



## Education and Housing Equity Project Records.

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MINNEAPOLIS PUBLIC SCHOOLS  
DEVELOPMENT AND GOVERNMENT RELATIONS

MEMORANDUM

December 18, 1995

TO: Members, Board of Education

FR: Elizabeth Hinz

RE: Waiver Request, State Desegregation Rule

Attached is a copy of the request for a waiver from the State Desegregation Rule by the Minneapolis Public Schools.

Because of the large number of attachments, I have included only a portion of them with your copy of the waiver. These are: Boundary Criteria, School Attendance Area Planning Tables, Board Resolution, Letter of Support from Mayor Sharon Sayles-Belton, and all six of the maps.

If you have questions about attachments not included, please call me at 627-2190.



# MINNEAPOLIS PUBLIC SCHOOLS

AN EQUAL OPPORTUNITY SCHOOL DISTRICT

807 NORTHEAST BROADWAY, MINNEAPOLIS, MINNESOTA 55413-2398  
Telephone 612/627-2010

BOARD OF EDUCATION

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*Superintendent of Schools*

December 12, 1995

Marsha Gronseth  
Executive Director  
State Board of Education  
550 Cedar Street  
St. Paul, Minnesota 55101

Dear Ms. Gronseth:

Enclosed is a request by the Board of Education, Minneapolis Public Schools, for a waiver from Minnesota Rule #3535.0200, subpart 4.

Desegregation and integration for students and staff is an important goal in the Minneapolis Public Schools. We are addressing that goal by recognizing the changing student demographics in this school district, and in particular, the changes in student demographics since 1982 when the framework of the previous desegregation plan was developed. Student achievement, and in particular, eliminating the learning gap between students of color and white students, is the primary goal of the Minneapolis Public Schools.

Sincerely,

Ann Kaari  
Chairperson,  
Board of Education

Peter Hutchinson  
Superintendent of Schools

ATTACHMENTS

## ATTACHMENTS

Waiver Request

Boundary Criteria

School Attendance Area Planning Tables

Board Resolution in Support of Waiver Request

Letter of Support, Mayor Sharon Sayles-Belton

Strategic Direction Minneapolis Public Schools

Eliminating the Gap: Ensuring That All Students Learn, June 27, 1995

District Improvement Agenda, 1995-96

Phase 1: Implementing Eliminating the Gap: Ensuring That All Students Learn,  
December 1, 1995

Preliminary Student Site Count, October, 1995

MAPS:

Community Schools Attendance Areas

Elementary Schools with Special Programs

Elementary Partner Schools and Partner Communities

Current Elementary Schools Attendance Areas

Current Middle Schools Attendance Areas

Current High School Attendance Areas

COMPARISON ATTACHMENTS:

Facility Analysis Update: Review of Facilities Master Plan Building Data

1995-96 Supplemental Budget: School Allocations

Middle Grade Athletics and Activities

High School Athletics and Activities

Staff Listing: Seniority by Location

Staff Site Count

**STATE BOARD OF EDUCATION  
RULE WAIVER REQUEST**

submitted by  
**MINNEAPOLIS PUBLIC SCHOOLS**  
December 13, 1995

**A. Waiver Request**

**Citation of specific rule from which the school district requests a waiver.**

The Minneapolis Public Schools requests a waiver by the State Board of Education to Minnesota Rule #3535.0200, subpart 4.

**B. Time Period**

**The time period requested for the waiver (maximum three years).**

This waiver is requested for the time period beginning with the 1996-97 school year through the 1998-1999 school year, or less if the rule is changed before this time period has elapsed. The waiver is requested for grade levels K-12.

**C. Goals and Objectives**

**The goals and objectives of the proposed program.**

The primary goal of the Minneapolis Public Schools is to eliminate the learning gap between students of color and white students and to increase learning for both groups of students. The program proposed and described in this waiver request will:

- increase student achievement for all students,
- provide comparable if not improved racial/ethnic diversity, and
- allow more students to attend schools closer to home, by choice.

The proposed program, Phase 1: Implementing Eliminating the Gap: Ensuring That All Students Learn, will not result in intentional segregation.

The objectives of Phase 1: Implementing Eliminating the Gap: Ensuring That All Students Learn are listed below and are further described in that document. As a result of this policy initiative, the district intends to:

- improve continuity and stability of student population,
- offer families more opportunities to attend a school close to home,
- offer families schools of choice - community schools,
- offer families schools of choice - regional magnets,
- develop student placement policies that promote success through continuity/stability,
- address integrated schools and desegregation, and
- prevent the concentration of poverty.

Several documents are attached, which further describe the goals and objectives of the district. These documents include the following.

- Strategic Direction Minneapolis Public Schools
- Eliminating the Gap: Ensuring That All Students Learn, June 27, 1995
- District Improvement Agenda for 1995-96
- Phase 1: Implementing Eliminating the Gap: Ensuring That All Students Learn, December, 1995

#### **D. Activities**

##### **A description of the activities that will be used to accomplish the goals and objectives.**

The activities that will be implemented to accomplish the goals and objectives are listed as follows.

- **Grade Configurations:** Expand schools with less than K-5 grade configuration to at least K-5.
- **Family Involvement:** If preferred by families, place students in schools based on proximity to their homes and availability of space for a closer linkage between home and school.
- **Student Placement:** Change to a policy based on two kinds of schools: Regional Magnet Schools - students placed based on program choice; and Community Schools - students placed based on proximity.
- Amend student placement policies to make keeping families together a high priority.
- Student Placement Priorities:
  1. Regional Magnet Schools: place students from designated attendance areas in magnets based on program choice, space availability, keeping families together, and stability.
  2. Community Schools: students placed in community elementary schools based on proximity, space availability, keeping families together, and stability.
- Replace the current policies so that the basis for student placement includes the following objectives: keeping families together, stability, deconcentration of poverty, and maintaining the ability to continuously enroll students throughout the year.
- Within the context of class size limits, manage the availability of space due to the turnover of students to accommodate continuous enrollment of students throughout the year. This will assure more real choices for all families, reduce the concentration of poverty within our schools, permit keeping families together and increase stability.

These activities are further described in three documents: 1) Eliminating the Gap: Ensuring That All Students Learn, pages 7-17, 2) the District Improvement Agenda for 1995-96, and with greatest detail in 3) Phase 1: Implementing Eliminating the Gap: Ensuring That All Students Learn.

#### **SPECIFIC ISSUES**

##### **Demographic Information**

In the Minneapolis Public Schools as of October, 1995, the current percentage of students of color is 63.73% and current percentage of white students is 36.27%. This percentage of students of color ranges from 67.14% in kindergarten to 50.07% in the twelfth grade. In 1983 the percentage was 35.2%. The percentage of students of color has increased at the rate of approximately 2.2% each year.

The perspective from 1983 is significant, because in that year the federal court order for Minneapolis Public Schools was lifted, and the responsibility for monitoring desegregation was transferred to the State of Minnesota. In 1995, schools with highest or lowest percentages of students of color do not directly correlate with school locations in the city, with the exception of schools in the near northside and central southside areas of the city that have the highest percentages of students of color.

Ensuring diversity of the student body at individual school sites is important to achieving the goal of eliminating the learning gap between students of color and white students and ensuring that all students learn, a policy package the School Board adopted in June, 1995. Intentional concentration of a single race of students or staff occurs only as a matter of choice to attend a culturally specific school. Current examples of culturally specific schools and programs are the Four Winds School (with an American Indian program emphasis) and the Afrocentric Academy (a program with an African American emphasis within Franklin Middle School). Culturally specific schools are addressed in Eliminating the Gap: Ensuring That All Students Learn, page 14 and in Phase 1, page 9.

In developing the policies contained in *Eliminating the Gap: Ensuring That All Students Learn*, a high value was placed upon assuring diversity at each school site, and a goal was articulated to set a maximum of 70% students of any single race/ethnic identity at a site. After further analysis of current and projected demographics, a numerical goal for all sites was determined to be irrelevant. The goal of 70% maximum of a single race is not possible to attain given the district's demographics and its achievement related goals. Other strategies to assure student racial and ethnic diversity have been adopted and are described in Section E, Educational Justification. >\*

Financial resources will not be distributed to school sites on the basis of race of students in attendance. Resources will be distributed on the basis of student needs, as exhibited by family economic status through the percentage of students qualifying for free and reduced lunch at each site, special education requirements, and students qualifying for the Limited English Proficiency Program. Title I resources, which are significant, are distributed on the basis of the number of students receiving free and reduced lunch at each school site.

### **Attendance Area Strategies**

The revised attendance areas address elementary buildings only. Secondary school areas (grades 6-8 and 9-12) remain the same. Each secondary school has a specific attendance area; high schools have several magnet programs at each site. Elementary buildings will be designated as either community schools or regional magnet schools.

Attendance area strategies for elementary community schools are the following: (1) each community school has a neighborhood attendance area drawn for the purpose of guaranteeing students within this boundary access to this school, and (2) partner school relationships will be established between community schools in areas of the city with high student density and those with low density.

The guaranteed access begins with kindergarten for 1996-97 and will advance by one grade level each year. Students who do not live within a guaranteed area may request, and will have preference for, any community school in their designated community area or their partner schools, or a regional magnet school without losing their community school preference. Services for Limited English Proficiency (LEP) and Level 4/5 Special Education will be expanded to more community and magnet schools to offer students getting these services the same school options as provided for other students. For Fall, 1996-97, a family preference will exist for families choosing a school with new grade configurations, especially in the schools going from 4-6 to K-6.

### **Process Used to Develop Neighborhood Attendance Areas**

The objective in building neighborhood attendance boundaries was to designate an area of sufficient size to allow all kindergarten students living within its borders to be accommodated at the school. These areas could not be so large as to provide guarantees to more students than school capacity.

Two models were built with the EDULOG software program, used by the district's Transportation Department for routing: one with a boundary around each community school, filling each school with approximately 55% of the Fall 1996 kindergarten capacity; and another model filling each school to 90% kindergarten capacity. These two models provided a clearer understanding of each school's boundary limitations. Using maps from each model to determine overlaps (areas where kindergarten populations are sparse and where boundaries would overlap) the areas of the city were identified where schools could not accommodate all students living in the area. Most of these schools will not have contiguous boundaries. Schools in the central, northwest, and northeast areas of the city could not have contiguous boundaries whereas much of southwest, southeast and northeast Minneapolis could have contiguous boundaries.

Each community attendance area boundary was then adjusted to assure guaranteed placement for a minimum of 55-60% of the kindergarten students in the area. Seats also were made available for other

students: students receiving LEP and Special Education services, those students enrolling after the school year has begun and students from partner community areas. Community schools will accommodate at least 55% to 60% of the 1996 kindergarten class. The balance of the seats needed will be provided in regional magnet schools.

Additional information about attendance area strategies is available in Phase I: Implementing Eliminating the Gap: Ensuring That All Students Learn, pages 2-9.

### **School Choice**

Minneapolis Public Schools is committed to school choice. Elementary schools will be community schools or regional magnet schools. Secondary schools will continue to have a range of magnet programs throughout the city; students can choose a magnet program on a citywide basis. The magnet school programs will be evaluated for program integrity and strategic siting during 1995-96. A school choice will be required to be made for each child at kindergarten or any other point of entry, and school change requests will continue to be reviewed annually. All elementary students will have a choice among several community schools within each community area and partner community schools in a different community area, and choices among regional magnet schools. Students not living in a guaranteed area for a community school will have greater preference at partner schools and have a greater number of school choices available.

School choice will be enhanced by reconfiguring the existing elementary schools to become K-5, K-6, or K-8 schools. Currently, there are 18 different grade configurations for elementary schools. The reconfiguration will result in three different grade configurations.

The district is committed to encouraging families to make informed school choices. More detailed information about individual school sites will be made available to families, including information such as program characteristics, demographics and student performance (i.e., gains and gaps in achievement). The district is also committed to providing support and advocacy in the school choice process. This commitment is described in more detail in Eliminating the Gap: Ensuring That All Students Learn, pages 11 and 16. Community representatives who can function as advocates for newly arriving students will be recruited to make school choices on behalf of these new students during the spring school change process, therefore assuring greater diversity among all schools, community and magnet.

### **Multicultural Education**

The district's commitment to multicultural education is best illustrated by the curriculum standards work underway. Developing curriculum standards and their implementation tools, including assessments, have focused staff and community efforts on integrating multicultural approaches in all areas of the curriculum for all schools. Recent activities have included the following: leadership training for principals sponsored by North Central Regional Educational Laboratory (NCREL) for the Strategic Teaching and Reading Project (STRP), STRP team training for building administrators and teams; workshops involving the Efficacy Institute, World of Difference, Respecting our Ethnic and Cultural Heritage (REACH); two Best Practices Conferences in the past nine months, a summer Multicultural Curriculum Institute, and workshops emphasizing multicultural aspects of specific subject matter, including conflict reduction. The district is committed to an anti-racism initiative, identified in the District Improvement Agenda, which is currently piloted in six sites. The district's commitment to multicultural education is further described in Eliminating the Gap: Ensuring That All Students Learn, page 8.

### **Staff Development**

The district's primary goal of eliminating the learning gap requires focused efforts in staff development, linked to curriculum content standards, and school improvement plans, focusing on the belief that all students can learn. Specifically, all staff are expected to increase their effectiveness in using multiple

teaching strategies for diverse learning styles, teaching behaviorally challenging students, eliminating racism, and serving a diverse student body with a challenging, high expectations curriculum. The district's commitment to staff development is further described in *Eliminating the Gap: Ensuring That All Students Learn*, page 9.

The district has continued and strengthened its commitment to increasing the number of teachers of color through its partnerships with post-secondary institutions (Augsburg College, St. Thomas, University of Minnesota and St. Cloud State) and with neighboring school districts (St. Paul, Osseo, Anoka-Hennepin, St. Louis Park, Hopkins). Several alternative licensure programs have received State funding over the past five years. During that time, Minneapolis Public Schools has hired 35 teachers of color trained through these programs.

The district continues to strengthen its commitment to increasing the number of persons of color in all job classifications. Career ladder programs have been developed to enhance teacher opportunities for para-professional and clerical employees of color. This commitment is included in *Eliminating the Gap: Ensuring That All Students Learn*, page 9.

The district has taken a leadership role in developing a program, funded by the State through the Minnesota Department of Children, Families and Learning (MDCFL), which addresses leadership needs by elected officials and school administrators for diversity issues throughout the metropolitan area. This program has been developed through the West Metro Education Program.

#### **Metropolitan-wide Opportunities**

The Minneapolis Public Schools has taken the lead in discussing and developing metropolitan-wide opportunities for racial and cultural diversity in education in general and for school desegregation specifically. The district continues to be committed to this agenda, as set forth in *Eliminating the Gap: Ensuring That All Students Learn*, page 12.

The West Metro Education Program (WMEP), comprised of Minneapolis and the eight contiguous suburban school districts, has sponsored several projects since receiving State funding through MDCFL just one year ago. These projects are the products of discussions and planning among these school districts through the Cooperative Interdistrict Integration Program (CIIP), which was also partially supported through State funding, during 1989-1994. The projects include the following:

1. **Downtown Minneapolis Interdistrict Magnet School:** K-12, scheduled to be open for programming early in 1997 and for students in Fall, 1997. This school has received two planning grants, totaling \$900,000, and is authorized for \$10 million bonding for facilities.
2. **NorthWest Suburban Interdistrict Magnet School:** intermediate grades, scheduled to be open for the 1997-98 school year in the Robbinsdale district. This school has received two planning grants, totaling \$225,000.
3. **Professional Development Center:** this staff development project to train suburban staff, based in Minneapolis Public Schools, received a \$195,000 grant during 1994-95 and provided a variety of training opportunities; e.g., job shadowing, multicultural curriculum development, etc.
4. **Summer Cultural Exchange programs:** two projects during Summer, 1995, brought suburban students in to Minneapolis to work with Minneapolis students. The project with Bloomington students worked with the summer WalkAbout Program, and the arts project worked with students from all WMEP districts. The two project grants totaled \$120,000.
5. **Leadership Development:** the district has taken a leadership role with WMEP member districts in developing a program to address leadership needs by elected officials and school administrators in addressing diversity issues throughout the metropolitan area. This project also receives State funding through MDCFL: \$125,000 during 1995-96.

There are two additional initiatives for creating more metropolitan wide opportunities for school desegregation in which Minneapolis is involved: the Metropolitan Learning Alliance (Mall of America

School) and the ongoing Open Enrollment Program. Minneapolis has been one of the five member districts sponsoring the Metropolitan Learning Alliance, initiated over two years ago. Of its 136 students, 69% are from Minneapolis.

The Open Enrollment Program has been in operation since 1987. During 1994-95, 856 students were involved: 296 within the district and 560 outside of the district. The area of greatest activity is between Minneapolis and the north and west suburbs: activity between Minneapolis and Brooklyn Center, Osseo, and Robbinsdale comprises 33% of the open enrollments. This program has been administered with desegregation goals as primary determinants. Regional desegregation/integration goals will continue to be primary determinants in making Open Enrollment decisions.

#### **E. Educational Justification**

**Explanation of and educational justification for the waiver request. The district must provide a thorough explanation of how the waiver would improve students' learning or the educational effectiveness of the schools.**

The use of a percentage limit on racial/ethnic groups and students living in poverty focuses the district's energies and accountability on *where* these students learn. Eliminating the Gap: Ensuring That All Students Learn policies commit the district to act in a different way. The district is placing a greater focus on accountability for *what* and *how* all student learn, not only where. Student achievement will be assured through community school choices, equitable student placement strategies, stability and continuity of school program, accountability and evaluation. Diversity in buildings will be promoted by the following strategies: establishment of partner schools, diversity goals for regional magnets, community advocates for newly enrolled students, equitable placement pools, expansion of LEP and Special Education services to additional sites, saved spaces in community and regional magnet schools for newly enrolling students, greater choices and preference for families living in non-guaranteed attendance areas, resource allocations according to student need, and active support for the City, Metropolitan Council and others in their efforts to reduce concentration of poverty and to expand housing options.

The adoption of these strategies will focus the district on assuring that all students will learn. Information describing the changes in total enrollment and racial composition of the student body since 1983 is critical to understanding the context of the policy framework represented in Eliminating the Gap: Ensuring That All Students Learn. This information is presented in detail on pages 2 and 3 of Eliminating the Gap: Ensuring That All Students Learn and in Appendix G. A more detailed explanation of and educational justification for this waiver request is contained in Eliminating the Gap: Ensuring That All Students Learn, pages 1-6.

#### **F. Evaluation and Reporting**

**Explanation of the method and time frame for evaluating and reporting the effectiveness of the rule waiver in improving students' learning.**

Evaluation and reporting are done through the district's Quarterly Reports, including an annual summary report, and through the District Improvement Agenda decision making and monitoring process. Evaluation measures include CAT achievement scores, public survey results, school improvement plans, student racial and family economic indicators, etc. Objectives are measured for the following three goals: (1) Increase the achievement of all children and eliminate the gap in achievement between students of color and other students, and between female and male students; (2) Increase the trust and involvement of all community stakeholders, and (3) Improve leadership and accountability throughout the district.

A more detailed explanation of the method and time frame for evaluating and reporting the effectiveness of this rule waiver in improving students' learning is contained in Phase 1: Implementing Eliminating the

Gap: Ensuring That All Students Learn, pages 4 and 11 and in the 1995-96 District Improvement Agenda, pages 1 and 3. Evaluation and reporting are done on an annual basis with quarterly reports.

### **G. Community Involvement**

**A clear explanation of community involvement in the planning and development of the proposal, including involvement by faculty and students, as well as parents who are not officially affiliated with the district. This community participation should provide opportunities for discussion and input by community stakeholders and not merely the provision of information by the district.**

There has been substantial involvement by parents and the community in this policy discussion over the past several years. Parents, community members, staff and students became initially involved in the planning and development of this proposal through the Quality Schools Study, which began in the fall of 1992 and is described on Eliminating the Gap: Ensuring That All Students Learn, pages 4-6. The Quality Schools Study used surveys, community meetings, conferences, and study groups to get information and opinions about quality education from all segments of the community throughout the 1992-93 school year. The Quality Schools Council was comprised of 17 people: parents, residents, staff. The Council advised staff throughout this planning effort. The activities are listed below.

1. Written surveys: 25,000 sent to all families enrolled in MPS  
7,500 sent to MPS graduates  
4,100 sent to pre-school families
2. Phone surveys: 800 households, 50% with students enrolled in MPS
3. Community meetings: 17 meetings, with approximately 600 participants
4. Group presentations: 14 presentations, with approximately 200 people attending
5. Corporate and business presentations: 5 presentations, with approximately 100 participants
6. School staff presentations: 14 presentations, with approximately 200 participants
7. Study circle groups: 50 groups, involving a total of approximately 700 people
8. Community dialogue: 400 people attended an all day session

*What was racial/ethnic composition of the groups?*

There have been additional activities soliciting community, staff and student opinions and ideas about student achievement and quality of schools over the past three years. The Strategic Directions Statement was developed during the winter-spring, 1994. The District Options Report, produced by staff and parent representatives in the fall of 1994, was directed at implementing many of the policy directions developed by the Quality Schools Study. During the winter of 1995, a series of discussions was held with 25 community leaders concerned with desegregation issues. Eliminating the Gap: Ensuring That All Students Learn is a direct product of this community involvement.

There has also been, and continues to be, community involvement in this policy discussion on an official level. Minneapolis is fortunate to have a strong policy partnership among Mayor Sharon Sayles Belton, the Minneapolis City Council, and the Minneapolis Public Schools Board of Directors and administrators. The Mayor and the City Council strongly support the district's policy direction of eliminating the learning gap. They have expressed support for renewed attention to family needs through the schools, particularly given the city's changing demographics and increasing numbers of students from low income households and with special needs. Their approach has been to support the idea of community schools, with more students attending elementary schools closer to home, through choice, with a range of programs for children and adults available at the school. This past June the Mayor and City Council adopted a Housing Principles document which is directed at strengthening city housing and diversifying housing availability among income groups throughout the city. Strong community schools are included in this policy as requirements for a strong, diversified city.

The city and the school district have combined their efforts on behalf of children on a number of issues and projects over the past several years. Some of these have included addressing the needs of pre-school age children through Neighborhood Early Learning Centers, participation in the Redesign Project with three

schools and neighborhoods, and currently, assessing the needs and preparing a youth development plan for middle grades youth as well as administering programs such as the Youth in Minneapolis Afterschool Program (Y-MAP) for middle grades students.

Minneapolis Public Schools has declared its support for efforts by the City, Metropolitan Council and others to reduce the concentration of poverty in the city, as cited in *Eliminating the Gap: Ensuring That All Students Learn*, page 12.

**H. District Contact**

**Name, address and phone number of school district contact person.**

The staff contact for this waiver discussion is Elizabeth Hinz, Director of Development and Government Relations, 807 N.E. Broadway, Minneapolis, MN 55413; 627-2190.

**I. Resolution**

**Copy of local school board resolution approving the waiver request.**

A copy of the resolution passed by the Board of Directors approving this waiver request is attached.

## ELEMENTARY SCHOOL BOUNDARIES

This page explains the basis for boundaries for the following areas: community schools, partner schools, community, and magnet schools.

### COMMUNITY SCHOOLS: CRITERIA

- serve neighborhood attendance area of a size appropriate to guarantee placement for kindergarten students living within area
- guarantee access in one additional grade level for each subsequent year for students living within area

### PARTNER SCHOOLS: CRITERIA

- match schools with low density of students with community areas with high density of students (schools with space for students living outside its attendance area)
- maximize racial and economic diversity
- minimize time on bus and maximize potential for relationships
- acknowledge community identities and existing attendance patterns

### COMMUNITY BOUNDARIES: CRITERIA

- proximity - school areas are contiguous
- multiple community schools
- existing natural boundaries, geographic and those recognized by communities themselves, are acknowledged when possible
- maximum racial and economic mix are provided within smaller area

### MAGNET BOUNDARIES: RATIONALE

Highway 394 to I94 to river

- maintain existing community and family relationships with schools, consistent with existing attendance patterns
- minimize travel distance for students and families - schools closer to home
- provide relative consistency with most community identities
- ensure that students of color in schools with high percentages of students of color have choices to attend schools with low percentages of students of color. The number of northside and southside magnet schools below and above the districtwide average student of color percentage is relatively equitable and will enable these choices.

### MAGNET SCHOOLS BELOW AND ABOVE DISTRICTWIDE AVERAGE FOR STUDENTS OF COLOR

	BELOW DISTRICTWIDE STUDENTS OF COLOR %	ABOVE DISTRICTWIDE STUDENTS OF COLOR %
SOUTH	Marcy*	Green
	Barton	Andersen
	Seward	Brookside
	Dowling	
	Windom	
	Ramsey	
NORTH	Marcy*	Willard
	Pillsbury	S. Olson
	Shingle Creek	Parkview
	Sheridan	
	Webster	

\*Marcy Open School serves both north and south sides of the city  
This table does not include city wide magnets.

## MINNEAPOLIS PUBLIC SCHOOLS ATTENDANCE AREA PLANNING

The analysis and tables that follow describe the potential impact of Eliminating The Gap: Ensuring That All Students Learn. This information is based upon the best projections available to date.

### ANALYSIS

Any analysis of Minneapolis Public Schools enrollment data, as in the data on the following pages, must be done in the context of three primary factors:

- a projected continued increase in the percentage of students of color,
- school building locations, and
- the district commitment to reduced class size and the simultaneous enrollment increase which puts pressure on available space.

**The ratio of students of color to white students is projected to continue to increase through the school year 2000-2001.** For Fall 2000, K-6 enrollment is projected to be at least 76% students of color. Maintaining current attendance patterns would mean continued increases in students of color at all school sites. Making the proposed grade configuration and attendance area changes will result, in terms of racial/ethnic identity characteristics, in the following:

- a greater diversity of students across all of the racial/ethnic codes at all sites through expansion of LEP services and the Partner School-Community approach, and
- significant changes in racial/ethnic percentages (ten or more percentage points) for the school year 2000-2001 at Audubon, Cooper, Hiawatha, Morris Park, Waite Park; all changes support increased diversity at these sites

**The location of school buildings in the district** is a major factor in analyzing racial/ethnic student data by building site. The areas of the city most densely populated by school age children have the lowest ratios of school space to students. The areas of the city least densely populated by school age children have the highest ratios of school space to students. This "mis-match" of students and space is particularly significant for elementary students. It has meant that students in the central areas of the city, who are more likely to be students of color, have been required to travel more often and for greater distances than those students on the outskirts of the city. The district's Facilities Master Plan includes a building plan that brings greater equity of available space to all areas of the district.

① what does it plan?  
② what is its status?

**The Minneapolis Public Schools' commitment to reduced class size** is also an important factor to consider when analyzing racial/ethnic data for this district. All schools are funded for a uniform maximum class size (K-2 at 19 students: 1 teacher, grades 3-8 at 25 students: 1 teacher). Therefore, individual schools are not subject to excessive numbers of students over this maximum class size. Schools with the highest percentages of students receiving Free and Reduced Lunch receive additional funds, which they use in a variety of ways to aid instruction, including that of securing additional staff to lower class size beyond the district-wide maximum.

The enrollment increases experienced by the district in the past ten years have put pressures on securing appropriate space for students. This has become particularly critical since 1990, when the Better Schools Referendum was passed allowing for the lower class size. The district enrollment this fall is more than 750 students over what was projected. The demand for school space has been so great that the district has leased three elementary schools in the western suburbs to accommodate students. These suburban sites represent opportunities for inter-district programming provided that district enrollment pressures lessen and all spaces are not required to be used by Minneapolis students.

The changes in diversity which are projected to occur with the proposed attendance area policies recommended in *Eliminating The Gap: Ensuring That All Students Learn* result in the following changes, including changes in student placement procedures and program changes:

- guaranteed attendance areas for each community school, which decreases the total number of students of color at some schools (e.g., Waite Park, Cooper, Hiawatha, Morris Park) and increases the total at other schools (e.g., Andersen, Lyndale) over the percentage projected at these sites if the current attendance patterns were maintained,
- partner schools and communities,
- greater school choices and preference for families living in non-guaranteed attendance areas,
- expansion of LEP services to additional sites,
- extension of grade levels to a minimum of K-5 at all sites,
- diversity goals for regional magnet schools,
- saved spaces in community and regional magnet schools for newly enrolling students,
- community advocates for newly enrolled students,
- an equitable process for students requesting to attend different schools through placement pools,
- resources allocated according to student need, and
- active support for the City, Metropolitan Council and others in their efforts to reduce concentration of poverty and to expand housing options.

## MINNEAPOLIS PUBLIC SCHOOLS ATTENDANCE AREA PLANNING ENROLLMENT PROFILE TABLES

The tables on the following pages represent a summary account of attendance area planning in relation to an analysis of racial/ethnic enrollment at school sites, attendance area population and district wide enrollment.

**Students Enrolled Fall 1995:** This table describes the racial/ethnic identity of students, kindergarten through grade 6 and kindergarten alone, currently attending the schools listed. All five racial/ethnic identification codes are included in order to emphasize the overall diversity of the student population in Minneapolis. Data for students currently enrolled in kindergarten are analyzed separately as an indicator of future enrollment.

**Students Residing in Neighborhood Attendance Area Fall 1995:** This table describes the racial/ethnic identity of students currently living in the guaranteed attendance area designated for each school listed. All five racial/ethnic identification codes are included and kindergartners are again analyzed separately in order to describe the racial/ethnic diversity and future enrollment. It is instructive to compare the student of color percentages of those students currently enrolled at a school site to the percentages of students of color residing in the new attendance area.

**Projected Enrollment Profile, Fall 2000:** This table compares the current K-6 Student of Color percentage at each of the school sites listed with that projected for the school year 2000-2001. The table also identifies the projected student of color percentage at each site with current attendance area policies and compares that to the projected student of color percentage at each site with the new attendance area policies. Factors influencing the student of color percentage with the new attendance area policies are listed on the far right. Current policies are the existing policies; new policies are those which result from adopting Phase 1: Eliminating The Gap: Ensuring That All Students Learn.

### RACIAL/ETHNIC ENROLLMENT PROJECTIONS METHODOLOGY

The Minneapolis Public Schools projections for the percentage of student of color enrollment are based upon the following.

- Districtwide enrollment trends and projection of enrollment and students of color percentages using the cohort survival method, which determines the net retention of students from grade to grade.
- Student Enrollment Projections by the eleven Minneapolis planning communities with review by the Minneapolis City Planning Department staff.
- Select school projections developed as a group subset of district-wide projections.
- Individual school projections of student of color / white students percentages using current and past school data and staff analysis.

For further information on enrollment projections, call Bob Burke at 627-2213.

**MINNEAPOLIS PUBLIC SCHOOLS**  
**COMMUNITY SCHOOL ATTENDANCE AREA PLANNING**  
**STUDENTS ENROLLED FALL 1995**  
**RACIAL/ETHNIC PERCENTAGES GRADES K-6 & K**

NEIGHBORHOOD ATTENDANCE AREA SCHOOL	K-6						K					
	RACIAL/ETHNIC - PERCENT						RACIAL/ETHNIC - PERCENT					
	*1	*2	*3	*4	*5	*S O C	*1	*2	*3	*4	*5	*S O C
ANDERSEN	17.9%	54.5%	1.7%	2.1%	23.8%	76.2%						
ARMATAGE	1.5%	29.2%	26.2%	3.2%	39.8%	60.2%	3.3%	26.7%	25.0%	5.0%	40.0%	60.0%
AUDUBON	3.4%	57.6%	3.4%	3.8%	31.8%	68.2%	3.1%	51.5%	3.1%	4.1%	38.1%	61.9%
BANCROFT	5.6%	34.3%	21.8%	2.4%	36.0%	64.0%						
BETHUNE	0.8%	69.3%	19.4%	3.1%	7.4%	92.6%	0.7%	68.1%	23.2%	1.4%	6.5%	93.5%
BRYN MAWR	0.8%	47.1%	34.8%	3.0%	14.2%	85.8%	0.7%	39.7%	41.1%	2.8%	15.6%	84.4%
BURROUGHS	3.0%	34.1%	2.5%	12.3%	48.0%	52.0%	3.9%	15.6%	3.9%	29.9%	46.8%	53.2%
COOPER	24.9%	58.1%	1.0%	2.1%	13.8%	86.2%	30.8%	59.0%	0.0%	2.6%	7.7%	92.3%
ERICSSON	5.1%	36.2%	22.4%	2.2%	34.0%	66.0%	7.2%	34.1%	19.2%	3.0%	36.5%	63.5%
FIELD / HALE	0.9%	19.6%	30.6%	1.6%	47.3%	52.7%	1.9%	17.7%	30.4%	2.5%	47.5%	52.5%
FULTON	0.7%	14.6%	35.3%	2.7%	46.7%	53.3%	0.0%	12.2%	35.4%	6.1%	46.3%	53.7%
HALL	4.8%	82.6%	1.2%	0.0%	11.4%	88.6%	8.3%	87.5%	4.2%	0.0%	0.0%	100.0%
HAMILTON	4.1%	33.7%	25.7%	2.3%	34.2%	65.8%	1.5%	40.3%	23.9%	1.5%	32.8%	67.2%
HIAWATHA	12.2%	50.2%	3.1%	1.5%	33.0%	67.0%	13.4%	50.0%	1.2%	0.0%	35.4%	64.6%
HOLLAND	5.0%	23.0%	2.3%	33.0%	36.8%	63.3%	3.7%	14.8%	0.0%	43.2%	38.3%	61.7%
HOWE	13.4%	55.4%	1.3%	1.3%	28.7%	71.3%	12.3%	55.6%	1.2%	1.2%	29.6%	70.4%
JEFFERSON	2.3%	32.1%	2.9%	33.6%	29.1%	70.9%	1.8%	28.9%	3.5%	31.6%	34.2%	65.8%
JENNY LIND	2.8%	28.0%	29.7%	2.8%	36.6%	63.4%	4.8%	14.3%	32.1%	0.0%	48.8%	51.2%
KEEWAYDIN	5.8%	27.3%	30.5%	3.9%	32.5%	67.5%	5.1%	28.2%	29.5%	5.1%	32.1%	67.9%
KENNY	1.0%	28.9%	17.5%	1.8%	50.8%	49.2%	0.7%	28.7%	16.1%	4.2%	50.3%	49.7%
KENWOOD	2.6%	48.8%	6.4%	1.9%	40.2%	59.8%	2.5%	38.3%	6.2%	2.5%	50.6%	49.4%
LINCOLN	2.8%	63.2%	21.9%	0.6%	11.4%	88.6%	2.5%	71.8%	19.0%	1.2%	5.5%	94.5%
LONGFELLOW	13.8%	41.0%	3.2%	2.9%	39.3%	60.7%	13.0%	35.6%	4.8%	4.1%	42.5%	57.5%
LORING	4.4%	48.8%	3.1%	3.3%	40.4%	59.6%	3.9%	49.2%	1.6%	4.7%	40.6%	59.4%
LUCY LANEY	6.0%	80.7%	1.6%	0.9%	10.8%	89.2%	7.4%	77.8%	1.2%	0.0%	13.6%	86.4%
LYNDALE	2.9%	35.2%	19.9%	2.8%	39.2%	60.8%						
MORRIS PARK	5.2%	67.9%	2.0%	2.0%	23.0%	77.0%	6.3%	70.5%	1.1%	1.1%	21.1%	78.9%
NORTH STAR	3.5%	61.2%	19.4%	0.3%	15.6%	84.4%	3.6%	59.0%	25.9%	0.0%	11.4%	88.6%
PUTNAM	8.2%	43.6%	1.8%	2.7%	43.6%	56.4%	7.1%	38.1%	2.4%	2.4%	50.0%	50.0%
SULLIVAN	15.6%	23.9%	3.4%	3.1%	54.0%	46.0%	16.3%	32.5%	0.0%	3.8%	47.5%	52.5%
TUTTLE	6.5%	28.5%	25.0%	1.4%	38.7%	61.3%	5.4%	25.7%	24.3%	2.7%	41.9%	58.1%
WAITE PARK	8.0%	51.1%	12.6%	1.7%	26.6%	73.4%						
WENONAH	10.4%	45.3%	1.0%	3.2%	40.1%	59.9%	8.0%	42.7%	1.3%	4.0%	44.0%	56.0%
WEST CENTRAL	3.2%	80.4%	0.9%	7.5%	8.1%	91.9%	2.6%	66.7%	1.3%	19.2%	10.3%	89.7%
WILDER	4.0%	64.1%	10.6%	1.8%	19.5%	80.5%	2.9%	68.1%	10.8%	2.9%	15.2%	84.8%
	5.2%	44.1%	14.5%	4.6%	31.5%	68.5%	5.3%	43.8%	14.4%	5.7%	30.7%	69.3%

- \*1 American Indian
- \*2 African American
- \*3 Asian American
- \*4 Hispanic American
- \*5 Caucasian

