the needs and feelings of others. Although qualified black and Indian personnel are in short supply, many school districts have been able to hire minority teachers and other staff members. The Minneapolis School Board recently hired their first consultant for Indian affairs.

Schools with a large proportion of minority students may not offer them equal educational opportunities. In the past such school populations were usually housed in the oldest buildings, had the poorest facilities, and were assigned the poorest teachers in the school district. The education offered was not relevant to the students' needs; instead it was designed to fit them into the white middle-class mold. While many changes have been made in the last few years, these students probably are still

not achieving at the same level as students in predominantly white schools.

To speed up the elimination of racial imbalance and de facto segragation in Minnesota public schools, the State Board of Education is considering the adoption of guidelines for determining the minimum and maximum number of minority students a school should have. The percentage of minority enrollment in each school district as a whole would determine the minimum and maximum for each school within that district. Since most school districts in Minnesota have no minority residents, their students are racially isolated. The State Department of Education is suggesting that such schools should include information on other races in their curricula and make every effort to prepare their students for life in a multi-racial society.

E. Provision of Financial Support

Money is one of the most important factors influencing a child's educational opportunities. He is deprived of equal opportunities if the district in which he happens to live does not have enough money to provide the buildings, equipment, supplies, teachers, other staff members, and special services that he needs.

Foundation Aid

The money distributed to local school districts as foundation aid represents the State's major effort to equalize educational opportunities throughout Minnesota. It is intended to make up, at least partially, for the differences in tax bases among school districts. For example among school districts in Minneapolis and its suburbs--Anoka-Hennepin, Bloomington, Osseo, Robbinsdale, and Brooklyn Center--receive at least 50% of their operating budgets from state aids. Districts with larger tax bases--St. Anthony, Hopkins, Minneapolis, and St. Louis Park--receive less than

30% of their operating budgets from the state. In spite of this, however, foundation aid falls far short of providing truly equalized support for all schools. For example, among the same school districts, some are able to support a high level of expenditure (excluding transportation, capital outlay, and debt costs) per pupil with a relatively low property tax while others must levy higher property taxes to provide a lower level of expenditure per pupil. Minneapolis taxpayers pay about $128 per year on an $18,000 house to support an expenditure of $598 per pupil while Fridley taxpayers must pay about $292 per year on a similar house to support an expenditure of only $475 per pupil. Edina and Golden Valley taxpayers support relatively high expenditures with comparatively low tax rates while taxpayers in poorer districts such as Osseo and Brooklyn Center must pay higher taxes to provide relatively lower expenditures per pupil. Among school districts in the state in 1968, the amount of money spent on operating and maintenance costs varied from $300 to $475 per pupil.

Another indication that the foundation aid is not accomplishing its goal is the fact that some school districts, even with foundation aid, must apply for emergency aid every year in order to operate their schools. Centennial, a suburban district north of St. Paul, is one of those which cannot operate its schools without emergency aid. In spite of relatively high foundation aid and a local tax effort which is consistently among the highest in the state, the district cannot raise enough money to run its schools because it has a very small tax base (no industry and relatively low-cost housing) and a large number of children to educate.

Foundation aid, using the present formula, does not sufficiently equalize educational opportunities first because it doesn't recognize all the factors involved in a district's ability to pay or all the costs of

of education and second because only about 42% of it is given on an equalization basis. Since each district is guaranteed a minimum of $133 per pupil unit, that much of the foundation aid is actually on a flat grant basis. Only that aid over and above the minimum is used for equalization. If all state aids are considered, the equalization portion is about one-third.

Ability to Pay. The formula uses property valuations as the only measure of ability to pay. Many people think that per capita income is a more accurate reflection of ability to pay. Some districts with high property valuations have many residents with little ability to pay for schools. This is true, for example, in the central cities which have high property valuations even though many residents have low-or fixed-incomes. About 30% of the homeowners in both Minneapolis and St. Paul are age 65 or over. Most of these people are on a fixed income which does not increase each year as do school (and other) costs. These statistics from Minneapolis illustrate the general situation in the central cities. In 1960, 68% of all Minneapolis families had an income of $7,000 or less. Although only 14% of Minnesota families lived in Minneapolis in 1960, the city contains 28% of Minnesota families receiving aid to families with dependent children (AFDC), 82% of Hennepin County AFDC families, and 79% of Hennepin County elderly. Eighty-five percent of persons receiving old age assistance in Hennepin County live in Minneapolis.

The central cities are not the only areas of the state with large proportions of low-income families. In 1960 the median family income in 40 counties was under $4,000. But these regions generally do not have high property valuations. Therefore, most of the school districts in these areas receive larger amounts of foundation aid and do not need to rely to as great an extent on property taxes for school support as do the

central cities.

Another factor which cuts into the ability pay for schools in first class cities is the relatively high municipal costs. These costs, paid from property taxes, reduce the amount left to pay for schools. In Minneapolis just over 38¢ and in St. Paul just over 39¢ of the property tax dollar goes for schools, while 29 other school districts in the seven-county metropolitan area all spend over 50¢, and 24 spend over 60¢ per property tax dollar for schools. This "municipal overburden" is not taken into account in the foundation aid formula.

The ability to pay for schools is reduced in some cities and villages because of high special assessments - also with taxes on property. When communities must finance large capital expenditures such as those for sewers, municipal water systems, etc. the ability of their residents to pay for schools is reduced. The foundation aid formula makes no allowance for this situation, however. These communities are often the same ones that are growing rapidly and consequently must build many new schools, too.

Needs. Besides not measuring ability to pay very accurately, the foundation aid formula does not acknowledge all the costs of education. Capital expenses such as those for new buildings, renovating older buildings, or acquiring school sites; expenses of paying off debts; and the extra costs of educating the disadvantaged, the handicapped, the gifted, or those living in isolated areas are not considered in determining foundation aid.

For the rapidly growing school districts that must build a new school every year - and sometimes more than one - capital outlay and debt service are very important, costly items. These costs have become so large in Anoka-Hennepin for example, that the school board may have to apply for emergency aid this year in order to have enough money to

operate the schools. Older districts faced with replacing or renovating older buildings have a similar problem. Many old buildings are used long after they ought to be replaced, or at least remodeled, simply because of the high costs involved. Minneapolis is using 19 buildings over 88 years old. The foundation aid formula does not take these costs into account, and there are no other state aids for this purpose. All capital expenditures and debt service costs must be paid from local taxes.

The foundation aid formula recognizes some differences in costs of educating children of various ages: elementary students are counted as one pupil unit, kindergarteners as half a unit, and secondary students as one and one-half pupil units (1.4 units beginning next year). It does not recognize, however, the extra costs of education certain students. For example, in 1967-68 St. Paul spent nearly four times as much per pupil to educate physically handicapped children as it did to educate regular elementary students. Students in other special education classes cost about 2 1/4 times as much per pupil as did elementary pupils. In Minneapolis education of the handicapped costs from $100 to $600 above what it costs to educate a child in a regular classroom.

There are special state aids which cover part of these extra costs. The State pays 60% of the salaries of all special education personnel up to a maximum of $5,300 per salary; it also pays $50 per child for supplies and equipment. Since these state funds cover only part of the extra costs, districts must make up the difference with local monies. This is an added drain on those districts which have large numbers of handicapped children, such as the central cities.

Handicap	Percent in 3 First Class Cities
Educable mentally retarded	33.8
Trainable mentally retarded	33.1
Deaf	80.5

Handicap	Percent in 3 First Class Cities
Visually handicapped	51.7
Crippled	78.2
Speech impaired	12.9
Special learning disabilities	74.1
Homebound hospital domiciled	32.4

Compensatory education and special teaching aids for children from low-income families are other added costs not considered in the foundation aid formula. Here again the central cities bear much of the extra burden. For example, 20% of the public school students in Minneapolis come from low-income families as defined by Title I of the Elementary and Secondary Education Act, and 10% come from AFDC families. These are often the same children who exhibit a high degree of mobility. In Minneapolis half the elementary, one-third of the junior high, and three-tenths of the senior high average daily membership changed schools during one year. The high rate of absenteeism among these children reduces the amount of foundation aid a district receives since aid is based on average daily attendance.

The 1969 Legislature added some special aids to cover part of the extra costs involved in educating disadvantaged children. These include: money for rental or purchase of talking typewriters (used for remedial reading), $30 per student from a family receiving AFDC payments if such students comprise 20% or more of the schools' population, $30 per Indian student (if payment is not being made under the previous provision), and aid for inservice training courses in human relations for teachers and administrators in schools with 50 or more racial minority children. These aids do not cover all the extra costs but they do give some assistance to the districts serving most of these students.

Schools which provide special programs for gifted children do not receive any state aids to help cover the extra costs. Consequently, most schools offer nothing extra to help these children fully develop their abilities.

Foundation aid does not make allowance for the high costs of transportation or the problems incurred by the extremely sparsely populated regions of the state. School districts do receive special transportation aid but it does not always pay all the costs. Also, in some areas the distance combined with Minnesota winters make it impractical to assemble enough students for a really efficient school. If these children are to have equal educational opportunities, the costs will undoubtedly be high. At the present time the state is doing little to help pay these costs.

Levy Limits

In distributing foundation aid unequally, with poorer districts getting more and richer districts getting less, it is assumed that wealthy districts can raise more money locally. But since districts are limited by state law as to the amount they can raise locally, this is not always true. Minnesota has had a levy limitation since 1921. It was a reaction to the alleged high rates of spending by school districts on the iron range. At that time the levy limit was $60 per capita (total district population, not pupils). The rate, of course, has changed several times since then. In 1969 it was raised from $326 to $390 per pupil unit (subject to adjustments based on the consumer price index). Golden Valley, Rochester, South St. Paul, and districts in Ramsey County are exempt. Hennepin County districts have a limitation, but due to special legislation, their limit is higher than that in the rest of Minnesota. About 40 districts sought relief from the 1969 Legislature but none was granted except a change in the

general law.

Because wealthy districts get less foundation aid than poorer districts and the dollar amounts each may raise locally are equal, richer districts are not permitted to spend as much per pupil as poorer districts. On the other hand, taxpayers in the poorer districts may not be willing to pay the high mill levies necessary to raise the total amount permitted under the levy limitation, so they may not actually spend as much per pupil as the richer districts. Some districts, however, receive so little foundation aid that they need to raise more money locally than the levy limitation permits.

The Burnsville School Board has filed suit against the state limits on school tax levies. The board claims the levy limitations are a violation of the Minnesota Constitution which requires a uniform system of public schools and since some schools are exempt and some have higher limits, the schools are not uniform. The West St. Paul school district has joined Burnsville and others are expected to support them also. The limit could be raised and made uniform for all districts or it cound be eliminated as some legislators are proposing.

Transportation Aid

The state pays school districts 80% of their transportation costs up to $60 per pupil. Only independent school districts are eligible, however, and only those with at least 18 sections of land (or 12 if the district was operating before 1957). At the present time 16 districts receive no regular transportation aid. Any district may receive 80% of the costs up to $225 per child for transporting handicapped children. This does not always cover the actual costs - or even 80% of them. In Minneapolis, for example, it costs $323 a year to transport a visually handicapped child and $370 to transport a crippled child. The difference, of course, is paid out of local taxes.

Some Minneapolis statistics lead one to question whether or not some children are being deprived of equal educational opportunities because their school district does not receive transportation aid. One in every nine Minneapolis students is a member of a racial minority. Over 50% of the Indian elementary students attend 4 of 68 elementary schools and 77% of the black elementary students attend 8 of these schools. Five Minneapolis schools have a student body of more than 50% racial minority children. One of the ways to overcome racial segregation is by busing children to other schools. Minneapolis gets no state aid for transportation (except for the handicapped) and consequently has remained tied to the neighborhood school system.

It is interesting to note that school districts getting transportation aid may now receive reimbursement for transporting non-public school students, while no payments are made for public school students in some districts.

Federal Aids

A number of federally funded programs affect the educational opportunities of Minnesota children. (For a listing of major types of federal aid in Minnesota, see appendix .) The ones involving the largest amounts of money and having the greatest effect on equality of educational opportunity are the Elementary and Secondary Education Act of 1965, and the Vocational Education Amendments of 1968.

The Elementary and Secondary Education Act (ESEA) covers many areas and every school district will feel its influence to some extent. More than three-fourths of its funds are distributed under Title I which is meant to aid children who are educationally deprived because of economic or social factors. Aid is based on the number of pupils from families with incomes below the poverty level, plus those from AFDC families, plus children in foster homes. Although the aid is determined

by economic deprivation, the programs set up by a school district can include any child who is one or more years below grade level. These funds are used to develop remedial or therapeutic programs for elementary and secondary pupils. Local schools are encouraged to provide preschool programs for disadvantaged youngsters. These funds can also provide inservice training for teachers in human relations and techniques appropriate to the needs of disadvantaged children.

The purpose of Title III of ESEA is to stimulate creative and innovative programs and to establish supplementary educational service centers. As examples of some of the things being done in Minnesota under this title: educators in Rochester will develop and revise social studies and language arts programs, kindergarten through twelfth grade, to give students accurate information about racial and ethnic minorities. Minneapolis public schools will establish a regional center to diagnose and prescribe individual instructional plans for handicapped children and to provide teachers with diagnostic skills and training.

Title VI funds are used for efforts to make special education services equitably available to all Minnesota handicapped children.

Title VII funds projects intended to lower the dropout rate. Since Minnesota has the lowest dropout rate in the nation, our participation is in the form of a pilot project to combat the dropout rate of Indian students both on reservations and in cities.

The Vocational Education Amendments replace all the previous aids in this field except the original Smith-hughes Act of 1917 which provides funds for courses in trade and industry, agriculture, and home economics. The new vocational act authorizes funds for maintaining, extending, and improving existing programs of vocational education

and for developing new programs. Part of the funds are earmarked for programs for the disadvantaged and handicapped, exemplary and innovative programs, residential schools, consumer and homemaking education programs, cooperative education programs, work-study programs, curriculum development, and leadership and professional development programs.

A number of federally funded programs encouraging innovation are available to any school district. Unfortunately, it is often the district in greatest need--the small school or the poor school--that is least able to participate. In many cases these schools do not have the staff to investigate the possibilities or to write acceptable applications for receiving funds. In addition, these schools are often the ones least able to implement the innovations which might substantially improve their educational programs.

Alternative Methods of Financing

A number of individuals and organizations in Minnesota, in the nation, and abroad have made many different proposals for changes in financing education. These range from minor to major changes but nearly all suggest that the State should pay a larger proportion of school costs than is now the case.

Perhaps the most drastic change that has been proposed would give financial aid to each child rather than to school districts. The amount of aid could be adjusted according to each child's individual needs and he could attend the school of his choice. Although it would require a more radical change than appears likely, it might help to emphasize the child more than the school, might encourage more individualized education, and might help to eliminate the neglect of some children which sometimes occurs under our present system.

ACIR Proposal. The Advisory Commission on Intergovernmental Relations, a federally appointed bipartisan commission of 26 members representing all levels of government, recently completed a year-long study of state aids to local governments. They say, "State assumption of primary responsibility for public elementary and secondary school financing stands out as one practical way to achieve substantial parity of resources behind each pupil. As long as local school districts have wide latitude in setting their own tax levels, great variations in both wealth and willingness to tax will produce significant differences in the amount of resources behind each student and consequent differences in the quality of education itself.

"Increasingly, the cost and economic consequences of high quality and low quality education are felt well beyong the boundaries of the local school district. No student should be denied an adequate educational opportunity because of the accidents of local property tax geography."

The Commission recommends that states pay a large share of education costs and local supplementation be restricted to not more than 10% of the state's share. They think failure to restrict local participation would undermine the objectives of equal educational opportunities and of making more of the property tax available for municipal and county use.

Michigan. The Governor of Michigan has proposed a shift in the financing of their schools from local communities to the State. His plan calls for a uniform statewide property tax levy for schools and payment of an increased portion of school costs from the state income tax. It would reduce inequities in the amount of money spent on each pupil and would shift the most rapidly rising part of the property tax - that for schools - from the local community to the State. Many people believe

that a state levy and distribution of the property tax is the best way to overcome the inequities in the property tax base among local districts.

New Brunswick. The Province of New Brunswick, Canada has recently undergone a major overhaul of its entire local governmental system, including schools. Their 422 school districts have been reduced to 33 with the elimination of many one-room schools with grades one through twelve, although two still remain. The Province has taken over all financing of education, including capital outlay and debt retirement, and there is a provincial salary schedule. Before the change the Province supported about 10% or 11% of school costs. Now to pay all education costs they have a high income tax which is a percentage of their federal tax, a sales tax which was increased from 5¢ to 8¢, and a provincewide property tax of $1.50 per hundred dollars of market value.

The out-migration of teachers has been reversed but they find that teachers are still not eager to teach up in the north woods even if the pay is the same as in the city. Although they still have local school boards, the Province has veto power over curriculum, school sites, buildings, etc. This sometimes leads to patronage and many local groups demand large buildings, pad their budgets, etc. The provincial veto power has curtailed innovations and educational advances and encourages mediocrity. They now believe their mistake was in the total take-over without leaving some local responsibility. Some say they tried to do too much too quickly without enough citizen participation. Others believe their schools have been improved in spite of the problems.

Legislator's Views. Recently expressed opinions of some Minnesota legislators include the following. Senator Holmquist, Grove City conservative, thinks the State should not pay all maintenance costs of education but should support a basic level of education. Then local districts

should be able to supplement this amount if they wish. He wants to encourage innovation and creativity at the local level.

Representative Roy Schulz, Mankato conservative, has proposed that the State pay all education costs except those for construction and debt service. He says this would reduce school property tax levies by about 75% and could be paid for largely by eliminating the federal tax deduction on state income taxes.

Representative Harvey Sathre, Adams conservative, would like to see the State set a uniform teachers salary schedule and pay all salaries with state funds. He believes Reporesentative Schulz's proposal goes too far.

Representative Martin Sabo, Minneapolis DFLer, is encouraging equalization of school-aid funds which he believes should provide 75% to 80% of operating costs but not all of the costs.

Domain Report. The Bureau of Field Studies and Surveys, College of Education, University of Minnesota, prepared a report entitled Education 1967, A statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota, commonly referred to as the Domian Report after the study's director. The study recommended that the State increase its share of educational costs to approximately one-half and that maintenance, capital outlay, and debt service costs be included. It further suggested a new formula for determining foundation aid. Factors influencing the new basic aid would include: an average cost for maintenance, capital outlay, and debt service; and the adjusted assessed valuation of property per pupil unit in average daily membership. Pupils would be weighted as follows: kindergarten - 1/2 unit; elementary - 1 unit; secondary - 1 1/4 units; and vocational-technical - 1 1/2 units. The basic aid would then be adjusted according to the training of staff members, the length of the school year, the ratio of pupils to certified

staff, educational overburden, and the penalty against small schools, if applicable. Staff training would be rated as follows: those without degrees - 0.9; with four-year degrees - 1.0; and advanced degrees - 1.1. The average for the total staff would be the factor for adjusting the basic aid. Districts would also have their basic aid increased by 1/175 for each day they are in session beyond 175 days per year - or reduced by a like amount for each day less than 175. A penalty of from 1% to 3% of their basic aid would be charged against districts with more than 23.5 pupils per certificated staff member. First class cities would get an additional 10% in recognition of their educational overburden. To encourage district reorganization, any school district fewer than 1,500 students in grades one through twelve, unless it encompasses an entire county, would receive only 75% of its basic aid.

The report recommends that the portion of receipts from the sales tax allocated to school districts should be distributed as part of the foundation aid. In addition to foundation aid the state should provide 60% of transportation costs. Aids for handicapped and other special education services should also be distributed separately from foundation aid.

School Superintendents. Another proposal, concerned with providing extra aid to school districts with unique educational costs, was presented to the 1969 Legislature by a group of school superintendents. Rather than the flat 10% additional for first class cities as the Domian Report proposed, this group suggested that a list of factors which give an index of the educational environment be used to devise a formula for the distribution of extra aid. They identified three problem areas: (1) change in enrollment, (2) tax overburden, and (3) socio-economic conditions.

Within the area of tax overburden they would consider:

- o current adjusted assessed valuation per pupil unit
- o current adjusted maintenance expenditures per pupil unit
- o debt service per pupil unit
- o proportion of school property tax to total property tax
- o proportion of special assessments to total property tax

Their suggested socio-economic indicators were:

- o proportion of the number of persons age 60 and over
- o proportion of the number of persons age 25 to 59
- o proportion of the number of persons 24 years or less
- o proportion of families receiving AFDC
- o proportion of enrollment who are foster or neglected children residing in foster homes
- o proportion of the district enrollment from low-income families
- o educational level and median years of schooling of the population aged 25 and over
- o proportion of students who fall below accepted educational competence as determined by Standardized tests approved by the State Board of Education
- o per capita income

This proposal was not adopted by the legislature but a little money was appropriated in the form of special aids to ease slightly the educational overburden of the central cities. (See page .)

Related Proposals. Proposals have also been made for reducing the fiscal disparities among communities and school districts in the metropolitan area. One advanced by the League of Minnesota Municipalities involves the levying of a uniform tax throughout the metropolitan area. They suggest a 1 1/4% gross income tax, a 2% sales tax, or a 35 mill pro-

perty tax in that order of preference. Half the revenue from such a tax would be distributed to the school districts on the basis of need and ability to pay. A system of weighted pupil units, including extra weighting for "high cost children," would be used to determine need. Ability to pay would be based on assessed valuation per pupil unit per capita personal income.

The Citizens League has also presented a proposal for reducing fiscal disparities in the metropolitan area. They suggest that 50% of the growth in the commercial-industrial assessed valuation in the metropolitan area should be shared among all communities and school districts in the area according to population.

Another proposal of the Citizens League is aimed at getting a better return from the school tax dollar. To accomplish this they recommend: (1) employment of auxiliary personnel to perform tasks which do not require a college degree, (2) establishment of a "differentiated staffing plan" by which teaching personnel are classified on the basis of their jobs and responsibilities and compensated accordingly, (3) adoption of 12-month salary schedules with adjustments for fewer months of employment, and (4) separation of the roles of professional educators and business administrators.

APPENDIX

A. Local school district organization

B. State Department of Education organization

C. Foundation aid formula

D. Legislative appropriation for education 1969-70 and 1970-71

E. Major federal aid to Minnesota public schools 1968-69

CONCLUSION

From this broad and admittedly general overview of the education scene, it is clear that inequalities in educational opportunity do exist in Minnesota. Some are glaring; others are more subtle. It is also clear that many educators, administrators, school directors, legislators, and concerned citizens recognize the need for remedial action. Through the gloom, signs of progress are visible. In more ways and in more situations than we realize, perhaps, innovative ideas are being put into practice. And the all-important question of how to arrange for more equitable financing is receiving serious consideration at both the state and federal levels.

But resistance to new programs, new methods, and new educational objectives is vigorous, too. Alarm over the seemingly unprecedented rebelliousness of today's youth has engendered demands for more, rather than less, rigidity in the educational system: more authoritarianism; higher academic standards for everybody without regard for individual differences; less freedom of choice; more emphasis on the three R's and little (or none) on programs designed to encourage social interaction, deal with the students' emotions and personal concerns, and prepare them more adequately for life in a complex and rapidly changing world.

If equality of educational opportunity is our goal, and if its achievement requires the provision of programs that meet the individual needs and interests of all children so that each child may develop fully his own potential, whatever it may be, then <u>flexibility</u> rather than rigidity must surely be the watchword. Individualization of education is not an impossible dream. It is happening in a number of schools in all parts of the country -- right now. Is Minnesota ready to move faster in that direction? Do you want it to? If you were to set down your own priorities, what would the list contain? What changes would you work for first?

A GAME FOR INSOMNIACS

Some night when you can't sleep anyway, try this on for size: "In the classroom system, time is fixed, and completion is the variable." So says Leslie A. Hart, author of a new book entitled The Classroom Disaster. Hart would reverse the plan--would make completion the fixed factor and time the variable. His thesis is: Some students master a given amount of work in a given period--a semester or a school year--while others master only fragments. Yet most of these others are moved along despite the gaps and weaknesses in their preparation. But if time were the variable factor we would predetermine (for each phase) what must be learned, including basic concepts. "How long it takes," he says, "we really don't care, so long as delay is not caused by some negligence or failure of the school." To make it possible and palatable for all children to master the fundamentals, he would utilize individual instruction, team teaching, modular scheduling, teachers' aides, counseling, research, new technologies, and other imaginative approaches.

