

LEGISLATIVE REFERENCE LIBRARY  
LC90.M6 M56 1981x  
Minnesota. Gov. - Focus on learning.



3 0307 00058 8395

810735

# FOCUS ON LEARNING



## Volume Two: Findings

Pursuant to Executive Order #79-36  
Appro. for Commission 1979 Laws, 81<sup>st</sup>  
c. 333. s. 9 due 2/1/81 recd 3/26/

nor's Task Force on Educational Policy  
February, 1981

LC  
90  
.M6  
M56  
1981x  
v. 2



FOCUS ON LEARNING,  
VOLUME II: FINDINGS

GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY  
FEBRUARY, 1981

101 Capitol Square Building  
St. Paul, Minnesota 55101





FOCUS ON LEARNING,

VOLUME II: FINDINGS

GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY  
FEBRUARY, 1981

101 Capitol Square Building  
St. Paul, Minnesota 55101

2. 4. 17

4. 5. 17

1

FOCUS ON LEARNING, VOLUME II:  
FINDINGS OF THE GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY

CONTENTS

INTRODUCTION .....	1
FORCES AFFECTING CHANGE IN THE 1980s .....	5
FINDINGS ON SCHOOL STAFF.....	33
FINDINGS ON STUDENT DISCIPLINE .....	87
FINDINGS ON EDUCATIONAL PROGRAMS/SERVICES AND SCHOOL DISTRICT ORGANIZATION .....	105
FINDINGS ON SCHOOL FINANCE .....	161
APPENDIX:	
EXECUTIVE ORDER #79-36 .....	213
PRESENTATIONS TO THE GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY .....	219
SELECTED READINGS DISTRIBUTED TO THE GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY .....	221
MEMBERS, GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY .....	225



## INTRODUCTION

The Governor's Task Force on Educational Policy was established by the 1979 Legislature. It consists of fifteen members appointed by the Governor in October 1979. Eight members represent the public; seven are members of the education community. The Task Force was directed to review major issues in elementary-secondary education, explore alternative strategies for public policy action, and make recommendations for policy initiatives to the Governor and Legislature in 1981.

The Governor's Task Force on Educational Policy has examined and discussed trends, research, and public opinion relating to elementary-secondary education in Minnesota. The Task Force sponsored nine public forums around the state to solicit the views and concerns of citizens and educators. Subcommittees on School Staff, Finance, and Education Programs and Services and School District Organization developed detailed findings. Task Force staff conducted extensive research and prepared findings on school discipline and forces affecting change in the 1980s.

This report contains the findings of the Governor's Task Force on Educational Policy. It is the second of two volumes which constitute the final report of the Task Force. The information contained in this report serves two functions. First, it provides factual support to the 32 recommendations contained in Focus on Learning, Volume One. Second, it is intended to stimulate dialogue in areas of critical concern to elementary-secondary education.

The Task Force was charged in 1979 with "taking a fresh look" at elementary-secondary education. This two-volume report is designed to challenge Minnesotans concerned with education to critically examine past achievements, analyze and respond to emerging needs, and seize available opportunities for advancing educational excellence.



FORCES AFFECTING CHANGE IN THE 1980s





## FORCES AFFECTING CHANGE IN THE 1980s

School systems are dependent variables of larger social, political and economic forces. Policies and conditions outside the direct realm of education often have a greater impact on schools than do changes in educational practice.

The trends of the 1980s are ushering in a set of conditions different from those of prior decades. This chapter will outline major changes in population characteristics, the labor force, economic conditions, and public attitudes and expectations which will affect public schools in the next ten years and beyond.

### CONTENTS

I.	DEMOGRAPHIC TRENDS .....	6
II.	LABOR FORCE TRENDS .....	11
III.	CHANGES IN ECONOMIC CONDITIONS .....	15
IV.	CHANGES IN PUBLIC ATTITUDES AND EXPECTATIONS TOWARD PUBLIC SCHOOLS .....	23

## I. DEMOGRAPHIC TRENDS

School systems exist within a broader social and demographic context. The evolution of these broader forces significantly affects the environment within which education operates. Trends now occurring will present challenges for schools in the 1980s and beyond.

This section will highlight four major areas which will have a profound impact on education in Minnesota in the 1980s:

(1) Changes in population growth rates; (2) Changes in the age structure of the population; (3) Changes in the characteristics of families and households; and (4) Changes in public school enrollments.

### A. Changes in Population Growth Rates

#### 1. Minnesota will experience a slower rate of statewide population growth in the 1980s.

- Between 1980 and 1985, the population is expected to grow by 3.3 percent (200,000 persons), compared with a growth rate of 3.8 percent between 1975 and 1980 (300,000 persons).

#### 2. Different geographic areas in Minnesota will vary in their rates of population growth.

- The most rapidly growing regions in the 1980s are expected to be in central Minnesota (Planning Regions 7E and 7W, with 23 percent and 18 percent growth respectively).
- The south and western areas of Minnesota are expected to show the lowest rates of population growth.
- Some counties and local government units will experience a decline in population.
- Geographic variations will be compounded by an increasing volume of population migration.

### B. Changes in the Age Structure of the Population

#### 1. Changes in the number of births and the movement of the post-war "baby boom" generation into adulthood will continue to cause increases in some age groups and decreases in others.

- The number of persons aged 25-44 increased by 19 percent in the 1970s. This was the highest rate of growth for any age cohort in that period.
- Declines in the number of births bottomed out in 1973. Since then, Minnesota has experienced increases in births, due primarily to the larger number of women of child-bearing age.
- Between 1975 and 1980, the state experienced a 16 percent increase in births; an increase of 8.8 percent is expected between 1980 and 1985. Thereafter, declines are anticipated.
- Fertility rates have declined to 1.9 children per woman.
- By 1990, only 17 percent of the population is predicted to be between the ages of 16 and 24, compared with 24 percent in 1977.

2. An increasing number of persons in Minnesota will be older than age 65 in the decade ahead.

- Between 1975 and 1980, the number of older persons increased by 6 percent, or 1.79 times faster than the total population.
- An increase of 5 percent in the number of persons aged 65 and over is expected between 1980 and 1985.
- Recent survey information indicates a turnaround in the traditional pattern of outmigration of older persons from Minnesota (-3.4 percent loss between 1960 and 1970; +1.2 percent gain between 1970 and 1977).

C. Changes in the Characteristics of Families and Households

1. Rapid growth in the number of households in Minnesota will continue in the 1980s.

- Between 1975 and 1980, the number of households increased by 9.6 percent. This was 2.5 times the rate of population growth.
- A 9.4 percent increase in the number of households is expected between 1980 and 1985.

2. Changes in the composition of households and families occurring in the 1970s are expected to continue.

- In 1977, a so-called "typical" family of four (employed husband, wife who does not work outside the home, two children under age 18) comprised only 6 percent of all Minnesota families and only 7 percent of all husband-wife families.
  - Forty-five percent of all Minnesota families had no children under age 18 at home in 1977, compared with 42.5 percent in 1970.
  - Over half of all Minnesota households in 1977 contained no more than two persons. Twenty-five percent of Minnesota households in the same year consisted of primary individuals.
  - Female-headed families with children under age six increased by 24 percent between 1970 and 1977, compared with a 14 percent decrease in husband-wife families with children under six.
3. The 1970s witnessed an increase in the number of single parent families and female-headed households in Minnesota. This trend does not evidence signs of abating in the 1980s.
- Households headed by women increased by 50 percent in the 1970s.
  - In 1979, one-quarter of all Minnesota households were headed by women.
  - The number of households maintained by divorced or separated persons rose from 6 percent in 1970 to 8 percent in 1977.
  - Divorce rates increased to fully one-half the number of marriages in 1979. The proportion of women aged 25-34 who are divorced and not remarried rose from 6 percent in 1970 to 9 percent in 1977.
  - The proportion of children under age 18 living with one parent rose 10 percent between 1970 and 1977.
  - Female family heads under age 45 are more likely to have children under the age of 18 at home than are males. This is particularly true in the Twin Cities area.
  - The U.S. Census Bureau predicts that about one-half of all children will spend a portion of their lives before age 18 in a single-parent family.

- The relative economic status of families headed by women has not changed in the last decade. Their 1977 median income (\$8,050) was only 52 percent of that in a husband-wife family (\$15,560).

4. Marriage postponement in Minnesota is increasing.

- Between 1970 and 1977, the proportion of 20-24 year-old men who were single increased from 57 percent to 68 percent. The proportion of single men aged 25-34 increased from 16 percent to 21 percent in the same period.
- Between 1970 and 1977, the proportion of single women aged 20-24 increased from 41 percent to 47 percent. The proportion of single women aged 25-34 increased from 9 percent to 15 percent.
- The number of unmarried male-female couples living together in 1979 was twice that of 1970 (1,346,000 compared with 523,000).

D. Changes in Minnesota Public School Enrollments

1. Overall declines in school enrollments will continue through the 1980s.

- By 1985, the school-aged population will be 78 percent of that in 1970.
- School enrollments are projected to decrease at an annual rate of 3 percent between 1977 and 1983, compared with a 3 percent annual increase in the 1960s.
- From 1976-77 to 1982-83, total enrollments will decrease by 149,000 students or 17.2 percent. Secondary enrollments will decline by 20 percent in the same period.

2. Declines will affect school districts differently. Many low population districts will continue to lose students.

3. The rise in births since 1973 will result in enrollment increases. Kindergarten enrollments began to reflect this trend in 1979-80.

4. The U.S. Bureau of the Census reports a growth of 70.5 percent in the number of children enrolled in pre-school programs between 1970 and 1980.

## REFERENCES

- Council on the Economic Status of Women. Women in Minnesota.  
1980.
- Minnesota Department of Education. The Condition of Education.  
1980.
- Office of the Minnesota State Demographer. Employment in  
Minnesota. 1979.
- . Faces of the Future. 1977.
- . How Many Workers? 1979.
- . Minnesota Age Estimates. April 1977.
- . Minnesota Household Characteristics. 1977.

## II. LABOR FORCE TRENDS

Four major aspects related to trends in the labor force in Minnesota will be discussed in this section. First, growth in the labor force and in its age cohorts will be examined. Second, changing employment patterns of the 1970s and 1980s will be highlighted. Third, evolving career expectations and opportunities will be cited. Finally, specific trends within the education labor market will be examined.

### A. Changes in Labor Force Growth

1. The labor force will grow more slowly in the 1980s due to the absorption of the "baby boom" generation and the already high participation rates of women.
  - Labor force growth is expected to be 14 percent between 1980 and 1990 (1.1% per annum), compared with 31 percent between 1970 and 1980.
  - Major expansion is expected in the group of workers aged 25-44 (from 39 percent of the labor force in 1970 to 55 percent in 1990).
  - The number of young workers aged 16-24 will decline as will youth unemployment rates. This will be in distinct contrast to patterns of the 1970s.
2. Slowing growth rates will affect areas of Minnesota differently. Counties in the southern and western parts of the state will experience slower labor force growth than will be true in other parts of Minnesota.
3. Declining rates of growth in the labor force may limit economic expansion in some areas of Minnesota and may increase competition for workers.

### B. Changes in Employment Patterns

1. The decade of the seventies was marked by the increasing entry of women into the labor market.
  - Women accounted for 60 percent of labor force growth between 1970 and 1977.
  - In 1977, over half (52%) of all women 16 and over were in the labor force, compared with 44 percent in 1970, and 34 percent in 1960. By 1990, the proportion is expected to be 63 percent.

- By 1990, women will comprise 46.5 percent of the labor force, compared with 38 percent in 1970.
  - Many working women are single parents: 46 percent of women who headed households with children were employed, compared with 55 percent of married women.
  - In 1977, half of all husband-wife families with children under age 18 were characterized by both parents working.
2. By 1977, marital status had little impact on the labor force participation rates of women, in contrast to prior decades.
  3. The composition of the labor force varies by geographic areas, primarily reflecting differences in age structure.

#### C. Changing Career Expectations and Opportunities

1. Some occupational groups are growing more rapidly than others.
  - Between 1970 and 1977, the proportion of service workers in the Minnesota labor force increased from 13 percent to 15 percent.
  - The proportion of blue collar workers declined from 31 percent to 27 percent in the same period.
  - The rise of new occupations has been evident, particularly in industries using computers and related technology. Growth in careers in the "information industry" have increased markedly.
  - Job obsolescence appears to be increasing. Worker re-training and relocation are emerging as important considerations in manpower planning.
2. The employment expectations of workers are rising and indications of job dissatisfaction increasing.
  - The baby boom generation, which experienced serious competition for entry-level jobs in the 1970s, may experience similarly tight conditions for job mobility and advancement.
  - Workers are increasing their demands for non-pecuniary rewards such as job challenge, achievement, and recognition.



- Increasing numbers of Americans appear to be unhappy with their jobs; however, most say there isn't much they can do.

3. American businesses are instituting workplace reforms such as flexible work periods, job sharing, involvement of workers in decision-making, provision of day-care services, and comprehensive human resource development programs in order to decrease worker discontent and increase productivity.

D. Changes in the Supply and Demand of Educators\*

1. Reductions in force due to enrollment declines and fiscal considerations characterized the late 1970s.

- Each year from 1977-78 to 1979-80, approximately one percent of the total professionally licensed education cadre was laid off and not rehired.
- The pattern of layoff varied from district to district.

2. The early 1980s point to staff shortages, particularly in Math, Science, Agriculture, and Special Education. Unfilled vacancies are especially apparent in rural districts.

- Increasing numbers of educators are leaving their profession for other careers.
- Rural districts reflect outmigration of staff.
- The number of newly-prepared teachers declined 50 percent between 1971-72 and 1978-79.
- Placement rates of newly prepared teachers were reported to be 90 percent in 1979.
- Starting salaries for teachers tend to be lower than those for other occupations requiring similar training.
- The availability of non-education jobs appears to be increasing, especially for women.
- Enrollment increases now appearing in the early grades will raise demand for teachers.
- Increasingly specialized licensure requirements in areas such as Special Education exacerbate staff shortages.

\*For additional detail, see "Findings on School Staff."

## REFERENCES

- Bird, Caroline. The Two-Paycheck Marriage. Rawson, Wade, 1979.
- "Changing Employee Values: Deepening Discontent?" Harvard Business Review. January-February, 1979.
- Council on the Economic Status of Women. Women in Minnesota. 1980.
- Minnesota State Planning Agency. Public School Educators in Minnesota. 1980.
- Office of the Minnesota State Demographers. Employment in Minnesota. 1977.
- \_\_\_\_\_. How Many Workers? 1979.
- \_\_\_\_\_. Minnesota Labor Force. 1977.
- O'Toole, James. Work, Learning and the American Future. Jossey-Bass, 1977.
- Quinn, Robert & Graham Staines. The 1977 Quality of Employment Survey. Institute for Social Research, University of Michigan. 1979.
- "The Revitalization of America." Business Week. June 30, 1980.
- Sheppard, Harold & Neal Herrick. Where Have All the Robots Gone? Worker Dissatisfaction in the 1980s. 1973.
- Toffler, Alvin. The Third Wave. Wm Morrow, 1980.
- Vogel, Ezra. Japan as Number One. Harper Colophon, 1979.

### III. CHANGES IN ECONOMIC CONDITIONS

General economic conditions exert a major influence on the educational system. Economic realities and forecasts of the future tend to define the parameters within which public decisions are made. The state of the U.S. economy is a major focus for discussion by policy-makers, members of the business community, economists, and the general public.

A Gallup Poll conducted for the U.S. Chamber of Commerce in January 1981 reflected continued consumer pessimism about the economy, despite promises made by the new administration. Daniel Yankelovich believes that "the state of mind of the public is worried sick [about the economy] and in a panic...people know there is something wrong." (Business Week, June 30, 1980.) Even though many economists attest to the end of the current recession, laypersons remain skeptical and cite their personal financial worries. (Wall Street Journal, September 19, 1980.)

Four areas will be explored in this section: (1) Changes in the growth rate of the U.S. economy; (2) Changes in productivity; (3) Changes in the cost, availability and consumption of energy; (4) Changes in revenue sources and levels to finance public schools.

#### A. Changes in the Growth Rate of the U.S. Economy

##### 1. The U.S. economy is characterized by a slower rate of growth than in previous decades.

- Overall U.S. economic growth slid to 3.2 percent per year in the 1970s from 4.1 percent in the 1960s, and 3.9 percent in the 1950s.
- Real economic activity in the second quarter of 1980 declined 9.9 percent from the first quarter of 1980. This period matched the decline of the first quarter of 1975 for the sharpest quarter to quarter decline in the post W.W.II period.

##### 2. The U.S. is characterized by rising rates of inflation which have eroded gains in the real GNP.

- In 1979, the U.S. inflation rate was higher than the average rate of all industrial countries.
- Since 1973, the compounded annual rate of change in the Consumer Price Index has risen rapidly, due in large part to escalating petroleum costs.
  - Jan. 1972 - Feb. 1973: 4.5% change in the CPI.
  - Dec. 1978 - June 1980: 13.8% change in the CPI.

- Relatively high rates of inflation are probable for the 1980s. Economists predict a likely range of 8-10 percent for the early 1980s.
3. Gains in personal income have narrowed.
- Inflation in the 1970s grew faster than personal income, therefore depressing consumer buying power.
  - The economic burden of necessities will cause serious financial difficulties for many citizens.
  - Declining productivity rates and rising hourly wages have increased labor costs. This also places pressure on consumer prices.
4. Swings in the prime interest rate can affect the cost and availability of money. Although high interest rates continue, the latter part of 1980 and early 1981 have not witnessed the severe fund shortages and constraints in credit availability as was true in early 1980.
- 1977 marked a low of 6.85 percent average in prime interest rates. From this low, the prime rate rose to 9.06 percent in 1978 and 19.5 percent in April 1980. Although the prime rate peaked at 21.5 percent in the latter half of 1980, it stabilized at 19.5 percent in January 1981.
  - Changes in interest rates will especially influence capital costs for facilities in local schools.
  - In spite of high interest rates, capital expenditure plans by business remained strong in 1981.
5. The impact of the Federal Reserve system's attempts to bring down the growth rates of the money supply in 1980 remains unclear.
- While efforts of the Federal Reserve may not cause a recession, they seem certain to postpone any substantial economic expansion in early 1981.
  - At the same time, however, sustained expansion during 1982 and 1983 is expected to occur, particularly if federal tax cuts are enacted by mid-1981.

## B. Changes in Productivity

1. U.S. productivity (i.e., the value of goods and services produced per hour of labor) grew at a slower rate in the 1970s than in the prior two decades.
  - In the 1950s and 1960s, productivity grew at a compound annual rate of +2.7 percent.
  - Productivity increased at an annual rate of +1.7 percent from the fourth quarter of 1978 to the second quarter of 1980.
2. Many economists tie declines in outlays for capital investment to drops in productivity.
  - Real industrial research and development outlays as a percent of the real GNP have declined since the mid 1960s. (1964: 2.1%; 1978: 1.6%).
3. However, currently available statistics do not accurately measure productivity.
  - Productivity figures are only approximations of complex trends.
  - Time periods are not comparable: productivity normally spurts during a boom, lags when the economy levels off, and drops during a recession.

## C. Changes in the Cost, Availability, and Consumption of Energy

1. Natural resource dependencies and energy vulnerability will continue throughout the 1980s.
  - Total consumption of energy in Minnesota is doubling every 15 years.
  - Over 99 percent of Minnesota's energy supply is derived from sources outside the state. Replacement is unfeasible in the 1980s.
  - Shortages of 20 percent may cause shutdowns or, at minimum, rationing.
  - Over half of all U.S. oil imports come from OPEC nations.
2. Steeply rising costs have a direct effect on schools.
  - The cost of fuel oil in Minnesota rose 88 percent in 1979 alone.

- The cost of natural gas is expected to increase 30 percent in Minnesota in 1981.
  - Schools in the U.S. spent \$20 per pupil unit for fuel in 1973, compared with an average cost of \$57 in 1979.
  - Forecasters predict that energy costs to school districts will triple between 1980 and 1985.
  - However, schools across the nation decreased their energy consumption by 2.3 percent between 1978 and 1979.
3. Most schools were not planned to conserve energy; retrofitting inefficient buildings is expensive.
- Schools were constructed in the 1950s and 1960s with energy-robbing features. Fiscal constraints make it difficult for local districts to cover energy costs.
  - Old schools are being replaced with new ones at the rate of 2 percent annually. Fuel consumption can be reduced 60 percent in new buildings through a broad range of techniques. However, the initial costs of constructing energy-efficient buildings are estimated to be 10-20 percent higher than traditional buildings (American Institute of Architects). The payback period to recover these costs is 10-15 years.
4. In 1978, 8,333 school buses in Minnesota traveled over 110 million miles, consuming over 22.5 million gallons of gasoline and almost 350 thousand gallons of diesel fuel.
5. Energy considerations will necessitate close relationships between schools and communities. For example:
- Alterations in the school year and class scheduling will directly affect community energy costs.
  - The broader social impact of reducing school transportation services could be significant.
  - Community energy education programs will need to be made available to consumers of all ages.
6. Energy considerations are influencing population migration and the locational choices of firms.

D. Changes in Revenue Sources and Levels to Finance Public Schools

1. The Reagan Administration has pledged to reduce government spending in order to bolster supply-side policies and spur economic growth.

- The President has promised to press for substantial cuts in both personal and corporate taxes.
- Slashes in nondefense government spending have been pledged in order to reduce the role of government and shift resources to the private sector. However, increased military spending is expected.
- The administration is committed to reducing government regulation in areas where they are not economically justified in order to encourage business to make use of tax cut incentives.
- However, the impact of these policies will depend on the extent to which Congress accepts specific proposals.

2. During the 1970s, the amount of federal money flowing into Minnesota for public school programs remained relatively stable, comprising 6 percent of total public school revenues.

3. Minnesota's economy in the late 1970s reflected uncertain conditions.

- Three of the major tax sources (individual income, corporate income and sales tax), which account for 79 percent of General Fund revenues, are sensitive to changes in economic conditions.
- Increased reliance on individual and corporate income taxes occurred during the 1970s; efforts to give property tax relief accompanied this trend. In 1978, each of these three forms of taxes provided roughly one-third of all state and local revenue.
- State revenues declined in 1979 due to: (1) overall declines in consumer spending reflected in smaller sales tax revenue; (2) lower amounts of corporate income tax revenue; and (3) tax reforms such as property tax limitations and income tax indexing.
- The number of people employed in Minnesota in December 1980 was below that of the year prior, despite growth in the labor force at large.

- Home loan applications, housing starts, new auto sales, and help-wanted ads in December, 1980 were below 1979 levels.

4. Minnesota has a tradition of strong financial support for its public schools.

- The Legislature appropriated more than \$2.5 billion for elementary-secondary education for the 1979-81 biennium. This figure represented 30 percent of the state's general fund appropriations.
- Seventy percent of the total public education dollar was appropriated for aids to elementary and secondary schools in 1979.
- During the 1970s, reliance on the property tax has been shifted. In 1978-79, state-collected revenues accounted for 76.5 percent of all state and local revenues for Minnesota public schools. The property tax yield provided 23.5 percent of school revenues for operating expenses in that same year, compared with 25.1 percent in 1973-74.

5. Competition for public resources will increase in the 1980s. This may affect the funding of public schools.

- The proportion of citizens who do not have children in school will grow.
- The number of persons over age 65 will increase. They will place greater demands on the medical assistance and income support systems now in place.
- Constituencies for improved housing, road and bridge construction, and recreation facilities will compete with schools for public funds.
- Between the 1971-73 and 1979-81 biennium, the public school proportion of state appropriations dropped by 12 percentage points (from 42% in 1971-73 to 30% in 1979-81).
- Allocating public dollars may well become zero-sum in nature, i.e., one item will gain only at a loss to another.



## REFERENCES

American Association of School Administrators. External Factors Summary Report: Preliminary Draft. August 1980.

"Coming: A Decade of Prosperity." Changing Times. January 1980.

Danforth, John. "Economic Outlook and Policy Choices: A Minnesota Perspective." (Charts for Presentation) April 21, 1980.

"Eighties Economic Outlook." World Press Review, 27:35. January 1980.

"Forecast of Experts." U.S. News and World Report, 86:51. February 12, 1979.

Fortune Magazine: February 25, 1980; March 10, 1980; April 7, 1980.

Franklin, W. "Contradictions in Economic Prophecies." Business Week. May 28, 1979.

Friedman, Milton and Rose Friedman. Free to Choose. Harcourt, Brace, Jovanovich, 1980.

"Gauging Growth." Wall Street Journal. October 12, 1980.

"Income Shows Narrower Gains." Business Week. September 15, 1980.

Kahn, Nerbert. "Economics Present and Future." Futurist. June 1979.

Mjolsness, Daniel B. "Energy - Transportation/Facilities: Looking at the Next Five Years and Beyond." The Windmill. Rural Education Action Program. Staples, Minnesota. October 1980.

Minnesota Department of Education, Education Statistics Section.

Minnesota Energy Agency. 1980 Energy Policy and Conservation Report for Minnesota.

Minnesota Department of Finance. Monthly Report to the Governor, December 1980. January 16, 1981.

"Outlook on the 80s--World Economy." Foreign Affairs, 58:596. September 1980.

Pechman, Joseph A., Ed. Setting National Priorities, Agenda for the 1980s. The Brookings Institute, 1980.

Platten, D. C. "U.S. and Prospects for the Dollar and the Future," Vital Speeches, 45:655. August 15, 1979.

- Baby boom children were the first generation to be isolated by advertisers as an identifiable market. Over time, the diversity within this new "market" has grown, reflecting geographic, ethnic and socio-economic factors.
- Americans are, on the whole, increasingly better-educated.
  - The proportion of high school graduates as compared with all American 18 year olds increased from 61 percent in 1954-55 to 75 percent in 1980-81.
  - The proportion of Minnesota high school graduates is consistently higher than the national average. In 1977-78, 87 percent of Minnesota 18 year olds graduated from high school, compared with 75 percent nationally.
  - However, the likelihood of completing high school is related to racial/ethnic origin. One-third of young adults of Hispanic origin and one-fourth of young black adults in the U.S. in 1977 did not finish high school.
  - The 1960s marked a period of unprecedented growth in college degrees awarded, as the number of Bachelor's, Master's, and Doctor's degrees more than doubled. Since the early 1970s, the number of degrees awarded has levelled off and is expected to remain fairly stable through the 1980s.
- Power is shifting from the federal government to states and localities.
- The growth of "direct democracy" is reflected in the national trend toward initiative and referendum. In November of 1980, over 400 questions were voted on across the country.
- Cable, videodiscs, and special interest networks are challenging established national network television.
- In 1980, there were over 4,000 special interest magazines being published in the U.S., compared with 300 in 1971.
- The growth in the number of politically independent voters and single interest groups will continue in the 1980s.

## B. Erosion of Citizen Confidence in Public Institutions

1. Daniel Yankelovich reports a massive attitudinal change: "Within a 15-year period, trust in institutions has plunged down and down, from an almost consensual majority. . .to minority segments of the American public life." (1977)
  - Trust in government declined from 80 percent in the late 1950s to 33 percent in 1976.
  - More than 80 percent of voters report that they do not trust their leaders as much as they used to.
  - By the mid 1970s, two-thirds of the American public reported feeling that what they think "really doesn't count."
2. A 1972 Harris Poll indicated significant declines in confidence by Americans in business leaders, financial institutions, the military, Congress, the President, the scientific community, and doctors.
3. The 12th Annual Gallup Poll (1980) revealed that the public holds public schools in relatively high regard as compared with other public institutions.
  - Public schools ranked second to "churches or organized religion" in the confidence held toward them by respondents.
  - Twenty-eight percent of respondents reported having a "great deal" of confidence in public schools, compared with a 19 percent vote of confidence for local government. (46% reported a "fair amount" of confidence in public schools.)
4. A 1979 poll by the Education Commission of the States indicated that one-third of all Americans reported they would be willing to pay increased taxes for improved services from public schools, more than any other local institution. (50% reported they would hold the current level of services.)
5. However, a 1980 Minnesota Poll indicated that a majority of Minnesotans favored cutting services rather than raising taxes by a margin of two to one.