\*SOC Students of Color

12/12/95

**MINNEAPOLIS PUBLIC SCHOOLS  
COMMUNITY SCHOOL ATTENDANCE AREA PLANNING**

**STUDENTS RESIDING IN NEIGHBORHOOD ATTENDANCE AREA FALL 1995  
RACIAL/ETHNIC PERCENTAGES GRADES K-6 & K**

NEIGHBORHOOD ATTENDANCE AREA SCHOOL	K-6						K					
	RACIAL/ETHNIC - PERCENT						RACIAL/ETHNIC - PERCENT					
	*1	*2	*3	*4	*5	*S O C	*1	*2	*3	*4	*5	*S O C
ANDERSEN	24.5%	36.5%	18.7%	6.4%	13.8%	86.2%	28.6%	39.3%	17.9%	3.6%	10.7%	89.3%
ARMATAGE	0.0%	9.5%	5.3%	1.9%	83.3%	16.7%	0.0%	15.9%	9.1%	2.3%	72.7%	27.3%
AUDUBON	1.0%	4.9%	3.4%	2.5%	88.2%	11.8%	0.0%	8.3%	2.8%	5.6%	83.3%	16.7%
BANCROFT	9.8%	32.1%	5.6%	4.7%	47.8%	52.2%	10.0%	28.3%	0.0%	8.3%	53.3%	46.7%
BETHUNE	1.1%	47.2%	48.8%	1.4%	1.6%	98.4%	0.0%	44.3%	51.5%	2.1%	2.1%	97.9%
BRYN MAWR	0.9%	7.3%	2.8%	3.7%	85.3%	14.7%	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%
BURROUGHS	1.6%	5.9%	4.3%	3.0%	85.2%	14.8%	0.0%	6.8%	2.3%	4.5%	86.4%	13.6%
COOPER	6.5%	13.9%	5.0%	4.0%	70.6%	29.4%	11.1%	18.5%	0.0%	0.0%	70.4%	29.6%
ERICSSON	5.5%	20.3%	7.8%	10.7%	55.7%	44.3%	3.0%	14.9%	22.4%	16.4%	43.3%	56.7%
FIELD / HALE	1.6%	26.1%	5.8%	2.5%	64.0%	36.0%	1.5%	25.6%	4.5%	3.0%	65.4%	34.6%
FULTON	2.1%	3.1%	4.2%	1.4%	89.2%	10.8%	1.9%	7.7%	3.8%	0.0%	86.5%	13.5%
HALL	1.8%	70.8%	21.0%	1.4%	5.0%	95.0%	0.0%	66.7%	25.9%	3.7%	3.7%	96.3%
HAMILTON	6.9%	39.0%	3.0%	4.3%	46.8%	53.2%	6.8%	34.1%	6.8%	4.5%	47.7%	52.3%
HIAWATHA	7.1%	14.0%	5.4%	3.4%	70.0%	30.0%	7.1%	10.7%	3.6%	7.1%	71.4%	28.6%
HOLLAND	10.5%	13.8%	3.3%	4.7%	67.7%	32.3%	10.9%	16.4%	1.8%	9.1%	61.8%	38.2%
HOWE	5.5%	20.5%	5.8%	4.4%	63.7%	36.3%	0.0%	16.3%	0.0%	6.1%	77.6%	22.4%
JEFFERSON	2.7%	15.9%	10.2%	6.1%	65.1%	34.9%	0.0%	17.3%	7.7%	9.6%	65.4%	34.6%
JENNY LIND	3.4%	29.0%	15.0%	4.4%	48.3%	51.7%	7.7%	32.7%	13.5%	1.9%	44.2%	55.8%
KEEWAYDIN	2.5%	11.9%	4.1%	3.8%	77.7%	22.3%	5.9%	11.8%	5.9%	5.9%	70.6%	29.4%
KENNY	0.9%	23.4%	4.2%	5.7%	65.9%	34.1%	3.5%	17.5%	7.0%	1.8%	70.2%	29.8%
KENWOOD	4.3%	24.5%	5.1%	4.0%	62.1%	37.9%	4.4%	31.1%	8.9%	4.4%	51.1%	48.9%
LINCOLN	1.2%	79.2%	15.5%	0.7%	3.4%	96.6%	2.9%	74.8%	16.5%	1.0%	4.9%	95.1%
LONGFELLOW	14.3%	16.8%	4.1%	3.3%	61.5%	38.5%	22.9%	11.4%	0.0%	0.0%	65.7%	34.3%
LORING	2.0%	26.7%	5.9%	3.2%	62.3%	37.7%	1.6%	27.4%	4.8%	8.1%	58.1%	41.9%
LUCY LANEY	4.1%	74.5%	7.9%	0.2%	13.3%	86.7%	1.4%	81.2%	5.8%	1.4%	10.1%	89.9%
LYNDALE	5.7%	45.6%	10.7%	10.0%	27.9%	72.1%	9.1%	38.2%	3.6%	12.7%	36.4%	63.6%
MORRIS PARK	9.2%	16.1%	5.4%	3.6%	65.8%	34.2%	10.4%	16.7%	6.3%	4.2%	62.5%	37.5%
NORTH STAR	5.1%	69.6%	13.3%	2.5%	9.5%	90.5%	3.5%	67.3%	19.5%	1.8%	8.0%	92.0%
PUTNAM	10.7%	17.5%	7.7%	3.4%	60.7%	39.3%	4.8%	21.4%	7.1%	2.4%	64.3%	35.7%
SULLIVAN	8.4%	21.4%	8.4%	4.2%	57.7%	42.3%	3.8%	40.4%	3.8%	3.8%	48.1%	51.9%
TUTTLE	6.6%	24.5%	16.2%	6.1%	46.7%	53.3%	4.5%	20.5%	27.3%	2.3%	45.5%	54.5%
WAITE PARK	2.5%	11.2%	5.0%	4.0%	77.3%	22.7%	3.5%	10.5%	3.5%	7.0%	75.4%	24.6%
WENONAH	10.5%	35.2%	5.3%	5.3%	43.7%	56.3%	13.5%	27.0%	0.0%	5.4%	54.1%	45.9%
WEST CENTRAL	0.9%	32.8%	63.8%	0.6%	1.9%	98.1%	0.0%	30.4%	68.4%	0.0%	1.3%	98.7%
WILDER	8.8%	59.0%	18.9%	3.6%	9.7%	90.3%	10.5%	57.1%	20.0%	3.8%	8.6%	91.4%
	5.3%	35.1%	12.8%	3.6%	43.2%	56.8%	5.4%	33.7%	13.6%	4.3%	42.9%	57.1%

\*1 American Indian

\*2 African American

\*3 Asian American

\*4 Hispanic American

\*5 Caucasian

\*SOC Students of Color

12/12/95

**MINNEAPOLIS PUBLIC SCHOOLS  
SCHOOL ATTENDANCE AREA PLANNING**

**PROJECTED ENROLLMENT PROFILE FALL 2000  
STUDENTS OF COLOR (SOC) AS A PERCENT OF SCHOOL ENROLLMENT**

SCHOOL	K-6 Fall 1995	K-6 Fall 1996		K-6 Fall 2000		Influences***
	District Wide: 66% SOC	Projected District Wide: 68.5% SOC		Projected District Wide: 76.5% SOC		
	Current Policies SOC**	Current Policies SOC**	New Policies SOC**	Current Policies SOC**	New Policies SOC**	
ANDERSEN	76.2%	79%	82%	* 91%	* 95%	Space
ARMATAGE	60.2%	62%	60%	72%	65%	Partner & LEP
AUDUBON	68.2%	69%	66%	76%	40%	Space
BANCROFT	64.0%	65%	62%	74%	67%	LEP & Space
BETHUNE	* 92.6%	* 94%	* 94%	* 99%	* 99%	LEP & Space
BRYN MAWR	* 85.8%	* 87%	* 87%	* 96%	* 96%	LEP & Space
BURROUGHS	52.0%	54%	55%	62%	65%	Partner & LEP
COOPER	* 86.2%	* 89%	* 85%	* 95%	85%	Partner & LEP
ERICSSON	66.0%	68%	66%	76%	70%	LEP & Space
FIELD / HALE	52.7%	55%	55%	65%	65%	LEP & Space
FULTON	53.3%	55%	53%	61%	50%	LEP & Space
HALL	* 88.6%	* 91%	* 91%	* 99%	* 99%	Space
HAMILTON	65.8%	69%	69%	80%	80%	LEP & Space
HIAWATHA	67.0%	69%	66%	75%	65%	Partner
HOLLAND	63.3%	65%	63%	75%	75%	LEP & Space
HOWE	71.3%	73%	70%	81%	75%	Partner
JEFFERSON	70.9%	73%	73%	80%	80%	Partner & LEP
JENNY LIND	63.4%	64%	63%	71%	70%	LEP & Space
KEEWAYDIN	67.5%	70%	67%	76%	70%	Partner & LEP
KENNY	49.2%	52%	52%	60%	57%	LEP & Space
KENWOOD	59.8%	61%	61%	67%	67%	Partner
LINCOLN	* 88.6%	* 91%	* 91%	* 99%	* 99%	LEP & Space
LONGFELLOW	60.7%	63%	61%	71%	65%	Space
LORING	59.6%	61%	61%	70%	70%	Space
LUCY LANEY	* 89.2%	* 91%	* 91%	* 99%	* 99%	LEP & Space
LYNDALE	60.8%	63%	66%	73%	78%	Space
MORRIS PARK	77.0%	80%	77%	90%	80%	Partner
NORTH STAR	* 84.4%	* 87%	* 86%	* 99%	* 99%	LEP & Space
PUTNAM	56.4%	60%	57%	69%	69%	LEP & Space
SULLIVAN	46.0%	48%	48%	60%	60%	Space
TUTTLE	61.3%	63%	62%	71%	70%	Partner & LEP
WAITE PARK	73.4%	75%	65%	83%	70%	Partner & LEP
WENONAH	59.9%	62%	60%	70%	65%	Partner & LEP
WEST CENTRAL	* 91.9%	* 93%	* 93%	* 98%	* 98%	LEP & Space
WILDER	80.5%	* 83%	* 85%	* 93%	* 97%	LEP & Space

\*Schools out of compliance under the current State desegregation rules.

\*\*SOC = Students of Color

\*\*\*These predictions are based upon assumptions made about the influences on school enrollments by the factors listed below:

Partner schools

LEP service locations

Space is limited; minimal partner possibilities

RESOLUTION TO SUPPORT THE REQUEST FOR A WAIVER FROM  
STATE RULE 3535.0200, SUBPART 4.

WHEREAS, the Minneapolis Public Schools has a primary goal of increasing the achievement of all children and eliminating the gap in achievement between students of color and other students, and between female and male students;

WHEREAS, its second goal is that of increasing the trust and involvement of all community stakeholders;

WHEREAS, its third goal is that of improving the leadership and accountability throughout the district,

AND given the current and projected demographic patterns in Minneapolis which indicate an increased ratio of students of color to white students, and which show at this date no majority racial/ethnic group, with a projection of 69.7% students of color in 1998;

AND given that the Minnesota Department of Children, Families and Learning is developing a new desegregation rule which encourages voluntary desegregation and requires that no intentional segregation of students takes place;

THEREFORE, BE IT RESOLVED that the District will submit for approval by the State the overall policies in the Eliminating the Gap document, adopted by the Board in June, 1995, and the student placement policies described in Phase 1: Implementing Eliminating the Gap document, adopted by the Board on December 1, to meet desegregation requirements.

These policies promote continuity and stability for students, keep families together, provide a system of school choice, increase family involvement through having schools closer to home, and promote diversity and prevent racial/ethnic isolation at any school site unless the school is identified as culturally specific.

Eliminating the Gap policies commit the District to focus on accountability for what and how all student learn, not only where. Student achievement will be assured through community school choices, equitable student placement strategies, stability and continuity of school program, accountability and evaluation. Diversity in school buildings will be promoted by the establishment of the following strategies: partner schools, diversity goals for regional magnets, community advocates for newly enrolled students, equitable placement pools, expansion of LEP and Special Education services to additional sites, spaces saved in community and regional magnet schools for newly enrolling students, greater choices and preference for families living in non-guaranteed attendance areas, resources allocated according to student need, and active support for the City, Metropolitan Council and others in their efforts to reduce concentration of poverty in order to expand regional housing options.

OFFICE OF THE MAYOR  
350 South Fifth Street - Room 331  
Minneapolis Minnesota 55415-1393

(612) 673-2100  
Fax (612) 673-2305

SHARON SAYLES BELTON  
MAYOR



December 13, 1995

Jeanne Kling, Chairperson  
State Board of Education  
550 Cedar Street  
St. Paul, MN 55101

Dear Chairperson Kling:

I am writing to express my support for the Minneapolis Public Schools' request for a waiver from the current State desegregation rule 3535.0200, subpart 4.

Minneapolis supports community schools in a city which is growing increasingly racially diverse. The Minneapolis City Council has recently passed a resolution in support of 4 Housing Principles which lay the groundwork for strengthening this city by diversifying the housing stock and neighborhoods by income and race. Staff from City departments, the Park Board, Hennepin County, and the Public Schools are working together to develop strategies to make this happen and measures to assure careful monitoring as we work toward our goals. We are doing what we can to deconcentrate families living in poverty and limit racial isolation. This in no way limits our encouragement of metropolitan wide measures to diversify housing and improve job development and transportation. A diverse metropolitan area is a stronger area for all citizens and best prepared for the future.

Community schools delivering quality education to all students play an important part in strengthening our city for all its residents. The school district's plan for community schools emphasizes the importance of putting family needs and choices foremost in order to improve family participation in education. We expect greater racial and family economic diversity throughout the city. The district plan includes strategies to continue school choice and to minimize the concentration of poverty and racial isolation.

Minneapolis is working together to keep our community strong.

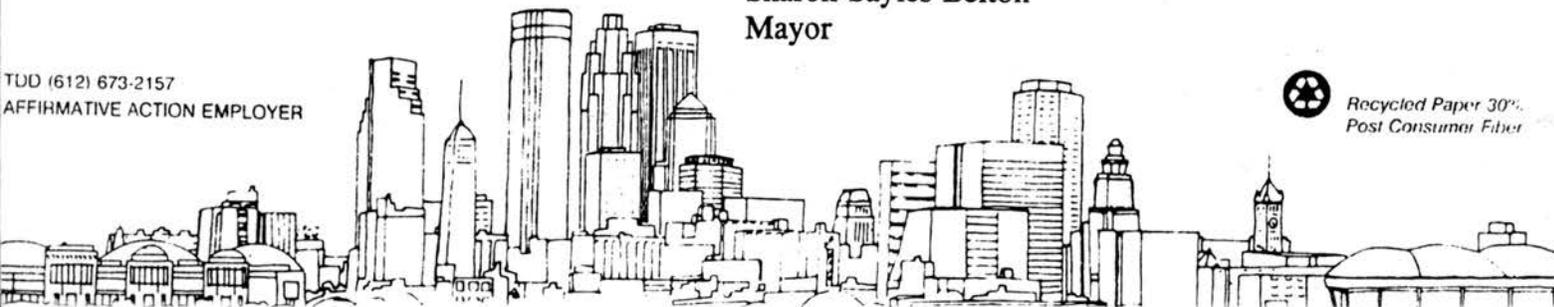
Sincerely,

Sharon Sayles Belton  
Mayor

TDD (612) 673-2157  
AFFIRMATIVE ACTION EMPLOYER



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MINNEAPOLIS PUBLIC SCHOOLS  
Research and Development

January 29, 1996

MEMORANDUM

TO: Members, Board of Education  
FROM: Paula Forbes and Elizabeth Hinz  
SUBJECT: Variance Request

Enclosed please find a copy of the response to the request by the State Department of Children, Families and Learning for additional information pursuant to our request for a variance from Minnesota Rule 3535.0700.

If you have any questions about the exhibits, please call Zib at 2190.

PF/EH:tb  
Enc.

## **EXHIBIT LIST**

- A. Minneapolis Public Schools' Statement of Assurance, May 9, 1995.
- B. Selected References: Parent Involvement
- C. Quality Schools Study Information File.
- D. Participants: Desegregation/Integration Discussion Sessions.
- E. Minneapolis Public Schools' Facilities Master Plan & Executive Summary, May, 1995.
- F. Minneapolis Public Schools 1996 School Guide, Moving on to Middle School.
- G. Board of Education, Meeting Minutes, December 1, 1995.
- H. Program Guide: Minneapolis Public Schools Staff Summary.
- I. Parent Involvement: Research Summaries and Articles.
- J. Minneapolis Public Schools Elementary Achievement Scores: 1994-95
- K. City of Minneapolis: Housing Principles.
- L. Minneapolis Public Schools Per Pupil Expenditures, 1994-95

**MINNEAPOLIS PUBLIC SCHOOL'S  
RESPONSE TO THE DEPARTMENT OF  
CHILDREN, FAMILIES AND LEARNING'S  
REQUEST FOR ADDITIONAL INFORMATION**

Submission #2

## **REQUIREMENTS PERTAINING TO MINN. RULES CHAPTER 3535**

- 1. The District must provide an explicit commitment by the District's board to fulfill the requirements of Minn. Rules, Chapter 3535.**

### **ANSWER:**

The Board of Education of the Minneapolis Public Schools resolves annually, through its Statement of Assurance, to comply with all State and Federal statutes and regulations prohibiting discrimination on any grounds, including race, color, creed, religion, national origin, sex, disability, marital status, age, or status with regard to public assistance. The most recent Statement of Assurance was approved by the Board on May 9, 1995. Board policy #5261 makes legal reference to Minnesota Rules Chapter 3535 and states the District's commitment to arrest, reduce, and eliminate de facto segregation and to take no action that will result in de jure segregation. See Statement of Assurance, attached as Exhibit A.

- 2. The District must provide a detailed description of the specific actions to be taken to correct racial segregation of students and faculty, showing the intended effect of each action proposed with respect to the entire plan, and each specific action proposed in the plan.**

### **ANSWER:**

The District denies the assumption that the entire District is racially segregated. To the contrary, only 14 schools were not in compliance as of October 17, 1995. The number of students involved represents 1.3% of the total student population. With a variance as provided by Minn. Rule 3535.0700, these schools would be in compliance. Further, with Eliminating The Gap: Ensuring That All Students Learn, the number of schools not in compliance would be reduced to 8 schools. Please see chart regarding staff, attached as Exhibit H. The actions that the District proposes to implement to prevent racial segregation are listed below.

- Regional magnets with diversity goals
- Community schools
- Partner schools
- Greater choices and preferences for families living in non-guaranteed attendance areas
- Equitable placement waiting pools
- Community advocates for newly enrolled students
- Expansion of Limited English Proficiency (LEP) service locations
- Resource allocations according to student need
- Active support for the City, Metropolitan Council and others in their efforts to reduce concentration of poverty and to expand housing options
- Anti-racism initiative at all school sites and administrative locations
- Continued commitment to multicultural education

- 2a. What steps would have to be taken to bring the schools now out of compliance to within 15% of the districtwide average for the grade levels being served?**

**ANSWER:**

Given the current housing patterns and changing demographics, there are only a few options the District can implement to bring the 14 schools currently not in compliance within the 15% districtwide average, as required by Minn. Rule 3535.0100. These mandates would have a negative impact on achieving the goals endorsed by Eliminating The Gap: Ensuring That All Students Learn: school choice, shortening the length of bus rides and time spent on buses, increasing parent involvement, and keeping families together.

- 2b. How many students would have to be bused?**

**ANSWER:**

In addition to those already bused, approximately 593, or 10.5%, of the students at the 13 elementary schools currently out of compliance would be required to change schools. This number represents 1.2% of all students enrolled in the Minneapolis Public Schools. This number is projected to increase as noted in the original request, referenced as Submission 1, Projected Enrollment Profile Fall 2000.

- 2c. Why is the District's plan preferable educationally to that result?**

**ANSWER:**

See selected references on parent involvement, attached as Exhibit B and the articles included in Exhibit I. The District stresses that only working to achieve numerical goals does not address the gaps in achievement. The variance would allow the District to comply with the law and implement goals to improve student achievement and address the growing learning gap. Again, the variance only affects 1.3% of the student population.

- 2d. Why is the variance necessary at each of the schools now out of compliance?**

**ANSWER:**

See 2c. above.

- 2e. How much variance is needed at each school?**

**ANSWER:**

Please see Submission No. 1, Student Enrollment Projections Fall 2000.

Variations Required to Meet Compliance, October, 1995

Schools	
<u>Out of Compliance</u>	<u>Required</u>
Park View Montessori	.04 %
Hall	.28
Wilder EEC	1.15
North Star	1.51
Lucy Craft Laney	1.52
Bryn Mawr	2.82
Childrens Academy North	2.96
Cooper	3.03
North	3.71
West Central Academy	4.26
Wilder Fundamental	6.15
Lincoln	7.91
Martin Luther King	10.51
Bethune	11.70

Variations required at each school range from .04% to 11.7%; 4.1% is the mean variance required for these schools to be in compliance.

- 2f. For what schools and grade levels are you requesting the variance, and for what duration?

**ANSWER:**

A variance is required for the schools listed below. Due to grade configuration changes adopted in implementing Eliminating The Gap: Ensuring That All Students Learn, this list of schools is not the same as the schools listed out of compliance in October, 1995, in answer to Question No. 2b, above. The District is seeking a variance for these schools until the year 2000.

- Andersen (K-6)
- Bethune (K-6)
- Bryn Mawr (K-5)
- Cooper (K-5)
- Hall (K-5)
- Lincoln (K-6)
- Lucy Laney (K-5)
- North Star (K-5)
- West Central Academy (K-8)
- Wilder (K-8)
- North (9-12)

**2g. Please state specifically why the District is requesting the variance for each school listed. Please provide documentary evidence to support the Districts conclusions.**

**ANSWER:**

The schools listed above cannot be brought into compliance without mandatory busing, which would require additional busing of students, longer distances and time on buses, and more separation of families attending schools, in order to reach a numerical target. The goals adopted by the District are to provide stability for students, enhance parental involvement at schools by placing students closer to home, work to minimize time and distance on school buses, provide predictability in school choice, keep families together, support diversity and build strong community support.

See answer to 2a, 2c, and 2d.

**3. The District must provide a time table showing dates of initial implementation and completion of its plan.**

**ANSWER:**

**1992**

- |                       |   |
|-----------------------|---|
| August                | • District begins Quality Schools Study     |
| August-February, 1993 | • Community discussion sessions and surveys |

**1993**

- |                  |  |
|------------------|--|
| March            | • Discussion papers on Quality Schools; models developed |
| April            | • Community forum  |
| May              | • Draft recommendations                                  |
| May-July         | • Study Circle discussions to review                     |
| September        | • Proposed Policy Directions presented for discussion    |
| October-November | • Board Discussions                                      |

**1994**

- |                |  |
|----------------|--|
| February-April | • District Strategic Direction developed and adopted by Board  |
| June-November  | • District Options Study; recommendations for grade configurations and attendance policies discussed |

## 1995

- January • Desegregation/Integration Discussions held with community organization representatives and parents
- March-June • Policy discussions on desegregation/integration and the growing learning gap
- June • Eliminating the Gap: Ensuring That All Children Learn, endorsed by the Board of Education, Minneapolis Public Schools
- August • Initial implementation of Tier 1 K-12 Curriculum Standards (math, science, language arts, fine arts, social studies)
- September • Anti-racism initiative begins pilot at five school sites
- September • Initial work on aligning District assessments to curriculum standards
- November • Phase 1: Implementing Eliminating the Gap: Ensuring That All Children Learn, endorsed by the Board of Education
- December • Request to State Board of Education for Waiver from Rule 3535.0700

## 1996

- January-February • Conduct community meetings and implement public information strategies regarding new student assignment policies and procedures
- January-February • Develop approach for community representatives to advocate for newly enrolling students
- January-February • Analyze student data to identify potential negative impacts of racism
- February 28 • School Choice deadline for lottery requests; hereafter school requests handled in order of receipt
- March-April • Student placement for school year 1996-97
- April-June • Pilot assessment tools that align with curriculum standards
- May • Instructional materials adoption cycle established
- May • Complete analysis of student data to identify potential negative impacts of racism
- August • Initial implementation of Tier 2 K-12 Curriculum Standards (media technology, world languages, health/family life, industrial technology)
- August • Develop district-wide plan for anti-racism initiative
- August • Full implementation of Tier 1 curriculum standards
- Fall • Ongoing curriculum materials adoption cycle
- Fall • Expand anti-racism initiative to additional school sites
- Fall • Complete analysis of assessment pilots and develop a three-five year plan for implementation
- September • Develop plan to evaluate magnet schools and programs
- September • Elementary schools add grade levels to reach goals of K-5, K-6 and K-8
- October • Student site count and enrollment report to State
- November • Present magnet schools criteria, including racial diversity goals, to Board for endorsement

1997

August

- Complete implementation of Tier 2 curriculum standards
- Begin development of Tier 3 curriculum standards
- Develop interdisciplinary materials based upon curriculum standards

Fall

- Ongoing curriculum adoption cycle
- Ongoing expansion of anti-racism initiative
- Ongoing work on districtwide assessment strategies aligned to curriculum content standards

October

- Student site count and enrollment report to State

1998

August

- Initial implementation of Tier 3 curriculum standards
- Implementation of interdisciplinary materials based on students

Fall

- Ongoing curriculum adoption cycle
- Ongoing expansion of anti-racism initiative
- Ongoing work on districtwide assessment strategies aligned to curriculum content standards.

October

- Student site count and enrollment report to State.

4. **The District must provide evidence that broad community participation and involvement was secured in the planning and development of the plan. Specifically, provide documentation that the communities of color who will be most directly affected by the District's proposal were consulted about the community school plan.**

**ANSWER:**

There has been substantial involvement by parents and community in this policy discussion over the past several years. Parents, community members, staff and students became involved initially in the planning and development of this plan through the Quality Schools Study, which began in the fall of 1992 and is described in *Eliminating the Gap: Ensuring That All Students Learn*, pages 4-6. The Quality Schools Study used surveys, community meetings, conferences and study groups to get information and opinions about quality education from all segments of the community throughout the 1992-93 school year. The Quality Schools Council was comprised of 17 people: parents, community residents, and staff. The Council advised staff throughout this planning effort. The Quality Schools Study activities are listed below.

- **Written surveys:** 25,000 sent to all families enrolled in Minneapolis Public Schools  
7,500 sent to Minneapolis Public Schools graduates  
4,100 sent to pre-school families
- **Phone surveys:** 800 households, 50% with students enrolled in Minneapolis Public Schools
- **Community meetings:** 17 meetings, with approximately 600 participants
- **Group presentations:** 14 presentations, with approximately 200 people attending
- **Corporate and business presentations:** 5 presentations, with approximately 100 participants
- **School staff presentations:** 14 presentations, with approximately 200 participants
- **Study circle groups:** More than 40 groups, involving more than 400 people
- **Community dialogue:** 700 people attended an all day session

For more complete summaries of Quality School Study community activities and information see Exhibit C attached.

There have been additional activities soliciting community, staff and student opinions and ideas about student achievement and quality of schools over the past three years. The Strategic Direction Statement was developed during spring, 1994. The District Options Report, produced by staff and parent representatives in fall, 1994, was directed at implementing many of the policy directions developed by the Quality Schools Study. Both of these efforts involved public presentations and discussions.

During the winter of 1995, a series of discussions was held with 25 community leaders concerned with desegregation issues. See list of participants, attached as Exhibit D. Eliminating the Gap: Ensuring That All Students Learn is a direct product of this community involvement. Additional discussions, listed below, were held to develop the new policy direction.

1995

- April-June • Strategy Team and Board meetings.
- September-February • Weekly meetings with parents and staff to develop the implementation plan for Eliminating the Gap: Ensuring That All Children Learn
- Weekly meetings with Board to report upon implementation planning
- November • meetings with community representatives: Urban Coalition, Urban League, NAACP and participation
- November - • Parent information meetings throughout city, including:
  - February, Kindergarten fairs: Green, West Central Academy, Waite Park, Kenny
  - 1996 and and Community Forum
  - ongoing Headstart: Glendale, Fraser, McKnight
  - ECFE: Nokomis, Victory, TCOIC, Bethune
  - St. Johns Community
  - Webber Park Community
  - Northeast House of Faith
  - YWCA Way to Grow
  - Elliot Park
  - Southside Family Nurturing Center
  - Way to Grow staff/parent liaisons: northside and southside
  - 348-TOTS staff
  - ECFE Kindergarten Express parent groups
  - ECFE Parent Advisory
  - City Wide Learning Readiness Committee
  - Neighborhood Early Learning Centers, Board of Directors
  - Kenny School
  - Armatage School
  - Lyndale School
  - Neighborhood Redevelopment Program (NRP) regional and neighborhood meetings

5. **The District must provide specific affirmative proposals to ensure that the integration process provides an effective learning environment for all children based upon mutual cultural and personal respect. How will students attending the schools with over 90% students of color receive this component?**

**ANSWER:**

The District is not clear what authority or statute is being cited. However, the District believes that numerical goals are only one component that addresses the integration process. The District believes that true diversity not only addresses access to programs, but also educational excellence, a positive learning environment, and outcomes. As part of Eliminating The Gap: Ensuring That All Students Learn, the District is currently developing a diversity plan that addresses these components.

In schools with over 90% students of color, and for all Minneapolis schools, the activities listed below will ensure a strong integration process:

- Programs located to maximize the numbers of students with a variety of racial and ethnic identities (e.g., Limited English Proficiency)
- Anti-racism initiative implemented throughout the District, at school sites and administration locations
- After-school programs that bring students from different schools together to use common regional resources (e.g., specialized park facilities and programs)
- West Metro Education Program (WMEP) summer programs involving Minneapolis students with students from the other eight WMEP member districts in the western, northern and southern suburbs
- Multicultural education at all grade levels
- High level, world class curriculum content standards that all students must achieve

Although some schools are projected to become over 90% students of color as the percentage of these students increases, it is important to remember that students of color represent four distinct racial/ethnic groups as well as many students with bi-racial identities. It must also be emphasized that with the implementation of curriculum standards, high standards and expectations are for all students, in all schools, grade levels and of all racial and ethnic identities. The standards are the same for all students.

- 6. The District must provide a narrative description of changes in the staffing patterns of the school district, curriculum changes to meet the needs of students in a desegregated environment, any anticipated building or remodeling programs, present and projected attendance patterns, staff preparation or projected in-service training programs.**

**6a. Changes In Staff Patterns**

**ANSWER:**

The District maintains that it is currently a desegregated district. Changes will be made in the following areas, based upon Eliminating The Gap: Ensuring That All Students Learn. These changes are anticipated to be limited to those necessary to develop grade configurations as identified at community schools, all of which will be K-5, K-6 or K-8. This will require both primary and intermediate grade levels to be added, with appropriate staffing.

**6b. Curriculum Changes To Meet The Needs Of Students In A Desegregated Environment.**

**ANSWER:**

During the past two years the District has been engaged in developing curriculum content standards. These standards were developed to define what students in the twenty-first century should know and be able to do. All of the standards in each content area have five common qualities, described as follows:

- The standards are high and challenging. They expect each student to achieve his or her personal best in a world that is increasingly more demanding.
- The standards are relevant and student-centered. They should motivate students to learn and engage students in their learning.
- The standards are interdisciplinary - both in the process by which they were developed and in content. There are many opportunities to teach across subject areas when addressing the standards.
- The standards are future-oriented and help build the skills students need for success after high school and to be lifelong learners. The standards also reflect a changing classroom with more hands-on learning.
- The standards are K-12: they look at the big picture and focus on the whole child. The standards tell teachers, families, and students what is expected of them throughout their K-12 experience.

The standards will result in a learning environment that looks different and feels different. For example, we will move from:

- Single subject teaching to more interdisciplinary learning
- Less competitive learning to more cooperative learning experiences
- Less text-based/passive learning to more hands-on/active, relevant learning
- A reliance on paper-pencil standardized tests only to more multiple assessments, application of skills, and ongoing observations of performance
- High standards for some to high standards for all

The next steps in the standards process include: identifying culturally relevant curriculum, instructional practices and materials, selecting and aligning the standards with appropriate assessment tools; and revising report cards, on transcripts, and individual learning plans.

#### **6c. Anticipated Building Or Remodeling Programs.**

##### **ANSWER:**

The goals of the Minneapolis Public School's Facilities Master Plan are to meet enrollment needs and maintain/improve existing facilities. The greatest amount of building to provide for student capacity will occur in geographic areas with the highest concentration of students of color, northside and south central. Remodeling will occur at all sites to meet ADA standards, reduce deferred maintenance backlog, and to upgrade technology systems. Please see Facility Master Plan, attached as Exhibit E.

**6d. Present and Projected Attendance Patterns.**

SCHOOL YEAR	ELEMENTARY (K-6)		MIDDLE (7-8)		HIGH SCHOOL (9-12)	
	Total	SOC*	Total	SOC*	Total	SOC*
<u>1995-96</u>	28,686	66.1%	6,382	63.6%	11,107	57.7%
<u>1996-97</u>	29,400	68.0%	6,700	66.0%	11,300	60.0%
<u>1997-98</u>	29,900	71.0%	6,900	67.0%	11,600	63.0%
<u>1998-99</u>	30,200	73.0%	7,050	69.0%	11,800	65.0%
<u>1999-2000</u>	30,450	75.0%	7,050	72.0%	12,200	66.0%
<u>2000-2001</u>	30,550	77.0%	7,200	75.0%	12,300	69.0%

\* SOC: Students Of Color: American Indian, Black American, Asian American, and Hispanic American.

**6e. Staff Preparation and Projected In-Service Training Programs.**

**ANSWER:**

Each year District staff participate in a variety of staff development opportunities. These professional development opportunities help increase individual staff awareness, knowledge and skills regarding multicultural, gender, and disability issues in education, interdisciplinary curriculum and instruction and "best practices."

The current teacher contract places increased emphasis upon professional development. Several initiatives will address methods for teachers to enhance their effectiveness with students, the majority of whom are students of color. These initiatives are listed below.

- Peer Coaching: A "train-the-trainer" course will be offered Spring 1996 and will increase the number of teachers who can assist their peers in one-to-one classroom climate and teacher effectiveness.
- Increased District-wide Staff Development and follow-up in the areas listed below:

- Graduation and Curriculum Standards to meet the needs of all students
- Staff Development that is aligned and focused on the District
- Improvement Agenda, School Improvement Plans and Eliminating the Gap (in student achievement)
- Increased emphasis upon meeting the needs of diverse learners in learning
- Styles and multiple intelligences
- Use of School-To-Work programs and courses to connect school to real world experiences and opportunities.
- Through a Violence Prevention grant, the district is piloting the Treavor Gardner's RAPS program at four sites. Schools will examine the relationship between race and expectations and frame expectations for high academic achievement and appropriate behavior for adults and students.

In addition, the in-service programs listed below will be available for instructional staff throughout the district:

- Improving Student Achievement: Making the Standards Work
- Strategic Teaching and Reading Project
- World of Difference
- Respecting our Ethnic and Cultural Heritage
- Creating Culturally Compatible Classrooms
- Gender/Ethnic Expectations and Student Achievement
- Cognitive Coaching
- Incorporating Multicultural Content and Perspectives Into the District Mathematics Standards
- Multicultural Interdisciplinary Curriculum Writing
- Models of Teaching
- Dimensions of Learning
- Seven Ways of Learning
- Rational Approaches to Positive Discipline and Classroom Management

#### **REQUIREMENTS PERTAINING TO MINN. RULES PART 3500.1000**

A Proposal for an experimental program must include:

- 7. A statement of the specific rules from which the district requests exemption.**
- 8. The goals and objectives of the program.**
- 9. The activities to be used to accomplish the objectives.**
- 10. A definite time line which may not exceed three years.**

11. **The evaluation procedures to be used.**
12. **Evidence that the proposal has been given thorough exposure to students and parents, that the faculty has been involved in the development of the proposal, and that the proposal has been approved by the school board.**

**ANSWER:**

The District is not seeking a variance pursuant to Minn. Rules Part 3500.1000, and therefore questions 7-12 are inapplicable to our variance request and will not be addressed in this document. The District is seeking a variance pursuant to Minn. Rule 3535.0700.

**QUESTIONS RELATING TO THE DISTRICT'S PLAN**

13. **One of the educational goals listed in the documents submitted to support the waiver request (hereinafter "submission 1") was to "address integrated schools and desegregation". With respect to desegregation issues:**
  - 13a. **Specify the manner in which integration was considered in establishing the attendance areas for each community school. How does the community school plan address the issue of integration? Submission 1 indicated a criteria of whether the schools could be filled to a 90% versus a 55-60% kindergarten capacity (p. 3 of submission 1) rather than reflecting a concern for the resulting integration of the community schools. If racial balance factors were considered, please describe how they were applied in determining the attendance areas.**

**ANSWER:**

Integration and desegregation are not the same and do not share the same meaning. Regardless of the 15% rule, integration is a necessary component to any educational plan. Please see answer to question No. 5.

Student enrollment issues for Minneapolis Public Schools must be understood first from the context of a mandated maximum class size, which is a commitment made to the community in exchange for support for the Better Schools Referendum, mandating a low student to teacher ratio. Attendance areas for schools which provide guaranteed enrollment must first take into account the surrounding area's projected population in order to honor the guaranteed enrollment without jeopardizing the maximum class size. The attendance areas were then drawn to maintain the goals of keeping families together and providing choices of schools closer to home while maximizing racial and ethnic diversity at each school through the following strategies: partner schools located in areas with less density of school aged children, diversity goals for regional magnet schools, community advocates for newly enrolling students who are predominately students of color, equitable placement pools, expansion of LEP services to a greater number of locations, spaces saved in both community and regional magnet schools for newly enrolling students, greater choices and preference for families living in non-guaranteed attendance areas which would enable families who chose to attend partner schools in areas less densely populated by school aged children.

**13b. What alternatives were considered within the context of a community school plan which would result in less segregated conditions? Why was the present plan adopted over such possible alternatives?**

**ANSWER:**

The District currently has 14 schools not in compliance. The District has anticipated for quite some time the state's new version of its desegregation rule in order to address this issue. The proposed plan would reduce the number to eight schools out of compliance. All schools would be in compliance with a variance as provided by law.

The other alternative considered would be to maintain the same attendance policies and procedures, which would result in more segregated conditions and are contradictory to other goals adopted in Eliminating The Gap: Ensuring That All Children Learn. The present plan was adopted because it afforded the best balance of approaches to meet the following policy goals: provide stability for students, place more students closer to home to enhance parent involvement, provide predictability in school choice, keep families together, support diversity, and build strong community support.

**13c. Page 6 of "Eliminating the Gap" states that "severe racial isolation" will be reduced through "busing and summer programs". Please indicate:**

**ANSWER:**

The District is confused by this question because the Eliminating The Gap: Ensuring That All Students Learn document submitted by the District does not state, "severe racial isolation" will be reduced through "busing and summer programs." Therefore, the District will not address i. and ii.

**i. Where severe racial isolation and the busing to reduce it will occur.**

**ANSWER:**

See answer to 13c.

**ii. How summer programs will impact the racial isolation at schools out of compliance.**

**ANSWER:**

See answer to 13c.

**iii. What other steps are being taken to reduce severe racial isolation.**

**ANSWER:**

The other steps, in addition to 13a and 13b, that have been taken to **prevent** racial isolation include:

- Regional magnet schools and progress toward achieving diversity goals as important criteria for magnet status
- District participation in the West Metro Education Program (WMEP) and its expanding programs that enhance integration opportunities for students of color and white students within an educational context
- Active support for the City, Metropolitan Council and others in their efforts to reduce the concentration of poverty and to expand housing options
- The districtwide anti-racism initiative at all school sites and administration locations

**14. With respect to magnets:**

**14a. Please provide a list of the attendance zones for each magnet, including all city-wide magnets, and a description of where students at each of the racially identifiable schools can attend.**

**ANSWER:**

See the Minneapolis Public Schools 1996 School Guide, pages 22-34 and the Program Guide: High School, attached as Exhibit F.

School choices are dependent upon student address and space in school. Students currently attending a "racially identifiable" school may or may not live within the guaranteed area for that school. School choices and priority status are different depending upon students' addresses.

For example, a student currently attending Bethune, living in the Bethune guaranteed area, would also have the magnet options listed on page 26 of the School Guide, which are the following: Shingle Creek, Sigurd Olson, Willard, Pillsbury, Sheridan, Brookside, Park View, Mill City Montessori, Downtown Open, Marcy, Webster, Emerson, Four Winds, Children's Academy North.

A student currently attending Bethune, but living in a non guaranteed area such as area #19 on page 27 of the School Guide, would have the following magnet options: Shingle Creek, Sigurd Olson, Willard, Pillsbury, Sheridan, Brookside, Park View, Mill City Montessori, Downtown Open, Marcy, Webster, Emerson, Four Winds, Children's Academy North. The student would also have the following community school options available within his/her community attendance area: Hall, Lincoln, Bethune, West Central Academy, Bryn Mawr. The student would also have priority status to attend the partner schools: Kenwood and Jefferson.