Hart is not an educator. He is a playwright, an advertising man, and a very concerned parent. After eight years of research during which he interviewed a host of educators and visited schools of many types, Hart is convinced that our children are the victims of the classroom and that this "monster" must go.

[1969] Borg

PROPOSALS FOR CHANGE IN THE FINANCING OF EDUCATION

Despite the rise in educational costs, it is important to keep this rise in perspective relative to other expenditures. For example, according to the U.S. Department of Commerce, a total of $31 billion was spent on elementary and secondary education, both public and private, in the United States in 1967. This is 3.9 percent of the gross national product or 5.6 percent of disposable personal income. In that same year expenditures for tobacco and alcohol were $23.6 billion and for recreation, $30.6 billion.

The Advisory Commission on Intergovernmental Relations, a federally-appointed bi-partisan commission of twenty-six members representing all levels of government, has issued a statement: "State assumption of primary responsibility for public elementary and secondary school financing stands out as one practical way to achieve substantial parity of resources behind each pupil." They feel that no student should be denied an adequate educational opportunity because of the accidents of local property tax geography. They further feel that counties and cities have been constrained from adequate use of the local property tax through heavy use by school boards. Since 1942, local schools have increased their share of receipts from local property taxes from less than one-third to slightly more than one-half of all local property tax revenue. They state that budgetary considerations may dictate a somewhat gradual rather than immediate substitution of State tax dollars for local property tax receipts. The Commission points out that 20 or more states could assume responsibility for substantially all public school financing if they made as intensive use of personal income and sales taxes as the "heavy-user" states now make on the average. When viewed with the potential decrease in property tax, State assumption of responsibility loses its idealistic case.

To implement their concept of state support for education the Advisory Commission on Intergovernmental Relations have prepared suggested state legislation in which the state will pay the large share of the bill and local

supplementation is restricted to not more than 10% of the State's share. It was felt that failure to restrict local participation would undermine the objectives of creating a fiscal enviornment more conducive to equal educational opportunity and of making more of the property tax available to finance the general functions of local government.[1]

In the area of financing, the Domian Report, Education 1967, a Statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota prepared by the Bureau of Field Studies and Surveys, College of Education, University of Minnesota and published in August of 1967, recommended two major changes: that the state increase its share of educational costs to approximately one-half and that it include maintenance, capital outlay and debt service costs.

It further suggested a new formula for Basic Foundation Program Aid. The base amount used in computing the Foundation Program Aid should be computed by the following procedure:

1. Average the maintenance, capital outlay and debt service costs of all districts enrolling more than 1,500 pupils which are between the fortieth and sixtieth percentiles in adjusted assessed valuation (EARC) per resident weighted pupil in ADM.

2. Exclude from computation districts that have a high proportion of nonpublic school enrollment or are subject to unique conditions. For 1965-66 ~~the cost of~~ the cost of the Foundation Program was computed at $578 per weighted pupil in ADM. This included maintenance at $495 and capital outlay and debt service at $83 per weighted pupil in ADM. For the 1969-70 year the Base Foundation Program amount would be $694 per weighted pupil in ADM.

The report further recommended that a State Support Index be established to compute the amount of State Foundation Aid per resident weighted pupil in ADM for each school district. The index is to be applied to the Base Foundation

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[1] State Financing of Public Elementary and Secondary Schools

Program Amount or the district's actual Foundation Program cost, whichever is least.

STATE SUPPORT INDEX [1]

State Support Category	EARC Per Resident Weighted Pupil In ADM	State Support Index
1	Less than $1,4000	.90
2	$1,400-1,699	.88
3	$1,700-1,999	.86
4	$2,000-2,299	.84
5	$2,300-2,599	.82
6	2,600-2,899	.80
7	2,900-3,199	.78
8	3,200-3,499	.76
9	3,500-3,799	.74
10	3,800-4,099	.72
11	4,100-4,399	.70
12	4,400-4,699	.68
13	4,700-4,999	.66
14	5,000-5,299	.64
15	5,300-5,599	.62
16	5,600-5,899	.60
17	5,900-6,199	.58
18	6,200-6,499	.56
19	6,500-6,799	.54
20	6,800-7,099	.52
21	7,100-7,399	.50
22	7,400-7,799	.48
23	7,800-8,199	.46
24	8,200-8,599	.44
25	8,600-8,999	.42
26	9,000-9,399	.40
27	9,400-9,799	.38
28	9,800-10199	.36
29	10,200-10,599	.34
30	10,600-10,999	.32
31	$11,000-and over	.30

The report recommended that the amount of Basic Foundation Program Aid to a district be computed by the following formula:

This is average maintenance + capital outlay costs of districts between 40+60% in AAV per weighted pupil unit in ADM

Base Foundation Program Amount or the district's actual Foundation Program cost whichever is the lesser **x** State Support Index **x** Number of Resident Weighted Pupils in ADM **=** Basic Foundation Aid

The weighting of pupils in the computation should be based upon 0.5 unit per kindergarten pupil, 1.0 unit per elementary pupil, 1.25 units per secondary

1 Education 1967, a Statewide Study of Elementary, etc. p.422

pupil, and 1.50 units per area vocational-technical pupil.

Further, the Basic Foundation Program Aid for each district should be adjusted for the following factors: (a) staff quality index, (b) extended school year, (c) pupil-certified staff ratio, (d) education overburden, and (e) inadequate district organization.

The staff quality index is to be established in the following manner:

Non-degree--0.9

Four-year degree 1.0

Advanced degree 1.1

The total of all staff weighting is divided by the number of staff members to determine the Staff Quality Index. Foundation Program Aid adjustment for staff quality equals Basic Foundation Program Aid times the Staff Quality Index minus the Basic Foundation Program Aid.

An extended school year should be encouraged by applying the following adjustments to the Basic Foundation Program Aid:

School districts that fail to provide a school year of at least 175 days would have their Aid reduced by 1.175 for each day less than 175 days. School districts that have a year beyond 175 days would have their Basic Foundation Program Aid increased by 1/175 for each day of school over 175 days.

A further recommendation suggests that acceptable pupil-certificated staff ratios be established and that those school districts failing to maintain acceptable ratios have their Aid reduced in the following manner:

Category	Pupil-certificated Staff Ratio	Penalty
1	23.5:1 to 23.9:1	1%
2	24.0:1 to 24.4:1	2%
3	24.5:1 and over	3%

Education overburden was recognized in the Domian proposals by the recommendation of an added 10% to the Aid of cities of the first class.

The urgency of district reorganization enters the program with the proposal that any school district with fewer than 1,500 students enrolled in grade 1-12, unless it encompasses an entire county, receive only 75 per-cent of its Aid. The balance is to be held in abeyance until it becomes a part of a school district enrolling at least 1,500 pupils. Funds held in abeyance should not accumulate for more than five years, at which time funds should revert to the State School Aid Fund.

The Domian Report also insists that districts which do not make an acceptable local effort redeive a reduction in aid.* They feel that EARC (bp. 2) should remain the measure of taxpaying ability upon which the state bases the distribution of Aid until such time that uniform assessment practices and procedures are established. A thorough study should be made of tax exempt property and the impact of its rapid expansion on tax revenue. They believe that the portion of receipts from the sales tax allocated for school districts should be placed in the State School Aid Fund and be distributed on the basis of the Foundation Program Aid formula. In addition to at lease 50% support of the Total Foundation Program the state should provide 60% of the costs of transportation , plus special education support not to exceed $6,000 per special education staff member and 50 percent of the added costs of materials and equipment. Aids for handicapped and other special education services should be distributed outside the foundation formula. A state revolving loan fund should be established to provide funds to districts for financing construction of approved school buildings and that until this fund is large enough to meet all needs, the state guarantee all school district bonds, thus insuring the lowest possible interest rate on bond issues sold publicly.

*The initial payment of state aids should be based on the September estimate of ADM for the current school year.

Cont. on p. 12

The goal of the Citizens League Report, Stretching the School Salary Dollar is to press for a better return from the school tax dollar. In so doing they maintain that the basic system for allocating the instructional dollar must be changed and the productivity of the teacher increased by differentiating the teaching assignment and the compensation schedule.

The Citizens League Recommendations are four-fold:

1. Auxiliary Personnel — Employ teacher aids, persons without a certificate to perform responsibilities which do not require a four-year college degree. According to Frederick V. Hayen a national authority on teacher aids, one-fifth to two-thirds of the average teacher's time is spent with duties which do not require professional training—typing, keeping records, taking attendance, checking objective tests, handling audio-visual equipment, supervising lunch periods and study halls, and helping children with their coats and overshoes. Teachers are demanding that they be given time for professional duties. Limited research available on the use of aids in Minnesota has shown an improvement in the quality of education. The State Board of Education has adopted a position paper which indicates how teacher aids may be used, but the statement does not recommend that districts employ aids. State Baord regulations are silent on the use of teacher aids. One regulation calls for at least one teacher for every 30 pupils and the Citizens League report suggests that examination be made as to whether this ratio can be changed if aides are employed.

A position statement by the State Board of Education on the use of teacher aides states that aides may perform any duties the professional teacher may assign. In Minneapolis there are three classifications of teacher aides, and a fourth is planned. Aide I takes attendance, greets pupils and

cont. on p. V2

encourages pupil participation, corrects objective-type papers, prepares materials for the teacher, operates machines, arranges picture files, arranges interest centers, makes and uses flash cards, supervises small groups of children and listens to pupils read. Pay was $2.00 hourly for 1968-69.

Aide II helps students individually and in groups, helps children develop independent skills, such as reading and writing, arranges bulltin boards, makes work sheets and overhead transparencies, transfers marks to report cards, corrects workbooks, collects lunch money, prepares reports for office, compiles resource materials for the teacher, sets up appointments and conferences for the teacher and telephones parents. The rate of pay was $2.46 an hour.

Aide III performs instructional activities as prescribed by the teacher, carries out directed tasks in the limited absence of the teacher, assists the teacher in making daily plans, works with children who have special problems, works with small groups while the teacher is working with the larger group, prepares monthly attendance reports, participates in parent-teacher conferences, plans bulletin boards, assists the teacher in all areas of work, plans projects and helps children carry them out. Aide III receives $3.25 an hour.

Job responsibilities for an Aide IV haven't been determined, but she will have at least two years of college and will be in training for certification.

In all cases programs should be made available to allow aides to receive further training with the prospect of advancement.

In addition volunteers must be used to assist in schools. For example, Minneapolis has a community resource volunteer program in which individuals trained in many fields come into the classroom to enrich the curriculum. Also some schools have mothers who serve, unpaid in such capacities as monitoring hallways, or as resource center volunteers to help children find library materials and keep materials in order.

2. Compensation--the Citizens League recommends the establishment of a "differentiated staffing plan" by which teaching personnel are classified according to their different jobs and levels of responsibility and compensated accordingly.

Traditionally, the base salary schedule takes two factors into consideration: length of service in the systen and the amount of college training. This is known as the "single salary schedule". It provides annual increases, called "increments" year by year for 9-12 years. The school board has the authority to withhold increments, but rarely does. Some school districts encourage teachers to obtain additional training by allowing only very limited salary increases for teachers who choose to remain at the bachelor's degree level. The specific compensation level at each step in the salary schedule historically has been revised upward annually by each school board. About 75 percent of the teachers in the metropolitan area have not yet reached maximum salary for experience. Therefore, they are receiving each year an increase based on the regular increment for experience, plus the increase because the entire salary schedule is upgraded. Many school districts witha large number of teachers who have not yet reached the maximum salary have yet to feel the full impact of their salary schedules in their budgets. As more and more teachers reach the maximum, overall costs to the system increase.

Advantages of the single salary schedule include its ease of administration, the quality between elementary and secondary instruction, equality between men and women, incentive for additional training, and the fact that, as some claim, it helps teacher morale because the salary is not the product of some evaluation in which the teacher has no confidence.

Disadvantages of the single salary schedule are that it does not distribute the personnel dollar ine line with educational goals and objectives. It is not reflective of changes in instructional practices such as modular scheduling, team teaching, and individualized instruction. There is a possibility that retention of the single salary schedule will impede maximum development of new methods of teaching involving different job responsibilities for different instructors. It also fails to recognize teacher differences. It fails to compensate such factors as individual initiative, classroom performance, or supply and demand for teachers in different subject areas. Because the single salary schedule is insufficient as a vehicle for compensating certain talented teachers, school districts "get around" the limitations by giving some teeachers additional assignments, such as curriculum-writing, with additional pay. Another disadvantage is the over-emphasis on longevity and the over-emphasis on college training.

"Differentiated staffing" implies job descriptions for the different job responsibilities connected with the instruction of youth. Teachers performing silimar jobs would be placed in the same category and be in the samesalary range.

The Temple City, California, school system, aided by a foundation grant, started an experiment in differentiated staffing of its teaching staff in September 1968. There are seven levels of responsibility in the Temple City model. Four are certificated levels--associate teacher, staff teacher, senior teacher and master teacher. Three are non-certificated positions--clerk, educational technician and academic assistant. For 1968-69 the salary range for an associate teacher was $6,500 to $9,000 for ten months; staff teacher, $7,500 to $11,000, ten months; senior teacher, $14,500 to $17,500, 11 months; and master teacher, $15,656 to $25,000, 12 months. The range for an academic assistant was $6,000 to $7,500; educational technician, $4,000 to $7,500;

and clerks, $5,000 to $7,500.

In Minnesota, the Citizens League feels, leadership at the state level is important. The State Board of Education might establish selective pilot projects in differentiated staffing in several school districts. It might offer technical assistance and advice to districts considering the establishment of job classification systems. Local districts, however, need not await action by the State Board. Financing for job classifications might be arranged through the Educational Research and development Councils, through private foundations, or direct application for federal or state funds, An innovative school district might use its own funds.

Following differentiated staffing, the Citizens League suggests establishing a systematic method of evaluating the performance of teachers in various types of jobs to provide an acceptable basis for determinine promotion and for granting tenure according to the caliber of performance. They further recommend supervision and evaluation in order that some compensation can be based on caliber of performance. They believe that arbitrary salary levels for personnel who transfer from other districts should be abolished in order to assure freedom of mobility for the teacher and freedom for a school board to hire the personnel it desires. And, to assure the teacher a meaningful participation in the decision-making process in educational matters, they suggest some mechanism (other than the teachers' council which negotiates salary) be established.

3. Term of teacher employment--the Citizens League recommends adoption of 12-month salary schedules for teachers with ad justed salaries for fewer months of employment. Rather than figuring basic salaries for teachers according to a nine-month school year, steps should be taken immediately to move to the 12-month schedule. This will not mean that any teacher will receive a cut in pay. Negotiations would just be based on an annual salary schedule. Teachers should retain the option for a nine-month year. This would avoid the uncertainty

attached to going into teaching as to whether one would be employed only for a part of the year and have to find other employment for the balance of the year. As school districts move to 12-month salaries, they can discontinue paying supplementary compensation to teachers who are now employed during the summer.

The report admits that the best approach for use of the summer period has not yet been clearly identified. Whatever approach is taken, the opportunities for enrichment, remedial courses, experimentation, curriculum work and in-service training, now available in many programs, should not be reduced. One possible approach might involve students on combination work-study programs year round who, for better employment opportunities, would be attending school part-time and working part-time. Another possible approach divided the year into four quarters, in which students would attend school for three quarters and have vacation for the fourth. There is no summer quarter per se, but summer is divided between two quarters--May, June and July, and August, September and October. It was felt that strong leadership should come from the State Board of Education to provide guidance to local school districts on the use of the entire twelve months.

4. Business Management of the Schools--separate the roles of the professional educators from the business administrators in the public schools. School costs have increased so rapidly in recent years that the situation makes it incumbent upon local school boards and administrations that they adopt sound business procedures to obtain maximum output from limited dollars. To the extent this is accomplished, the willingness of the public to support additional spending for education will be enhanced. It was also suggested that the costs of specific educational programs be determined so that competing demands for various programs can be weighed as objectively as possible. In addition, it pointed out the importance of inter-district planningin areas of mutual concern.

Continued formal contact and area-wide planning among school boards should evolve as more than a goal.

The term "fiscal disparities" has emerged to describe the differing capabilities of taxing districts to finance their varying needs for educational and other local services. There are two independent variables involved in the definition of fiscal disparities, "ability to pay" and "need". Once such disparities emerge they tend to be self-perpetuating since a community with a poor tax base must necessarily impose relatively high property taxes in order to support even the most minimal of educational and other local services while a community with a good tax base can provide a very adequate level of services by imposing a relatively low tax. When the pattern develops it creates incentive for local officials to make policy decisions to attract tax base regardless of land suitability or to limit the demand for public services.

The League of Minnesota Municipalities believes that the most feasible means of dealing with the problem in the metropolitan area is the imposition of a 1¼% gross income tax, a 2% piggy-back sales tax or an areawide 35-mill levy which would raise a significant amount of revenue ($50 million a year or more) and to distribute this revenue in a way which would redress the existing disparities/. The League of Minnesota Municipalities prefers the enactment of a 1¼% tax on gross income that would be administered by the State Department of Taxation. This, they point out, would counteract to some degree the typically regressive features of the property tax. Revenues would grow at the rate of approximately 8% a year. And it would decrease the relative burden placed on the property tax. Half of the revenue would be distributed to the school districts on the basis of need and ability to pay. Insofar as "need" is concerned, the pupil unit is generally recognized as a valid measure. However, there is also general agreement that it costs significantly more to

educate a physically or mentally handicapped child or a child from a poverty or ghetto area than a normal child. Similarly, it costs more to educate a high school student than elementary or kindergartener, and more for enriched curriculum for talented students. Thus a weighted pupil unit is used as a measure of "need": Kindergarteners - 0.5; Elementary Students - 1.0; High School Students - 1.25. To this is added a certain weight for each "high cost child" in each district. Physically Handicapped - +1.0; Mentally Handicapped (educable) - +0.5; (trainable) - +1.0; Communications Handicapped (Reading or Speech) - +0.5; Socio-Economically Handicapped (Title I Students) - +1.0; High Ability Students - +0.5.

The ability to pay is calculated on assessed valuation per pupil unit and personal income per capita.

METHODOLOGY FOR SCHOOL DISTRICT DISPARITY FORMULA

1. The district's assessed valuation (V^L) is divided by the district's average daily attendance (P^L) to obtain the assessed valuation per capita.
2. The combined metropolitan district's assessed valuation (V^M) is divided by the total metropolitan district's average daily attendance to obtain the metropolitan assessed valuation per capita.
3. The metropolitan assessed valuation per capita was divided by the assessed valuation in each district to arrive at a primary indicator of disparity for assessed valuation (V).
4. To find the income per capita the average metropolitan per capita income (C^M) was divided by the local per capita income (C^L) to obtain the primary indicator of disparity for personal income. (C)
5. To combine the ability to pay factors the primary indicators for assessed valuation and income per capita were added together and divided by two to obtain the average primary indicator for ability to pay. $\frac{V+C}{2}$

6. To arrive at the total weighted pupil units the total of weighted pupil units in each district (N^L) is divided by the average daily attendance in the district (P^L) to obtain the local need ratio. $\frac{N^L}{P^L}$

7. The metropolitan need ratio is obtained by taking the weighted pupil units in all districts (N^M) and dividing this by the average daily attendance in all districts (P^M).

8. The local need ratio is divided by the metropolitan need ratio to give a primary indicator of disparity within the area of school district need - (N)

9. To combine the ability to pay and need factors add the primary indicator together and divideby two to obtain the measure of disparity.

$$\frac{\frac{V+C}{2} + N}{2}$$

METHODOLOGY FOR APPLICATION OF DISPARITY TO DISTRIBUTION FORMULA

1. Multiply the local disparity factor by the actual population to provide the local adjusted population.

2. Divide the local adjusted population by the metropolitan adjusted population to find the per cent of share of the revenue.

3. Multiply the per cent share of revenue by the total revenue to find the local share of revenue.

In addition to the disparity formula the League of Minnesota Municipalities suggests that the Minnesota Consitution be amended to allow redefinition of tax exempt property, that comprehensive revision of the property tax administration laws be undertaken and that the regressive impact of property tax on low income home-owners and renters be reduced.

Educators have brought forth another idea in recent years which points up the problem of the cities in particular. This is the area called "educational overburden". In general it is a crisis situation which adversely effects the educational system, costs more to alleviate, and brings stress to the individual school district budget. It is related to the urban crisis, but it is not restricted to the megalopolis.

L.V. Rasmussen, Superintendent of Schools in Duluth, in his testimony before the Legislative Interim Commission in March of 1968, reminded legislators that, among other things, "the city is the magnet for the dispossessed. The unemployed come seeking work, the drunkard and the drug addict come seeking anonymity and easy access to their own kind; the born loser comes seeking obscurity in which to act out his personal tragedy; the disenfranchised minorities come out of desperation, having nowhere else to go. The problem-people concentrate in the city and contaminate the urban fabric." The suggestion to alleviate the problem was the institution of supplemental aids for unique educational costs. Rather than a flat 10% to the cities of the first class as was requested in the Domian Report, it was rather suggested that a list of factors which give an index of the educational environment be used and that the State Board of Education devise a formula based upon those factors for the distribution of extra aid.

In order to do this three major problem areas have been identified. These problem areas were identified as (1) change in enrollment; (2) tax overburden; and (3) socio-economic conditions. A school district must place at least 25% or more below the median of all districts in the state in one or more of the indicators in order to be eligible for unique educational costs aid.

Within the area of tax overburden the elements that were identified were: current adjusted assessed valuation per pupil unit, (2) current adjusted maintenance expenditures per pupil unit, (3) debt service per pupil unit, (4) Proportion of school property tax to total property tax , and (5)proportion of special assessments to total property tax.

Within the area of adverse socio-economic conditions the indicators were (1) Proportion of the number of persons age 60 and over, (2) Proportion of the number of persons ages 25 to 59, (3) Proportion of the number of persons 24 years or less, (4) Proportion of families receiving AFDC, (5) Proportion of enrollment who are foster or neglected children residing in foster homes, and (6) Proportion of the district enrollment from low income families as defined under Title I of P.L 89-10, (7) Educational level and median years of schooling of the pupulation aged 25 and over, (8) Proportion of students who fall below accepted educational competence as determined by standardized tests approved by the State Board of Education, and (9) Per capita income.

I would like to include a tally sheet of the Superintendent's Proposals if it can be secured.

Although the idea of overburden was not passed in toto in bill form, certain ideas of overburden were funded by the last legislature. Details to follow.

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Federal Role in Financing Education

"The delegates to the Constitutional Convention which founded the United States made no express provision for federal activity in education. Under the Tenth Admendment to the Constitution, education, not being a power delegated to the federal government by the Constitution itself, was 'reserved to the states respectively, or to the people.' Federal activities in the educational field, which have grown through the years, are performed under the expanding interpretations granted the general welfare clause of the Constitution."[1]

However, this does not mean there was a lack of interest in education at the national level. The Continental Congress passed the Land Ordinance of 1785 which provided that one section of every township should be set aside for the use of public schools. This and succeeding federal laws provided land to various states for the general support of public education. Many states used these lands unwisely, sometimes selling them at a low proce to attract settlers.

Suceeding federal aid to education has been in categorical aids, and often in response to some national emergency. The Smith-Hughes Act of 1917 was a response to needed manpower in industry during World War I. Federal money for education in the 1930's through WPA, CCC, PWA was meant as economic "pump-priming," and the rather substantial milk and hot lunch programs are meant more to help ailing agriculture than as direct educational aids.

Following is a table of the major federal aid received by Minnesota public schools in 1968-69. There is a small amount of federal aid that goes directly from Washington to a school district and is not included in these figures.