## C. Changes in Public Attitudes Toward Public Schools

1. The Twelfth Annual Gallup Poll (1980) indicated that the decline in public confidence in the schools since 1974 has come to a halt. However, respondents gave schools significantly lower ratings than in 1974.

- In 1980, 35 percent of all respondents gave the public schools an "A" or "B", compared with 48 percent in 1974.
- 2. Over three-quarters of the respondents to the Gallup Poll since 1973 have ranked schools as "extremely important" to one's future success.
- 3. A poll of a national cross section of American teenagers by the Gallup Organization in 1979 revealed that 48 percent of respondents gave their school an "A" or "B" rating, down 7 percent from the prior year. (35% ranked their schools as "C".)
- 4. The Eleventh Annual Gallup Poll (1979) indicated that a majority of respondents believed that children today do not receive an education superior to their own.
  - Only 41 percent of respondents believed that schools are better today than in the past.
  - In contrast, a large majority of respondents in 1973 believed that children get a better education today.
- 5. Respondents to the 1979 Gallup Poll reported the factors they liked best about their schools as good teachers, high standards, special programs and effective discipline.
- 6. A 1980 survey of Minneapolis homeowners reflected public concern for student discipline, exposure to drugs and alcohol, school closings, class size, and student achievement.
- 7. Increasingly fewer parents view teaching as an attractive career for their children.
  - In 1980, only 48 percent of respondents to the Gallup Poll indicated they would like their child to become a teacher, compared with 75 percent in 1969.

#### D. Increasing Criticism By Distinct Population Groups

1. Parents who have children currently attending public schools give their schools the best ratings.
  - The Eleventh Annual Gallup Poll revealed that 49 percent of parents gave their schools an "A" or "B" grade; 31 percent gave a grade of "C".

2. An increasing proportion of citizens do not have school-aged children and may perceive that they receive no direct benefit from public schools. Therefore, they may tend to be more critical.
  - The Gallup Organization found in 1979 that only 29 percent of respondents without children in school gave public schools a grade of "A" or "B".
3. The Gallup Polls reveal growing dissatisfaction by particular population groups: younger adults, black persons, better-educated adults, and respondents without children in school.
  - Thirty-three percent of black persons living in the North gave their schools a rating of "D" or "Fail" in 1980.
  - Only 27 percent of respondents aged 18-29 rated their schools as "A" or "B" in 1980 (compared with 42 percent of respondents aged 30 to 49).
4. It is ironic that the very success of the schools in the past--i.e., the rising educational level of the populace--has been largely responsible for creating an informed, thoughtful and persistent group of critics.
  - Eighty-five percent of children born between 1947 and 1951 completed high school, compared with only 38 percent of their parents.
  - Level of education is a consistent predictor of receptivity to social, technological and cultural change.
5. Greater involvement and familiarity with public schools results in a more favorable attitude.
  - Gallup Poll respondents who had attended a school affair rated their school more favorably. (51% rated their school an "A" or "B" in 1979 as compared with 34% of all respondents.)
  - However, the Gallup Poll evidences a decline in the number of persons attending a school function (37% of respondents in 1969 compared to 33 percent in 1979).

E. Public Perceptions of How to Improve Public Schools

1. Respondents in the 1979 Gallup Poll generally agreed that schools could be improved by:

- Improving the quality of teachers (23%).
- Increasing discipline (20%).
- Setting higher standards (17%).
- Giving students more individual attention (16%).
- Putting more emphasis on the basics (12%).
- Better managing the schools (7%).
- Establishing closer relations with parents (6%).

2. The 1980 Gallup Poll revealed similar results, naming:

- Well-educated teachers and principals (50%).
- Emphasis on the basics (49%).
- Teachers and principals interested in the progress of students (44%).
- Good parent/teacher relationships (40%).
- Careful checks on student progress (32%).
- An orderly atmosphere (27%).

3. It is generally agreed that public schools can be improved by cooperation among parents, the community, and schools.

- Gallup Poll respondents in 1979 suggested better communication, more conferences, increased recruitment and use of volunteers, and planning of special occasions.

## REFERENCES

- Bell, Daniel. The Cultural Contradictions of Capitalism. Basic Books, 1976.
- Biggs, B. Bruce, Ec. The New Class? Transaction Books, 1979.
- Broder, David D. The Changing of the Guard: Power and Leadership in America. Simon and Schuster, 1980.
- Citizens League, Report of the Committee on Issues of the 80s. Enlarging Our Capacity to Adapt. Minneapolis, August 27, 1980.
- City of Minneapolis, Planning Department. Homeowners in Minneapolis. July 1980.
- "Decline in Childbearing Sparks Debate." Minneapolis Tribune. February 8, 1981.
- Education Commission of the States. "Public Opinion on Tax and Expenditure Limitations: Attitudes in Four States." ECS Finance Facts. October 1979.
- Gallup, George. "The Eleventh Annual Poll of the Public's Attitudes Toward Public Schools." Phi Delta Kappan. September 1979.
- . "The Twelfth Annual Gallup Poll of the Public's Attitudes Towards Public Schools." Phi Delta Kappan. September 1980.
- Gallup Organization. A Study of Attitudes Toward the Public Schools Among American Teenagers. December 1979.
- Hirschman, Albert O. Exit, Voice, and Loyalty: Responses to Decline in Firms, Organizations, and States. 1971.
- Hodgkinson, Harold. "What's Right With Education." Phi Delta Kappan, 61:3. November 1979.
- Jones, Landon Y. Great Expectations: America and the Baby Boom Generation. Coward, McCann and Geoghegan, 1980.
- Lasch, Christopher. The Culture of Narcissism: American Life in an Age of Diminishing Expectations. W.W. Norton and Co., 1978.
- Magnet, Myron. "Behind the Bad-News Census." Fortune. February 9, 1981.
- Minnesota Department of Education. The Condition of Education, 1980.





## FINDINGS ON SCHOOL STAFF

### CONTENTS

I.	INTRODUCTION .....	34
II.	CHARACTERISTICS OF THE EDUCATION CADRE .....	38
III.	PRESSURES ON SCHOOL STAFF .....	56
IV.	MORALE AND PRODUCTIVITY .....	67
V.	ATTRACTION AND RETENTION OF HIGH QUALITY STAFF.....	73
VI.	FINAL COMMENTS .....	83

## FINDINGS ON SCHOOL STAFF

### I. INTRODUCTION

Education is a highly labor-intensive industry. It depends on people, most of them specially licensed, to perform its functions. The quality of the instructional programs offered by local districts is largely dependent on their staff. Therefore, the quality, quantity and satisfaction of personnel in the public school system are important concerns in efforts to improve education.

In 1978-79, public schools in Minnesota employed a total of 50,586 Full-Time Equivalent (FTE) professional staff.<sup>1</sup> This resulted in a statewide average of one professional staff member for every 16 students.<sup>2</sup> Substantial declines in school enrollment since the early 1970s have not been matched by proportional reductions in the total number of staff, due primarily to increases in Special Education personnel. In 1978-79, a total of 810,645 students were enrolled in Minnesota public elementary-secondary schools--a decline of 9.9 percent (81,170 fewer students) since 1973-74. By comparison, the total number of Minnesota educators declined only .26 percent (from 50,720 to 50,586). The dramatic growth in the number of Special Education staff from 2,992 in 1973-74 to 5,324 in 1978-79 accounts for much of this stability. When the Special Education category is removed, the period 1973-74 to 1978-79 exhibits a statewide decrease of 2,465 staff positions, or 5.2 percent. If the demand for staff were to be reduced in direct proportion to projected enrollment declines between 1980 and 1985, more than 5,600 professional staff positions would be eliminated (using the 1979 state average of 16:1 students per professional staff.)

Increasing costs and changing enrollments have a direct effect on the persons employed in Minnesota's public schools. Although outlays for the salaries of instructional staff have

---

<sup>1</sup>Includes all professionally licensed administrators, classroom teachers and other instructional personnel such as Special Education directors and teachers, counselors, librarians, and coordinators. Measures of staffing are computed in terms of Full-Time Equivalent (FTE) Personnel. A staff member spending 100 percent of his/her work week assigned to and providing professional services is counted as 1.00 FTE. Two half-time people would also count as 1.00 FTE.

<sup>2</sup>This figure represents a ratio of students (810,645) to total professional staff (50,586). It does not refer to a ratio of students to classroom teachers, nor to class size.

increased at a slower rate since 1969 than expenses for other essential items (e.g., fuel, building maintenance, and other fixed costs), they nonetheless accounted for 54 percent of Minnesota school districts' total current expenditures in 1978-79.<sup>3</sup> Costs incurred for staff salaries are flexible only to the degree that districts are able either to replace more expensive staff with those at lower pay levels or eliminate staff positions entirely. Therefore, the demands on school budgets of rising costs for transportation and building operation, in interaction with increasing costs for instruction, make it extremely difficult for districts to cut spending in proportion to enrollment declines.

The dependence of public education on state aids will compound these fiscal problems. Since foundation aids are related to "weighted pupils" (1.0 for an elementary pupil, 1.4 per secondary pupil), newly declining secondary school enrollments (which peaked in 1976-77) will create a sharper fall-off in the amount of state foundation aid flowing into most districts. These shortfalls will particularly affect the funding of programs at the secondary level which tend to be more expensive, despite the four-year averaging provisions enacted by the Legislature to cushion the blow of enrollment decline. Given these and other pressures, districts will be faced with difficult decisions as to program priorities, effective use of staff, and cost-efficient operation.

The 1980s will be a time of stress and change in education. In determining ways to effectively respond to emerging forces, policy-makers at both the state and local levels will need to concern themselves with the "people variable" on which education depends. The excellence of Minnesota's system for public education attests to the high quality of its school staff. However, the calibre of the cadre needs maintenance and improvement if the public investment is to be protected.

Tomorrow's educational leaders will be drawn from those in the workforce today. Continuing attention needs to be given to what is currently occurring in the ranks of public school educators

---

<sup>3</sup>Current expenditures - Total current expenditures per pupil unit. This is a total of eleven expenditure categories incurred for the benefit of elementary-secondary education, excluding capital expenditures and debt outlay.

Instructional salaries - Expenditures for salaries of teachers, principals, consultants, coordinators, librarians, guidance and counseling personnel, psychologists, and other instructional resource personnel.

if deterioration of this human resource is to be prevented. Questions relevant for attention by policymakers as they consider issues relating to school staff include:

1. Will the education profession have the mix of talents, skills and drive required to insure quality ten years hence?
2. How many openings will occur in the education ranks in the next few years? Will replacements strengthen or weaken the cadre? How do new staff compare with previous incumbents at parallel stages in their careers?
3. Are there situations where replacements are difficult to find, and other areas where eager prospects are going to seed because positions are blocked?
4. Do current school personnel policies serve to keep employees with the greatest career potential and weed out marginal performers, or do they have the reverse effect?
5. Are systematic efforts being made to promote the ongoing personal and professional development of educators or are skill upgrading and career renewal being overlooked?
6. What are the responsibilities of state policymakers in personnel management? In what areas should local school boards have decision-making power? How can state-level issues of educational quality and equity be balanced with local fiscal concerns?

\* \* \* \* \*

These findings will explore the implications for state policy of changes in the milieu and characteristics of public school educators in Minnesota. They draw on information available from public federal, state, and local agencies (in particular the Minnesota State Planning Agency and the Minnesota Department of Education); the insights and experiences of teachers, administrators, school board members and concerned citizens; and from members of the Task Force themselves. The findings are organized into the following areas: (1) Changes in the characteristics of the education cadre; (2) Increased pressures on school staff; (3) Concern for the morale and productivity of school personnel; (4) Isolation of teachers; and (5) Problems in attracting and retaining high quality educators.

## REFERENCES

Advisory Council on Fluctuating School Enrollments. The Impact of Fluctuating School Enrollments on Minnesota's Education System. Final Report, Volume I. January 1977.

Minnesota Department of Education. The Condition of Education. February 1980.

\_\_\_\_\_, School District Profiles. June 1979.

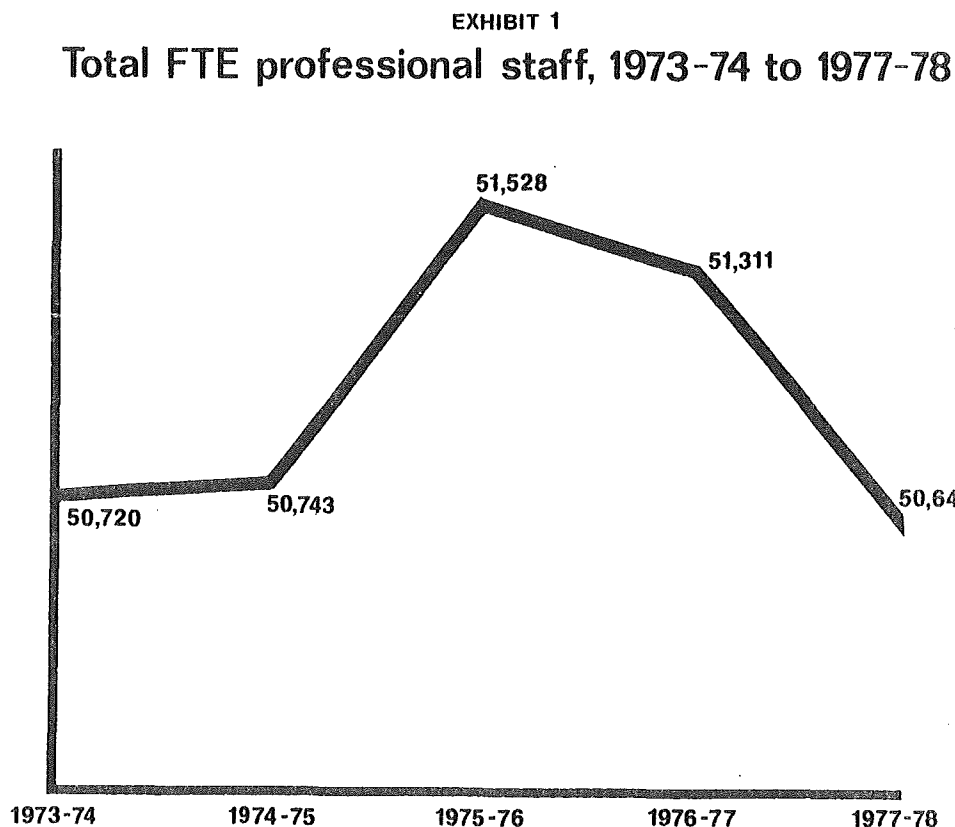
Minnesota State Planning Agency. Public School Educators in Minnesota. April 1980.

Minnesota Teacher Retirement Association.

## II. CHARACTERISTICS OF THE EDUCATION CADRE

Education is a profession in transition. The evolving education cadre in Minnesota is shrinking, middle-aged and experienced. Although differences are apparent between metropolitan and nonmetropolitan school districts, the general trends are summarized below.

- A. The five-year period 1973-74 to 1977-78 exhibits a pattern of overall growth followed by rapid decline in the ranks of professionally licensed public school personnel.
  1. Shrinkage in the cadre began in 1975-76, with 1977-78 marking the first year of decline below the 1973-74 level. (Exhibit 1)



SOURCE: Minnesota State Planning Agency. Public School Educators in Minnesota. April, 1980.

2. With the exception of Special Education, all instructional assignment areas exhibited decline in 1977-78. (Table 1)

TABLE 1

CHANGE IN FTE STAFF POSITIONS  
1973-74 AND 1977-78

	Number of Staff		FTE	Percent
	1973-74	1977-78	Change	Change
Kindergarten	1,339	1,217	-122	- 9.1%
Regular Elementary Instructional	15,706	14,724	-982	- 6.3%
Secondary Instructional	21,943	21,453	-490	- 2.2%
Superintendents	504	483	- 21	- 4.2%
Principals	1,831	1,773	- 58	- 3.2%
Special Education	2,992	4,796	+1,804	+60.3%
All Other	6,404	6,192	-212	- 3.3%
TOTAL	50,720	50,640	- 80	- 0.16%

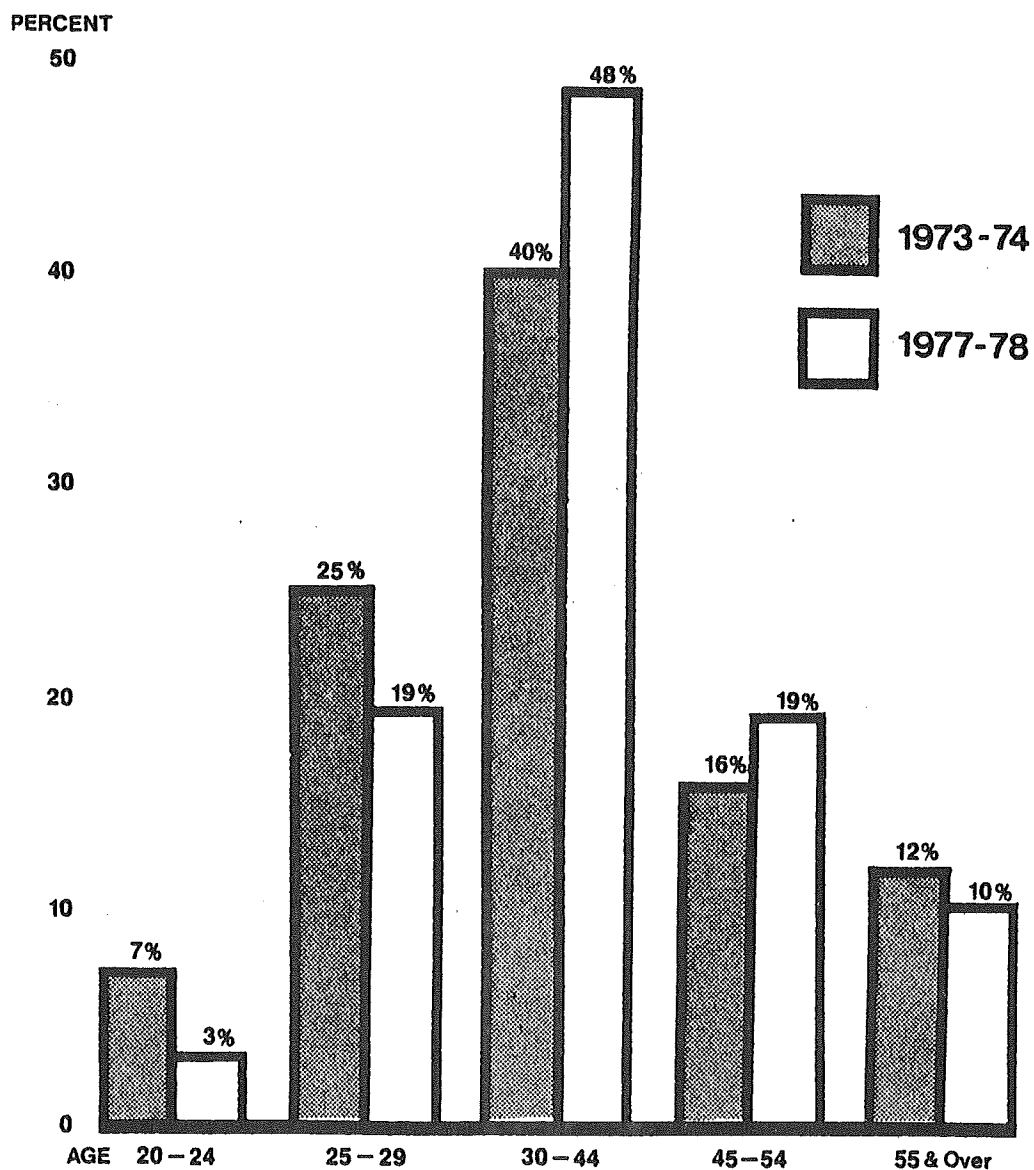
Source: Minnesota State Planning Agency. Public School Educators in Minnesota, op.cit.

3. The proportion of middle-aged staff (ages 30-44) in the education cadre is increasing. This has been accompanied by decreases in the number of both younger and older staff. (Exhibit 2) This pattern is particularly pronounced in the Twin Cities metropolitan area where it is reflected by relatively stable clusters of middle-aged staff.

1. Consequently, fewer replacement slots for new teachers will be available as this trend in effect places a cap on the education labor force.
2. The potential drain in teacher retirement funds could be considerable as large numbers of educators reach retirement age simultaneously. If current data is projected, over 14,000 educators would be eligible to retire at age 65 between 1999 and 2008, compared with 6,359 who retired between 1968 and 1978.

## EXHIBIT 2

### Age of FTE professional staff 1973-74 and 1977-78



SOURCE: MINNESOTA STATE PLANNING AGENCY. PUBLIC SCHOOL EDUCATORS IN MINNESOTA, OP. CIT.



- C. Men predominate in administrative assignments. Most superintendents, principals and Special Education directors are male; in addition, secondary teaching fields exhibit a preponderance of males. (Table 2)

TABLE 2

SEX OF PERSONS IN SELECTED  
ADMINISTRATIVE POSITIONS  
1977-78

<u>Position and Sex</u>	<u>Number FTE</u>	<u>Percent</u>
Superintendents		
Male	478.64	98.97%
Female	5.00	1.03%
Secondary Principals		
Male	932.85	96.94%
Female	29.43	3.06%
Secondary Instructional		
Male	14,287.33	66.06%
Female	7,165.51	33.04%
Elementary Principals		
Male	720.08	88.67%
Female	91.99	11.33%
Regular Elementary Instructional		
Male	3,174.04	13.03%
Female	11,549.71	78.04%
Special Education Directors*		
Male	58.50	80.05%
Female	14.17	19.05%
Special Education Teachers		
Male	891.62	19.02%
Female	3,755.60	80.08%

\*Does not include Supervisors (62% male of 76.3 FTE positions).

SOURCE: Minnesota State Planning Agency. Public School Educators in Minnesota, op. cit.

D. Minnesota educators are increasingly highly-trained, particularly in the Twin Cities metropolitan area and Duluth. (Table 3)

1. In 1977-78, 38.5 percent of all staff in the metropolitan area and Duluth had earned a Master's degree or more, eclipsing the percentage statewide (28%), as well as the proportion in other districts (22%).
2. Since staff salaries are tied to training levels, this trend has important salary implications.

TABLE 3

TRAINING LEVELS OF TOTAL FTE  
PROFESSIONAL STAFF IN THE  
METROPOLITAN AREA AND FIRST CLASS  
CITIES AS A PERCENT OF TOTAL STAFF  
1973-74 AND 1977-78  
OF TOTAL STAFF  
1973-74 AND 1977-78

<u>Training</u>	<u>Metro Area (Region 11) % FTE Staff</u>	<u>First Class Cities % FTE Staff</u>	<u>*Non-Metro State Totals % FTE Staff</u>
B.A. or less			
1973-74	70.9%	67.5%	79.3%
1977-78	66.2%	61.3%	77.3%
5 Year			
1973-74	.1%	.2%	.2%
1977-78	.1%	.2%	.3%
Master's			
1978-74	27.2%	30.4%	19.8%
1977-78	31.3%	35.7%	21.2%
Specialist			
1973-74	.9%	.9%	.3%
1977-78	1.3%	1.4%	.7%
Doctorate			
1973-74	.9%	1.1%	.3%
1977-78	1.1%	1.4%	.4%
TOTAL	100.0%	100.0%	100.0%

\*Balance of State, eliminating Region 11 (includes Duluth)

SOURCE: Minnesota State Planning Agency. Public School Educators in Minnesota, op. cit.

E. The proportion of staff with more than ten years of education experience has increased. (Table 4)

1. In 1977-78, 52 percent of all Minnesota educators had logged eleven or more years of experience.
2. This trend is, however, reversed in small districts enrolling fewer than 300 students. These smaller districts continue to offer career opportunities for newly-prepared teachers who, in turn, will move on after a few years.

TABLE 4

EXPERIENCE LEVELS OF TOTAL PROFESSIONAL  
STAFF AS A PERCENT OF ALL STAFF IN  
SELECTED TYPES OF DISTRICTS,  
1973-74 AND 1977-78

<u>Experience</u>	<u>District Size</u>	<u>Cities of the First Class</u>	<u>State Totals</u>
0-10 Years			
1973-74	58.8%	49.0%	55.8%
1977-78	65.0%	37.8%	47.8%
11-19 Years			
1978-74	21.3%	27.9%	26.5%
1977-78	20.9%	36.2%	32.2%
Over 20 Years			
1978-74	19.9%	23.1%	18.0%
1977-78	14.0%	26.1%	20.0%
TOTAL	100.0%	100.0%	100.0%

SOURCE: Minnesota State Planning Agency. Public  
School Educators in Minnesota, op. cit.

F. Average annual contract salaries of professional staff in Minnesota schools have increased by approximately 45 percent since 1973-74.

1. The percentage dollar increase is consistent throughout districts of different sizes although actual dollar amounts vary, with higher salaries tending to occur in larger districts. (Table 5) This is due to some extent to the greater number of mature, and therefore expensive, staff in these districts.

TABLE 5

AVERAGE STAFF SALARY, 1973-74 and 1978-79

	<u>District Enrollment</u>					<u>State Average</u>
	<u>0-299*</u>	<u>300-799</u>	<u>800-1799</u>	<u>1800 or greater</u>		
1973-74	\$10,957	\$ 9,399	\$10,107	\$11,795		\$11,388
1978-79	15,400	13,643	14,804	17,127		16,497
Percent Increase	40.5	45.2	46.5	45.2		44.9

---

\*Vocational cooperative centers are included in the -0299 category.

SOURCE: Minnesota Department of Education. The condition of Education. February, 1980.

2. Median salaries for instructional staff holding Bachelor's and Master's degrees reflect geographic variation, with persons employed in the Minneapolis-St. Paul metropolitan area and in northeastern Minnesota receiving higher wages.

- a. Median starting salaries in 1978-79 for educators with a Bachelor's degree ranged from \$9,660 in southwestern Minnesota (Director District 3)\* to \$10,250 in northeastern Minnesota (Director Districts 9 and 11). Maximum salaries reflect the same pattern (\$14,100 in District 3 to \$16,829 in Districts 9 and 11). (Tables 6 and 7)
- b. Median starting salaries for teachers with Master's degrees ranged from \$10,600 in southwestern Minnesota (Director District 3) to \$11,691 in northeastern Minnesota (Director Districts 9 and 11). Maximum salaries for persons in this range, however, reveal the substantially higher pay of those working in the Twin Cities area. Maximum salaries ranged from \$15,150 in southwestern Minnesota to \$21,035 in the metropolitan area (Districts 4-7). (Tables 8 and 9)

---

\* See map, page \_\_\_\_.

TABLE 6

## STARTING SALARIES BACHELORS DEGREE - 1978-79

Percen- tiles	MSBA Director Districts								MINN- ESOTA
	1	2	3	4-7	8	9 & 11	10	12	
Low	\$ 9,350	\$ 9,200	\$ 8,900	\$ 9,320	\$ 9,298	\$ 9,875	\$ 9,200	\$ 9,382	\$ 8,900
20%	9,640	9,550	9,500	9,700	9,635	10,000	9,600	9,530	9,600
40%	9,800	9,700	9,600	9,900	9,775	10,224	9,800	9,650	9,750
50%	9,800	9,780	9,660	9,950	9,800	10,250	9,800	9,800	9,800
60%	9,880	9,820	9,800	10,000	9,850	10,284	9,900	9,850	9,875
80%	9,950	10,000	9,950	10,226	10,000	10,461	10,050	9,950	10,000
High	10,213	11,150	10,258	10,880	10,300	11,025	10,350	10,325	11,150

SOURCE: Minnesota School Boards Association. Licensed Salaries and Related Information, 1977-78 and 1978-79.