**14b. Do students at the racially identifiable schools have choices over and above students at other schools? If no, please indicate why not. If yes, please indicate:**

**i. What those choices are (please indicate the choices specifically);**

**ANSWER:**

Students living in non-guarantee areas have more school choices and have a higher priority status to receive a school assignment among their partner school choices. Non-guarantee areas have a high density of school aged children and fewer school buildings. These are more typically, but not always, areas with a higher percentage of students of color. For school choices, see the 1996 School Guide, pages 22-34, Exhibit F.

**ii. Whether those additional choices have been factored into your projections for the resulting racial balance at the community schools and magnets and if so, how that is reflected;**

**ANSWER:**

Yes, these choices have been factored into the projections. This information is reflected by higher student of color percentages at many community schools than the resident population (e.g., Bancroft is projected to have 67% students of color attending Fall 1996, although the current elementary school aged population in the Bancroft attendance area is 52.2% students of color).

**14c. Please provide a chart indicating the racial balance at each of the magnets now, next year without waiver, next year with waiver, and year 2000 with and without waiver;**

**ANSWER:**

Regional magnet schools program criteria will be developed over the following six months by representatives of leadership teams from the magnet schools and central office staff. This criteria will include goals for racial/ethnic diversity at each school. Valid projections for students of color percentages for regional magnet schools can be made after the evaluation, planning and goal setting process is complete.

**14d. Please provide an explanation as to why the magnets are only allowed up to 70% of one minority group. Is the 70% criteria a fixed commitment of the District under its plan? Will this criteria limit the choices of students of color who attend the schools which are now out of compliance? Please provide data to support your response.**

**ANSWER:**

Regional magnet schools will be required to set diversity goals for their enrollment. The 70% criteria does not apply to the plan or any of the elements in Eliminating The Gap: Ensuring That All Students Learn. This specific numerical target, while considered, was not adopted; rather, Minneapolis Public Schools chose to include a broader range of strategies to ensure diversity. The plan was formally amended by the Board of Education on December 1. See Exhibit G, attached.

**15. With respect to paired schools:**

**15a. Please provide a list of the attendance zones for each of the paired schools, and a description of where students in each attendance zone can attend;**

**ANSWER:**

The District does not propose paired schools. Instead, the District proposes to use partner schools. Partner schools promote shared benefits to the communities involved. Please see answer to 14b.

For the most complete information, see also the Minneapolis Public Schools 1996 School Guide, pages 22-34, attached as Exhibit F.

The following is a list of open areas, or non-guaranteed attendance areas, for elementary schools and the names of partner school(s) for each area. The open areas are numbered on the maps included in the 1996 School Guide, pages 22-34.

<u>OPEN AREA</u>	<u>PARTNER SCHOOL(S)</u>
6	Waite Park
7	Waite Park
12	Tuttle
18	Kenwood Jefferson
19	Kenwood Jefferson
23	Kenwood Jefferson Lyndale
30	Tuttle
31	Cooper Howe Hiawatha Sullivan
38	Armatage Burroughs
45	Armatage
46	Keewaydin Morris Park Wenonah
47	Cooper Howe Hiawatha Sullivan

See the Minneapolis Public Schools 1996 School Guide, pages 22-34, attached as Exhibit E.

- 15b. Do students at the racially identifiable schools have options to attend partner schools over and above students at other schools? If no, please indicate why not. If yes, please indicate:**

**ANSWER:**

Yes, students at the "racially identifiable" schools (i.e., schools with a student of color percentage greater than 15% over the district average) have options to attend their partner schools to a greater degree than students at other schools. These students can exercise greater choices because partner schools have space. Typically, but not always, "racially identifiable" schools are in areas of higher ratio of school aged children to school space (i.e., more students than spaces available). The partner schools are located in areas in which there is a low ratio of students to school space (i.e., fewer students than spaces available). However, it is important to remember that overall, school choices are dependent upon student address and space in school. Students currently attending a "racially identifiable" school may or may not live within the guaranteed area for that school. School choices and priority status are different depending upon students' addresses.

See answer to Question No. 14b.

- i. What those choices are (please indicate each choice specifically);**

**ANSWER:**

See also Minneapolis Public Schools 1996 School Guide, pages 22-34, attached as Exhibit F.

- ii. Whether those additional choices have been factored into your projections for the resulting racial balance at the partner schools and if so, how that is reflected;**

**ANSWER:**

Yes, these choices have been factored into the projections. This information is reflected by the projected higher student of color percentages at partner schools than the resident population (e.g., Cooper is projected to have 85% students of color attending Fall 1996, although the current elementary school aged population in the Cooper attendance area is 29% students of color).

- 15c. Please provide a chart indicating the racial balance at each of the paired schools now, next year without waiver, next year with waiver, and year 2000 with and without waiver;**

**ANSWER:**

Eliminating The Gap: Ensuring That All Students Learn endorses partner schools rather than paired schools. All partner schools are community schools. See Submission 1, Projected Enrollment Profile Fall 2000.

- 15d. **Are the paired schools allowed up to 70% of one minority group. If so, how will this policy impact the racial isolation of community schools which are out of compliance with the 15% rule?**

**ANSWER:**

The 70% criteria does not apply to the plan or any of the elements in Eliminating The Gap: Ensuring That All Students Learn. While a numerical target was considered, it was not adopted. This plan uses a broader range of strategies to ensure diversity, which was formally adopted by the Board of Education. See Exhibit G.

16. **What is the basis for the decision to draw attendance zones for magnets in an east-west direction?**

**ANSWER:**

The basis for these attendance zones are listed below:

- Maintain existing community and family relationships with schools, consistent with existing attendance patterns
  - Minimize travel distance for students and families, resulting in schools closer to home
  - Provide relative consistency with community identities
  - Ensure that students of color in schools with high percentages of students of color have choices to attend schools with low percentages of students of color. The number of northside and southside magnet schools below and above the district wide average student of color percentage is relatively equitable and will enable these choices.
- 16a. **Referring to Appendix F of "Eliminating the Gap," the chart appears to indicate that available space would be maximized if attendance zones were drawn in a north-south direction. Why was this not done?**

**ANSWER:**

Our data does not suggest this result. The recommended magnet attendance zones/boundaries meet the criteria listed above, see answer to Question No. 16. Differential space was not an issue.

- 16b. **The number of schools out of compliance is higher on the north side of the attendance zone than on the south side. Are the attendance lines drawn in a way that perpetuates racial isolation and concentration of minority students to one geographic portion of the city?**

**ANSWER:**

No.

**Are lines drawn in a way that decreases such isolation?**

**ANSWER:**

Yes. Both North and South zones include a significant area of concentrated poverty and students of color.

17. Please describe in greater detail the choices and preferences available to children who are not in "guaranteed attendance zones."

**ANSWER:**

Please see example cited in answer to question no. 15. See also the Minneapolis Public Schools 1996 School Guide, pages 22-34 for a complete listing, Exhibit F.

18. Please provide a summary of teaching staff and administrators at each elementary school (including magnets and culturally specific schools) showing the percentage of minority teachers, the average tenure, and average years of training and experience.

**ANSWER:**

See Exhibit H.

19. Provide a listing of all new elementary classrooms constructed, added or closed since 1983, including the addition of portable units, and a listing of all major elementary construction projects in that time period. Include the build site or location.

**ANSWER:**

This information is available in reports submitted annually to the State Department of Education.

20. By the year 2000, your plan will result in eight of nine schools, now racially identifiable by enrollment, increasing student of color percentages to between 96-99%; conversely, at two schools already below the district average for students of color, enrollment of student of color will actually decrease (Audubon and Field/Hale). Some of these racially identifiable schools were cited by Judge Larson as schools which were intentionally segregated (Bethune; Lincoln and Audubon). What is the response to the argument that the community school plan has a foreseeable segregating effect from which a court could infer a finding of intent to discriminate?

**ANSWER:**

The demographic context for answers to questions regarding specific schools is important. The percentage of students of color is not a static element as this plan is implemented over the next three years. The elementary student of color percentage throughout the district is projected to increase from 66.1% in Fall, 1995 to a minimum of 76.5% by Fall, 2000. Most schools will increase in students of color (e.g., Bethune, Burroughs, Field/Hale, Lincoln, Loring), a few will remain about the same (e.g., Bancroft, Ericsson, Fulton) and a few will decrease (e.g., Audubon, Waite Park, Hiawatha). These changes are due, in addition to an increased districtwide student of color population, to the following factors, listed on the Projected Enrollment Profile Fall 2000: student space limitations to maintain mandated maximum class size, partner schools, LEP service locations. Field/Hale is projected to increase from 52.7% to 65%, rather than to decrease its student of color percentage, as questioned above. The projected enrollment figures suggest that Eliminating The Gap: Ensuring That All Students Learn will actually reduce the schools not in compliance now from 14 to eight.

**21. What has the District done to counter-act the segregative effect of its plan?**

**ANSWER:**

The District's Eliminating The Gap: Ensuring That All Students Learn plan does not have a segregative effect. The District asks that if a segregative effect is foreseen by the Board that it please produce evidence to that effect. Further, in comparison to the metropolitan region as a whole, the city is racially and economically segregated. This plan reflects realities of the student population living in the school district and the city of Minneapolis.

The plan includes a wide range of strategies to maximize the degree of racial and economic diversity at each school site while maintaining the following list of goals: support district goals, provide stability for students, place more students closer to home to enhance parent involvement, provide predictability in school choice, keep families together, support diversity and build strong community support.

**22. Under the "educational justification" component of your submission (p.6), reference is made to "equitable placement pools." What are these and how do they impact integration efforts?**

**ANSWER:**

Schools for which there are more requests than space will no longer have waiting lists as they have in the past, which reward students who make the earliest requests. The process of managing requests for higher demand schools will be more equitable by equalizing the opportunities for students whether they are long-time residents or new residents. New residents requesting schools after the school choice deadline of February 28 has passed are more typically students of color and from families with lower incomes (see answer to Question No. 32). As vacancies occur through the school year, there will be a lottery for each space available, using names from the placement pool of students requesting the school. There will be a more equitable opportunity for these spaces to be filled by students of color.

**23. How does expansion of the LEP sites affect integration efforts?**

**ANSWER:**

The majority of the students who receive LEP services are students of color; primarily Asian, but also Hispanic and African. Expanding the locations of LEP services will positively impact integration efforts because it expands the number of locations where students of color can go to obtain specialized services, rather than concentrating these services and students in a few locations. This is a positive integration strategy to encourage diversity among students of color and with white students.

**24. Do you have any analysis of the impact of the HUD consent decree in the Holman suit on housing patterns and attendance areas? If so, please provide.**

**ANSWER:**

No. The information we have received is too general and the likelihood and timetable of these actions are too speculative at this time to analyze and drawn conclusions.

25. Please provide complete information concerning the educational programs offered at magnet schools, schools that are or will be out of compliance with the 15% rule, and the proposed community and paired schools. At the present time how do the programmatic offerings at the out of compliance schools compare with the programs at the same number of schools with the lowest ratios of students of color? Please provide a detailed description of the programs offered. Will additional resources be targeted to the racially identifiable schools? If so, what will be the criteria for allocating those resources?

**ANSWER:**

See Minneapolis Public Schools 1996 School Guide, pgs. 37-108, attached as Exhibit F.

Additional resources will follow the needs of individual students. The criteria for allocating these resources will be number of students at each school receiving Free and Reduced Lunch and/or participating in the AFDC program. However, AFDC data has not been available from the State. The same high standards will be applied to all students at all school sites.

26. What specific programmatic changes are being planned to address the educational needs of the schools which are racially identifiable?

**ANSWER:**

The following list of program initiatives are being implemented to address educational needs of students attending schools which are "racially identifiable."

- After-school activities
- Metro-wide youth experiences such as camps, workshops, student councils, partner schools, inter-district activities through WMEP and other organizations.
- Curriculum developed using internet connections around projects and building metropolitan-wide relationships, as well as national and international.

27. The attendance boundaries in the plan are drawn leaving about 40% of available school capacity open; what is that 40% allocated to?

**ANSWER:**

The capacity pertains to kindergarten students only. Depending upon the individual school site, the 40% pertains to students receiving LEP services, students living in non-guaranteed attendance areas, students living in guaranteed areas but choosing the partner school, and it also serves as a safety margin for an unexpected higher number of students living within the guaranteed area.

- 28. During the District's presentation to the waiver panel it was stated that the location of existing school facilities does not allow for community schools without busing in some neighborhoods. This problem would appear to affect parent involvement from those neighborhoods if distance from the schools is an issue for families without transportation as indicated at the presentation.**

**ANSWER:**

One of the impacts of this plan will be that there will be more of a pattern to the busing that does occur with less haphazard randomness to school placement. Students living in a single neighborhood will be likely to attend fewer schools: magnets, community schools nearby and partner community schools (the closest schools with available space). There will be a greater concentration of students from a neighborhood attending fewer schools, thereby encouraging supportive relationships to develop among students and their families. Currently, students are bused longer distances and at random, with little if any pattern to their school placements. Partner schools are expected to extend their community outreach to the partner areas, which would include having family involvement activities, including parent-teacher conferences, in the partner neighborhoods.

- 29. At least one secondary school appears to be out of compliance with the 15% rule. What does the District plan to assure compliance at the secondary schools?**

**ANSWER:**

Secondary magnet programs will also take part in the magnet school evaluation, planning and goal setting process. Secondary magnets will also be required to develop goals to assure racial diversity in each program and to contribute to racial diversity at their school.

**SPECIFIC REQUESTS**

- 30. Any studies which demonstrate that achievement can be overcome using community schools, even if such schools have high concentrations of race and poverty. Also please provide achievement scores identifying the learning gap at each elementary school and describe the District's plan for monitoring the results of its plan in closing the learning gap.**

**ANSWER:**

Parent involvement will contribute to increased student achievement, as is evidenced by the research listed below. Community schools provide families with a choice to have their children attend schools closer to home, thereby making parent involvement more convenient and more likely to occur on a regular basis. Transportation handicaps increase with greater distance between home and school for many families. Many low income families lack cars to provide personal transportation for participating in school activities. In the Metropolitan Council study, "Trouble At the Core: The Twin Cities Under Stress," November, 1992, it was cited that more than half (56%) of American Indian households do not have cars; 47% of African American households and 36% of Asian/Pacific Islander households in the center cities of Minneapolis and St. Paul do not have cars.

The District plans to monitor its progress through quarterly reports and the District Improvement Agenda.

See articles attached as Exhibit I:

- "New Directions in Parent Involvement," Norm Fruchter, Anne Galleta, J. Lynne White, Equity and Choice, Vol. 9 No. 3, Spring 1993, 33-43.
- "School/Family/Community Partnerships: Caring for the Children We Share," Joyce L. Epstein, Phi Delta Kappan, May, 1995
- "Increasing Parent/Family Involvement: Ten Ideas That Work," Hazel Loucks, NASSP Bulletin, April, 1992
- "Success For All Children Through School-Family-Community Partnerships," Equity and Choice, Winter, 1990
- "Moving in a Current of New Possibilities: Boston's Martin Luther King, Jr. Middle School," Scott Thompson, Equity and Choice, Spring, 1991
- "Richmond, Virginia's Two Decades of Experience with Ira Gordon's Approach to Parent Education," Virgie M. Binford and John M. Newell, The Elementary School Journal, Volume 91, Number 3

See also Selected References: Parent Involvement, attached as Exhibit B. See also attached elementary achievement scores, 1994-95, in Exhibit J.

- 31. A specific description of the housing principles discussed by Paul Farmer at the waiver presentation and any relevant documents.**

**ANSWER:**

See Housing Principles, attached as Exhibit K.

- 32. Data or studies concerning the effect of proximity on parental involvement in the schools.**

**ANSWER:**

See studies on parent involvement referenced in Question Nos. 2 and 30, attached as Exhibit B and Exhibit I.

- 33. Data that supports the District's presentation that students of color are unable to register for their neighborhood schools because they register too late or transfer after school has started.**

**ANSWER:**

During the period August 16, 1994 through June 1, 1995, the district placed a total of 8,697 students in schools. 85.42% of these students were students of color.

34. **Data by race on the distances students now live from their school, and projected distances under the District's plan as discussed by Superintendent Hutchinson at the waiver presentation.**

**ANSWER:**

See Submission No. 1, Appendix E. The projected distances described in Appendix E were developed from a computer model of attendance areas. The attendance areas adopted in the current plan are a variation of those in the computer model. More accurate information will not be available until after implementation.

35. **Per pupil expenditures at each school.**

**ANSWER:**

See Minneapolis Public Schools Per Pupil Expenditures, 1994-95, attached as Exhibit L.

36. **Results of the surveys referred to on page 7 of Submission 1.**

**ANSWER:**

See Quality Schools Study Information file, attached as Exhibit C.

37. **Evidence that the plan will not result in disproportionate busing of students of color.**

**ANSWER:**

There is already in effect a disproportionate busing of students based on changed demographics and housing patterns in comparison to where schools are located. However, the District's plan will decrease distance and thereby increase community and parent involvement for all students.

**WAIVER PANEL QUESTIONS**

1. **How will the proposed strategy for placing students in buildings (community schools, partner schools, magnet schools) contribute to a more successful implementation of the strategies/programs identified to increase student learning (district curriculum standards, multiple teaching strategies for diverse learning styles, reading program, multicultural focus, etc.). Is parent involvement the only factor?**

**ANSWER:**

Parent and community involvement is a primary factor necessary to increase student achievement and eliminate the learning gap between students of color and white students. This involvement can be encouraged with new attendance policies which give options for students from a community to attend a smaller range of schools, resulting in greater stability and predictability for families and thereby encouraging relationships that can more successfully support student learning. Community involvement can be more successfully encouraged through strategies such as the community advocates approach to assigning students to schools and through other strategies directed at building stronger relationships with schools. Parent and community involvement contributes to more successful implementation of the strategies being implemented to increase student learning.

2. **Could strategies for attracting increased community involvement be successful without the waiver? If not, why not?**

**ANSWER:**

The variance request will only affect 1.2% of the total student population. Efforts to increase parent involvement are currently made at every school site and on a district-wide basis. Additional strategies might have some impact; however, that impact would be limited due to the relatively random pattern of student attendance, particularly among students being bused greater distances and for families with students in more than one school. See answer to Question No. 30.

3. **What has been the district's effort to encourage students of color to attend a magnet school? Would the attendance boundaries change with the waiver?**

**ANSWER:**

Students of color are encouraged to attend magnet schools through information fairs, community outreach activities from magnet school sites, and use of community and neighborhood media, including radio, television and newspapers. Students of color currently attend magnet schools proportionate to their enrollment in the District; of the 11,064 students attending elementary magnets, 6,682 (60.4%) are students of color. No plans are made for changes in attendance boundaries.

4. **What additional resources will be allocated to the schools that will be out of compliance?**

**ANSWER:**

Resources will be allocated on the basis of student need, which is determined by student participation in the Free and Reduced Lunch Program. See also answer to Question No. 25.

5. **Were community members from those schools that are presently out of compliance involved in developing this proposal? What were their views?**

**ANSWER:**

See answer to Question No. 4, on page 5 of document.

6. **Why is this a better solution to "closing the gap" than other alternatives considered?**

**ANSWER:**

Family and community support for education is increasingly important for each student to succeed. Other alternatives would be to continue with the current attendance policies and patterns. However, under these policies the learning gap between students of color and white students has continued to increase.

Eliminating the learning gap requires policies that support student stability and continuity in schools, keep families together in schools, and maintain high standards for all students.

STATE OF MINNESOTA  
**Office of the Attorney General**

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TO : MEMBERS OF THE STATE  
BOARD OF EDUCATION

DATE : March 7, 1996

FROM : CINDY L. LAVORATO   
Assistant Attorney General

PHONE : 296-3834 (Voice)  
296-1410 (TDD)

SUBJECT : ANALYSIS OF SPECIAL SCHOOL DISTRICT NO. 1  
REQUEST FOR VARIANCE UNDER DESEGREGATION RULES

**I. PROCEDURAL BACKGROUND**

In the fall of 1995, Special School District No. 1 (District) advised staff at the Department of Children, Families and Learning (DCFL) that it would be seeking a waiver from the desegregation rules in order to implement its program referred to as "Eliminating the Gap: Ensuring that All Students Learn." The waiver was anticipated to be necessary because part of the District's proposal is based on the implementation of community schools and because the District projected that some of the community schools would exceed the "15%" rule contained in the Board's desegregation rule.

Because the initial request sought a complete waiver from the rule, the State Board treated the request as a waiver under the statute which provides for rule waivers for experimental programs (Minn. Stat. § 121.11 subd. 7(b) (Supp. 1995)), and asked the waiver panel to consider the request and make a recommendation.

At the District's presentation to the waiver panel on December 21, 1995, it appeared that the District was requesting a partial variance within the desegregation rule, as opposed to a complete waiver from the entire rule. In its written response to DCFL questions on January 26, 1996, the District confirmed that it was not seeking a complete waiver, and that the experimental programs statute was not applicable.

This change in focus now means that the State Board's role in reviewing the District's proposal is more limited and places most of the responsibility for reviewing the proposal with the Commissioner. The Commissioner must treat the proposal as a desegregation plan, pursuant to Minn. Rules pt. 3535.0200-.2000. The Commissioner must determine if all of the

information required under that rule has been provided. He must also determine whether the plan "eliminate(s) segregation in the schools of the District submitting the plan, and that the dates for implementation will not exceed two years, and that any proposed transportation to achieve desegregation is not restricted to minority students." Minn. Rules pt. 3535.1500.

Under this rule, the State Board has a role in the approval process if the District's plan will result in any school being more than 15% above the District-wide average of students of color for the grade levels served by the buildings which are out of compliance. In order to approve a variance for such schools, the State Board must determine whether there is an "educational reason" for the variance. An "educational reason" includes:

- 1) the effect on bicultural and bilingual programs;
- 2) making magnet schools available to minorities;
- 3) effectiveness of school pairing programs;
- 4) and other educational programs that should result in better education for the children involved. Minn. Rules pt. 3535.0700.

Additionally, "in determining whether the educational reason put forth by the District justifies the variance, the State Board of Education shall determine whether other alternatives are educationally and economically available to the District such that the variance is not needed." Minn. Rules pt. 3535.0700.

The analysis which follows is an outline of the issues required to be determined as indicated above, as well as the District's response to those issues, information presented by the public, comments by staff and the waiver panel's recommendation. The State Board should be prepared to make decisions on the educational justification and alternatives questions, which will then be forwarded to the Commissioner for inclusion in his written findings and conclusions concerning whether to approve the District's proposal.

## II. FOR WHAT SCHOOLS IS A VARIANCE BEING SOUGHT?

The District has indicated that it intends to seek a variance for the following schools. Note that as of fall, 1995, the District-wide average for students of color in grades K-6 was 66%. As of the fall 1996, the average is projected to be 68.5%. See the District's First Submission, exhibit entitled "Projected Enrollment Profile Fall 2000" for projections concerning the student of color enrollment at each of the schools in question for the fall, 1996 and the year 2000.

	<u>% SOC '95</u>	<u>% SOC '96 (current)</u>	<u>% SOC '96 (proposed)</u>
Park View Montessori	----	----	----
Hall	88.6	91	91
Wilder EEC	80.5	83	85
North Star	84.4	87	86
Lucy Craft Laney	89.2	91	91
Bryn Mawr	85.81%	87	87
Children's Academy North	----	----	----

Cooper	86.2	89	85
West Central Academy	91.9	93	93
Wilder Fundamental	80.5	83	85
Martin Luther King	----	----	----
Bethune	92.6 <sup>1</sup>	94	94

**III. HAS THE DISTRICT ARTICULATED AN EDUCATIONAL JUSTIFICATION FOR THE DESEGREGATION PLAN?**

**A. District's Position.**

It is the District's position that there is a compelling educational justification for the variance, which is to enable it to implement its program to "Eliminate the Gap." Community schools are one of five components in that plan. The community school portion of the plan is an effort to keep families together, draw communities into the educational process in a more supportive way and increase parental involvement. It is the District's position that all of these things are critical to improving achievement.

The District specifically replied as follows:

Parent and community involvement is a primary factor necessary to increase student achievement and eliminate the learning gap between students of color and white students. This involvement can be encouraged with new attendance policies which give options for students from a community to attend a smaller range of schools, resulting in greater stability and predictability for families and thereby encouraging relationships that can more successfully support student learning. Community involvement can be more successfully encouraged through strategies such as the community advocates approach to assigning students to schools and through other strategies directed at building stronger relationships with schools. Parent and community involvement contributes to more successful implementation of the strategies being implement to increase student learning.

Submission No.2, Answer 1, p. 25. For a detailed description of the proposal, see "Eliminating the Gap: Ensuring that All Students Learn"; "Implementing Eliminating the Gap, Phase 1" and "Strategic Direction Minneapolis Public Schools", attached to the District's First Submission.

The additional information relied on by the District to demonstrate that community schools would help close the achievement gap are contained in bibliography references to literature which addresses how increased parental involvement positively impacts achievement. See Exs. B & I, District's Second Submission.

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1. Note that the District asked for a variance for North, and that Folwell (a middle school) also exceeds the "15%" rule. The Commissioner will ask the District to address these schools separately, since they are not part of the present community schools proposal.

**B. Public Comment:<sup>2</sup>**

The NAACP submitted two documents commenting on the District's proposal. See Comment of NAACP dated February 6, 1996, and Letter from John Shulman, dated March 1, 1996. The NAACP opposes the District's plan on the grounds that it will increase segregation by race and poverty within the district, and that it will not result in improved achievement. The bases for the NAACP position is detailed below.

**1. There are fewer community schools for students of color.**

The NAACP first argues that closing the gap is not an achievable goal under this plan, because in fact there are not community schools for students of color and they therefore will have to be bused out of their neighborhoods. The NAACP now claims that over three-fourths of students of color will have to be bused under this proposal, while two-thirds of the white students will be able to attend guaranteed community schools. See letter of John Shulman, March 1, 1996, p. 3.

**2. Increased segregation leads to less achievement.**

The NAACP also argues that because this plan will further segregate schools in Minneapolis, this will lead to greater disparities in achievement. In support of this argument the NAACP cites empirical data it suggests establishes that achievement outcomes improve greatly when desegregation occurs. See Comment, p. 4 and attachment entitled "The Correlation Between Desegregation and Closing the Learning Gap." See also letter from John Shulman, March 1, 1996, pp. 14-19, and literature cited therein. Thus, it is argued, since this plan leads to increased "segregation," it will not improve achievement at all.

The NAACP also points to graphs prepared by the District which the NAACP asserts will establish a correlation between higher concentrations of students of color and students in poverty with lower improvements in reading and math scores. See exhibit entitled "Eliminating the Gap," Appendices B and C (part of the District's First Submission).

**C. Comment:**

To a large degree, the educational justification for the community schools portion of the Eliminating the Gap proposal is based on two assumptions: (1) that students will have greater ability to attend schools close to their homes (proximity) which, when (2) coupled with efforts to involve parents and the community will result in better achievement.<sup>3</sup> These, and other issues raised by the variance request, are addressed below.

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2. Virtually all of the comments coming from the public were expressed by the NAACP.
  3. It should always be noted, however, that the community schools component of the proposal is only one of five steps being pursued by the District in an effort to address achievement.

1. **Will there be greater proximity for students of color?**

The District has been asked to indicate how many students of color will need to be bused out of their communities under the new plan, versus under current policies. The District has indicated that this information is not available, because it does not maintain busing records about its students based on their race. See District's Submission No. 3, Answer 17, p. 20.

The NAACP has asserted that there will not be greater proximity for students of color and asserts that three-fourths of students of color will have to be bused out of their neighborhoods. See letter of John Shulman dated March 1, 1996.

The District has now indicated its intention to do extensive building and remodeling in neighborhoods which do not currently have "community schools." See analysis of Waiver Panel, below. This should help address the proximity concern for students of color. It is not clear whether the NAACP's statistics factor in this additional building.

Finally, it is important to note that for many students living in "open" areas on the near north and south sides, there are community schools located very close by. For example, students living in open area 18 are adjacent to Hall and Lincoln, both of which are community schools. Students in open area 18 have a priority at both of these schools. See District's Third Submission, exhibit entitled "1996 School Guide," p. 26. The actual distance from each of these schools has not been calculated, but a visual examination of the attendance area maps provided by the District suggests that the proximity for these students to neighboring community schools is comparable to the distance many white students in Kenwood are from the community school in Kenwood. While this is not true for all open areas, it does tend to be the case.

2. **Will there be increased parental involvement?**

If one assumes that community schools will result in greater proximity for parents a second question is whether proximity actually translates into increased involvement. In other words, if parents are closer to their schools, is it clear that they will be more involved and therefore positively impact student achievement? The Waiver Panel's recommendations address this issue (see below).

3. **Will there be sufficient resources directed at the schools for which a variance is sought?**

Another question raised by the need for a variance is whether there will be sufficient programmatic and resource changes at the community schools which will be predominantly students of color (by the year 2000, there will be eight schools which have students of color concentrations between 96-99%), from neighborhoods where there is greater poverty (see District's submission No. 3, Ex. G) to offset the greater educational challenges raised by such concentrations of students. When asked about programmatic changes which were being planned to offset the greater needs of such schools, the District listed the following:

- "After school activities;

- Metro-wide youth experiences such as camps, workshops, students councils, partner schools, inter-District activities through WMEP and other organizations;
- Curriculum developed using internet connections around projects and building metropolitan-wide relationships, as well as nation and international."

District's Second Submission, Answer #26, p. 22.

When asked to provide specifics about whether additional resources would be targeted to flow to the racially identifiable schools, the District stated the following:

"Additional resources will follow the needs of individual students. The criteria for allocating these resources will be number (sic) of students at each school receiving Free and Reduced Lunch and/or participating in the AFDC program. However, AFDC data has not been available from the State. The same high standards will be applied to all students at all school sites."

District's Second Submission, Answer #25, p. 22.

Again, the Waiver Panel further addressed these concerns in the recommendations below.

4. **Is adherence to greater racial balance or parental and community involvement more important to closing the so-called learning gap?**

The Board should review the literature provided by both the District and the NAACP on this issue. Also, the Board should have a discussion about this issue, which may include other sources of information on the question, so long as those sources are referenced and made a part of the record.

D. **Waiver Panel.**

1. **Is there an educational justification?**

"The panel concluded that Minneapolis School District Board has articulated an educational justification for the variance. Community schools are an important part of the District's plan to improve achievement for all students and to close the achievement gap which exists between certain groups of students, and the District's focus on its "Eliminating the Gap" proposal is a reallocation of resources aimed at improving education in the District. The panel agreed that community schools were an important component to achievement and closing the learning gap because of the educational literature which articulates a strong connection between increased parental involvement and better achievement. The panel concluded that there are really two components to closing the learning gap as it relates to community schools: increased proximity between parents, students and schools, and greater parental and community involvement and support.

2. Proximity.

The panel acknowledged the NAACP's argument in early February that it appeared that there would be no community schools for a great number of students of color and therefore fewer opportunities for parental involvement. However, in its February 23 submission [the District's Third Submission] the District made some important changes to its initial proposal which helped alleviate some of the proximity concerns. The District indicated:

FALL 1996

- Its plan to do a 400 student addition on the north side (Bryn Mawr) and to improve another site on the North side by Fall '96, which would add a community school serving over 600 students K-6 in all of open area #18;

FALL 1997

- Its plan to build a community school in the Whittier neighborhood fall '97, and added an intention to lease a 415 student school building on Lowry Avenue, encompassing part of open area #7 on the north side;

FALL 1998

- Its intention to build a 50 student addition to Hall School on Aldrich Avenue North, encompassing part of open area #19 (near north);
- Its intention for a 125 student expansion of Four Winds School to expand the citywide magnet school capacity;
- Its intention to provide a new middle school space for 450 students in a portion of the Anne Sullivan School complex, which would allow Sullivan to serve a portion of open area #31 (south side);

FALL 1999

- Its intention to build a 750 student middle school on the north side;

FALL 2000

- Its intention to build a 650 student elementary, on the north side, to encompass part of open areas #7, #12 and #19;

FALL 2001

- A 650 student elementary, on the north side, to encompass part of open areas #7, #12 and #19.

If these building plans are adhered to, the issue of proximity seems to have been addressed.<sup>4</sup> The panel recommends that approval of the variance be conditioned on these improvements, at a minimum.

### 3. Parental Involvement.

The panel agrees that parental involvement will be facilitated by greater proximity and reducing the number of neighborhoods which schools have to reach out to. However, the panel felt that the District should do more to affirmatively demonstrate the nature of the outreach which would be undertaken by the schools out of compliance in order to assure that parental involvement would in fact be improved, not just that the opportunity for parental involvement would be provided.

#### Conditions.

The panel is aware of the fact that each school in the District develops an annual School Improvement Plan; the panel would suggest that the State Board utilize these plans to review the goals for parental involvement, relevant curriculum, improved instructional strategies and an appropriate staff development, and also evaluate whether those goals have in fact been met. Therefore, the panel recommends the State Board condition any approval upon receipt of the following:

(a) Documentation that each school has identified and documented the unique needs of the population it serves. For example, if the student population particularly transient, what special educational needs does that generate for parental involvement and instruction? Are members of the community able to come to school to participate in student teacher conferences, school activities, and the like, and if not, what accommodations should be made to facilitate those activities? What are parental expectations about students' educational experiences and how does that impact involvement? Are there unique cultural dynamics which impact delivery of services and parental involvement?

(b) Development and documentation of a specific plan for parental and community involvement. Based on the unique needs identified, the school will develop specific strategies for increasing parental involvement. This should particularly focus on making schools a more welcoming and affirming place for students and parents who may have felt and may still feel alienated from schools. The schools should also develop specific strategies for building community support and involvement, which include not only the District's concept of community advocates, but also involvement from social service organizations and businesses in the community. Documentation of these plans may be part of the School Improvement Plan.

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4. It is still not clear precisely what percentage of students of color will have community schools versus white students over the next two years. It is also not clear whether students of color will have to be bused more often and greater distances than white students, since the District does not keep this data. [Footnote is contained in waiver panel recommendations.]

(c) **School Improvement Plan.** Using the School Improvement Plan the District has in place, each school should identify curriculum, instructional strategies and staff development which address achievement while also bearing in mind the unique needs identified in the student population being served.

(d) **Resources.** By November of each of the following years, the school should identify resources which will be needed to meet the needs identified and the goals set for parental involvement, curriculum improvement, relevant instructional strategies and staff development. The end of the year report should describe the degree to which these resources were provided from building allocations, district resources and/or community/business resources.

(e) **Achievement.** The schools should report achievement results to the Board each year for the next two years to help determine whether "Eliminating the Gap" has in fact resulted in better achievement overall and in closing the learning gap.

The needs identification, goals for parental and community outreach, school improvement plans and resource allocations should be collected from the identified schools from the District in November 1 each of the next two years. The District should provide a school-by-school evaluation of how the plans and goals were met, and report achievement scores and resource allocations for each school to the Board in October, 1997 and 1998.

If the District is willing to set these goals, provide them to the State Board, and evaluate how well they are being met, then the panel believes that District has established an educational justification, and a process by which it can be determined whether that justification is a reality.

#### **IV. ARE OTHER ALTERNATIVES EDUCATIONALLY AND ECONOMICALLY AVAILABLE SUCH THAT THE VARIANCE IS NOT NEEDED?**

##### **A. District's Position.**

"Given the current housing patterns and changing demographics, there are only a few options the District can implement to bring the 14 schools currently not in compliance with the 15% District-wide average, as required by Minn.Rule 3535.0100 (sic). These mandates would have a negative impact on achieving the goals endorsed by "Eliminating the Gap: Ensuring That all Students Learn: school choice, shortening the length of bus rides and time spent on buses, increasing parent involvement, and keeping families together . . . . In addition to those already bused, approximately 593, or 10.5% of the students at the 13<sup>5</sup> elementary schools currently out of compliance would be required to change schools. This number represents 1.2% of all students enrolled in the Minneapolis Public Schools. The number is projected to increase as noted in the original request, referenced as Submission 1, Projected Enrollment Profile Fall 2000 . . . ." The District's plan is educationally preferable to that because it

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5. The number of schools which are out of compliance are referred to differently by the District in this paragraph and other places throughout its submissions.

would increase parental involvement. See Answers 2a, b, and c in District's Second Submission.

**B. Public Comment.**

The NAACP has not offered an alternative which would negate the need for a variance; instead it has argued that the State should simply deny the variance because it will result in increased segregation, because it unfairly excludes students of color from community schools and because, it argues, this will lead to greater gaps in achievement.

However, the NAACP has asserted that there is something wrong with the way in which the "guaranteed" attendance zones have been drawn. It further asserts that those zones have been "gerrymandered" in a way which excludes students of color and leaves them in non-guaranteed zones with no automatic right to attend schools of their choice. See letter of John Shulman, March 1, 1996, pp. 19-20.

**C. Comment:**

**1. Have the attendance areas been "gerrymandered?"**

The NAACP may not understand the methodology used to determine the neighborhood schools. The zones were drawn using two computer models which used assumptions based on filling 55% of the available spaces in each school and one based on filling 90% of the spaces. The District decided to utilize the model which assumed 55% of the available spaces would be used, and then adjusted each community boundary area to assure guaranteed placement for a minimum of 55-60% of the kindergarten students in the area. The remaining seats are to be held for other students, including students receiving LEP and special education services; students enrolling after the school year has begun and students from partner community areas. The balance of the seats needed will be provided in regional magnet schools. See District's First Submission, pp. 3-4.

Assuming this is the case, the fact that certain geographical areas (such as parking lots and the Sears building) were included in the attendance area, as the NAACP points out, has no bearing on the seating capacity of a school and its attendant boundaries. However, the Board might consider suggesting that the Commissioner ask the District to determine whether different models, such as a 70% calculation, would be feasible and would enable more students of color to be part of guaranteed zones.

**2. What efforts has the District already undertaken in an effort to avoid the need for a variance?**

Before exploring the options which might be available so as to eliminate the need for a variance, it is important to provide an overview of what the new proposal provides to address integration efforts and what the District has done in the past to help those efforts.

a. Under the new proposal, Services for Limited English Proficiency (LEP) were expanded to more community schools and magnet schools to offer students getting these services the same school options as provided for other students. Expanding the number

of sites will aid in integrating these students across the District, rather than assigning them to particular sites. See District's First Submission, p. 3; Second Submission, Answer 23, p. 21.

b. Under the new proposal, "open" areas (i.e. areas which do not have an assigned community school), are partnered with schools which have less concentrations of students of color. This is an effort to provide greater integration in community schools on the south and west side of the District and to give students living close to community schools which have high concentrations of students of color a more racially balanced choice.

c. Equitable Placement Pools. These will enable students arriving after registration, who tend to be students of color, the opportunity to opt into schools which would previously have been filled by earlier registrants. See District's Third Submission, Answer #1a, p. 1.

d. Greater choices and preferences for families living in open zones. Compare, for example, choices available to students attending Kenwood (p. 28 of the 1996 School Guide, included in the District's Third Submission), versus those in open area 18 (p. 26 of the same document.)

e. Magnets with diversity goals. The District has indicated that it will establish diversity goals at its magnets which are consistent with the district wide average of its student population. See District's Third Submission, Answer #1, p. 1. This is another effort to establish greater racial balance.