FEDERAL AID TO PUBLIC SCHOOLS IN MINNESOTA,

Type of Aid	Amount	Special Purpose
Adult Basic Education (P.L. 89-750)	$ 320,250	For those 18 and over with inability to read and write English
Arts and Humanities (P.L. 89-209)	9.041	Strengthen arts and humanities through equipment purchase and minor remodeling.
EPDA, B-2 (P.L. 89-329)	331,551 (9,946)*	to recruit professional persons into teaching and training them by short intensive training; hiring teacher aides to help present teachers.
ESEA, Title I (P.L. 89-10)	18,601,080 (186,360)*	For educationally disadvantaged
Grants for Children of Migratory Families (P.L. 89-10)	219,211	Grants for migratory children attending local school

[1] Howard R. Jones, Financing Public Elementary and Secondary Education, Center for Applied Research in Education, Inc., New York, 1966

Type of Aid	Amount	Special Purpose
ESEA, Title II (P.L. 89-10)	$ 996,022 (49,801)*	Library books and materials
ESEA, Title III (P.L. 89-10)	2,414,449 (207,677)*	To stimulate creative and innovative programs and supplementary education centers
ESEA, Title VI	522,633	improvement of programs for the Handicapped child "
Federally Impacted areas (P.L. 81-874)	2,891,394	Aid to school districts which are affected by federal activity
Highway Safety Act (P.L. 89-546)	400,708	Implement a statewide driver education program
Johnson-O'Malley Act (P.L. 74-683)	304,818	Grants to local districts for Indian education
Manpower Development and Training Act (P.L. 87-415)	2,962,511	Develop necessary vocational skills and training.
NDEA, Title III (P.L. 85-864)	1,589,891 (35,901)*	Improve and strengthen science, math, modern foreighn language, and other subj.
NDEA, Title V-A (P.L. 85-864)	311,919	Improve counseling and testing
School Lunch and Milk Program (P.L. 89-864)	5,527,545	Promote health and nourishment.
Food Commodity Value	3,500,000	
Vocational Education Amendments of 1968 (Includes Smith-Hughes, George Bardon, and Vocational Ed. Act of 1963)	5,401,353	Improve vocational education
Total	$46,303,982	

*Figures in parentheses indicates amount of grant designated for administrative purposes.

Source: Data from Office of Federal Programs Coordinator, State Department of Education

The total federal aid is _____ % of total school funds. During the period 1950-1965 federal funds averaged 1.0 - 1.6% of total funds. In 1966 this jumped to 3.1%.

Comment on some of the more important bills.

THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 (P.L. 89-10)

This act has the most impact on elementary and secondary public schools to date. It is an omnibus bill covering many areas and every school district will feel the influence of it to some extent. More than 3/4 of the funds are distributed under Title I which can be characterized as part of the war on poverty. It aids children that are educationally deprived because of economic or cultural factors. Virtually every district could receive a grant under Title I. The maximum amount of money available to any school district equals the number of eligible children times 1/2 expenditure perpupil by either the state or federal government which ever is greater. (From the handbook Federal Programs Guide for Minnesota Public Schools, 1969 edition) Eligible children are those from families with income below the poverty level, plus children on AFDC, plus children in foster homes, according to the 1960 federal census. Congress reserves the right to change the formula so what a district receives in any one year depends on the current definition of eligible and the amount of funding that comes to the state. Although the amount of money each district receives is determined by economic deprivation, the program the school district mounts can include any child who is one or more years below grade level.

Some suggestions for programs from the U.S. Office of Education include special classes, remedial teachers, guidance services, liason with home and other community agencies, curriculum material centers to develop instructional materials for the disadvantaged, etc.

The current emphasis in Minnesota for Title I funds is as follows: "Funds are provided to school districts to develop programs of a remedial or therapeutic nature for elementary and secondary pupils in public and non-public schools in low income areas. In general, these services are restricted to children who are achieveing a year or more below grade level, or younger children whose performance indicates that they will fail unless given special help. Local schools are being encouraged to provide pre-school programs for disadvantaged children in Minnesota. A second critical priority is in-service training of the teachers of the disadvantaged in human relations and the techniques appropriate to the needs of those children." (Federal Programs Guide for Minnesota Public Schools, 1969 edition, State of Minnesota Department of Education, p. 104

The programs are 100% federally funded with the money being funneled through the State Department of Education, which certifies that the programs are being properly run.

Title II. This title provides funds to make library books, textbooks, and audio-visual aids available to pupil and teachers both public and private. A state plan is drawn up which assesses the relative needs of school districts and insures that the books and materials provided do not supplant materials being furnished by the local district but enrich and extend learning opportunities. 100% federally funded.

Title III. The purpose of this title is to stimulate creative and innovative programs and to establish supplementary education service centers. As an example of some of the things being done in Minnesota under this title, educators in Rochester will develop and revise social studies and language art programs, K-12, to present students with accurate information about racial and ethnic minorities. Minneapolis public schools will establish a regional center to diagnose and prescribe individual instructional plans for handicapped children and to provide teachers with diagnostic skills and training. 100% federal funding, distributed by the State Department of Education.

Title IV establishes regional education laboratories whose job it is to carry on research, demonstration, dissemination of information and service for several states. UMREL (Upper Midwest Regional Educational Laboratory) has its headquarters in Minneapolis.

Title V provides funds to strengthen State Departments of Education in such areas as data-gathering, statewide planning, curriculum development, consultative services to school districts. In Fiscal Year 1969 our state department received $544,184 under this title.

Title VI grants funds to assist states in the initiation, expansion, and improvement of programs and projects for the education of handicapped children at the pre-school elementary, and secondary school levels. The term handicapped children includes mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children. The general objective of Title VI in Minnesota is to make special education services equitably available to all of Minnesota's handicapped children.

Title VII grants funds to states with substantial numbers of bilingual or non-English speaking children. Minnesota does not participate in this title.

Title VII grants funds to projects intended to lower the drop out rate. Since Minnesota has the lowest deop out rate in the nation our participation is in the form of a pilot project to combat the drop out rate of Indian students both on reservations and living in cities.

Howard Jones, Dean, College of Education, U. of Iowa has this to say about ESEA. The wide-ranging provisions of the Elementary and Secondary Education Act of 1965 represent a departure in many respects from previous federal legislation. More communities and more pupils are affected than ever before. Continuing federal support is anticipated; this is no stopgap measure. Federal funds are being used to support services and to purchase materials for the use of children in non-public schools; the child-benefit theory has been broadly extended. More than ever before, aspects of the curriculum will be probed with the support of federal funds. A great deal of latitude is given local communities in the nature of the activities they propose to meet the objectives of the act. Emphasis is placed on research, experimentation, innovation, and evaluation."(Jones, Financing Public Elementary and Secondary Education, Center for Applied Research in Education, New York, 1966, p.100)

FEDERALLY IMPACTED AREAS BILLS (P.L. 81-874 and P.L. 81-815)

These were intended as short range helps for school districts that were in trouble during World War II by a large influx of children due to war plants or large military instillations. 815 provides money for construction and 874 for operating expenses. They have been extended ever since. Minnesota received money for maintenance only in 1969. A local school board may receive funds if either 3% or 400 of its children have parents employed on federal property or who live on federal property, or if the board can show that it has lost taxes through acquisition of real property by the federal government (an example might be public housing).

MANPOWER DEVELOPMENT AND TRAINING ACT 1962 authorizes special vocational training programs for the unemployed and the underemployed. The State Employment Agency determines training needs and submits these to the State Department of Education which asks a local vocational training agency to submit a budget and training plan. On-the job-training is authorized as well as regular classes conducted by public or private institutions. Federal support is 100%.

NDEA (NATIONAL DEPFENSE EDUCATION ACT) 1958. Two of it's many titles apply directly to public schools. Title III provides grants and loans for strengthening elementary and secondary instruction in 10 critical areas through the acquisition of equipment and minor remodeling. The areas are science, math, foreign language, English, reading, history, geography, civics, test grading equipment, and audio-visual library equipment. Federal support is 50% of state expenditure provided this does not exceed the state's allotment for the year.

VOCATIONAL EDUCATION

Since the Smith-Hughes Act of 1917 the federal government has provided continuous aid for vocational education. The original bill provided aid to set up courses in trade and industry, agriculture and home economics. A series of acts: the George-Reed Act 1929, the George-Ellzey Act 1934, the George-Dean Act 1936 and the George-Barden Act 1946 extended the assistance to the distributive occupations, practical nurse training, and the fishery trades.

An important recent act is the Vocational Education Act of 1963. It calls for vocational education to prepare individuals for employment in today's specialized vocations. A state-wide program is submitted by our State Department of Education to the U.S. Office of Education for approval. Funds come to the State Dept. which administers them to local agencies. The State Dept. must revise programs as manpower needs shift. A state program may include such things as 1. vocational education for person attending high school. 2. vocational education for persons who have completed or left high school and who are available for full-time study in a voc. school, 3. vocational education for persons who have entered the labor market but need training or retraining to improve, 4. construction of area vocational schools 5. ancillary services such as teacher training, program evaluation and state administration and leadership. Federal support for the several billsis generally 50%. The State Dept. of Education now lumps all appropriations for voc. education together (note table)

NDEA Title V_A provides grants to stated for establishing, maintaining and improving guidance, counseling and testing programs. All public secondary schools are eligible to participate in the test reimbursement program. The amount is 25% of cost of approved aptitude and achievement tests administered to not more than two secondary grades each. Secondary schools wishing to participate in program for reimbursement on couselors salaries must meet minimum standards according to State Plan.

FEDERAL FUNDS AND THE STATE DEPT. OF EDUCATION

Federal funds have made a great difference in the Department. Many employees are paid from federal funds (see chart below). Especially influenced by federal funds are the Division of Vocational-technical Education and the Division of Vocational Rehabilitation and Special Education. There is also a Federal Programs Section of the Division of Administration

DEPARTMENT OF EDUCATION PERSONNEL, 1944-1968

Salary Account	1944-45	1949-50	1954-55	1959-60	1966-67	1967-68
State Funds	93	129	152	230	315	329
Federal Funds	20	35 1/2	20 1/2	85 1/2	144	300
Total	113	164 1/2	172 1/2	315 1/2	459	629

Source: Domian Report, p. 257 (1967-68 data from Dept. records)

FEDERAL AID - PROS CONS AND RADICAL SUGGESTIONS

Much has been written about federal aid to education with passionate pleas for and against. At this point it looks as if we will have federal aid in some form and perhaps the more interesting questions to ask are: Despite an honest attempt by the federal government not to exert control, what effect does the aid have on what is taught and how it is taught? Is this good or bad? Would some form of general aid be preferred over the categorical aids? What are some of the more radical suggestions for solving our educational problems?

It seems that many of the federal programs by subsidizing one thing and not another do affect our local schools. The first vocational education act changed high school curriculum, which, up until then, had been largely academic in character. NDEA first put emphasis on the disciplines of science, math, and foreign language. ESEA under Title I has schools developing programs of remedial instruction and puts emphasis on the "handicapped" in the very broad sense of the term. And as has been mentioned above the State Departmentsof Education are particularly affected as they have the administrative and watch dog role for many of these programs. This may very well be good. There are some that argue that educational change and improvement come not from the grass roots, but from the top down.

There does seem to be a tren d toward block grants--giving x number of dollars to the State Department of Ed. and letting them use it as they see fit for the urgent needs of their school districts. The House has passed a 1969 education bill which consolidates the state administered legislation ESEA II and III and NDEA III and V A in an effort to provide more flexibility and coordination for state and local school districts. The Senate has not yet acted on the bill. Minnesota's Dept. of Education would like to see this happen if funding did not decrease in the process.

A Heller-like revenue sharing plan seems possible in the near future. Although it is sure to start modestly, it should help ease education's financial problems. It will probably be "no strings attached" sharing and states and cities need not use their share for education, but it will generally the ease the local state tax squease.

Theodore Sizer, Dean of the Harvard Graduate School of Education, has written ~~xx&xxx~~ in Saturday Review of Jan. 11, 1969 "The Case for a Free Market". In escense he is saying that students should have a choice of what school they go, so that side by side might exist P.S. 121 and St. Mary's School (catholic) and one run by the black community, say the Martin Luther King Freedom School, and all would receive public financial support in varying degrees. One way of supporting this might be vochers issued to the poor child, which would make him a sought after person, and give him the ability to choose a school other than the local public one. The competition for the child is suppose to make all the schoolsimprove. He does state there would have to be some state control on what is taught and how well. This is very much condensed and one should really read the whole article. In the same issue Albert Shanker, president of the United Federation of Teachers, New York writes an article entitled "What's Wrong with Compensatory Education" He states that what we really need to do give solid financial base to educating the child in the first place. He would like to at least double all school budgets and come up with classes of 10-15 students. He is fearful of decentralization and local control, and feels that attempts at compensatory education is too little and too late. Both these articles were part of a larger series called Education in the Ghetto and, of course, do not apply to all of Minnesota, but they do raise possible solutions and either one would certainly require federal money, ~~fxx~~

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September 1969
ROUGH DRAFT

FINANCE

How can we pay for the education of each child according to his needs and capabilities? In this section we will talk about school districts and their ability or inability to spend equal numbers of dollars per pupil unit. Please do not infer from this the claim that equal expenditures mean equal educational opportunities. That is not true. But expenditures and revenues are one way of showing the variety of our many school districts. And certainly, if school districts had more equal sources of revenue available per pupil, the opportunity for equal education would be increased.

HOW DO WE SUPPORT EDUCATION NOW?

In 1966-67 the average total expenditure per pupil unit in Minnesota was $560.45. Of this, $333.96 or 59.59% was from local funds. The average foundation aid per pupil unit was $179.21. The difference, $47.28, was revenue from other non-local sources such as other kinds of state aids and federal aids.

[Data is for all school districts maintaining secondary schools.
Source: Table 16, page 86, ANALYSIS OF SCHOOL COSTS, STATE AID, AND LOCAL EFFORT FOR MINNESOTA SCHOOL DISTRICTS MAINTAINING SECONDARY SCHOOLS, 1961 to 1967. Note: 1968 figures should be available "soon." We can show trends in increasing costs - roughly 3 times the consumer price index - if this would be useful.]

The only local source of revenue (other than a few fees, etc.) is the ad valorem tax levy on personal and real property. Each October the local school board must tell the county auditor how much money they wish to levy for schools. The county auditor then determines the mill rate and levies the taxes. In addition to the maintenance and debt redemption levies, the school board may also request separate levies for employee insurance and retirement programs and for a sites fund.

The largest state contribution is the state foundation aid program. [Plug in Diane's explanation here. Probably other general aids too.]

We have noted that the average per pupil unit expenditure in 1966-67 was $560 and that 60% of this was from local sources of revenue. But how widely did the 452 districts which maintain secondary schools vary from this average? Table 1 shows the range between the 10th and 90th percentiles for total expenditures, net foundation aid, total local expenditures and the local tax levy. In total expenditures, for instance, the district in the 90th percentile spends 35% more per pupil unit than the district in the 10th percentile. The local tax levy of the district in the 90th percentile in this ranking is more than twice that of the district in the 10th percentile.

But this table does not tell the whole story. A district's ability to support education depends upon its willingness and ability to levy property taxes. If the tax base is very limited, the people may not be willing to pay the high taxes necessary to support a good educational program. On the other hand, a district with a strong tax base can support an extensive program with a comparatively modest mill rate. Table 2 shows that District A with a very low property value per pupil unit must make a much greater than average local effort to support a very modest program. On the other hand, District D's valuation ranks in the 70th percentile, their total expenditure in the 60th percentile, so their local effort is only in the 38th percentile.

TABLE 1

	---------- per pupil unit ----------			
%ile	Total Exp. ($)	Net Fdn. Aid ($)	Total Local Exp. ($)	Local Tax Levy (mills)
10	479	109	183	30.73
30	519	157	262	37.28
50	547	191	310	42.19
70	581	219	359	48.51
90	646	255	439	63.31

Source: Analysis of School Costs, State Aid and Local Effort for Minnesota School Districts Maintaining Secondary Schools, 1961 to 1967. Minnesota Department of Education.

For complete definitions of terms please see the original publication.

"Total expenditures" include those for adjusted maintenance, transportation, capital outlay and debt service.

"Local Tax Levies" are in mills on E.A.R.C. value.

Note that districts are ranked separately for each column. A row represents four different districts, not one.

TABLE 2

Ranking of Five Minnesota School Districts with Respect to EARC Valuation, Local Effort Index and Total Expenditures.

	----------percentiles----------		
District	E.A.R.C. Value	Local Effort	Total Exp.
A	10	69	15
B	30	51	12
C	50	52	55
D	70	38	60
E	90	9	41

Source: Ibid

Another factor which restricts a district's ability to support education is paragraph 275.12 of the Minnesota Statutes. In 1921 the Minnesota legislature enacted a law limiting the dollars local school districts can levy per pupil. This law was a reaction to the alleged high rates of spending by school districts on the Iron Range. At that time the levy limit was $60 per capita (total district population, not pupils). The rate has, of course, changed several times since then. In 1965 it was raised to $326 per pupil unit and in the 1969 Legislature was increased to $390 per pupil unit. [This figure is subject to adjustments based on the consumer

price index.] Districts in Ramsey County, Golden Valley, Rochester and So. St. Paul are exempt. Hennepin County districts have a limitation, but because of special legislation in the 1967 and 1969 sessions their limit is higher than that in the rest of Minnesota.

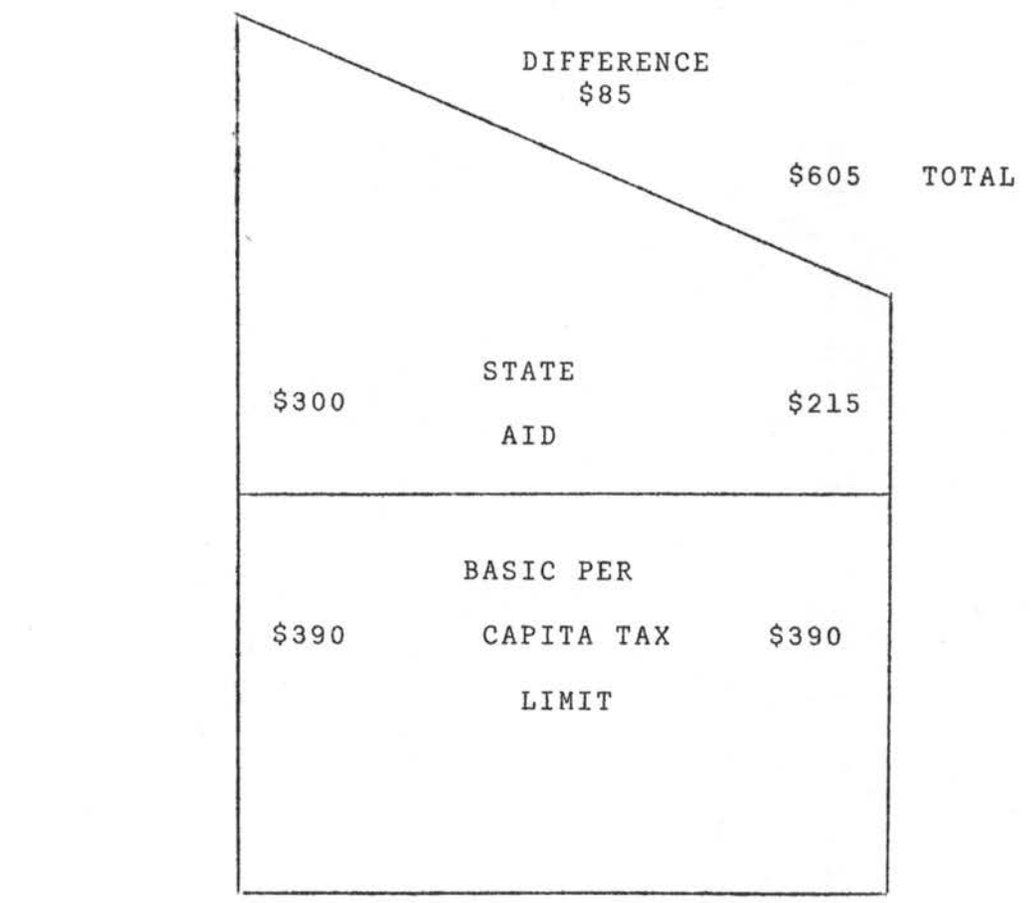
About forty districts sought relief from the 1969 Legislature. Eleven special bills and six general bills were introduced seeking change. Some asked for an increase in the limit or removal of the limit for a single district; one bill would have given relief to districts in three counties. No special bills were passed except the change in the Hennepin County limit. The change in the general bill (from $326 to $390) expires on June 30, 1971.

Relationship Between State Foundation Aid and Tax Levy Limitation

State foundation aid is distributed unequally to school districts in an effort to equalize dollars available for education. The "poorer" districts get more state aid and the "richer" districts get less because, it is assumed, they can raise more money locally. BUT, the tax levy limitation prevents them from raising as much locally as they lose in state aid. Confusing? Yes. It works like this. Table 3 shows the per pupil spending limits for two school districts in Minnesota. One a "poor" district and one a "wealthy" district. Because District Y has a larger tax base it receives less state aid. This is because it is presumed to be able to raise more dollars from the local property tax. If District Y taxes to the legal limit it will be able to spend only $605 per pupil unit in 1969-70. If District X taxes to the limit, it will be able to spend $690, or $85 more than District Y. If the levy limitation law were written so that District Y could levy the $390 PLUS the $85 it loses in state aid, both districts could spend the same number of dollars per pupil unit.

[I know this argument has some flaws. If you want the Oshiro formula for financing education, I'll submit that separately.]

TABLE 3
Projected 1969-70 Per Pupil Unit Spending Limits for
Two School Districts in Minnesota



	POOR DISTRICT X (Spring Lake Park)	WEALTHY DISTRICT Y (Burnsville)
For 1970-71:	X	
State Aid	$332	$243
Total	$722	$633
	Difference $89	

Source: Estimated State Aid figures from Minn. Dept. of Education.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

STATE FINANCIAL SUPPORT

The money for support of the public schools in Minnesota is secured from various sources and involves a variety of methods and purposes of distribution. Now all income from whatever source except Highway Department income is placed in a General Fund from which all bills of the state must be paid. The Income Tax School Fund was abolished by the 1969 Legislature. Income from the School Endowment Fund is credited to the General Fund, but by provisions of the state constitution an equal amount must be paid to the school districts of the state.

All Minnesota state aids to schools are statutory with the exception of the Endowment Income Fund. This fund was established by the state constitution to receive the earnings from the Permanent School Fund which are then distributed to the schools on a flat grant basis. This constitutionally earmarked fund provides less than 5% of the state aids to public schools, so the legislature at each session determines for the biennium the amount of state aid and the basis on which it will be distributed. A 1969 act authorizes the state treasurer to distribute state aid payments directly to school districts thereby bypassing the county treasurer.

The following chart will show the appropriations, including THE FOUNDATION AID PROGRAM.

AID TO SCHOOLS:

	1969-70	1970-71
Foundation program aid	$ 218,144,402	$ 235,627,863
County equalization	50,000	50,000
Emergency aid	2,000,000	2,000,000
Transportation aid	20,845,000	22,380,000
Handicapped aid	11,763,758	17,001,704
Vocational aid	13,100,000	20,271,875
TOTAL	$ 265,903,160	$ 297,331,442

	1969-70	1970-71
Community lunch program-------	$ 525,000	$ 550,000
Inter-library cooperation-----	35,000	(balance)
Professional teaching practices commission------	5,000	(balance)
Experimental laboratory program	50,000	(balance)
Declining taxable valuations--	1,000,000	750,000
Shared time programs----------	500,000	500,000
Continuing education----------	170,000	200,000
Remediation aids for disadvantaged children "Talking Typewriter"	300,000	300,000
Unique aids for areas with critical problems		
a) Teachers in-service training	195,000	250,000
b) AFDC students------------	475,000	(balance)
c) Indian students----------	155,000	(balance)
Counties with non-tax areas, each county:		
45% of area within federal or state forests--------	19,000	19,000
85% of area within federal or state forests - (each area involves one county)----	29,000	29,000
Exempt land, special aid------	400,000	400,000
Aid, sirport property---------	145,000	145,000

Transportation Aid

CHAP. 570, H.F. 539

Section 1 provides that in districts where the state provides aids for transportation it is in the public interest to provide equality of treatment in transporting school children required to attend elementary and secondary schools pursuant to M.S. 1967, Chapter 120, so that the health, welfare, and safety of such children, while using the public highways of the state, shall be protected. Therefore, school children attending any school in compliance with Minnesota's compulsory attendance law are entitled to the same rights and privileges relating to transportation.