TABLE 7

## MAXIMUM SALARIES BACHELORS DEGREE - 1978-79

Percen- tiles	MSBA Director Districts								MINN- ESOTA
	1	2	3	4-7	8	9 & 11	10	12	
Low	\$12,000	\$11,900	\$10,000	\$13,993	\$12,600	\$14,050	\$12,600	\$12,600	\$10,000
20%	13,800	13,450	13,100	14,880	14,050	15,910	13,500	13,400	13,600
40%	14,395	13,870	13,815	15,950	14,495	16,800	14,050	13,800	14,179
50%	14,585	14,125	14,100	16,050	14,665	16,829	14,225	14,150	14,425
60%	14,750	14,350	14,330	16,080	14,765	17,525	14,600	14,200	14,710
80%	15,446	14,885	15,080	16,655	15,220	17,707	15,118	14,600	15,481
High	16,821	16,409	16,810	17,750	20,880	18,315	16,750	16,092	20,380

SOURCE: Minnesota School Boards Association. Licensed Salaries and Related Information, 1977-78 and 1978-79.

TABLE 8

## STARTING SALARIES MASTERS DEGREE - 1978-79

Percen- tiles	MSBA Director Districts								MINN- ESOTA
	1	2	3	4-7	8	9 & 11	10	12	
Low	\$10,082	\$ 9,950	\$ 9,705	\$10,329	\$ 9,906	\$10,800	\$ 9,850	\$ 9,780	\$ 9,705
20%	10,650	10,310	10,100	10,887	10,550	11,400	10,525	10,260	10,440
40%	10,800	10,670	10,450	11,100	10,710	11,617	10,883	10,500	10,730
50%	10,850	10,750	10,600	11,192	10,800	11,691	11,025	10,625	10,835
60%	10,900	10,875	10,700	11,300	10,864	11,900	11,145	10,702	10,960
80%	11,060	11,200	10,985	11,641	11,136	12,210	11,500	11,245	11,300
High	11,480	12,050	12,610	11,894	11,635	13,165	12,468	11,687	13,165

SOURCE: Minnesota School Boards Association. Licensed Salaries and Related Information, 1977-78 and 1978-79.

TABLE 9

## MAXIMUM SALARIES MASTERS DEGREE - 1978-79

Percen- tiles	MSBA Director Districts								MINN- ESOTA
	1	2	3	4-7	8	9 & 11	10	12	
Low	\$13,500	\$13,000	\$10,600	\$15,193	\$13,200	\$16,932	\$13,600	\$13,100	\$10,600
20%	15,560	15,160	14,100	19,780	15,450	17,910	14,910	14,300	14,950
40%	16,135	16,200	14,835	20,550	16,660	18,713	15,360	14,992	15,930
50%	16,473	16,350	15,150	21,035	17,052	18,731	16,168	15,200	16,325
60%	16,805	16,800	15,550	21,450	17,359	19,425	16,310	15,400	16,925
80%	17,926	17,800	16,870	22,070	17,910	19,960	16,976	16,245	18,497
High	20,440	20,470	18,523	22,906	20,820	20,455	18,800	19,640	22,906

SOURCE: Minnesota School Boards Association. Licensed Salaries and Related Information, 1977-78 and 1978-79.





3. A comparison of median annual salaries for selected occupations in Minnesota reveals that the wages paid to teachers with Bachelor's and Master's degrees tend to be lower than those paid to other college-educated persons. (Table 10)

TABLE 10

MEDIAN WORK YEAR SALARIES\* FOR SELECTED OCCUPATIONS,  
MINNESOTA AND TWIN CITIES METRO AREA, 1979

	<u>Statewide</u>	<u>Metro Area</u>
Accountant, Jr.	\$13,524	\$13,548
Accountant, Sr.	\$19,560	\$20,004
Building Supervisor	\$21,084	\$21,444
Buyer	\$16,200	\$16,500
Personnel Manager	\$21,600	\$22,104
Librarian	\$17,712	\$18,660
Underwriter	\$15,588	\$15,552
Carpenter	\$16,020	\$17,508
Delivery Person	\$12,396	\$13,044
Warehouse Worker	\$16,248	\$16,740
Teacher, Bachelor's Degree	\$12,300	\$12,520
Teacher, Master's Degree	\$14,080	\$14,520

---

\*"Work year" for teachers is defined as the number of days per school year for which the teacher is required by contract to work. In 1979, the state median was 180.5 work days. For other occupations listed, twelve-month salary figures are given.

Source: U.S. Bureau of Labor Statistics, Minnesota Department of Economic Security, Minnesota Department of Education.

4. The salary of educators is a function of their training and experience; therefore, the configuration of staff on each step of the salary schedule varies from district to district. As staff become more mature, the costs to a district for instructional salaries increase substantially.

Table 11 summarizes the results of a telephone survey of selected school districts conducted to ascertain the proportion of staff who were at the maximum step of their salary schedules in 1978-79.

TABLE 11

STAFF AT SALARY MAXIMUM IN SELECTED DISTRICTS

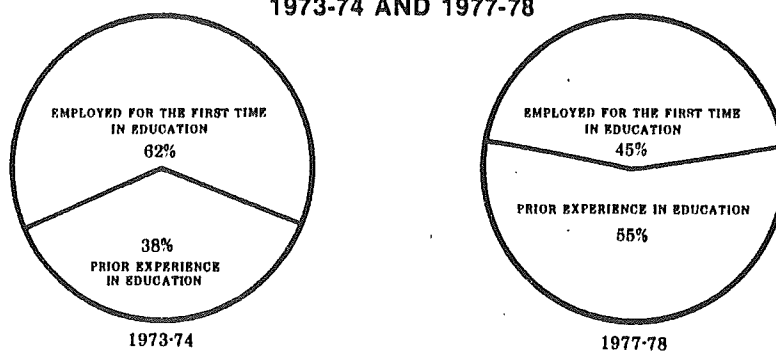
<u>Name of District</u>	<u>Staff at Salary Maximum (Percent)</u>
South St. Paul #0065	86%
St. Louis Park #283	84%
Bloomington #271	60%
St. Paul #625	46%
Minneapolis #0015	43%
Roseville #623	38%
Anoka #011	20%
<u>Greater Minnesota</u>	
Hibbing #701	72%
Montevideo #129	42%
Red Wing #256	33%
St. Louis County #710	32%
Thief River Falls #564	20%
Cambridge #911	16%

G. While overall numerical declines have occurred in the number of newly-hired personnel, the proportion of new to total staff has remained stable (9%) since 1973-74. However, if Special Education personnel are removed, the proportion of the cadre represented by new staff exhibits a gradual but steady decline (9.2% in 1973-74 to 8.0% in 1977-78).

1. Significant increases have occurred in the number of new staff with prior experience in education, and in the number of persons who are ages 25 and over. (Exhibits 3 and 4)

### EXHIBIT 3

#### EXPERIENCE LEVELS OF NEWLY HIRED STAFF\* 1973-74 AND 1977-78

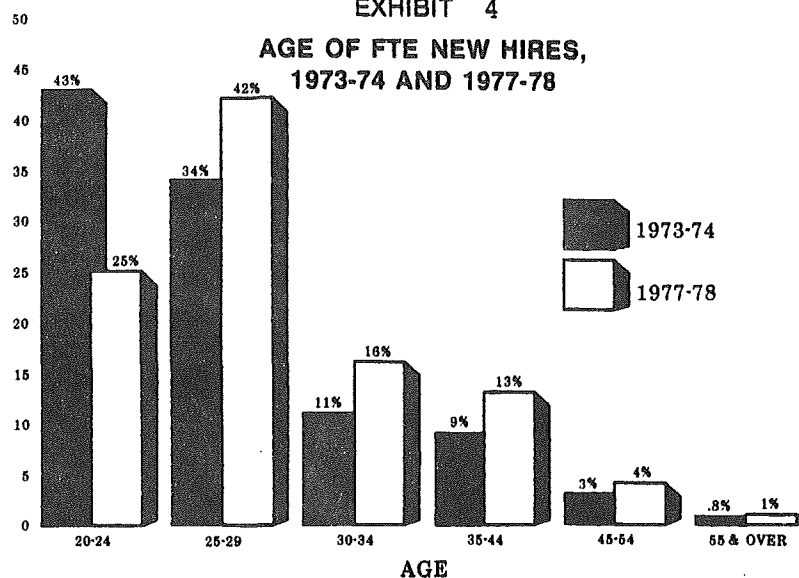


\* CALCULATIONS ELIMINATE THE "UNKNOWN" CATEGORY

SOURCE: Minnesota State Planning Agency. Public School Educators, op. cit.

### EXHIBIT 4

#### AGE OF FTE NEW HIRES, 1973-74 AND 1977-78



SOURCE: Minnesota State Planning Agency. Public School Educators, op. cit.

2. Increasingly more women than men are being hired; this is particularly evident in part-time positions. (Table 12)

TABLE 12

SEX OF FTE NEW HIRES IN FULL-TIME  
AND PART-TIME POSITIONS  
1973-74 and 1977-78

	<u>Male</u>	<u>Percent Male</u>	<u>Female</u>	<u>Percent Female</u>
Full-Time				
1973-74	2,069.6	43.8%	2,653.4	56.2%
1977-78	1,488.3	34.3%	2,850.5	65.7%
Part-Time				
1973-74	67.4	27.5%	177.9	72.5%
1977-78	69.9	19.5%	289.4	80.5%
TOTAL				
1973-74	2,137.0	43.1%	2,831.3	56.9%
1974-75	1,588.3	33.2%	3,139.9	66.8%

SOURCE: Minnesota State Planning Agency. Public School Educators in Minnesota, op. cit.

3. The number and proportion of newly hired personnel in part-time assignments (19 or fewer one-hour periods per week) increased 47 percent (114 FTE staff) between 1973-74 and 1977-78. In 1977-78, 8 percent of all new staff worked 19 or fewer hours per week.
- H. The number of staff terminations due to reductions in force (i.e., terminations due to budget considerations and declining enrollments) increased dramatically between 1974-75 (78 persons) and 1977-78 (664 persons), but remained fairly stable between that year and 1978-79 (691 persons).
1. Of the total 664 staff terminated through reductions in force in 1977-78, 501 persons were permanently displaced and were not rehired in another teaching job. These 500 persons represented one percent of the total education work force.

2. Since persons laid off through staff reductions are those with the least seniority, most terminated staff were younger than age 30 (62%), and employed fewer than 5 years (80%).
3. The subsequent job moves of these persons--mostly women from elementary instructional assignments--indicate underemployment.
  - a. Fifty-five percent reported earning \$500-\$4,500 less in their new positions; 61 percent were employed in part-time teaching or clerical jobs.
  - b. The majority of displaced educators indicated a desire to return to teaching.

I. The number of educators voluntarily leaving their profession for other careers has increased substantially.

1. Each year since 1973-74, the persons exiting education for other jobs outnumber those involuntarily terminated due to staff reductions.
2. Most of the 829 persons who voluntarily left education for other employment in 1977-78 were men between the ages of 25 and 44 who had transferable skills and varied job experiences within and outside of education.
  - a. Sixty-six percent of these career changers found jobs outside of education; 51 percent reported an annual salary increase of \$500 to \$4,500.
  - b. These persons reported little desire to return to education (77% liked their new job better).

J. A significant decline in the number of newly-trained teachers graduating from Minnesota colleges and universities has occurred.

1. In 1971-72, a total of 7,636 elementary-secondary teachers were trained in Minnesota. By 1976-77, this figure had declined to 3,817--an overall decrease of 50 percent in five years.
2. Although the number of graduates in Elementary Education and Secondary Education decreased, those in Special Education increased dramatically. (Table 13)

TABLE 13

NEWLY-TRAINED TEACHERS GRADUATING FROM  
MINNESOTA COLLEGES AND UNIVERSITIES

	Elementary Teachers	Secondary Teachers	Special Education	Total
1971-72	3,044	4,535	57	7,636
1976-77	1,374	2,244	199	3,817
Percent Change	-55%	-51%	+249%	-50%

SOURCE: Minnesota Department of Education. The Condi-  
tion of Education, op. cit.

- K. The number of persons who migrate from one Minnesota school district to another has grown, although mismatches between supply of and demand for particular kinds of new staff continue.
1. In 1977-78, 26 percent of all newly-hired staff were transfers from within Minnesota, compared with 16 percent in 1973-74.
  2. Compared with non-mobile personnel, mobile educators tend to be younger women who view their wages as supplemental to those of other family members. Geographically mobile educators tend to have fewer years invested in a community than their non-mobile counterparts, as well as fewer years experience in education.
  3. Preliminary analysis of data in a special study of mobility indicate upward career mobility for migrating educators (e.g., job level, assignment, full-time status). The study further suggests that the "push" out of a district tends to be based on the demographic characteristics of an individual, while the "pull" to a different district is influenced by community and economic factors.
  4. It appears that educators hold firmly entrenched opinions of where they would be willing to work (location, type of district) and are unlikely to be easily enticed to either small rural or large city schools by salary increases.

## REFERENCES

Bureau of Labor Statistics, U.S. Department of Labor.

Minnesota Department of Economic Security.

Minnesota Department of Education. The Condition of Education.  
February 1980.

Minnesota School Boards Association.

Minnesota State Planning Agency. Public School Educators in  
Minnesota, Final Report. April 1980.

Minnesota Teacher Retirement Association.

Office of the Demographer, Minnesota State Planning Agency.

### III. PRESSURES ON SCHOOL STAFF

- A. The expectations placed on schools and school staff by the public and by policy-makers have increased substantially in the last several years. Schools are now expected to assume many responsibilities formerly attended to by parents and other social institutions. As a recent article in Time magazine states, "Schools are now asked to do what people used to ask God to do" (June 16, 1980).
1. School staff serve a multiplicity of roles. They include acting as chemical dependency referral agents, counselors, reporters of child abuse and suspected family violence, coaches, curriculum development specialists, and advisors to school clubs and organizations.
  2. Many of the problems of reduced family supervision have been placed directly in the laps of teachers, for the types of problems which students bring to school directly affect their learning. They cannot, in most cases, be ignored.
  3. The mainstreaming of special needs students has placed a new set of demands on classroom teachers.
  4. The public press for better student discipline demands that schools deal effectively with students who are unruly and sometimes violent. Concomitantly, teachers report that personalized interaction with students in their classrooms has become more difficult due to such factors as chemical abuse by children and youth, absence of firm school discipline procedures, and a more turbulent social environment.
- B. The characteristics and milieu of children and youth have changed. School programs which were designed for young persons of past decades may not adequately meet the needs of students in the 1980s.
1. Migration patterns have changed the student population in many schools, particularly those in urban areas. A number of these schools now reflect the multi-cultural makeup of their larger community.
  2. The incidence of children from single parent families has increased substantially and is concentrated in metropolitan districts. A recent study by the National Association of Elementary



School Principals and the Institute for the Development of Educational Activities concluded that children in one-parent families are more likely to be poor achievers, late to school, truant, subject to disciplinary action, and are twice as likely to drop out of school.

3. The increasing mobility of families has resulted in higher annual turnover rates within a given student body, creating serious concern for the learning process and social adjustment of children and youth.
  4. The impact of television, part-time work, societal turmoil, and family problems on children and youth is just beginning to be recognized. Indeed, John Goodlad asserts that television is currently functioning as the "common school."
  5. A study in the Hopkins schools, conducted by the Center for Youth Development in 1980, asked teachers what they perceived to be the major changes in students in the last several years. Frequent responses included:
    - a. Students are more assertive and outspoken; therefore, they are more willing to challenge authority.
    - b. Elementary students are more aware, knowledgeable, and worldly. However, secondary students were not perceived as "knowing more", nor as being more intellectually curious. Teachers viewed junior and senior high school students as increasingly less interested in learning and the world about them.
    - c. Students have a greater need to be entertained and expect instant gratification of their personal and educational needs.
    - d. School is not as central in the lives of junior and senior high school students as once was the case.
- C. Instructional staff tend to have little direct involvement in the life of the community of which their school is an integral part.
1. Most staff remain in their school building eight hours a day, interacting only with students and other education professionals. Dan Lortie describes

schools as "guarded sites," which may not be casually permeated by adult members of the outside community. In Lortie's classic work Schoolteacher, teachers discuss their isolation:

I think in other occupations you may meet more people with different interests. I think you are limited as to the interests of the people you meet. It gets to be "Well, Johnny..." or "In my school they do so and so." That's about all you can talk about. (p. 97)

If you stay with the students too long, you get to talk like them sometimes. You don't come in contact with many adults, and your students, you are supposed to talk down to their level so that they can get it. (p. 98)

I think you could sort of stagnate..., but I would just like to give and take with adults once in a while. (p. 98)

2. Survey data reveal a surprising ignorance of enrollment declines apparent in a survey of educators in 1978. Only 46 percent of respondents in a study by the Minnesota State Planning Agency believed that enrollments in their district had declined in the prior five years; 48 percent believed that enrollments would decline in the upcoming five-year span. This is despite the hard evidence available and may indicate unwillingness to face the demographic facts.
- D. School staff tend to be out of the mainstream of the adult work world outside the school. The difficulty of job search and career change for many teachers reflects this separation.
1. Teachers are role models as well as key figures in assisting young people with career planning; they cannot afford to be misinformed.
  2. At present, a few internship and sabbatical leave programs enable teachers to work in other settings. Participants in turn go back to their schools with insights and understandings based on real-life experiences. These programs assist in integrating teachers into the broader fabric of the world of work.

E. The teaching profession tends to reinforce individualistic orientations.

1. In that "the school" has traditionally been perceived as a collection of individual teachers, few deliberate efforts to structure incentives to promote teamwork and build collegiality have been made.
2. Teachers learn to cope with their work situations on their own. Formalized internship and apprentice programs are not available to new staff; the availability of a mentor or master teacher tends to depend on informal arrangements initiated by individual staff members.
3. Teachers select their own personal indicators for effectiveness, given the absence of more clearly defined criteria.
4. Laypersons have tended to cede operating authority to education professionals. This condition would appear to be changing in the direction of increased accountability of schools to the public and greater citizen involvement.
  - a. The PER and EPTF processes were important steps toward more meaningful citizen involvement and indicate that school personnel and community members can work together effectively.
  - b. Many educators welcome the involvement of local citizens in planning and evaluating programs. Others, however, view the inclusion of citizens as intrusions on their professional judgment and effectiveness.
  - c. Parents assert that they desire to be recognized by teachers and administrators as partners in the education of their sons and daughters. The 1980 Gallup Poll revealed overwhelming approval of methods for parental involvement by every population group queried. Given the growing public scrutiny of schools, the involvement and active support of citizens will be critical in the 1980s.

F. The education profession tends to be characterized by divisiveness.

1. Education has been described as "a tormented field where armies of theorists clash." Given the complexity of teaching, it is not surprising that agreement on the means to best assist students to maximize their potential is difficult to reach.

2. Collective bargaining tends to contribute to the deterioration of relationships among teachers themselves, teachers and management, and teachers and the public. Teacher organizations remain adamant about seniority rules despite the concern of some staff (particularly those with fewer years of experience) for affirmative action, staff mix and morale. Contract negotiations can serve to divide instructional staff and management (i.e., board members and administrators) into hostile camps. The larger community, in turn, is often not privy to accurate and timely information on the negotiations in process.
3. Teachers cite lack of administrative direction and support as a major problem. Some teachers report being treated with disrespect by administrators. A 1980 Duluth study of teacher morale indicated that the "demeaning attitudes and behaviors of administrators" are most to blame for their growing alienation. A 1980 study of Hopkins teachers cited "inadequate administrative direction and support" as the single most important source of poor staff morale.

G. Although overall support of public schools has remained relatively high, time is witnessing growing criticism of schools by some segments of the public.

1. The Twelfth Annual Gallup Poll (1980) indicated that the decline in public confidence in the schools since 1974 has come to a halt. The Poll also revealed that the public holds schools in relatively high regard as compared with other institutions.
2. Parents who have children currently attending public schools give their schools the best ratings. The Eleventh Annual Gallup Poll revealed that 49 percent of parents gave their schools and "A" or "B" grade; 31 percent gave a grade of "C".
3. The same Gallup Poll, however, concluded that the total group of respondents in 1979 gave public schools significantly lower ratings than did respondents in 1974. In 1974, a total of 48 percent gave the public schools an "A" or "B", compared with 34 percent in 1979.
4. Respondents to the 1979 Gallup Poll who were better educated (i.e., who had attended college) tended to be more critical of public schools than were others. Younger adults also tended to be more critical of schools than did respondents in older age

groups. This was also true in the 1980 Poll. It is ironic that the very success of the schools in the past--i.e., the rising educational level of the populace--has been largely responsible for creating an informed, thoughtful and persistent group of critics.

5. An increasing proportion of citizens do not have schooled children and may perceive that they receive no direct benefit from public schools. Therefore, they may tend to be more critical. This is evidenced in public opinion polls such as that conducted by the Gallup Organization in 1979 which found that only 29 percent of respondents without children in school gave public schools a grade of "A" or "B".
6. The dissatisfaction of some segments of the public will be reinforced by perceived tax burdens and the impact of inflation on the personal lives of citizens. The Minnesota Poll (November 1980) indicated that respondents would prefer reductions in public services to increases in their taxes by a margin of more than two to one. Schools, because they are the most visible public institution in most communities, are vulnerable to attack.
7. The expectations placed on schools in the 1960s as agents for social change and socioeconomic advancement were unrealistically high. Nonetheless, society's shortcomings are still often blamed on schools.
8. Demands for public school accountability arise when citizens perceive increasing costs for education without corresponding improvement in its product.
  - a. The price tag on the education of a Minnesota child has increased substantially. From 1969-70 to 1975-76, the average revenue per pupil unit increased 67 percent while the cost of living rose 46 percent.
  - b. The scores of Minnesota students in reading tests remained stable between 1973-74 and 1977-78. The average scores of Minnesota students on college entrance examinations (ACT, SAT) have declined only slightly since 1972 and still are higher than the national average. Yet, declining scores on achievement tests make headlines; stability or improvement in scores do not.
  - c. The "return to the basics" mood of the public argues for a renewed emphasis on quality

learning and school accountability. The Twelfth Annual Gallup Poll reflects this attitude: 49 percent of respondents believed that "emphasis on basics such as reading, writing and computation" would be the best way to improve schooling.

H. Much of the public criticism of education focuses on teachers in that they are the visible point of contact between parents and schools.

1. Both the 1979 and 1980 Gallup Polls found general agreement among respondents that the best way to improve public respect for schools would be to improve the quality of teachers.
2. As enrollments decline and costs increase, taxpayers in many districts are critical of rising teacher wages, tenure, the protection of school employees by union contracts and the power of teacher organizations. Strikes by teachers attract media coverage and public attention.
3. Findings of the 1980 Gallup Poll reflect increasing citizen opposition to strikes by public school teachers, particularly among persons with a college education. In 1975, 48 percent of all respondents opposed strikes, compared with 52 percent in 1980. College-educated respondents indicate an interesting change in attitude: in 1975, 52 percent favored strikes; in 1980, 51 percent opposed strikes. It is important to note, however, that respondents with children in school had less objection to strikes by teachers.
4. Citizens argue for improved accountability of teachers for student learning. When Gallup researchers asked citizens whether they would favor a system that would hold teachers and administrators more accountable for the progress of students, 67 percent of respondents answered in the affirmative.
5. On the other hand, citizens interviewed in the 1979 Gallup Poll named "good teachers" as the single thing they liked most about their schools.
6. Parents voice concern when good teachers are laid off and empathize with the difficult role of teachers in today's schools. A recent set of editorial cartoons illustrates these mixed public attitudes:

A well-dressed man with a brief case waits at a bus stop. One woman exclaims sotto voce to another: "Poor fellow, he's a teacher with the Minneapolis system, you know."  
(MacIntosh, Minneapolis Star, June 12, 1978)

An unkempt man in tattered clothing sells apples from a wooden box attached by a strap to his neck. One boy, schoolward bound, remarks to another: "I'd buy one for my teacher, but that is my teacher."  
(Mike Peters, Minneapolis Tribune, June 13, 1978)

7. The 1980 Gallup Poll revealed the decline since 1969 in the attractiveness of teaching as a potential career for children of respondents. In 1969, 75 percent of all respondents said that they would like their child to pursue a career in teaching, compared with 49 percent in 1980.

I. The accelerated pressures of declining enrollment on programs and therefore on staff are manifest in most districts. While statewide layoffs have increased only slightly (from 664 in 1977-78 to 691 in 1978-79), most districts have been affected and some extremely hard-hit.

1. Diversity among districts is reflected in their patterns of staff reduction. In 1977-78, five districts in the Twin City metro area--Robbinsdale, Hopkins, Bloomington, St. Louis Park and Richfield--accounted for 65 percent of all layoffs in the seven-county area. Staff reductions in Planning Regions 10 (Southeast) and 11 (Metro) represented 64 percent of the statewide total. Staff reductions in small districts, while fewer in terms of raw numbers, can mean the reduction or elimination of programs.
2. The spectre of staff cuts looms large in many districts, and the delivery of spring layoff notices becomes an ominous, but nonetheless expected, occurrence. To date, however, over half of the staff who are laid off in the spring are recalled by fall. In the Twin Cities metro area, Duluth and Rochester, for example, 56 percent of staff laid off in the spring of 1977 were reemployed by October.
3. The prominence of seniority lists in some schools reflects the reality of abbreviated career longevity-

ity for many younger staff. Advance planning assistance for educators contemplating career change is increasingly common and job transition workshops are available in many districts.

4. District responses to fiscal constraints include reassignment of staff to different buildings or subject areas and increases in class size. These in turn can have an adverse impact on the environment in which teachers work.
5. The impact of proposed reductions in federal and state monies available for education may displace or curtail programs in many districts and in turn result in staff reallocations.

J. Rising inflation has resulted in a personal and family economic squeeze for most school staff whose salaries, like those of other professionals, have tended not to keep pace with increasing living costs.

1. In 1978-79, the average salary of Minnesota instructional staff was \$16,497, an increase of 45 percent since 1973-74 (from \$11,388). Salaries, however, reflect significant variation among districts, with staff in larger districts receiving higher pay.
2. Beginning teacher wages are often lower than entry level salaries in other occupations.
3. Many teachers maintain that they are unable to live on their earnings. Indeed, one-third of Minnesota educators reported holding a second job in 1977-78. Many teachers on nine-month contracts work in the summer months to make ends meet.
4. The increasing influence of teacher organizations in collective bargaining reflects the determination of educators to receive salaries commensurate to their worth and contribution.

K. Rapid developments in the technology available for educational purposes have also increased the pressures on school staff.

1. Controversy continues as to whether new technologies will replace or enhance teachers, especially given the conviction by some observers that improvements in productivity can best be achieved through outlays for new equipment.



2. The necessity for teachers to update their skills in order to make use of new advances will require special inservice training or internship activities.
3. Some observers assert that vendors and free-lance consultants with access to technological devices such as video discs and home computers will begin to offer their services to parents, thereby creating significant competition to staff employed in public schools.

#### REFERENCES

- Cohen, David. "Tendencies in Public School Governance." Future Trends in Education Policy. Jane Newitt, Ed. Hudson Institute, 1979.
- Conrad, Dan et al. Education 1980. Hopkins Public Schools. March 21, 1980.
- Davis, Don et al. Patterns of Citizen Participation in Educational Decision-Making, Vols. I & II. Institute for Responsive Education. November 1978.
- Davies, Don, Miriam Clasby, & Brian Powers. "The Plight of Citizens." Compact, 11:4. Autumn 1977.
- "Education in the 1980s: What's Ahead?" Education USA, 22:17.
- Gallup Opinion Index, No. 66. December 1970.
- Gittell, Marilyn et al. Citizen Organizations: Citizen Participation in Educational Decision-Making. Institute for Responsive Education. July 1979.
- Goodlad, John. Address to the Governor's Task Force on Educational Policy. St. Paul, Minnesota. September 4, 1980.
- Governor's Task Force on Educational Policy. Summary of Public Forums, May 1980. November 1980.
- "Help, Teacher Can't Teach." Time. June 16, 1980.
- Huguenin, Kathleen et al. Narrowing the Gap Between Intent and Practice: A Report to Policymakers on Community Organizations and School Decision-Making. Institute for Responsive Education. July 1979.