It is important to note that the District is not going to a strict community schools proposal; instead, it plans to provide community schools in conjunction with the present magnets. All except two of the magnets (Park View Montessori and Martin Luther King) are presently at or below the district wide average for students of color. The availability of racially balanced magnets will help offset the racial imbalance which will exist at those schools for which a variance is necessary. The waiver panel also suggested that students at schools which are out of compliance and those in non-guaranteed zones be given a guarantee to attend a magnet close to home so that they would be certain to have an option to attend an integrated school close by, if they so chose. This appears to be another way to ensure integrated choices as an alternative to schools which are above the district average.

f. Open Enrollment Efforts. The District has engaged in ongoing efforts using the Open Enrollment Program since 1987. This is an effort to provide students of color with an opportunity to attend suburban schools and gives white students the opportunity to attend schools in Minneapolis. During 1994-95, 856 students were involved; 296 within the district and 560 outside the district. See District's Submission No. 1, p. 6.

g. Development of Metro-Wide Opportunities. These include:

1. Downtown Inter-District Magnet School: a K-12 school, scheduled to be open for programming early in 1997.

2. North West Suburban Inter-District Magnet School: intermediate grades, scheduled to be open for the 1997-98 school year in the Robbinsdale district.

3. Professional Development Center: a staff development project to train suburban staff, based in Minneapolis Public Schools.

4. Summer Cultural Exchange programs; two projects, during summer, 1995, which brought suburban students in to Minneapolis to work with Minneapolis students.

5. Leadership Development: the district has taken a leadership role with WMEP member districts in developing a program to address leadership needs by elected officials and school administrators in addressing diversity issues throughout the metro area.

See District's First Submission, pp. 5-6.

3. **What would happen to racial balance if the community schools proposal was not implemented?**

Another important factor in evaluating whether the variance is needed is to consider what would happen if the District did not go to community schools, but instead simply relied on the present system of choice and busing to reach racial balance. As the "Projected Enrollment Profile" Exhibit demonstrates, (included in District's Submission No. 1 and attached hereto) long-range (i.e., by the year 2000) there is very little difference between providing community schools and magnets, versus relying on choices and the attendant busing. Cooper would actually be less racially balanced under the current system as opposed to the new proposal (95% students under the current system versus 85% under the new proposal). Wilder would go from 93% under the current system to 97% under the new proposal. Under either scenario, every elementary, non-magnet school which is out of compliance now, relying on busing and choice, would still be out of compliance by approximately the same percentage using a community schools system in conjunction with magnets. Also, as the district has pointed out, the benefits of community schools would be lost.

4. **What alternatives to the variance exist?**

In order to achieve greater racial balance, and thereby avoid the need for a variance, the following alternatives might be considered: redrawing attendance boundaries at community schools with the goal of achieving greater racial balance; re-doing magnet priorities; redrawing magnet boundaries; and mandatory busing.

For example, as the above attendance area discussion indicates, there might be ways to re-draw the attendance lines so that at least students of color are guaranteed spaces in their community schools to the same extent as white students. However, if this were to be done, the schools which are now out of compliance would be more heavily students of color, because students of color tend to be living in concentrated areas on the near north side and near south side. See District's Third Submission, Exhibit G. Drawing attendance boundaries in a way

which guarantees spaces for more of the students in these neighborhoods will result in greater concentrations of students of color, not less; a variance would still be necessary.

Another alternative would be to give students in non-guaranteed zones, which contain greater concentrations of students of color, absolute preference at any magnet in the District, or at least at those magnets which are more racially balanced. This would provide more integrated options for those students; however, given the number of students living in areas with high concentrations of students of color, it is at least arguable that there would still be the need for a variance at community schools. In other words, magnet priorities may not alone achieve racial balance.

Another partial solution might be to draw the attendance boundaries for magnets in a north-south direction, instead of an east-west direction. If students of color on the north side decided to attend magnets on the south side, this would have the advantage of achieving greater racial balance and also freeing up some spaces in community schools on the north side. While this might partially address racial balance, it is difficult to predict whether this would eliminate the need for a variance. Given the greater distances involved in busing students from the north end of the city into southern magnets, which are on the far south side of the city (Barton, Ramsey, Windom and Dowling) there might also be logistical and economic considerations which would make this alternative unfeasible. Finally, young elementary school students simply might chose not to be bused that far.

Mandatory busing is also an option. If this were utilized, 593 or 10% of the students at the 13 elementary schools presently out of compliance would have to change schools. See District's Second Submission, Answer No. 2, p. 2. The District notes that "this would require additional busing of students, longer distances and time on buses, and more separation of families attending schools, in order to reach a numerical target. The goals adopted by the District are to provide stability for students, enhanced parental involvement at schools by placing students closer to home, work to minimize time and distance on school buses, provide predictability in school choice, keep families together, support diversity and build strong community support." See District's Submission No. 2, Answer 2g., p. 4.

If mandatory busing or voluntary efforts to integrate based on magnets were to be utilized without community schools, the remaining question is whether there are ways to increase parental involvement given the proximity concerns. The District replied:

The variance will only affect 1.2% of the total student population. Efforts to increase parent involvement are currently made at every school site and on a District-wide basis. Additional strategies might have some impact; however, that impact would be limited due to the relatively random pattern of student attendance, particularly among students being bused greater distances and for families with students in more than one school.

See District's Second Submission, Answer No. 2, p. 26. As indicated below, the waiver panel felt strongly that community schools were important to increasing parental involvement and in closing the learning gap.

In sum, mandatory busing without considerations of choice to achieve strict racial balance would result in greater balance, but will eliminate choice and parental involvement on the scale that the district feels is necessary to increase achievement. Furthermore, because of the lack of space availability on the north side, mandatory busing might still disproportionately impact students of color until additional schools are built. Voluntary busing, relying on the present system of choice, will not result in any greater racial balance, and again will not achieve the goal of greater parental and community involvement. If the community schools concept is to be approved, in conjunction with a system of magnets, it appears that some variance will be needed.

#### **D. Waiver Panel.**

"Staff asked the District about various alternatives to the proposed plan. These included maintaining the status quo; drawing attendance boundaries differently; enhancing magnet programs; drawing magnet boundaries in a different manner; and implementing the first four portions of the Eliminating the Gap proposal without going to the community schools concept. Each of these is evaluated below.

##### **1. Maintaining the Status Quo.**

The District has argued that maintaining the status quo is not working, and that busing additional children would not result in greater achievement, since it has not worked in the past. The panel agreed that simply maintaining the status quo was not a superior option given the present problems in achievement.

##### **2. Drawing Attendance Boundaries Differently.**

The District has indicated that it drew its boundaries based on assumptions (1) using 60%<sup>6</sup> of the available space in each school and (2) providing guaranteed spaces for students in the school. The remaining 40% is to be reserved for students opting in from open zones, partner schools, and placement pools. This does not appear to the panel to be race-based, or gerrymandered as the NAACP has argued. However, the panel simply does not have enough information to determine whether it would be possible to draw the boundaries in a way which would be more inclusive or which would result in more schools being in compliance.

##### **3. Enhancing Magnet Programs.**

The District has indicated that it will set diversity goals for its magnets to assure that magnet schools are a more integrated option. The panel believes that this should be implemented. Another alternative discussed was that the District make programmatic changes at its magnets which would attract a more diverse population. This may result in greater integration; however, the panel simply does not have enough information to make a recommendation as to whether this would be enough to achieve integration and improve achievement without the need to use community schools as well.

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6. The waiver panel characterized this assumption as 60%; the District actually used a 55-60% assumption.

**4. Drawing Attendance Areas for Magnets Differently.**

The District has rejected this option because of the goals of "keeping communities together," among other factors. See, Submission No. 2, answer to Question No. 16. It has been suggested that if the attendance lines for magnets were drawn in a north-south direction instead of the traditional east-west direction, that spaces would be utilized better, and that integration throughout the city, not just in portions of the city, might be better achieved. However, the panel felt that transportation might be a logistical problem. Moreover, the panel was not able to say that this alone would provide a viable alternative to the community schools concept.

**5. Utilizing only the First Four Principles of Eliminating the Gap.**

A final option discussed by the panel was whether the learning gap could be closed without using the community schools concept. This would mean implementing accountability, making schools ready, providing community support and strengthening family involvement, the first four parts of the five part Eliminating the Gap concept. It also might mean using certain portions of the community schools concept, such as equitable placement pools and community advocates, but not resorting to community schools.

The District argues that these would be helpful, but that lack of proximity, busing and requiring schools to do outreach to as many as fifty different neighborhoods would still constitute substantial barriers to parental involvement. The District argues that reducing the number of options is essential to making the plan work. Again, the panel concluded that it is very difficult to predict, in any quantifiable way, whether this alternative would result in greater achievement as well as the proposed community schools and magnet model. The District has presented a compelling case that proximity is a goal which must be incorporated into this proposal. Proximity really means some form of community schools.

**RECOMMENDATION:** Ultimately, the panel did not feel it had enough information about whether any of these, or other options, were economically or educationally available. This is primarily because it is so difficult to predict with any certainty whether other piecemeal alternatives, which have not yet been tried, would be preferable to this comprehensive alternative, which also has not been tried.

The panel did conclude that a community-based model is important to parental involvement, and therefore directly related to the goal of closing the achievement gap and improvement of achievement overall. At the same time, the panel is concerned about those schools which will be racially identifiable (i.e. out of compliance) and students in so-called "open zones" which have no guaranteed assignments. For both groups, the only alternative to attending a "racially identifiable" school close to home is going to be a magnet school.

Therefore, the panel recommends that if the plan is approved, the Board condition the approval to provide that students attending schools which exceed the "15% rule," and students residing in open areas, have a guaranteed option to attend a magnet with student diversity that is within the "15%" rule. This will allow for community schools, but will also guarantee that

those students in racially identifiable schools, and students in open zones close to such schools, can attend more integrated options close to home if they chose to do so."

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**MINNEAPOLIS PUBLIC SCHOOLS  
SCHOOL ATTENDANCE AREA PLANNING**

**PROJECTED ENROLLMENT PROFILE FALL 2000  
STUDENTS OF COLOR (SOC) AS A PERCENT OF SCHOOL ENROLLMENT**

SCHOOL	K-6 Fall 1995		K-6 Fall 1996		K-6 Fall 2000		Influences***
	Current Policies	SOC**	Current Policies	New Policies	Current Policies	New Policies	
	SOC**	SOC**	SOC**	SOC**	SOC**	SOC**	
ANDERSEN	76.2%	79%	82%	* 91%	* 95%	Space	
ARMATAGE	60.2%	62%	60%	72%	65%	Partner & LEP	
AUDUBON	68.2%	69%	66%	76%	40%	Space	
BANCROFT	64.0%	65%	62%	74%	67%	LEP & Space	
BETHUNE	* 92.6%	* 94%	* 94%	* 99%	* 99%	LEP & Space	
BRYN MAWR	* 85.8%	* 87%	* 87%	* 96%	* 96%	LEP & Space	
BURROUGHS	52.0%	54%	55%	62%	65%	Partner & LEP	
COOPER	* 86.2%	* 89%	* 85%	* 95%	85%	Partner & LEP	
ERICSSON	66.0%	68%	66%	76%	70%	LEP & Space	
FIELD / HALE	52.7%	55%	55%	65%	65%	LEP & Space	
FULTON	53.3%	55%	53%	61%	50%	LEP & Space	
HALL	* 88.6%	* 91%	* 91%	* 99%	* 99%	Space	
HAMILTON	65.8%	69%	69%	80%	80%	LEP & Space	
HIAWATHA	67.0%	69%	66%	75%	65%	Partner	
HOLLAND	63.3%	65%	63%	75%	75%	LEP & Space	
HOWE	71.3%	73%	70%	81%	75%	Partner	
JEFFERSON	70.9%	73%	73%	80%	80%	Partner & LEP	
JENNY LIND	63.4%	64%	63%	71%	70%	LEP & Space	
KEEWAYDIN	67.5%	70%	67%	76%	70%	Partner & LEP	
KENNY	49.2%	52%	52%	60%	57%	LEP & Space	
KENWOOD	59.8%	61%	61%	67%	67%	Partner	
LINCOLN	* 88.6%	* 91%	* 91%	* 99%	* 99%	LEP & Space	
LONGFELLOW	60.7%	63%	61%	71%	65%	Space	
LORING	59.6%	61%	61%	70%	70%	Space	
LUCY LANEY	* 89.2%	* 91%	* 91%	* 99%	* 99%	LEP & Space	
LYNDALE	60.8%	63%	66%	73%	78%	Space	
MORRIS PARK	77.0%	80%	77%	90%	80%	Partner	
NORTH STAR	* 84.4%	* 87%	* 86%	* 99%	* 99%	LEP & Space	
PUTNAM	56.4%	60%	57%	69%	69%	LEP & Space	
SULLIVAN	46.0%	48%	48%	60%	60%	Space	
TUTTLE	61.3%	63%	62%	71%	70%	Partner & LEP	
WAITE PARK	73.4%	75%	65%	83%	70%	Partner & LEP	
WENONAH	59.9%	62%	60%	70%	65%	Partner & LEP	
WEST CENTRAL	* 91.9%	* 93%	* 93%	* 98%	* 98%	LEP & Space	
WILDER	80.5%	* 83%	* 85%	* 93%	* 97%	LEP & Space	

\*Schools out of compliance under the current State desegregation rules.

\*\*SOC = Students of Color

\*\*\*These predictions are based upon assumptions made about the influences on school enrollments by the factors listed below:

Partner schools

LEP service locations

Space is limited; minimal partner possibilities

12/12/95

TO: Members of the State Board of Education  
FROM: Members of the Waiver Panel  
RE: Special School District No. 1 Request for a Variance  
Date: March 3, 1996

Last December, Special School District No. 1 ("District") requested that it be given a variance to allow several schools to exceed the so-called "15%" provision of the State Board of Education's desegregation rule. The variance was requested so as to permit the District to implement a new plan called "Eliminating the Gap." The Board asked members of its waiver panel to review submissions from the District and make a recommendation regarding the variance request.

The waiver panel met three times to consider this request: December 21, 1995, to listen to the District's initial presentation; February 23 1996, to review and consider follow-up information received from the District and from interested parties, and again on February 28, to agree on a final position to present to the Board. Because the panel met before the record closed on March 1, it did not consider information which may have come between February 28 and March 1.

The panel identified two questions which needed to be answered in order to evaluate the variance in a manner which is consistent with the requirements of the desegregation rule. First, is there an educational justification for a variance to the rule? If so, second, are other alternatives educationally and economically available to the District so that the variance is not needed? See Minn. Rules pt. 3535.0700 (1995). The panel's response to each of those questions is detailed below.

#### **I. Is There An Educational Justification For The Variance?**

The panel concluded that Minneapolis School District Board has articulated an educational justification for the variance. Community schools are an important part of the District's plan to improve achievement for all students and to close the achievement gap which exists between certain groups of students, and the District's focus on its "Eliminating the GAP" proposal is a reallocation of resources aimed at improving education in the District. The panel agreed that community schools were an important component to achievement and closing the learning gap because of the educational literature which articulates a strong connection between increased parental involvement and better achievement. The panel concluded that there are really two components to closing the learning gap as it relates to community schools: increased proximity between parents, students and schools, and greater parental and community involvement and support.

A. Proximity.

The panel acknowledged the NAACP's argument in early February that it appeared that there would be no community schools for a great number of students of color, and therefore fewer opportunities for parental involvement. However, in its February 23 submission, the District made some important changes to its initial proposal which helped alleviate some of the proximity concerns. The District indicated:

FALL 1996

- Its plan to do a 400 student addition on the north side (Bryn Mawr) and to improve another site on the North side by Fall '96, which would add a community school serving over 600 students K-6 in all of open area #18;

FALL 1997

- Its plan to build a community school in the Whittier neighborhood fall '97, and added an intention to lease a 415 student school building on Lowry Avenue, encompassing part of open area #7 on the north side;

FALL 1998

- Its intention to build a 50 student addition to Hall School on Aldrich Avenue North, encompassing part of open area #19 (near north);
- Its intention for a 125 student expansion of Four Winds School to expand the citywide magnet school capacity;
- Its intention to provide a new middle school space for 450 students in a portion of the Anne Sullivan School complex, which would allow Sullivan to serve a portion of open area #31 (south side);

FALL 1999

- Its intention to build a 750 student middle school on the north side;

FALL 2000

- Its intention to build a 650 student elementary, on the north side, to encompass part of open areas #7, #12 and #19;

FALL 2001

- A 650 student elementary, on the north side, to encompass part of open areas #7, #12 and #19.

If these building plans are adhered to, the issue of proximity seems to have been addressed.<sup>1</sup> The panel recommends that approval of the variance be conditioned on these improvements, at a minimum.

**B. Parental Involvement.**

The panel agrees that parental involvement will be facilitated by greater proximity and reducing the number of neighborhoods which schools have to reach out to. However, the panel felt that the District should do more to affirmatively demonstrate the nature of the outreach which would be undertaken by the schools out of compliance in order to assure that parental involvement would in fact be improved, not just that the opportunity for parental involvement would be provided.

**Conditions.**

The panel is aware of the fact that each school in the District develops an annual School Improvement Plan; the panel would suggest that the State Board utilize these plans to review the goals for parental involvement, relevant curriculum, improved instructional strategies and an appropriate staff development, and also evaluate whether those goals have in fact been met. Therefore, the panel recommends the State Board condition any approval upon receipt of the following:

1. Documentation that each school has identified and documented the unique needs of the population it serves. For example, if the student population particularly transient, what special educational needs does that generate for parental involvement and instruction? Are members of the community able to come to school to participate in student teacher conferences, school activities, and the like, and if not, what accommodations should be made to facilitate those activities? What are parental expectations about students' educational experiences and how does that impact involvement? Are there unique cultural dynamics which impact delivery of services and parental involvement?

2. Development and documentation of a specific plan for parental and community involvement. Based on the unique needs identified, the school will develop specific strategies for increasing parental involvement. This should particularly focus on making schools a more welcoming and affirming place for students and parents who may have felt and may still feel alienated from schools. The schools should also develop specific strategies for building community support and involvement, which include not only the District's concept of community advocates, but also involvement from social service organizations and businesses in the community. Documentation of these plans may be part of the School Improvement Plan.

3. School Improvement Plan. Using the School Improvement Plan the District has in place, each school should identify curriculum, instructional strategies and staff development which address achievement while also bearing in mind the unique needs identified in the student population being served.

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1. It is still not clear precisely what percentage of students of color will have community schools versus white students over the next two years. It is also not clear whether students of color will have to be bused more often and greater distances than white students, since the District does not keep this data.

4. Resources. By November of each of the following years, the school should identify resources which will be needed to meet the needs identified and the goals set for parental involvement, curriculum improvement, relevant instructional strategies and staff development. The end of the year report should describe the degree to which these resources were provided from building allocations, district resources and/or community/business resources.

5. Achievement. The schools should report achievement results to the Board each year for the next two years to help determine whether "Eliminating the Gap" has in fact resulted in better achievement overall and in closing the learning gap.

The needs identification, goals for parental and community outreach, school improvement plans and resource allocations should be collected from the identified schools from the District in November 1 each of the next two years. The District should provide a school-by-school evaluation of how the plans and goals were met, and report achievement scores and resource allocations for each school to the Board in October, 1997 and 1998.

If the District is willing to set these goals, provide them to the State Board, and evaluate how well they are being met, then the panel believes that District has established an educational justification, and a process by which it can be determined whether that justification is a reality.

Finally, the panel wants to affirm the District's efforts to collaborate with the city in its housing initiatives, transportation plans and other community enhancement programs, and to encourage the District to continue to work in this manner.

## **II. Are There Other Alternatives Educationally And Economically Available To The District Such That The Variance Is Not Needed?**

Staff asked the District about various alternatives to the proposed plan. These included maintaining the status quo; drawing attendance boundaries differently; enhancing magnet programs; drawing magnet boundaries in a different manner; and implementing the first four portions of the Eliminating the Gap proposal without going to the community schools concept. Each of these is evaluated below.

A. Maintaining the Status Quo. The District has argued that maintaining the status quo is not working, and that busing additional children would not result in greater achievement, since it has not worked in the past. The panel agreed that simply maintaining the status quo was not a superior option given the present problems in achievement.

B. Drawing Attendance Boundaries Differently. The District has indicated that it drew its boundaries based on assumptions (1) using 60% of the available space in each school and (2) providing guaranteed spaces for students in the school. The remaining 40% is to be reserved for students opting in from open zones, partner schools, and placement pools. This does not appear to the panel to be race-based, or gerrymandered as the NAACP has argued. However, the panel simply does not have enough information to determine whether it would be possible to draw the boundaries in a way which would be more inclusive or which would result in more schools being in compliance.

C. Enhancing Magnet Programs. The District has indicated that it will set diversity goals for its magnets to assure that magnet schools are a more integrated option. The panel believes that this should be implemented. Another alternative discussed was that the District make programmatic changes at its magnets which would attract a more diverse population. This may result in greater integration; however, the panel simply does not have enough information to make a recommendation as to whether this would be enough to achieve integration and improve achievement without the need to use community schools as well.

D. Drawing Attendance Areas for Magnets Differently. The District has rejected this option because of the goals of "keeping communities together," among other factors. See, Submission No. 2, answer to Question No. 16. It has been suggested that if the attendance lines for magnets were drawn in a north-south direction instead of the traditional east-west direction, that spaces would be utilized better, and that integration throughout the city, not just in portions of the city, might be better achieved. However, the panel felt that transportation might be a logistical problem. Moreover, the panel was not able to say that this alone would provide a viable alternative to the community schools concept.

E. Utilizing only the First Four Principles of Eliminating the Gap. A final option discussed by the panel was whether the learning gap could be closed without using the community schools concept. This would mean implementing accountability, making schools ready, providing community support and strengthening family involvement, the first four parts of the five part Eliminating the Gap concept. It also might mean using certain portions of the community schools concept, such as equitable placement pools and community advocates, but not resorting to community schools.

The District argues that these would be helpful, but that lack of proximity, busing and requiring schools to do outreach to as many as fifty different neighborhoods would still constitute substantial barriers to parental involvement. The District argues that reducing the number of options is essential to making the plan work. Again, the panel concluded that it is very difficult to predict, in any quantifiable way, whether this alternative would result in greater achievement as well as the proposed community schools and magnet model. The District has presented a compelling case that proximity is a goal which must be incorporated into this proposal. Proximity really means some form of community schools.

RECOMMENDATION: Ultimately, the panel did not feel it had enough information about whether any of these, or other options, were economically or educationally available. This is primarily because it is so difficult to predict with any certainty whether other piecemeal alternatives, which have not yet been tried, would be preferable to this comprehensive alternative, which also has not been tried.

The panel did conclude that a community-based model is important to parental involvement, and therefore directly related to the goal of closing the achievement gap and improvement of achievement overall. At the same time, the panel is concerned about those schools which will be racially identifiable (i.e. out of compliance) and students in so-called "open zones" which have no guaranteed assignments. For both groups, the only alternative to attending a "racially identifiable" school close to home is going to be a magnet school.

Therefore, the panel recommends that if the plan is approved, the Board condition the approval to provide that students attending schools which exceed the "15% rule," and students

residing in open areas, have a guaranteed option to attend a magnet with student diversity that is within the "15%" rule. This will allow for community schools, but will also guarantee that those students in racially identifiable schools, and students in open zones close to such schools, can attend more integrated options close to home if they chose to do so.



**DEPARTMENT OF CHILDREN,  
FAMILIES AND LEARNING**

550 CEDAR STREET  
ST. PAUL, MINNESOTA 55101-2273

February 2, 1996

Marsha Gronseth, Executive Director  
State Board of Education  
Capitol Square Building, 7th Floor  
550 Cedar Street  
St. Paul MN 55101

Subject: Waiver request, Special School District No. 1

Dear Marsha:

Following my appointment to assist in creating a record for the desegregation waiver request by the Minneapolis school district I submitted written questions to the district for its response. I also forwarded questions from the waiver panel to the district. This was done December 28, 1995.

The district submitted its responses on January 26, 1996. I am now in the process of reviewing the district's submission and preparing possible follow-up questions. I am also informed that the NAACP intends to submit information on the request next week.

Upon consultation with the Board's attorney, we intend to bring the waiver request before the Board in March.

Very truly yours,

Robert Dildine

cc: Elizabeth Hinz

STATE OF MINNESOTA  
Office of the Attorney General

TO : MEMBERS OF THE STATE BOARD  
OF EDUCATION

DATE : February 1, 1996

FROM : CINDY L. LAVORATO *cl*  
Assistant Attorney General

PHONE : 296-3834 (Voice)  
296-1410 (TDD)

SUBJECT : CULTURALLY SPECIFIC SCHOOLS & APPLICATION OF  
DESEGREGATION RULES TO NATIVE AMERICAN STUDENTS

One of the issues which has arisen as the Board drafts its desegregation rule is whether a "waiver" can be given for schools which are created to benefit students of a particular race. Generally, such culturally specific schools will have higher concentrations of students of color; the issue presented is what standard should be applied in evaluating such schools as they relate to the proposed desegregation rule.

A second question concerns the manner in which the desegregation rule applies to Native American students. If there are concentrations of Native American students living on or near a reservation, the first question raised is whether the rule is applicable. A second question is what standards apply to the creation of culturally specific schools for Native American students, given their political status. An analysis of these issues follows.

**1. What standards apply to the creation of culturally specific schools?**

The notion of a culturally specific school is one that is created specifically for a particular population of students of color and has as some of its goals teaching self-esteem, informing students about their culture and providing positive teacher role-models.

One argument supporting the creation of such schools is that they exist for educational reasons, and not for the purpose of separating students on the basis of their race. If this narrow analysis were accepted by the courts, such schools could survive constitutional scrutiny.

However, a contrary argument is that the schools are created, in part, for the purpose of segregating students on the basis of their race. Even though the purpose is benign, and in

fact the schools are intended as a way of helping certain students who may even be at risk, a finding that the school has, as even a partial purpose, the intent to segregate would likely lead a reviewing court to declare the school unconstitutional. A review of recent case law in this area highlights the difficulties raised by this issue.

Public schools may not take any action which is, in part, motivated by an intent to segregate. "Proof of discriminatory intent must not be confused with proof of evil motive, racial hostility, or a subjective desire to harm minority children . . . . The required intent in relation to segregation is simply the intent to keep the races separate." People Who Care v. Rockford Board of Education, 851 F. Supp. 905, 1202 (N.D. Ill., 1994), citing United States v. School District of Omaha, 521 F.2d 530, 535 (8th Cir. 1975), cert. den., 423 U.S. 946, 96 S. Ct. 361 (1975). Although several factors are evaluated in determining "intent," one is whether the action will foreseeably result in assignment of students on the basis of race. See Village of Arlington Heights v. Metropolitan Housing Development Corp., 429 U.S. 252, 97 S. Ct. 555 (1977). Arguably, when a school is established to attract and serve students of a particular race, it is foreseeable that the resulting school will be composed of students of that race. It is also arguable that at least one of the reasons the school is established is to bring students of the targeted race together in a setting distinct from other races.

One response to the argument that such schools are impermissibly segregated is that the intent of such schools is not to discriminate against such students, but rather to benefit them. However, recent Supreme Court decisions have affirmed that, even in the case where a racial preference is given to eradicate vestiges of past discrimination, any racial classification is inherently suspect. For example, in Miller v. Johnson, 115 S. Ct. 2475 (1995) the Court considered a redistricting plan that gave North Carolina two predominately black congressional districts and the first blacks elected to Congress from that state in more than 100 years. Since blacks constitute 20 percent of the state's population, the election of two blacks out of a pool of 12 representatives could not be seen to be disproportionate. However, the Supreme Court struck down the redistricting plan as a violation of the Equal Protection Clause because the Court found that the state had engaged in racially-motivated decision-making.

Similarly, in Adarand Constructors, Inc. v. Peña, 115 S. Ct. 2097 (1995) the Court considered an affirmative action program designed to give preference to minority contractors. The Court rejected the notion that racial classifications designed for benign purposes should be subject to less rigorous constitutional standards. Instead, the Court held that "all racial classifications, imposed by whatever federal, state or local governmental actor, must be analyzed by a reviewing court under strict scrutiny. In other words, such classifications are constitutional only if they are narrowly tailored measures that further compelling governmental interests." Adarand, supra, 115 S. Ct. at 2113.

Taken together, these cases establish that classifications based on race, even if designed for benign purposes, are inherently suspect. In order to overcome a finding that such classifications violate the equal protection clause, the state must show a compelling state interest and that there are no other, more narrowly tailored means to achieve the state interest articulated. This has proved to be a very difficult standard for the state to meet given the court decisions to date.

It is questionable whether the need to serve students at risk in a culturally specific setting would constitute a compelling state interest. Courts have uniformly rejected the intentional assignment of African American teachers to predominantly African-American schools to serve as adult role models to African-American students. See Omaha, supra, 521 F.2d at 538-39 n.14, Morgan v. Kerrigan, 509 F.2d 580 (1st. Cir. 1974); Reed v. Rhodes, 455 F. Supp. 546, aff'd in part, rev'd in part, 607 F.2d 714 (6th Cir. 1979); cf. Wygant v. Jackson Board of Education, 476 U.S. 267, 274-75, 106 S. Ct. 1842, 1847 (1986) (interest in providing minority role models insufficient to justify racial classifications in layoff provision.)

The request to establish a culturally specific school potentially raises constitutional concerns. It is therefore suggested that the rule incorporate constitutional standards in evaluating whether a waiver is appropriate.

2. **How does the proposed desegregation rule apply to Native American students?**

A. **When may a State regulate Indian activities?**

Generally speaking, "a state has inherent power to regulate activities within its borders. However, when Indians are involved, the scope of that power depends, in part, on whether the activity takes place within or outside of 'Indian country'." Narragansett Indian Tribe of Rhode Island v. Narragansett Electric Company, 878 F. Supp 349 (D.R.I. 1995); accord, Mescalero Apache Tribe v. Jones, 411 U.S. 145, 148-49, 93 S. Ct. 1267, 1270 (1973) (absent express federal law to the contrary, state law applies to the activities of Indians beyond the boundaries of their reservations). The Supreme Court has made it clear that the term "reservations" should be broadly construed to include all lands falling within the definition of "Indian country." Oklahoma Tax Commission v. Sac and Fox Nation, \_\_\_ U.S. \_\_\_, \_\_\_, 113 S. Ct. 1985, 1992 (1993).

Some specific factors courts have considered in determining whether a particular location is within Indian country are whether the the United States has retained title to the land and authority to regulate activity on it; the established practice of government agencies toward the area; the degree of cohesiveness manifested by the inhabitants; and whether such lands have been set apart for the use of dependent Indians. United States v. South Dakota, 665 F.2d 837 (8th Cir. 1981). "The determination of whether lands are considered 'Indian Country' does not turn on the label used in designating them . . . nor on the manner in which the lands in question were acquired . . . . Rather the test is whether such lands have been set apart for the use, occupancy and protection of dependent Indian peoples." Youngbear v. Brewer, 415 F. Supp 807 (N.D. Iowa 1976), aff'd, 549 F.2d 74 (8th Cir. 1977). Thus, whether the rules would apply to Native American schools would, in the first instance, be dependent upon whether the schools are located in "Indian country." This is a fact-based inquiry which would require the application of the tests articulated above.

If the schools in question are considered within "Indian country," the "process of determining the extent to which state law applies . . . is essentially one of 'accommodation between the interests of the Tribes and the Federal Government on the one hand, and those of the State, on the other.'" Rice v. Rehner, 463 U.S. 713, 103 S. Ct. 3291 (1983) (quoting Washington v. Confederated Tribes of Colville Indian Reservation, 447 U.S. 134, 156, 100 S. Ct. 2069, 2082 (1980)). However, in New Mexico v. Mescalero, 462 U.S. 324, 331-32,

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103 S. Ct. 2378, 2384-85 (1983) the Court noted that only in "exceptional circumstances" may a state "assert jurisdiction over the on-reservation activities of tribal members." "This is particularly true when the regulation deals with matters traditionally recognized as being exclusively within the realm of internal self-government. In those cases, the backdrop of sovereignty gives rise to a presumption of preemption that 'derives from the rule against construing legislation to repeal by implication some aspect of tribal self-government.'" Narragansett, *supra*, 878 F. Supp at 360, quoting Rice v. Rehner, 463 U.S. at 726, 103 S. Ct. at 3299.

Since education is an integral part of self-government, it is likely that a court would hold state regulations concerning desegregation inapplicable in "Indian country." In accordance with this notion, the Indian Self-Determination and Education Assistance Act, 25 U.S.C. § 450 (1975) demonstrates a federal policy shift "toward(s) encouraging the development of Indian-controlled institutions on the reservation", notably including educational institutions. Ramah Navajo School Board v. Bureau of Revenue of New Mexico, 458 U.S. 832, 840, 102 S.Ct. 3394, 3400 (1982). In Ramah, the Supreme Court struck down state taxation upon a contractor who was constructing a school on reservation land for the Navajo tribe. The Court held that the Indian Self-Determination Act was a comprehensive scheme intended to facilitate the education of Indian children by tribal members. "Having declined to take any responsibility for the education of these Indian children, the State is precluded from imposing an additional burden on the comprehensive federal scheme intended to provide this education- a scheme which has 'left the State with no duties or responsibilities.'" Ramah, *supra*, at 3401, quoting Warren Trading Post Co. v. Arizona Tax Commission, 380 U.S. 685, 691, 85 S.Ct. 1242, 1246 (1965). Given this pervasive federal scheme demonstrating an intent to facilitate tribal conduct of education, it is highly likely a court would conclude that the proposed desegregation rule is preempted in the conduct of education by tribes of tribal children on or near a reservation.

**B. What standards would apply to the creation of a culturally specific Native American school under the proposed desegregation rule?**

As the analysis under section 1 above indicates, classifications based on race are inherently suspect and subject to exacting constitutional scrutiny. However, courts have frequently concluded that preferences established in federal law for Native Americans are not racial classifications, but rather are political classifications. As political classifications, a lesser standard of scrutiny is applied; it need only be demonstrated that the special treatment is "tied rationally to the fulfillment of Congress' unique obligation toward the Indians." Morton v. Mancari, 417 U.S. 535, 94 S. Ct. 2474, 2485 (1974).

In order to constitute a "political classification," it must first be demonstrated that membership in the class being given a preference is closely associated with tribal membership. For this reason, federal courts have defined "political status" as "members of federally recognized tribes who have at least 25% Native American blood"; (Morton v. Mancari, *supra*); Indians living "on or near" reservations, including Indians living eight miles away from the reservation, maintaining close ties with reservations in the community (Livingston v. Ewing, 601 F.2d 1110 (1976)). The Minnesota Court of Appeals has similarly defined political status as including children "enrolled or eligible for enrollment in a federally

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recognized tribe." Krueth v. Independent School District 38, 496 N.W.2d 829 (Minn. Ct. App. 1993).

When a state preference is at issue, one circuit court has reasoned that it must also be demonstrated that there is an express or implied "congressional will that, pursuant to federal regulation, states exercise the federal trust power for the benefit of tribal Native Americans." Peyote Way Church of God, Inc. v. Thornburgh, 922 F.2d 1210, 1219 (5th Cir. 1991). The Court also noted that "in construing the [state preference at issue], we are mindful of the settled principle of statutory construction that 'statutes passed for the benefit of dependent Indian tribes . . . are to be liberally construed, doubtful expressions being resolved in favor of the Indians.'" Peyote Way, *supra* at 1219, quoting Bryan v. Itasca County, Minnesota, 426 U.S. 373, 392, 96 S. Ct. 2102, 2112 (1976).

Thus, whether a culturally specific Native American school could be established would be heavily influenced by whether attendance was defined in a way which would be construed as a "political" classification, rather than a racial one. Second, the rationale for the school would arguably need to be tied to federal legislation expressing or implying an intent that the state exercise the federal trust power for the benefit of tribal Native Americans. The Indian Self-Determination Act discussed above (25 U.S.C. §450 *et. seq*) might provide such Congressional intent. If these two prerequisites could be met, the school could arguably be sustained under the U.S. Supreme Court's rational basis test. However, if either of these two standards were not met, the school would arguably be evaluated under the Court's compelling state interest/no less restrictive alternative analysis discussed above. The latter would be a much more difficult standard to meet. *See, e.g., Booker v. Special School District No. 1*, 451 F. Supp. 569 (D. Minn.), *aff'd*, Booker v. Special School District No. 1, 585 F.2d 347, 354 (8th. Cir. 1978).

.gc2

Myls Schools  
request for waiver of state rule

Cindy

- counsel for the State Bd, w/ AG's Office
- explained process
- need to ~~write~~ work @ two rules: general rule + deep rule  
(latter has its own standards, etc.)
- question: <sup>for Bd</sup> is there an educational justification for waiver?
- bec. of constitutional concerns: ~~AG's~~ will be developing a record <sup>of process, justifications, etc.</sup> (in case of challenges later)
- all docs will be open to public <sup>and inspection</sup>
- also I can respond to the docs, become part of record
- just before decision: Mpls Sch Bd + interested parties will hv ~~to~~ opp to appear before Bd #+-

summary idea

✓  
✓

Myls presentation

- Paul Farmer <sup>Director</sup> - Hutchinson
- stat guy: - Paula Forbes, counsel
- Kaari - Kathy Cahill

Hutchinson

- mission: to ensure that all students learn
- 3 goals
  - 1 - ↑ academic achievement + ~~to~~ eliminate gaps in ach.
  - 2 - ↑ involvement of com.
  - 3 - accountability

- 3 yrs ago ~~we~~ began discussion w/ cnty
  - Quality Schools study
    - most broad-based cnty involvement project in hys in yrs.

- abt year ago: began discussion re desegregation
  - <sup>ult</sup>regs from all racial + ethnic groups in hys
  - 2 themes emerged

① Eliminating gaps + ensuring that all students learn

② Doing so in an integrated environment

- developed policy paper

- voted on 6/95

- 5 strategies <sup>needed</sup> to elim gap

① Being accountable

- setting goals, report against them

② ensuring schools are ready for 7

- high standards

- support (staff, etc)

- develop alternative <sup>structure</sup> + program

③ assuring community support

- partnership w/ other govt, etc

- safety <sup>- challenge</sup>

- hsq choices <sup>other govt to help groups</sup>

④ Family involvement

- 1st + best support of ed

⑤ School choice =

- strengthening the ~~rel.~~

rel. betw 3, schools + cnty

- where they go so school is part of equation

- Nov decision focused on choice issue bec of Feb deadline for parents to choose kindergarten
  - notes: families are regretting to get these choices

Key factors ~~to~~ they are ~~emphasizing~~

① Stability

- current system is too complicated

② Emphasize bringing schools closer to home

→ combo of magnet schools + county schools

③ slow transition

- don't want to disrupt entire system

④ Predictability

- currently a problem for new residents esp.