Section 2, Subd. 3 states that "school" means any school as defined by M.S. 1967, 120.10, Subd. 2 Section 2, Subd. 5 states that "school children" means any student or child attending or required to attend any school as required in the Education code, M.S. Chapters 120 to 129.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102

PLEASE NOTE: The following material is a continuation of the section on State Financial Support, to be inserted on page 3.

TRANSPORTATION AID (cont.)

in the treasury, whether from the state or from other sources, for the purpose of this act.

Section 5 provides that the effective date of this act is July 1, 1969, but transportation os pupils as provided herein need not be implemented until August 15, 1970.

Emergency Aid

This appropriation includes $2,000,000 each year for emergency aid of which not less than 30% is available for distribution to districts that have experienced financial difficulties because of unusually large enrollment increases provided said districts would otherwise qualify for aid.

Special Education

H.F. 43 relating to education and aid for handicapped children; S.F. 19 amending Minnesota Statutes 1967, Section 124.32, Subd. 1, Chapter 981. This act merges the statutory provisions relating to the trainable and handicapped children; increased salaries of essential personnel working with the trainables from $4,000 to $5,300 for the normal school year; also increased the salaries of essential personnel working with the handicapped children from $4,000 to $5,300. The appropriation for this special education act is $28.7 million or an increase of $11.4 million over the last biennium.

Section 3, Subd. 1 provides that the school board of any district which is now or hereafter eligible to receive transportation aid under M.S. Chapters 123 and 124 SHALL PROVIDE EQUAL TRANSPORTATION WITHIN THE DISTRICT for all school children to any school when transportation is deemed necessary by any board by reason of distance or traffic conditions, as provided in M.S. Sections 123.16, Subd. 3,4; 123.18; 123.39; 124.22; 124.51, Subd. 5, when applicable.

Section 3, Subd. 2 provides that when transportation is provided, the scheduling or routes, manner and method of transportation, control and discipline of school children and any other matter relating thereto shall be within the sole discretion, control, and management of the school board.

Section 4, Subd. 1 provides that state aid as may become available or appropriated shall be governed by M.S. 1967, Sec. 124.22, be paid to the school district entitled thereto for the equal benefit of all school children, and disbursed in such manner as determined by the board.

Section 4, Subd. 2 provides that the board may expend any money

(SECTION MISSING)

Aid for Special Classes

Districts must provide special instruction and services for educable and handicapped children and may provide special instruction for trainable children. In 1965-66, $5.3 million was distributed to 365 districts as state aid for such classes. The state reimbursement is up to $4,300 (check this number - is it $4,000??) per special educational staff member, but not more than two-thirds of the salary. Reimbursement for supplies and equipment, not to exceed $50 per child per year, is also provided.

The programs for trainable handicapped children remain permissive. Districts with few eligible handicapped children are urged to cooperate with other districts so as to provide a full sequence of programs.

A 1969 act increases salaries from $4,000 to $5,300 for the normal school year; also increased the salaries of essential personnel working with the handicapped children from $4,400 to $5,300. The appropriation for this special education act is $28.7 million or an increase of $11.4 million over the last biennium.

In 1965-66 the three first class cities with 17.6% of the state public school enrollment had the following proportions of the state enrollment in the various classes of handicapped:

HANDICAPPED	Percent in 3 cities of the First Class
Educable mentally retarded	33.8
Trainable mentally retarded	33.1
Deaf	80.5
Vision	51.7
Crippled	78.2
Speech	12.9
Special learning difficulties	74.1
Homebound hospital domiciled	32.4

Vocational Education Aid

Vocational education programs must be organized and operated in accordance with the state plan for vocational education in order to qualify for state aid. The aid for these programs is distributed as reimbursement for district-approved expenditures, including such items as vocational teacher salaries, necessary travel costs, and other items as approved by the State Board for Vocational Education.

The 1969 Legislature provided that the state shall pay to any district providing evening schools and continuing education programs for adults over 16 years of age and not in full time elementary and secondary day schools and which qualify such persons for the high school diploma or high school equivalency certificate, three-fourths of the compensation paid each teacher for his services in such programs, which total payment from state and federal funds shall not exceed $4,800 for each full time teacher employed, or a prorata amount for a part time teacher or a teacher employed for a limited time.

All classes in such programs shall be tuition free but this shall not preclude a reasonable registration fee and charging for necessary materials and supplies.

"The Private Business, Trade and Correspondence School Act" provides for the creation of the Minnesota Advisory Commission on private trade, business and correspondence schools, consisting of 16 members to be appointed by the state board within 30 days of the effective date of the act, two members each from trade, business, correspondence and paramedical schools; one member each representing the secondary school principals and guidance counselors; one member representing agriculture, business or management, organized labor, and health occupations, and two members representing the general public. The state board is to appoint the commission chairman from the commission membership and the secretary from the department staff who will serve ex officio. The attorney general is to appoint an attorney to serve as legal counsel for the commission. The act requires that before such a school can operate in Minnesota, it must be licensed by the Commissioner. The act sets forth minimum standards that must be met before a license can be issued. The purpose of the act is to protect all persons and schools from unfounded charges, complaints or harassment, and to promote the ethical and successful operation of schools, and to protect the interests of prospective and enrolled students.

Another act authorizes the state board for vocational education to reimburse an out-of-state district for tuition costs incurred if Minnesota pupils are enrolled in vocational education in another state.

Shared Time Programs

This law relates to computation of ADA of pupils enrolled on a shared time basis for the purposes of state aid and prescribes the rate payable.

Subd. 2 --- The average daily attendance of pupils enrolled on a shared time basis shall equal the ratio of the total minutes attended by such

pupils and the minimum minutes required during the school year for a regularly enrolled public school pupil. Foundation aid for each pupil in such shared time classes shall be paid at a proportionate rate for aid paid other resident pupils of the district providing instruction. A district shall not be entitled to transportation aid under Minn. Statutes for pupils enrolled on a shared time basis unless the statutes specifically provide for transportation aid to such students.

Miscellaneous State Aids

All other state aids combined constituted less than 2 per cent of the total aid disbursed in 1965-66. Generally these aids are of significance to only a very few districts.

The Community School Lunch Aid had the greatest number of participating districts (634), but the total distribution in 1965-66 was only $475,000. Districts must provide approved school lunch services; the aid is based on the number and type of meals served.

Gross Earnings Refund in the amount of $1.4 million was paid to eight districts. In order to qualify, at least 20% of the district property valuation must be railroad property, which is exempt from local taxation. The payment to each district is based on the school district tax rate, up to 160 mills, times 30% of full and true value of the exempted railroad property; valuation plus value of other district property not to exceed $3,000 per pupil unit.

The Airport Refund, which is similar to the Gross Earnings Refund, was paid to two districts. It is computed by applying the local school tax rate to 30% of full and true value of detached property used for a major airport, but that value plus the value of other district property not to exceed $2,600 per pupil unit.

Aid in Lieu of Nontaxable Land was paid to districts having at least 40% of the land area exempt from taxes. It is paid at the rate of 10 cents

per acre of nontaxable land, but not to exceed $25 per pupil unit and $25,000 per district.

Aid in Lieu of State Trust Fund Lands was paid to districts having two or more sections of state-owned trust fund lands which have not been sold or leased. It is paid at the rate of 5 cents per acre of state-owned trust fund land but not to exceed $15 per pupil enrolled in grades 1-12.

Emergency Aid in the amount of $429,100 was granted to seven school districts in 1965-66. Districts must make application, specifying the amount needed and the purpose for which it is to be used. Payments are made from this fund in amounts as approved by the State Board of Education and are for the specific use indicated in the approval. In 1969 the legislature authorized a supplemental appropriation of $1,500,000 for the fiscal year ending June 30, 1969.

The development of the taconite industry has an impact on school aids, although there is no direct state aid payment connected with it. The taconite industry is exempt from the property tax but is subject to the occupation tax in the same manner as iron ore and also to a tax on the tonnage of taconite pellets produced. The tax on taconite pellets is 5 cents a gross ton, with slightly higher rates when the iron content exceeds 55%. The school district receives 50% of the tax payments from taconite, with the other 50% being divided among city, county, and state. The school district's adjusted assessed valuation, as determined by the EARC and used in the Foundation Program Aid formula, is increased by 15% of the previous year's payment received divided by the current foundation program local effort rate. In effect, this computation reduces the Foundation Program Aid of the district by 15% of the amount received from the taconite production.

The Maximum Effort School Loan Fund

The Maximum Effort School Loan Fund is not a state aid in the usual sense. It is, however, a device to provide state assistance to certain school districts.

This fund has been established to make two types of loans to districts which can qualify. Debt Service Loans cannot exceed one percent of the outstanding school debt of the district. Capital Loans are made according to district need and available funds. To qualify for a Capital Loan, the district must have a net debt in excess of 98% of debt limit or be within $20,000 of such limit.

In order to receive a Debt Service Loan or a Capital Loan the district must make application to and obtain approval by the State School Loan Committee, composed of the Commissioners of Education, Administration, and Taxation.

In 1969 the legislature established new "net debt" limits that are set for school districts. The old net debt was based on a two year old valuation. The new debt limit will be based on "market value," and will be current. The act further provides for a higher interest rate for districts that borrow from this fund. The interest rate is more in line with current monetary policies.

Chap. 1056, SF 1879 relates to the "Maximum Effort School Loan Fund Act" - In 1969 the legislature amended M.S. 1967 Sec. 124.38 - Defines "maximum effort debt service levy" as a dollar amount computed on 6.3 mills on market value (replacing a definition of 5 1/2 mills on the correct full and true value, a two year old valuation). "Market value" is defined as the value of all taxable property in the district on which its net is based.

Another section is amended to provide that each Debt Service Loan and each Capital Loan will bear interest from its date at a rate determined

by the state auditor, not less than the average annual rate payable on Minnesota state loan bonds most recently issued prior to the disbursement of the loan to the district, but in no event less than 3 1/2% per annum on the unpaid principal amount.

New criteria is established for districts applying for Capital Loans.

Section 10 of the act, amending M.S. 1967, Sec. 475.53, Subd. 4, states that, except as otherwise provided by law, no school district shall be subject to a net debt in excess of 10% of the actual market value of all taxable property, and of exempt property referred to in section 275.49, situated within its corporate limits, as computed in accordance with this Subd. 4.

Section 12 of the act provides for the issue of school loan bonds by the State of Minnesota in the maximum amount of $20,000,000, in addition to the bonds heretofore authorized which amount is appropriated to the maximum effort school loan fund for making Debt Service and Capital Loans to school districts as provided by sections 124.35 to 124.47.

Remediation Aids for the Disadvantaged Children

This is called the "Talking Typewriter Bill" and provides for the state to pay 2/3 of the sum of the salary of essential personnel, the cost of supplies, and the cost of the purchase or leasing equipment used in the development of reading skills. In order to implement this two year experimental program, $600,000 was appropriated.

Declining Valuations

This act authorizes any school district that is presently eligible for additional state aid because the auditor's assessed valuation has decreased in excess of eight% to substitute any year subsequent to 1962 to continue eligibility. For purposes of implementing this act, $1,750,000 has been appropriated.

Unique Aids for Areas with Critical Problems

This act grants additional aid payments to school districts wherein not less than 20% of the school age children are from families receiving aid to families with dependent children. For each such child the school district will receive $30. The act also creates an in-service training program for teachers to become trained to teach a course in human relations wherein "minority" education will be enhanced. The course of training is to emphasize innovations necessary to teach educationally neglected children. Each participating teacher is to be paid $7.00 per hour up to 80 hours, pursuant to the act, and such expenditures by the local district will be reimbursed, upon verification, by the State Board of Education. $4,000 per eligible school (50 or more minority students) is allocated for planning and administration. These in-service training programs are to be established by the local school board with advice and assistance of a local planning committee except programs for teachers in Johnson-O'Malley schools which are to be established by the Department of Education with the advice of the Minn. Indian Education Committee. The act further provides that any school district serving enrolled students of Indian ancestry who reside on an Indian reservation will receive $30 per school year for each such student.

Catholic { 15% in non public
39% in elementary St. P.
21% in " Mpls

NON-PUBLIC SCHOOLS

In the 1967-68 school year 150,496 pupils (about 81% elementary, and 19% secondary) were enrolled in non-public schools. Most of these are in parochial schools, primarily Catholic, but some Lutheran, Seventh Day Adventist, Christian Reformed, and others as well. There are also students at private schools such as Blake of Hopkins, (St. Paul Academy Summit of St. Paul, (Latin Grammar Sch) St. Mary's of Faribault, and Montessori Foundation Schools. Students at State Schools such as Red Wing, Cambridge, and Faribault Schools for the blind and deaf are also included. Total non-public enrollment has been declining for the past few years[1/] and this declining trend is expected to continue as some of these schools find financing increasing educational costs becoming more difficult.

These schools are self regulated, either as a member of a system such as a Catholic diocesan system or the Montessori Foundation, or by their own boards and staffs. They may use State Department of Education regulations as guides but are not bound by them. Principals or administrators interviewed (Highcroft Country Day School of Wayzata, Lutheran High School of Minneapolis, St. Peter's Elementary and Holy Angels High School of Richfield) all agreed that they must offer an equally adequate or better program in order to attract and hold students.

It is the responsibility of local school officials to determine if a child's attendance at a private or parochial school constitutes compliance with the Minnesota compulsory attendance law. This law precludes parents

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1/ Total enrollment in 1965 was 173,534, in 1966 it was 169,209, and in 1967 it was 161,523. (Figures from Lois Steinhaus, Dept. of Statistics, Minn. Dept. of Education.)

from educating children themselves. The law states: "Every child between 7 and 16 years of age shall attend a public school, or a private school, in each year during the entire time the public schools of the district in which the child resides are in session." (Minnesota Statutes, 1953. 132.05, Subdivision 1.)

In Minnesota there had been no provision for financial aid for non-public schools by the State until the 1969 session of the legislature passed a busing aid bill which provides that, beginning in the 1970-71 school year, districts that receive state aid for transportation of pupils must also bus private school students in that district. These districts may begin busing in 1969-70 and may collect state aids for doing so. A court suit has been initiated challenging the constitutionality of the law.

Some services of the State Department are made available to the non-public schools such as the files of the Teacher Placement Bureau and the State Achievement Examinations for secondary pupils. Schools that have not been accredited by a recognized accrediting agency must use the tests if the pupils' credits are to be validated by the State Department of Education. Accredited schools may use the tests to aid in evaluating their instructional efforts and to locate strengths and weaknesses. During the 1968-69 schoolyear 42 non-public secondary schools offered the complete program for Driver and Safety Education approved by the State Department of Education. When the State Department schedules in-service workshops throughout the state, teachers from the non-public schools are invited to participate. The local public school officials are responsible for contracting and inviting the non-public teachers.

The secondary schools may apply for membership in the North Central Association of Colleges and Secondary Schools, whose State Secondary Committee Chairman is a representative from the State Department, appointed by the Commissioner of Education. Of the 147 N.C.A. accredited schools in Minnesota in 1969, 21 are nonpublic.

Non-public schools are entitled to some assistance under Title I and Title II of the Federal Elementary and Secondary Act of 1965. Title I provides for assistance to the pupil who is educationally deprived, rather than to the school system. Title II provides for supplying library books and services to the schools. Title to all books and materials remains with the local public school system. Local public school administration are responsible for contacting and conferring with non-public school officials concerning projects for which application might be made.

Some local public school districts have established a "shared-time" arrangement with private or parochial schools whereby students enrolled in the non-public school spend part of the school day at the public school where they take courses such as science, mathematics, home economics, or industrial arts. A local school official reported that the 1969 legislature provided for the payment of a pro rata share of state aid to districts for ~~hours~~ minutes spent in classes at the public school. ~~(I will document this before the next committee meeting).~~ The 1969 legislature appropriated $1,000,000 for state aids to be paid to public schools participating.

Private trade schools were made subject to licensing by the State Department of Education in 1967. The 1969 legislature repealed the 1967 Chapters 141 and 142 when H. F. no. 572, Chapter No. 866 was adopted. This act, called The Private Business, Trade and Correspondence School Act,

provides that "No school shall maintain, advertise, solicit for, or conduct any course of instruction in Minnesota without first obtaining a license from the commissioner." (of Education) Sec. 5, Subd. 1. The bill sets forth minimum requirements for licenses, refund provisions, and provides for enforcement by the Attorney General. These schools are generally considered post-high school, but some accept students who have not completed high school. The purpose of this bill is to protect students from being cheated by schools that misrepresented their programs. Some critics would like to see stricter requirements for licensing.

Pre-kindergarten nursery schools are not regulated by the State Department of Education, but are licensed under the Welfare Department for health and safety. The Education Dept was authorized in 1967 to add an early childhood education consultant, although the position has not yet been filled. There is a growing feeling that this area of education might more properly be under the Department of Education than under Welfare which is more of a custodial nature. At present it is a misdemeanor to operate without a license. To be licensed, a "school" must have at least one certified teacher for every 20 pupils. A "day care center" must have at least one adult for every 10 children.

LWV of Minnesota
State Item: Education
Rough draft for publication
Section of Certification of Personnel

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Authority to certify:

In Minnesota the State Board of Education has the authority to certify teachers. The Board adopts rules and regulations to implement this duty. These rules and regulations are adopted by the Board after public hearing at which all interested parties have the opportunity to testify. The rules and regulations relating to certification of personnel are administered by two sections of the State Department of Education. Division of Instruction above The Professions Development Section has charge of approving and supervising teacher training programs at preparatory institutions. The Teacher Certification Section handles the actual certification process. Division of Administration

Regulations

There are regulations defining the certification of all professional personnel involved in the educationprocess.

ELEMENTARY

"Present requirements in Minnesota for issuance of a Teacher's Certificate valid in elementary schools include a degree from an institution, within the state, which offers an approved program. Degree programs, properly accredited in other states, and equivalent preparation in other countries are also acceptable. These programs must include 45 quarter hours or the equivalent of professional education of which at least six quarter hours must be in student teaching. This certificate is valid for two years, and it may be renewed for five years.

Requirements for renewal are the same as for original issuance except that the applicant must have had either one year of teaching experience in an appropriate field during the past five years or eight quarter

hours of college credit in appropriately related subjects. After five years of successful teaching, including one of the past two years, application may be made for a life certificate."[1]

SECONDARY

In the area of secondary teacher certification the move has been away from general-type certificates except for trade + industrial teachers. Degrees from approved teacher training institutions are accepted by the State Board as evidence of completion of teacher preparation programs. A four year degree is required and this allows the teacher to teach in all areas in which he has a college major and less than one-half time during the school day in areas of his minors. Also required in the degree are 18 semester or 27 quarter hours of professional education of which at least 4 semester or 6 quarter hours are student teaching.[2] (Provision is made for acceptance out outstate degrees and from other countries) In some areas of secondary certification specific courses are required such as in physical education and health.

SPECIAL

Many more specific requirements are given as to courses and student teaching in the area of certification for Special Teachers of handicapped children. A partial example from the Rules and Regulations is given below.

Page 92

"b. Visually handicapped Children

1)

(cc) 30 quarter credits, of which at least 20 are on the graduate level, on education of the blind and partially seeing children, distributed in the following areas listed below: or equivalent preparation as evaluated by an approved college or University.

---

1. Bureau of Field Studies and Surveys College of Education U of M Education 1967 pp.187-8
2. Rules and Regulations of the State Board of Education Chap. 15, Edu. 281 p.85

Education of Exceptional Children.....3 qtr. cr.
Braille.....6 qtr. cr.
Structure and Function of the Eye.....3 qtr. cr.
Methods of Teaching Partially seeing Children.....3 qtr. cr.
Methods of Teaching Blind Children....6 qtr. cr.
*Elementary level.....(3 qtr. cr.)
*Secondary level.....(3 qtr. cr.)
History and Philosophy of Education of Visually Handicapped Children.....3 qtr. cr.
Student Teaching with Blind and Partially Seeing Children.....6 qtr. cr.

Experienced teachers who have successfully taught sighted children two years may substitute special workshops granting at least 3 quarter college credits for 3 of the student teaching credits. Acceptable workshops shall be only those dealing with problems relating to the blind and partially seeing children."

There are similar type regulation relating to certification of area-vocation-technical schools, administrators, supervisors, and other professional employees such as counselors, psychologists, social workers, public school nurse, audio-visual directors and coordinators, public school athletic coaches, recreation personnel, driver education teachers and teacher intern.

The foregoing information serves to show that certification in Minnesota is based on degrees granted from institutions with approved programs. In some cases these programs are quite well defined in the rules and regulations and in others there is some leeway for variation. In all cases a set number of professional education courses are required for certification.

LIMITED CERTIFICATES

There are provisions for limited certificates which are granted at the discretion of the Certification Section of the State Department of Education. In August superintendents unable to find qualified teachers apply for approval of limited certificates. According to a "Report of Limited Permits Issued Between August 1, 1967 and September 29, 1968" made by the Teacher Certification Section less than 3% of Minnesota's 46,000 teachers were teaching on limited permits. Of this 3% the largest was made up of elementary teachers (40.50%). Casual substitutes made up 22.5% of the total and 17% were issued for parochial or private schools and for services which were only temporary i.e. interns.

The Certification Section of the Department of Education also checks each year the teaching assignments of all Minnesota teachers to see if they are teaching in areas for which they are qualified and certified.

Opinions and questions

In recent years many opinions have been voiced by people both in and out of the educational field about the methods and criteria for certification of teachers. There has been dispute about the control of the certification process.

James B. Conant in his book TheEDucation of the American Teachers discusses the conflict between the academic people and the professional educators. He concludes that the two words freedom and responsibility characterize his position. "The state should allow each college and university the maximum degree of freedom to develop its own program. Each institution should assume the maximum degree of responsibility for those graduates it certifies as competent to teach."[3] He feels that once free competition becomes possible in any state the academic professors and professors of education will join hands to enhance the reputation of their particular institution.

At the present time regional organizations such as the North Central Association and NCATE (National Council for Accreditation of Teacher Education) have great amount of influence on requirements for teacher certification. These organizations are at present controlled by the professional educator groups. Conant feels they should have a broader base of representation including representatives of the scholarly disciplines and informed representatives of the lay public.

At the state level the Minnesota Federation of Teachers has proposed legislation which would set up a committee appointed by the State Board of Education consisting of three elementary, three secondary

3 Conant, James B. The Education of American Teachers McGraw-Hill 1963 p. 217

teachers, three college professors and two administrators. This committee would develop criteria for certification; review and pass on qualifications and recommend to the State Board for certification.[4] Studies are now being conducted in Washington and Florida in which they are attempting to list the functions they feel a teacher should be able to perform and then attempt to evaluate a program and prospect on the degree to which the program prepares for and the prospect is able to perform those functions.

There is a growing use of teacher aides and para-professionals. This raises the question of certification of these personnel. Under present methods of certification in Minnesota this means approval of and supervision of their training programs. The background of para-professionals is so varied this becomes a monumental task.

Conclusion

Under the present system of certification the standards are being enforced at a high level. With the acquiring of computors this will become more efficient.

There are basic questions being asked today about certification. To answer these intelligently will require more information than this publication is able to put forth.

4. Minnesota Federation Teachers "A Review of Teacher Lobbying/1969" p. 24

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

RULES AND REGULATIONS FOR ELEMENTARY EDUCATION

Basically two regulations:

General education for all pupils and special education for exceptional (handicapped, gifted, talented) students to meet the needs and interests of the pupils and the community served.

State curriculum outlines and suggested courses of study (on file in the office of the Commissioner of Education) are the basis for curriculum with modifications to adapt to local needs. The constant subjects are: Language Arts; Arithmetic; Social Studies; Science and Conservation; Fine and Practical Arts; Health, Physical Education and Safety.

The ~~rules~~ regulations also cover:

Testing for grading and curriculum evaluation

Library service

Self-contained classroom with a single teacher responsible for all instructional activities

Textbooks in nine subject areas

School day - Kindergarten-2 1/2 hours, 1-3 - 5 hours, 4-6 - 5 1/2 hours

Maximum class size - 30 with not more than two consecutive grades in one classroom. Kindergarten must be a separate unit.