- Kidder, Rushworth M. "Where Have All the Teachers Gone?"  
Christian Science Monitor. July 19, 1979.
- Lortie, Dan C. Schoolteacher. University of Chicago Press, 1975.
- Manning, David L. "Discontent in the Teaching Ranks." Wall Street Journal. January 9, 1978.
- \_\_\_\_\_. "Inflation, Education and the After-School Job." Wall Street Journal. March 11, 1980.
- Minnesota State Planning Agency. The Condition of Education. December 1977.
- \_\_\_\_\_. Public School Educators in Minnesota, Final Report. April 1980.
- Mueller, Van D. "An Educational Agenda for Citizens,"  
Guest Column, Minneapolis Star. March 3, 1980.
- National Association of Elementary School Principals and the  
Institute for Development of Educational Activities.  
The Most Significant Minority: One Parent Children in the Schools. 1980.
- National Conference of State Legislatures. "Political,  
Economic Changes Bode Ill for Education." Phi Delta Kappan, 61:4. December 1979.
- National Education Association. Status of the American Public School Teacher. 1977.
- Pearson, Floyd H. "Parents Shouldn't Choose Candidates for  
Principal." Letter to the Editor, Minneapolis Star.  
July 28, 1980.
- Shapiro, Dennis. "Why Can't Johnny's Teacher Take It Anymore?"  
Minneapolis-St. Paul Magazine. September 1980.
- "The Eleventh Annual Gallup Poll of the Public's Attitudes  
Toward the Public Schools." Phi Delta Kappan, 61:1.  
September 1979.
- "The Twelfth Annual Gallup Poll of the Public's Attitudes Toward  
Education." Phi Delta Kappan. September 1980.
- United Technologies. "Why Teachers Burn Out." Harpers. July 1980.
- Yaffe, Elaine. "Public Education: Society's Band-Aid."  
Phi Delta Kappan. March 1980.

#### IV. MORALE AND PRODUCTIVITY

A. Although many educators love their work, others report feelings of fatigue, cynicism or despondence.

1. Teacher morale and "burnout" frequently appear as topics in both the national as well as the local media.
2. Recent studies of teacher morale report symptoms of malaise in the education cadre. For example, a 1980 study of Hopkins teachers reported that half of all respondents noted negative changes in themselves such as being more tired, less involved and less enthusiastic over the years.
3. Teachers tend to describe their work as stressful, rigidly scheduled, and emotionally draining. Yet, they report that it is personally rewarding in the long run.
4. Many of the educators who express dissatisfaction with teaching report that they want to change careers, but cannot.
  - a. Inhibiting reasons to career change include salary needs, work schedule considerations, ignorance of the job market, and unfamiliarity with the process of job search. The frustration of would-be career changers is reflected in declining morale.
  - b. Forty-one percent of a national sample of teachers polled by the National Education Association in 1980 indicated that they would not become teachers if they could start over again.
  - c. While the traditional patterns of upward career mobility within education are more constrained due to stasis or cutbacks in administrative and supervisory positions, other modes of differentiating staffing are generally not evident. In addition, the successful job moves made by educators who have changed careers seem to dishearten some staff further.

B. The work patterns of public school staff reflect a greater incidence of teachers who work the number of hours specified in their contract, declining to take on outside assignments.

1. District administrators report difficulty in finding teachers who are willing to supervise extra-curricular activities. Mature teachers tend to be

less inclined to take on the extras and view the attendant remuneration as not worth the time and effort. In some cases, student activities and clubs have been curtailed; in other instances, senior and junior high programs have been combined. Increasingly, districts are either hiring community members or college students for extra-curricular duties or writing these extras into the contracted duties of staff as they are hired.

2. The job moonlighting rate of educators (30% in 1978-79), though consistent with national findings by the Bureau of Labor Statistics, exacerbates the problem of finding educators who are willing to devote time to school activities which occur outside of their contractual day.
3. The increase in the number of part-time staff also enlarges the pool of employees with limited personal and professional investment in their school districts. Persons who are employed less than full-time are generally under no obligation to participate in school functions scheduled outside the hours specified by contract. Such functions would include extra-curricular assignments, after school work with students, and involvement with parents.

C. Work dissatisfaction, however, is not unique to educators but is a national trend in the labor force as a whole.

1. Work has declined as a major course of satisfaction for a majority of Americans. Although workers rate their pay favorably, members of the labor force are now expressing needs for job challenge, involvement and recognition.
2. A recent study by the Center for Survey Research at the University of Michigan found that increasing numbers of Americans are depressed and generally unhappy with their jobs. However, most say there isn't much they can do about their discontent; their expectations for advancement are the lowest ever, due to the perceived tightness of the job market. Education professionals tend to mirror these feelings.

D. Despite the increasing pressures on school staff, few human resource development programs exist in education. There has been a paucity of comprehensive efforts aimed at improving the overall effectiveness of school staff.

1. Although the importance of the "people" variable is clear in educational research, educational improve-

ment projects have tended to focus on the development of programs and curricula. In a labor-intensive industry such as education, program improvement is dependent on the quality of the persons who are responsible for its delivery.

2. The future of the principalship and the school management function is currently of key concern.
  - a. Numerous studies indicate that the principal is the key leadership figure in the school, particularly if s/he sets clear instructional goals, participates in classroom teaching and instructional supervision, and establishes high expectations for staff and students.
  - b. The work of Brookover and Lezotte indicates clear differences in the principal's role in a school which is improving the level of student achievement. In improving schools, the principal clearly assumes responsibility for evaluating the achievement of basic objectives. Principals of schools with declining student achievement scores tend to emphasize public relations and collegial relationships with staff rather than evaluation of their school's effectiveness.
  - c. Ron Edmonds asserts that principals in effective schools direct teachers in the reaching of well-articulated goals.
  - d. However, the role of most principals tends to be diffuse and does not encourage the exercise of such leadership. Many principals lack training in modern management; most suffer from increasing paperwork burdens and time constraints. Principals are often trapped between labor and management, further eroding their leadership role.
  - e. The concept and assertion of the principal as instructional leader has been evident in research literature and training programs for several decades. The application in practice, however, requires more adequate staffing of administrative functions in schools. Safety and order have prerequisite status in the principal's use of his or her administrative time in a school building.
3. The selection and financing of ongoing training experiences has largely been viewed as the responsibility of the individual teacher. The continuing education units mandated by the state for relicensure are important incentives for ongoing staff

training and development. However, the local committees which approve the awarding of these units tend to do so in the absence of well-articulated district goals for staff development.

4. Most inservice education experiences are currently offered through teacher organizations and postsecondary institutions. Input by local districts is limited. Exceptions are the inservice activities offered through the Educational Cooperative Service Units and the teacher centers.
5. Little risk capital is available to teachers who want to experiment with innovative programs.
  - a. A 1980 study of Hopkins teachers revealed a strongly expressed need for more time, encouragement, and opportunity to explore and develop new ideas. This desire is apparent in virtually all educators.
  - b. Instructional creativity may be more difficult within school districts than was the case in the 1960s. Given fiscal constraints, school boards are cutting into monies traditionally set aside for program development, curriculum specialists, staff consultants and experimentation. Instructional materials are increasingly costly; most budgets cannot keep pace.
  - c. The Council on Quality Education currently funds research and development projects in Minnesota school districts. Of its available funds, COE delivered \$336,000 in state grant money targeted at curriculum innovation\* in 1978-79. These funds financed twelve projects. The other source of funding for innovative programs has come through Federal ESEA Title IVC (\$607,000 in 1978-79 for twelve projects).
  - d. The total grants of the Council on Quality Education for all research and development projects (excluding those for Early Childhood/Family Education) are listed below:

---

\*Projects where 50 percent or more of the funds were spent for curriculum innovation.

FY 1977 -	\$ 521,110
FY 1978 -	600,000
FY 1979 -	650,000
FY 1980 -	775,000
FY 1981 -	775,000
Total -	<u>\$3,321,110</u>

- e. Funds available for research and development tend to be targeted on curriculum development rather than specifically on the improvement of instruction and instructional systems.

#### REFERENCES

- American Academy of Family Physicians. A Report on Lifestyles/Personal Health Care in Different Occupations. 1979.
- "America's Teachers - Are They to Blame?" U.S. News and World Report. September 11, 1978.
- Bright, William E. "How One Company Manages its Human Resources." Harvard Business Review. January-February 1976.
- Brookover, W., and L. Lezotte. Changes in School Characteristics Coincident with Changes in Student Achievement. Michigan State University. 1977.
- Buck, Debra L. "Laid Off Teachers Find Job Search Frustrating." Minneapolis Star. September 13, 1979.
- "Changing Employee Values: Deepening Discontent?" Harvard Business Review. January-February 1979.
- Conversations with personnel directors in Twin City school districts. April and May, 1979.
- Crockenberg, Vincent and Woodrow Clark, Jr. "Teacher Participation in School Decision-Making: The San Jose Teacher Involvement Project." Phi Delta Kappan. October 1979.
- Duluth Public Secondary Schools. Morale Study. Duluth, Minnesota. 1980.

Edmonds, Ron. "Effective Schools for the Urban Poor."  
Educational Leadership, 39:15-23. 1979.

"Help, Teacher Can't Teach." Time, op. cit.

Minnesota Council on Quality Education.

Minnesota Poll. "Most Favor Reduced Services Rather Than State  
Tax Increase." Minneapolis Tribune. November 2, 1980.

"NEA Survey Investigates Teacher Attitudes, Practices." Phi  
Delta Kappan. September 1980.

Quinn, Robert and Graham Staines. The 1977 Quality of Employment  
Survey. Institute for Social Research. University of  
Michigan. 1979.

St. Louis Park Public Schools. Morale Study. St. Louis Park,  
Minnesota. 1978-79.

Shanker, Albert. "Where We Stand." New York Times.  
October 16, 1977.

Sheppard, Harold and Neal Nerrick. Where Have All the  
Robots Gone? Worker Dissatisfaction in the 1970s. The  
Free Press. 1972.

Sommers, Dixie and Alan Eck. "Occupational Mobility in the  
American Labor Force." Monthly Labor Review. January 1977.



## V. ATTRACTION AND RETENTION OF HIGH QUALITY STAFF

Issues relating to the supply and demand of educators will present difficult problems in the 1980s. Although an oversupply of teachers exists in selected subject areas and geographic locations, shortages of qualified staff are likely to present greater challenges to local districts in the future.

### A. Recent Gallup Poll data indicate the concern of parents and students for finding and keeping good teachers.

1. The Eleventh Annual Gallup Poll revealed that "difficulty in getting good teachers" ranked as the sixth biggest problem with public schools (of 24 problems).
2. A 1979 study of 1,500 students in North Carolina ranked the "difficulty of getting good teachers" as the seventh major problem with schools (of 13 problems).
3. Improved teacher quality ranked as the major point of agreement as the best way to improve schools in the 1979 Gallup Poll and the 1980 PROBE Poll of superintendents.

### B. The supply of newly prepared teachers has dwindled rapidly since 1971-72.

1. In 1976-77, a total of 3,817 elementary and secondary teachers were prepared; this represents a decrease of 50 percent in the five year period.
2. Placement rates were reported at 90 percent in 1979 (i.e., 90% of all students registered and available for work were placed in jobs).
3. The rapid drop-off of students in teacher preparation programs undoubtedly reflects market forces. Low entry level salaries, the drying up of potential career ladders, perceived decline in the status of teaching as a career, and the availability of well-paying jobs in other fields exacerbate the trend.

### C. The growing national movement toward greater school accountability has led to concern for the competency of newly-prepared teachers.

1. Studies by W. Timothy Weaver of Boston University indicate diminution in the quality of entrants to teacher preparation programs. Dr. Weaver's findings include the following:

- a. High school seniors who plan to major in education scored below the average for all U.S. college-bound seniors in 1976 (34 points below average in verbal SAT scores; 43 points below average in math).
  - b. Education majors in 1975-76 tied for 17th place in math and 14th place in English of the 19 fields of study in which entering freshmen enrolled, as reported by the American College Testing program.
  - c. Among 1976 graduating college seniors in the National Longitudinal Study, education majors ranked 14th out of 16 fields on SAT verbal scores. Only office/ clerical and vocational/ technical graduates ranked lower.
2. While comparable data for Minnesota is not available, concern remains as to the effect of market forces on those in teacher preparation programs.
  3. A 1979 study of state education policy issues conducted by the Education Commission of the States revealed that a majority of respondents believed teacher competency testing to be a concern for the 1980s.
  4. The Eleventh Annual Gallup Poll revealed widespread agreement for state board examinations for new teachers. (Table 14)

TABLE 14

"In addition to meeting college requirements for a teacher's certificate, should those who want to become teachers also be required to pass a state board examination to prove their knowledge in the subject(s) they will teach before they are hired"?

	Totals	No Children In Schools	Public School Parents	Parochial School Parents
Yes, they should	85%	84%	87%	84%
No	9%	10%	9%	7%
Don't know/no answer	6%	6%	4%	9%

SOURCE: "The Eleventh Annual Gallup Poll of the Public's Attitudes Toward the Public Schools." Phi Delta Kappan. September, 1979.

5. States have shown increased interest in recent years in mandating some form of test prior to awarding an initial licensure. Fourteen states now require a passing score on a test developed at the state level (including New York, Georgia and Florida) or the passage of the National Teacher Examination.
  6. The absence of board examinations or first year competency tests differentiates teaching from other professions in Minnesota. The Minnesota Board of Teaching grants automatic licensure to any person who has completed the requirements of an approved preparatory program.
- D. There is growing concern that teacher training programs do not meet the needs of modern teachers. Some observers wonder whether such programs attract the kind of people who have the potential for excellence in teaching or develop the talents of the people who do. Others argue for an opening of the paths to teaching in order to make the field both attractive and accessible to people from a variety of disciplines. Efforts to reexamine and restructure current programs in light of these and related issues have begun in several states.
- E. Specialized licensure requirements, particularly in Special Education, have tended to make recruitment and retention of fully qualified staff difficult in many districts and also may inhibit the flexibility of staff assignments within districts.
1. A Special Education Advisory Task Force to the Minnesota Board of Teaching is examining the broadening of certain generic types of licenses to address this problem.
  2. The Minnesota Board of Teaching has generally resisted pressures to broaden most types of licensure requirements, choosing instead to encourage teacher preparation institutions to retrain surplus staff in areas of demand.
  3. Letters of approval have historically been issued by the Board of Teaching to those districts which are unable to fill a particular position and request permission to fill the slot with a person in an allied field. Rules drafted by the Board of Teaching to formalize this process are in the hearing process.

F. The mobility rate of teachers who change districts and educators who leave their profession is increasing. This will exacerbate shortfalls in certain assignment areas and locations.

1. In 1977-78, 1,462 educators changed districts within Minnesota, up from 969 in 1973-74. Survey data indicate the migration of educators from smaller rural districts to larger districts in more densely populated areas.
2. Educators polled in 1978 indicated virtually unanimous negative feelings about permanent employment in a small rural or inner city district (91% of all respondents regarded these as the least attractive employment situations; 51% reported that even a substantial salary increase would not entice them to these districts).
3. In 1977-78, 829 school staff left education for other careers, compared with 604 persons in 1973-74. Most of these leavers were men in their mid-thirties who had taught Math, Science, Industrial Arts or Business. Although education has always been a "bridge occupation," some administrators and citizens fear that schools are losing talented teachers. Staff dissatisfaction and so-called "burnout" account for some of these losses, while other decisions reflect anticipatory actions to impending job loss.
4. Three programs were created by the 1977 Minnesota Legislature to increase the career exit mobility of educators--Extended Leave of Absence, Early Retirement, and Part-Time Teaching (Minnesota Statutes 125.60, 125.61, 354A.22). The number of school staff taking advantage of these provisions has grown each year. However, newly developing shortfalls in some areas as well as the complex interrelationships between (1) geographic and occupational mobility and (2) legislative initiatives and contract provisions, indicate that attention by policymakers to the supply and demand of educators in Minnesota is needed.

G. Current school personnel management systems contain few concrete incentives to encourage excellence of performance. This in turn stimulates the loss of present (and potential) teachers and, in Dan Lortie's view, tends not to reward people who give teaching their full commitment.

1. Length of service is the primary determinant of longevity, while salary is a function of training and experience. Salary schedules are not effectively designed to address the changing nature of the education cadre. One Hopkins teacher stated, "It doesn't matter how creative you are, your salary and job security depend on years in the district." (Education 1980)
2. There are few policy vehicles for attracting and retaining quality staff in smaller districts. While incentives for exit such as early retirement and 5-year mobility leaves are present, those to stimulate entrance to the profession are minimal.
3. Staff performance is not tied to concrete incentives; rather, the rewards for excellence emphasize intrinsic values and tend to be based on indeterminate criteria.
4. Educators enter their profession with varied motivations--some value job security, some seek a guaranteed salary, others wish to pursue their academic subject matter, still others seek rewards in excellent job performance. The current system of incentives does not adequately address these varied motivations.
5. Public praise for a job well done matters to most people; teachers are no exception. Community support of school staff, while often present, is seldom acknowledged publicly and could help dissipate the frustration of talented, dedicated staff.

H. The current statutory system for school staff accountability tends to focus on the removal of ineffective teachers rather than on the improvement of teacher performance.

1. Public sentiment favors periodic assessment of teachers and administrators to make certain that they are keeping up-to-date in their fields (Tables 15 and 16). In addition, 90 percent of the students queried by the Gallup Organization in 1979 supported the testing of teachers and administrators.

TABLE 15

## ELEVENTH ANNUAL GALLUP POLL

"After they are hired, do you think teachers should be tested every few years to see if they are keeping up-to-date with developments in their fields"?

	<u>National Totals</u>	<u>No Children In Schools</u>	<u>Public School Parents</u>	<u>Parochial School Parents</u>
Yes, they should	85%	85%	85%	86%
No	10%	10%	12%	5%
Don't know/no answer	5%	5%	3%	9%

SOURCE: "The Eleventh Annual Gallup Poll of the Public's Attitudes Toward the Public Schools." Phi Delta Kappan, op. cit.

TABLE 16

## ELEVENTH ANNUAL GALLUP POLL

"Should school administrators be tested every few years to see if they are keeping up-to-date"?

	<u>National Totals</u>	<u>No Children In Schools</u>	<u>Public School Parents</u>	<u>Parochial School Parents</u>
Yes, they should	85%	85%	84%	80%
No	10%	10%	13%	10%
Don't know/no answer	5%	5%	3%	10%

SOURCE: "The Eleventh Annual Gallup Poll of the Public's Attitudes Toward the Public Schools." Phi Delta Kappan, op. cit.

2. Statutory provisions specify the grounds for and process of the dismissal of a professionally licensed public school employee (termed "teacher").
  - a. A license may be revoked by the Minnesota Board of Teaching for: (1) immoral character or conduct; (2) failure, with justifiable cause, to teach for the term of contract; (3) gross inefficiency or willful neglect of duty; (4) failure to meet licensure requirements; or (5) fraud or misrepresentation in obtaining a license (M.S. 125.09).
  - b. A continuing contract (i.e., of a tenured teacher) may be terminated effective at the close of the school year on any of the following grounds: (1) inefficiency; (2) neglect of duty, or persistent violation of school laws, rules, regulations or directives; (3) conduct unbecoming a teacher which materially impairs his educational effectiveness; and (4) other good and sufficient grounds rendering the teacher unfit to perform his duties (M.S. 125.12, Subd. 6).
  - c. A school board may discharge a teacher on continuing contract effective immediately, on the grounds of: (1) immoral conduct, insubordination or conviction of a felony; (2) conduct unbecoming a teacher which requires the immediate removal of the teacher from his classroom or other duties; (3) failure without justifiable cause to teach without first securing the written release of the school board; (4) gross inefficiency which the teacher has failed to correct after reasonable written notice; (5) willful neglect of duty; (6) continuing physical or mental disability subsequent to a 12-month leave of absence (M.S. 125.1, Subd. 8).
  - d. The first and second consecutive years of a teacher's first teaching experience in Minnesota in a single school district are deemed as probationary; thereafter, each teacher serves an additional one year probationary period in each school district in which s/he is employed. During the probationary period, a school board may or may not renew the teacher's contract, so long as written notice is given prior to June 1 (M.S. 125.12, Subd. 3).
  - e. These sections (a, b, c) are subject to hearing, decision and judicial review procedures, as per M.S. 125.12, Subd. 9, 10, 11.

- f. Slightly different procedures apply to teachers in Cities of the First Class (Minneapolis, St. Paul and Duluth), as per M.S. 125.17.
- 3. Besides the above statutory provisions, policies in some districts tend to weed out staff whose performance is clearly unsatisfactory.
- 4. Most local districts have performance review procedures for staff which use principals or other administrative personnel as evaluators. However, the effectiveness of these procedures in improving staff performance is largely undocumented. In addition, tangible rewards for improved performance tend not to be available.
- 5. Comprehensive staff accountability systems which focus on remediation and reward improvement of performance have been developed in several parts of the country, and in some school districts in Minnesota. These systems are built on the common involvement of teachers, students, administrators and parents.
- 6. Competence and seniority are separate concepts and attributes.
  - a. They tend, however, to be equated in the current system for the retention of teachers. This is particularly apparent in the procedures for unrequested leaves of absence wherein staff are released in reverse order of their date of hiring.
  - b. While seniority is effective in protecting teachers against the prejudicial actions of management, excellence is critical in protecting and enhancing the status of the teaching profession.
  - c. It is in the best interest of educators and their professional organizations to share the responsibility with policymakers and the public for insuring the continuing high quality of school personnel.



## REFERENCES

- Conrad, Dan et al. Education 1980, op cit.
- Conversation with personnel directors in selected Minnesota districts. August 1980.
- Conversation with Northfield public school personnel. October 1980.
- Duea, Jerry and Walter Bishop. "Important Differences in Public and Professional Perceptions of the Schools: The PROBE Results." Phi Delta Kappan. September 1980.
- Dunathan, Arni. "Midwest Schools Face Shortages of Good Teachers." Phi Delta Kappan, October 1979.
- Education Commission of the States. Legislative Review, 10:18. October 27, 1980.
- Elam, Stanley. "Behind the Eighties' Eight Ball: Speculation on the Next Decade." Compact. Summer 1980.
- The Eleventh Annual Gallup Poll of the Public's Attitudes Toward The Public Schools, op cit.
- Gallup Poll and Charles F. Kettering Foundation. A Study of Attitudes Toward the Public Schools Among American Teenagers. The Gallup Organization, Inc. December 1979.
- Goodlad, John. "An Agenda for Quality Education in Schools." W.K. Kellogg Lecture, Education Commission of the States. August 22, 1979.
- . Address to the Governor's Task Force on Educational Policy, op cit.
- Lortie, Dan. Schoolteacher, op cit.
- Minneapolis Public Schools. Second Annual PER Report of the Minneapolis Public Schools, 1979-80. July 1980.
- Minnesota Department of Education. The Condition of Education, op cit.
- Minnesota Institutional Placement Association.
- Minnesota School Boards Association.
- Minnesota State Planning Agency. Public School Educators in Minnesota, op cit.
- Minnesota Statutes, Chapter 125 ("Teachers").

"National Groups Tell Why Curriculum Reform Didn't Work."  
Education USA. October 13, 1980.

Palaich, Robert M. "School Finance Issues in the 1980s."  
Compact. Summer 1980.

Pittman, Robert and Lewis Cloud. "Major Problems in Public  
Education from the Student's Perspective." Phi Delta Kappan,  
61:6. February 1980.

"Reform in Teacher Education." Phi Delta Kappan Special Issue.  
October 1980.

Urban Coalition of Minneapolis. Quality Education for All.  
May 29, 1979.

Vlaanderen, Russ. Trends in Competency-Based Certification.  
Education Commission of the States. March 1980.

Weaver, W. Timothy. "Educators in Supply and Demand:  
Effects on Quality." School Review. July 1978.

-----  
"In Search of Quality: The Need for  
Talent in Teaching." Phi Delta Kappan. September 1979.

## VI. FINAL COMMENTS

Studies of school effectiveness agree on the major factors which lead to increased student performance. Key elements of an effective school are:

- (1) A principal who is an instructional leader.
- (2) High expectations and a commitment by teachers to common goals.
- (3) Emphasis on basic skills.
- (4) Staff who spend time primarily on instruction.
- (5) A sense of discipline and order in the school, with rules widely known and quickly enforced.

These factors are largely dependent on the people in the school who are charged with helping students learn. Many forces are at work, however, which undermine the effectiveness of today's educators. Good teaching is a miraculous blend of talent, skill, motivation and common sense. Although the tangle of teaching troubles is complex, it can be effectively addressed by a coalition of parents, citizens, educators and policymakers who agree that good teaching needs concerned and thoughtful assistance from responsible people who care.

## REFERENCES

- Boyer, Ernest L. "Public Confidence in Education: The Lack of Vision and Ideas." Speech delivered in Washington, D.C. May 17, 1979.
- Clark, David, Linda Lotto and Martha McCarthy. "Factors Associated With Success in Urban Elementary Schools." Phi Delta Kappan. March 1980.
- Wellborn, Stanley. "Give Us Better Schools." U.S. News and World Report, 87:11. September 10, 1979.



FINDINGS ON STUDENT DISCIPLINE



## FINDINGS ON STUDENT DISCIPLINE

### CONTENTS

I.	BACKGROUND: STUDENT DISCIPLINE AND EFFECTIVE SCHOOLS .....	88
II.	PUBLIC, PROFESSIONAL, AND STUDENT ATTITUDES ABOUT SCHOOL DISCIPLINE .....	90
III.	SOCIAL FACTORS WHICH INFLUENCE THE CHARACTERISTICS OF CHILDREN AND YOUTH .....	93
IV.	MINNESOTA STATUTES AND RECENT LEGISLATIVE EFFORTS RELATED TO STUDENT DISCIPLINE .....	96
V.	RESPONSES IN MINNESOTA AND IN OTHER STATES TO STUDENT DISCIPLINE .....	97

## FINDINGS ON STUDENT DISCIPLINE

### I. BACKGROUND: STUDENT DISCIPLINE AND EFFECTIVE SCHOOLS

A. Student discipline has been the greatest area of public concern in eleven out of twelve Annual Gallup Polls of the Public's Attitudes Toward the Public Schools. However, its nature and seriousness appear to be misunderstood. Despite public perceptions of student discipline as a major concern, available evidence indicates that "misbehavior" rather than "violence and vandalism" characterizes most school discipline problems.

1. A statewide survey of Indiana teachers and administrators indicated that the most prevalent student misbehaviors were not dangerous to persons or property. The researchers concluded that public misconceptions result from improper phrasing of survey questions. In reality, they said, truly serious discipline problems are not often encountered. (Education U.S.A., May 5, 1980)
2. The 1977 National Institute of Education Violent Schools, Safe Schools study concluded that although student violence was a problem, it was "tapering off," with only eight percent of the nation's schools experiencing serious discipline problems.
3. An historical analysis of public attitudes toward discipline concludes:

These are not new problems. The nation's perception of such problems is about the same as it was at least 25 years ago.... The most serious problems of youth, including the lack of honesty and respect for law and authority, are perpetual themes. (Williams, 1979)

B. Despite this evidence, student misbehavior is a problem that interrupts the orderly learning environment of schools and warrants serious consideration in local and state-level policymaking.

C. Student discipline is focused on four levels of consideration in educational literature.

1. Research relating to improving the behavior management skills of teachers focuses on teacher stress, the problems of individual students, and the impact of broad social changes on today's youth.



2. Research relating to building-level or district-level disciplinary programs focuses on the problems of insuring due process for students while maintaining administrative prerogative and an orderly educational environment.
3. Research relating to state-level analysis focuses on the interface between local district autonomy, social welfare considerations, judicial requirements, and legislative responsibilities.
4. Research relating to national-level considerations focuses on gathering and examining broad-scale information about disciplinary trends across states to better understand the scope and seriousness of the problem.