- neighbors ~~usually~~ usually can't help new figure it out

- currently too complicated

- choice system is v. complicated &

- family gets 3 choice

- waiting lists

- creates problems, esp.

for residents who move in after Feb.

- though some like it

→ part of new system is county advocates for such &

→ also eliminating waiting lists

- create pool instead

But what  
are  
choice  
parent  
choices  
good?

disproportionate  
pool + 3 of  
each



for residents who move in after Feb.

- though some like it

→ part of new system is county advocates for such &

→ also eliminating waiting lists

- create pool instead

- Cmty schools + guaranteed attendance areas
  - hv to choose to use g.a.a.
  - w/o g.a.a. get more choices (4-5) +
    - gained schools
    - preference for access to these schools &

- Don't mean ~~comm. schools~~ comm. schools also as fronts of community
  - comm schools ~~is~~ in broader sense
  - those id'd as comm schools hv already been told to start making connections to the comm.
  - door - to - door if nec.

(!)

### Ann Kaari

- Phase I of Eliminating the Gaps
  - ~~is~~ where kids go to school

Issues they heard during campaigning:

- try to restore sense of cmty
- schools closer to home
- time spent on bus

### Belton

- ~~is~~ came in support of Myrl's plan
- process has been open, thorough
  - thousands of community hv participated
- <sup>important</sup> ~~decision~~ to make quickly

## Reasons for success

1) Focus on learning

2) Family involvement

- studies show that this is the most imp factor in success

3) Plan carefully to maximize racial diversity, deseg/integration, etc.

- staff development

- collaborations w/in + w/o schools

## Changing demographics of N.Y.C.

- 1983: 35% 3 of color

1995: 63% "

2000: 76% "

→ must construct a new methodology

- City as a whole must do so

- must recognize that unless rights

become desegregated, schools will remain segregated

- Housing principles adopted by City Council

- help ~~to~~ integrate the City

- affordable housing

- goal: integrate rights of N.Y.C.

- so that schools become

"naturally integrated" rather than integrated as they are now

What are these kind of projects based on?

- asking Bd of E also to ~~be~~ adhere to a commitment to metropolitan efforts
- other cities, etc. must do their part, too

✓  
Bell asked Farmer to explain the Hsg Principles

- they didn't hv the principles (if true & at least didn't appear to know)
- Principles went before Council
- adopted them 12-1
- Principles were to give Plain ~~the~~ guidance, give it buy-in of elected officials

- ① Variety of hsg types shd be expanded
  - both renters + homeowners hv greater choice
- ② Balance, quality, + management of subsidized hsg must be improved
- ③ Maintain strength of strong hsg markets
- ④ In general maintain existing hsg stock
  - old stock requires upgrade

Also noted Long Plan work

- being done differently this time
  - shd be looked @ as an on-going effort
- imp. to enhance "investor confidence"
  - not just financial investors
  - also residents who invest of themselves + their families

- In looking at trends: this region has unparalleled <sup>sustained</sup> prosperity
  - esp. compared to cities on coasts, etc.
  - economic indicators over time: ours has been ~~up~~ ↑
- for Nyls this has meant that I have the wealth to go outside the static boundaries of Nyls, also ~~the~~ other fallout (loss of lower end ~~→~~ jobs that go outside city) → many of the problems will come from prosperity
- Planning Dept has worked closely w/ School I & E

### Questions:

- Tom Lindquist: what % of I are attending the same geographic boundaries that they used in the new plan? To what extent ~~to~~ <sup>are</sup> schools now up/d schools?
  - stat I's answer: non-magnet schools are these pretty much
    - most of the I in the City live near their school
    - but: can't participate in the choice programs

- Tom #10: if parental inv is a goal, what system ~~now~~ will measure this?

Peter: a couple of ways now used

- regular interviews w/ parents
- + teachers + track % of parents / school participate in activities PTA's

Tom again: is there a <sup>documented</sup> differential <sup>in parental involvement</sup> betw those attending ughd schools + non-ughd schools ~~≡~~ ?

Robin Cousin (Dir of Family + Parent Involvement)  
- Issue of location has been identified by <sup>teachers</sup> ~~parents?~~

- ~~Do~~ have seen that the parents who are involved lived nearby; they hv to wk w/ those who live further

never answered!

Tom: but is this documented? Is it based on ~~location~~ location or economics?

- Stat K: last yr, 14,000 new ~~3~~

- these are the ones dispersed all over the city - ~~3~~ split over diff schools

- Another K: requests from parents @ Welcome Center: pls keep my ~~3~~ 3's together + pls hv them be nearby

can't we implement all-family enrollment in deseg system?

~~Another~~ Another Bd K: just as re last table in report

- under current policies why is ~~it~~ it assumed that so many schools wd be out of compliance?

- Atty K: related to deseg rule - changing demographics mean it will be harder ever than now to adhere to the rule

- w/ waiver: wd be in compliance w/ rule in both 1995 + 2005

- emphasizes against that they are making  
a request w/in the law

Same K: plan wd mean ~~by~~ 9 (rather than 10)  
schools wd be out of compliance?  
- yes

Same K: Do community schools make collaboration  
w/ mgmt of it, etc. easier?  
A Answer: duh.

Another Bd of Ed K: what % of kids are "forced" out of  
their neighborhoods under current system? → not by cause of magnet or choice

- !!
- Kaari: not sure they hv this data
    - instead ~~talk~~ gave examples of families split up, ex. of large Somali families
  - Dev K: guesses it's about  $\frac{1}{3}$ 
    - noted this burden falls disproportionately on 3 of color
  - Hutch: did do analysis for all 3 re how far they traveled to school
    - 3.2 miles was average (not  $5 \frac{mi}{wide} + 11 \text{ miles long}$ )
    - two issues: distance + lack of bldgs in certain areas
      - most 3's will still take the bus
        - but they will do so as a community

We shd find out who these are/will be  
co-optation?

Another SBE: explain more re community advocates

Hutch: don't exist yet

- for 6000-7000  
3 who don't  
participate in Feb  
choice  
process

- using community organizations (Urban League has already agreed to do it) to act as advocates for 3 as they just where to go

- School Dist. will provide data

to 1 like Urban L. + Urban League will fill out choice forms  
→ 3 will be placed there

- C.A's will act like parents are supposed to

→ call schools, ask things of teachers, etc.

- will also introduce 3 + parents to school

Another SBE: wd this plan free up bus \$ for other uses?

Hutch: maybe

- many 3 will still be bused

→ no immediate windfall

- but over time <sup>yes</sup> if schools attract 3 (+)

more 3 walk to school

Same K: some of these ideas sound like exist  
Community Education, but the latter has  
always had more participation in higher  
income neighborhoods →

→ wd this change that? To involve <sup>for income</sup> more?

Hutch: Betty Web + others he looked @ how  
CE wd be reshaped in the new configuration

? Didn't answer

> Another SBEK: how do comm. schools address the objective of the deconcentration of poverty?  
Hutch: thru choice, comm. advocates, etc  
- also thru City's hsg efforts

> Another SBEK (who introduces herself as a poor single mom): if she moves from north side to south side, wd her 3s hv to change schools?  
- Hutch: we wd encourage you to change schools for transport, etc. -  
- but stability is the biggest thing  
~~and~~

> <sup>She</sup> asked again: but ~~over~~ time, wd they hv to change?

- Hutch: depends on how far you moved - if you moved across town, they'd encourage you to change - "for your child's good, for your good"

! Paternalism over stability

> Her again: How does this eliminate the learning gap?

Hutch: as he said before, this request/part of the plan ~~is~~ (where kids go) is the least important ~~is~~, but they hv to do it

??

- least important but "most central"

- Another SBEK: does bus exist for afterschool activities?  
Hutch: limited

- Same K: does waiver for kidneez apply also to siblings

- 1st yr: no

- ~~then~~ <sup>try</sup> to try to do this, but can't guarantee if ~~every~~ year, more 3 digit

- Hatch also notes another restraint: 1990 class size mandate

Another SBE: how many  $\int$  are leaving district?

- 1,000 less than those moving in
- these 1000 also tend

✓  
Projection  
question  
again

Same: If hsg principle were successful, how wd they influence the projections of % of  $\int$  of color?

Hatch: - the projections wd be "improved" (Hatch)  
↓  
more white kids!

Farrner: also notes lack of cars owned by the new ~~re~~ parents + often can't car pool bec.

Another SBE A: How does this relate to site-based management?

Hatch: participation "avail" to more parents  
- wd be important?

Another SBE A: hr other cities gotten such a waiver?

- atty A: hasn't looked @ them - many are doing metrowide efforts so comparisons hard

- also notes they are still committed to deseg, but they are tools to create ~~the~~ learning processes  
→ so staying w/in current rule

Understand

Another

SBE

How hv

Magnet schools worked in comparison to  
regional schools in terms of student

Hutch: in only one area did they achieve

gap elim: ~~Robert~~

- for Indian ( + this because Four Winds )

- After parents still hv choice of magnets

Same k: any limitations on attendance @ magnets in new plan

Hutch: 2 changes to magnets

no guidelines yet

① challenge magnets to be more precise abt what is educationally significant abt them?

not just in name  
special will

② Magnets hv to hv diversity plans

Hutch: notes k want to preserve the diversity of the schools

Another SBE: will the entry school be similar programmatically?

- Hutch: indiv schools will develop

~~standard~~ programs to suit their communities

- but still adhere to overall standards

What abt when communities do not agree? assumes homogeneous communities

Another SBE: why 2 different rules involved?

- Atty: one is abt 15%

the other allows for another 15%

provided there is "educational justification"

In conclusion Hutch:

sense of urgency

AB Atty: is there any room for regis. extension?

Hutch: we (but he lays out problems) will adapt

## Comments from audience k.

Matt:

- ?? - (Arne's ~~etc~~ criticism <sup>was</sup> ~~was~~ <sup>yesterday</sup> was an acknowledgment that the schools are <sup>inadequate</sup> segregated + insufficient
- Request for waiver is \_\_\_\_\_
  - state has a constitutional responsibility not to grant this waiver
  - NAACP will not let it go unchallenged
- this plan codifies the concentration of poverty
- doesn't understand urgency
  - e.g. w/ SBE is in process of making new rule?
  - ↓ the lawsuit itself might force more changes
- Re Gary Suddeth: he was part of suit + will file an amicus curiae
- No statistical evidence, only anecdotal, that ~~only~~ this will help

AGK: this <sup>waiver</sup> process will be opened to interested parties

- will be

Dan: only hard data they had show the plan wd <sup>worsen</sup> concentrations of race + poverty

- notes Appendix B+C →

→ Peter Hutchinson  
→ Zick Hinz

## MMED Board mtg w/ Mpls Public Schools

- mtg requested by Exec Comm → wanted more info on City Schools plan → set up info mtg w/ MPS

## Peter

- 1992 Quality Schools study

- Heard ① Want high quality schools
- ② Want schools closer to home → too complicated
- ③ Want to preserve diversity of schools

- Schl Bd didn't ask on it

- Tried District Options plan

→ got a lot of hell on it

- perceived as not dealing w/ race issue

→ Met w/ communities of color → led to today's plan  
Five parts:

- ① Accountability
- ② Schls must be ready for the kids → curriculum standards, mandatory staff training,
- ③ Community w/ a stake in school success
  - state fiscal policy is inadequate
  - state & city has policies that are counterproductive → will challenge this
  - challenge philanthropic entity
- ④ Reenergizing family involvement
- ⑤ School choices that contribute to student success

One of their "diversity strategies"

→ "Supporting the City, State, Met Council, etc. in ~~the~~ providing high opportunities throughout city"

Asked ~~what~~ <sup>MMEP</sup> what ~~it~~ <sup>it</sup> could do to help?

- ① Keep challenging, giving feedback
- ② Work w/ MPS in developing curriculum standards
- ③ Help MPS how to connect better w/ the city

MICHAEL  
WALSH  
Urban C.  
MMEP  
M.A.S.  
055

## ▶ MMEP Bd questions

▶ NAACP remedy components (although no plan exists yet)

- ① Pure "inputs" to schools (\$, teachers of color, ~~if~~ discipline, etc.)
- ② Dispersal of affordable housing options
- ③ Transportation → esp. mass transit
- ④ Metrowide desegregation

> MPS wkg w/ various City agencies, staff on how to

Jaye Ashley Anderson  
- 87 Paul principal

Feedback for Year 2  
- needs to be in by  
this September  
(yet Year 1 will be just started)

St Baljed  
2/12/96

## Debra Leigh, MMEP

- Calls on state to provide leadership in state laws surrounding
- Results of Parent + County Engagement
  - From common areas of need identified
    - ① Increased parental + county involvement @ all levels of state ed enterprises
      - in every county: gaps in communication
      - nglhd judges shd ~~be~~ hv liaisons
    - ② Schools + county must develop a unity of purpose that places high expectations on achievement of all learners
      - participants make it clear that their #1 priority was the highest achievement possible
      - unified first necessary
    - ③ <sup>Must</sup> Dismantle racism
    - ④ Prevention of racial + economic isolation of students in schools + communities

Maldox question: what are the primary barriers to ~~what you (must)~~ achieving this?

- Debra: ① Parents said racism was the barrier
- ② Also: that students + equality shd be the focus
- ③ Communication needed ~~E~~

Media: this report repeats themes from <sup>earlier</sup> ~~earlier~~ reports &

- Same themes
  - > high expectations
  - > staff ~~for~~ training
  - > respect

- these reports shd be the main basis of the Bd's work

- all from cnty outreach efforts
  - > Latino cnty
  - > Asian Pacific cnty

▶ Sat 3/9 presentation @ Nyls school: "Undoing racism"

- Peggy McIntosh

- Azin: her stuff on white privilege v. good

Cindy Lavarato

- Update on Nyls Schl deseg waiver request

- 12/21: presentation

- 12/28: faxed questions to MSD

- 4 wks later: MSD's responses

- 2/6-7: NAACP response &

- Following question to MSD (incorporating AG's + NAACP's comments)

Sent (to MSD):

- ~~What~~ State wants to close the matter on 2/23

→ by March cnty will hv analysis, data

- Jeanne: how much time will this take? (reg. int. time or extra day?)

- Cindy: this will depend in part on how much cnty wants to respond

▶ Tuzo  
Set  
corner

Ruth Ann Olson + Karen Grant  
- see report

- project on "Cmty Leaders' Views on Deseg"

- Hamline Law Journal. next issue on deseg issues

- asked Ruth Ann to contribute

- she decided to include other voices

- collaborated w/ Karen + Nora

- 30 hours of interviews

- virtually unanimous in believing that 3 need respect, appreciation, etc

→ not surprising

- deseg as it has been implemented has not helped

- 1973 rule included 1075 more than 15% rule

- Latino opt that found that the #1 reason Latino students left was that they were not welcome

- Sabatini K: students are going thru incredible stress

- Mariani: ~~bl~~ bl students + white teachers: interacted like oil + water

- Indian K: how to be taught

- Carl W: key is where we can build

cmty - ~~students~~ <sup>teachers</sup> don't know their students

- Boleo: ~~bl~~ whose culture

is up, whose isn't?

- Matt: he was in segregated school → isolation cannot mean equality
- Ruth Ann: <sup>but most of the interviewed said →</sup> equalizing resources is not the same as equalizing opportunities
  - cited Polly Williams: teachers don't know/aren't like students
- w/ one or two exceptions, I said: deseg, as it has been implemented, has focused on the wrong thing - it has benefited white students

## Solutions

- Scatter successful programs to exist throughout the state
  - State Bd of Ed

- SBE needs to:

① Identify programs that have been <sup>demonstrated</sup> successful in education, 3

- teachers, programs, non public projects, non school programs

② Convene this group

- + shd hv @ least one <sup>who knows</sup> ~~of~~ <sup>at least one</sup> ~~to~~ <sup>who knows how to teach Bd of Ed</sup> ~~to~~ <sup>etc.</sup>

③ Change the group w/ 2 things:

- Ask them to give us a vision of what <sup>is</sup> success
- what is needed for this to occur

(4) Receive their document w/ awe + respect

Pistail SBE K. asked for more on ~~issue~~ common view that current <sup>deseg</sup> policy benefits white K  
- ex. of Leos K: said white K learn abt us because we are brought in  
<sup>this view</sup> ~~also~~ came from many others, incl. Strain

> SBE K: this a startling conclusion → <sup>the whole premise of.</sup> deseg lawsuits/ initiatives ~~was~~ was that they wd benefit } of color, + here ~~the~~ K of color are saying the opposite

[Aaughh! She didn't hear the "as it ~~is~~ has been implemented" part!!!]

Karen: so many K said this was not new info  
- K hv known what } need for 20-30 yrs  
- leadership needed

**Zib Hinz**  
- ~~so~~/MSD  
- has #s, etc.

~~Elizabeth~~

Ruth Ann Olson  
724-0979

Lavorato

- met w/ Sykora + League
- SRS concern ~~that~~ over ~~overall~~ effect for isolated suburbs (?)
- also: composition of collaboration council
  - duplication of existing councils

~~Waiver question~~

- Waiver question

- John's testimony that the SBE has inadequately characterized <sup>distinguish</sup> Brown as intentional vs unintentional segregation

- her take: Brown, like other cases, is driven by specific facts of case

- Brown fact: intentional segregation
- later cases = in last 40 yrs: if

you cannot show intentional violation, <sup>courts</sup> cannot mandate a remedy

→ SBE has opportunity to follow the courts case law - to go beyond it, need to get authority

→ if SBE wants an <sup>interdistrict</sup> remedy, needs to go to legis to get authority to enforce it

- also: this is incredibly expensive

BB Miller

- suggested that the 4 councils of color give suggestions for how to set input, party involvement
- also recommended follow up Ruth Ann's suggestion

# **ELIMINATING THE GAP:**

**Ensuring  
That  
All  
Students Learn**

**Minneapolis Public Schools  
807 NE Broadway  
Minneapolis, MN 55413**

Adopted  
by the  
Board of Education  
Minneapolis Public Schools  
June 27, 1995

## INTRODUCTION

We began this effort by looking at our policies regarding desegregation. We have concluded that our focus ought to be on two issues--race and student achievement. Forty years ago, the courts held that racist actions--the segregation of schools--lead directly to diminished resources and therefore diminished educational opportunities for students of color. To remedy the situation, the courts ordered the end of segregated schools, and so we began busing school children to achieve racial balance. For the most part, we have achieved compliance with the court's orders and the subsequent rules of the state. Unfortunately, compliance no longer eliminates racial isolation. Furthermore, achieving racial balance has been the only goal of desegregation policy. Improving student achievement may have been a hope, but it has never been an explicit goal.

The desegregation orders and rules of the past were based on the assumption that our student body would be mostly white. Compliance meant preventing racial isolation for "minority" students. Today Minneapolis is blessed with such a rich diversity that no one racial or ethnic group represents a majority. We are literally a school community of minorities. Consequently, the orders and rules of the past are woefully out of date with the realities of the present. Under those rules, a school that is 80% African American, Asian American, American Indian, or Hispanic could be considered "in compliance." Nevertheless, we put tremendous energy into achieving racial balance as defined by the orders and rules of past decades. Unfortunately, we are failing to achieve compliance with the educational needs of our students and the expectations of their families.

A gap between the achievement of students of color and white students has persisted and is growing yearly. Unless the Minneapolis Public Schools and its school community focus their attention and are held accountable for eliminating the gap, it will not happen. If we do not close it, the schools and the community will have failed. The remedies of the past have not been sufficient to meet the needs of our students. Increasingly, families are calling on the schools to attack the problem of student achievement directly. It is time we did so.

We strongly believe that every school has the capacity to achieve at the "excellence" level. We need to put our energies toward making the changes necessary to produce that result. Nevertheless, we find that the fear of dealing with racism often paralyzes the debate about how to achieve those ends. Retreating from strict numerical guidelines is seen by some as a concession to the racism that produced segregated schools. Others fear that engaging in the debate will raise questions about their own prejudices or motivations. The result is that we cannot talk out loud about whether what we have been calling desegregation is producing the kind of educational results we want.

We cannot wait any longer to talk out loud. We must engage in a dialogue and then take whatever actions are necessary to get the achievement results we want. From the students that current policies are failing, the demand is clear: make something happen and make it happen now.

## DESEGREGATION POLICY

### Policy

The current policy is a variation of MN Rule 3535: Rules Relating to Equality of Educational Opportunity and School Desegregation.

### Definition of Policy

Each school building shall be within +/- 15% of the minority racial composition of the student population of the district for the grade levels served by that school. (Besides the state requirement that no building exceed the districtwide average by more than 15%, Minneapolis Public Schools also requires that no school be more than 15% below the districtwide average.)

### Rationale for Policy

State Rule The original state policy was developed as a guideline in the late 1960s in response to two factors. The first factor was the passing and implementation of Title VI of the Civil Rights Act of 1964 and the subsequent court cases. The second factor was the high concentration of students of color in some Minnesota schools.

In 1973 the guideline was made into rule and was revised to what it is currently, e.g. the 15% rule.

Court Case On May 24, 1972, Judge Earl B. Larson ordered the Minneapolis Public Schools to desegregate under Booker, et al. The court's jurisdiction superseded the state guidelines and rules. Over the next 11 years of court orders, the District initiated several strategies to desegregate the schools. Strategies included redrawing of boundaries, closing of schools, building new schools, pairing, and choice. In the first year of full implementation, 12,000 students were bused outside their neighborhood.

In 1983, Judge Larson released the District from court jurisdiction in part because the Minnesota Department of Education declared to the court that the Commissioner would monitor the Minneapolis Public Schools to ensure that the District complies with state desegregation rule.

### Assumptions and Values

In Brown vs. Board of Education, the U.S. Supreme Court ruled that segregated schools were inherently unequal. The court cases of the 60s and 70s initially focused on southern districts which had dual school systems, one for whites and one for nonwhites, and ordered the merging of the dual districts into a single district. Later court cases focused on school districts such as MPS that had individual schools that were racially isolated. Those rulings focused primarily upon remedies to change the racial makeup of schools in the affected jurisdiction; as a consequence, the effect of those desegregation court cases was almost exclusively to change the racial makeup of the schools in the affected school districts and schools.

There was a stated assumption that these remedies would result in all students having equal educational opportunities. The unstated assumption was that there would be equal educational outcomes. But when the data regarding outcomes is examined there is little evidence that outcomes are substantially different than when desegregation began.

### **Current Impact**

Since 1973, the student of color population has gone from 17.7% to 61.4% and is projected to be 69.7% in 1998. Until 1989, the racial/ethnic category 'whites' was in the majority; now there is no majority racial/ethnic group. The disparities between schools in racial/ethnic percentages that existed prior to 1974 - 80% students of color to 90+% white - no longer exist. (However, the disparities between neighborhoods continues to grow.) It has become more and more difficult to meet the +/- 15% rule without transporting increasing numbers of students from one end of the city to the other.

At the same time, indices of student achievement - educational outcomes - have not improved appreciably for students of color. The standards of desegregation are starting to change to recognize explicitly the need for improved student outcomes. Student achievement has become more central to some of the more recent court cases.

The February 13, 1995, proposed changes in the desegregation rule of the Minnesota Department of Education focus on requiring districts to make progress on eliminating the gap in achievement between whites and students of color. If any school in a district exceeds the citywide average by more than 15%, a district must develop a Racial Balance plan; however, there would be no explicit requirement to come into compliance with a 15% rule.

## COMMUNITY INPUT

The Minneapolis Public School system has addressed the question of desegregation and the District's future direction in a variety of ways - directly and indirectly. Through the Quality Schools Study, the District Options Report, and a series of community discussions on desegregation, the District has gathered input from a wide array of constituents: students, parents, community members, and its own staff on the issues of what best fits the needs of the students and what the larger community expects of those students as they finish their education in the school system. In addition, District staff have assembled data that demonstrate the impact of choosing among several alternatives for grade configurations, local and/or magnet schools, and enforcing the present desegregation rule or mitigating it.

The Minneapolis Public Schools is reexamining the desegregation policy for several reasons:

- A. The first strategic goal of the Minneapolis School District is to "increase the achievement of all children and eliminate the gap in achievement between students of color and other students, and between female and male students." Even with current desegregation efforts the achievement gap between students of color and white students in the Minneapolis Public Schools is growing.
- B. As the demographic characteristics of the District continue to change, compliance with the current desegregation rule means less and less in terms of reducing racial isolation.
- C. The February 13, 1995, proposed changes in the desegregation rule of the Minnesota Department of Education focus on requiring districts to make progress on eliminating the gap in achievement between whites and students of color. Although districts would also be required to address the racial composition of their schools, there would be no explicit requirement to comply with a 15% rule.

Community input reflects divergent desires regarding desegregation:

- A. **Numerical racial balance:**  
Desegregation must occur according to a numerical formula which assures a mix of students. Racial balance is necessary in order to insure that we have a stable, democratic society. It is necessary to insure that all students have an experience of knowing those from other cultures and races, which leads to greater understanding.
- B. **Valuing diversity:**  
Desegregation must be measured by how students are treated in the classroom, how they are viewed by educators in terms of respect for their

heritage, care for the individual, and high or low expectations of achievement because of their racial or cultural background.

**C. Student achievement:**

Besides measuring desegregation by the way students are valued and respected for their differences, student achievement is a critical measure of whether desegregation is working.

**D. Culturally specific settings:**

For some students or groups of students, a culturally specific educational setting is more appropriate than a racially mixed setting. The need/desire of some students to choose a segregated educational experience outweighs the benefit of desegregation (e.g. Four Winds).

There is some disagreement among parents and community members about the value of a metropolitan desegregation plan as opposed to a District plan. Proponents of a metropolitan approach argue that true integration can only be achieved by crossing city and suburban boundaries since each jurisdiction contains disproportionate numbers of students of color or white students. (Some argue that one of the ways to change this disproportion is to change the housing patterns in the center city and the suburbs. That requires municipal and state collaboration.) Those who favor retaining city boundaries argue that their children need to have the support of others who are like them and they do not want their children bused even further from their homes.

*"There is a balance which must be struck between the need for children and families to be connected to community . . . and the importance of children learning in integrated settings." (Quality Schools Study - QSS)*

Community input also directed attention to how to improve the educational delivery system.

**A. Academic Excellence and Equity of Outcomes**

*"The goal of education is to develop life-long, self-directed learners who are skilled communicators, complex thinkers, and caring and moral people who contribute and participate responsibly in our communities." (QSS)*

Broad areas the community expects to be addressed here are the need to:

- Maintain and increase communication and respect between and among the community, school, and district service center. Value and encourage parents' role as partners.
- Provide a caring environment for all.
- Increase staff development, with goal of staff achieving maximum potential.
- Allocate resources based on need.
- Initiate smaller middle schools.
- Focus secondary programs to meet changing academic and occupational needs.

**B. Commitment to Diversity/Sense of Community**

*"Racism is our problem; diversity is our opportunity. Our choice must include celebrating the racial diversity of our community."* (Minneapolis Initiative Against Racism)

District research shows that "families in Minneapolis expressed a strong commitment to students attending schools in an integrated setting;" however, some also "believe that the district's emphasis on racial desegregation has eroded the community fabric which once provided support to children and families. These parents asked for a greater emphasis on student outcomes supported by closer links between schools and communities . . . In summary, *families want family choice and elementary schools near their homes, even though they feel uncomfortable with the possibility of increasing segregation.*" (QSS)

The District is committed to foster a sense of community as it responds to parental desire for elementary schools near students' homes and an expressed need for stability and continuity in the students' school experience. Broad areas the community expects to be addressed include:

- Offering families a choice of local schools, early education centers, and magnet schools.
- Reducing severe racial isolation through busing and summer programs.

**C. Shared Responsibility: Collaborations to provide better services to children and families**

School desegregation alone cannot solve the multiple special-needs challenges that poverty and racial isolation present. Nor can educators solve those problems without assistance from other community service providers. *"We must continue to move from being an institution that views itself in an isolated context to one that sees itself as a full partner with an ever-expanding group of citizens concerned about the future of our community."* (QSS)

Broad areas the community expects to be addressed include:

- Continuing and increasing collaboration with social service and health agencies for healthy student development.
- Engaging the Park Board in more joint ventures.
- Continuing to develop effective partnerships with the business community.
- Looking for opportunities to explore collaborative service models.
- Engaging in dialogue about changing housing patterns in the metro area.

**MINNEAPOLIS PUBLIC SCHOOLS**  
**Eliminating the Gap: Ensuring That All Students Learn**

Adopted June 27, 1995, by Board of Education of the Minneapolis Public Schools

Minneapolis Public Schools Strategic Direction Goals:

- 1) Increase student achievement and eliminate the learning gap between students of color and white students.
- 2) Increase community trust and support.
- 3) Improve leadership and accountability.

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Provide leadership that goes out front and shows the way</b>	The whole community needs to know that there is districtwide commitment to eliminating the learning gap. Effective leadership identifies the goal and provides the challenge and support necessary to achieve it.	The District has made eliminating the learning gap a major goal in its strategic direction.	<ul style="list-style-type: none"> <li>• Maintain the commitment of the District's Strategic Direction to its Number 1 goal to "Increase the achievement of all children. Eliminate the gap in achievement between students of color and other students..."</li> <li>• Advocate for a similar commitment from the state in both funding and in rule making.</li> </ul>
<b>Set specific objectives for each goal</b>	Specific objectives convert good intentions into specific outcomes. They provide guidance and a means of accountability.	Specific objectives now exist for each of the District's major goals - including specific objectives for eliminating the learning gap. These are incorporated into its annual District Improvement Agenda.	<ul style="list-style-type: none"> <li>• Continue setting annual objectives for student achievement and for the learning gap as part of the District Improvement Agenda.</li> <li>• Continue having individual schools set student achievement objectives and objectives for eliminating the achievement gap as part of the School Improvement Process.</li> </ul>
<b>Measure and report regularly on student achievement using multiple measures</b>	The accountability of the District to specific objectives is made real by measurement and reporting of performance. The District can only achieve its objectives (e.g. eliminating the gap in achievement) if it keeps its eye on them. Regular public reporting is essential to accountability.	<p>District measurement and reporting regarding the objectives is now taking place every three months (quarterly).</p> <p>School reporting only occurs annually.</p>	<ul style="list-style-type: none"> <li>• Continue reporting on student achievement and the gaps in achievement at least annually at both the District and school levels.</li> <li>• Implement assessments directly linked to a challenging and relevant curriculum for ALL students. (See below.) Obtain and report information regularly throughout the year.</li> <li>• Provide timely relevant feedback on achievement to all decisionmakers including: students, parents, teachers, principals, central administration, the school board, and the public.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Assure a challenging and relevant curriculum for ALL students</b>	The belief that ALL students can master a challenging curriculum must form the foundation for all teaching if the learning gap is to be eliminated and community trust increased.	Curriculum standards that are high and relevant will be completed for mathematics, language arts, science, social studies and the arts by July 1995. Standards in other curriculum areas will be completed in 1996.	<ul style="list-style-type: none"> <li>• In the process now underway, develop curriculum standards based on the assumption that all students can and must master a challenging curriculum. Set these standards high and make them relevant to the lives our students will lead in the next century. Involve relevant stakeholders in the process to assure ownership for the assumption that ALL students can learn and the final curriculum standards.</li> </ul>
<b>Multicultural education</b>	<p>Students learn best with curricula that are relevant and familiar. Student self-esteem is enhanced when their culture and heritage are represented and respected in curricula.</p> <p>Students must be prepared to live and work in a diverse society.</p>	District policy calls for the use of a multicultural, gender-fair and disability sensitive curriculum. Staff development resources are used to enhance the multicultural capabilities of District staff.	<ul style="list-style-type: none"> <li>• Design curriculum standards, materials and instructional strategies that are useful to instructional staff, relevant to students, will prepare students to be successful in a diverse society and will support the District's goal to eliminate racism.</li> <li>• Establish required staff development experiences in multicultural learning. (See "Staff Development" below.)</li> </ul>
<b>Accountability</b>	Achieving the objectives must be important to everyone. Progress toward achievement needs to be recognized while a lack of progress demands a response.	A State Performance Grant now rewards the District IF it achieves its student achievement objectives. The District does little to recognize achievement by individual schools nor does it intervene when progress is not made.	<ul style="list-style-type: none"> <li>• Continue to hold the superintendency accountable for achieving the learning goals of the District.</li> <li>• Continue to link District financial support from the state to the District's success in achieving its goals.</li> <li>• Continue to require a School Improvement Plan for each school.</li> <li>• Collect and report information on student achievement and learning gaps for each school. <ul style="list-style-type: none"> <li>&gt; For schools improving their performance, provide increased flexibility and the opportunity to expand service.</li> <li>&gt; For schools not improving, provide challenges and support to enhance their effectiveness.</li> <li>&gt; When poor performance persists, intervene with and/or reconstitute the school in whole or in part to allow for a fresh start and provide direct remediation for children adversely affected.</li> </ul> </li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Diversity of Staff</b>	Role models can serve to enhance the success of students.	Currently, of the District's staff, 17% are persons of color.	<ul style="list-style-type: none"> <li>• Pursue more aggressive strategies to recruit, retain and continue to develop employees as a diverse work force.</li> <li>• "Grow" our future teachers and other staff from our own graduates and current employees.</li> </ul>
<b>Staff development for instructional effectiveness</b>	Even with the most aggressive staffing strategy, most of the instructors in Minneapolis are, and will continue to be, white. Their effectiveness in working with a diverse student body is critical.	<p>Staff development is highly decentralized. Individual schools and instructors determine their own priorities.</p> <p>Parent and student perceptions of instructional effectiveness are quite high. (44% of parents strongly agree; 41% of students strongly agree - Dec. 1994).</p> <p>Parents perceive that teachers treat their children with respect (61% strongly agree - Dec. 1994) though this is more true for white parents than parents of color.</p> <p>Students also feel that teachers treat them with respect (51% strongly agree - Dec. 1994) though this is more true for white students than for African American students.</p>	<ul style="list-style-type: none"> <li>• Require staff development linked to curriculum content and instructional standards, to the specific School Improvement Plan objectives of schools and to the District's goals.</li> <li>• Build staff development around the belief that ALL students can learn.</li> <li>• Expect all staff to increase their effectiveness in using multiple teaching strategies for diverse learning styles, teaching behaviorally challenging students, eliminating racism, and serving a diverse student body with a challenging, high expectations curriculum.</li> </ul>
<b>Eliminating racism</b>	Racism stands in the way of eliminating the learning gap.	Efforts are now underway to identify the effects of racism on student achievement in specific schools and the District Service Center.	<ul style="list-style-type: none"> <li>• Expand the efforts underway to identify and intervene to eliminate the effects of racism in specific schools, including access to programs within schools, and the District Service Center as part of achieving both School Improvement Plans and the District Improvement Agenda.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<p><b>Safety and violence prevention within schools and in city neighborhoods</b></p>	<p>Issues of safety and violence affect both student achievement and community trust. Studies show that students feel safest in schools; followed by staff, families and community. That is, those closest to the schools have the highest perception of safety.</p> <p>Schools must be safe, and perceived to be safe places to support the necessary climate for learning. Neighborhoods must also be safe for students and families to be and feel safe on their way to and from school, and to assure that neighborhood violence does not spill into the school environment. Perceptions of safety in neighborhoods should be prevented from becoming the determining factor in decisions families make when selecting schools.</p>	<p>Schools have made safety and violence prevention a part of School Improvement Plans including such activities and programs as peer mediation and conflict resolution, which enable students to gain and practice the social, emotional, and cognitive skills necessary to choose positive behavior.</p> <p>There is a districtwide initiative, Safe Communities and Schools: Violence Prevention Initiative. The School Board, City Council, County Commissioners, Park Board, and Library Board have been working cooperatively with this MPS initiative.</p> <p>There is work begun on districtwide security procedures and practices, districtwide crisis management plans, as well as crisis management plans at each site.</p>	<ul style="list-style-type: none"> <li>• Aggressively enforce the District's policies of zero tolerance for violence--communicate them to all District stakeholders and support their reinforcement.</li> <li>• Work cooperatively with the city to assure safe neighborhoods in order to support school safety and violence prevention programs, and continue the District's Safe Communities, Schools and Violence Prevention program.</li> <li>• Provide educational opportunities for staff, families and students to identify concerns about safety in schools and neighborhoods and link them to existing prevention and intervention efforts.</li> <li>• Work with the media to promote positive actions and alternatives to violence, and to stop identifying the locations of violent incidents in relation to schools when they are not connected.</li> <li>• Work with the police to establish better relationships between police and school age children.</li> <li>• Continue the initiative to increase consistency in security and crisis management including the design of District crisis management plans as well as crisis plans at each site.</li> <li>• Expect all schools to develop building behavior plans as part of their School Improvement Plan.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Family involvement</b>	<ul style="list-style-type: none"> <li>The learning gap will not be eliminated in school alone. A culture of achievement in the homes of our students is essential.</li> </ul>	<ul style="list-style-type: none"> <li>The District has taken on increased responsibility for traditional family responsibilities. There has been limited District focus on increased family involvement. For too many families the schools seem closed.</li> </ul>	<ul style="list-style-type: none"> <li>Expect family involvement to be part of School Improvement Plans, Staff Development Plans, and all District initiatives with appropriate measures of success.</li> <li>Measure the level of active involvement of families in their children's education and reward schools for significant increases in the level of family involvement.</li> <li>Measure the level of family satisfaction with communication with their school and the District and expect improvement.</li> <li>If preferred by families as part of their school choice, assign students to schools based on proximity to their homes and availability of space to allow for a closer linkage between home and school. (See "Student Assignment" below.)</li> <li>Expand the number of schools with extensive voicemail and other technologies that enhance two-way contact and communications.</li> </ul>
<b>Community involvement</b>	<ul style="list-style-type: none"> <li>The learning gap will not be eliminated in school alone. A culture of achievement in the community is essential</li> </ul>	<ul style="list-style-type: none"> <li>The District has taken on increased responsibility for traditional community responsibilities. There has been limited District focus on increased community involvement. For too many community members the schools seem closed.</li> </ul>	<ul style="list-style-type: none"> <li>Make student achievement a priority of the entire community. Challenge community groups and their leaders to link their funding to learning goals, objectives, measures and accountability similar to those of the District by creating a Community Trust for Learning. Resources would flow into the trust from the community and flow out based on student achievement.</li> <li>Expand and improve the School Human Services Redesign Initiative ("The Redesign") to increase the support of the community for our families and students through partnerships between schools, city, county and community human service organizations.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Metro-wide opportunities</b>	Metro area school districts represent potential partners offering enhanced and expanded opportunities to our students.	<p>Minneapolis and its suburban neighbors have formed a joint powers group to design and open educational options that would be available to our students.</p> <p>Minneapolis currently sponsors two schools in downtown that are attended by both city and suburban students.</p> <p>Minneapolis attracts many students as a result of the state's open enrollment policy.</p>	<ul style="list-style-type: none"> <li>• Continue to collaborate with Metro area districts to expand the opportunities available to our students.</li> <li>• Build a K - 12 interdistrict program in downtown Minneapolis.</li> </ul>
<b>Housing patterns</b>	City, state and federal housing policies have concentrated low-income housing and as a result low-income students within the city. (See "Concentration of Poverty").	<p>The District has played no role in challenging housing policy in the region or the city.</p> <p>The city and federal governments are currently planning for the dispersal of low-income housing.</p>	<ul style="list-style-type: none"> <li>• Actively support the City, the Metropolitan Council and others in their efforts to reduce the concentration of poverty in the City by: <ul style="list-style-type: none"> <li>&gt;Improving the variety of housing types throughout the City, its communities, and the metropolitan area, giving prospective buyers and renters greater choice in where they live.</li> <li>&gt;Improving the management, quality and balance of subsidized housing throughout the City and the Metro area.</li> <li>&gt;Preserving and strengthening housing markets that are already strong.</li> <li>&gt;Improving the quality of Minneapolis housing stock.</li> <li>&gt;Becoming an active partner with the city in long range planning.</li> </ul> </li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
State policy	State policy determines the context in which the District operates. If state policy is contrary to our goals it will impede our progress.	<p>Current state policy on desegregation emphasizes compliance with racial balance guidelines.</p> <p>Proposed revisions put much greater emphasis on student achievement and multicultural learning.</p> <p>Current state funding policy recognizes the impact of concentrated poverty on student achievement but does not increasingly concentrate funding beyond 11% of students on AFDC.</p> <p>Current state funding policy recognizes the special funding required to meet the requirements of special needs students but does not provide the necessary funding.</p>	<ul style="list-style-type: none"> <li>• Support the direction of the state in changing its policies and rules to put greater emphasis on student achievement and eliminating achievement gaps.</li> <li>• Seek a waiver from the state desegregation rule if necessary to permit the District to pursue the course it thinks is best for the achievement of its students.</li> <li>• Challenge the state to provide adequate funding in support of its policies regarding concentrated poverty and special needs students.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Racial balance/racial isolation</b>	Racial isolation can lead to the disempowerment of communities and reduced learning opportunities.	<p>The District uses school assignment practices designed to reduce the isolation of students of color within its schools (i.e. no school may vary by more than 15% from the districtwide average for students of color).</p> <p>Today:</p> <ul style="list-style-type: none"> <li>• One school is more than 50% American Indian (74%).</li> <li>• 19 schools are more than 50% African American (71% maximum).</li> </ul>	<ul style="list-style-type: none"> <li>• Replace the current policies so that keeping families together, stability, deconcentration of poverty, maintaining the ability to continuously enroll students throughout the year and/or proximity will form the basis for student assignment. (see "Student Assignment" and "Concentration of Poverty.")</li> <li>• Limit the concentration of any one racial or ethnic group in a school to 70% unless the school has been identified as a Culturally specific setting. (See Culturally specific settings).</li> </ul>
<b>Continuity - stability</b>	Continuity for families and students in school assignments supports student achievement.	<p>Current policies separate families, especially those enrolling later in the year, in order to maintain compliance with desegregation guidelines.</p> <p>Eighteen grade configurations cause discontinuity for families.</p> <p>Current policies, especially sibling preference, provide continuity for families.</p>	<ul style="list-style-type: none"> <li>• Amend student assignment policies to make keeping families together a high priority</li> <li>• Move schools with less than a K - 5 grade configuration to K - 5.</li> </ul>
<b>Culturally specific settings</b>	For some families having a culturally specific setting is important to supporting the learning of their children.	The District currently has a waiver from the state's desegregation rule to allow for the Native American emphasis at the Four Winds School.	<ul style="list-style-type: none"> <li>• Seek additional waivers from the current rule or a revision to the rule in order to allow cultural specific programs based on the <b>choice</b> of racial or ethnic groups.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<p><b>Increase instructional time</b></p>	<p>Some students need more instructional time to close the achievement gap.</p>	<p>Students are restricted to current instructional day of 5-1/2 to 6 hours.</p>	<ul style="list-style-type: none"> <li>• Provide summer school.</li> <li>• Provide Saturday School.</li> <li>• Increase the length of the school day.</li> <li>• Increase the length of the school year.</li> <li>• Expand the availability of all day kindergarten.</li> </ul>

Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<p><b>Student assignment</b></p> <p><b>Choice - program vs. proximity</b></p>	<p>Families that select a school for their children are likely to feel a greater commitment to that school and the success of their students.</p> <p>Schools - especially elementary schools - located closer to home are preferred by many. Local schools can benefit from community-wide support and ease of access.</p> <p>Assignment policies determine the amount of energy that the system must devote to transportation and the District's ability to respond to unforeseen circumstances.</p>	<p>Families indicate their top three choices. The District assigns students to buildings based on race and ethnicity, sibling status, and choice. Proximity is not a consideration.</p> <p>Choices available in elementary schools are also available in high schools along with magnet programs. Comparable choices are not available in middle schools.</p>	<ul style="list-style-type: none"> <li>• As part of the school choice process: <ul style="list-style-type: none"> <li>&gt;Provide detailed information to families on individual schools by reporting program characteristics, demographics, and performance such as gains and gaps in achievement.</li> <li>&gt;Provide support and advocacy in the process, especially for families least familiar with how to exercise their right to choose.</li> <li>&gt;Insist that all families exercise a choice for their children.</li> </ul> </li> <li>• Change to a policy based on two kinds of schools: <ol style="list-style-type: none"> <li>1) Magnets: <ul style="list-style-type: none"> <li>&gt;Students from throughout designated attendance areas would be assigned to magnets based on their program choice, space availability, keeping families together, stability, and race/ethnicity when necessary to ensure that schools have no more than 70% of any one racial or ethnic group.</li> <li>&gt;Magnets would be available throughout the city.</li> <li>&gt;Elementary magnets would include math/science/technology, fine arts, language immersion, Montessori, American Indian, environmental studies, open, fundamental, and others as designated by the Board.</li> <li>&gt;All middle schools and senior highs would be magnets.</li> </ul> </li> <li>2) Community schools: <ul style="list-style-type: none"> <li>&gt;Students would be assigned to community elementary schools based on proximity, space availability, keeping families together, stability, and race/ethnicity when necessary to ensure that schools have no more than 70% of any one racial or ethnic group.</li> </ul> </li> </ol> </li> <li>• Both magnet programs and community schools would be available throughout the city.</li> <li>• For both magnets and community schools organize program councils based on the program orientation or location of elementary schools (e.g. Councils for open, MST, community schools, fine arts, language immersion, Montessori, culturally specific, etc.) Organize similar councils for middle and high schools. These councils should be made up of lead teachers, principals, parents, students and community partners. They should be responsible for building the quality of their programs and assuring high quality at every location.</li> </ul>

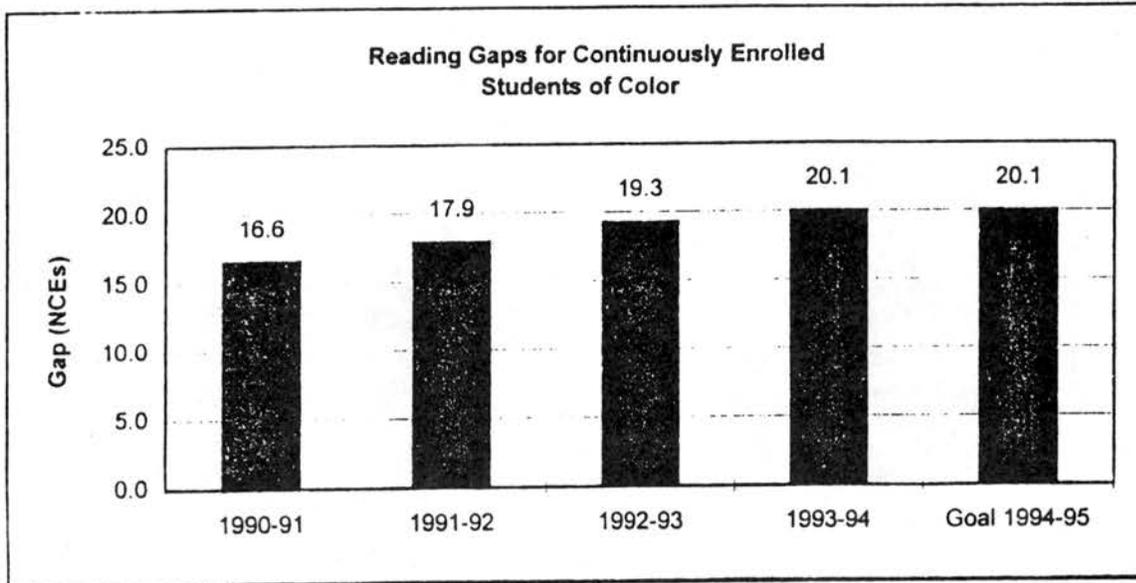
Strategic Issues and Policy Concerns	Relationship to the Goals of MPS' Strategic Direction	Current Practice	Approved
<b>Concentration of poverty</b>	High concentrations of poverty compound the difficulties faced by individual families in supporting the education of their children.	<p>The District does nothing today to actively manage the concentrations of students by socioeconomic group.</p> <p>Currently our schools have the following concentrations:</p> <p>32 schools have more than 65% of students on free or reduced price lunch (92% maximum).</p> <p>10 schools have less than 40% of students on free or reduced price lunch.</p>	<ul style="list-style-type: none"> <li>• Actively promote policies (e.g. housing) at the state and metropolitan levels that will reduce the concentration of poverty in Minneapolis.</li> <li>• Within the context of class-size limits, manage the availability of space due to the turnover of students to accommodate continuous enrollment of students throughout the year. This will assure more real choices for <u>all</u> families, reduce the concentration of poverty within our schools, permit keeping families together, and increase stability.</li> </ul>
<b>Resource and resource allocation</b>	Resources do matter. They can be used to support students with services necessary to their success. This is especially true where poverty is concentrated.	<p>Basic resources are allocated equally to all schools based on enrollment.</p> <p>Supplemental resources are targeted to students based on need - i.e. Title 1, compensatory education (in part), limited English proficiency, special education.</p>	<ul style="list-style-type: none"> <li>• Challenge the state to make adequate resources available to compensate for the concentration of special needs students and students living in poverty.</li> <li>• Allocate District resources, especially for Chapter 1, compensatory education, LEP, special education, etc. so that they follow the needs of students more precisely.</li> <li>• Focus resources on those programs that demonstrate their effectiveness in improving student achievement and closing the gap.</li> </ul>

gapadopt.doc.6/27/95reviewed6/30/95dm

## APPENDIX A

### MINNEAPOLIS PUBLIC SCHOOLS

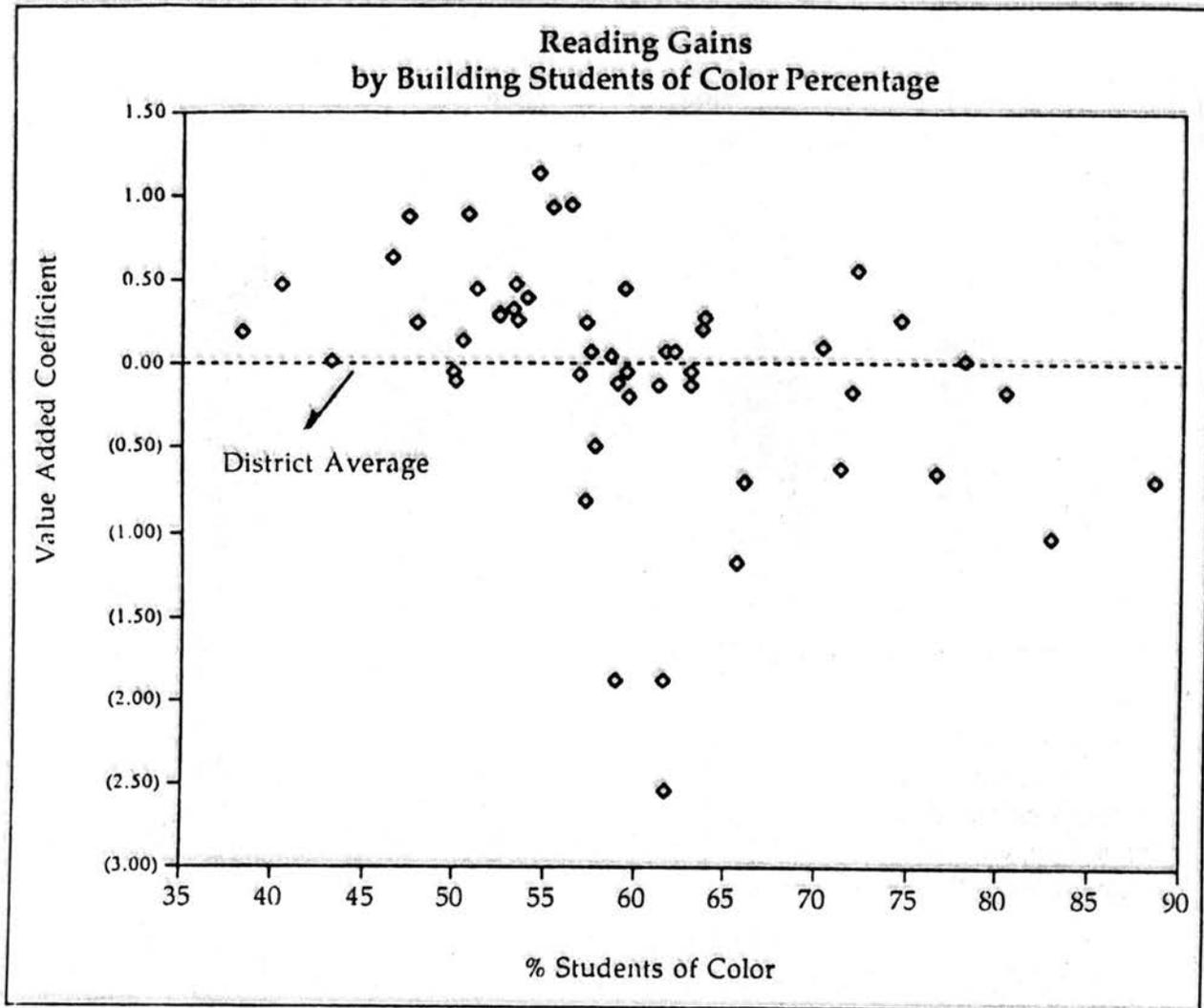
#### Reading Gaps



1. The data above are for all the students in grades 1 through 6 who had California Achievement Test scores in both 1993 and 1994. These students are considered to have been enrolled in the Minneapolis Public Schools for the school year 1993-94. Students who missed either the pretest or the posttest were not included in the figures.
2. Student scores are based on comparisons with a national norm group, which consists of a random sample of students who are randomly selected by the testing company to represent an "average" group of students. All scores are computed in Normal Curve Equivalents (NCEs), which are a linear scale of measurement with a national average of 50 and a range from 1 to 99.
3. "Gaps" are defined as "persistent differences in performance between identifiable groups of students." Racial-ethnic gaps are the differences in average NCEs between white students and other ethnic groups, so that a *positive* gap means that the students in the given racial-ethnic group are, on average, scoring *lower* than the average for the white students.
4. The "reading" scores are for "total reading," which we have defined (based on statistical analysis) as a weighted combination of 60% of the comprehension subtest score and 40% of the vocabulary subtest score.

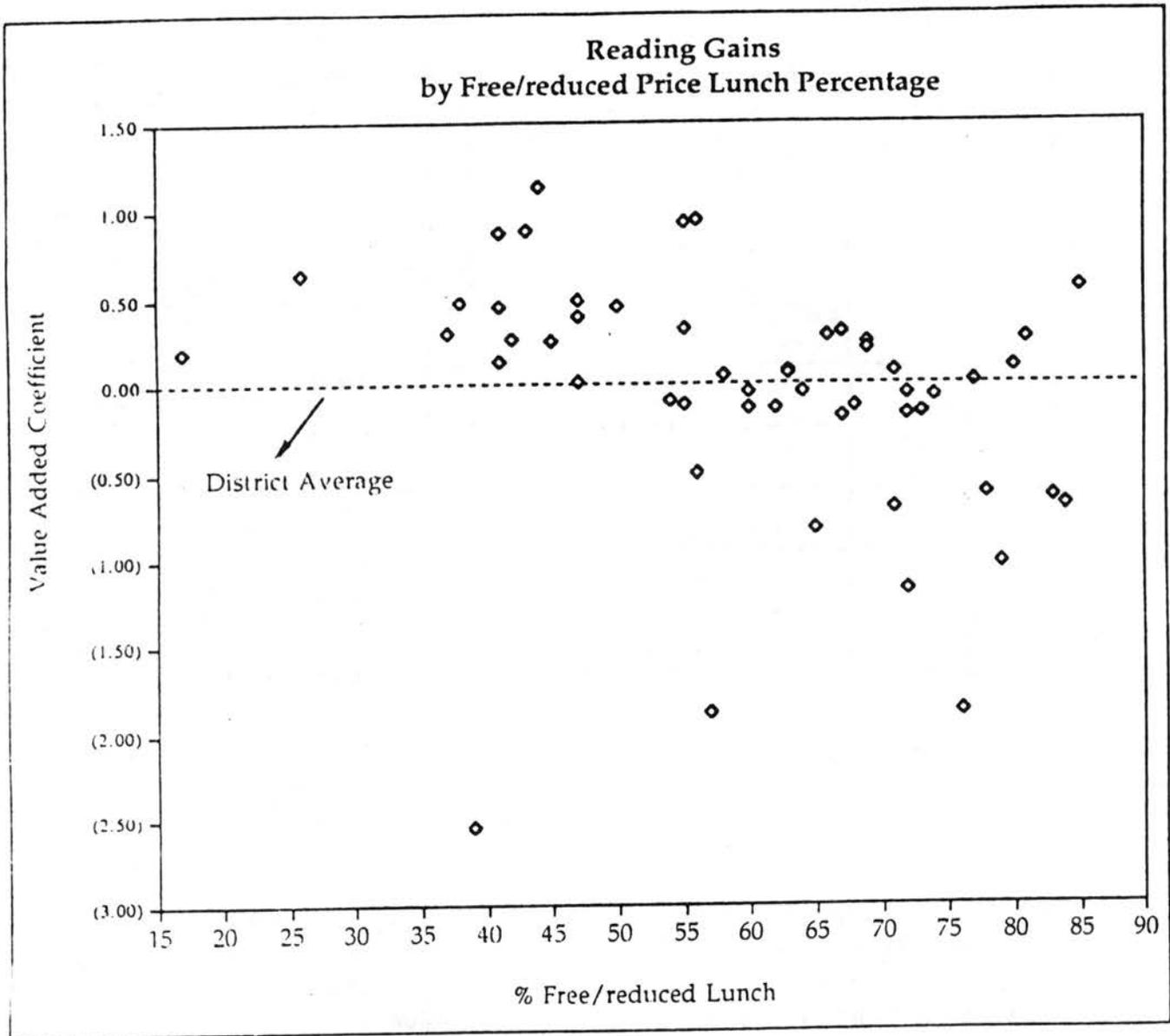
## APPENDIX B

### MINNEAPOLIS PUBLIC SCHOOLS



1. Value added coefficients were calculated based on a regression analysis of all continuously enrolled students Grades 1-2, 2-3, 3-4 (1993-94), and 4-6 (1992-94).
2. Factors such as pretest level, special education status, and racial/ethnic background are controlled for in this analysis.
3. This analysis was conducted by Dr. Rob Meyer, Irving B. Harris School of Public Policy Studies, University of Chicago.

APPENDIX C  
MINNEAPOLIS PUBLIC SCHOOLS



1. Value added coefficients were calculated based on a regression analysis of all continuously enrolled students Grades 1-2, 2-3, 3-4 (1993-94), and 4-6 (1992-94).
2. Factors such as pretest level, special education status, and racial/ethnic background are controlled for in this analysis.
3. This analysis was conducted by Dr. Rob Meyer, Irving B. Harris School of Public Policy Studies, University of Chicago.

## APPENDIX D

### MINNEAPOLIS PUBLIC SCHOOLS Enrollment Simulation

	Actual 1993-94		Proximity Without Magnets 1998-99		Proximity With Magnets 1998-99	
	# of Schools Over 50%	Range	# of Schools Over 50%	Range	# of Schools Over 50%	Range
African Americans	19	71.22% - 11.87%	22	90.34% - 18.90%	22	89.43% - 13.04%
American Indians	1	78.07% - 0.37%	0	30.90% - 0.37%	1	78.07% - 0.37%
Asian Americans	0	39.71% - 0.72%	2	56.48% - 4.21%	2	55.61% - 2.81%
Hispanic Americans	0	30.53% - 0.00%	0	18.39% - 0.39%	0	20.92% - 0.39%
White Americans	10	61.80% - 6.67%	15	64.15% - 0.19%	13	68.2% - 0.19%

1. This table is from a computer simulation.
  - a. It uses 1993-94 data because it was developed in Summer, 1994.
  - b. Actual enrollments for these scenerios would be similar, but not exactly the same.
  
2. The simulation was developed for the District Options Report so uses the grade configurations recommended by that report - K-5, K-8, 6-8. This report makes no recommendations as to grade configurations, but uses this simulation as it illustrates the relative differences between options.
  
3. Proximity is defined as the closest school where there is available space. Because of the continuing mismatch between the location of schools and the residences of students, proximity does not equate to "neighborhood" schools.
  
4. Enrollment for 1998-99 is projected to be about 7% higher.

## APPENDIX E

### MINNEAPOLIS PUBLIC SCHOOLS Distance Simulation

	Actual 1993-94	Proximity Without Magnets 1998-99	Proximity With Magnets 1998-99
	Round Trip Distance in Miles	Round Trip Distance in Miles	Round Trip Distance in Miles
African Americans	62,903	35,757	41,538
American Indians	10,425	5,513	7,899
Asian Americans	27,487	10,110	12,161
Hispanic Americans	5,578	3,642	4,376
White Americans	53,974	17,440	24,584
	160,367	72,462	90,558

1. This table is from a computer simulation.
  - a. It uses 1993-94 data because it was developed in Summer, 1994.
  - b. Actual distance for these scenerios would be similar, but not exactly the same.
2. Distance is in "Manhattan Miles" which take into account that one seldom is able to go from one place to another in exactly a straight line.
3. Proximity is defined as the closest school where there is available space. Because of the continuing mismatch between the location of schools and the residences of students, proximity does not equate to "neighborhood" schools.
4. Enrollment for 1998-99 is projected to be about 7% higher.

## APPENDIX F

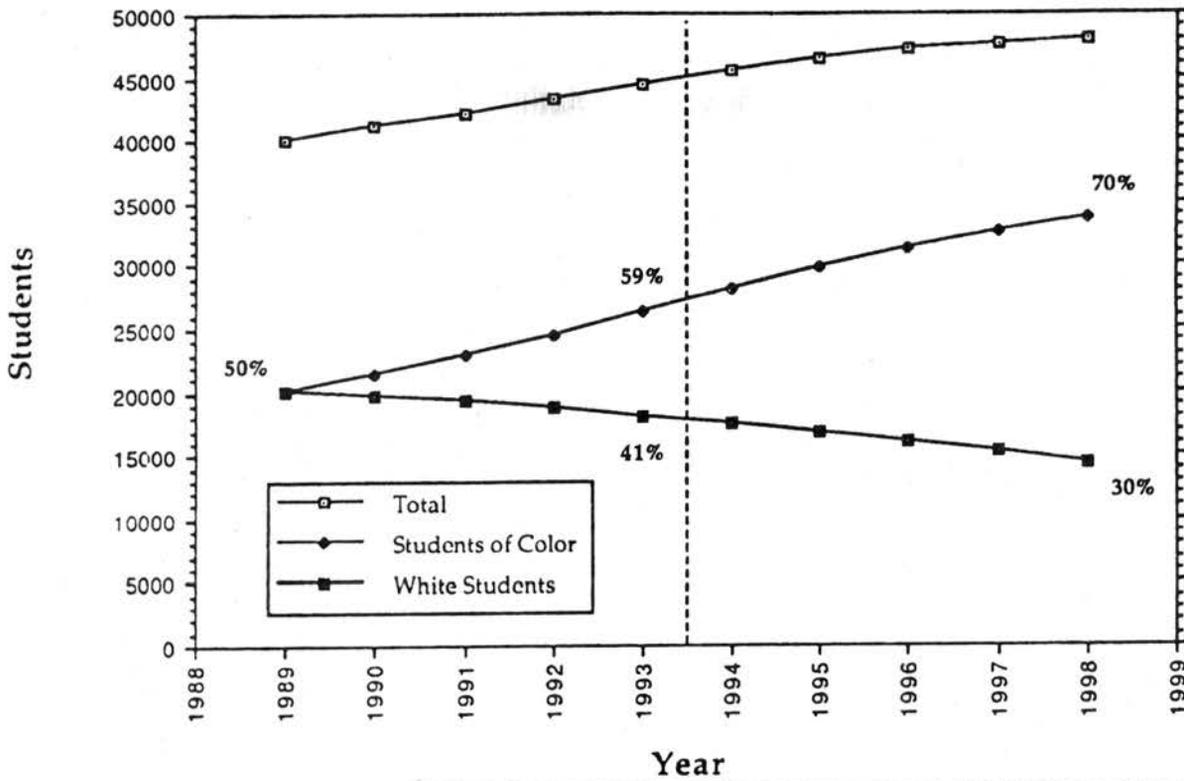
### MINNEAPOLIS PUBLIC SCHOOLS Space Simulation

1998-99 K-12 Space			
N o r t h W e s t	-3,315	1,468	N o r t h E a s t
S o u t h W e s t	1,841	-1,361	S o u t h E a s t

1. This table is from a computer simulation.
  - a. It uses 1993-94 data because it was developed in Summer, 1994.
  - b. Actual enrollments for these scenerios would be similar, but not exactly the same.
2. The simulation was developed for the District Options Report so uses the grade configurations recommended by that report - K-5, K-8, 6-8. This report makes no recommendations as to grade configurations, but uses this simulation as it illustrates the relative differences between options.
3. Enrollment for 1998-99 is projected to be about 7% higher.

## APPENDIX G MINNEAPOLIS PUBLIC SCHOOLS

**ENROLLMENT TRENDS/PROJECTIONS 1989-1998**  
(Includes Private Alternative Students)





**BRIDGING GAPS & BREAKING BARRIERS:  
A MINNESOTA MODEL FOR  
STUDENT ACHIEVEMENT & INTEGRATION**



**The Report of the House Republican Task Force  
on Student Achievement & Integration**

**November 1995**

## **PROPOSED RULE ON DESEGREGATION/INTEGRATION & ACHIEVEMENT**

- Mandatory Participation** A Twin Cities regional interdistrict school desegregation effort would be compelled, with voluntary participation by students. However, all Minnesota school districts now meet the current federal statute and caselaw definitions of desegregation.
- Racial Quotas** The current rule is a vestige of the period (1973-1983) when Minneapolis schools were under federal court order. No school may have minority enrollment 15 percent higher or lower than the city-wide average of enrolled minority students. The SBE is now considering using more flexible quotas or eliminating them.
- Learning Gap Closure** The rule would require "closing the learning gap," in at least reading, writing and math. No school district in the U.S. has successfully closed this gap. The U.S. Supreme Court found in Missouri v. Jenkins (1995) that the primary factors controlling student achievement lie outside the control of the schools.
- Paperwork Requirements** All districts in the state would have to:
- establish a Community Integration/Learning Council to develop and each year submit to the Commissioner of Education a Community Integration/Learning Plan that sets targets for closing the achievement gap and reports on any progress that has been made;
  - annually collect and submit data on the racial and/or ethnic identification of each enrolled student.
- Any district with a certain percentage of minority students enrolled (15 percent is currently proposed) would have to:
- submit a comprehensive school desegregation plan and evaluate it every three years or as often as directed to by the Commissioner of Education.
- Penalties for Failure** The board has asked the Legislature to approve penalties for failure to submit a plan, report racial data, close the achievement gap or fully comply with the rule. These would include:
- withholding of state aid;
  - reconstitution of a school (dissolving staff regardless of collective bargaining agreements);
  - prohibitions on school facility remodeling, expansion or new construction;
  - direct takeover of a school or school district by the Minnesota Department of Education.



# TASK FORCE ON STUDENT ACHIEVEMENT & INTEGRATION

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District 43A • 296-5066

November 7, 1995

Dear Friends,

As we went from hearing to hearing during the months of September and October, we were greatly impressed by what is being done by the superintendents, administrators, teachers, students, parents and concerned members of our area communities to reduce the learning gap and promote respect for people of widely varying backgrounds.

The remarks we heard from all of our witnesses were invariably thoughtful, reasoned and positive. If the complex problems of student achievement and integration could be resolved by their commitment alone, these problems would no longer exist.

We believe our recommendations to the State Board of Education—if they are accepted by the board—would result in a rule on desegregation/integration and achievement that would have the broad-based support necessary to successful implementation.

Better academic achievement by students from all backgrounds should be the first and foremost goal of this rule. It should also be a positive rule, one that emphasizes incentives, cooperation, creative approaches to solving problems, and voluntary efforts.

Among the people we heard from, there is a broad consensus about the proposed rule. It was perhaps best expressed by Dr. David Wettergren, superintendent of the Stillwater School District.

He said anything mandated or coerced will likely be met with resistance and that voluntary participation and choice are more apt to be accepted. The focus should be on improving educational environments so that all children will benefit, providing appropriate resources and engaging the entire community in the education of our children.

We trust this report will be given the consideration it deserves.

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## Section I: Overview of the Rulemaking Process

The existing desegregation rule (commonly referred to as the “15 percent rule”) has been in effect since 1973 as a consequence of a consent decree that settled a federal lawsuit (Booker v. Special School District No. 1 Minneapolis).

In 1993 the Legislature established a roundtable to recommend changes to the existing rule. The roundtable group held a number of meetings in 1993, and in 1994 issued a report to the Legislature and the State Board of Education (SBE) that serves as the intellectual and philosophical foundation of the proposed draft rule on desegregation/integration and student achievement.

Any group charged with making public policy recommendations has a duty to objectively analyze the costs and consequences of its proposals to determine if they best serve the broad public interest.

Minutes of the roundtable meetings and anecdotal information provided by several roundtable members indicate the presumed objectivity of process was marred from the start.

Key participants were apparently reluctant to seriously consider the high costs, questionable gains in academic achievement, racial tensions (e.g., lawsuits in San Francisco filed by Chinese-American parents whose high-achieving children have been excluded from the city’s best academic high school because of quotas), and other unintended negative consequences that mark too many mandatory school integration plans.

For example, the roundtable minutes from an early meeting show that a suggestion to bring in a consultant with a national reputation, Dr. Christine Rossell, a social scientist who supports and has helped to design voluntary desegregation plans, was rejected.

However, two consultants who were invited to participate—Gary Orfield of Harvard University’s Project on School Desegregation and David Tatel of the law firm of Hogan & Hartson—are strong supporters of federal court involvement, busing for racial balance, school enrollment quotas, penalties such as state takeover of local schools and “reconstitution,” and other measures that have a dubious relationship to student achievement.

Whether key roundtable participants were more interested in social engineering than in education is a question that has been raised. At the April 1995 SBE meeting one key participant in the roundtable

*Seventy-five percent of those surveyed believe students are better served by going to their neighborhood school, even if that means some schools’ enrollment would become predominantly white or predominantly minority.*

—St. Paul PIONEER PRESS/  
KARE 11 Poll,  
September, 1995

*"The [Minneapolis] school board approved a break with a long-standing, court-ordered policy that equates improved performance of minority students with the racial balance of city schools. Busing minority students to school in white neighborhoods not only tears communities apart and alienates students, but it simply hasn't worked, Superintendent Peter Hutchinson said."*

—St. Paul PIONEER PRESS,  
June 28, 1995

process stated social outcomes were the primary purpose of the roundtable recommendations, with educational considerations being secondary.

After the roundtable report was presented, the Minnesota Legislature gave the SBE authority to proceed with rulemaking in this matter and established an Office of Desegregation/Integration within what was then the Department of Education.

Since January 1995, the SBE and department have been working—not always in unison according to department personnel—to combine elements of the old rule, the roundtable report and other suggestions into a comprehensive draft rule to be returned to the Legislature for comment in 1996.

Early in 1995, Hogan & Hartson (roundtable consultant David Tatel's former firm) was retained by the Minneapolis school system to advise it on the merits of filing a lawsuit against the state charging inadequate funding of K-12 education. In September 1995 the Minneapolis NAACP did file an action against the state alleging, among a number of other charges, the inadequate funding of the Minneapolis school system.

In appearances before the House Education Committee and in other forums this year, SBE members were generally unable to give substantive answers to questions about how to close the learning gap, the estimated costs of implementing the rule, the possible legal liabilities, proven links between racial balance and student achievement, and other aspects of this complex proposal. Promises by SBE members to send the requested information to legislators at a later date were rarely kept.

The principal response to the many questions asked by legislators about the intellectual and philosophical basis of the proposed rule is a report published in the summer of 1995. Paid for by the Office of Desegregation/Integration, *The Correlation Between Desegregation and Closing the Learning Gap*, is a four-page long, doubled-spaced document. Nine of the specific benefits cited in the report were checked against footnoted sources by task force staff. Of the nine, four were false, four were highly dubious, and one was questionable.

The task force is gravely concerned that the SBE has not spoken with experts who question the benefits of mandatory plans or with attorneys experienced in how similar rules made by boards in other states have been litigated.

## Section II: Background on the Task Force

In July 1995 Reps. Barb Sykora and Alice Seagren brought together a small group of suburban superintendents, school board members and legislators to discuss the proposed rule on desegregation/integration and achievement.

One purpose was to learn about ongoing suburban initiatives that dealt with these issues. Another was to find out how much communication there had been between the SBE and the professional educators who would have to implement the rule.

Among the frustrations expressed by some superintendents was that years of interdistrict cooperation dating to the mid-1980s on voluntary efforts, and plans to reduce the learning gap and deal with integration issues, had largely been ignored by the SBE.

The results of this meeting were so positive that Reps. Sykora and Seagren brought together an expanded group for a second meeting in mid-August. This group included members of the State Board of Education, Department of Education staff, as well as additional superintendents, school board members and legislators. A third informal meeting, between the task force chair and co-chair and superintendents Peter Hutchinson of Minneapolis and Curman Gaines of St. Paul, took place in early October.

The positive tone, broad-ranging discussion, sharing of information and talk about ongoing programs that took place at the August meeting was a key factor in the decision of Reps. Sykora and Seagren to establish the House Republican Task Force on Student Achievement & Integration.

During the course of seven formal hearings during September and October of 1995, the members of the task force heard a great deal about the efforts being made by a variety of metro school districts.

The task force heard about voluntary student and teacher exchange programs, innovative efforts to reduce the learning gap, initiatives to secure increased parental involvement in education, attempts to reach students frustrated by language and cultural differences, collaborative partnerships to connect struggling parents with social services, barriers to effective learning inadvertently created by parents, demographic changes altering urban and suburban student profiles, minority teacher recruitment, the uses of compensatory aid money, financial resource problems and other topics.

*"With the U.S. Supreme Court decision [Jenkins v. Missouri], it's time to re-examine the money spent on desegregation: Are we spending money in the wisest possible ways? How much effort should be spent improving schools and how much on strengthening families? What should be required of school districts? What will be required of students and families?"*

—St. Paul PIONEER PRESS,  
column by Joe Nathan,  
June 19, 1995

*"Lyle Baker, executive director of policy and strategic services for the Minneapolis schools, said the 'unstated assumption' in the Brown v. Board of Education ruling was that equal education opportunity would lead to equal educational outcomes. After 40 years there have been some gains, but there is still a significant gap between kids of color and white kids. Simply being concerned about racial balance is not sufficient and some say not necessary."*

—School Desegregation Debate Focuses on Expanded Busing vs. Community Schools, MINNESOTA JOURNAL, March 14, 1995.

The task force also heard a great deal of general comment and specific suggestions about ways to improve the rule on desegregation/integration and achievement being proposed by the SBE.

The topics of mandatory versus voluntary participation, racial enrollment quotas, learning gap closure, reporting requirements and penalties for failure to comply were all addressed. The superintendents emphasized the benefits to all that would result from the implementation of cooperative, workable and cost-effective solutions.

As the task force moved through the process a broad consensus about the proposed rule became evident. It was perhaps best expressed by Dr. David Wettergren, superintendent of the Stillwater School District.

He said anything mandated or coerced will likely be met with resistance, that voluntary participation and choice are more likely to be accepted, that the focus should be on improving educational environments so that all children will benefit, that appropriate resources must be provided, and that the community as a whole must assume responsibility for the education of all children.

The task force's recommendations to the SBE are based upon what was learned at hearings, as well as many months of research that examined the outcomes of desegregation/integration plans and student achievement efforts that have taken place around the nation since the early 1970s. To augment these efforts, there were conversations with prominent social scientists and attorneys who deal with this issues on a regular basis.

This is the most complex educational, social and political problem facing the nation. As such, there is no simple or single solution, and whatever plan or plans are implemented will require years to come to fruition. However, the task force believes the implementation of its suggestions will help bridge the learning gap, break down systemic and personal barriers, and create an effective Minnesota model for student achievement and integration.

### Section III: Recommendations to the SBE

Because of the apparent failure of the SBE to thoroughly and objectively investigate the effectiveness and consequences of its proposed rule on the students, parents, citizens and taxpayers of Minnesota, we suggest that it suspend the rulemaking process until it obtains a great deal more information from a broader array of experts than those consulted by the roundtable group.

The SBE should also suspend its rulemaking at this time to consider the fact that changes in the present rule or the promulgation of a new rule will probably be used as evidence against the state in the lawsuit that has been filed by the Minneapolis NAACP.

Al Lindseth is an attorney with the Atlanta-based law firm of Sutherland, Asbill & Brennan. Lindseth, a nationally recognized figure in desegregation cases, has played a major role in defending the cities and school boards of St. Louis, Atlanta, Los Angeles and Hartford, Conn., to name just a few.

He told the task force that if a new rule is promulgated, it will likely be treated as a basis of expanded liability against the state of Minnesota.

In the ongoing litigation Lindseth has been involved with in Connecticut (*Sheff v. O'Neill*), that state board of education's rules have been interpreted by the court as both an extension and concrete manifestation of the general commitment to education contained in the state constitution.