These standards are the minimum requirements according to the Administrative manual of the State Board of Education. The State Department gives little guidance, evaluation or supervision and its few restrictions are frequently ignored. Seventy-three percent of the schools provide some teacher assistance (specialists), 20% are partly departmentalized, 11% have some team teaching, 3% have ungraded primary organization and most exceed the time specified for a school day. Some of these variations are experimental programs approved by the Department of Education, but others are local developments that

disregard the regulations. The school day is frequently lengthened in order to coordinate the bus runs with the high school, but the additional material in our knowledge explosion, that needs to be covered also demands more time in the classroom. Dr. Domian questions the rationality of children working a longer day than their fathers. "With homework this is often the case." However, our Minnesota school year is one of the shortest (170 days) in the nation. The North Central Accreditation requires 175 days, but this is usually the larger schools.

The rule regarding classroom size is the one most frequently broken. This is mainly in the cities and the suburbs and these oversize classes are declining. Most of the regulations are not specific, so the elementary schools can stay within the rules and still vary greatly from each other. With very few exceptions the larger school districts have better facilities, more equipment, a broader program, better educated faculties, a greater variety of specialists and have made increasing use of the innovations in education. There are still only twelve elementary counselors (1967) in the state, although the regulations require providing guidance; specialized science facilities are rare and 1/4 of the schools are poorly equipped for teaching science in spite of federal aid available for equipment since 1958. Audio-visual equipment is also covered by federal aid, but again the supply increases with the size of the school. The existing equipment is not used enough and most schools are not well supplied. The television potential has not been realized, especially regarding video tape. Only 24 schools have language labs (a foreign language is taught in only 18% of the elementary schools in the state).

In 1967 the Bureau of Field Studies and Surveys, in their statewide study of Minnesota schools, questioned the principals. Almost 2/3 considered their textbooks inadequate and more than 2/3 found their maps and charts inadequate. Only 13% reported curriculum coordination with their junior

high school and 5% with their senior high school. In fact, only 68% reported coordination with their elementary school buildings. The large schools use more non-school facilities and the small schools use more State Department specialists (not especially satisfactorily). Regardless of the school size there was a high degree of unanimity as to the objectives of the principals: (1) Attaining knowledge - 78%, (2) Skills - 76%, (3) Values and attitudes - 64%, (4) Reflective thinking - 55%, (5) Sensitivities and feelings - 48%. There was almost no free response.

The only educational innovation included by the majority of the schools is the New Math (93%). In recent years 1/2 have made changes in their science program; 1/3 in music, health and physical education; 1/5 in English and 1/6 in art. For local curriculum revision less than 1/10 had involved their elementary school teachers and then only one or two of them.

Dr. Otto Domian (Bureau of Field Studies) found that schools demand little from their libraries. He felt their usefulness and effectiveness could be increased through better and more frequent usage with no policy change and little additional money.

After the Bureau of Field Studies report, the State Board of Education responded with its Criteria Recommendations. These are basically in agreement, but in some instances the departmental recommendations exceed in order of magnitude those found in Education 1967. Neither group goes beyond what is being done in at least some of the schools in the state, so if the same opportunities were made available to all Minnesota students our basically conservative educational program would continue. Does this provide equal educational opportunity? Does this really take into account the individual differences? Will our children be prepared to live in this increasingly complex world and be able to compete in further education?

* * * * *

RULES AND REGULATIONS FOR SECONDARY EDUCATION

Junior Secondary period

Thirty hours a week of electives and constants are required. The constants are as follows:

7, 8 and 9 - English, Social Studies, Physical Education, Mathematics, Science

7 and 8 - Home Economics or Industrial Arts

7 and 8 - Music and Art - Each shall be required a minimum of one period per seek, or the equivalence thereof.

Band and chorus and sometimes orchestra are usually the only electives offered in grades 7 and 8. In a few schools a foreign language is included. By grade 9 home economics, industrial arts, music and art are in the elective status. Consequently there is little variation throughout the state, although the larger schools sometimes have a wider choice in the variety of music offered.

Senior Secondary period

The minimum pupil load for regular pupils for each year of the senior secondary period shall be four major credit courses, exclusive of applied music, health and physical education, and pupil activities. The constants are as follows:

10, 11 and 12 - English

10 and 12 - Social Studies

10 - Physical Education and Health

Electives and extra curricula activities must be offered to provide a comprehensive program of studies in general education, college preparatory, vocational, practical and fine arts; special education for exceptional students; library and audio-visual aids and services; and a planned guidance program. There is a clear association between the size of the district and the number of courses offered. The presence of special departments

(vocational) is also directly related to the larger school enrollment except a department of agriculture. One-third of the districts in the state enroll 3/4 of the students, so most of the state is characterized by large districts operating small high schools. The trend and the efforts have been toward consolidation to eliminate these small schools with their inadequate facilities, lack of properly certified teachers and minimal programs. The State Department issues warnings to schools that fail to measure up to these minimum regulations and it has the power to reduce a high school's status to a "department," which cannot confer diplomas and cannot receive state aids.

Secondary education began as an elite preparatory system; became a mass terminal system and now must become a mass preparatory system and continue being a terminal system for a decreasing proportion of students. More education means greater future earnings. More educated people means a greater demand for educated people. Pursuit of intellectual excellence should be our new goal, according to Charles E. Silberman (a Fortune editor), who says we need "masses of intellectuals" and we must teach people <u>how to learn</u>. Dean Chase of Chicago also says the emphasis should be on learning rather than teaching, which should stimulate and direct learning. He feels the library should be the focal point with a large part of the day spent on independent study. Dr. Domian stresses the need to cultivate and stimulate all available talent. (Approximately 25% of the top 1/4 in ability do not rank in the upper 1/2 of their class. These are usually from the low status families.)

Why does our curriculum remain relatively unchanged when our needs have changed drastically? Minnesota education has always been very conservative, as has the education in most of our states. This separate subject curricula, which is used in most secondary schools, is based on the Carnegie unit. This was established in 1906-07 on college entrance exams designed before the turn of the century by the elite eastern private colleges. It was adopted to

standardize curriculum and although attempts have been made to alter this formula, its early influence has been maintained. The past ten years have shown an increased number of innovations, such as team teaching, flexible scheduling and some new content and organization of information in some subjects. Even this amount of change has met with resistance. The existing system is reinforced by teacher training, which must conform, and college entrance exams. As competition for colleges increases, future curriculum planning will entail closer cooperation with these colleges and with the colleges educating our teachers. Admissions offices support stability, although many other academics advocate and stimulate change and diversity. The State Department of Education reinforces stability probably because it does not have the funds or personnel to accommodate any complications. Changes are more likely to occur through federal funding to individualize instruction (computer-assisted-instruction, scheduling experimentation, team teaching, etc.) and possibly introduce "new" disciplines. Educational research is being revitalized through more money and more capable agencies. A new interest in education is the corporations, who are generally directed toward innovations and probably willing to back them with money.

Does more money mean more learning? Through the 1950's state financial contributions increased at an annual rate of 13% across the nation, but did our students learn more? Municipal governments pay a much larger percentage of their tax money to education and this has resulted in many elaborate school buildings complete with gymnasiums, stadiums, aduitoriums, and shop and home economics facilities. The Encyclopedia of Educational Research for 1960 lists average per-pupil expenditure for books and pamphlets in elementary and secondary libraries (based on 1953-54 figures) as 74 cents. The average annual per-pupil cost for physical education (1958) was $11.85. Do we have our priorities right? Do these activities that take so much of the students' time and the taxpayers' money further distract from the

primary task of learning? Educational investments, profitably made, benefits society economically as well as fulfilling the individual involved. Who is planning for the future of education? The improvement of education in the United States is nobody's special business. It is up to the public to be more informed and interested, especially because it is at the local and state level that most decisions are being made.

In continuous program development it is difficult to find the appropriate balance between stability and change, which is why we usually settle for stability. However, this is where the great variations between schools is apparent and why we do not have equality of education. We need the leadership of well informed experts to: (1) identify educational goals based on national, state and local developments; (2) make decisions on selecting, deleting and combining courses, materials and methods; (3) provide in-service education of teachers to update and improve instruction; (4) relate parts of school programs to each other and to educational efforts outside the schools. Dr. Domian believes 1/3 less time could be spent on the present required subjects freeing this time for new subject matter. These smaller changes could be made or we could try a completely new scheduling procedure, such as Melbourne, Florida, where the abolition of grades has been combined with intellectual excellence. Homogeneous grouping has been set up on the basis of achievement tests. A student proceeds at his own pace, which varies from subject to subject, and many new learning techniques are available.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

RULES AND REGULATIONS

The State Board of Education shall exercise general supervision over public schools and public educational agencies in the state, classify and standardize public elementary and secondary schools, prepare for them outlines and suggested courses of study. The Board shall establish rules relating to examinations, reports, acceptances of schools, courses of study and other proceedings in connection with elementary and secondary schools applying for special state aid. (M.S. 121.11 Subd. 7.)

In Minnesota, statutes have created a State Department of Education to be maintained under the direction of a State Board of Education composed of nine representative citizens of the state, one from each congressional district (Minn. Statutes, 1965, Chapter 121, Sect. 2 as amended Minn. Statutes, 1967, Chapter 17 of Extra Session Laws (S.F. No.21). The members are appointed by the Governor and confirmed by the Senate. Their terms run for six years with some expiring each year. The Board holds an annual meeting in August and quarterly meetings are required. Special meetings are authorized.

The regulations set up cover minimum requirements for every phase of public education as follows. Classification procedure; buildings; equipment; curriculum; staff; libraries; records and reports; biennial audit; enrollment; special education; health; transportation; hot lunch; certification; emergency aid; building sites. Education 1967 and the report of the Elementary and Secondary Education Commission 1969 both agree that many changes in the State Department of Education are needed. The following are from the Commission report.

The Department of Education has been operating under broad legislative powers conferred upon the State Board of Education by the legislature. Inherent in these legislative grants of power are basic responsibilities. It is imperative that the Department of Education establish priorities.

At this time, too much emphasis is placed on regulatory and operational functions and too little emphasis is placed on the leadership role. In order to establish priorities, the Elementary and Secondary Education Commission recognizes that many improvements must be made within the Department to strengthen its role.

It is fundamental that the Commissioner and his Assistant Commissioners form an administrative team to coordinate their efforts and plans for educational services and other activities. This administrative team should have a meeting of the minds to determine how the Department can best provide leadership to the public schools in Minnesota.

In order for the Department to assume the leadership role it is imperative that it seek to improve relationships with local school districts. The posture of this relationship on the part of the Department should be cooperative and not dictatorial. It should improve and expand its program of school visitations.

The Department should be encouraging experimentation and innovation in local school systems. Programs such as in-service training of teachers have unlimited potential for improving instruction by revising local curricula. The primary value of revising a local curriculum is the creation of a program specifically designed for the students of the community. In addition to this, because of the volume of reading and research required to design a curriculum, the fringe benefit of teaching the teacher has much merit.

The very nature of education cries for new ideas, new programs, and new approaches as needed. The Department should be disseminating information that provides a stimulus to education. The Commission RECOMMENDS that the regulations adopted by the Board of Education should be revised and made less rigid to provide flexibility to encourage experimentation and innovations in local school systems. (APPROVED UNANIMOUSLY)

In order to facilitate the internal strengthening of the Department of Education, the Commission RECOMMENDS that the policy making positions in the Department be removed from the State Civil Service System.
(APPROVED UNANIMOUSLY)

The Commission further RECOMMENDS that the salaries of the Commissioner and other State Department of Education personnel be raised to a level commensurate with their responsibilities and qualifications.
(APPROVED UNANIMOUSLY)

Health

General standards. "A member of each school faculty with approved preparation, shall be designated as school health director who under the administrative officer of the school shall organize and coordinate the school health program." (Chapter 8, Administrative Manual)

In large districts this is usually a nurse with a Public Health Certificate with her own staff. In smaller districts can be visiting nurse and volunteers, local doctor and classroom teacher and volunteer, or any combination.

Health records of each pupil will be kept by person designated and updated annually. They will include vision and hearing screening, height, weight, and record of physical examination. (Chapter 8, Administrative Manual)

Transportation

To receive state aid, a school district must be an independent school district. It must have 18 sections of land or if operating before 1957 have 12 sections of land. The district must have suitable facilities and be in operation nine months a year.

170 now 175 - next yr.

Aid is paid for the actual number of school days. The district pays for its transportation and is reimbursed later. Pupils must reside 1 mile or more from school. If pupils reside in a village, cost is prorated by

actual mileage.

The handicapped will be transported by whatever means is necessary. The cost shall not exceed $225 per year or $1.35 per day.

Schools shall have written contracts with bus companies and shall keep a record of routes, loading zones, times and qualifications of drivers. Buses shall meet health and safety standards of the State Department of Education. (From Administrative Manual for Minn. Public Schools)

At this time there are 16 school districts which receive no aid because they do not have enough land area (figures obtained from State Department of Education).

The 1969 costs for transportation are being compiled now and will be available from the State Department about September 10th.

School Lunch Program

School lunch is a learning experience. All pupils K-12 are eligible. Participation in the program is voluntary and the program is administered by local school boards. The regulations state that the meal will be served at noon and will provide one third of a child's daily nutritional requirements. There shall be no profit. There shall be no discrimination;if a child is unable to pay,a free lunch shall be given.

There shall be reimbursement from the state for the actual number of meals served with milk. There will be a 4¢ per 1/2 pint reimbursement for milk. All food must be used in the school. Surplus food can be ordered on the basis of number of students participating. (from Administrative Manual) At this time all school districts in the state participate.

In conversation with members of the State School Food Organization, none of whom want to be quoted, it was learned that:

1. Special permission must be obtained to charge more than 35¢ for lunch.

2. Surplus foods are not really free because they come in large

quantities at unspecified times and often storage space, especially freezer space, must be rented.

3. There is general approval of the Type A lunch in grade and junior high schools. There is some feeling that at the senior high level, eating habits cannot be taught, and in order to encourage students to eat, more flexibility in the menu should be allowed.

4. In low income areas some very successful experiments in serving breakfast have been undertaken.

Present Regulations for Buildings and Sites

The first required step is to have a conference with the director of School Plant Planning of the Department of Education; 2. Have the preliminary plans reviewed; 3. Have the final plans approved before bids are taken; 4. The local school board must certify that the approved plans are followed; 5. Buildings must meet the code of the State Fire Marshall; 6. Fire drills must be held in all schools.

Emergency Aid (Present regulations)

Emergency aid is given only at the direction of the State School Board. Applications must be made 45 days before a quarterly meeting of the board in order to receive consideration. The board meets in September, December, March and June.

The money given in emergency aid can be used as the school board wishes but may not be used to finance part of a regular building program.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

ADMINISTRATIVE STRUCTURES SECTION

From the very inception of our nation, the federal government delegated the authority for the education of its citizens to the individual states. Education, per se, is not mentioned in the constitution. The Tenth Amendment specifies that all powers, not previously delegated and enumerated, are reserved to the individual states or to the people. Therefore, constitutions of all states make provision, either directly or indirectly, for the establishment and maintenance of a system of public schools. Generally, the legislature of the individual state is charged with the obligation to provide for education.

However, the federal government very early established its support of education. In 1787, the Northwest Ordinance set forth the basic qualities of the citizenry necessary to the establishment of good government and stated that "....schools and the means of education shall be forever encouraged."

A further indication of the federal government's intention to support public education for all was exemplified by the establishment of the United States Office of Education in 1867. This office presently operates as a part of the Department of Health, Education and Welfare. This office has 3 main areas of activity which are (1) research, (2) educational services, and (3)administration of grants.

With the passage of bills, such as the Elementary and Secondary Act of 1965, the federal government's partnership in education is most evident.

In order to understand the organizational structure of education in Minnesota, we will examine the governmental units involved with a view toward their functions, relationships with one another, the public, the state and federal governments.

The Minnesota state legislature has established two areas of responsibility for public education - (1) the State Board of Education and its Department of Education and (2) the Local School Boards.

State Board of Education

The State Board of Education was established in 1919 and given the power to administer and supervise the state public school system through a Commissioner of Education and the Department of Education. The State School Board is made up of nine representative citizens, i.e. one from each of the 8 congressional districts and one member-at-large. The members are appointed by the Governor and confirmed by the state Senate to six-year terms - some expiring each year. The chairman of the Board is elected annually by its membership and his tenure as chairman is limited to three consecutive terms. At least three of the members are to have had previous experience as elected members of a local school board. The Board holds an annual meeting on the 1st Tuesday in August and quarterly meetings are required by law. Each member is compensated at the rate of $25.00 per day plus living expenses for those attending meetings away from their home/districts. As is evidenced by reports through the news media, the board has been holding both monthly meetings and occasional special hearings which are authorized. Federal involvement in vocational areas has required the formation of two additional boards - The State Board for Vocational Education and The State Board for Vocational Rehabilitation. In the interest of coordination, Minnesota has solved this problem by having the members of the State Board serve concurrently in all three capacities. Each board, although composed of the same members, maintains its separate identity by conducting separate meetings thus avoiding duplication of effort and accompanying expense.

The Board of Education has two main functions. (1) It must select and appoint the Commissioner of Education. (2) The board must formulate

and adopt policies for the state educational system within the limits and provisions of the constitution and statutes. These policies (e.g. minimum standards dealing with academic requirements, transportation, school lunch programs, etc.), which serve as guides for educational action throughout the state, when adopted have the full force and effect of state law.

The Commissioner of Education and the Department of Education

The Department of Education is administered by the Commissioner of Education. He is appointed by the State Board of Education to a four year term. His duties and responsibilities on the state level are comparable to those of a local school superintendent. However, his current annual salary of $23,500 is considerably less than that of some of Minnesota's local district superintendents.

In the position of chief executive officer, the Commissioner of Education also serves as sevretary to the State Board and is expected to attend all their meetings. He must present reports, make recommendations, and advise the State Board. He holds complete responsibility for the Department of Education. With the aid of department personnel and the support of the Board, he is responsible, too, for developing and presenting proposals and recommendations to the legislature. Along with the Board, the Commissioner is responsible for the implementation of laws.

The Department of Education has four main divisions which form the basic organizational structure and each is headed by an assistant commissioner. The Assistant Commissioner of the Division of Administration is also designated as Deputy Commissioner. All the division heads are classified under Minnesota Civil Service. The four divisions are administration, instruction, vocational-technical education, and vocational rehabilitation and special education. Another position, not responsible for a division, is that of Assistant to the Commissioner. At present, this assistant functions only in a staff position, has no direct line responsibilities,

and is dependent on direction from the Commissioner. This assistant is also in charge of the Publications section which is active in the following categories: general department publications, communications with particular audiences (e.g. school superintendents, local boards, etc.), news media releases and internal communications.

The Office of Planning and Development and Federal Programs Coordination is administered by a coordinator. This coordinator functions as a liaison between federal, state and local educational agencies. This position is also one of staff capacity and holds no line responsibility.

Division of Administration - Assistant Commissioner, Deputy Commissioner. The main functions of this division are to plan, coordinate, and direct the business services and legal matters within the department and in relation to the state school districts. Drafting legislative proposals on education and serving as a liaison with individual legislators and committees is a major responsibility. This division also operates the following: Administrative Services Section - finance, personnel and procurement units, Community School Lunch Program, Federal Programs - E.S.E.A: Titles I and II and N.D.E.A. Title III, Indian Education Section, Information Systems Section (data processing), Public Libraries Section, School District Organization Section, School Facilities Planning Section, School Transportation Section, State Aids, Statistics & Research Section and, finally, Teacher Certification Section.

Division of Instruction - Assistant Commissioner.

This division's major responsibility is to provide leadership and service to aid in improving instruction throughout the state. It functions in the development, planning, and coordination of the educational programs in all the state's schools from kindergarten through 12th grade and in addition, adult education. This division also operates the following:

Elementary and Secondary Education Section - adult education and civil defense, curriculum development, elementary, health, physical education and traffic safety, learning resources (audio visual group & school libraries), secondary, summer school program, and subject matter consultants units, Minnesota National Laboratory, Professionals Development Section - placement and professions development units, and Pupil Personnel Services Section (guidance, health, etc.).

Department of Vocational Rehabilitation and Special Education - Assistant Commissioner.

This division functions in the planning, direction, and coordination of the activities of vocational rehabilitation and special education. Its primary concern is to provide each disabled person in the state with services which will contribute to his or her vocational independence. Through field offices located in principal cities of the state, services are provided by counselors. This division operates the following: Long-Term Sheltered Workshops Section, OASDHI Disability Determinations Section, Operations Section - 1) programs with public school districts, 2) programs with state hospitals for the mentally ill and mentally retarded, 3) programs with correctional institutions, and 4) other programs (cooperative programs with public and private agencies), Special Education Section (handicapped), Staff Services Section - accounting and program & staff development units, and OASDHI Trust Fund Program.

Division of Vocational-Technical Education - Assistant Commissioner.

This division's goal is to provide people of all ages the opportunity to acquire high-quality vocational-technical skills through readily available learning centers in the state. It is responsible for developing, supervising, evaluating and improving vocational-technical and practical arts education through both public and private proprietary schools. This division operates the following: Area Vocational Schools Section, Program

Evaluation Section - private trade schools and evaluations units, Program Operations Section - agricultural education, business and office education, distributive education (marketing), field instruction (firemanship, etc.), health occupations (practical nursing, etc.), home economics, industrial arts, technical education,and trade and industrial education (craft and semi-skilled occupations) units, Program Planning and Development Section, Special Programs Services Section - manpower development and training, veteran's training, and work study program units.

Local School Districts

The second area of responsibility for public education as established by the Minnesota State Legislature is the local school district. These school districts are (1) subdivisions of the state, (2) and the school board members who direct district operations are officers of the state and (3) the board members are charged with the responsibility of conducting education in accordance with state requirements. Laws or statutes passed by the legislatures and rules and regulations established by the Board of Education and its Department of Education are the basis for these requirements.

In Minnesota, statutes provide for 5 types of local school districts and each type operates under a separate set of rules.

Common School District: In this group are 3 major divisions:

(1) those operating one teacher elementary schools, (2) those operating elementary schools with 2 or more teachers, and (3) those operating no schools. Most of the latter were eliminated in 1966. However, this variety is still authorized if (a) they maintain contracts with special school districts and if (b) 75% of the children within the district attend private schools operating on both the elementary and secondary levels. The common school district is governed by a 3 member board elected to 3 year overlapping terms. The board shares this responsibility with

the county superintendent. The tax levy is set at the annual meeting by the citizens of the district.

Independent School Districts: These districts are unified in that they are capable of providing a total plan for education - grades 1 through 12 with or without kindergarten. A few do not operate secondary schools. The independent school district has an elected school board of 6 or 7 members, has the power to fix the school tax levy and has the power to employ a district superintendent who directs the educational program. The school board members are elected by the district's voters to 3 year staggered terms.

Special School Districts: These districts operate, generally, under the same laws and rules as the independent districts except where special laws and charter provisions are provided. These special districts elect 7 man school boards. Only 5? municipalities operate in this category - i.e. Duluth, Minneapolis, Rochester, South St. Paul and Winona.

Associated School Districts: These districts were expected to provide a secondary education vehicle for 2 or more districts. Although the legislature made statutory provisions for the associated district, it failed to fund them and none exists.

Unorganized Territory: This type of district refers to that portion of a county not included in an organized school district. It is a public corporation supervised by a 3 member board made up of the county school superintendent, the county treasurer, and the chairman of the county board of commissioners. The people of an unorganized territory have no direct voice in the education of their children. After July 1, 1971, only children residing at Fort Snelling will be affected by this type of school district. (These children attend the Richfield Public Schools and the Richfield district is reimbursed on a per-pupil tuition basis by Hennepin County -federal funds are directly involved here.)

We will then be dealing, for the most part, with the 3 most prevalent types - the common, special and independent school districts.

From the beginnings of public education in Minnesota (despite attempts by the legislature to reduce them through permissive legislation), the number of school districts proliferated to an all time high of 7,773 common districts in 1932. In 1947, school district reorganization received its major impetus. At that time Minnesota still had 7,606 school districts. Because of the school reorganization law passed in 1947, counties established survey committees which were able to substantially reduce the number of districts by attaching many elementary common school districts to others providing both elementary and secondary education.

In 1967, the legislature took a major step to implement school district reorganization through the enactment of mandatory legislation. This legislation provides that as of July 1, 1971, all school districts, except Fort Snelling, shall be incorporated into Special or Independent school districts providing continuous education - grades 1 through 12 and, if desired, kindergarten.