D. A review of literature relating to state-level considerations in student discipline reveals eight major themes.

1. No single group is or should be held responsible for student discipline problems. The causes are varied, inconsistent, and complex.
2. Serious student discipline problems are not specific to urban or certain regional areas. They are found in cities, suburbs, and towns irrespective of geographic location or per capita income.
3. Societal forces are reflected in the changing characteristics of children and youth which in turn create difficult problems for educators.
4. Remedies for school discipline problems cannot be prescribed from a state or national level. To be successful, efforts must be generated from a local level.
5. Disciplinary practices should include consideration of academic concerns, since behavior problems often accompany academic problems.
6. In schools with effective discipline, rules are openly developed, clearly announced, and enforced fairly and consistently.
7. The role of the principal is critical in establishing and maintaining an environment in which: students believe order will be maintained; teachers expect their efforts to be supported; and, there is mutual coordination and support between administrators, teachers, and students.

8. There is a relationship between the degree of serious disciplinary problems in a school and the extent to which students feel in control of their environment. Schools that include students in the decision-making structure and expect them to share responsibility for maintaining order have fewer serious problems.

## II. PUBLIC, PROFESSIONAL, AND STUDENT ATTITUDES ABOUT SCHOOL DISCIPLINE

- A. Recent surveys of the public indicate widespread concern with student discipline. Problems relating to chemical use tend to be related to concern about discipline. The information displayed in Tables One and Two summarizes the results of local and national surveys in which respondents were asked to identify major problems facing the public schools.

TABLE 1

### PUBLIC CONCERN ABOUT DISCIPLINE AND CHEMICAL USE

Author/ Organization		Ranking Given Discipline	Ranking Given Chemical Use
Duea	Superintendents	13th	12th
Elam and Gough	Citizens	1st	*
Elam and Gough	Educators	2nd	*
Gallup	Citizens	1st	2nd
Mpls. Planning Department	Minneapolis Homeowners	1st	2nd
Pittman	High School Students	11th	2nd
NEA	Teachers	54%	*

\*Chemical Use included under "Discipline" category.

TABLE 2

MINNEAPOLIS HOMEOWNERS' COMPARATIVE CHOICES OF  
 "DISCIPLINE" AND "EXPOSURE TO DRUGS AND ALCOHOL"  
 AS ONE OF THREE AREAS NEEDING MOST ATTENTION IN  
 THE MINNEAPOLIS PUBLIC SCHOOLS

Household Type	"Discipline" Frequency	"Exposure to Drugs" and Alcohol" Frequency
Households with Children	20.4%	19.6%
Households without Children	27.1%	25.8%
Preschool Parents	18.1%	18.1%
K-6 Parents	18.6%	17.2%
7-12 Parents	22.0%	20.8%
Post-High School Parents	24.7%	22.5%
ALL HOUSEHOLDS	22.0%	21.0%

(SOURCE: Minneapolis Planning Department, 1980)

B. Surveys of education professionals indicate their perceptions of the nature of discipline problems.

1. High school principals in New York and California were surveyed in 1978 and asked to identify the disciplinary problems that commanded the greatest attention in their schools. Similar results were reported between these two states in both urban and nonurban schools. (Duke, 1978)
  - a. Principals identified skipping class, truancy, and lateness to class as being most attention-consuming.
  - b. "Least pressing problems" cited were student profanity, fighting, drug use, and disrespect.
2. Teachers in a Minneapolis suburb were asked to discuss disciplinary problems in their schools, and seldom mentioned the "high profile" areas of drug use and violence as serious problems.
  - a. Teachers characterized today's elementary and secondary students as more assertive and outspoken, and more oriented toward immediate gratification than were students in the past.

- b. Respondents viewed older secondary students as perceiving their out-of-school jobs to be more important than involvement in schools.  
(Conrad et.al., 1980)

C. Surveys of young people indicate their concerns about school discipline.

1. The Minnesota Youth Poll (Hedin, 1980) has been utilized to assess local student attitudes. It includes a cross-section of Minnesota teenagers representing a range of ages and geographic locations.
  - a. Asked to describe their typical school day, student's positive comments were related to interesting classes, enthusiastic teachers, and chances to see their friends.
  - b. Overall, however, students' responses to school were unenthusiastic. They used words like "boring, drag, bumner and fatigue" to describe their reactions to school.
  - c. The researcher concluded, "Lethargy seemed to be the dominant mood . . . (There was a) profound sense of powerlessness expressed."
  - d. When asked how they would change their schools, students offered conservative responses, asking for moderate changes in the direction of giving them more control over their lives and their education. They wanted fewer rules but more rigid enforcement, with particular efforts to curtail "rowdy" students.
  - e. There was almost unanimous agreement among students that they should participate in the development of disciplinary policies. However, they expressed skepticism about becoming involved in such policy-making efforts, fearing that their input would not be taken seriously.
2. Another Minnesota Youth Poll entitled "Youth's Views on Reputations and Delinquency" found that adolescents exert and respond to strong pressure to conform to social norms similar to those expected from adults.
  - a. The researchers conclude that teenagers are not "rebellious challengers of the conventional order," and tend to isolate their delinquent peers who violate the established norm.

- b. Respondents in the survey favored treatment rather than punishment for juvenile offenders, and emphasized the powerful influence of other family members whom they believe should be included in rehabilitation efforts.

### III. SOCIAL FACTORS WHICH INFLUENCE THE CHARACTERISTICS OF CHILDREN AND YOUTH

- A. Increased geographic mobility of families results in less stability in the student body of a given school.
- B. The increase of single-parent families has an impact on educational outcomes, in some research studies. For example, the National Association of Elementary School Principals found that affected children appear more likely to be poor achievers, to be late to or truant from school, to be subject to more disciplinary action, and to be twice as likely to drop out of school than children from two-parent families.  
(Education U.S.A., August 4, 1980)
- C. Changes in parental standards and values were revealed in a nationwide survey of 1200 households with an increasing self-orientation and laissez faire attitude toward children. (Yankelovich et.al, 1977)
  - 1. A majority of parents included in this survey cited teachers as persons from whom they would first seek advice about childrearing.
  - 2. Respondent's perceptions of societal problems which affect childraising are shown in Table Three.
  - 3. Parents included in the Yankelovich study also indicated areas in which they were interested in receiving parenting education. (Table Four)
  - 4. Among the parents who indicate the greatest needs for help are single parents and parents from minority races.

TABLE 3

MAJOR INFLUENCES IN SOCIETY  
WHICH MAKE IT HARD TO RAISE CHILDREN  
(Yankelovich, et.al, 1977)

	<u>Percent</u>
Drugs	34
Broken Marriages	28
Inflation	28
Permissiveness in Child Raising	27
Crime and Violence in the Streets	25
Both Parents Having to Work to Get Along Financially	25
Breakdown of Traditional Values	22
Decline of Religion	18
Parents Being More Selfish and Less Willing to Sacrifice for Their Children	17
Insecurity About Jobs and Unemployment	16
Television	14
Quality of Education	14

TABLE 4

PARENT NEEDS IN PARENT EDUCATION  
(Yankelovich, et.al, 1977)

	<u>Percent</u>
Dealing with drug problems	49
Understanding new teaching methods in the classroom	42
Convincing children not to smoke	37
Handling problems of discipline	36
Solving problems of discipline	36
Solving problems of being parents	34
Dealing with medical problems	34
Feeding children nutritiously	32
Teaching children religion	32
Teaching children about sex	31
Balancing the budget	27
Finding leisure activities for parents	18

D. The strength of today's youth culture may contribute to student misbehavior.

1. UCLA researcher John Goodlad believes that educators need to recognize the emergence of the youth culture and its power to overcome the academic and intellectual aspects of schools. (Discussion with Minnesota Governor's Task Force on Educational Policy, September 1980).
2. In Goodlad's current study of schooling, students were asked to identify the best thing about their schools. Their most frequent responses were "my friends" and "sports." "Teachers" were identified by only five percent of the respondents, and a class in school was cited by seven percent of the students.

E. The success of schools in meeting the needs of students is often assessed by examining drop-out rates.

1. In Minnesota, more teenagers graduate from high school than in other parts of the nation. The state's school retention rate is shown in Table Five.

TABLE 5

RETENTION RATES\* OF ALL SCHOOLS,  
UNITED STATES AND MINNESOTA

Year Graduating	United States	Minnesota
1964	67.6%	86.2%
1966	73.2%	88.4%
1968	74.9%	99.5%
1970	75.0%	89.3%
1972	74.8%	89.3%
1974	74.4%	87.1%
1976	74.9%	86.6%
1978	NA	96.7%

\*The retention rate is the number of high school graduates in a given year from public and non-public schools, expressed as a percentage of the fifth-grade enrollment seven years earlier.

SOURCE: Department of Health, Education and Welfare, National Center for Education Statistics, Digest of Education Statistics, 1977-78; page 14; and Minnesota Department of Education, Education Statistics Section.

2. However, the number of students dropping out of Minnesota public schools has increased. As Table Six depicts, both the number of dropouts and the dropout percentage have increased since 1975-76.

TABLE 6

MINNESOTA STUDENTS WHO DROP OUT  
AS COMPARED WITH TOTAL MEMBERSHIP  
1975-76 and 1978-79

	1975-76	1978-79	Percent Change
July 1 Membership, Grades 7-12	444,866	413,204	-7.0%
Total Dropouts	12,848	16,245	+26.4%
Dropout Percentage	2.89%	3.93%	

(SOURCE: Minnesota Department of Education, Education Statistics Section. Secondary School Membership Report, 1978-79 State Summary. February 1980)

IV. MINNESOTA STATUTES AND RECENT LEGISLATIVE EFFORTS RELATED TO SCHOOL DISCIPLINE

- A. Minnesota Statutes 127.27-127.39 guarantee student rights by regulating student disciplinary procedures and includes definitions, grounds for, and procedures governing student suspension and expulsion as well as provision of due process and equal protection of the law. Other disciplinary practices are the responsibility of local districts. M.S. 120.17 makes student attendance compulsory until the age of 16.
- B. Minnesota Session Laws 1980, Chapter 609, Article 4, Section 19 and 20 was enacted in 1980, and requires school districts to establish community advisory councils to develop local plans to reduce chemical use in schools.
  1. Following submission of these plans to the Minnesota Department of Education, districts receive state support for the provision of inservice programs to train staff in the identification and referral of students who may be chemically dependent.



2. This legislation also established an interagency investigation (Minnesota Department of Education, Health, Public Welfare and Corrections) to develop recommendations regarding the need for additional state-level involvement.
- C. Recent efforts to amend state statutes have included attempts to increase the disciplinary authority of classroom teachers to remove students from their classrooms for a maximum of three days.
1. A bill to this effect was introduced during the 1980 legislative session and was supported by the Minnesota Federation of Teachers. Other educational lobbying groups did not support the measure which was withdrawn.
  2. An amended version of the bill was introduced requiring local boards to establish policies governing removal of students from classes for disciplinary purposes. It was subsequently defeated.

V. RESPONSES IN MINNESOTA AND OTHER STATES TO STUDENT DISCIPLINE

- A. In Minnesota school districts, some school boards consider student discipline a condition of employment and negotiate on the subject. Others treat it as a matter of educational policy to be handled on a meet and confer basis.
1. State education association representatives indicate that some districts have formal school board policies relating to student discipline and others do not. Nearly all secondary schools have student handbooks in which rules and regulations are presented.
  2. Traditionally, policies and regulations were developed by administrators and board members. In recent years, however, there has been an increase in the participation of teachers, parents, and students in the determination of disciplinary regulations in some districts.
- B. In Ohio, a Governor's Task Force on Student Discipline was established (Jung, et.al., 1979-80). Their recommendations included:
1. Involving parents, teachers and students in the development and implementation of school discipline codes.

2. Providing training and support for parents.
3. Employing additional resource personnel in schools (social workers, security persons, etc.) to assume responsibility for non-classroom duties.
4. Requiring classroom management coursework for initial teacher and administrator licensure, and providing inservice training for practicing teachers and administrators.
5. Developing special schools and curricula for chronically disruptive students as alternatives to suspension and expulsion.

C. In Michigan, the Governor's Task Force on School Violence and Vandalism was organized around subcommittees which examined the concerns of students, educational personnel, law enforcement and school security personnel, families, and social and community organizations. (Michigan Office of Criminal Justice, 1979)  
Their recommendations included:

1. Increased student participation in school decision-making.
2. Development of firm, fair and consistent disciplinary practices in local schools.
3. Training and support for parents.
4. Coordination between agencies and organizations serving disruptive youth.
5. Classroom management inservice and preservice training for teachers and administrators.

## R E F E R E N C E S

- Barth, Roland S., "Discipline: If You Do That Again. . ."  
Phi Delta Kappan. February 1980.
- Bayh, Birch, "Seeking Solutions to School Violence and  
Vandalism." Phi Delta Kappan. January 1978.
- Bloom, Robert B., "Teachers and Students in Conflict: The  
CREED Approach." Phi Delta Kappan. May 1980.
- Campbell, Margaret H., "Testimony of a Battered Teacher."  
Phi Delta Kappan. February 1979.
- Carnegie Commission. Giving Youth a Better Chance: Options  
for Education, Work and Success. Jossey-Bass, 1979.
- Clark, David L., Linda S. Lotto, Martha M. McCarthy.  
"Factors Associated with Success in Urban Elementary  
Schools." Phi Delta Kappan. March 1980.
- Conrad, Dan, Diane Hedin, and Frank Brendenmeuhl. Education  
1980: A Report on Staff Opinions Regarding Education,  
the School System, Students and Themselves. Independent  
School District #274, Hopkins, Minnesota. March 1980.
- Duea, Jerry and Walter Bishop. "Important Differences on  
Public and Professional Perceptions of the Schools."  
Phi Delta Kappan. September 1980.
- Duke, Daniel L. "How Administrators View the Crisis in School  
Discipline." Phi Delta Kappan. January 1978.
- Edmonds, Ron. "Effective Schools for the Urban Poor."  
Educational Leadership. October 1979.
- Education U.S.A. "Counselors Must Deal with 'New' Families."  
April 7, 1980.
- . "School Discipline Woes May be Exaggerated."  
May 5, 1980.
- . "Schools Must Help One-Parent Children."  
August 4, 1980.
- . "Teachers Should be Trained About Violence,  
Ohio Says." May 12, 1980.
- . "Urban Schools: Feds Expect Too Much; Teachers  
Expect Too Little." June 23, 1980.

- Elam, Stanley M., Pauline B, Gough. "Comparing Lay and Professional Opinion on Gallup Poll Ouestion's." Phi Delta Kappan. September 1980.
- Frith, Greg H.; Jimmy D. Lindsey, and Jack Sasser. "An Alternative Approach to School Suspension: The Dothan Model." Phi Delta Kappan. May 1980.
- Gallup, George H. "The Twelfth Annual Gallup Poll of the Public's Attitudes Toward the Public School." Phi Delta Kappan. September 1980.
- Gallup Poll and Charles F. Kettering Foundation. A Study of Attitudes Toward the Public Schools Among American Teenagers. The Gallup Organization, Inc. December 1979.
- Glasser, William. "Disorders in Our Schools: Causes and Remedies." Phi Delta Kappan. January 1978.
- Gluckman, Carl D. and Toy T. Tamashiro. "Clarifying Teachers' Beliefs About Discipline." Educational Leadership. March 1980
- Hedin, Diane. "What Teenagers Really Think of School: A Method for Assessing Student Opinion." Pupil Personnel Services Journal. 1980.
- Hedin, Diane and Dan Conrad. "Changes in Children and Youth Over Two Decades: The Perceptions of Teachers." Phi Delta Kappan. June 1980.
- Hedin, Diane, et al. Minnesota Youth Poll: Youth's View on Reputations and Delinquency. Center for Youth Development and Research. University of Minnesota. 1980.
- Ianni, Francis A., "A Political Note on Schools and Discipline." Educational Leadership. March 1980.
- Jung, Everett L., et. al., Ohio Governor's Task Force on School Discipline. 1979-80.
- Kindsvater, Richard. "A New View of the Dynamics of Discipline." Phi Delta Kappan. January 1978.
- Kindsvater, Richard and Mary Ann Levine. "The Myths of Discipline." Phi Delta Kappan. June 1980.
- Levin, James. "Vay VS. Teacher Perceptions of School Discipline." Phi Delta Kappan. January 1980.
- McDaniel, Thomas R. "Exploring Alternatives to Punishment: The Keys to Effective Discipline." Phi Delta Kappan. March 1980.

- Minneapolis Planning Department, Homeowners in Minneapolis: A 1980 Survey. Office of the Mayor. Minneapolis, Minnesota. 1980.
- Minnesota Department of Education. Education Statistics Section. 1980
- Minnesota Department of Public Welfare. Children Born Out of Wedlock: Annual Report Year Ending June 30, 1979. St. Paul, Minnesota. 1979.
- Minnesota State Planning Agency. Survey of Minnesota Households. Office of the State Demographer. April 1977.
- National Institute of Education. Violent Schools, Safe Schools. Department of Health, Education and Welfare. Washington, D. C., 1977.
- Neill, Charley Boes. "Violence and Vandalism: Dimensions and Corrections." Phi Delta Kappan. January 1978.
- Neinstad, Serena. "Discipline for Today's Different Children." Phi Delta Kappan. April 1979.
- Pittman, Robert B. and Lewis E. Cloud. "Major Problems in Public Education from the Student's Perspective." Phi Delta Kappan. February 1980.
- Shapiro, Dennis. "Why Can't Johnny's Teacher Take It Anymore?" Minneapolis-St. Paul. September 1980.
- State of Michigan. Governor's Task Force on School Violence and Vandalism. Michigan Office of Criminal Justice. 1979.
- Time. "The ABC's of School Violence." January 23, 1978.
- Today's Education. "Who is the Classroom Teacher?" November-December 1977.
- U.S. News and World Report. "Now It's Suburbs Where School Violence Flares." May 21, 1979.
- Williams, John W. "Discipline in the Public Schools: A Problem of Perception?" Phi Delta Kappan. January 1979.
- Wynne, Edward A. "Behind the Discipline Problems: Youth Suicide as a Measure of Alienation." Phi Delta Kappan. January 1978.
- Yankelovich, Skelly, and White, Inc. Raising Children in a Changing Society: General Mills American Family Report, 1976-1977. General Mills, Inc. 1977.



FINDINGS ON EDUCATIONAL PROGRAMS/SERVICES AND  
SCHOOL DISTRICT ORGANIZATIONS





FINDINGS ON EDUCATIONAL PROGRAMS/SERVICES  
AND SCHOOL DISTRICT ORGANIZATION

CONTENTS

I.	INTRODUCTION .....	106
II.	EDUCATIONAL PROGRAMS AND SERVICES .....	107
	A. General Information	
	B. Elementary Education	
	C. Secondary Education	
	D. Grade Reorganization	
	E. Special Education	
	F. Occupational Education	
	G. Non-public Schools	
	H. Early Childhood/Family Education	
	I. Research & Development	
	J. Program Equity	
	K. Desegregation and Integration	
	L. Student Achievement	
	M. Accountability, Testing, and Assessment	
	N. Computers/Technology	
	O. Local Curriculum Planning, Evaluation, and Reporting (PER)	
	P. Class Size	
	Q. Social Services in the Public Schools	
	R. Curriculum and Instruction	
	S. Basic Skills	
	T. Length and Organization of School Year	
	U. Parental Involvement	
	V. Mandated Programs	
	W. Summer School	
	X. Testimony Received in Public Forums	
III.	SCHOOL DISTRICT ORGANIZATION .....	144
	A. General	
	B. School District Pairing	
	C. School District Consolidation	
	D. Joint Powers Agreements	
	E. Cooperatives	
	F. Non-public Schools	
	G. Interdistrict Attendance Policies	
	H. Long Range Planning	
	I. Testimony Received in Public Forums	

## FINDINGS ON EDUCATIONAL PROGRAMS/SERVICES AND SCHOOL DISTRICT ORGANIZATION

### I. INTRODUCTION

The subcommittee on educational programs/services and school district organization began its work with this question: "Is the current system of public school governance and organization and the system for identifying, developing and implementing programs and services for the public schools capable of responding to the needs of the 1980s?" In order to adequately respond to that question, the committee embarked on a study of Minnesota's public school system. The committee spent more than eight months reviewing data, information, and opinions related to how school districts in Minnesota are organized and governed and the quality and breadth of programs and services offered in the schools. The results of this "search" are included in the findings which follow.

Some readers may feel, in reviewing these findings, that some issues capture too much attention, while others have been ignored. While all possible topics have not been included in this report, the committee attempted to identify and examine those issues which it felt would have the greatest impact on education for children and young adults in the 1980s. These issues were identified through a long and difficult process of examining the probable trends for the decade of the 1980s and examining how schools and the state should respond. The intent of these findings is to present sound information which will evoke discussion, debate and action.

Minnesota needs an effective and efficient public education system for all children and youth. Our educational system should allow each and every child to develop his or her fullest potential in an environment that fosters excellence. It should also strike an acceptable balance between the needs and wishes of parents and the responsibility and needs of the state.

The committee believes that Minnesota's public education system is, for the most part, constituted correctly and is one of the finest in the nation. We also believe that our system has the ability to become better. Our conclusion to the initial question is "yes", with some modification. These modifications are reflected in the recommendations contained in Volume One of this report.

## II. EDUCATIONAL PROGRAMS AND SERVICES

### A. General Information

1. The responsibilities for educational programs and services are shared by the Minnesota Legislature, the State Board of Education and local school boards.

Source: Office, Assistant Attorney General for Education.

2. The Legislature, through the Minnesota Statutes, outlines requirements concerning public school programs.

- a. These requirements include:

- length of school year
- minimum ages for kindergarten and first grade
- subject area requirements such as physical and health education, instruction in morals, bilingual programs, and the Declaration of Independence and Constitution, etc.

- b. Most program requirements are contained in Minnesota Statutes, Chapter 126.

Source: Minnesota Statutes, Chapter 126

3. The State Board of Education, through its rules, lists requirements in a number of specific areas.

- a. These areas include:

- |                        |                      |
|------------------------|----------------------|
| - length of school day | - admission          |
| - testing              | - staff requirements |
| - grading              | - building           |
| - promotion            | - equipment          |
| - class size           | - required subjects  |

- b. Table One outlines the required subject areas for each grade level.

- c. The State Board does not, however, specify textbooks to be used, the content of courses, or the method of instruction. These decisions are deemed as the responsibility of local boards.

Source: Minnesota Code of Agency Rules, Rules of the State Board of Education.

**Table 1**  
**State-Required Subjects For**  
**Minnesota Public Schools**

<div>Elementary Schools (grades 1-6 or 1-8)</div> <div>The following subjects are to be taught in all elementary grades.</div> <div>Language Arts:     reading     library     language, handwriting and spelling Arithmetic Social Studies (including history, citizenship, and geography) Science and Conservation Fine and Practical Arts (including art, music, creative dramatics, and crafts) Health, Physical Education and Safety</div>	<div>Junior Secondary Period (grades 7, 8, and 9)</div> <table><tr><th>Subject</th><th>Minimum Clock Hours</th></tr><tr><td>Art</td><td>90</td></tr><tr><td>Communication Skills</td><td>360</td></tr><tr><td>Health</td><td>60</td></tr><tr><td>Home Economics or Industrial Education</td><td>150</td></tr><tr><td>Mathematics</td><td>360</td></tr><tr><td>Music</td><td>90</td></tr><tr><td>Physical Education</td><td>240</td></tr><tr><td>Science</td><td>240</td></tr><tr><td>Social Studies</td><td>360</td></tr><tr><td>Sub-Total, required subjects</td><td>1950</td></tr><tr><td>Open Elective subjects</td><td>1200</td></tr><tr><td>Total</td><td>3150</td></tr></table>	Subject	Minimum Clock Hours	Art	90	Communication Skills	360	Health	60	Home Economics or Industrial Education	150	Mathematics	360	Music	90	Physical Education	240	Science	240	Social Studies	360	Sub-Total, required subjects	1950	Open Elective subjects	1200	Total	3150																																																																						
Subject	Minimum Clock Hours																																																																																																
Art	90																																																																																																
Communication Skills	360																																																																																																
Health	60																																																																																																
Home Economics or Industrial Education	150																																																																																																
Mathematics	360																																																																																																
Music	90																																																																																																
Physical Education	240																																																																																																
Science	240																																																																																																
Social Studies	360																																																																																																
Sub-Total, required subjects	1950																																																																																																
Open Elective subjects	1200																																																																																																
Total	3150																																																																																																
<div>Middle Schools (grades 6-8, 6-9, 5-8, or 5-9)</div> <div>The following subjects are to be taught for the minimum number of clock hours specified.</div> <table><tr><th rowspan="2">Subject</th><th colspan="4">Minimum Clock Hours</th></tr><tr><th>Gr 6-8</th><th>Gr 6-9</th><th>Gr 5-8</th><th>Gr 5-9</th></tr><tr><td>Art</td><td>120</td><td>120</td><td>150</td><td>150</td></tr><tr><td>Communication Skills</td><td>480</td><td>600</td><td>760</td><td>880</td></tr><tr><td>Health</td><td>90</td><td>90</td><td>120</td><td>120</td></tr><tr><td>Home Economics/ Industrial Education</td><td>120</td><td>160</td><td>120</td><td>160</td></tr><tr><td>Mathematics</td><td>360</td><td>480</td><td>480</td><td>600</td></tr><tr><td>Music</td><td>120</td><td>120</td><td>150</td><td>150</td></tr><tr><td>Physical Education</td><td>240</td><td>320</td><td>320</td><td>400</td></tr><tr><td>Science</td><td>360</td><td>480</td><td>480</td><td>600</td></tr><tr><td>Social Studies</td><td>360</td><td>480</td><td>480</td><td>600</td></tr><tr><td>Sub-Total, required subjects</td><td>2250</td><td>2850</td><td>3060</td><td>3660</td></tr><tr><td>Open Elective subjects</td><td>900</td><td>1350</td><td>1140</td><td>1590</td></tr><tr><td>Total</td><td>3150</td><td>4200</td><td>4200</td><td>5250</td></tr></table>	Subject	Minimum Clock Hours				Gr 6-8	Gr 6-9	Gr 5-8	Gr 5-9	Art	120	120	150	150	Communication Skills	480	600	760	880	Health	90	90	120	120	Home Economics/ Industrial Education	120	160	120	160	Mathematics	360	480	480	600	Music	120	120	150	150	Physical Education	240	320	320	400	Science	360	480	480	600	Social Studies	360	480	480	600	Sub-Total, required subjects	2250	2850	3060	3660	Open Elective subjects	900	1350	1140	1590	Total	3150	4200	4200	5250	<div>Senior Secondary Period (grades 10, 11, and 12)</div> <table><tr><th>Subject</th><th>Minimum Clock Hours</th><th>Credits</th></tr><tr><td>Communication Skills</td><td>360</td><td>3</td></tr><tr><td>Health</td><td>60</td><td>½</td></tr><tr><td>Physical Education</td><td>60</td><td>½</td></tr><tr><td>Social Studies - Studies of Amer., inc. Amer. History</td><td>120</td><td>1</td></tr><tr><td>Social Studies, inc. Social Problems</td><td>120</td><td>1</td></tr><tr><td>Sub-Total, required subjects</td><td>720</td><td>6</td></tr><tr><td>Open Elective subjects</td><td>1080</td><td>9</td></tr><tr><td>Total</td><td>1800</td><td>15</td></tr></table> <div>SOURCE: All requirements are contained in Minnesota Code of Agency Rules, Rules of the State Board of Education.</div>	Subject	Minimum Clock Hours	Credits	Communication Skills	360	3	Health	60	½	Physical Education	60	½	Social Studies - Studies of Amer., inc. Amer. History	120	1	Social Studies, inc. Social Problems	120	1	Sub-Total, required subjects	720	6	Open Elective subjects	1080	9	Total	1800	15
Subject		Minimum Clock Hours																																																																																															
	Gr 6-8	Gr 6-9	Gr 5-8	Gr 5-9																																																																																													
Art	120	120	150	150																																																																																													
Communication Skills	480	600	760	880																																																																																													
Health	90	90	120	120																																																																																													
Home Economics/ Industrial Education	120	160	120	160																																																																																													
Mathematics	360	480	480	600																																																																																													
Music	120	120	150	150																																																																																													
Physical Education	240	320	320	400																																																																																													
Science	360	480	480	600																																																																																													
Social Studies	360	480	480	600																																																																																													
Sub-Total, required subjects	2250	2850	3060	3660																																																																																													
Open Elective subjects	900	1350	1140	1590																																																																																													
Total	3150	4200	4200	5250																																																																																													
Subject	Minimum Clock Hours	Credits																																																																																															
Communication Skills	360	3																																																																																															
Health	60	½																																																																																															
Physical Education	60	½																																																																																															
Social Studies - Studies of Amer., inc. Amer. History	120	1																																																																																															
Social Studies, inc. Social Problems	120	1																																																																																															
Sub-Total, required subjects	720	6																																																																																															
Open Elective subjects	1080	9																																																																																															
Total	1800	15																																																																																															

SOURCE: Minnesota Department of Education. The Condition of Education, op. cit.