For example, if the rule promulgated here requires all schools to close the learning gap, and even a single school fails to accomplish this, a Minnesota court could conceivably find that the state has failed to meet a legal commitment and might perhaps order the Legislature to substantially increase school funding.

Concern about the proposed rule's requirement to mandate regional participation in a Twin Cities metro area integration plan was expressed by Dr. Christine Rossell, an expert in these issues who teaches at Boston University.

She reminded the task force that years ago the suburbs of Milwaukee were encouraged to accept transfers from the city because it was the right thing to do. Shortly thereafter, the schools became involved in an interdistrict lawsuit filed by the NAACP.

*The Minneapolis school board is being properly cautious about deemphasizing a desegregation policy first implemented in 1968. But Superintendent Peter Hutchinson and his staff have made a compelling case for change. Where desegregation and student learning conflict, the district's responsibility to educate students must take precedence."*

—Desegregation: Board Must Vote for Student Achievement, editorial, Minneapolis STAR TRIBUNE, June 26, 1995

*"Today, Minneapolis is blessed with such a rich diversity that no one racial or ethnic group represents a majority. We are literally a school community of minorities. Consequently, the [desegregation] orders and rules are woefully out of date with the realities of the present... We put tremendous energy into achieving racial balance as defined by the orders and rules of past decades. Unfortunately, we are failing to achieve compliance with the educational needs of our students and the expectations of families."*

—ELIMINATING THE GAP:  
ENSURING THAT ALL  
STUDENTS LEARN,  
Minneapolis Board of  
Education,  
June 27, 1995

Ultimately, the court held that the decision of suburban schools to admit a certain number of black students was equivalent to an admission of guilt about enrollment policies.

- **Voluntary Participation by All.** The rule should encourage the voluntary participation of school districts, students and parents in Twin Cities regional integration efforts. The current rule draft mandates participation by school districts only, not by the enrolled students and parents who reside in the district.

A mandatory/voluntary plan would make school districts legally liable for meeting certain student enrollment quotas and racial balance requirements. However, the number of students who might volunteer is unknown, which means many schools could conceivably be labeled as non-compliant and subject to penalties because of something that is out of their control.

Although this logical inconsistency may be rooted in an attempt to compromise differences of opinion by the members of the SBE, it promises to establish a potent legal liability. Given that a poor outcome is virtually guaranteed by this approach, the logical next step after this "failure" would be a lawsuit demanding compulsory involvement by metro students.

In fact, Al Lindseth told task force staff he believes legal action might be taken by a plaintiff within the first year of implementation. Based on his experiences as a litigator, he suggests the NAACP or other group would say the effort hasn't worked and either file a separate complaint or roll it into the existing lawsuit if it is still ongoing.

The U.S. Supreme Court has ruled consistently since Milliken v. Bradley (1974) that "without an interdistrict violation and interdistrict effect, there is no constitutional wrong calling for an interdistrict remedy."

By mandating regional participation in an integration plan when only one school district—Minneapolis—has ever been found guilty of a constitutional violation, the SBE is attempting to impose a remedy more sweeping than one that could ever be imposed by a federal court.

- **Community/Neighborhood Schools Without Quotas.** The rule should not contain racial percentages, enrollment quotas or other numeric requirements. A mathematical definition of school desegregation/integration is anachronistic. Districts and schools should have

the autonomy to define racial balance and integration in relation to their own community demographics.

Chuck Cooper, a desegregation attorney with the Washington, D.C.-based firm of Shaw, Pittman, Potts and Trowbridge, told the task force he believes last spring's U.S. Supreme Court decisions on school desegregation, affirmative action and congressional redistricting mean the end of race-conscious remedies.

Racial diversity for its own sake may not be a goal able to withstand the strict scrutiny test of clearly demonstrated harm. Cooper said the proposed new rule—and the present 15 percent rule—are both of questionable legality according to his theory.

- **Closing the Learning Gap.** All of the educators the task force heard from are already working hard to reduce the learning gap between those from diverse racial, cultural and socioeconomic backgrounds. Local districts and schools should be permitted to define their own achievement goals based on the specific needs of their enrolled students.

Linking the closing of the learning gap with racial balance makes no sense because there is no concrete evidence one thing has a causal connection to the other. Perhaps the prime example of this is the four school districts of Wilmington (New Castle County), Delaware. They've maintained virtually statistically perfect racial balance for over 10 years and committed significant educational resources, yet the learning gap has remained largely unchanged.

Many of our metro school districts are already voluntarily working together. They should be given the additional flexibility they need to address these issues at the lowest possible level. This means fewer mandates from the state, less micro-management by state government and greater choice in how to apply the state funds they receive. Local educators ought to be encouraged to try whatever they believe will work in order to achieve the goal of greater learning for all students.

- **Reporting Requirements.** The task force is opposed to the proposed rules statewide mandate to establish community learning and/or integration councils to set learning gap closure and integration goals.

These community councils would bypass the authority of the local school boards that are elected by the people. They could be dominated by appointees—not all of them local according to the latest rule draft—who might place their own agendas over the best interests of all students.

*The Kansas City school desegregation plan represents an extreme case of one popular type of desegregation remedy... In contrast to almost all U.S. central cities, Kansas City now has the newest, most elaborate school buildings and the most extraordinary special schools and programs in the state... but the money and choices offered to these students have not produced substantial gains... it is much more difficult to substantially improve education for disadvantaged children than we had hoped."*

—MONEY, CHOICE AND EQUITY IN KANSAS CITY: MAJOR INVESTMENTS WITH MODEST RETURNS, Harvard Project on School Desegregation, 1992

*"The Madison (Wisconsin) School District is free to let its schools become segregated as long as the decisions that lead to that result are made with the childrens' best educational interests in mind, said two attorneys practiced in school desegregation law. Madison would be free to assign students on a neighborhood plan unless it could be proven that any racially identifiable assignments were intentionally caused...for a discriminatory purpose," Atlanta attorney Al Lindseth said."*

—Schools Can Become Segregated for Right Reasons, WISCONSIN STATE JOURNAL, Aug. 21, 1995

In addition, the question of how these councils may be funded and their precise relation with local units of government has not been clearly addressed by the SBE. Are local taxpayers going to be asked to pay for a council that will duplicate what's already being done by a school board?

The proposed collection and reporting of racial and ethnic data to the state is repugnant, especially considering that teachers may be required to identify the racial or ethnic heritage of their students. Although the state has a legitimate interest in tracking student achievement data, the emphasis on race serves to set children apart rather than bring them together.

The personal pain of having to identify children by race was eloquently expressed by a woman at the task force hearing in Maple Grove on Oct. 30. A mother of biracial children, she believes that having to decide whether to classify them as "white" or "black" unfairly emphasizes one part of their heritage over another.

• **Incentives, Not Penalties.** The penalties proposed by the SBE are excessive and we believe permission to implement them should not be granted by the Legislature. The task force recommends they be removed entirely from the next draft of the rule.

One penalty, reconstitution, is a draconian measure that has never worked. Proposals to withhold state aid, prohibit school construction or remodeling, and permit the Department of Children, Learning and Families to take over a district would harm students and achieve nothing. These harsh penalties are inconsistent with a voluntary, cooperative approach to problem solving.

## Section IV: Background on Recommendations

• **Voluntary Participation by All.** The schools in the Twin Cities metro area and the state all currently meet the legal definition of desegregation under the Civil Rights Act, Title 42, ch. 21, subch. IV, sec. 2000:

“‘Desegregation’ means the assignment of students to public schools and within such schools without regard to their race, color, religion, sex or national origin, but ‘desegregation’ shall not mean the assignment of students to public schools in order to overcome racial imbalance.”

The State Board of Education has a rare opportunity to draft a positive rule that encourages achievement and cooperation through the use of incentives. A rule that could be a new national model for local and regional efforts. A rule that does not repeat the disastrous mistakes that have been made in other parts of the nation.

However, a rule that focuses on juggling enrollment numbers at the expense of student achievement, that requires our schools to close the learning gap that has persisted for decades despite determined efforts by educators and the expenditure of billions of tax dollars, is not a rule likely to win the wholehearted support of the majority of our state’s educators, students, parents and citizens.

The importance of broad-based support was strongly emphasized by Dr. Christine Rossell. She told the task force that after decades of work in this field, she believes integration efforts are like all other human relationships; they’re most stable and long-lasting when they’re voluntary and consensual.

As an example of an effective voluntary school plan, she cited Boston’s METCO program that has about 3,000 student participants. This is a voluntary metro interdistrict transfer program that has been in place for a number of years and is highly regarded by educators.

According to Dr. David Armor, in recent years a number of local and national surveys, including some he conducted himself, have asked black and white parents about their attitudes toward racial balance in schools, mandatory school reassignment policies, forced busing, interracial exposure and contact levels, and the perceived educational and social benefits of school desegregation/integration plans. The survey results showed wide differences between these two sets of parents on virtually all questions, with a single exception.

*“In an unusual challenge to affirmative action, Chinese-American students have asked a federal court to throw out San Francisco’s 12-year-old desegregation plan because it’s largely based on racial quotas. [The] students say that although the plan may have ended the schools’ segregation, it currently is doing so by illegally discriminating against them. ‘Ensuring diversity isn’t a compelling state interest,’ says Daniel Girard, the attorney for the students.”*

—Minority Sues to End Desegregation Plan. THE WALL STREET JOURNAL, July 23, 1995.

*"Many students learn and thrive beyond reasonable expectations because of their parents' attitudes and values, and, unfortunately, many students, including the very bright, have been handicapped by their parents' attitudes and values, and their academic achievement reflects this handicap... A long parade of 'solutions' have come down the highway purporting to provide the answer for the failure of some students to perform to expectations, but none of them have held students and their parents accountable."*

—Letter to the Editor,  
L. Rodney Sheffer,  
Minneapolis STAR  
TRIBUNE,  
August 19, 1995

The sole exception is the establishment of voluntary school desegregation/integration programs that include magnet schools and other school choice options. These are widely supported by parents of all races. In fact, about one-third of all the plans in place in the nation today are voluntary efforts, according to Armor. Magnet schools are a key component of voluntary desegregation/integration plans.

In our state, promising interdistrict achievement and integration efforts using magnet schools are currently on the verge of reality in the Twin Cities metro area.

Changing demographics are also now bringing greater diversity to many metro school districts outside of the urban core. These districts are being effectively integrated as minority parents move into communities of their own choosing. In many suburban districts, this natural integration of the schools will continue for many years.

• **Community/Neighborhood Schools Without Quotas.** The continuation of a quota requirement such as the present 15 percent rule would make it impossible for Minneapolis to implement its plans to return as much as possible to community schools and move away from intradistrict busing for racial balance. Minneapolis school board member Len Biernat told the task force demographic projections indicate the Minneapolis school system might be as much as 90 percent black within 10 years.

The matter of high minority enrollment as a factor in educational achievement has recently been addressed in two court cases. One, Sheff v. O'Neill, concerns the Hartford, Conn., school district, which is 92 percent minority. Arguments in this case were heard by the Connecticut Supreme Court in the fall of 1995. In the other, Missouri v. Jenkins (1995), the issue of high minority enrollment was addressed by Justice Clarence Thomas in his concurring opinion for the majority. He writes:

"It never ceases to amaze me that the courts are so willing to assume that anything that is predominantly black must be inferior. Instead of focusing on remedying the harm done to those black schoolchildren injured by segregation, the District Court here sought to convert the Kansas City, Missouri, School District into a 'magnet district' that would reverse the 'white flight' caused by desegregation."

"Two threads in our jurisprudence have produced this unfortunate situation, in which a District Court has taken it upon itself to experiment with the education of black youth. First, the court has

read our [U.S. Supreme Court] cases to support the theory that black students suffer an unspecified psychological harm from segregation that retards their mental and educational development. This approach not only relies upon questionable social science research rather than constitutional principle, but it also rests on an assumption of black inferiority..."

"Given that desegregation has not produced the predicted leaps forward in black educational achievement, there is no reason to think that black students cannot learn as well when surrounded by members of their own race as when they are in an integrated environment. Indeed, it may very well be that what has been true for historically black colleges is true for black middle and high schools. Despite their origins in the 'shameful history of state-enforced segregation,' these institutions can be 'both a source of pride to blacks who have attended them and a source of hope to black families who want the benefits of learning for their children.'"

"Racial isolation itself is not a harm; only state-enforced segregation is. After all, if separation itself is a harm, and if integration therefore is the only way that blacks can receive a proper education, then there must be something inferior about blacks. Under this theory, segregation injures blacks because blacks, when left on their own, cannot achieve."

- **Closing the Learning Gap.** Despite providing no information about how to close the achievement gap—let alone apparently ignoring the ongoing national debate by educators and other experts about whether it can be closed at all—the SBE proposes to punish schools that fail to close the achievement gap between students from different racial, cultural, and socioeconomic backgrounds.

Armor, who frequently testifies in school desegregation lawsuits and has helped to draft a number of voluntary school desegregation plans, writes in his 1995 book, *Forced Justice: School Desegregation and the Law*, that:

"The evidence on the educational benefits of school desegregation...is mixed at best; few studies show consistent, across-the-board educational and social benefits for most minority students attending desegregated schools. A number of studies show educational benefits for some minority students (usually not white students), particularly those who volunteer for a desegregation program and who remain with it for a number of years. Even these benefits are not unique to desegregated schools, and many

*"Data from the National Assessment of Educational Progress support the efforts of families at home. Three factors over which parents can exercise authority—student absenteeism, variety of reading materials in the home, and excessive television watching—account for nearly 90 percent of the difference in the average state-by-state performance of eighth-graders' mathematics test scores among 37 states and the District of Columbia."*

—STRONG FAMILIES,  
STRONG SCHOOLS, U.S.  
Dept. of Education  
publication,  
1994

"According to a new study by the Policy Information Center at the Educational Testing Service... most students spend more time each day watching television—at least three hours—than they do learning how to read, write and do math."

—Mathematics Achievement: Improvements Are Modest, DAILY REPORT CARD, June 12, 1995

minority students can attain equally successful educational outcomes while attending segregated schools."

His analysis of National Assessment of Educational Progress data gathered since the early 1970s indicates black students in predominantly black schools tend to do as well or better than black students in predominantly white schools (*Forced Justice*, pps. 92-98).

Also, a summary of core studies by the National Institute of Education show that school desegregation achieved through forced busing has no discernible effects on math achievement and very little on reading achievement (*Forced Justice*, pps. 235-237).

In fact, as noted by the U.S. Supreme Court in its June 1995 decision in *Jenkins*, a substantial body of evidence indicates that the factors influencing student achievement lie outside of the control of any school. In fact, a theoretical argument could be made by educational iconoclasts that student success may only be nominally influenced by the expenditure of vast numbers of education dollars.

Low academic achievement by students from poor families also perpetuates the cycle of poverty, according to Kathy Kersten, author of the Minneapolis-based Center of the American Experiment's seminal 1995 report, *Good Intentions Are Not Enough*.

The specific factors that do influence student achievement are cited in a 1994 RAND Corp. report, *Student Achievement and the Changing American Family*. It states the most accurate predictors of student success are: parental education, family income, family size, and the age of the mother at childbirth.

This study also stated that the evidence that school desegregation/integration plans had any positive effects on student achievement and the closing of the learning gap were inconclusive.

Another authoritative report that was published in 1994, the U.S. Department of Education's *Strong Families, Strong Schools: Building Community Partnerships for Learning*, states:

"Studies of individual families show that what family does is more important to student success than family income or education. This is true whether the family is rich or poor, whether the parents finished high school or not, or whether the child is in preschool or the upper grades."

*Strong Families, Strong Schools*, also states:

“Thirty years of research show that greater family involvement in children’s learning is a critical link to achieving a high-quality education and a safe, disciplined learning environment for every student. Three factors over which parents exercise authority—student absenteeism, variety of reading materials in the home, and excessive television watching—explain nearly 90 percent of the difference in eighth-grade mathematics test scores across 37 states and the District of Columbia on the National Assessment of Educational Progress. Thus, controllable home factors account for almost all the differences in average student achievement across states.”

The importance of parental involvement in the education process was mentioned again and again by the superintendents and other education professionals who testified before the task force. In fact, this is considered so important to student outcomes that several districts have implemented their own parental involvement programs.

However, according to Superintendent Tom Bollin of Robbinsdale, the schools can only encourage parental involvement, they cannot compel it. The same holds true for students. If a student declines to take advantage of the educational opportunities he or she is being offered, there’s not very much that the schools can do.

The need for parental involvement also makes a strong case for a return to community or neighborhood schools in districts that have high numbers of poor parents. Mary Moreira of the Robbinsdale School Board believes the farther away parents are from the schools their children attend, the less likely they are to become involved with the school. This is especially true for parents who are reliant on public transportation.

*Compensatory Education Funds.* School districts with a certain percentage of poor students now receive additional compensatory education dollars from the Legislature, as much as \$2,000 per pupil. These funds are not always directly targeted at specific students, but may be used for generic purposes such as lowering teacher-to-student ratios.

Disbursing these targeted funds without requiring accountability on the part of the schools means the Legislature has no idea if disadvantaged students are receiving the direct benefit of these dollars. This is an issue that the Legislature should address at an appropriate time.

*“Black and Hispanic ninth-graders in Montgomery County (Maryland) significantly increased their scores on a state writing test this year and, for the first time in a decade, passed at rates comparable to white and Asian students. Deputy Superintendent Katheryn Gemberling attributed progress primarily to two factors. Students now begin to work on their writing skills as early as preschool and writing has become an integral part of every academic subject, including math and science.”*

—Montgomery Test Scores Soar for Black, Latino Students. THE WASHINGTON POST, May 18, 1993

*"The top states in terms of academic performance were Iowa, Kansas, Minnesota, Montana, Nebraska, North Dakota, South Dakota, Utah, Wisconsin and Wyoming. But none of these states were on the list of those that spent the most on each student... There is a growing consensus that successful schools have three key qualities in common: a belief that all children can learn, and challenge their students academically; local control; and a high degree of parental involvement."*

—Report Card on American Education, AMERICAN LEGISLATIVE EXCHANGE COUNCIL, 1994

*Minority Teachers.* In the 1980s the San Francisco, Calif., school district undertook a years-long national recruitment campaign for minority teachers. This is of interest in light of an early draft of the SBE rule that would require districts to "retain, recruit and prepare educators of color" or else be subject to unspecified penalties.

In 1982, 66 percent of the certified teachers in San Francisco were white, eight years of minority teacher recruitment efforts later, 62.4 percent of the certified teachers were white. The report by Dr. Gary Orfield's Harvard Project on School Desegregation stated, "the proportion of minority professionals probably exceeds that of the relevant labor market."

The demand for qualified minority teachers will continue to far outstrip the supply, especially in a state with Minnesota's current and projected demographics. However, the state's relatively new teachers of color licensure program was praised by a number of witnesses.

*Teacher Training.* As the types of students in our schools continue to shift further away from what was considered the "typical" Minnesota student of as recently as 15 years ago, the need for staff development and training intensifies.

Given that we may never have an adequate supply of minority teachers, all teachers must become more aware of how to deal with diversity and multicultural issues. Last year Columbia Heights sent 81 teachers to Minneapolis to work in pairs with minority teachers who often have a different perspective on education. Staff have also taken part in multicultural and inclusive education workshops.

The need for this type of information and assistance is so strong that another cooperative project is the creation of an interdistrict professional development resource center by the West Metro Education Program. Teachers and administrators will be able come together to determine what approaches to achievement and diversity do or do not work inside and outside of the classroom.

*Setting Local Goals.* Lifting student achievement across the board should be a goal for all schools, but it is also a goal that should realistically represent the difficulties posed by certain categories of students. Each district should be permitted to set its own goal (e.g., if 50 percent of students are below national norms, the first step might be to work to reduce that figure to 25 percent).

Note that accurate measurement of academic outcomes may be a chimera. Standardized tests have no shortage of critics armed with

arguments ranging from cultural bias to the accuracy of such measurement endeavors. There are also very real problems in making sure that students from backgrounds of poverty receive an adequate education.

For example, one problem mentioned at several task force hearings is the number of poor students who are highly mobile because of the transient life-style of their parents. Principal Barb Whiting, Highland Elementary School, Columbia Heights, told the task force that a high percentage of students who were newly enrolled in her school in September were already leaving in early October. This mobility commonly has a negative effect on student achievement.

- **Reporting Requirements.** A clear commitment to lifting the achievement of all students is critical. The use of racial reporting requirements sends a message that the primary emphasis is on students of color, not all students.
- **Incentives, Not Penalties.** The imposition of certain penalties for failure as a goad to force districts and schools comply fully with the many components of the proposed rule was greeted skeptically by the educators who addressed this topic. The general tenor of their comments was, "If we have a lot of unsuccessful students the state will take away our money, thereby guaranteeing an even greater number of unsuccessful students! How does this help anyone?" The penalties represent peculiar logic on the part of the SBE.

*Withholding State Aid.* This proposed penalty would most harm the very students the rule is purportedly trying to assist.

*Reconstitution.* A remedy favored by Dr. Gary Orfield, this policy was executed in several predominantly black schools in San Francisco during the 1980s. Despite the replacement of all staff in these schools and the commitment of "very substantial resources," the Orfield report on San Francisco is mute on the subsequent academic achievement of the students.

*Prohibition on the Construction, Expansion or Remodeling of School Facilities.* Again, what is the purpose of this other than to inconvenience and harm the students and staff?

*State Takeover of Districts/Schools.* If the State Board of Education believes it knows how to close the learning gap and achieve the other goals in the proposed rule on desegregation/integration and achievement, it should tell our schools exactly how to do the job. If it does not have this knowledge, then why does it believe pushing local

*"The integration argument is losing ground among the very people who supported it most two decades ago. Many disillusioned African American parents say busing never brought the boost in academic performance that many of them expected... Returning children to new and expanded neighborhood schools, they say, would allow schools to focus on what is really important: academic performance. And many of them have come to resent the notion that their children must be with white children to learn."*

—Busing Is Hurting Black Children, Some in P.G. Say, THE WASHINGTON POST, Oct. 30, 1995

*"A rule that focuses on juggling enrollment numbers at the expense of student achievement, that requires our schools to close the learning gap that has persisted for decades despite determined efforts by educators and the expenditure of billions of tax dollars, is not a rule likely to win the wholehearted support of the majority of our state's educators, students, parents and citizens."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

officials aside will increase achievement?

#### **Section V: Initiatives & Models**

Following is information about some of the successful achievement, integration and related programs the task force learned about during the hearing process. This is not a comprehensive list, but all of these are current or potential models that could be adapted by districts facing similar problems.

- **Common Ground Program.** This is a concentrated, ongoing, multi-year learning experience designed to encourage academic effort by fourth grade through eighth grade students. The program is funded by a grant from the Wilder Foundation. It is designed to encourage leadership skills, expand person potential and give students from diverse backgrounds an opportunity to work with one another. A joint project of the Stillwater and St. Paul school districts, it invites targeted students to volunteer to attend sessions that are held several times a year, during the week or on weekends.

- **Tridistrict Multicultural Magnet School.** A racially integrated magnet school jointly run by the Roseville, St. Paul and North St. Paul-Maplewood-Oakdale districts is scheduled to open in the fall of 1996. It will operate as an independent "minidistrict" that will have full hiring and firing authority and the authority to develop and implement its own multicultural curriculum. The emphasis will be on high student expectations for achievement.

- **Downtown Minneapolis Magnet School.** This integrated magnet school is scheduled to open in September 1996, assuming a site appropriate to the schools' needs can be identified. It will operate under the auspices of the nine school districts that constitute the West Metro Education Project. Half of the students will come from eight suburban districts and the other half will come from Minneapolis. Many of the suburban students are expected to be the children of commuter parents who work downtown.

The school will take advantage of existing resources as part of the curriculum (e.g., explore technology applications by working with businesses that use them daily). Technology, in fact, will be a major focus.

According to Superintendent Ken Dragseth of Edina, this school springs from a voluntary interdistrict education and integration effort that began six years ago. There are also plans for a northwest regional metro magnet school in Robbinsdale (a site has tentatively been chosen) and a southwest regional metro magnet school to be opened

at an unspecified date.

- **Mall of America School.** This 150 student school is run by the Metro Learning Alliance, a five-district consortium. About one-third of the culturally diverse "alternative" student body is from Minneapolis and the rest are from the other participating districts.

Peter Heryla, Director of Career Placement, says word of mouth about the school is so good that applications are coming in from all over the area. In addition to classroom work, students intern at stores in the mall. School staff teaches them how to write resumes and cover letters, interview for a job, and dress appropriately for business.

- **Burnsville-Savage-Eagan Learning Readiness Program.** The Burnsville-Eagan-Savage district used grant money to develop a school-based social services program with three objectives: children will come to school ready to learn; families will be able to access resources in a timely manner; and existing barriers will be removed.

Four hundred district families were served during the 1994-95 school year by Dakota County community action center representatives at a cost of \$180,000. Superintendent James Rickabaugh said it's the best program he's seen in over two decades. He credits the program with increasing student attendance and reducing school-parent relationship problems that have sometimes hampered effective learning. Similar programs are in place in other area school districts.

- **Total Quality Management Project.** The Hubert Olson Elementary School in Bloomington received a \$50,000 performance grant from the Academic Excellence Foundation. Principal Janet Pladsen is spearheading an effort to adapt Total Quality Management (TQM) principles from the workplace to the classroom.

The primary thrust of the effort is to examine the school as an entire system in order to identify and remove systemic barriers to achievement. Pladsen believes an emphasis on quality, work teams and shared decision making will empower individuals at all levels. She said that establishing quality as the dominant theme that cuts across all areas will help to teach students appropriate behaviors.

- **Values First Program.** This is a community involvement program that involves hundreds of adults and young people in the cities of Columbia Heights, Fridley and Hilltop. Its objective in part is to help students learn positive behaviors that will assist them in the classroom and in daily life as they make the transition to adulthood. The seven core values are: integrity, respect, responsibility, citizenship, self-control, nonviolence and caring.

*"This is the most complex educational, social and political problem facing the nation. As such, there is no simple or single solution, and whatever plan or plans are implemented will require years to come to fruition.*

*However, the task force believes the implementation of its suggestions will help bridge the learning gap, break down systemic and personal barriers, and create an effective Minnesota model for student achievement and integration."*

—Bridging Gaps & Breaking Barriers.

1995

*“Desegregation’ means the assignment of students to public schools and within such schools without regard to their race, color, religion, sex or national origin, but ‘desegregation’ shall not mean the assignment of students to public schools in order to overcome racial imbalance.”*

—Title 42, Federal Civil Rights Act

Values First plans to promote one value per month during the school year in coordination with participating schools. The effort is supported by nonprofit funding and a grant from the Allina Foundation. The program has been lauded by U.S. Sen. Paul Wellstone, who called it a potential national model program.

• **The Family Connection Program.** This effort by the Hopkins School District has the goal of strengthening the partnership between families and educators in order to foster and enhance the learning and development of all students. It specifically emphasizes access, partnerships, communication, diversity and support. The center makes local and county resources more accessible to families.

Katie Lee, Parent Involvement Coordinator, says her primary task is to get parents involved with their childrens’ schools and educations in nontraditional ways. For example, it could be something as simple as providing quiet time for a child to do homework. There is also a training program to teach parents how to serve as advocates for their children. Another program sends teachers and administrators to apartment complexes to seek out parents and encourage them to come to school functions.

Another unique aspect of this program is matching a specific teacher with a family when their first child enters the education system. The teacher will serve as the main contact for that family so long as it has children in school. This provides stability, comfort and access to a reliable source of information.

**Appendix A: Hearings & Witnesses**

Following is the hearing schedule and witnesses who appeared before the Task Force on Student Achievement & Integration.

**Hearing No. 1 (Sept. 13, 1995)**

State Office Building  
St. Paul, Minnesota

Jeanne Kling, President  
State Board of Education

Tom Lindquist, Member  
State Board of Education  
Ann Schluter, Acting Commissioner  
Minnesota Department of Education

Tim Connors, Superintendent  
Bloomington School District

Katherine Kersten, Vice Chair  
Center of the American Experiment

Jim Solem, Regional Manager  
Metropolitan Council

Len Biernat, Member  
Minneapolis School Board

David Dudeyche, Assistant Superintendent  
Minneapolis School District

Zib Hinz, Director of District Options  
Minneapolis School District

**Hearing No. 2 (Sept. 26, 1995)**

Washington County Government Center  
Stillwater, Minnesota

David Wettergren, Superintendent  
Stillwater School District

Burt Nygren, Superintendent  
Mounds View School District

*"Linking the closing of the learning gap with racial balance makes no sense because there is no concrete evidence one thing has a causal connection to the other.*

*Perhaps the prime example of this is the four school districts of Wilmington (New Castle County), Delaware. They've maintained virtually statistically perfect racial balance for over 10 years and committed significant educational resources, yet the learning gap has remained largely unchanged."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

*"The specific factors that do influence student achievement are cited in a 1994 RAND Corp. report, Student Achievement and the Changing American Family. It states the most accurate predictors of student success are: parental education, family income, family size, and the age of the mother at childbirth."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

Wayne Haugen, Superintendent  
Hastings School District

Bill Gaslin, Superintendent  
North St. Paul-Maplewood-Oakdale School District

Bob Djupstrom, Chair  
White Bear Lake School Board

Bill Urbanski, Member  
White Bear Lake School Board

Mary Miller, Member  
Mahtomedi City Council

Mike Quinn, Teacher  
District 624

Bob Zick, Citizen

Deborah Barnes, Member  
Hugo City Council

Kevin Berglin, Citizen

**Hearing No. 3 (Sept. 28, 1995)**  
Eden Prairie City Hall  
Eden Prairie, Minnesota

James Rickabaugh, Superintendent  
Burnsville-Savage-Eagan School District

Tim Connors, Superintendent  
Bloomington School District

Ken Dragseth, Superintendent  
Edina School District

Deb Alexander, Member  
Bloomington School Board

Dennis Kane, Staff Development  
Jefferson High School - Bloomington

Ellen Monk, Staff

Eden Prairie School District  
 Andrew Hopper, Student  
 Bloomington High School

David Hammond, Member  
 Eden Prairie School Board

Janet Pladsen, Principal  
 Olson Elementary School - Bloomington

Phil Miller, President  
 Medical Institute of Minnesota

Tom Lindquist, Member  
 State Board of Education

**Hearing No. 4 (Oct. 5, 1995)**  
 Columbia Heights High School  
 Columbia Heights, Minnesota

Alain Holt, Superintendent  
 Columbia Heights School District

Dennis Schultz, Director of Human Resources  
 Columbia Heights School District

Barb Whiting, Principal  
 Highland Elementary School - Columbia Heights

JoAnn Heryla, Principal  
 Ramsey Elementary School - Minneapolis

Kelly Swanson, Coordinator  
 Values First Program

Peter Thurgood, Teacher  
 Anoka-Hennepin School District

Peter Heryla, Director of Career Placement  
 Metro Learning Alliance (Mall of America School)

Mary Ann Nelson, Principal  
 Fridley High School

Bob Zick, Citizen

*"The need for parental involvement also makes a strong case for a return to community or neighborhood schools in districts that have high numbers of poor parents. Mary Moreira of the Robbinsdale School Board believes the farther away parents are from the schools their children attend, the less likely they are to become involved with the school. This is especially true for parents who are reliant on public transportation."*

—BRIDGING GAPS &  
 BREAKING BARRIERS,  
 1995

*"Lifting student achievement across the board should be a goal for all schools, but it is also a goal that should realistically represent the difficulties posed by certain categories of students. Each district should be permitted to set its own goal (e.g., if 50 percent of students are below national norms, the first step might be to work to reduce that figure to 25 percent)."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

Steve Henike, Citizen  
Fran Smallfield, Citizen

Kevin Berglin, Citizen

**Hearing No. 5 (Oct. 16, 1995)**  
Eisenhower Community Center  
Hopkins, Minnesota

Ron Davis, Chair  
Hopkins School Board

Barb Klaas, Member  
Hopkins School Board

Tom Bollin, Superintendent  
Robbinsdale School District

Mary Moreira, Member  
Robbinsdale School Board

Mike Lovett, Assistant Superintendent  
Minnetonka School District

Ted Sauer, Director  
Hopkins Community Education

Katie Lee, Coordinator of Parental Involvement  
Hopkins Family Connection Program

Charlie Thomson, Former Member  
Excelsior School Board

Sue Holt, Citizen

Bob Grant, Citizen

Ken Corens, Coordinator of Technology  
Hopkins School District

Liz Ogren, Teacher  
Hopkins School District

Sandy Falkman, Teacher  
Hopkins School District

Joe Reese, Former Member  
Hopkins School Board

James Brown, Member  
Minnesota Human Rights Commission

Ruth Wollenberg, Former Member  
Cultural Diversity Commission

Angela Erhard, Citizen

Karl Bunday, Citizen

Mary Whitney, Citizen

Deb Hagstrom, Citizen

Becky Liestman, Citizen

**Hearing No. 6 (Oct. 17, 1995)**  
District Education Center  
Coon Rapids, Minnesota

Henry Terrell, Associate Superintendent  
Anoka-Hennepin School District

Judy Birmingham, Associate Superintendent  
Anoka-Hennepin School District

Mike Sullivan, Chair  
Anoka-Hennepin School Board

Walter Munstermann, President  
Anoka-Hennepin Education Association

Kenneth Berg, Principal  
Evergreen Park Elementary School - Brooklyn Center

Erling Johnson, Member  
State Board of Education

Larry Beckman, Citizen

*"If the State Board of Education believes it knows how to close the learning gap and achieve the other goals in the proposed rule on desegregation/integration and achievement, it should tell our schools exactly how to do the job. If it does not have this knowledge, then why does it believe pushing local officials aside will increase achievement?"*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

*"One problem mentioned at several task force hearings is the number of poor students who are highly mobile because of the transient life-style of their parents. Principal Barb Whiting, Highland Elementary School, Columbia Heights, told the task force that a high percentage of students who were newly enrolled in her school in September were already leaving in early October. This mobility commonly has a negative effect on student achievement."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995

**Hearing No. 7 (Oct. 30, 1995)**

District Education Center  
Maple Grove, Minnesota

Dr. Marl Ramsey, Superintendent  
Osseo School District

Dr. Tom Bollin, Superintendent  
Robbinsdale School District

Dean Prekker, Associate Principal  
Park Center High School

Penny Thorkildson, Teacher  
Willow Lane Elementary School

Lori Long, Citizen

Kirk Hughes, Citizen

Rich Cranbeer, Fomer Member, Osseo School Board

Nancy Miller, Citizen

William Presley, Citizen

Sue Harris, Citizen

Greg Carter, Citizen

Bob Crumpton, Citizen

Mary Hansen, Citizen

Gilbert David, Citizen

**Appendix B: Resources & Bibliography**

Armor, David: *Forced Justice: School Desegregation and the Law*, 1995, Oxford University Press, New York.

Armor, David: Conversation with task force coordinator Patrick Curren on Oct. 27, 1995. He is a social scientist who teaches at George Mason University, Fairfax, Virginia.

Cooper, Chuck: Conversation with task force coordinator Patrick Curren on Oct. 30, 1995. Mr. Cooper is an attorney specializing in desegregation issues. He is with the Washington, D.C. firm of Shaw, Pittman, Potts & Trowbridge.

Kersten, Kathy: *Good Intentions Are Not Enough*, 1995, Center of the American Experiment, Minneapolis.

Lindseth, Al: Conversation with task force coordinator Patrick Curren on Oct. 30, 1995. Mr. Lindseth is an attorney specializing in desegregation issues. He is with the Atlanta, Georgia, law firm of Asbill, Sutherland & Brennan.

Orfield, Gary: *Desegregation and Educational Change in San Francisco*, July 1992.

Rossell, Christine: *The Carrot or the Stick for School Desegregation Policy*, 1990, Temple University Press, Philadelphia.

Rossell, Christine: *The Convergence of Black and White Attitudes on School Desegregation Issues During the Four Decade Evolution of the Plans*; William & Mary Law Review, January 1995.

Rossell, Christine: Conversation with task force coordinator Patrick Curren on Nov. 1, 1995. She is a social scientist who teaches at Boston University, Boston, Massachusetts.

*"The task force heard about voluntary student and teacher exchange programs, innovative efforts to reduce the learning gap, initiatives to secure increased parental involvement in education, attempts to reach students frustrated by language and cultural differences, collaborative partnerships to connect struggling parents with social services, barriers to effective learning inadvertently created by parents, demographic changes altering urban and suburban student profiles, minority teacher recruitment, the uses of compensatory aid money, financial resource problems and other topics."*

—BRIDGING GAPS &  
BREAKING BARRIERS,  
1995



# TASK FORCE ON STUDENT ACHIEVEMENT & INTEGRATION

Chair: REP. BARB SYKORA (296-4315) • Co-Chair: REP. ALICE SEAGREN (296-7803)

248F State Office Building • 100 Constitution Ave. • St. Paul, Minn. 55155 • 612-296-5529

This is a non-scientific survey that many people who attended our task force hearings took the time to fill out and return to us. It is included here because the results are reflective of the comments that we received from those who attended our seven hearings in the Twin Cities area.

- |  |                  |
|--|------------------|
| 1. The State Board of Education (SBE) wants all school districts in the seven-county metro area to take part in a mandatory regional desegregation/integration plan, even though all Minnesota schools are legally desegregated. What plan would you choose? |                  |
| (a) mandatory for schools, mandatory for students .....  | 3%               |
| (b) mandatory for schools, voluntary for students .....  | 6%               |
| (c) voluntary for schools, voluntary for students .....  | 39%              |
| (d) no metro desegregation/integration plan .....  | 51%              |
| 2. Please rank the following factors (one being most important, five being least important) that you believe have the greatest influence on student achievement:   |                  |
| (a) the amount of money spent on each student .....  | #4               |
| (b) parental education and income .....  | \$5              |
| (c) parental expectations and involvement .....  | #1               |
| (d) the level of commitment by teachers .....  | #2               |
| (e) the amount of time students spend in the classroom .....   | #3               |
| 3. The SBE wants to hold schools accountable for closing the learning gap between students from diverse cultural and socioeconomic backgrounds. If the gap is not closed, schools could be taken over by the state or lose funding. Do you support this?     | Yes: 15% No: 85% |
| 4. A key part of the proposed rule is the imposition of racial enrollment quotas on districts, and the establishment of quotas within each school building and individual classroom. Do you support the use of these quotas in our public schools?           | Yes: 3% No: 97%  |
| 5. The SBE wants all districts in the state to annually collect and report data on the racial and/or ethnic identification of all students. Do you support this requirement?   | Yes: 24% No: 76% |
| 6. The Minneapolis school board is planning to curtail busing students for the purpose of achieving racial balance in order to focus on creating neighborhood schools that place student achievement first. Do you support this change? .....                | Yes: 100% No: 0% |

Name \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ Zip \_\_\_\_\_



# TASK FORCE ON STUDENT ACHIEVEMENT & INTEGRATION

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FOR IMMEDIATE RELEASE

NOV. 7, 1995

## TASK FORCE SAYS STATE BOARD OF EDUCATION SHOULD SHIFT RULE FOCUS FROM MANDATES TO INCENTIVES

St. Paul—The chair and co-chair of the House Republican Task Force on Student Achievement and Integration today called for the State Board of Education (SBE) to rewrite its proposed rule on desegregation/integration and achievement. They said the board should encourage voluntary interdistrict efforts, support neighborhood schools, remove penalties, and make other changes that would emphasize incentives over mandates.