The State Board of Education has established a minimum enrollment of 300 pupils in grades 7 - 12 for new schools. There are over 200 existing school districts which do not meet this requirement. Although Minnesota is not a leader in school district reorganization, it should be understood that this state does have unique problems such as sparsely populated areas, extreme climatic problems in winter, heavily populated urban areas, etc., which make reorganization a most difficult problem.

Some confusion can arise when the basic administrative unit and the basic attendance unit are considered with reference to school district reorganization. The school district - i.e. basic administrative unit - is the total area under the direction of the local school board. This

administrative unit can contain one school or many. The attendance unit is the area served by one school building. Many studies have been made on school district size ranging all the way from a minimum 100 students graduating annually from 12th grade to optimum enrollment standards of 20,000 and up. These minimum and optimum standards point up the need for efficiency in business operations and the need to provide special services and programs on a district-wide basis. The most crucial reason for minimum standards of school district size is to assure sufficient numbers of students in order to make it financially feasible to offer a comprehensive curriculum and a sufficiently large faculty to be responsive to the needs and abilities of the students in a school district.

Summary:

In summary, the complexities of such a vast educational enterprise, which involves approximately 25% of Minnesota's population (including students), are obvious. The Board of Education functions as chief policymaking agency with vaguely defined responsibilities to the governor, the legislature, and, ultimately, to the people. The Department of Education, headed by its Commissioner, is responsible to the Board of Education and functions as the main organ for regulation, operation and leadership. The local school districts are primarily responsible to the people of their districts and are also responsible, in a limited way, to the Department of Education. The influence of the federal government's role in education in Minnesota, mainly through legislation and large financial grants, is becoming increasingly apparent.

STRUCTURES SECTION INSERT

As may be noted in the Minnesota Educational Directory, 1968-69, the Commissioner of Education also serves in the following capacities: Ex-officio Secretary and Executive Officer of the STATE ADVISORY COMMISSION ON SCHOOL REORGANIZATION, STATE BOARD FOR VOCATIONAL EDUCATION, STATE COLLEGE BOARD - member and Secy., TEACHERS RETIREMENT ASSOCIATION - member Board of Trustees EQUALIZATION AID REVIEW COMMITTEE - chairman, SCHOOL LOAN COMMITTEE - Secy., MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION, BOARD OF CONTROL OF THE MINNESOTA STATE HIGH SCHOOL LEAGUE - ex-officio member.

Long Range Plan

As required by P. L. 90-576, the State Plan contains a section showing long range plans. Included, for example, are a) summaries of state wide labor supply and demand by occupations, b) designations of depressed areas in the state with high rates of unemployment, high rates of school dropouts, high rates of general unemployment, and greatest population density, c) projections of population growth - general, secondary school, post-secondary school, Indian, non-white, migrant, etc, and d) projections of costs for disadvantaged and handicapped students based on matching (federal) funds.

Course offerings among the Area Vocational schools vary greatly. However, it is the policy of the Department of Education to permit all students to attend any school of their choosing, not only those in their own district.

In the opinion of the authors of the Plan, there is a large portion of the secondary student population (47.5%, using 1968 figures) that is not receiving specific training for employment. They recommend that "secondary vocational education should provide:

1. Realistic orientation to the world of work
2. Exploratory and developmental programs which will lead to further post-secondary specific skill training
3. Development of specific salable skills upon completion of high school."

In an attempt to bring greater variety of vocational programs to secondary school students, particularly in the sparcely populated out-state areas, the Department of Education is encouraging establishment of "secondary vocational centers". It is expected that by 1974 there will be twenty-five of these "centers" (two by FY1970). Each center will be supported by a group of schools

sharing the planning and cost of a comprehensive secondary and adult vocational education program.*

The plan describes the operation of a "research-oriented subsystem" as a means for helping to improve the quality of vocational programs and to encourage and evaluate innovations.

Miscellaneous Statistics

There are now over 300 secondary schools in Minnesota offering vocational education programs. (A vocational education program, or one that qualifies for reimbursable funds,may be defined as one that a) prepares students for employment, or b) is necessary to prepare individuals for successful completion of such a program, or c) is of significant assistance in making an informed and meaningful occupational choice.) There are currently 27 post-secondary area vocational schools in operation; plans have been approved for four new area schools by 1974 -- three in the metropolitan area and one in Albert Lea.

Number of Schools Offering Vocational Education

Type of School	1970	Projected 1974
Secondary vocational center	2	25
Voc.-Tech. Post Secondary	--	--
Regular or Comprehensive secondary	323	300
Junior or Community College	8	12
College or University	3	3
Secondary-post-secondary combination	27	31
Other public institutions	8	7
Private (under contract)	1	10
	372	388

Total School Enrollment

	FY 1969	Projected FY 1970	FY 1974
Total secondary school enrollment (9-12)	269,183	277,356	327,324
Precent in vocational programs	14.5	15.4	18.7
Cost per student	$138.16	$149.21	$202.98
Post secondary school enrollment	11,700	15,500	25,500
Cost per student	$1,092.00	$1,179.00	$1,595.00

*Ann may have further information under 'innovative programs'. It seems that the "centers" idea is the only innovative one being tried by the state.

Total Number of Teachers of Vocational Education

	Projected FY 1970[1]	FY 1974
Secondary	1858	2440
Post-Secondary	1011	1555
Adult	2231	2848
Other	258	675

Estimate of Total Funds Needed for Vocational Education

		Projected FY 1970[1]	FY 1974
Secondary, post-secondary, guidance, disadvantaged, handicapped, construction, etc.	(S & L)	34,249,000	47,368,500
	(Fed.)	7,210,000	29,000,000
Research & Training	(S & L)	68,815	315,000
	(Fed.)	339,227	560,000
Exemplary programs	(S & L)	24,507	131,250
	(Fed.)	122,538	656,250
Residential Schools	(S & L)	4,133,726	8,822,00
Consumer and Homemaking Education	(Fed.)	274,274	875,00
Cooperative Education	(S & L)	52,643	362,500
	(Fed.)	263,217	1,312,500
Work Study	(S & L)	143,025	---
	(Fed.)	612,500	---
Grand Total	(S & L)	38,671,716	56,999,250
	(Fed.)	8,821,756	32,403,750

[1] Note: The appropriation of funds, when made by Congress, will determine the actual amounts available for 1970.

References

Division of Vocational-Technical Education, Minnesota Department of Education, "State Plan for Vocational-Technical Education", St. Paul, Minnesota: The Department, May 5, 1969. (Mimeographed)

90th Congress. Public Law 90-576: H.R. 18366. Washington, D.C.: U.S. Government Printing Office, October 16, 1968. 35 pp.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
ROUGH DRAFT
September 1969

A HISTORY OF FOUNDATION PROGRAM AID

In May, 1956, a report entitled "State Support for Public Education in Minnesota" was made by the Bureau of Field Studies and Surveys, College of Education, University of Minnesota, to the Legislative Interim Commission on School Aids and Reorganization.

At the head of its list of twenty-three recommendations was: "1. Adopt a foundation-type program for granting state support." [1] In 1957 the legislature set up a Foundation Program Aid system which is still the basis for the present Foundation Program Aid.

"The concept of the Foundation Program Aid is based on the belief that every child, regardless of the level of resources in his district, is entitled to participate equally in the educational program which the citizens of the state deem desirable for its children. It is further based on the idea of equity for all taxpayers in supporting such an educational program. In effect, it means taxing wealth wherever it may be and spending the tax money wherever the children are. Few people contest the equity and soundness of this concept but often they object to putting it into actual operation." [2]

When the legislature adopted the Foundation Program Aid in 1957, a flat grant had been in effect for some time. Because districts with high property valuations would have received more revenue under the old flat grant aid than under the new Foundation Program Aid, the legislature gave districts the option of computing their aids under either method. "These two forms of aid, equalizing and flat grant, have commonly been designated as Formula A Foundation Program Aid and Formula B Foundation Program Aid, and the districts have frequently been called Formula A and Formula B schools." [3]

In 1965-66 Foundation Program Aid amounted to $149,912,970 or 76.3% of all state aid to school districts. [4]

1. p. 79.
2. Education 1967, The Bureau of Field Studies and Surveys, College of Education, University of Minnesota, August, 1967, p. 354.
3. Ibid, p. 356.
4. Ibid, p. 355.

EXISTING METHOD

$345 (Median Maint. Cost?)	X	Pupil Units in ADA	minus	
Adjusted Assessed Value (EARC)	X	.019	=	Foundation Aid

* * * * * * * * * * * * * *

Definition of Terms:

Adjusted Assessed Valuation - Property valuation which has been equalized by formula for the purpose of providing meaningful comparison of property value throughout the state.

Pupil Units in ADA - Aggregate days of attendance by all pupils divided by the number of days school was in session and weighted as follows:

Kindergarten - .5
Grades 1-6 - 1.0
Grades 7-12 - 1.5
Voc. Tech. - 1.5

PROPOSED METHOD

I. The amount of Basic Foundation Aid to be received by a school district be computed as follows:

Base Foundation Program Amount or the District's Actual Foundation Program Cost, Whichever is the Lesser	X	State Support Index	X	Number of Resident Weighted Pupils in ADM	=	Basic Foundation Program

II. That adjustments be made to the Basic Foundation Program Aid for the following factors: (1) Staff quality index, (2) Extended school year, (3) Ratio of pupils to certificated staff, (4) Educational overburden, and (5) Inadequate district organization.

* * * * * * * * * * *

EXPLANATIONS

A. Average Daily Membership (ADM) is the aggregate days of attendance and absence of all pupils enrolled divided by the number of days school was in session and weighted as follows:

Kindergarten - .5
Grades 1-6 - 1.0
Grades 7-12 - 1.25
Voc. Tech. - 1.50

B. Staff Quality Index - This is determined by categorizing and weighting certificated staff as follows:

1) Non-degree 0.9
2) Four-year degree - 1.0
3) Advanced degree - 1.1

The total of all staff weightings are divided by the number of staff which results in the Staff Quality Index. This is applied to the basic foundation aid and may result in an increase or decrease of aid.

C. Extended School Year - The number of days school was in session divided by 175. Apply ratio or index to basic foundation aid. May result in increase or decrease.

D. Pupil-Certificated Staff Ratio - Penalty of 1 per cent to 3 per cent of basic foundation aid if ratio of pupils to staff is higher than 23.5 to 1.

E. Educational Overburden - An added 10 per cent of the basic foundation aid to cities of the first class.

F. Inadequate District Organization - Withhold 25 per cent of aids of a school district enrolling less than 1,500 until it becomes a part of a larger district.

RAFT June 23, 1969

FOUNDATION AID FORMULA

For the 1969-1970 school year the formula will be computed as follows:

$365 times the number of pupil units - [19 mills x the 1966 adjusted assessed valuation], with a guaranteed minimum of $133 per pupil unit.

For the 1970-1971 school year the formula will be computed as follows:

$404 x the number of pupil units - [20 mills x the 1967 adjusted assessed valuation], with a guaranteed minimum of $141 per pupil unit.

Thus the base for measuring local effort in the foundation aid formula remains lagged adjusted assessed valuation. This means here, "adjusted" by the school district OVERALL SALES RATIOS.

Above taken from
SUMMARY OF ELEMENTARY AND SECONDARY EDUCATION BILLS THAT WERE ENACTED

INTO LAW IN THE 1969 LEGISLATIVE SESSION.
Summary Compiled by: Steven B. Szarke

However —
For purposes of ascertaining debt limits ("net debt") and in definition of the base against which the "maximum effort" millage is to be applied in the "maximum effort" debt service & capital loan laws for school district, the base has been changed to allow a new alternative — the assessor's market value. (The Tax Dept no longer will mandatorily compute this figure.)

L. Stetter

Vocational Education

An increasingly important role is being assigned to the vocational system by the state and federal governments, a role that places the system in the breach between the socio-educational needs of a large part of our society and the realistic manpower needs of a changing labor market. Evidence of that role can be found in Public Law 90-576, "Vocational Education Amendments of 1968", recently passed by Congress. repeals all but Smith-Hughes Act

Title I of P L 90-576 authorizes federal grants to states "to assist them to maintain, extend and improve existing programs of vocational education and to develop new programs." Such vocational programs are to be designed to prepare individuals for gainful employment in sub-professional occupations, including the guidance and counseling and teacher training services pertaining thereto. These programs are to be made readily accessible to people of all ages, in all communities, who are either preparing to enter the labor force or who wish to upgrade, update or change their present work skills.

The Act authorizes payment to the states of $565,000,000 for the fiscal year ending 6/30/70, of which 90% is to be used for vocational program operation in the States, and 10% is to be made available for research (of which 50% is given to the Commissioner of Education, USOE). (Note: The Federal Budget, however, has deviated from this formula during the last several years. Also, as of this writing, Congress has not as yet appropriated the funds for the Act.)

Funds are apportioned among the states in accordance with an "allotment ratio", a formula based on the number of persons in various age groups needing vocational education, (15-19, 20-24, 25-65 years old), and the per capita income in the respective states; no allotment is to be less than $10,000.

Requisites for each state to receive its share of funds include establishment of a State Advisory Council and development of a State Plan (approved each year by the Commissioner, USOE) according to specified guidelines. These include, for example, such requirements as (a) designation of a State Board for Vocational Education, (b) allowance for public hearings on the Plan, (c) provision of a long-range plan for vocational education (5 years), and (d) detailed descriptions of policies and procedures to be used by the State in the distribution of funds to local school districts.

In addition to the above amount, the Act also authorizes for fiscal 1970 a total of $282,500,000 for (1) programs for the disadvantaged and handicapped, (2) exemplary and innovative programs, (3) residential schools, (4) consumer and homemaking education programs, (5) cooperative education programs, (6) work-study programs, (7) curriculum development, and (8) leadership and professional development programs.

Minnesota State Plan for Vocational-Technical Education, 1969-70

Administration

The Minnesota State Board for Vocational Education is solely responsible for administration of the State Plan. In Minnesota, this Board is the State Board of Education, the nine members of which are appointed by the Governor for a term of six years. The Executive Officer of the State Board for Vocational Education is the Commissioner of Education, appointed by the State Board.

The State Board employes a State Director of Vocational Education (Assistant Commissioner, Vocational-Technical Education), "responsible to the Commissioner and the Board for the administration, supervision and promotion of the vocational-technical program and application of state policies as approved by the State Board".

The Director's* duties include maintenance of financial records of state and federal funds, approving all application for reimbursements of expenditures by local schools and teacher training institutions, preparation of budgets and reports for the State Board and USOE, etc.

Also listed in the Plan are the duties and qualifications of all professional personnel within the State vocational system whose salaries are to be partially reimbursed by federal funds.

Teacher Certification

In subject areas, such as Agricultural, Home Economics, Business and Office, and Distributive Education, the Bachelor's degree is required for initial certification, while in the trade and industrial field, occupational competence, acquired through work experience, is the prime requisite for certification.

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*Mr. Robert P. Van Tries is currently the State Director of Vocational Education

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102

ROUGH DRAFT

September 1969

INEQUALITY OF OPPORTUNITY AMONG RURAL YOUTH

Children in rural areas suffer an educational handicap attributable to the small size of most of their schools. The following information is taken from the Discussion Guide for EDUCATION 1967, and is based on the findings of the Minnesota school study for that year.

In 1967, forty-four percent of the school districts operating secondary schools had fewer than 300 high school students, comprising 10.7% of high school students in the state. (page 6)

Areas of less opportunity for students in small schools include:

Fewer course offerings. Typical of the small high school is a limited number of courses to choose from, with the small schools having about half the number of courses available as the larger schools. Foreign language was rarely offered, and in the vocational area a general industrial arts course and perhaps a course in agriculture were all that were available. (page 6)

Teachers less adequately prepared. In school districts with less than 250 secondary students, over half the elementary teachers had less than four years of college training. In secondary schools, advanced degrees were definitely correlated with larger sized schools. In all cases, the level of teacher preparation increased as school size increased. (pages 7 and 8)

Daily preparation load of teachers heavier. In secondary schools with less than 200 students, 70% of the teachers had to prepare for four or more different classes, as contrasted with 5% of the teachers in schools with 2500 or more pupils. Teachers in smaller schools also carried heavier extra-curricular loads. (page 9)

Teachers' loads spread into more fields. In districts with less than 200 high school students, over half the teachers had to teach in two or more fields, in many cases including a field outside their major or minor areas. Multiple-field teaching declined as school size increased. (page 9)

Fewer specialized services available. Ninety-one percent of the school districts with secondary enrollment under 300 lacked certified school counselors. Only 10% of such specialists as speech correctionists, psychologists, etc., were in districts with less than 1500 high school students. Percentage of trained librarians increased directly with size of school. (page 10)

Mr. Guy O. Tollerud, State Director, School Facilities Section, summarizes the 1969 situation very well when he states, "The rural out-state schools located in small communities have very limited educational offerings, tending in the main to be mostly of the long time standard academic college preparatory programs--not meeting the real needs of youth as an initial exploratory and preparatory educational program for life. (This type of program) can be and is becoming available in the larger schools. In planning new buildings in a community of any size, our approach is always toward a school facility that can house and support a broad comprehensive educational program that will meet well the needs of both the college bound and the non-college bound youth." (Letter, July 31, 1969)

Since size is conceded to be a limiting factor for effective school districts, progress toward growth and enlargement is one measure of increased opportunities for rural youth. As of July 1, 1968, there were 1,082 school districts maintaining classified schools compared to 7,606 in 1947 when the reorganization program began. [1] During the 1967-69 biennium, 293 districts were merged; of this number 82 districts were by consolidation and 211 by dissolution. [2] In the year 1968-69 there were 128 districts eliminated, compared to 160 the previous year. [3]

This substantial reduction in school districts does not mean, of course, that all can provide a comprehensive program of education for all resident pupils. Mandatory legislation has caused the reorganization situation to pass from the problem of including all areas in districts with twelve-year

1. Eleventh Report of State Adv. Commission, p. 1.
2. Ibid, 13.
3. Annual report of School Dist. Organization, p. 1.

programs to planning for the merger of small and inefficient high school units which can and will offer a comprehensive program at a reasonable cost. Seven of the consolidations of this past year involved at least two secondary districts.

Consequently rural areas are encouraged by the State Department of Education to broaden their offerings and services when merging. According to a spokesman, "In planning for senior high school . . . new dimensions in education, such as data processing, should be considered so that there will be 'time for preparation.'" He stressed industrial arts on the senior high level, with suggested courses such as graphic arts, electronics, experimental engineering, construction trades, agriculture, manufacturing, air transportation, and power mechanics. These courses would apply mostly to non-college bound students.

"He also thought a vocational-educational planning center should be set up, with information on all vocations, colleges, coorespondence courses, etc. The counselor in such a center. . . . should be a non-biased, experienced businessman. This center would help students 'take courses with a purpose in mind.' It would be accessible to the whole community." [1]

One approach to bringing more nearly equal educational opportunity to young people in rural areas and small towns has been the development of vocational-technical schools. In Minnesota, twenty-six have been designated, located to give maximum geographical coverage. While most students attending are high school graduates, courses are open to non-graduates, with the possibility of earning a high school diploma. Students graduating from small high schools with very limited vocational offerings can be counseled regarding possibilities in non-college vocations, with a nearby school providing a realistic opportunity.

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1. Speech by Guy Tollerud, Director of the School Facilities Section of the State Dept. of Education, as reported in the New Ulm newspaper.

Courses are offered on the basis of market demand, not just the local market, but the general job market. An area of special focus for agricultural areas are the courses given in the agri-business areas, which lead to such different types of jobs as: (1) installing and maintaining farm equipment, (2) farm management, and (3) sales and management positions in food processing plants, agricultural cooperatives, etc.

The fact that rural young people are being reached is indicated by the geographical distribution at the Mankato Vocational-Technical Institute. Of the 145 different post office addresses of the 1968-69 student body, 118 were towns of less than 2500 population. There is a tendency for most of those who have finished courses in Mankato to take their entry jobs in towns of about 2,500 to 30,000 population, rather than in the metropolitan area. [1]

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Another attempt to broaden the educational experiences of rural youth is the cooperative edu-cultural center. These are primarily funded by the federal government to provide services to teachers, administrators, and students. These bureaus vary in approach as each considers the needs and resources of its area and the talents of its staff to supplement educational and cultural lacks of the schools who use those services.

Advantages to those small schools reached by one such center operating in Mankato are varied. To a seven county area the following services are available to adults: the use of a computer; an extensive film library; remedial reading consultants who work extensively with teachers, a cooperative venture in locating students and utilizing available funds for "special education"; psychological testing service with follow-up conferences and referral for parents and teachers. The center considers of primary importance its role as a communication focus to collect and distribute information concerning all types of cultural activities, educational conferences, programs, and various funding plans and aids for which the schools might qualify.

Its cultural activities provide direct contact with students. Small

1. Minnesota Dept. of Ed., Directory of Courses Offered in Area Vocational-Technical Schools, 1969.
Independent School Dist. #77, Mankato, Mn., Ann. Report, '68-69.

music and drama groups have been sent to the schools, children have been bused to symphony concerts and plays; an art mobile toured the area, as did a ceramist. These cultural services are being phased out as federal funds are not renewed and state and local support has not been supplied. A fee system is being used for much of the work of the center in the next year, and eventually the financing will be local or state. One proposal being studied by the State Department of Education and the legislature is to divide the state into eleven educational service areas to be funded by the state with local contributions. The edu-cultural centers might be reorganized into such a system. [2]

The picture is, then, that programs equalizing opportunities for rural youth are being initiated in some communities, but many students in small school districts continue to be handicapped by lack of opportunity. There is nothing in the immediate future that would alter this general situation.

*** (Paragraph to be inserted here)

A number of federally financed programs encouraging innovation are available to any applicant, which would seem to aid the small school. However, Minnesota experience with Title III programs has been that "not all school districts in the state are able to participate .... because of restraints upon availability of resources .... As might be expected, smaller districts are often least able to implement those innovations which might substantially improve the educational program." [1]

1. Letter from Dr. Gayle H. Anderson, Div. of Planning and Development, State Dept. of Ed., Aug. 20, 1969.
2. Interview with Dr. Richard Peterson and literature from Edu-cultural Center, Mankato, Minn.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102

September 16, 1969

TO: Education Committee Members

FROM: Mary Nash

SUBJECT: 1st Draft & Next Meeting

Here's the result of all your hard work. Please read it carefully, noting your comments, suggestions, questions, and corrections. Be prepared to discuss it at our next meeting, Tuesday, September 23rd at 9:30 a.m. in the state League office. This meeting may be longer than usual so perhaps you should bring a lunch. (We'll provide the coffee.) We'd appreciate your comments on all sections so please plan on staying, if at all possible, until we get all the way through.

Thank you ever so much. See you Tuesday.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102

Suggested BIBLIOGRAPHY

Education: The role of the state in creating and financing equal educational opportunities for all Minnesota children.

Education 1967, Bureau of Field Studies & Surveys, College of Education, University of Minnesota, 1967 (The Domian Report). Excellent, thorough report of public school education in Minnesota, including recommendations for changes in the state aid formula. May be obtained from the Document Section, Centennial Bldg., St. Paul, Mn. 55101. Cost is $4.50 but it should be available in all public schools and public libraries. A small summary is also available for 50¢.

Other publications your public school probably has which might possibly be of interest to you are:

Administrative Manual for Minnesota Public Schools. Regulations, directives, and procedures relating to the operation of public schools. There are two supplements - 1966 and 1967.

Statistics Relating to School Costs, State Aid & Local Effort for Minnesota School Districts Maintaining Secondary Schools, 1961-67. For people interested in school financial problems.

Both of these publications are published by the State Department of Education.

State Aid to Local Government, Advisory Commission on Intergovernmental Relations, Washington, D.C. 20575. This is being printed and should be available soon. Single copies are free. The reprint on state school financing which was included with last month's Board Memo was taken from this publication.

A History of the State Department of Education in Minnesota, Minnesota Department of Education, 1968. Single copies may be obtained free of charge from Mr. James Lee, Publications Director, Department of Education, 436 Centennial Bldg., St. Paul, Mn. 55101. Tells how the state's involvement, and the department, has grown and developed over the years.

Criteria Recommendations, Minn. Dept. of Education, 1968. The response of the State Board of Education to Education 1967. Single copies may be obtained free of charge from Department of Education, Division of Planning and Development, Centennial Bldg., St. Paul, Mn. 55101.