4. In addition to the subject matter requirements for a three or four year high school, there are a number of additional requirements identified by the State Board. Specifically a comprehensive program of studies must be made available to the students which offers a choice from the areas of:

- General Education
- College Preparatory
- Occupational Education
- Practical and Fine Arts to such an extent as to meet the needs of the students enrolled
- Special Education for Exceptional Students
- Library and Audiovisual Aids and Services
- A Planned Guidance Program
- A Co-Curricular Program which offers varied activities for students.

Source: Rules of the State Board of Education.

5. Additional requirements of a six-year high school (grades 7-12) are outlined by the State Board. Schools must provide a program for junior and senior secondary schools which includes:

- General Education
- Special Education for Exceptional Students
- A planning guidance program
- Library and audiovisual aids and services
- A co-curricular program which offers varied activities for students
- Work in at least three approved vocational or occupational departments

Source: Rules of the State Board of Education.

6. Beginning in the middle school and the junior high school, the State Board requires elective subjects to be established by each local school board.

- a. Generally the amount of time spent on state-required subjects decreases as the grade level increases.
- b. In elementary school, nearly the entire educational program consists of state-required subjects. In middle school, required subjects take about 70 percent of class time. The proportion drops to 62 percent in junior high school and 40 percent in senior high school.

Source: Minnesota Department of Education. The Condition of Education, 1980.

7. Local decision-making for public school programs was reinforced by the Planning, Evaluating and Reporting legislation (P.E.R) passed in 1976. This law requires all school districts to develop educational goals, design instructional plans for implementing the goals, and establish procedures for evaluating and reporting progress in achieving the goals. Community involvement in this process is encouraged.

Source: Office of Planning and Evaluation, Minnesota Department of Education.

8. Provisions for participation in curriculum decision-making by local school boards results in a wide variety of courses offered throughout the state. In 1978-79 there were more than 600 course titles in Minnesota public schools.

Source: Office of Secondary Education, Minnesota Department of Education.

9. A wide variety of additional programs and services are provided by public schools in Minnesota. They include:

- Special Education
- Vocational Education
- Co-curricular and Extra-Curricular Activities
- Community Education Programs
- Child Nutrition Programs
- Title I Programs
- Migrant Education Programs
- Indian Education Programs
- Pupil Personnel Services
- Preschool Screening

Source: The Condition of Education, op.cit.

10. Requirements for a school are found in M.S. 120.12. A school, to satisfy the requirements of this statute, must be one:

- a. In which all common branches are taught in the English language, and taught by teachers whose qualifications are essentially equivalent to the minimum standards for public school teachers of the same grades and subjects,
- b. Which is in session each school year for at least 175 days or the equivalent; provided that in a program of instruction for children of limited English speaking ability, instruction and textbooks may be in the primary language of the children of limited English speaking ability enrolled therein. Any other language may be

taught as provided in Section 123.07. As used in this section, the terms "children of limited English speaking ability" and "primary language" shall have the meanings prescribed to them in Section 126.34.

Source: Minnesota Statutes 120.12.

11. Significant changes are taking place in Minnesota's work force and the families of its citizens which will leave an impact on educational programs and services. A 1977 survey by the State Planning Agency revealed several interesting trends.
  - a. The so called "typical" family of four (an employed husband, a wife who does not work outside the home and two children under 18) comprised only 6 percent of all Minnesota families in 1977.
  - b. The proportion of children under age 18 who live with one parent rose to 10 percent in Minnesota. In the Twin Cities Metropolitan Area, the proportion of children living with one parent was 15 percent in 1977, close to the national average of 16 percent. The comparable proportion is 6 percent in the balance of Minnesota.
  - c. Single parent families accounted for 10 percent of the 558,000 Minnesota families with children under age 18 in 1977. Ninety percent of these single parent families were headed by women in that same year.
  - d. The 1977 median income of female headed families was \$8,050. This figure represents only 52 percent of the median income of husband-wife families, which was \$15,560.
  - e. The unemployment rate of women who head families was three times that of husbands who head families in 1977.
  - f. Fifty-two percent of the wives in husband-wife families were in the labor force in 1977.

Source: Minnesota State Planning Agency. The Changing Minnesota Household, 1977.

12. Children from single parent families often have special needs. Compared to two-parent, children from one-parent families are more likely to be poor achievers, more likely to be late to school, truant, and subject to disciplinary action, and twice as likely to drop out of school.

Source: National Association of Elementary School Principals.

#### B. Elementary Education

1. Based on staff licensing reports, all elementary schools are offering all subjects required by the state (see page 108).
2. It would appear that more concentrated efforts in early childhood education and the primary grades (K-3) would greatly enhance a child's opportunity to gain a comprehensive education.
  - a. An analysis of 1,000 research studies by Benjamin Bloom concludes: "Put in terms of intelligence at age 17, from conception to age 4, the individual develops 50 percent of his mature intelligence, from ages 4 to 8 he develops another 30 percent, and from ages 8 to 17 the remaining 20 percent."
  - b. If the research concerning early growth and development is coupled with statistics on the changing family, and the fact added that during the period kindergarten through grade 3, children spend only 16 percent of their waking hours (3,325 hours) in actual school attendance, then the importance of effective programs in the primary grades is paramount.

Source: Benjamin Bloom. Stability and Change in Human Characteristics, p. 88.

Office of Planning and Evaluation, Minnesota Department of Education.

#### C. Secondary Education

1. Nearly all secondary schools in Minnesota are meeting the State's standards for minimum course offerings as determined by reviewing the teacher licensure reports filed with the Department of Education. (Note: This assumes that if the school



district has personnel licensed to teach in a given State Board required subject area, then the course is being offered.)

Source: Office of Personnel Licensing and Placement,  
Minnesota Department of Education.

2. Due to the large number of local control concerning the specific content of required subjects and local discretion concerning electives, curriculums differ considerably in schools, especially at the secondary level.

Source: Office of Secondary Education, Minnesota  
Department of Education.

3. Declining enrollments, accompanied by program and staff reductions, have forced many school districts to reduce the number of secondary courses offered. However, because the State Department of Education does not require standardized course titles, a comprehensive list of the types of courses which are being discontinued is not available.

Source: Office of Secondary Education, Minnesota  
Department of Education.

4. Nearly 72 percent of Minnesota's school districts have a six-year secondary school (grades 7-12). This represents 20.6 percent of Minnesota's secondary school students. However, under current State Board rules there is no requirement for college preparatory courses in a six-year secondary school. (Note: This should not be interpreted that six-year secondary schools do not have or do not make an attempt to offer college preparatory courses. There simply is no requirement that they must.)

Source: Office of Education Statistics, Minnesota  
Department of Education.

5. School districts with enrollments of 374 students or more at the secondary level have been found, on the average, to have the capability to offer a comprehensive program, by Minnesota expectations, for secondary education. These schools enroll 89 percent of the state's secondary students.
6. It appears that less than 12 percent of Minnesota's secondary students may be in a school district which

does not have the capability to offer a comprehensive program.

Source: Center for Educational Policy Studies,  
University of Minnesota. A Minimum  
Foundation Service Program for Minnesota  
School Districts, March 1979.

7. There were 16,245 students who dropped out of Minnesota public schools during the 1978-79 school year. Most of these students were in grades 10, 11 and 12.

- a. Table Two shows the number of dropouts, the fall membership, and the dropout percentage for each of grades 7-12.

TABLE 2

MINNESOTA PUBLIC SCHOOL DROPOUTS  
1978-79 SCHOOL YEAR

Grade	Number of Dropouts	Fall Membership	Dropout Percentage
7	223	59,404	0.4%
8	535	63,172	0.8
9	1,248	69,760	1.8
10	3,900	73,131	5.3
11	5,489	73,435	7.5
12	4,850	70,636	6.9
Totals, grades 7-12	16,245	415,870*	3.9%
Subtotals,			
grades 9-12	15,487	286,962	5.4
grades 10-12	14,239	217,202	6.6

\* The total membership for grades 7-12 includes 6,332 handicapped and ungraded students who are not included in the membership of individual grades.

Source: Office of Education Statistics. Minnesota  
Department of Education.

b. The dropout percentage is the number of dropouts during a single school year, expressed as a percentage of total membership. For example, 7.5 percent of the state's eleventh-graders dropped out, compared to 3.9 percent of all secondary pupils (grades 7-12).

8. In 1978-79, there were 38 districts which reported no dropouts and another 35 districts with a dropout percentage of less than 1 percent. Eight districts had a dropout percentage greater than 10 percent. Table 3 shows the distribution of school district dropout percentages.

TABLE 3

DROPOUT PERCENTAGES, GRADES 9-12,  
FOR MINNESOTA SCHOOL DISTRICTS  
1978-79 SCHOOL YEAR

Dropout Percentage	Number of Districts	Dropout Percentage	Number of Districts
0.9%	73	6.0-6.9%	16
1.0-1.9	70	7.0-7.9	10
2.0-2.9	85	8.0-8.9	10
3.0-3.9	65	9.0-9.9	7
4.0-4.9	49	10.0-14.9	5
5.0-5.9	42	15.0 or greater	3
State Total		- 5.4%	
Median District		- 2.8%	

Source: Office of Education Statistics, Minnesota Department of Education.

9. However, the number of students who drop out of Minnesota schools has increased since 1975-76 (Table 4).

TABLE 4

MINNESOTA STUDENTS WHO DROP OUT  
AS COMPARED WITH TOTAL MEMBERSHIP  
1975-76 AND 1978-79

	1975-76	1978-79	Percent Change
July 1 Membership			
Grades 7-12	444,866	413,204	-7.0%
Total Dropouts	12,848	16,245	+26.4%
Dropout Percentage	2.89%	3.93%	

Source: Minnesota Department of Education, Education Statistics Section. Secondary School Membership Report, 1978-79 State Summary. February 1980.

D. Grade Reorganization

1. Many school districts in Minnesota have been forced, due to declining enrollments and a need for greater operational efficiency, to reorganize grades within their district. The two most frequent changes are to middle schools and four-year high schools.
2. Middle schools are a relatively new organizational approach in Minnesota's schools.

- a. Beginning in 1974, the State Board of Education authorized the establishment of middle schools and defined them as follows:

Middle school means any school other than a secondary school giving an approved course of study in a minimum of three consecutive grades above fourth but below tenth with building, equipment, courses of study, class schedules, enrollment and staff meeting the standards established by the State Board of Education.

- b. Middle schools are normally organized into grades 6-8, 6-9, 5-8 or 5-9. Since 1974, 46 middle schools have been organized in the state.

3. The number of four-year high schools has increased to a total of 59 in 1978-79. The one-year period 1977-78 to 1978-79 witnessed an increase of 17 high schools.

Source: Office of Education Statistics,  
Minnesota Department of Education.

#### E. Special Education

1. Special Education in Minnesota is mandatory. Minnesota Statutes and State Board Rules define all aspects of Special Education programs and funding. The Minnesota Special Education law was enacted prior to the federal education laws and is in many ways more far-reaching.
2. All school districts in Minnesota are providing Special Education services.
  - a. Each year, all districts must submit a plan outlining how it will meet the state requirements for appropriate programs and services.
  - b. In addition, each district must submit a budget for its Special Education programs. A district may use one of two funding formulas for special education staff reimbursement:
    - 69 percent of salary to \$12,000 plus 5 percent of total salary, or
    - 70 percent of salary with no maximum.
3. Currently, 9.3 percent of the total school population of the state is receiving Special Education services out of an estimated 10-12 percent of the population who may need such services.
4. M.S. 123.932, Subd. 9 specifies that public school services (i.e., Special Education Services) must be offered at a "neutral site" to students in non-public schools. "Neutral site" means a public center (i.e., a public school), a mobile unit located off the non-public school premises, or any other location off the non-public school premises which is neither physically nor educationally identified with functions of the non-public school.

Source: Office of Special Education, Minnesota  
Department of Education.

## F. Occupational Education

### 1. Vocational Education

- a. Minnesota secondary vocational education programs are voluntary and governed by State Board of Education Rules.
- b. Students in 422 of 436 state districts have access to secondary vocational programs.
- c. Seventy-six percent of all high school students enrolled in at least one vocational course during their senior high school years.
- d. Eighty-five percent of the State's senior high school students have four or more vocational choices available during their high school years.
- e. It is projected that by 1988, eighty percent of all high school students will be involved in secondary vocational programs.
- f. Follow-up studies indicate that 70 percent of students completing secondary vocational programs go directly into part or full-time employment. Less than 3 percent report being unemployed.
- g. It appears that the increase in secondary vocational courses is at least in part due to some reduction in secondary elective academic offerings.

Source: Office of Secondary Vocational Programs,  
Minnesota Department of Education.

### 2. Career Education

- a. The Minnesota Department of Education receives Career Education funds under the Career Education Incentive Act, PL 95-207. The Department received \$333,000 in FY 80 and \$241,846 in FY 81.
- b. The Department receives funds for the purpose of:
  1. Making education a preparation for work.
  2. Relating work values to other life roles and choices (such as family life).
  3. Increasing the emphasis on career awareness, exploration, decision making and planning.
  4. Doing the above in a manner which will promote equal opportunity in making career

choices through the elimination of bias and stereotyping on account of race, sex, age, economic status or handicap.

- c. The Career Education Incentive Act law states that 5 percent of the \$241,846 may be used for State administration, 10 percent for State leadership, and the rest shall be flow-through. It further states that 15 percent of the flow-through money must be used for career guidance and counseling activities This is FY 1980 funding which may be utilized through September 30, 1981.
- d. Because of the limited funds available, the Minnesota Career Education Task Force has recommended that funds be allocated by Educational Cooperative Service Unit (ECSU) regions to serve the needs of the schools in the area. Each ECSU region would be eligible to receive an equal proportional amount, with the Metro ECSU counting as two and the Southwest ECSU counting as two. There are a total of nine ECSUs serving the eleven planning regions of the state.
- e. First priority for funding was given to ECSU proposals. All ECSUs have chosen to submit a plan. Criteria for funding will be based to a large degree on a plan's identification of regional education needs and how the plan proposes to meet those needs. The law states that criteria must also be based on availability of ECSU services to all schools, public and non-public, regardless of whether the schools are members of an ECSU.

### 3. CETA

- a. The Department of Education administers two CETA programs.
  - 1. The first is the Comprehensive Employment Training Activity located in the Division of Vocational-Technical Education. Its FY 1980 budget was \$213,700. The second is the CETA-Education Linkage Unit located in the Division of Special Services. Its FY 1980 budget was \$350,922.
  - 2. The Comprehensive Employment Training Activity directs, administers and plans supplemental vocational education assistance in areas served by Minnesota's 10 prime CETA

sponsors with funds provided by the Comprehensive Employment and Training Act through the State Board of Vocational Education. The purpose of this activity is to provide job training and employment opportunities for economically disadvantaged, unemployed or underemployed which will result in an increase in earned income and maximum employment opportunities.

- b. The CETA Education Linkage Unit facilitates cooperation between the public school system and the CETA system. The purpose of this cooperation is to increase the ability of programs offered by local agencies affiliated with the two systems to meet a wide variety of needs of individuals who want to increase their employability. Both the CETA system and the education system are charged with employability education for both youth and adults.
- c. A survey of 414 school districts, conducted by the CETA Education Linkage Unit, in June 1979, revealed:
  - 1. Three hundred and thirty-two (332) districts indicated that they do have a CETA-sponsored program for the student in their district, 60 did not.
  - 2. The most frequently utilized program was Title II-In-School, with the Youth Employment and Training Program (YETP) the second most frequent program.
  - 3. During the 1979-80 school year, 204,000 students participated in CETA-related programs. This is 11.5 percent of the grade 10-12 secondary student population.

#### G. Non-Public Schools

- 1. Non-public schools in Minnesota are eligible to receive educational aids.
  - a. State policy concerning these aids is as follows:

"It is the intent of the legislature to provide for the distribution of educational aids such as textbooks, standardized tests, health services,



guidance and counseling and individualized instructional materials so that every school pupil in the state will share equitably in education benefits and therefore further assure all Minnesota pupils and their parents freedom of choice in education." (M.S. 123.932)

- b. In addition to the compulsory attendance law (M.S. 120.12), to qualify for education aids, the non-public school must also meet the requirements of Title VI of the Civil Rights Act of 1964.
2. M.S. 124.212 provides "shared time" programs for non-public students.
    - a. Shared time pupils are defined as those pupils who attend public school programs for part of the regular school day but who otherwise fulfill the requirements of the compulsory attendance law by attending a private school.
    - b. School districts are not required to offer shared-time programs.
    - c. Table 5 depicts the general statistics concerning shared-time programs for 1977-78.

TABLE 5

SHARED-TIME PROGRAMS  
1977-78

Number of Districts Offering Shared-Time Programs	- 108
Number of Students Participating	-18,796 (21% of total non-public enrollment)
Major Areas of Shared-Time (Listed in order of frequency) 62% of all shared-time students attend courses in these areas.	-Physical Education & Health (3632) -Industrial Art (2166) -Home Economics (2079) -Music (1829) -Social Science (1479) -Band (1096) -Art (993)

Source: Office of Education Statistics, Minnesota Department of Education.

#### H. Early Childhood/Family Education

1. Minnesota lawmakers have recognized the connection between optimum child development and effective parenting.
  - a. Acting on this belief, the Legislature initiated and gradually expanded its support for early childhood and family education programs.  
(M.S. 3.924 - 3.9275)
  - b. The Minnesota Council on Quality Education (CQE), with staff located in the Department of Education, coordinates the operation of these programs.
  - c. The purposes of the early childhood and family education programs are to strengthen families, to help parents provide for their children's learning and development, and to help young children develop to their full potential.
2. Thirty-six Early Childhood/Family programs are now operating in urban, suburban and rural communities throughout Minnesota.
3. Listed below are the funds available for Early Childhood/Family Education programs during the past five years:

FY 1977 - \$	470,000
FY 1978 - \$	777,000
FY 1979 - \$	777,000
FY 1980 - \$	1,650,000
FY 1981 - \$	1,767,000

Source: Council on Quality Education, Minnesota  
Department of Education.

#### I. Research and Development

1. Two major research and development programs are available to Minnesota school districts.
2. The first is Title IV, Part C of the Elementary Secondary Education Act of 1965.
  - a. Title IVC provides funds directly to local districts, on a competitive grant basis, to test new and innovative ideas.
  - b. The following funds have been available during the past five years:

1977 - \$2,201,919  
1978 - \$2,294,408  
1979 - \$2,472,239  
1980 - \$2,472,493  
1981 - \$2,466,252

- c. These funds have made available more than 100 projects per year.

Source: Office of Educational Development,  
Minnesota Department of Education.

3. The second program is the Council on Quality Education (CQE). CQE was established by the Minnesota Legislature in 1971 to promote cost effective innovations in local school districts (M.S. 3.924 - 3.9279).

- a. The Legislature was concerned in 1971 that many school districts might not be able to afford to conduct their own research. Consequently, it was felt that making state funds available would alleviate that need and produce substantial educational and cost benefits over time.

- b. The following funds have been made available to CQE for grants during the last five years:

FY 1977 - \$521,110  
FY 1978 - \$600,000  
FY 1979 - \$650,000  
FY 1980 - \$775,000  
FY 1981 - \$775,000

- c. CQE staff is housed in the Minnesota Department of Education, as per M.S. 3.927.

- d. The State Board of Education has the final authority to approve grant proposals. It also is directed in M.S. 3.927 to promulgate additional guidelines for CQE as appropriate.

Source: Office of the Council on Quality Education, Minnesota Department of Education.

#### J. Program Equity

1. Equity is defined to mean, for the purpose of this section, the equal access of students to state minimum program requirements for elementary, middle school, junior high school and high schools as defined by the current State Board of Education Rules and Minnesota Statutes.

2. With the exception of seventh and eighth grade Music and Art, all Minnesota school districts are offering a minimum program according to current State Board Rules and Minnesota Statutes.
3. Much has been written and discussed concerning the lack of course offerings in many of Minnesota's small high schools. However, high schools (grades 10-12) have not been a strong state policy concern to date. Current state requirements are most restrictive through the age of compulsory attendance.
4. It would appear that the greatest disparity in secondary course offering affects about eleven percent of Minnesota high school students and 49 percent of all school districts.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

#### K. Desegregation and Integration

1. In 1973, the State Board of Education adopted regulations guiding desegregation in Minnesota public schools. A portion of the preamble to the regulations states:

The State Board recognizes many causes for inequality in educational opportunity, among which is racial segregation. The State Board agrees with the U.S. Senate Report of the Select Committee on Equal Educational Opportunities that the evidence, taken as a whole, strongly supports the value of integrated education, sensitively conducted, in improving academic achievement of disadvantaged children, and in increasing mutual understanding among students from all backgrounds. The State Board recognizes its duty to aid in the elimination of racial segregation in Minnesota public schools and therefore adopts these regulations...

2. Numerical desegregation has been achieved in the Twin Cities.
  - a. In 1973, seven schools in Minneapolis and five schools in St. Paul exceeded the 50 percent minority limit. One school in St. Paul was at 99 percent; two schools in Minneapolis were at about 88 percent. According to the count of minorities taken in the fall of 1978, the

highest minority percentage in any one school was 46.7 percent in St. Paul and 47.9 percent in Minneapolis.

- b. The U.S. District Court modified its desegregation requirements in Minneapolis in 1980. In addition, the State Board of Education also modified its regulations for the first time since the regulations were adopted.
- 3. In the narrow sense of complying with existing legal requirements, Minneapolis and St. Paul schools have been desegregated. Mechanisms are in place to guard against a return to segregation. However, this does not mean that all schools have a racial mix; some remain virtually all white. Nor does it mean that desegregated schools have won unanimous acceptance. But while some persons still oppose desegregation, there is no evidence to suggest a broad desire to return to pre-1974 segregation.

Source: Citizens League Report. Linking a Commitment to Desegregation with Choices for Quality Schools. December 12, 1979.

- 4. This modifying of the desegregation rules has caused three elementary schools in Duluth to be out of compliance.
- 5. While current state board rules address the areas of racial desegregation they do not address the concept of socio-economic segregation.
- 6. An issue that is arising is the desire of certain minority groups to maintain their own schools, thus enabling them to preserve their culture and tradition.

Source: Office of Planning and Evaluation, Minnesota Department of Education.

#### L. Student Achievement

- 1. The results of the Minnesota State Assessment Program for the period 1973-74 through 1978-79 indicate that composite student scores vary according to the type of district.
  - a. In all areas (Math, Reading, Science and Social Studies), suburban student composite scores are higher than the state average.
  - b. Scores in small towns and rural schools tend to be slightly above the state average.

- c. Scores of students in cities of the first class tend to be lower than the state average.

Source: Office of Assessment, Minnesota Department of Education.

2. The Minnesota average scores on the Scholastic Aptitude Test (SAT) for college bound seniors have been consistently higher than the national average on both the verbal and math portions of the SAT.

- a. Furthermore, the Minnesota scores have not declined as much as the national averages. In fact, the average Minnesota math score increased slightly between 1971-72 and 1978-79, while the national average declined by 17 points.
- b. Table 6 and Exhibits 1 and 2 summarize SAT trend data for Minnesota for the period 1971-72 to 1978-79.

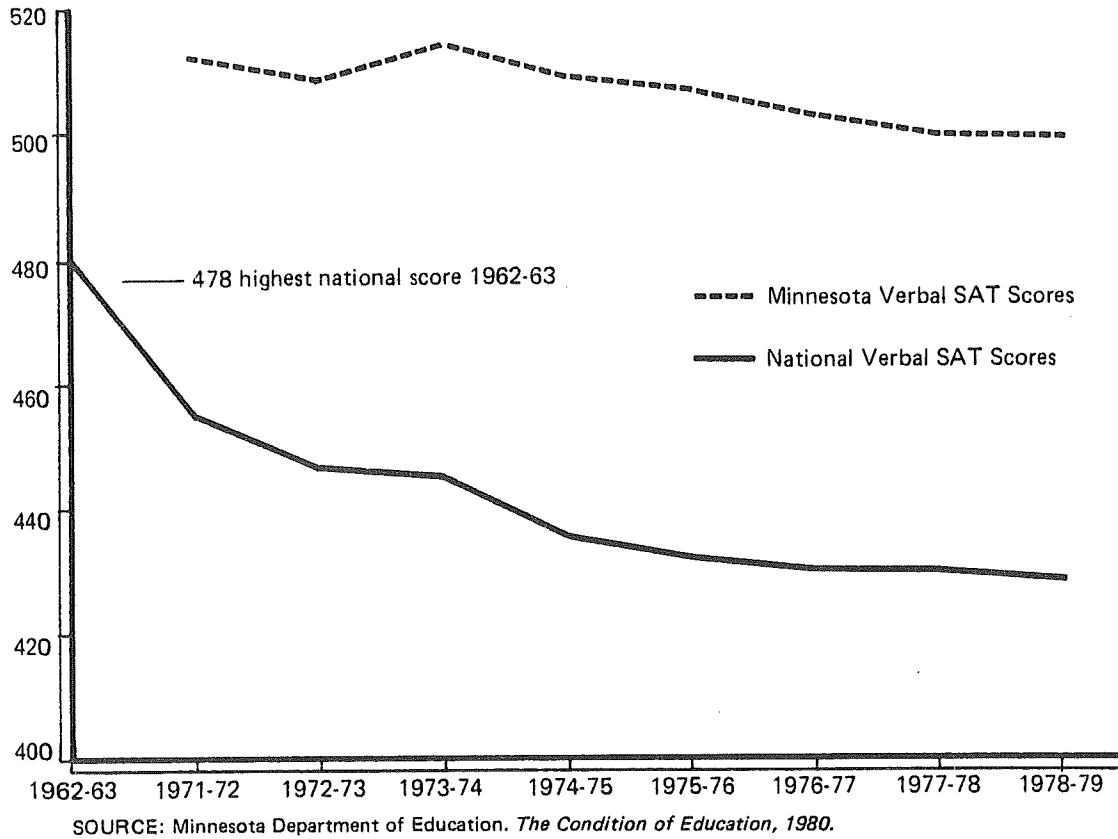
TABLE 6

SAT TREND DATA  
COLLEGE BOUND SENIORS  
MINNESOTA AND NATIONAL

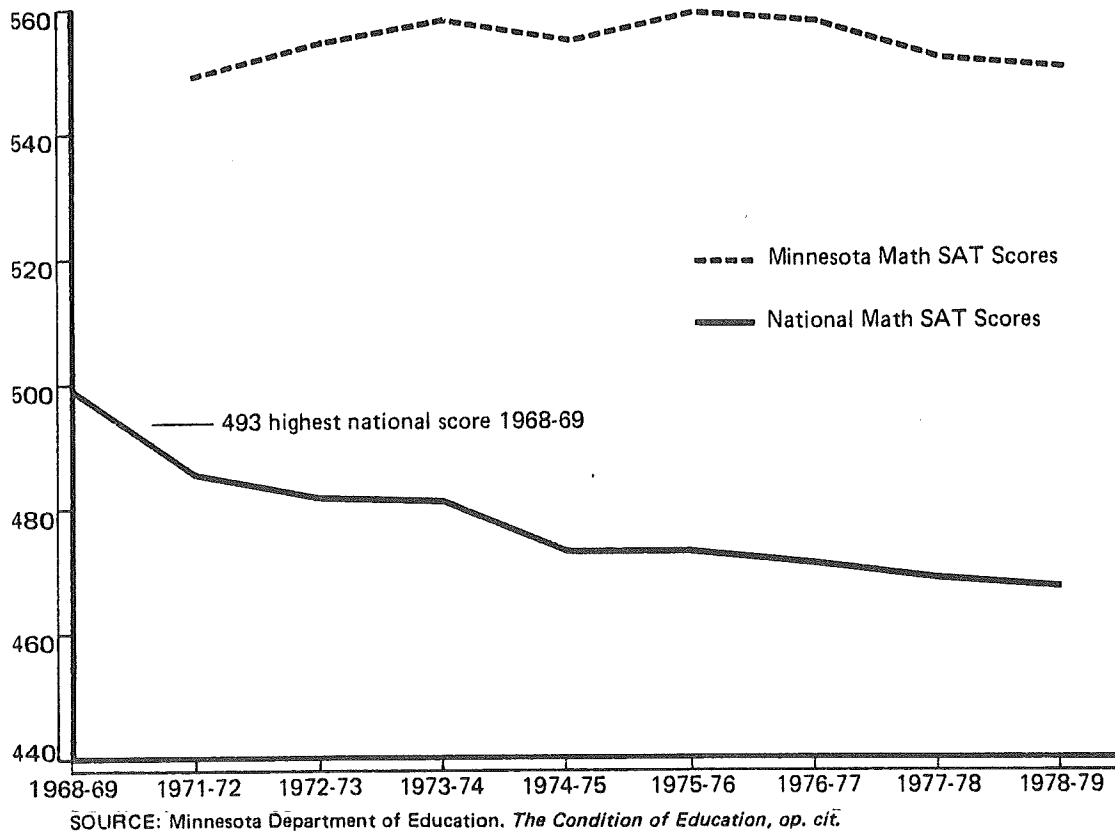
	<u>VERBAL</u>		<u>MATH</u>		<u>CANDIDATES</u>		<u>CANDIDATES AS % OF ESTIMATED COLLEGE BOUND POPULATION</u>	
	<u>MINNESOTA</u>	<u>NATIONAL</u>	<u>MINNESOTA</u>	<u>NATIONAL</u>	<u>MINNESOTA</u>	<u>NATIONAL</u>	<u>MINNESOTA</u>	<u>NATIONAL</u>
1971-72	509	453	547	484	6,307	1,022,820		
1972-73	506	445	552	481	4,877	1,014,853		
1973-74	512	444	556	480	4,257	985,115		
1974-75	506	434	552	472	3,770	996,428	12%	66%
1975-76	504	431	557	472	4,103	999,829	14%	68%
1976-77	500	429	556	470	4,243	979,344	16%	67%
1977-78	497	429	550	468	4,671	989,307	13%	66%
1978-79	497	427	549	467	4,370	991,765	12%	63%

SOURCE: College Board, Midwest Regional Office, Evanston, Illinois.