The task force chairs also suggested that the board temporarily suspend its rulemaking process in order to consult with qualified outside experts about the educational, social, fiscal and legal ramifications of its proposals. The task force has found that major elements of the proposed rule have been unsuccessful when used in other cities and states.

“Minnesota’s taxpayers should not be asked to fund initiatives that have a documented history of failure across the nation. The board has presented little evidence to support its belief that the proposed rule can do what they say it will do,” said Rep. Barb Sykora, task force chair. “Because the rule is being drafted voluntarily—not as the result of a court order—the board has a unique opportunity to write a rule that could serve as a national model of voluntary interdistrict cooperation.”

She said that a number of innovative grassroots efforts are already underway in the Twin Cities and some promising new ones are forthcoming. “It takes years to get complicated cooperative programs such as the tridistrict magnet school in Roseville or the downtown Minneapolis magnet school up and running,” said Rep. Sykora. “Now that these are on the verge of implementation, we should give them time to see how well they work.”

Rep. Alice Seagren, task force co-chair, said another reason the board should slow its rulemaking process is that the new rule could complicate the lawsuit that the Minneapolis NAACP has filed against the state.

“Al Lindseth, a prominent desegregation attorney, told the task force the new rule could be used as evidence against the state in the pending lawsuit,” said Rep. Seagren. “He’s defense counsel in the *Sheff v. O’Neill* case in Connecticut, where a poorly crafted education board rule there has greatly complicated the state’s defense in an adequacy lawsuit.”

(continued)

The Task Force on Student Achievement and Integration made the following five recommendations to the State Board of Education.

- **Voluntary Participation by All.** The rule should encourage the voluntary participation of school districts, students and parents in Twin Cities regional integration efforts. The current rule draft mandates participation by school districts only, with student participation being voluntary.
- **Community/Neighborhood Schools Without Quotas.** The rule should permit the development of community and neighborhood schools without regard for racial percentages. Many of the people who testified before the task force were overwhelmingly in favor of local choice and local control, not additional state mandates. Districts and schools should have the flexibility to define racial balance in relation to the demographics and desires of the people in their own communities.
- **Closing the Learning Gap.** The SBE should reassess its learning gap proposal in light of the potential legal implications of guaranteeing outcomes that are largely beyond the control of schools. Many factors influence learning, such as the involvement of parents in their children's education, the expectations they set, and their socioeconomic status. The task force is concerned about what might happen if the gap isn't closed. Should the schools be held liable for the failings of certain parents or the poor behaviors of some students? Local districts and schools should be permitted to define their own goals based on the specific learning needs of their students.
- **Reporting Requirements.** The task force is opposed to the proposed statewide mandate to establish community learning and/or integration councils to set learning gap closure and integration goals. These appointed councils would bypass the authority of locally elected school boards and add another layer of bureaucracy to our educational system. Additionally, requiring parents or teachers to report the racial heritage or skin color of students to the state is offensive.
- **Incentives, Not Penalties.** The penalties proposed by the SBE for non-compliance by districts or schools are excessive as well as counterproductive. The task force suggests that they be removed entirely from the proposed rule. The board should consider incentives such as providing targeted money for reaching specific goals, linking additional compensatory aid to outcomes, and providing grants to reward the development of programs suitable for use as models by other districts.

Reps. Sykora and Seagren believe the only truly effective long-term plan will be one that has the broad-based support of educators, parents and students. For example, many of the current efforts that have been implemented by local school districts are effective largely because they're bottom-up initiatives with local roots, not top-down schemes forced upon people by bureaucrats.

"One of the superintendents we met with told us there are more interdistrict cooperative achievement and integration projects taking place in the Twin Cities than in any other metro region he has heard about," said Rep. Sykora. "Something special is going on here and we need to be sure that these efforts are nourished, not squashed. At this point the rule that has been put forward by the State Board of Education is bad public policy, pure and simple. It would be wrong to pretend that it is anything else."

State Bd of Ed  
AM 12/11/95

Bark

Sykora + Alice Seager - testimony

- Purpose of task force - responding

- Some <sup>of their</sup> recs already incorporated  
~~of their~~

- e.g. dropped penalties, redefined  
desegregation, changed the <sup>achievement</sup> ~~goal~~

- Comments today

- Their rec. to make deseg voluntary, rather than mandatory

- found that lots of efforts underway

- magnet schools

- Stillwater's wk w/ St Paul

- pairing

- ~~exp~~ claimed that vol. efforts are

better - likened it to

- re # racial balance

- nothing indicates that racial  
balance has large effect on achievement

- 1st concern must be student achievement

- their studies see so overwhelming evidence

- Achievement gap

- ~~#~~ linking this w/ deseg. puts

MN in a "precarious" position

- puts MN + schools open

for litigation

- Want incentives
  - e.g. dollars to districts making innovative efforts ~~to~~ either on achievement + desegregation
  - MN cd be model for showing voluntary approach work

Other legis. L.

- Had 7 task forces
- Spent day w/ two city superintendents
- Will meet w/ a group of minority parents in Osseo district
  - talked to them abt future visions if they cd design the system
    - > both felt a limited # of magnets are imp., designed carefully
    - existing collaborative efforts in east + west metros
- compensatory aid
  - now based on socioeconomic / AFR indicators
  - recommend tying it to at-risk, low-achieving students
- Imp. of neighborhood schools
  - came up @ every level
  - not addressed in State's 1st or 2nd drafts

12/11/95

Draft comments

- agree w/ policy <sup>stunt</sup> 100%
- disagree w/ stunt that <sup>racial</sup> majority is illegal → this only if there has been deliberate intent to put them there
- noted Clarence Thomas' comment that it is racist to say a problem ~~is~~ defining "segregative"

One of bills  
from introduced  
@2/6  
educ. Subcomm  
mtg

State of Minnesota  
HOUSE OF REPRESENTATIVES

SEVENTY-NINTH  
SESSION

HOUSE FILE No. 2074

January 16, 1996

Authored by Seagren, Sykora, Stanek and Carlson, S.  
Read First Time and Referred to the Committee on EDUCATION

1 A bill for an act  
2 relating to education; establishing a grant program to  
3 improve interracial contact and the educational  
4 outcomes of underachieving, socioeconomically  
5 disadvantaged students; appropriating money; proposing  
6 coding for new law in Minnesota Statutes, chapter 124C.

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

8 Section 1. [124C.50] [EXTENDED SCHOOL YEAR AND EXTENDED  
9 SCHOOL DAY GRANT PROGRAM.]

10 Subdivision 1. [ESTABLISHMENT.] A grant program is  
11 established to improve interracial contact and the educational  
12 outcomes of socioeconomically disadvantaged students whose  
13 educational achievement is at least one grade level below the  
14 level appropriate for students of their age as measured by  
15 standardized reading and mathematics tests. School districts  
16 receiving grants under this section shall develop extended  
17 school year or extended day programs that improve interracial  
18 contact and the academic achievement and long-term educational  
19 and occupational outcomes for underachieving students. School  
20 districts receiving grants must create conditions for positive  
21 programmatic outcomes through:

- 22 (1) community and parental involvement;
- 23 (2) staff development;
- 24 (3) ability grouping to the extent appropriate;
- 25 (4) type and scope of program; and
- 26 (5) multiethnic educational materials.

1        Subd. 2. [ELIGIBILITY.] An applicant for a grant must be a  
2 school district or a group of districts that cooperate for a  
3 particular purpose. To be eligible for a grant, a building site  
4 within a district, a district, or group of districts must meet  
5 all of the following criteria:

6        (1) at least 25 percent of the students enrolled in a  
7 building site within a participating district are eligible to  
8 receive free or reduced cost lunch;

9        (2) a statistically significant number of students enrolled  
10 in a building site within a participating district are  
11 performing at least one grade level below the level appropriate  
12 for students of their age as measured by standardized reading  
13 and mathematics tests;

14        (3) current district programs complement the purpose of  
15 this section; and

16        (4) educational benefits under this section are targeted to  
17 underachieving, socioeconomically disadvantaged students.

18        Subd. 3. [APPLICATION PROCESS.] To obtain a grant to  
19 improve interracial contact and the educational and social  
20 outcomes of underachieving, socioeconomically disadvantaged  
21 students, a district or group of districts must submit an  
22 application to the commissioner of children, families, and  
23 learning in the form and manner the commissioner prescribes.  
24 The application must describe how the applicant's building site  
25 meets the eligibility criteria under subdivision 2, the  
26 applicant's proposal for structuring an extended day or extended  
27 year program, and what conditions the applicant will create for  
28 positive programmatic outcomes. The commissioner may require  
29 additional information from an applicant.

30        Subd. 4. [GRANT AWARDS.] The commissioner annually may  
31 award 20 grants of up to \$150,000 per grant. Five grants shall  
32 be available to school sites in independent school district No.  
33 625, St. Paul, five grants shall be available to school sites in  
34 special school district No. 1, Minneapolis, and ten grants shall  
35 be available to school sites in suburban and rural districts  
36 meeting the eligibility criteria under subdivision 2.

1        Subd. 5. [GRANT PROCEEDS.] School districts receiving  
2 grants shall use the proceeds over a three-year period to  
3 develop or expand extended day or extended year programs at  
4 school sites that accomplish the purposes of this section. The  
5 commissioner must approve expenditures for transportation.

6        Subd. 6. [EVALUATION.] Each grant recipient, in  
7 consultation with the commissioner, shall provide for an  
8 evaluation of its program. Beginning in 1999, the commissioner  
9 shall report to the legislature by January 1 each year on  
10 whether or not extended day or extended year programs are  
11 effective in improving interracial contact and the educational  
12 and social outcomes of underachieving, socioeconomically  
13 disadvantaged students.

14        Sec. 2. [APPROPRIATION.]

15        \$3,000,000 is appropriated from the general fund to the  
16 department of children, families, and learning in fiscal year  
17 1997 for the purposes of section 1.

> Discussion of deseg issues - "to get into 'go to speed'" on SBE deseg rule ~~draft~~ + then vote on 4 bills (2 Leason, 2 Sykora)

> SBE / regmt: Martha Gronseth, Tom Lindquist, + <sup>Asst</sup> AG Cudy, ~~Lavaratto~~

Tom:

- ① Current rule is "working draft" reflects changes of last few years
  - hearing, 4-5 policies in one rule is difficult
  - will have draft proposal in April
    - will solicit public comment then
  - May: proposed rule
  - ~~late~~ late fall: hearings
  - $\rightarrow$  by end of 1996 hope to have new rule

Martha: Key features of current rule

- \* ① Differentiates betw intentional + unintentional segregation
- ② Diff way of identifying  $\int$  of color (?)
- ③ Recognizes unique political status of Am Indian  $\int$
- ④ Districts hv to report every year re composition
  - a) If intentional segregation found, hv to
  - b) "unintentional, hv to implement plan..."
  - c) Districts + adjacent districts adjacent to racially identifiable school districts incented to collaborate across district lines
- ⑤ Community Collaboration Councils
- \* ⑥ No sanctions for unintentional segregation

John

- handed out Boudock + McFarland (leading experts on long-term effects of segregation)

- pg 2: deseg doesn't hurt white students, + it does help black  $\int$  minority  $\int$

- another study by Dr Wells: looks @ all students, even under the narrow criteria of test scores, helps  $\int$  of color

- but eq when look @ the "opportunity structure" / life time achievement

- Keyes case: <sup>made</sup> distinction betw intentional + unintentional segregation

-  $\rightarrow$  states hv addressed "equity suits" + "adequacy suits"

- In one of the latter MN Supreme Ct found ~~segregated~~ education as a fundamental right  $\rightarrow$  <sup>state's</sup> responsibility to provide it

$\rightarrow$  to equalize resources

focus on state law  $\rightarrow$  requires that state guarantee what students need

$\rightarrow$  states may hv to do more than just equalize resources

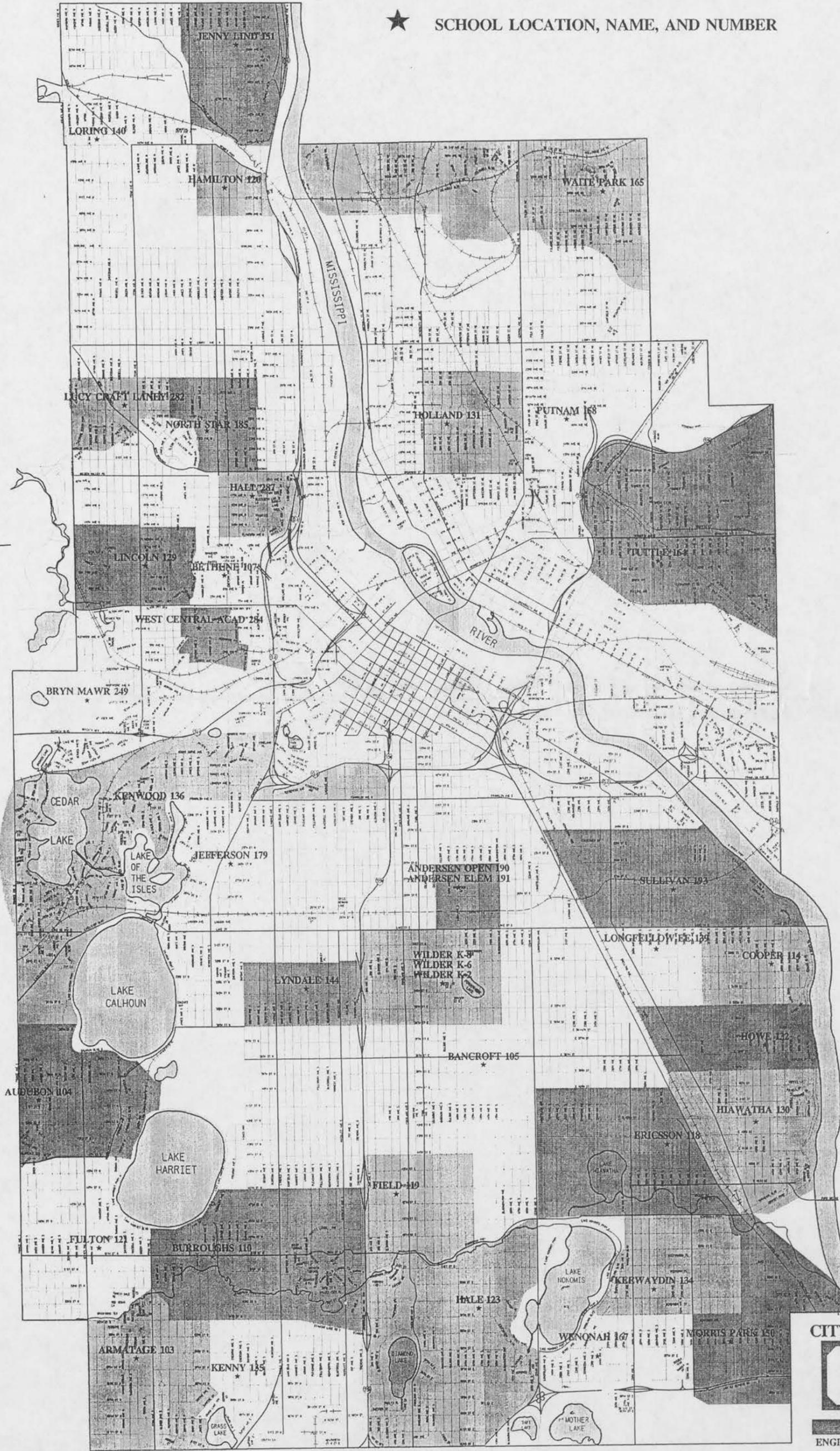
**MINNEAPOLIS PUBLIC SCHOOLS**

**ATTENDANCE AREA**

**MAPS**

# MINNEAPOLIS PUBLIC SCHOOLS COMMUNITY SCHOOLS ATTENDANCE AREAS

★ SCHOOL LOCATION, NAME, AND NUMBER





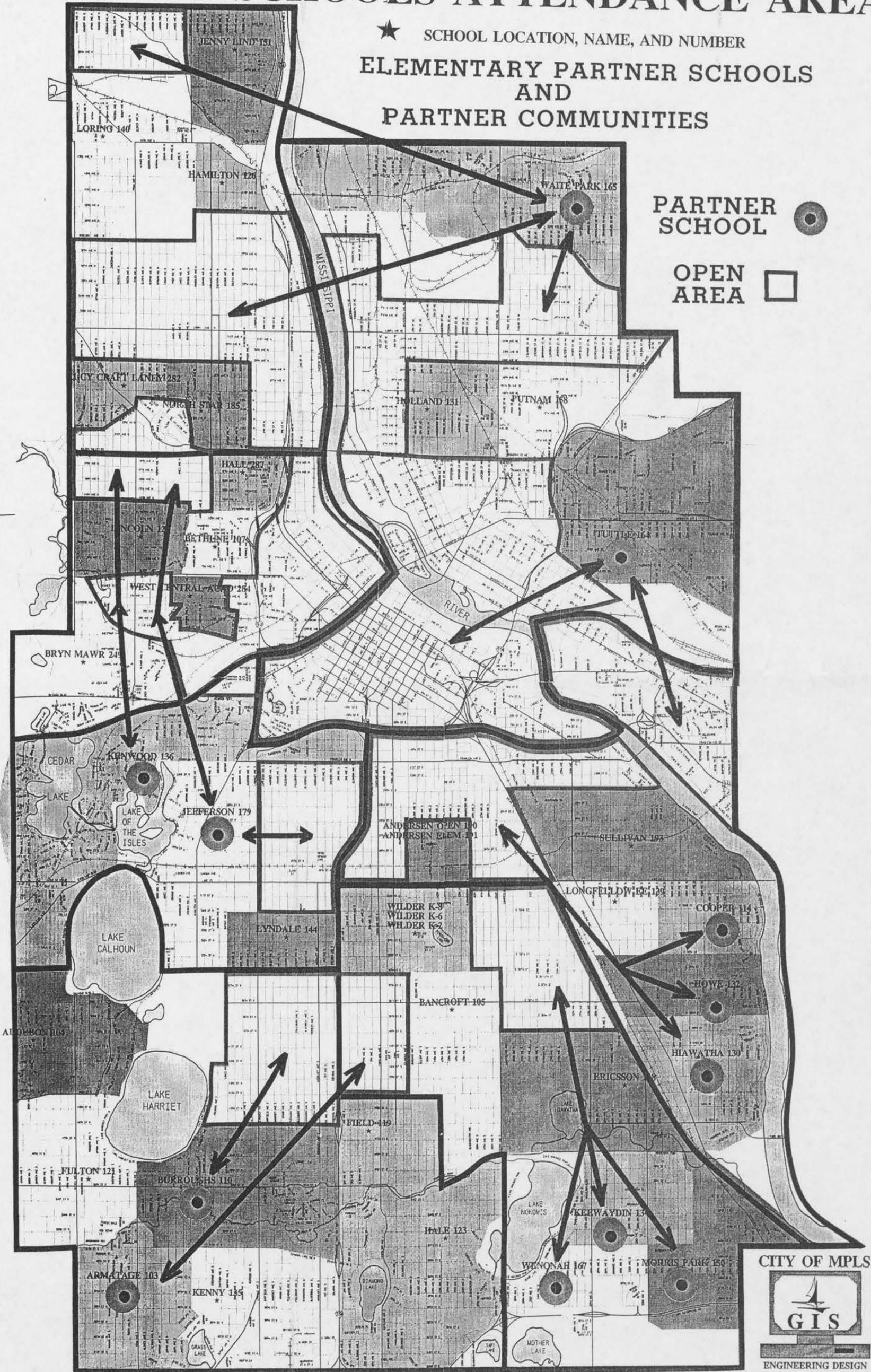
# MINNEAPOLIS PUBLIC SCHOOLS COMMUNITY SCHOOLS ATTENDANCE AREAS

★ SCHOOL LOCATION, NAME, AND NUMBER

ELEMENTARY PARTNER SCHOOLS  
AND  
PARTNER COMMUNITIES

PARTNER  
SCHOOL 

OPEN  
AREA 



CITY OF MPLS



ENGINEERING DESIGN

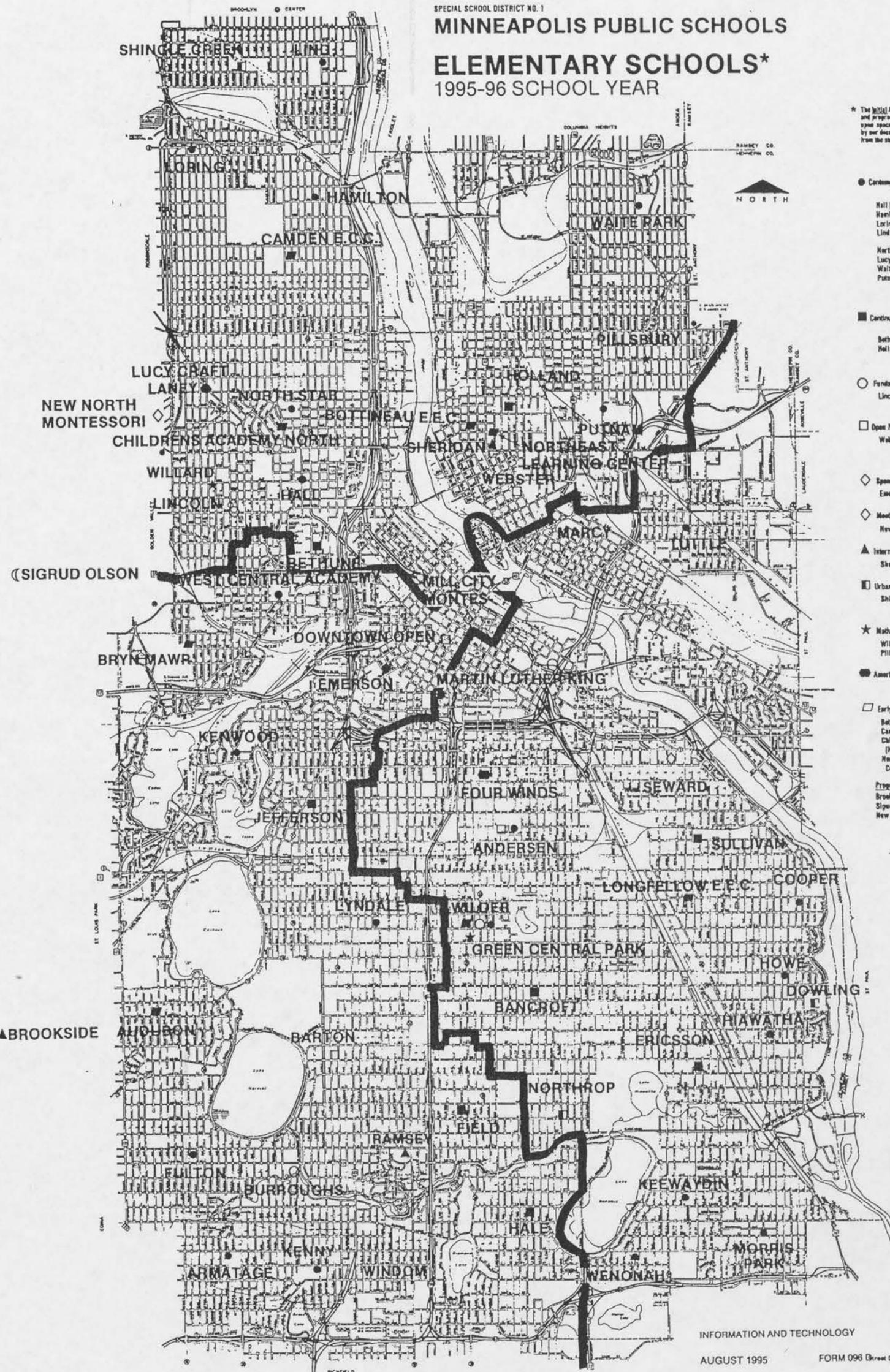
SPECIAL SCHOOL DISTRICT NO. 1

# MINNEAPOLIS PUBLIC SCHOOLS

## ELEMENTARY SCHOOLS\*

1995-96 SCHOOL YEAR

\* The [ ] Assignment of a student to an elementary school and program in the Minneapolis School District is based upon space availability, parent choice, limits imposed by our desegregation plan, and the availability of housing from the student's home to the school.



- Contemporary Programs [ Indicates Paired Schools ]
    - Hill (K-5) [ Cooper (K-3) [ Armatage (K-3)
    - Hennipen (K-8) [ Howe (K-3) [ Kenney (HS, PK-3)
    - Loring (K-3) [ Hiawatha (K-3) [ Lyndale (4-8)
    - Lind (K-8) [ Anderson (4-8)
  - North Star (K-3) [ Keewawdin (K-3) [ Fulton (K-8)
  - Lucy Craft Laney (K-5) [ Morris Park (K-3) [ Kenwood (K-8)
  - Walter Park (4-8) [ Wamash (K-3) [ West Central Academy (K-8)
  - Putnam (K-8) [ Tuttle (K-8) [ Martin Luther King (K-3)
- Continuous Progress Programs
  - Bethune (HS, PK-8) [ Ericsson (K-2) [ Hale (K-3)
  - Holland (K-8) [ Bancroft (3-8) [ Field (4-8)
  - Sullivan (PK-8) [ Jefferson (PK-8)
- Fundamental Programs
  - Lincoln (K-8) [ Wilder (K-8) [ Burrwage (K-8)
- Open Programs
  - Webster (K-8) [ Anderson (HS, PK-8) [ Barton (K-8)
  - [ Marcy (K-8) [ Dorset (K-8) [ Windows (K-8)
- ◇ Spanish Immersion Programs
  - Emerson (K-8)
- ◇ Montessori Programs
  - New North (K-8) [ Seward (HS, PK-8) [ Mill City (K-4)
- ▲ International Fine Arts Programs
  - Sheridan (K-7) [ Ramsey (K-8) [ Brookside (K-8)
- Urban Environmental Learning Centers
  - Shingle Creek (K-5) [ Dowling (K-8) [ Northrop (K-8)
- ★ Math/Science/Technology Programs
  - Willard (K-8) [ Brown Central Park (K-8)
  - Pillsbury (PK-8)
- American Indian/French Language Program
  - Four Winds (HS, PK-8)
- Early Education Centers
  - Bethune (HS, PK-1) [ Langfellow (HS, PK-2) [ Anderson (HS, PK-3)
  - Camden (HS, P) [ Bryn Mawr (HS, PK-3)
  - Childrens Academy North (HS, PK-1) [ Wilder (HS, PK-2)
  - Northwest Learning Center (HS)

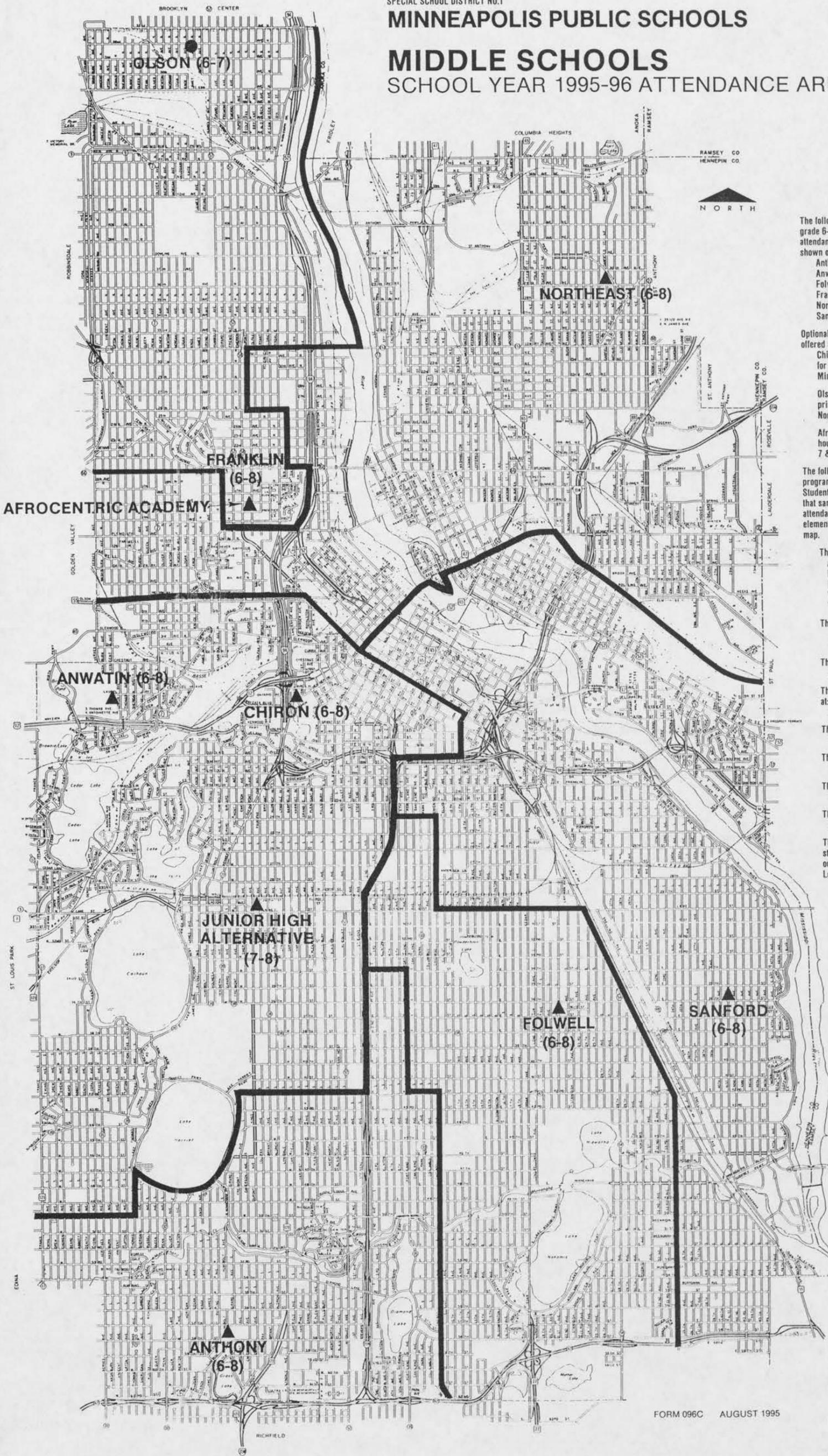
Programs Housed Outside of Minneapolis  
Brookside Performing Arts & Academic Skills Program in St. Louis Park (K-5)  
Sigurd Olson School of Extended Learning in Golden Valley (K-5)  
New North Montessori in Golden Valley (HS, K-8)

SPECIAL SCHOOL DISTRICT NO. 1

# MINNEAPOLIS PUBLIC SCHOOLS

## MIDDLE SCHOOLS

### SCHOOL YEAR 1995-96 ATTENDANCE AREAS



The following Middle Schools offer the regular grade 6-8 contemporary program: It is the attendance areas for these programs that are shown on this map.

- Anthony Middle School
- Anwatin Middle School
- Folwell Middle School
- Franklin Middle School
- Northeast Middle School
- Sanford Middle School

Optional grade 6-8 Middle School Programs are offered at:

Chiron Middle School: The attendance area for this program is the entire city of Minneapolis

Olson Middle School: This program is primarily for students in North and Northeast Minneapolis

Afrocentric Academy: This program is housed at Franklin and is primarily for 6, 7 & 8th graders for Franklin

The following Elementary Schools also contain program options for grades 7 & 8: Most Students in grade 7-8 at these schools attended that same school in a lower grade. The attendance area boundaries for these elementary schools are NOT shown on this map.

The K-8 Open School Programs at:

- Anderson Elementary
- Barlow Elementary
- Marcy Elementary
- Webster Elementary
- Windom Elementary

The International Fine Arts Programs at:

- Ramsey Elementary (K-8)
- Sheridan Elementary (K-7)

The K-8 Spanish Immersion Program at:

- Emerson Elementary

The K-8 American Indian/French Immersion Program at:

- Four Winds Elementary

The K-8 Continuous Progress Program at:

- Sullivan Elementary

The K-8 Fundamental Program at:

- Wilder Elementary

The K-8 Montessori Program at:

- Seward Elementary

The K-8 Math/Science/Technology Program at:

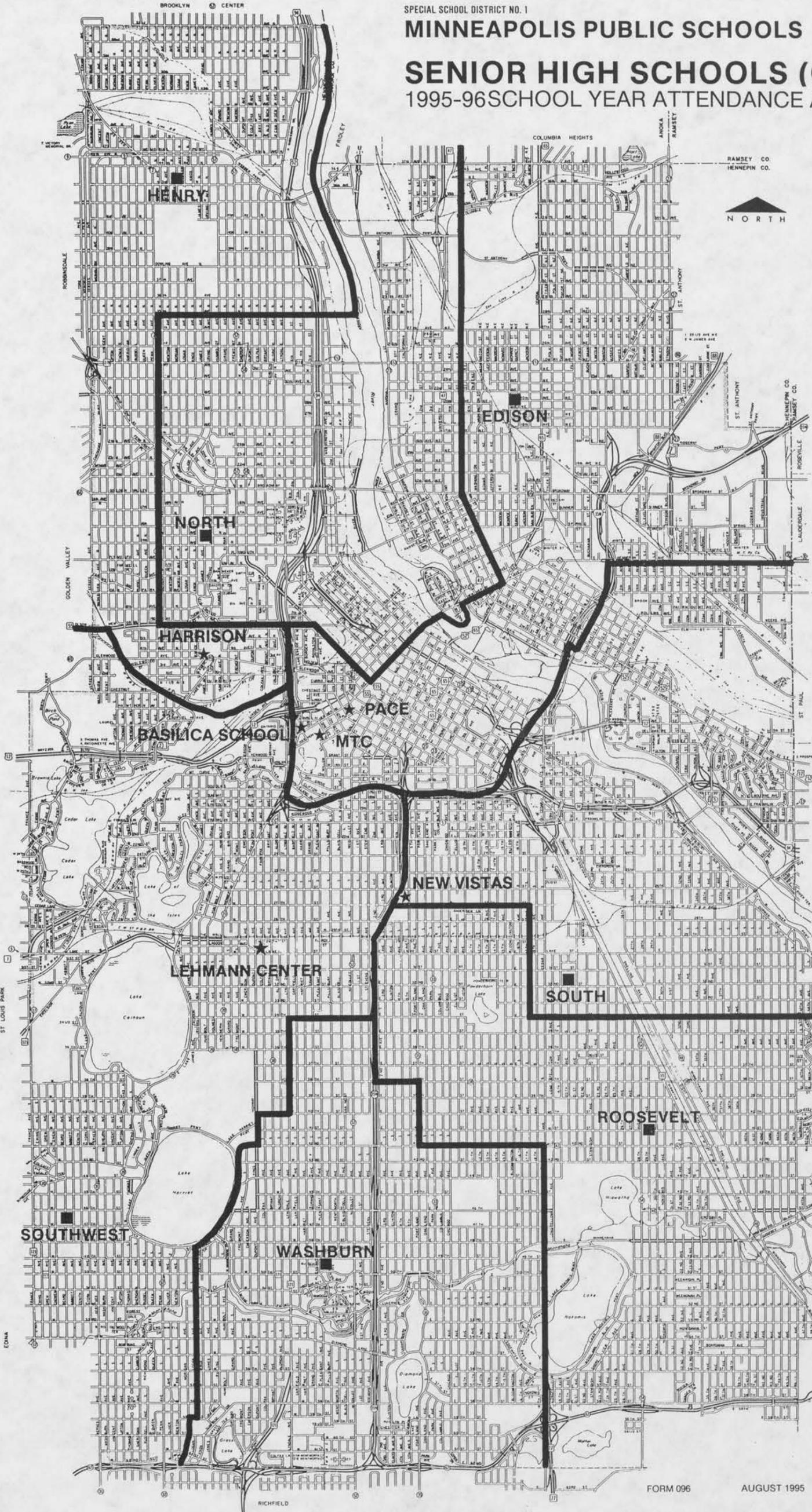
- Dr. Richard R. Green Central Park Elementary

The Junior High Alternative Program, for students in grades 7-8 who require placement outside of a regular program, is housed in the Lehmann Center at 2901 Colfax Ave. S.

SPECIAL SCHOOL DISTRICT NO. 1

# MINNEAPOLIS PUBLIC SCHOOLS

## SENIOR HIGH SCHOOLS (Grades 9-12) 1995-96 SCHOOL YEAR ATTENDANCE AREAS



The attendance areas shown on the map are for the comprehensive program at each high school. In addition, the following program options are offered. Each of these optional programs has a City-wide attendance area unless otherwise noted.

### Edison (9-12)

- Academy of Finance Magnet
- Business Magnet
  - Accounting
  - Data Processing
  - Word Processing
- Service Occupations Magnet
  - Cosmetology
  - Food Service
  - Child Care
- Education Magnet

### Henry (9-12)

- International Baccalaureate Program  
This program does **NOT** have a citywide attendance area. Students in the Henry, Edison, North, and South High attendance areas may elect to attend this program.
- Open Program

### North (9-12)

- Arts and Communication Magnet
  - KBEM Radio/TV Broadcasting
  - Technical Occupations
- Math/Science/Technology Magnet

### Roosevelt (9-12)

- Business/Finance Magnet
- Automotive Magnet
- Health Careers/Medical Magnet

### South (9-12)

- Liberal Arts Magnet
- Open Program
- All Nation American Indian Program

### Southwest (9-12)

- International Baccalaureate Program  
This program does **NOT** have a citywide attendance area. Students in the Southwest, Washburn, and Roosevelt attendance areas may elect to attend this program.

### Washburn (9-12)

- International Studies Magnet
- Aviation and Aerospace Magnet

Alternative Secondary School Programs are housed at:

- ★ Lehmann Center, 2908 Colfax Avenue South
  - Work Opportunity Center (9-12)
  - Junior High Alternative Program (7-8)
- ★ Minneapolis Technical College, 1415 Hennepin Avenue.
  - P.M. High School (7-12)
- ★ Harrison Secondary Center, 1500 Glenwood Avenue
  - Harrison Secondary Spec Ed (7-12)
- ★ The Basilica School, 25 North 16th Street
  - Dropout/Reentry Program (7-12)
  - Assessment Center (9-12)
- ★ New Vistas, 2701 4th Avenue South
  - Pregnant or Parenting Teen Program (6-12)
- ★ PACE, 1021 Hennepin Avenue
  - Pregnant Adolescent Continuing Education (7-12)