Report of the Elementary and Secondary Education Commission, 1969. Interim commission report to the 1969 Minnesota Legislature. Single copies are available free of charge as long as the supply lasts. Write to Mr. Steven Szarke, Room 18A, Minnesota Capitol, St. Paul, Mn. 55101.

Stretching the School Salary Dollar, Citizens League Report, 1969. Suggests how a re-definition of "the teacher's job" can ease problems for Minnesota teachers and taxpayers. Single copies may be obtained free of charge from Citizens League, 84 S. 6th St., Minneapolis, Mn. 55402.

Try your library for these:

Educational Issues in a Changing Society, edited by August Kerber and Wilfred Smith, Wayne State University Press, Detroit, 1968. Section headings are: Education Amidst Technological and Social Change, The Purpose of Education, The Equalization of Educational Opportunities, Freedom and Control in Education, Financing Public Education, The Assessment of Schools, The Teaching Profession, and Organizing for Better Schools.

Federal Aid to Education, edited by Ronald Steel, H. W. Wilson Co., New York, 1961. Contents are divided into these parts: The Challenge Facing Education, The Question of Federal Aid, Public Aid to Parochial Schools, Aiding Higher Education, New Strategy, and Bibliography. Even though this is a little old, it is still pertinent.

"SLD: A Better Way to Turn Them On", Minnesota Journal of Education, May 1969. This is the magazine of the Minnesota Education Association.

The following are not available at the Minneapolis Public Library but they should be available at the state colleges and possibly at your local school.

The Minnesota Teacher, American Federation of Teachers' magazine.

National Policy and the Financing of the Public Schools, Education Policies Commission of the National Education Association. Easy reading with a number of charts.

The Bulletin of the Minnesota Association of Secondary School Principals.

Education and Urban Society, published four times a year, Berkeley, Calif.

The Quality of Inequality: Urban and Suburban Public Schools, The University of Chicago Center for Policy Study, University of Chicago, 1968. Discusses whether inequalities between urban and suburban schools are constitutional, and what to do about these inequalities if they are not.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

A meaningful study of the state's role in providing equal educational opportunity for all children in Minnesota requires clarification of the meaning of "equal educational opportunity" and some thoughtful reflection about our basic assumption that equality of educational opportunity is important and right for every child in Minnesota. While it is obvious that the League of Women Voters cannot solve for all time the questions which have plagued educators for centuries, it is possible for Leaguers to ask some basic questions which will help clarify their thinking about the purpose of education in a society. If we begin with the assumption that equality of opportunity is a legitimate goal, then we must ask ourselves such questions as "What do we mean by 'equal'"? "Equal to what?" and "Education for what?"

An understanding of the diverse nature of the children and the communities in which they live is essential to a discussion of equality. In 1967-68, the public schools in Minnesota enrolled 886,171 children between kindergarten and 12th grade. Every child who enters the public schools brings with him a unique set of abilities, interests, emotional and physical characteristics. The infinite variety of family and community backgrounds from which these children emerge would be difficult for even the most competent social scientists to comprehend. Some live on Indian reservations; some in small agricultural or mining towns, while others come from sophisticated suburbs or from large cities. These chidlren range in ability from the academically talented to those who are unable to master even the basic skills of reading, writing and arithmetic. Their interests and aptitudes range from music and the fine arts to the mechanical; from preparation for college to frustration at a system which requires them to remain in school until they are 16 years of age. Physical characteristics

range from robust, healthy youngsters to severely physically handicapped - the deaf, the blind and the crippled. From this brief description of the disparate population of young people, it becomes obvious that "equal" cannot possibly mean "same." How can the State of Minnesota meet the needs and interests of all children equally?

The answer which comes readily to mind is for the state to provide each child with whatever he needs in terms of adequate buildings, equipment, libraries, and adequately trained staff. Resources and staff are important and our study will show that there is as much diversity in availability of resources and staff as in children to be educated and their communities. However, resources are only the tools educators use. Larger questions remain unanswered. How can the educational system provide equal opportunity for a blind child who is geographically isolated from the resources necessary to enrich his life and develop his potential so that he may find his place in society? Do educationally deprived children in the cities, on the reservations or in isolated communities require a disproportionate share of available resources in an attempt to equalize their opportunity? Educators and social scientists are showing increasing concern for the suburban student who is disadvantaged by the fact that he is isolated from experiences which would enable him to understand and appreciate those who are different from himself. Resources alone cannot meet this need.

A look at the purpose of education is vital to our study. Is the purpose of education to prepare children for life in society, guaranteeing them an equal chance at obtaining its rewards? Or are there broader concerns? Can children be educated to engage in a lifelong process of learning which will enable them to develop to their fullest capacities, thereby helping to shape the kind of society which will benefit all human beings? Do we assume that education must do something <u>to</u> children, or

should it open up opportunities which will enable him to become all that he is capable of becoming?

Uncertainty about overcoming educational disadvantage has become a national controversy. Proposals for providing compensatory education, for integration, consolidation, competition with ~~private~~ non-public schools, more federal control and more local control are but a few suggestions for dealing with the problems.

That our society is in the throes of rapid and far-reaching changes is no secret. The rapid change unaccompanied by careful thought may lead to what some would have us believe is "progress," but progress which means merely change is often no progress at all.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102

ROUGH DRAFT

"The educationally retarded and disadvantaged consist of three groups as follows: 1) The educationally retarded who are performing below grade level commensurate with age level due to inherent limitation of mental ability; 2) The educationally retarded who are performing below grade level commensurate with age level in situations in which the standards are based on the performance of groups for whom different educational and socio-cultural opportunities have been available; 3) The educationally retarded who are performing below grade level commensurate with age level due to lack of interest and motivation."

"It must be recognized that individual students do not fall neatly into one or another of these groups but are more likely to qualify, in varying degrees for membership in two or more of them. The common factor in these groupings is academic or school retardation." (pp 99, 100 Barbe)

"The present concern for the educationally retarded and disadvantaged grows out of the philosophy which recognizes education as a process which seeks to promote the maximum development of every boy and girl. It is not merely a concern for another special group....The best education for any particular child is provided when all other children are being properly education." (p 98 Barbe)

Characteristics of the educationally retarded and disadvantaged recognized by teachers are 1) negative attitudes toward school, 2) inability to achieve a modicum of success in academic work, 3) irregular attendance, and 4) lack of motivation or interest in learning. (p 101 Barbe)

The lower "functional intelligence" of this group is the result of early cultural deprivation and related factors. (p 106 Barbe) It has been estimated that extreme differences in environment may affect the development of intelligence by about 2.5 I.Q. points per year in the first four years

of life, while during the period of age 8 to 17 the effect may be only 0.4 points per year. The cumulative effect of environmental influences during the whole first 17 years is roughly 20 I.Q. points. A person's intelligence appears to be highly malleable particularly in the early years. (p 106 Barbe)

"Two conclusions can be drawn: first, intelligence (mental capacity) is not completely determined at birth but is subject to considerable influence during the early years and, to a lesser and lesser extent as the child matures; second, mental processes, "which become established very early in life, including the preschool experience, become a permanent part of the individual and exert continuing effects upon his mental growth and educational development throughout his life." Change is possible; but the "loss of development in one period cannot be fully recovered in another period." (Chauncey as quoted in Barbe p 107)

"It is clear that cultural deprivation begins to take its toll early in infancy, probably around the age of two or three." (p 110) Studies clearly indicate that the effects of early deprivation and the absence of stimulation are contributing factors to educational retardation." (p 111)
*** here

The importance of early success particularly in reading is generally recognized. Preschool programs which provide the kind of language experiences necessary for readiness for formal reading instruction are needed. In instances where such programs are not available, formal reading instruction should probably be delayed. The failure to read properly has a profound impact on how the slum child regards himself and how he regards school. (p 114 Barbe)

Some of the current concern with the educationally retarded and disadvantaged derives because this group tends to become the high school dropouts. Although the last half century has seen a steady decline in both the numbers and the rate of drop out, the dropout has never before been so great a problem.

(insert ***)

A child growing up in an environment of poverty and deprivation may learn a sense of security, loyalty to his family, the ability to share, cooperativeness, and a sense of responsibility. However, there is little to encourage a development of self concern or personal interests. The desire to explore the environment and the tendency to raise questions are seldom fostered. Since most of the child's relationships are with siblings or peers, he may be more comfortable with children than with adults. The child may have adequate sight and hearing but lack an ability to adequately discriminate different sights and sounds -- perhaps the result of tuning out much of the commotion of his daily life. The variety of the child's experiences may be so severely limited and their quality so poor that concepts related to many aspects of his environment are incomplete or inaccurate.

The child may be able to use a wide variety of words in a most expressive manner if given the opportunity. However, his language development may be arrested or retarded as a result of the paucity of his experiences, of his exposure to dialects and speech patterns which prevail in the environment, of his failure to receive a type of feedback which makes for speech correction and improvement, and of the influence of vague and indefinite language used by those with whom he communicates. When one takes into account the extent to which language is a significant component of concept formation, the import of retarded language development is readily observable. (Brunner p 150) "The child who is later to be regarded as educationally retarded and disadvantaged may be identified early by his limited acquisition of verbal skills demanded by a middle-class culture." (pp 112,113 Barbe)

"Earlier, there was almost always a large demand for unskilled or semi-skilled labor which the dropout youngster filled, and which, in a sense, actually encouraged dropping out. The present situation is ... drastically different. One of the first questions asked of an applicant for a job is whether or not he has a high school diploma and, if he does not have one, the interview usually ends quickly even though a job may not require a secondary school education. For example, a large steel company will not hire a young man for the job of floorsweeper if he is not a high school graduate, nor will a large supermarket chain hire a young man to stack cans on the shelves if he cannot produce a high school diploma. The diploma has become the credential for employment." As the number of years of schooling of all Americans has been rising, industry has tended to escalate the educational entrance requirements of its new workers. In the 1960's the ratio of dropouts to graduates is one to two. (p 213, Shreiber) The current urgency of the dropout problem is due to a number of things: 1) the high and almost constant rate of unemployment; 2) the high rate of youth unemployment, which is sometimes three to four times greater than the national average unemployment rate; 3) the rise in delinquency and youth crime; 4) the population explosion--nearly a million more youth reached 18 in 1965 than reached that age annually (average) during the five-year period, 1958-63; 5) the migration from rural areas to urban centers; and 6) the elimination of jobs through automation. (p 211 Schreiber)

Schreiber sketches a profile of the average dropout: "Typically, the dropout is a young person just past his sixteenth birthday, who has average or slightly below-average intelligence, and is more likely to be a boy than a girl. He is not achieving according to his potential; he is not reading as his grade level; and academically he is in the lowest quarter of his class. He is slightly over-age for his grade placement, having been held back once in the elementary or junior high school grades. He has not

been in trouble with the law, although he does take up an inordinate amount of time of the school administrator because of discipline problems. He seldom participates in extracurricular activities; he feels rejected by the school; and, in turn, he rejects the school. His parents were school dropouts, as were his older brothers and sisters. His friendships are made with persons outside the school, usually older dropouts. He says that he is leaving school because of lack of interest but that he intends to get a high school diploma, in some manner or other, because without it he cannot get a job. He knows the pitfalls that await him in the outside world, yet he believes that they cannot be worse than those that await him were he to remain in school. To a great extent he is a fugitive from failure." (p 217 Schreiber)

Studies indicate that potential dropouts can be identified by the 6th or 7th grades and in some situations, "especially the minority group child who migrated to an urban center, the fact of dropping out could have been predicted by grade III or earlier."

Efforts are being made at all levels--preschool through post high school to assist the educationally retarded and disadvantaged. Preschool programs stress language development as the key to understanding concepts and communicating. Also important are the development of a positive self image, and personal cleanliness and appearance. It is also felt to be important to enlist parental cooperation and support and reinforcement in the home of things being taught. In elementary and secondary schools the recent stress has been on relevant materials -- books which depict city life, slum life, minority people, families lacking a father or mother -- materials which are relevant to the life these children know and skills taught which are relevant to the jobs these students aspire to and can attain.

Work-study programs on the secondary level are more and more common. Students are given an opportunity to earn needed money and can also see the value of further education.

The individualization of school experiences is not being applied just to the educationally disadvantaged. The "average" student may be at different grade levels in reading and arithmetic. Indeed, two new elementary schools in Anchorage, Alaska, will be ungraded. The rigid year by year division of subject matter is abolished and instead each student progresses at his own rate in each study. At one school the inside walls are movable to permit the size of the room to be changed. Pupils will have no assigned desks, but trays which they will carry with them to various work areas during the day. (Parade 8/31/69)

READING

One theme which seems to reoccur in any list of school problems is the difficulties some children have learning to read. With children who are classified as culturally disadvantaged the cause is thought to be lack of the proper kinds of external stimulation--a lack of good adult speech patterns, or a lack of sufficient opportunity to explore their environment would be two examples. Apparently other children, many of whom have above average I.Q. scores, have perceptual problems which hamper the development of reading skills. "The Shadow Children" by Careth Ellingson describes dyslexia and minimal brain dysfunction. Various problems children may have with visual and auditory perception are discussed. Five areas of visual perception discussed are: 1)perception of position in space--24 is seen as 42. 2) perception of spatial relationships--does a child see "string" as "stirring" or "siturg". 3)perceptualconstancy--the ability to recognize the same shape, size, color and brightness regardless of the context or background. Shape and size are the most important two for reading. Can a cube be recognized regardless of the angle, or can the actual size of an object be recognized when it is various distances away. 4)visual-motor coordination. 5)Figure-ground perception--the ability to select for attention a very few of all the stimuli entering the brain from all different senses. If a child has a problem in this area his attention is constantly jumping. He may be unable to find his place on a page or may skip sections. Also problems in auditory perception, laterality--an inner sense of leftness and rightness, directionality--relative position of an object in space-left, right, up, down, in front of, behind, and horizontal spatial relations are discussed.

Tests can identify specific areas of weaknesses and various corrective programs have been developed. These are problems which can be treated and the sooner the better--first and second grade, not fifth and sixth grade.

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Mn. 55102
September 1969

ROUGH DRAFT

EQUALITY OF EDUCATION FOR THE GIFTED

Who are the Gifted?

The State Board of Education's Special Advisory Committee for the Gifted has provided the state with a general definition. They include as "gifted" those children, "who possess a superior intellectual potential and functional ability to achieve academically in the top 5% of the population according to national norms." Moreover, "The term (gifted) includes not only the exceptionally high learning ability type, (high IQ) but those possessing a comparatively high degree of such abilities as creativity, imagination, intellectual flexibility, and originality." [1*]

Thus the definition needs to be broad and flexible. Rigid test score requirements should be avoided. [2*] One researcher now says that there are one hundred twenty different primary mental abilities. Many of these are not even tested by our traditional intelligence tests. [3*] Even creativity, which is now receiving more attention, has a limited correlation with intelligence test scores. [4*] The definition should also be flexible enough to include non-conforming, withdrawn, emotionally insecure, underachieving or culturally deprived children who might otherwise be overlooked in our identification process. [5*]

Background Information

History [6*]

For many centuries man has faced the problem of providing an education for his gifted children. Plato speculated on methods of identification, so the gifted could be trained for state leadership. Romans, Turks, and more recently the Germans, have experimented with extensive special education plans for their gifted.

In America the public schools were originally designed for the average

child, and all others were forced to study the same curriculum. Slow children were considered to be lazy or disinterested. Bright pupils who turned to mischief out of boredom were punished for insubordination.

After 1867 some educators began to recognize the need for special provisions for the gifted. From 1867-1899 practice favored a system of flexible promotions. Beginning in 19oo, acceleration was used extensively to rush bright children through the grades as fast as they could do the work. In 1920, we entered a period of "enrichment."

Current Methods [7*]

Today numerous methods are being used in the education of the gifted. The listing below is far from exhaustive, but does indicate the wide variety of choices available to administrators in planning for their own unique local needs. Indeed, programs for the gifted may be as distinct and different as the many districts which conduct them.

Ability Grouping
separate schools
homogeneous grouping (regular subjects)
special classes (held all day, or a portion of the day, week, evenings or Saturdays)
small sub-groups (within the larger group)
laboratory work (in science, foreign languages, creative writing or speech)
summer programs (seminars, research, or special workshops)

Acceleration
early entrance
skipping a grade
completing the work of more than one grade in one year
taking one or more subjects with a later grade
ungraded schools
advanced grade work done during summer school
moving subjects down (such as algebra)
taking extra high school courses
correspondence courses
credit by examination
on-campus college courses while in high school
advanced college placement

Enrichment
independent study and research
tutorial arrangements
special projects

Programs in the United States

The amount of money spent on programs for the gifted gives a brief indication of the extent of various state programs. Illinois and California spending 41/2 and 31/2 million respectively are the national leaders. Other states spend widely varying amounts. Here are some approximate examples: North Carolina--1 1/2 million, Pennsylvania--1 million, Georgia--345 thousand, Washington--250 thousand, Florida--160 thousand, Kansas--60 thousand and Oregon--30 thousand. Another group of states, Minnesota included, have no money allotted, but do provide a consultant for the gifted. There are a total of 18 states who have at least one consultant. Thirty-two states have nothing, no money for programs, not even a consultant. 8*

Foreign Programs

In many European countries, notably France, Belgium, Germany, Switzerland, and Great Britain, special provisions of different types have been made for the gifted.

However, the most extensive and probably the most productive programs in the world today are in USSR Russia. Numerous programs and even whole schools are devoted to the education of talented young people. Utilizing the full abilities of the gifted, especially in fields such as physics, chemistry, and mathematics is considered vital to Soviet Russian national aspirations. 9*

Future Trends

What can we expect in the future? Two new ideas, machine teaching and preschool education could be used as tools for equalizing educational opportunities for all children.

Some educators predict more reliance on machine programed individualized teaching to provide better for all individual differences. Opinion is still divided as to whether this would be a good or bad development.

In the past five years, a number of psychologists, researchers and writers have begun emphasizing the importance of the preschool years as the

foundation for all education. Benjamin S. Bloom's estimates are typical.[10*] He says that 50% of a child's intellectual development takes place in the first four years, 30% between four and eight, and 20% between eight and seventeen. They point out that certain types of parents have always provided home environments which stimulated the development of their children's intellects, while others have equally unconsciously curtailed and frustrated their children's development. While many educators are skeptical of Siegfried Englemann's ideas on producing geniuses from any healthy children,[11*] conservative estimates are that extreme environmental differences can make a difference of twenty IQ points on an intelligence[12*] test. One expert on creativity estimates that given a basic above average intelligence, the development of creativity is based almost entirely on environment, especially early environment.[13*] Thus two important facets of giftedness are influenced profoundly by the preschool years. Experiments to upgrade the intellectual home environments of culturally deprived children have had amazing success.[14*] One question we may face in the future is: Does the public school, in the interests of equality, have an obligation to provide parents with information and help in stimulating their children's early intellectual development?

Educational Opportunities for the Gifted in Minnesota

Total Program

The official Minnesota publication describing state programs and their purpose and cost, STATE PROGRAM AND OPERATIONS MANUAL, (January 1969)[15*] lists no expenditures specifically for the gifted. Thus financing for programs must come from the federal or local governments.

The only federal funds now available for work with the gifted are Title III ESEA funds for "supplemental services to develop innovative[16*] programs." Local administrators say these are not easy to obtain. There are three such projects in Minnesota, The Twin City Institute for Talented

Youth, the Hutchinson Project for schools from seven surrounding counties, and a special education for the gifted through television project in Duluth. These projects will only be funded by the federal government for three years including the time for planning. Then the local communities must finance the entire projects themselves if the wish to continue. [17*]

Except in these few cases then, the local districts themselves must finance any programs for the gifted. With so many other demands upon the resources available to them, in the past, this has meant that in most cases the districts simply did not provide for the gifted.

The state does furnish one service for the gifted, however. The Department of Education assigns one full time employee as a consultant for the gifted. It is the responsibility of this consultant to provide leadership and service for the entire state of Minnesota. During the 1968-1969 year the consultant visited 29 secondary schools and 44 elementary schools. In addition to this, she has had consultantions with parents, teachers and administrators, conducted workshops for teachers, presented college lectures, and spoken to groups of educators and laymen. Last year she organized two conferences, and she is now coordinating the writing of curriculum information on the 14 current elementary programs in Minnesota. These will be available for use by other schools. [18*]

Secondary Schools [19*]

There is no complete listing of secondary school programs for the gifted, but here are some examples of what is being done in a few Minnesota high schools.

Aurora has advance placement history from Hamline University through the use of television and seminars for ten 12th grade students.

LeSueur offers ungraded English on a semester basis for all high school students, with a choice of 19 different language arts courses. (2 required)

At Mayo Senior High School in Rochester, students can choose from

astronomy, calculus, Italian-Latin and Humanities.

In Janesville thirty students in 11th and 12th grades are offered a special course in student-oriented psychology.

In general, with the greater flexibility provided by electives and vocational and college preparation courses, the secondary school does a better job of providing for all types of individual differences than elementary school. Many of the new secondary school approaches such as modular scheduling, team teaching and individual research projects also provide better for the needs of the gifted.

In the Minneapolis-St. Paul area, a special summer school, the Twin City Institute for Talented Youth is supported by federal funds. It offers 600 talented urban youth a choice of approximately 24 different courses of an experimental nature. [20*]

Elementary Schools

In the 1968-1969 school year there were over 1,000 school districts with elementary schools. The Department of Education listed 14 of these with some kind of classroom program designed specifically for the gifted. Even in these 14 districts, the programs were of a limited nature. One-third included only one grade of one school. Only four included all six grades/at least one school in the district. [21*] These programs reach only a small percentage of the state's gifted pupils. The state consultant for the gifted estimates that there are 25,000 gifted elementary students in Minnesota. Last year 889 of these had some type of special education to develop their full talents. [22*]

However, these programs do serve as working models of a variety of different methods. Here is a description of plans representative of several of these methods:

The Lincoln Nongraded School in Staples joins the first three grades in a single block. The child can progress at his own rate from first to

third grade work.

Bloomington had two special classes of gifted sixth graders who spend the afternoon doing individual research in their area of greatest strength and selected remedial work in their area of greatest weakness.

Hopkins is experimenting with a plan of regularly scheduled individual instruction for the gifted by an expert tutor.

In Moorhead they plan to group the children for academic studies and integrate everyone for physical education, lunch, art and music.

Cloquet has flexible-modular scheduling with ability grouping in all subject areas for the top fifth of all fourth thru sixth graders. This means that a child can be in the top math group and a lower level language arts or science group. It recognizes the fact that superior students are not equally superior in all areas.[23*]

Does Minnesota Have Equality of Education for the Gifted?

Dr. Hugh Schoephoerster, Coordinator of Elementary Curriculum, Anoka-Hennepin District No. 11 and an officer in the Minnesota Council for the Gifted believes it does not. Here is his summary of the situation:

> "If equality of educational opportunity in public education can be interpreted to mean not a sameness but an educational program planned to challenge fully each individual, we have no alternative but to admit our failure in discharging our responsibility to those youngsters who are gifted and creative.
>
> When potential and current level of achievement are compared,it is shocking to have to conclude that many gifted children are among the most severely retarded pupils in our schools today."

Those who oppose programs for the gifted do not usually deny that this kind of inequality exists. Indeed, in essence, their main argument is that the gifted don't really need an equal opportunity.

Do We Really Need Equality of Education for the Gifted?

Here is a brief review of some of the main arguments for and against programs for the gifted:

1. "We don't worry about our gifted children." The gifted can take

care of themselves. There are numerous examples of gifted individuals who have educated themselves.

2. Special programs just give more to children who have already been richly endowed. It is better to spend the money we have for the education of children who desperately need help.

3. Any special grouping, acceleration or enrichment for children is likely to create conceited types.

4. Special education of the gifted is undemocratic. All children should be given the same education.

Supporters of special education answer:

1. We grant that some gifted children do educate themselves, but it is those who do not we are worried about. There are about 80,000 high school dropouts each year who are in the top 25% of the population in intelligence. [24*] Even among those who graduate one half of the top 25% do not finish college. [25*] Educators also believe there are many unidentified gifted children whose talents are never discovered and developed. [26*] The "irreparable loss..must be of real concern to every person in the State of Minnesota." [27*]

2. As a human being the gifted child has "the inherent right... to bring to fruitition his endowed abilities." [28*] But the education of the gifted also is important to society. The gifted child is a valuable "potential resource." One of [29*] the greatest legacies our generation can leave all of our children is a reservoir of brilliant well-trained minds capable of solving the complex problems mankind will face on this planet in the next generation.