**Exhibit 1**  
**SAT SCORE TRENDS 1971 - 1979**



**Exhibit 2**  
**SAT SCORE TRENDS 1971 - 1979**



Source: The Condition of Education, 1980, op.cit.

3. With regard to the Preliminary Scholastic Aptitude Test (PSAT), which is taken by more than 75 percent of the state's 11th grade students, the Minnesota average scores have remained above the national average.
  - a. Between 1974-75 and 1978-79, the state average score on the PSAT verbal section declined from 42.7 to 40.9 while the national average dropped from 41.6 to 40.6. Minnesota's decline during the period was slightly more than the national decline. (See Table 7 and Exhibit 3)
  - b. For the same period, the state average score on the PSAT math section declined from 48.4 to 46.9 while the national average dropped from 45.9 to 44.8. Again, the Minnesota decline during the period was slightly more than the national decline. (See Table 7 and Exhibit 4)

TABLE 7

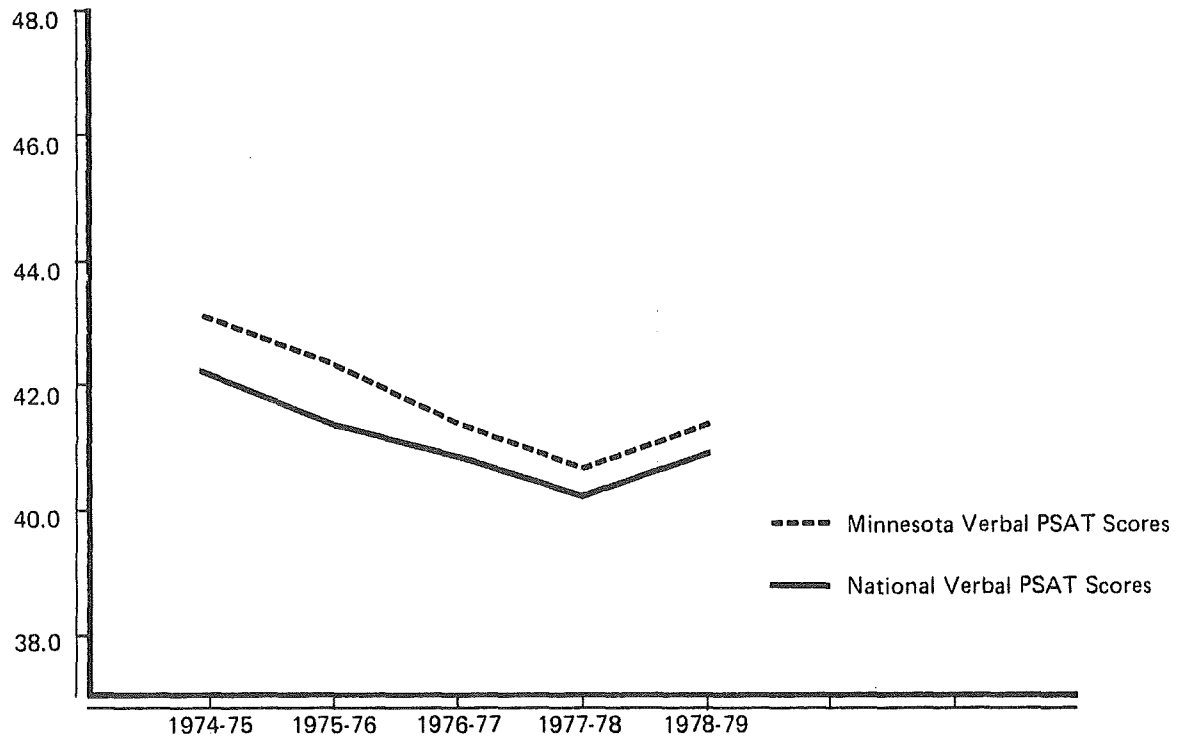
PSAT/NMSQT TREND DATA FOR COLLEGE BOUND JUNIOR  
MINNESOTA AND NATIONAL

	VERBAL		MATH		CANDIDATES		CANDIDATES AS % OF ESTIMATED COLLEGE BOUND POPULATION	
	MINNESOTA	NATIONAL	MINNESOTA	NATIONAL	MINNESOTA	NATIONAL	MINNESOTA	NATIONAL
1971-72		42.2		45.2	12,538	1,072,309		
1972-73		42.7		46.9	12,157	1,039,387		
1973-74		41.8		45.5	24,704	1,052,523		
1974-75	42.7	41.6	48.4	45.9	26,385	1,079,769	95%	79%
1975-76	42.0	41.0	47.7	45.5	28,864	1,098,035	98%	69%
1976-77	41.0	40.5	46.7	45.0	29,757	1,106,128	110%	81%
1977-78	40.3	39.9	46.3	44.2	27,926	1,137,017	81%	81%
1978-79	40.9	40.6	46.9	44.8	28,189	1,120,931	75%	72%

SOURCE: Minnesota Higher Education Coordinating Board. Status Report. September 20, 1979

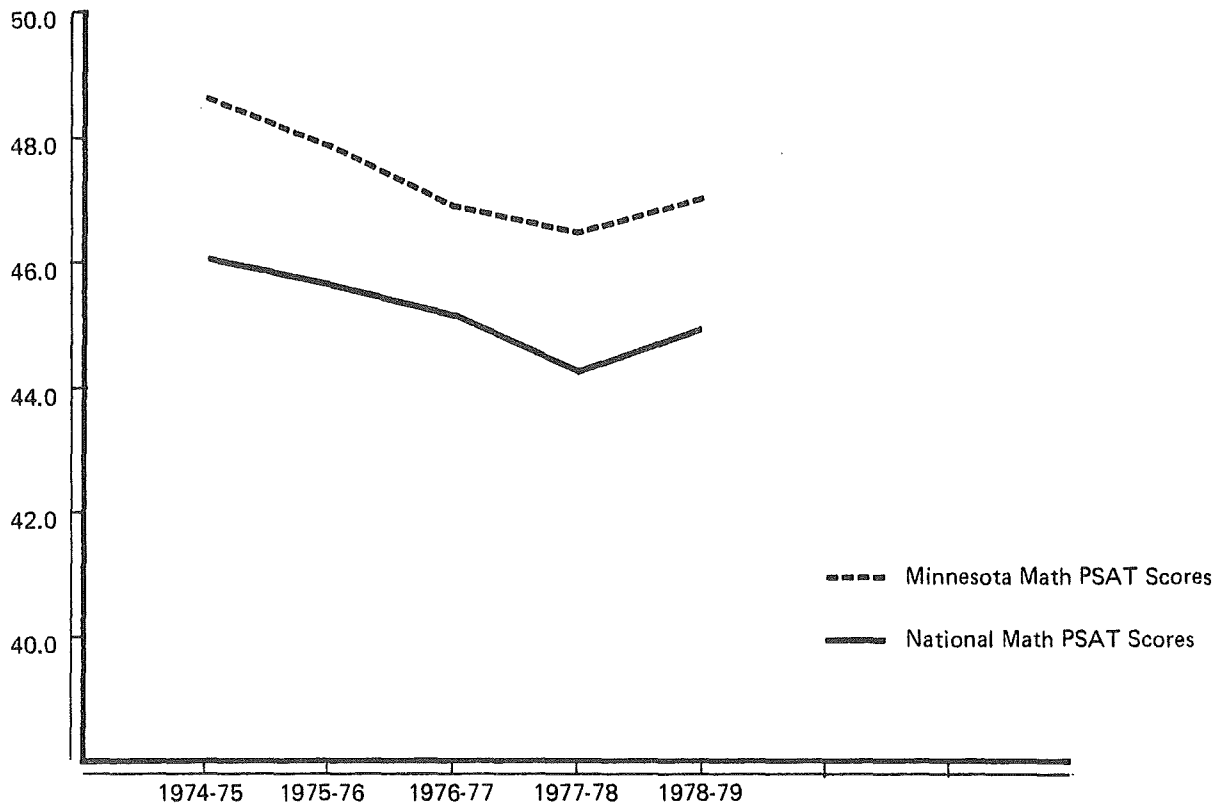


**Exhibit 3**  
**PSAT SCORE TRENDS 1974 - 1979**



SOURCE: Minnesota Department of Education. *The Condition of Education, op. cit.*

**Exhibit 4**  
**PSAT SCORE TRENDS 1974 - 1979**



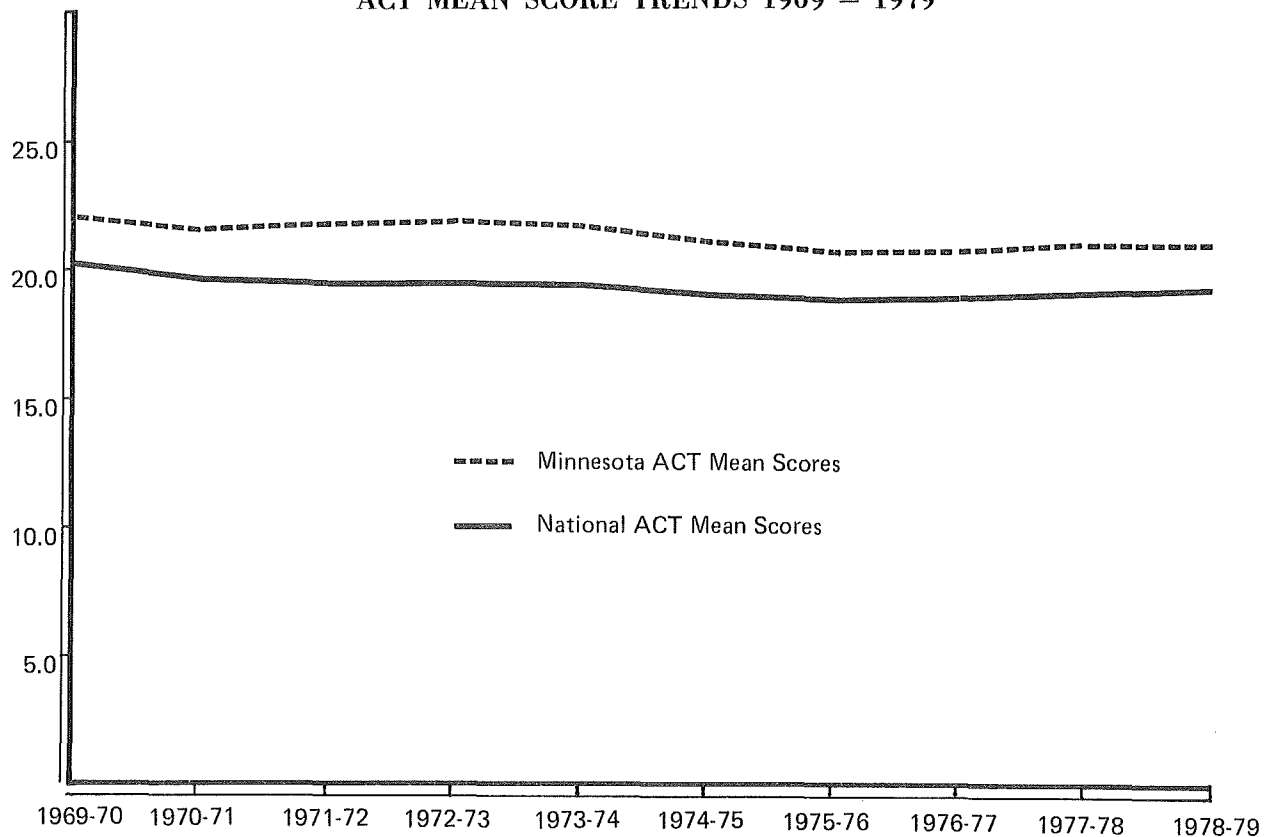
SOURCE: Minnesota Department of Education. *The Condition of Education, op. cit.*

4. The American College Test (ACT) is taken by the majority of Minnesota high school students who are planning to attend college. During the period 1971-72 to 1978-79 Minnesota's average score on the ACT declined from 21.4 to 20.5 while the national average declined from 19.1 to 18.6. Minnesota's decline was slightly more than the national average. (Exhibit 5)

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

#### Exhibit 5

#### ACT MEAN SCORE TRENDS 1969 - 1979



SOURCE: Minnesota Department of Education. *The Condition of Education, op. cit.*

M. Accountability, Testing and Assessment

1. More than 90 percent of Minnesota school districts utilize standard achievement tests at the elementary level. The tests utilized most frequently at the elementary level include the Iowa Test of Basic Skills, Stanford Achievement Test, and the California Achievement Test.
2. Approximately 50 percent of the secondary schools utilize standardized achievement tests. The Iowa Test of Educational Development and the Stanford Test of Educational Achievement are used most frequently.
3. Approximately 50 percent of Minnesota's public schools test group scholastic ability, intelligence and aptitude.
4. More than 246 of the districts utilize the piggy-back assessment program of the Minnesota Department of Education. Through this program, minimum standards for student performance can be set locally. (Note: Not all students in each district are tested each year.)
5. Only two Minnesota districts have established a formal competency test for graduation.
6. Summary test results from each district must be made available to all district residents at least once a year. The district's annual evaluation report, as defined in M.S. 123.741, must be filed annually with the Department of Education.
7. The current state policy on accountability seems to be most closely demonstrated in the 1976 PER legislation (M.S. 123.74-123.742). For a more detailed description of PER, see findings on Local Curriculum Planning, Evaluation and Reporting.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

8. The State Board of Education, on March 12, 1979, adopted the following policy on minimum standards and competency testing:

The State Board of Education encourages and supports efforts to improve educational achievement of all students to levels that will enable them to participate effectively in society, including obtaining and retaining a job. Setting standards for graduation, grade-to-grade promotion or placement in

programs and specifying methods for determining when those standards have been met are common practices in education. Some standards are set by the state, some by the local school district, some by the school, and some by the teacher. Teacher-made tests, departmental examinations, standardized tests, minimum competency tests, teacher judgment, and demonstration of mastery by student performance are some of the methods used to determine when pupils have met the standards. Use of minimum standards and minimum competency tests to determine when standards have been met is one option. There is not, however, a body of knowledge or research to support a conclusion that this method is better than others. Therefore, the State Board of Education encourages each local district to develop and adopt, through the planning, evaluating and reporting (PER) process, its own plan for setting standards and establishing criteria for determining when those standards have been met. The State Board encourages plans which avoid selection of standards that are too narrow and plans which avoid reliance on a single assessment technique.

Source: State Board of Education.

#### N. Computers/Technology

1. Through the time share system of the Minnesota Educational Computing Consortium (MECC), more than 90 percent of Minnesota school districts have the ability to offer programs to their students via teletype or a television-type display console. Most programs are limited to drill and practice and only one or two students per terminal may interact with the computer at any given time. Some applications of computer science are available at the secondary level.
  - a. Coursework for secondary electives is severely limited. This fact has slowed the use of computers in the schools as an instructional device. It should be noted, however, that Minnesota is a leader in the development and refinement of courseware.
  - b. Computers in the schools are more often used for computer-managed instruction where computers provide record keeping for individual students.
  - c. The use of micro- and mini-computers is beginning to increase in Minnesota school

districts. However, they will not be widely used until effective courseware and programs become available.

Source: Office of Education Data Systems,  
Minnesota Department of Education.

2. Due to the continued development and refinement in the area of micro-processing, there will be a continued expansion of commercially produced, low cost, and small personal educational devices.
  - a. This trend will allow parents to purchase a wide array of low-cost educational drill and practice devices for home use.
  - b. However, present marketing strategies by major companies producing these items are not directed at the public schools.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

3. In addition to the continued refinement of mini- and micro-computers, major developments are occurring in the area of video recorders. The combination of small computers and video discs will offer a wide variety of pre-programmed instructional courses. Because nearly all Minnesota school buildings have video recording and playback units, a ready-made vehicle exists for the expansion of computer-video instruction application.

Source: Office of Educational Development,  
Minnesota Department of Education.

4. Currently, three Minnesota districts are involved in a unique experiment utilizing short-range two-way television transmission. This system allows a teacher in one building to present a course to students in his/her room and also a room in another building or district. Because of the two-way transmission, the teacher can view the other class while the class is viewing him/her.

Source: Office of Educational Development,  
Minnesota Department of Education.

O. Local Curriculum Planning, Evaluation and Reporting (PER)

1. The Minnesota Legislature, in enacting M.S. 123.74-123.742 (PER), indicated that the intent of the legislation was to provide a process for curriculum evaluation and planning.

- a. The Legislature felt that the PER process would provide for continued improvement of local educational programs and better evaluation of local educational programs by local communities.
  - b. It was also hoped that the legislation would provide a process to facilitate decisions by school boards and communities to determine: (1) which services should be provided by the public schools; and (2) which services should be provided by other institutions, including the family, the private sector, and other public agencies.
2. The Minnesota Department of Education, in an analysis of the first year of PER, reports indications of program success. The Department concluded that:
- a. The interaction of more than 16,000 citizens, public school personnel and students for more than 160,000 hours, contributed to the continued improvement of educational programs in Minnesota.
  - b. The identification of curriculum goals, the development of instructional plans to meet those goals, the conducting of both professional and consumer evaluations, and the development of specific school improvement plans seems a means to provide a long-term vehicle for the continued improvement of programs and services at the local level.
  - c. The direct involvement of more than 3,200 citizens in discussions concerning the content and quality of programs and services at the local level, the reporting of summary test results, other performance data, faculty interpretations and judgments, and the collection of consumer opinions from students, parents and other citizens of the school district and the reporting of such to the general public, seems to have resulted in local citizens being more capable of determining the quality of the programs and services being provided by the local school district.
  - d. Based on the results of the PER survey of school board chairpersons, lay members of curriculum advisory committees, and interested citizens, and school superintendents, the PER law precipitated discussion in many school districts concerning which programs can best be provided by the public school and which programs and ser-

vices should or could be provided by the family, other public agencies or other private institutions.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

P. Class Size

1. Class size is a difficult research area on which effectiveness can be documented. However, if the research on class size is controlled for the following variables: K-3 only, achievement in primary reading and math; pupil behavioral and social development; long-term (2 or more years) of reduced class size; methods of instruction; staff development and inservice on teaching techniques related to smaller classes; it is found that, in these specific circumstances, smaller class size results in instructional improvement.
2. The Educational Research Services (ERS) publication on class size research found:
  - a. Research evidence that small classes are important to increase pupil achievement in reading and mathematics in the early primary grades.
  - b. Evidence of a positive relationship between small class size and pupil achievement when primary grade pupils are taught in small classes for two or more consecutive years.
  - c. Few, if any, pupil benefits can be expected from reducing class size if teachers are not trained in new instructional methods and procedures.
  - d. Smaller classes have a positive effect on pupil behavior in the elementary grades.
  - e. Research suggesting the importance of an emphasis on the methods and quality of instruction in the classroom rather than on the quantity of pupils.
3. Class sizes in Minnesota school districts for 1979-80 are indicated in Table 8.
4. Class sizes (student-teacher ratios) in Minnesota schools tend to follow a distinct trend. Generally, the larger the district and the higher the staff salaries the larger the class size. Conversely, the smaller the district and the lower the staff salaries the lower the class size.

TABLE 8  
CLASS SIZES IN MINNESOTA SCHOOLS  
1979-80

Type	Student/ Teacher Ratio <sup>1</sup>	Range	Full Time Equivalent Staff (FTE) <sup>2</sup>
Elementary	21.8	9-34	17.5
Middle	19.9	13-22	16.0
6 Year Secondary	16.9	8-23	13.2
Junior High	20.0	7-23	15.9
Senior High	21.4	16-28	17.2
4 Year High School	20.8	7-25	16.4
Jr.-Sr. Secondary	18.6	14-22	14.6

<sup>1</sup>"Classroom Teachers" includes: Pre-Kindergarten, Kindergarten, Elementary, Elementary Special Subject, Middle School, Secondary, and Vocational Education Special Needs.

<sup>2</sup>"FTE" includes: All licensed staff assigned to the building.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

Q. Social Services in the Public School.

1. The present K-12 educational system is under increased demands to provide social services such as chemical dependency, sex education, health records, and alternative programs.

a. Changes in society will place even greater expectations on public education.

b. It appears that there is considerable overlap and confusion by state, county and local agen-



cies concerning the responsibility and supervision of these areas.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

#### R. Curriculum and Instruction

1. An analysis of current research indicates that no one specific curriculum design/system or any particular method of instruction is most beneficial for every student.
2. The curriculum and methods of instruction found to be most useful are those that most effectively respond to the needs of individual students and the strengths of the staff.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

#### S. Basic Skills

1. The 1979 Minnesota Legislature made the teaching of basic skills a state priority. The Legislature authorized the hiring of 11 regional basic skill consultants and one state director.
2. In its statement of purpose the Legislature indicated: (1) all children have the right to achieve their full educational potential, and (2) children from all socio-economic backgrounds deserve the opportunity to receive instruction in the basic skills of listening, speaking, reading, writing and computation in order to function politically, economically and socially in a democratic society. Therefore, the purpose of this law is to establish a program providing leadership, technical assistance and training in basic skills instruction on a regional basis to school districts and non-public schools. For purposes of the law, "basic skills" means the abilities to listen, speak, read, write and compute.
3. While funds are provided to cover meals, travel, lodging and 50 percent of substitute teacher expenses for "trainers" from each local district to attend training sessions, there are no funds provided to local districts for the training of their staff.

4. Currently 96 public school districts (22% of the state total) and 11 non-public schools are participating in the basic skills program. The number of students involved in the 96 school districts is 237,402 which is 30.6 percent of the state total.
5. Approximately 75 percent of the 96 districts are in the process of implementing their in-service training programs for interested staff members. Seven percent have completed their training and 17 percent have not begun.
6. In a November 1980 survey 411 districts indicated an interest in a spring 1981 in-service session on mathematics, 220 districts indicated an interest in secondary reading and 286 districts in communications (English).

Source: Division of Instruction, Minnesota  
Department of Education.

T. Length and Organization of School Year

1. Thirty-one (31) states have a school year longer than Minnesota (175 days). Twenty-nine (29) states have school years of 180 days, one has 185 and one has 190 days.
2. The shortest school year, nationally, is 150 days (Arkansas).
3. Minnesota has a maximum school year of 200 days.

Source: National Institute of Education. State Legal Standards for Provision of Public Education. November 1978.

U. Parental Involvement

1. Parental involvement in the education of their children should not be confused with general citizen involvement in education.
  - a. Minnesota does require a broad spectrum of citizen involvement beginning with the control of school districts vested in local school boards and extending through various required advisory committees. However, it does not require specific parent participation.
  - b. Specific state and federally-mandated parental involvement is only required in Special Education through the development of Individual

Educational Plans (I.E.P.s). Title I programs require parent involvement at a building level but do not require specific involvement in a child's actual program.

2. Although specific mandated parent involvement is limited, it is a safe assumption that school districts in Minnesota employ a variety of methods to involve parents in their child's education. Because there is no data source for parental involvement, a firm statement cannot be made about the degree of satisfaction of parents concerning their personal involvement in the education of their children.
3. Public opinion polls, however, indicate overwhelming approval by all respondents of closer involvement with schools in the education of their children.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

"The Twelfth Annual Gallup Poll of the Public's Attitudes Toward Public Education."  
Phi Delta Kappan. September 1980.

#### V. Mandated Programs

1. Neither the state nor the federal government mandates any specific curriculum or course content for any Minnesota public school.
2. The federal government has no mandated educational programs for public schools. No Minnesota school is required to implement any federal educational program unless it wishes to secure funds from the federal government to do so. It should be noted, however, that if the federal educational program is a method of implementing a court decision, non-participation in the program does not release the local school district from implementing the procedures that will assure compliance.
3. The federal government does, however, have numerous laws to which each public school must adhere. These include affirmative action, building accessibility to handicapped persons, and desegregation and integration guidelines.

Source: Office of Federal-State Program Coordination. Minnesota Department of Education.

4. The Legislature and the State Board do mandate programs for the public schools.
  - a. Major programs mandated during the past decade include: The Uniform Financial Accounting and Reporting System (UFARS); Bilingual Education; Special Education; The Educational Planning Task Force (EPTF); and Planning, Evaluating and Reporting (PER).
  - b. While exact cost figures are not available, it can be assumed, with a high degree of certainty, that the continuing cost of these programs are borne chiefly by the local districts. It would appear that the continued trend of mandating programs without adequate funding will continue to cause erosion of a local district's general education program.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

#### W. Summer School

1. M.S. 124.20 and State Board of Education Rules EDU 4A and EDU 42 define summer school programs and their funding.
2. In 1978, nearly 67 percent of all districts (291) offered summer school programs. However, only 2.2 percent of all elementary and secondary students in Minnesota enrolled in these programs.
3. Not all summer school programs are remedial; an equal number of the courses and programs offered are for enrichment or enhancement.