3. Giving a gifted child only the curriculum designed for the average child is more likely to make him conceited than providing him with more challenging work. "How long do you think they will remain humble and unassuming in day after day situations where they

not only know most of the answers, but usually before their classmates understand the questions?" [30*]

$. The most democratic education is that which provides equally well for all levels of ability. "It is democratic to give talented pupils exceptional opportunities." [31*]

Suggested Changes

What changes have been suggested to promote equality of education for the gifted? Most of the experts on the education of the gifted recommend some kind of education specifically designed to develop their special abilities. However, there are many ways of accomplishing this and "No two communities are likely to develop exactly the same program of special education for their gifted." [32*]

For ten years now the Department of Education has been on record in favor of making special provisions for talented pupils. "The State Department of Education believes that opportunity is assured only when schools accept the challenge of individual differences found in all pupils and provide programs to meet these differences. . . . (It) recognizes the potential resource a talented pupil represents to our society as well as the inherent right of this pupil to bring to fruition his endowed abilities." It has been a decade since this statement was made, yet the reference later in the same statement to "the inertia that has restricted the development of school programs for the talented." is still appropriate to the situation today. [33*]

The State Board of Education authorized the preparation of a special report published in pamphlet form as "Educating the Gifted in Minnesota Schools" in June 1967. It suggests minimum standards for creating programs for the gifted in Minnesota.

They recommend:

1. A broad continuous program of identification designed to

identify many different types of extraordinary talent, as well as those talented children less easily identified as gifted because of cultural or emotional handicaps.

2. A program for the gifted:

-Must challenge and encourage the student to develop to the fullest his innate abilities.

-Must recognize differences and provide specifically for them.

-Must be a total, articulated, open-ended process from kindergarten through twelfth grade, incorporating both pre-school and post high school educational experiences.

-Must utilize special meaningfully different materials, methods, content courses and experiences.

-Must involve a professionally competent, informed and committed school staff.

-Must provide qualified consultants or resource personnel to participate actively in the development, implementation, and evaluation of the program.

-Must engage administrative leadership and support in providing a time for staff planning and writing; for facilitating a flow of necessary information among participating school personnel; for ensuring adequate budgetary provisions for varied materials, facilities, equipment, personnel, contracted services; and for the extension of guidance and counseling services.

-Must provide inservice training for those involved in working with the gifted as an integral part of the local school district's total inservice program.

-Must develop appropriate techniques for the dissemination of information regarding the program to the staff of the entire school district, to the local community, and particularly to the parent of students within the gifted program."

3. Regulations to govern programs for the gifted:

-Programs for the gifted must be provided during the regular school or in approved summer school environments....and must include both elementary and secondary school levels.

Several other important suggestions have come from educators concerned with the needs of the gifted:

First, there is a need for more readily available information about all aspects of the education of the gifted. For example, the consultant for the gifted says that the lack of "communication between districts which have programs for the gifted" is one of [34*] the primary problems. A suburban administrator suggested a central clearing house for all the information and research about programs and research. The consultant is currently preparing this information on elementary programs in the state. However, she is just one person with numerous responsibilities in providing leadership and service for the whole state.

The consultant is giving high priority to programs for elementary schools. In view of the research indicating that the most critical years for intellectual development are the early years, there should be a sound program of early identification, early entrance, and special programs in the primary grades.

However, the most critical need is financial. Neither the state nor federal governments provide any special aid to help the average district develop special programs for the gifted. School district administrators cite this as the "major deterrent" to programs for the gifted in their districts.[35*]

Today, there are over 90,000 gifted children in Minnesota, the vast majority of them without programs to fully develop their extraordinary abilities. What are we going to do for them?

Footnotes

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2. Philadelphia Suburban School Study Council, Improving Programs for the Gifted, Graduate School of Education, University of Pennsylvania, The Interstate, Danville, Illinois, 1965. (page 25)

3. Department of Education, State of Minnesota, "Developing Unawakened Unrecognized Potential," Code XXXV-A1 St. Paul, 1969.

4. Same as no. 2 (page 73).

5. Same as no. 2 (page 26).

6. Sumption, Merle R. and Luecking, Evelyn M., Education of the Gifted, Ronald Press, New York, 1960. Library of Congress Number 60-7767, 1960.

7. The material in this section came principally from sources 1 and 2 above.

8. Hertz, Lorraine, state consultant for the gifted--The material in this section was obtained from a survey being prepared by Mrs. Hertz.

9. Same as number 6.

10. Bloom, Benjamin S., Stability and Change in Human Characteristics, John Wiley and Sons, Inc.

11. Englemann, Siegfried, Give Your Child a Superior Mind, Simon and Schuster, New York.

12. Pines, Maya, Revolution in Learning: The Years From Birth to Six.

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15. Minnesota State Planning Agency and Department of Administration, State Program and Operations Manual, State of Minnesota, January 1969.

16. ESEA Title III in Minnesota, Minnesota State Department of Education, State of Minnesota, August 1968.

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18. Hertz, Lorraine, Annual Report on the Education of the Gifted to the Commissioner of Education 1968-1969.

19. Hertz, Lorraine, "Opportunities for the Gifted in Minnesota," Minnesota State Department of Education (mimeographed) 1969.

20. Same as 16.

21. Same as 19.

22. Hertz, Lorraine, Speech by the State Consultant for the Gifted given August 11, 1969, to a meeting of high school administrators.

23. All the above material on programs from the same source as 19.

24. Estimate by Joseph H. Douglas, Staff Director of the 1970 White House Conference on Children and Youth as quoted in Developing Unawakened and Unrecognized Potential, Minnesota Department of Education, April 26, 1969.

25. "A Proposal for the Establishment of an Educational Program for the Gifted Student," Humbert, Mangan, Schoephoerster, Smart, and Strand, Anoka-Hennepin Independent School District 11, (mimeographed) 1968.

26. Same as 1, page 21.

27. "The Philosophy of the Minnesota State Department of Education in the Education of Talented Pupils," Department of Education, State of Minnesota, 1959.

28. Same as 27.

29. Same as 27.

30. Same as 22.

31. Same as 27.

32. "Guidelines for Local School Communities for Successful Program Development for Their Gifted," (mimeographed), Department of Education, State of Minnesota, Code F-XXXVIII-B-188.

33. Same as 27.

34. Same as 18.

35. Direct quotation from Dr. Hugh Schoephoerster. I also interviewed Roger Whitcomb, Director of Special Services, District 833 and Superintendent Anderson of the Herman, Minnesota Public Schools.

NOTE: PENDING FEDERAL LEGISLATION S.718 IN THE SENATE AND HR 4807 IN THE HOUSE WOULD PROVIDE FEDERAL AID.

ROUGH DRAFT LWV BOOKLET ON QUALITY OF OPPORTUNITY IN EDUCATION

EDUCATION OF HANDICAPPED CHILDREN IN MINNESOTA

Numbers of Children Not Being Served

Despite the general public consensus on the principle that deviancy from "average" or "normal" should not deprive a child of an education suited to his individual requirements, there are thousands of handicapped children in Minnesota who are not receiving an education at all appropriate to their abilities and thousands more are remaining at home with no education or training at all available to them.

The State Department of Education has gathered the following statistics to indicate the extent to which handicapped children are being served by the schools. In estimating the additional number requiring service they use a percentage of school age children as the incidence of a particular handicap. Having to use such rough figures indicates on of the major difficulties in serving the handicapped: lack of accurate data for planning purposes. It would be ideal to have an actual census and identification of every child known to be handicapped.

The 1969 Legislature strengthened the school census law in reporting of handicapped children and makes it mandatory for school districts to report all children excused or excluded from school. However, there still may be parents reluctant to report a child's handicap (if it is known) and schools may still be reluctant to report the children they are not serving.

Type of Handicap	Number of students* served in 1967-68 school year	Additional no.** of students requiring service
Trainable mentally retarded	1,196	1,716 (.3% incidence
Educable mentally retarded	9,832	9,566 (2.0% incidence
Hard of Hearing	635	2,107 (.25% incide n
Deaf	288	341 (.05% incide n
Speech Impaired	21,792	12,154 (3.5% incidenc
Visually Handicapped	382	275 (.045% incider
Seriously Emotionally distrubed	1,643	3,978 (.5% incidence)
Crippled	605	4,546 (.5% incidence)
Homebound Programs & Children with Special Learnin Disabilities	12,508	26,288 (4.0% inciden c

*These are taken from a Title VI report--Dept of Ed will have statistics on 1968-69 school year by

Poor Geographical Distribution of Services

Most services for handicapped children a.e concentrated in metropolitan areas. For example, 50% of the 851 teachers of mentally retarded children work in 3 co nties of the state.

Of the 1,013 school districts in the state, only 243 have any semblance of a spcial educationprogram. Of these 243 districts, only 56 offer progams which could be described as a comprehensive program for all handicapping conditions. These are mostly in metropolitan areas and still fall short of providing the full range of services to meet the needs of every child.

Many families have had to m ve to metropolitan areas (usually Mpls or St. Paul) in order to obtain schooling for their handicapped child.

Relationship Between Poverty & Handicapping Conditions

The relationship between poverty and handicapping co ditions is very grea . Such factors as poor prenatal ca e, poor nutrition in infancy definitely lead to such handicaps as brain damage, blindness, mental retardation.

Lead poisoning leads to brain damage when children chew on flakes of paint dropping from ceilings of substandard houses. The incidence of lead poisoning among ghetto childr n is alarmingly high.

Involving even larger numbers of children is the functional mental retardation that so often results from the lack of stimulation and individual attention a child receives if he grows up in a disatvantaged family. The Presidents Committee on Mental Retardatio has estimated that 80% of disatvantaged children are functioning as retarded when they enter school.

Mental retardation occurs in roughly 3% of the population, but among disatventaged neighborhoods or OEO Headstart programs, the rate is as high as 7%.

Description of Handicaps

Trainable Mentally Retarded - approximate IQ of 35-50
Educable Mentally Retarded - approximate IQ of 50-80

These definitions were established over a decade ago. At that time they were useful in distinguishing between the more severely and only mildly rtarded. Their educational problems are so different that is is inappro riate to have too wide a spread of abilities in the same classroom. With the growing sophistica ion in teachi ng men ally retarded children, many special educators now deplore such an arbitrary division. IQ scores can be only very rough indicators of ability to learn. A variety of ot er abilities, such as social skills, speech, etc. are very important criteria in evaluating a child's level of functioning.

Hard of Hearing, Deaf and Visually Handicapped: The extent of disability is determined by medical tests. It is the result of these tests coupled with a deter-

minationg of a child's ability to function in various social and school settings that determine whether a youngster is in need of special education services.

Speech Impaired: This handicap runs the gamut from no speech to minor sppech problems. The extent of service depends on the nature of the impairment, the child's other handicaps and the functional level of his speech.

Seriously emotionally distrubed: These children exhibit one or more of thefollowing characteristics over a long period of time and to a marked degree:

1. An inability to learn that cannot be explained by intellectual, sensory, or health factors.
2. An inability to build or maintain satisfactory interpersonal relationships with peers and teachers.
3. Inappropriate types of behavior or feelings under normal circumstances.
4. A general pervasive mood of unhappiness of depression.
5. A tendency to develop physical symptoms, pains, or fears associated with personal or school problems.

Special Learning Difficulties: These children exhibit a disorder in one or more of the basic psychological processes involved in unde standing or in using splken or written language. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic. They include conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental aphasia, etc. They do not include learning problems which are due primarily to visual, hearing, or motor handicaps, to mental retardatio n, emotional distrubances, or to environmental disadvantage.

Crippled: Children with infantile paralysis, who are parapletic, with legs or arms removed, orthopedically handicapped, muscular dystrophy, cerebral palsy, etc.

Importance of Diagnosis and Dangers in Labelling

Diagnosis, starting with as early as possible identification of any learning problem is a highly skilled and important process in meeting a child's educational needs. Diagnosis should be a continuous process and everyone should be constantly aware of the dangers in "labelling" children with a particular handicap. There is not only the danger of mislabeling (such as a deaf or blind infanct who is diagnosed as mentally retarded) when the basic handicap is not detected), but labelling can affect teachers' and parents' expectancy of a child, which in turn determines how much he achieves. One of the greatest dangers is in underestimating a child's ability.

Type of Services Needed for Handicapped Children

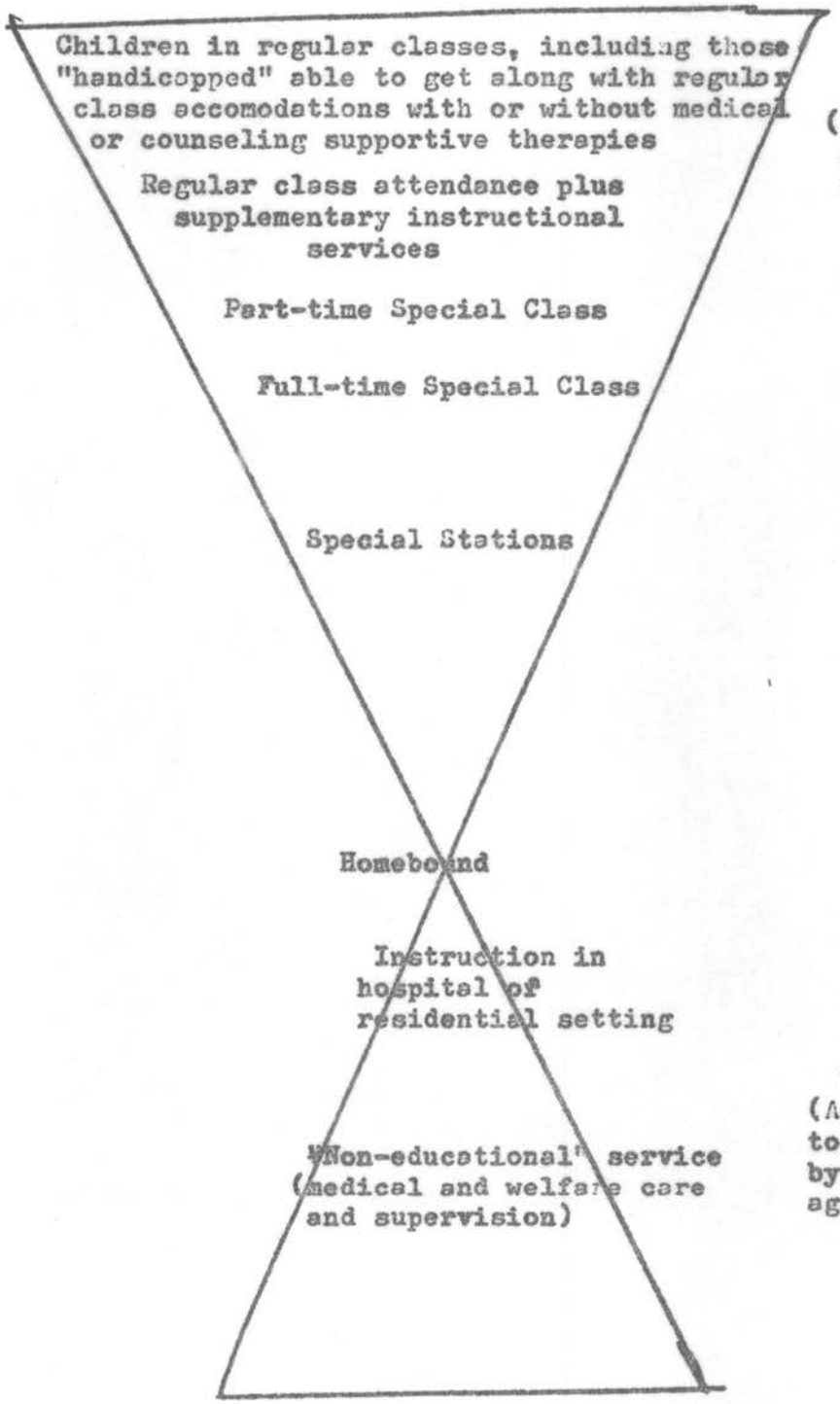
In a model special education system there is a vast variety of services provided to meet the needs of the individual child, depending on the nature and extent of his handicapping condition(s) and on his stage of development. Ideally, it is assumed that special education is not just instruction of handicapped children in traditional academic content via special methods of vocational training for a particular clientel, but rather that all services are intended to promote the habilitation of the child through improvement of his co ing capactiy in broad realms of adjustment, involving social adjustment, health promotion with a goal of maximum independent living and working. When a full range of services is available a child usually moves in and out of a certain type of service from year to year. The types of service run from consultation for a regular class teacher, to supplementary instruction under a tutoring or resource room system, to self-contained spcial class placement, service at a special center staffed to provide an intensive multidisciplinary approach, to education in a residential or hospital treatment facility.

The trend now in special education is to make as little separation of handicapped children from normal school, home and community life as possible. Mentally retarded children who traditio ally have been taught in separate classrooms, sometimes even in separate schools, are integrated more and more into regular school programs, when possible. U sually gym, art, music classes and often some academic sugjedts can be fully integrated with regular children. Non graded systems or schools with "learning centers" are especially conducive to this kind of integration.

Crippled children usually need only be in separate schools because of architectural barriers: to many curbs, stairs, etc for wheelchairs or crutchds.

Along with the trend towards integration of handicapped children into regular schools there have been changin concepts as to which children are eligible for school programs at all. In the pa t trainable mentally retarded children were not considere d suitable for schools, reflected in the mandatory law for educa ion of educable retarded children but only "permissive" legislation of education of trainable retarded children. For even more severely mentally retarded children than the "trainable" group, many communities have established Day Activity Centers, usually pa tially funded by the Minn. Dept. of Public Welfare. A law passed in 1969 allowing reimbursement for public schools to transport children to these centers perhaps is the first step in an eventual plan where public schools will assume responsibility for operati ng these centers.

The Cascade System of Special Education Service



This tapered design is used in the chart to indicate the considerable difference in the numbers involved at the different levels and call attention to the fact that the system services as a diagnostic filter. The most specialized facilities are likely to be needed by the fewest children on a long-term basis. This organizational model can be applied to development of special education services for all types of disability.

There are changing concepts of appropriate age at which education begins and ends for handicapped children. The 1967 legislature dropped the age at which schools would be given aids for children to age 0. So far in Minnesota, state aids have been dedicated primarily to the training for deaf children in the first four years of life--now considered essential for the development of a deaf child. As more an more training and education is given wto preschool mentally retarded, learning and vision imparied children, the more it is realized how essential this early training is. Children often learn to do some thin s better at age 2 or 3 than at school age, when a handicapped child has often developed all sorts of emotional problems out of frustration over not being able to do things. Also, many family problems are avoided by working with very young children and their parents.

On theother end of the school age range, school concern for vocational training of handicapped children is increasing. A fast developing program are the Vocational Adjustment Counsellors assigned to the high schools. These positions are funded and supervised by the Minn. Division of Vocational Rehabilitation (largely with Federal dollars). They find part time community jobs for handicapped children in school and then continue to supervise their job placements until they are 25 years old. Some handicapped young people need special work training and evaluation in speical rehabilitation centers. Although these centers are usually established by nmh school agencies, some schools do have such centers in their own buildings. Certainly school personnel should be in communication with other community agencies for the handicapped in order to do long range planning for each youngster. Because of recent Congressional action (earmarking of funds) more Vocational Education programs will be geared for handicapped persons.

Another trend in special education is the recognition of the importance of parental involvment in a child's education and training. Thus schools are providing more casework services with families.

Special Education services in state residentail Facilities

There are state residential institutions serving mentally ill, mentally retarded, blind, crippled & deaf children. These institutions are under the direction of the Dept of Public Welfare, with funds for classrooms coming out of state education funds. Some deaf and blind children attend regular or spcial classes in local public schools and in the institutions for the mentally ill, the local districts supervise the educational programs for the children, even though classes are located within the hospital grounds. Should this be the pattern for all childre n in state residential facilities?

In one case a school district (Worthington) actually runs a residantial facilitie for c ippled children, who come from all over the state.

History of State Aids to Local Districts to Stimulate Growth of Special Education Services

The Minn. Legislature in 1915 enacted a bill providing for state aided classes for "mentally subnormal" children on a permissive basis.

However a much great stimulus to the growt of special education services was provided by the 1957 Legislature following an Interim Study Commission on Special Education. The 1957 law changed the basis of financial support from one based on number of children in programs to the number of professionals employed (including teachers, aides, social workers, psychologists, social workers, directors of special education), to help offset excess costs of educating handicapped kids. Special aids became available for special equipment for classroom use, as well as transportation aids and room and board costs. At this time it was made mandatory that school districts provide an education for educable mentally retarded children. Education for trainable children remained on a permissive basis, but was eleiligible for state aids. Since 1957 there has been about a fourfold increase in number of handicapped children served by the schools.

Some people have wondered whether such state funded categorical aids are the best method for supporting special education services. This sometimes has meant less favorable treatment for some categories of children and makes labelling more rigid. For example, until 1969 reimbursement differed for educable and trainable mentally retarded classes. However, most people feel that this type of incentive is the only way to guarantee expansion of services.

Interestingly, Congress, even though favoring "block grants" of federal ed. funds to states still favors the earmarking or categorical aid approach to ensure that the handicapped programs will be expanded.

The 1969 Legislature changed the aid formula slightly so that the state now reimburses local districts for 60% of the salary of all special education personnel up to a maximum of $5,300 per salary. Additional aids are provided for 80% of ttansporation costs (maximumof $225 per child) and for boarding and lodging (not to exceed $900 per child per year).

Role of Federal Aids Although there are a variety of federal programs for handicapped children, most funds for services directly to handicapped children come through Titles I & III of ESEA. Title VI, just for handicapped ~~children~~ programs was added several years later because Congress decided that not enough of Title I & III funds went into programs for the handicapped. Similarly, Congress required that 10% of Voc Ed funds be devoted to education of the handicapped.

Major Problems in Expansion of Services to Handicapped Children

1. There is a pressure for more dollars to fund services for handicapped children. It should be pointed out that such investment "pays off" not only in the happiness that comes from personal fulfillment, but in terms of the employment of appropriately educated handicapped persons who in most cases will return to the government in tax payments a greater amount than the cost of his education and training.

2. Need for interdistrict cooperation. Most school districts do not have enough students to provide the highly specialized services for "low incidence" handicapping conditions. The Dept of Education has declared that 5,000 students is the minimum pupil base for planning for and devliering special education services. The development of new structures, on the regional or interdistrict basis is perhaps the single most important factor in the growth of quality special education services at this time.

3. More administrative and supervisory personell are need for these interdistrict arrangements. Programming for the many handicapped kids; each with his own particular problems; the transportation arrangements, the upgrading of the quality of teaching, and coordinating with other community services for the handicapped are all complicated tasks requiring time and sophistication.

   A question to be decided is whether such cooperating, or regional units, have the authority to tax or should the provision of funds remain a voluntary one with each district?

3. Shortage of special education teachers and other professionals. Special education certification is now offered at U of M, UM in Duluth, Mankato, St. Cloud, Moorhead (with beginning courses at Winona and Bemidji). Generally, new programs are being established in the schools faster than the trained persons are becoming available.

4. Need for more personnel in Special Ed Section of Minn. Dept of Ed. The increase in staff of the special education section in the Dept of Education has not grown as rapidly as the expansion of services throughout the state. Much needed are greater consultation services to improve quality of programs, curriculum guides, and regional consultants throughout the state to advise school districts on how to provide services through cooperation.

5. Apathy of public and general education teachers and administrators in recognizing the need for more services for handicapped children, who are often unfavorably sterotyped and whose abilities are so often underestimated.

   Much greater in service training is needed for regular classroom teachers and administrators to recognize learning problems in children and to learn how to draw on other professional skills to help these children.

   More education of the public is needed so taxpayers will be willing to pay the costs of special education and training

6. Lack of accurate information on who are the handicapped children in Minnesota and where they live.

7. Lack of adequate diagnostic facilities

8. Legal discrimination against trainable retarded children. State law is only permissive for educating these children and yet is mandatory for other handicaps.