Source: Office of Education Statistics,  
Minnesota Department of Education.

#### X. Testimony Received in Public Forums

The information provided below are the opinions of citizens and school personnel presented at the public forums conducted by the Governor's Task Force on Educational Policy during the winter and spring of 1980. They are included in this "findings" section to provide a perspective on the educational concerns voiced by citizens and educators in Minnesota.

1. The purposes of public schools should be defined within realistic and attainable limits. The basic

mission of schools is increasingly difficult to accomplish because schools have been given increased responsibilities.

- a. Schools are expected to solve societal problems and assume responsibilities formerly in the domain of the family and community. These increased responsibilities often occur at the expense of other educational programs. The overextension of schools may result in inadequate time "left over" for basic skills instruction. Instruction in basic skills should be the highest priority of schools.
- b. Educators should balance the concerns of special interest groups with the concerns of the larger community. Teachers, administrators and school boards are often too quick to react to the pressures of special interest groups.
- c. Educational programs should be carefully planned, according to educational principles and should allow local schools to exercise their own unique expertise.

2. Class sizes should be reduced.

- a. Small classes would enable teachers to focus on the needs of individual students.
- b. Smaller classes are especially important in Kindergarten through grade three to help students learn their basic skills and a healthy self-concept. A K-3 class size reduction program should be pilot-tested prior to large-scale implementation.

3. Programs related to student discipline should be examined.

- a. Chemical abuse inhibits learning and endangers other students.
- b. Current suspension policies often favor the offender and inhibit administrative disciplinary practices.
- c. Parental support is essential for teachers and administrators to effectively manage student discipline.

4. Procedures to ensure greater school and staff accountability are needed.

- a. Educators should expect more from students. Low expectations by educators contribute to low student achievement.
  - b. The development of minimum competency objectives and assessment procedures should be a high priority for local districts.
  - c. Staff improvement should be emphasized to ensure instructional and program improvement.
  - d. Student learning should be monitored and measured through the development of an Individual Educational Plan (IEP) for each student. Current technology could be utilized to assist in monitoring students academic growth and goal attainment.
5. Educational standards which challenge the learning abilities of all children should be developed.
6. Services for underachieving students should be examined.
- a. Recent studies indicate that public schools can improve the achievement levels of non-white and low-income students.
  - b. A system should be developed to evaluate school staff and to increase their accountability.
  - c. Expectations of minority students should be firm but fair. Automatic grade-to-grade promotion should be discontinued and student progress systematically monitored.
  - d. High quality alternative programs which serve students who have dropped out of the public schools should be expanded.
7. Mainstreaming overburdens teachers and results in lower expectations for all students.
8. The delivery of Special Education services to non-public schools is hampered by the mandate to provide them on a neutral site.
9. Early Childhood programs should be provided since they serve a preventative function. Parents are the first and most important teachers in the lives of their children and should have resources for guidance and support.

10. Non-public school programs are supported by many parents and offer a valuable alternative to public schools. However, these programs often create a financial burden for parents. Tuition tax credits should be allowed to alleviate this problem.
11. Parental choice should be provided for parents who feel the curriculum in public schools violates their own values.
  - a. Parents should be involved in deciding how and what their children are to be taught.
  - b. Public schools should provide a genuinely fair and religiously neutral education.
12. The school calendar should be based on student learning rather than time in school. Summer vacations, historically intended to free students for farm labor, may no longer be necessary.

Source: Governor's Task Force on Educational Policy.  
Summary of Public Forums. May 1980.

### III. SCHOOL DISTRICT ORGANIZATION

#### A. General

1. Primary responsibility for public education in Minnesota is granted to the State Legislature by the Minnesota Constitution (Article XIII, Section 1). The duties granted to the Minnesota Legislature by the Minnesota Constitution are highlighted below.

The stability of a republican form of government depends mainly upon the intelligence of people, it is the duty of the legislature to establish a general and uniform system of public schools. The legislature shall make such provisions by taxation or otherwise as will secure a thorough and efficient system of public schools throughout the state.

Source: Constitution, State of Minnesota.

2. The Minnesota Legislature has granted specific decision-making roles to the State Board of Education and Minnesota Department of Education, local school boards and districts and other regional agencies or groups (e.g., Educational Cooperative Service Units, Vocational Cooperative Centers).

Source: Minnesota Statutes, Chapters 120-129.

3. The federal role in Minnesota's educational process is not great.
  - a. Federal funds provide six percent of the total revenue for public elementary and secondary school districts.
  - b. The federal government supplements state and local revenue by funding programs relating to specific federal interests or responsibilities such as child nutrition and programs for the educationally disadvantaged.
  - c. The federal government currently has no role or authority in the organization of Minnesota schools.

Source: Office of Federal-State Program Coordination, Minnesota Department of Education.



4. The Legislature, through the Minnesota Statutes, has established a system of shared decision-making, delegating specific responsibilities to the State Board of Education, local school boards, cooperative groups, and parents. Laws pertaining to education in Minnesota are contained in Chapters 120 - 129A of the State Statutes. Listed below are the titles of the various chapters:

- 120 - Definitions; General Provisions
- 121 - Administration and Supervision (State Board Powers and Duties)
- 122 - School Districts; Formation and Alterations
- 123 - School Districts, Election Powers and Duties
- 124 - School Taxes, Funds; Aids
- 125 - Teachers
- 126 - Curriculum Conduct and Textbooks
- 127 - Actions and Penalties
- 128 - County School Districts
- 128A- Schools: Deaf and Sight-Saving
- 129 - School Board; Miscellaneous Powers
- 129A- Vocational Rehabilitation

Source: Minnesota Statutes, Chapters 120-129.

5. Chapters 122, 123, and 124 cover all the laws relating to school district organization in Minnesota. The Legislature prescribes all procedures for the organization of a public school district.

Source: Office of School District Organization, Minnesota Department of Education.

6. Minnesota has 439 school districts. They are categorized as follows:

- 432 - K-12 Independent School Districts
- 2 - K-6 Independent Districts
- 2 - Non-Operating Districts
- 3 - Intermediate Districts

In addition, there are 107 Cooperative Centers and 33 Area Vocational-Technical Institutes. This total system provides services to more than one million students.

Source: Office of Education Statistics, Minnesota Department of Education.

7. It has been a state policy since 1967, set forth in Minnesota Statutes 122.41, that all areas of the

state shall be included in an independent or special school district maintaining classified elementary and secondary grades 1-12.

- a. This law was the last in a series dating from 1947 which consolidated the school districts in the state from approximately 7,000 in 1945 (only 485 had secondary schools) to its present 436. The vast majority of these consolidated schools (nearly 6,500) were one- or two-room country schools offering grades 1-6 or 1-8.
- b. The number of districts having secondary schools declined from 485 to the present 435 during this same period.

Source: Office of School District Organization,  
Minnesota Department of Education.

8. Minnesota districts vary greatly in enrollment. Table 9 depicts the percent of schools by size category and the percentage of state enrollment that they represent.

TABLE 9

MINNESOTA SCHOOL DISTRICTS  
BY SIZE, 1978-79

SIZE OF DISTRICT BY ENROLLMENT	% OF DISTRICTS	% OF TOTAL STATEWIDE ENROLLMENT
0 - 300 students	14%	1.7% of the enrollment
0 - 500 students	35%	6.5% of the enrollment
0 - 750 students	49%	11.3% of the enrollment
0 - 1,000 students	61%	17.5% of the enrollment
0 - 3,000 students	84%	39 % of the enrollment
All Others	16%	61 % of the enrollment
38 Largest Districts	8.7%	50.4% of the enrollment

Source: Office of Education Statistics, Minnesota  
Department of Education.

9. Because of declining enrollments, the 1977 Minnesota Legislature again took up the discussion of school district organization and enacted two important laws.

- a. The first law was the Experimental Pairing legislation (M.S. 122.85) which, for the first time since 1967, authorized certain school districts to offer less than grades 1-12.
- b. The second law focused on school district planning (M.S. 122.86-122.90) and became widely known as the Educational Planning Task Force Legislation (EPTF). This legislation required all Minnesota school districts to prepare a plan for the "efficient and effective delivery of educational programs and services for the period July 1, 1980-June 30, 1983." Included in this legislation was a provision for "review and comment" by the Department of Education of any new school building construction.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

10. In 1979, the Minnesota Legislature formalized the 1977 experimental pairing legislation and allowed all Minnesota school districts to offer less than grades 1-12 if, through a cooperative agreement, all discontinued grades are offered in another district.

- a. Under this new law, M.S. 122.541, a school district must maintain at least three grades to continue operation.
- b. This law recognized the need for flexibility of Minnesota school districts as they respond to continued fluctuating enrollments.

Source: Office of School District Organization,  
Minnesota Department of Education.

11. It appears that the current trend in state policy on school district organization is to provide school boards with increased flexibility in dealing with enrollment fluctuations.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

12. There appears to be a strong desire by Minnesota citizens to maintain control over the decision-making process concerning local school district organization. This was the main theme of the 1979 Educational Planning Task Force reports.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

state shall be included in an independent or special school district maintaining classified elementary and secondary grades 1-12.

- a. This law was the last in a series dating from 1947 which consolidated the school districts in the state from approximately 7,000 in 1945 (only 485 had secondary schools) to its present 436. The vast majority of these consolidated schools (nearly 6,500) were one- or two-room country schools offering grades 1-6 or 1-8.
- b. The number of districts having secondary schools declined from 485 to the present 435 during this same period.

Source: Office of School District Organization,  
Minnesota Department of Education.

8. Minnesota districts vary greatly in enrollment. Table 9 depicts the percent of schools by size category and the percentage of state enrollment that they represent.

TABLE 9

MINNESOTA SCHOOL DISTRICTS  
BY SIZE, 1978-79

SIZE OF DISTRICT BY ENROLLMENT	% OF DISTRICTS	% OF TOTAL STATEWIDE ENROLLMENT
0 - 300 students	14%	1.7% of the enrollment
0 - 500 students	35%	6.5% of the enrollment
0 - 750 students	49%	11.3% of the enrollment
0 - 1,000 students	61%	17.5% of the enrollment
0 - 3,000 students	84%	39 % of the enrollment
All Others	16%	61 % of the enrollment
38 Largest Districts	8.7%	50.4% of the enrollment

Source: Office of Education Statistics, Minnesota  
Department of Education.

9. Because of declining enrollments, the 1977 Minnesota Legislature again took up the discussion of school district organization and enacted two important laws.

- a. The first law was the Experimental Pairing legislation (M.S. 122.85) which, for the first time since 1967, authorized certain school districts to offer less than grades 1-12.
- b. The second law focused on school district planning (M.S. 122.86-122.90) and became widely known as the Educational Planning Task Force Legislation (EPTF). This legislation required all Minnesota school districts to prepare a plan for the "efficient and effective delivery of educational programs and services for the period July 1, 1980-June 30, 1983." Included in this legislation was a provision for "review and comment" by the Department of Education of any new school building construction.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

10. In 1979, the Minnesota Legislature formalized the 1977 experimental pairing legislation and allowed all Minnesota school districts to offer less than grades 1-12 if, through a cooperative agreement, all discontinued grades are offered in another district.

- a. Under this new law, M.S. 122.541, a school district must maintain at least three grades to continue operation.
- b. This law recognized the need for flexibility of Minnesota school districts as they respond to continued fluctuating enrollments.

Source: Office of School District Organization,  
Minnesota Department of Education.

11. It appears that the current trend in state policy on school district organization is to provide school boards with increased flexibility in dealing with enrollment fluctuations.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

12. There appears to be a strong desire by Minnesota citizens to maintain control over the decision-making process concerning local school district organization. This was the main theme of the 1979 Educational Planning Task Force reports.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

B. School District Pairing

1. The experimental pairing of ten school districts was initiated by the 1977 Legislature "to encourage experimental delivery systems. . . that will afford better educational opportunities for all pupils, (and) make possible a more economical and efficient operation of the schools. . ."
  - a. This legislation named five pairs of school districts which were allowed to enter into agreements to discontinue offering instruction in one or more grades (K-12) and to negotiate a plan for the assignment of teachers.
  - b. Provisions were made to allow for the adjustment of transportation aid resulting from the pairing.
  - c. The duration of the pairing agreements was to be for three years, ending with the 1979-80 school year.
  - d. In 1978, three more pairs of districts were authorized to begin experimental pairing with the 1978-79 school year.
2. Of the ten districts that were authorized to participate under the 1977 experimental pairing law, only six districts entered into an agreement for the 1977-78 school years. Of the three school districts authorized for 1978-79, only one pair of districts entered into an agreement.
3. The 1979 Legislature, based on the results of the 1977 experimental pairing legislation, provided the option for all school districts to utilize the pairing legislation.
  - a. The Legislature also appropriated grant money for school districts to study pairing as an alternative. For the 1979-80 school year, \$50,000 was available and for 1980-81, \$87,000 was provided.
  - b. The Department of Education received and funded eight proposals involving 23 school districts throughout the state. As of June 30, 1980 two of the proposals involving four districts had resulted in pairing agreements.

4. Pairing was viewed by many small districts as a first step to consolidation. This perception, while changing, may be a limiting factor in the utilization of this organization arrangement by local districts.

Source: Office of School District Organization,  
Minnesota Department of Education.

#### C. School District Consolidation

##### 1. Interdistrict Consolidation

- a. The 1978 Legislature sought to improve the school organization statutes (consolidation statutes), M.S. 122.21-23, by allowing more flexibility in debt assumption, specifying procedures for recomputing levies, and adding a section on licensed personnel contracts.
- b. Recognizing that there can be additional expenses incurred in the consolidation process, a provision was added to allow for the recovery of transition expenses through an additional one-time-only levy. To date, three of the four consolidated districts have used this provision. While this provision was not meant to be an incentive to consolidate, it did signal the removal of a minor impediment to consolidating.

##### 2. Intradistrict Consolidation

- a. Because of declining enrollment, most districts having more than one attendance area have had to consider the closing of school buildings within their district.
- b. The 1976 Legislature enacted legislation which requires local school boards to hold a public hearing on the necessity and practicality of a proposed closing. Specific procedures are outlined in M.S. 123.36, Subd. 11.

Source: Office of School District Organization,  
Minnesota Department of Education.

#### D. Joint Powers Agreements

1. Minnesota Statutes (M.S. 471.59) outlines procedures for governmental units, by agreement entered

into through action of their governing bodies, to jointly or cooperatively exercise any common or similar power.

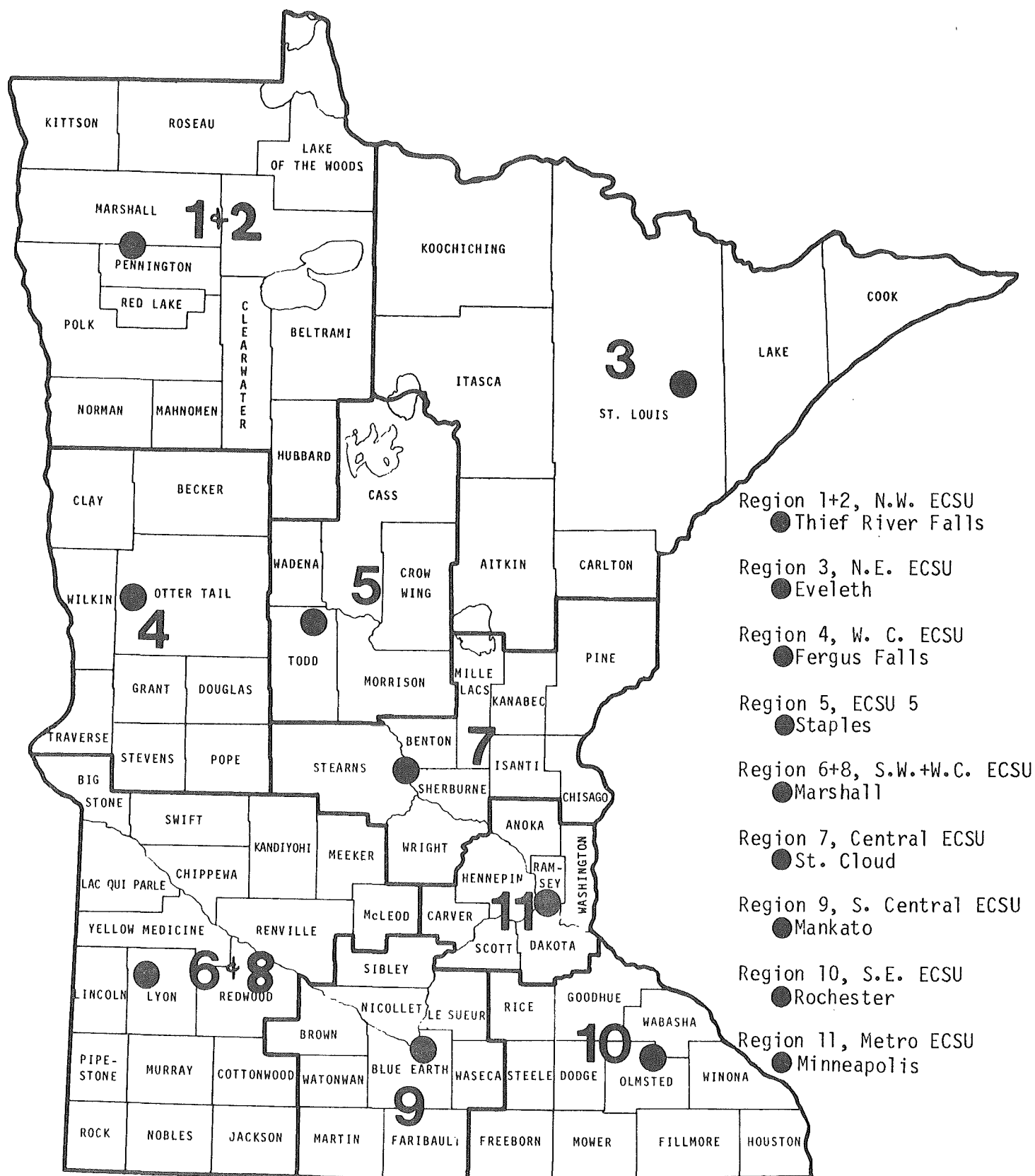
2. Many Minnesota school districts utilize joint power agreements to enhance cooperation between and among school districts and/or municipalities.
3. There is no requirement that school districts must notify the Department of Education of these agreements.

#### E. Cooperatives

1. Educational Cooperative Service Units (ECSUs): During the 1979-80 school year, there were nine Educational Cooperative Service Units serving a total of 410 Minnesota school districts. These member districts represent 95 percent of the state's 432 K-12 school districts and enroll approximately 737,508 students. In addition, the member school districts employ approximately 45,333 licensed staff, including teachers and administrators.
  - a. The ECSUs were designed to be governed by their member districts and were directed to perform educational planning on a regional basis and to assist in meeting the specific educational needs of children in member school districts which could be better provided by an ECSU than the district themselves. All programs and services that are developed are to be based on the needs of the member schools.
  - b. The ECSUs coincide with the state development regions with two exceptions. Regions 1 and 2 are combined by law to form a single ECSU, the Northwest ECSU, and those in Region 8, comprising the Southwest ECSU, have elected to cooperate as one ECSU for administration and fiscal purposes, as well as the development and delivery of programs and services. Hence, they are referred to as Southwest and West Central ECSU. (See map, page 153)
  - c. Careful study of ECSU programs, services, organizational structures, delivery systems and other characteristics, reveals considerable diversity and variability among the ECSUs. As with local school districts, ECSUs were established under a common framework but over time have tended to evolve unique characteristics in response to divergent local needs.



Minnesota Development Regions, ECSU Boundaries and ECSU Office Locations.



- One ECSU serves as many as 85 member school districts while another serves only 21.
- One ECSU operates on a budget in excess of four million dollars while another operates on \$230,000.
- One ECSU serves over 337,000 students while another serves 22,814.
- Some ECSUs serve areas which are predominantly rural agricultural, another ECSU serves and urban, industrialized region and yet another ECSU serves a mining oriented, heavily forested area.
- Social and political characteristics of the region also show variations.

These broad differences seem to be contributing factors to the uniqueness of each ECSU.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

2. Secondary Cooperative Centers: There are 61 secondary cooperative centers in Minnesota providing a wide variety of vocational and occupational courses. Although vocational education programs are not mandatory for local school districts, students in over 420 of Minnesota's 436 school districts have access to vocational courses and programs.

Source: Office of Secondary Vocational Programs,  
Minnesota Department of Education.

3. Special Education Cooperatives: There are 47 Special Education cooperatives involving 376 Minnesota school districts. (The remaining 58 districts offer services on their own.)

Source: Office of Special Education,  
Minnesota Department of Education

4. Other Cooperative Efforts: The 1977 Educational Planning Task Force Process resulted in the first comprehensive listing of informal and formal cooperative efforts between school districts. Excluding the cooperatives listed previously, more than 1600 cooperative efforts were identified in the local EPTF report plans.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

F. Non-Public Schools

1. The only statutory references to the definition of a school appear in M.S. 120.10 to 120.12 and 123.932.
  - a. These laws have generally been used to define a "non-public" school.
  - b. The laws do not specify, however, the organization and governance for a non-public school except that the school shall be in session for at least 175 days.
2. Primary responsibility for "approving" a non-public school for the purposes of compulsory attendance lies with the public school district where the non-public school is located. (M.S. 120.12)
3. The total number of non-public schools increased from 501 in 1978 to 512 in 1979. Schools having both elementary and secondary grades have also increased, both in number and as a percentage of all non-public schools.
  - a. In 1975, 80 percent of non-public schools had elementary grades only (350 schools), 9 percent had both elementary and secondary grades (40 schools), and 11 percent had secondary grades only (46 schools).
  - b. In 1979, 76 percent of non-public schools had elementary grades only (389 schools), 16 percent had elementary and secondary grades (81 schools) and 8 percent had secondary grades only (42 schools).
  - c. The number of non-public schools with kindergarten increased dramatically in 1975 and 1976. In 1974, 30 percent of the total number of schools had kindergarten; in 1976, 49 percent; and in 1979, 54 percent.
4. The total number of students enrolled in non-public schools was 88,524 in 1979.
  - a. In 1979, the number of kindergarten students declined for the first time since 1975. (In 1978, there were 5,008 students and in 1979, 4,907.) Overall, kindergarten enrollment increased by 45 percent for this period, grades 1-6 declined by 7 percent, and grades 7-12 declined by 3.9 percent.

b. Total enrollments declined 3.9 percent between 1975 and 1979.

5. The number of high school graduates from non-public schools was 4,231 in 1979. (Note: The 1979 total does not include graduates from several schools which did not submit a report to the Department of Education for the 1978-79 school year. An estimate of the number of graduates from these schools would bring the 1979 total of graduates very close to or larger than the 1978 figure.)
6. The total number of full-time equivalent (FTE) instructional personnel for 1979 was 5,282.7. The number of instructional personnel declined by 2.5 percent from 1976 to 1979.

Source: Office of Planning and Evaluation, and  
Office of Education Statistics, Minnesota  
Department of Education.

#### G. Interdistrict Attendance Policies

1. Current Minnesota state law permits students to attend a district other than their own in several ways.
2. Minnesota Statutes 120.075, 120.0751, 120.0752 and 123.39 outline the requirements and procedures for students to attend a non-resident district. They are as follows:
  - a. The State of Minnesota, through the payment of foundation aid, will pay the nonresident district under one of the following provisions:
    - (1) The school boards of the resident and nonresident districts approve and a form is forwarded to the Minnesota Department of Education (1980 M.S. 120.0752). This eliminates the need to have a tuition agreement.
    - (2) The family meets the conditions of one of several "grandfather" provisions of M.S. 120.075 since the repeal of the so-called "40-acre law" - M.S. 120.065 and M.S. 123.39, Subd. 5a. These provisions include:
      - (a) Enrollment of the student on either January 1, 1978 or April 5, 1978 in the nonresident district under

120.065 or 123.39, Subd. 5A (prior to repeal) insures the right to continued enrollment.

- (b) Any child who was under school age on either January 1, 1978 or April 5, 1978 and who would have qualified under the previous laws may eventually be enrolled in the nonresident district.
  - (c) Any pupil enrolled on either January 1, 1978 or on April 5, 1978, in a non-public school, as defined in M.S. 123.932, Subd. 3 located in a nonresident district and who would have qualified under the previous laws may attend the public school in the nonresident district as a resident.
  - (d) Any child who was born on or before January 1, 1978, but who was adopted after January 1, 1978, by an adoptive parent who qualified under the previous laws.
  - (e) Brothers and sisters of qualified pupils who are related by blood, adoption or marriage or foster children of parents who qualified on January 1, 1978, or April 5, 1978 under the previous laws.
- (3) If the conditions in (2) above are not strictly met, but are analogous and there is a "hardship", an appeal may be made to the State Board of Education (1980 M.S. 120.0751).
  - (4) The continuous enrollment of the student since January 1, 197, under the provision of M.S. 123.39, Subd. 5 in a nonresident district allows the student the right to continue enrollment in that district. (1980 M.S. 1978, 120.075, Sec. 1, Subd. 1a, as amended.)
- b. The resident district may choose to pay the nonresident district an agreed rate of tuition and can continue to collect the foundation aid. However, if this situation is agreeable, the provision of (a) (1) above is applicable. (M.S. 123.39, Subd. 4)

- c. If an agreement cannot be made between the resident and nonresident boards, or the alternatives stated above are not applicable, then the costs must be borne by the parents. In this case, neither the district of residence or the district of attendance receives foundation aid. (M.S. 123.39, Subd. 5)
- d. Should a family whose property is on or near the border of two adjoining school districts desire to "move" the property to an adjoining district, the process of Detachment and Annexation (M.S. 122.21) can be used. The first step in this process requires consent by the school board of the detaching district. Should the board of the detaching district be willing to give its consent then the provisions of (A) (1) are applicable and the more "permanent" act of changing a boundary is avoided.

Source: Office of School District Organization,  
Minnesota Department of Education.

#### H. Long Range Planning

- 1. The 1977 Minnesota Legislature authorized the establishment of nine regional Educational Planning Task Forces and required each task force and each school district in the state to develop a plan for ". . . the effective and efficient delivery of educational programs and services for the period July 1, 1980 - June 30, 1983." (M.S. 122.86-122.89)
- 2. All nine task forces and all school districts did develop their plans according to state law. There is no requirement that these plans be updated or that the planning process outlined in the legislation should continue.
- 3. Each ECSU and the Department of Education is required to make available, upon request, technical assistance to school districts in long range planning.

Source: Office of Planning and Evaluation,  
Minnesota Department of Education.

## I. Testimony Received in Public Forums

The information provided below are the opinions of citizens and school personnel presented in public forums conducted by the Governor's Task Force on Educational Policy during the winter and spring of 1980. They are included in this "findings" section to provide a perspective on the educational concerns of citizens and educators in Minnesota.

1. The anticipated outcomes of pairing and/or consolidation plans need careful examination. Pairing and/or consolidation of small schools may not always result in a higher quality of education if measured by the number of curriculum offerings, class size or student transportation time.
2. Local control and autonomy of local school districts should be preserved.
  - a. Local schools are central to the life of Minnesota communities.
  - b. The public should retain ownership of local schools. Governance and management decisions should occur at the local level.
  - c. Local citizen input should be sought and respected in the development of state educational policies.
  - d. Metropolitan and rural schools should be viewed in different contexts, recognizing the valuable educational programs are provided by both.
3. State involvement in local decision-making should be reduced. Too often, the only issues left up to local boards are matters too politically volatile to handle at the state level.
4. Greater parental choice of educational programs should be provided.
  - a. Alternatives are needed since no single school program can be expected to satisfy all parents.
  - b. The establishment of alternative programs could provide the diversity and free choice which are inherent in a democracy.
  - c. Parental choice could be provided through vouchers, tax credits or fair share plans.

- d. Parental choice plans should be balanced with the need to conform to state and federal nondiscriminatory mandates.
5. School boards must continue to attract community leaders if viable, broadly-based public school programs are to be ensured.
6. The PER and EPTF processes indicate that citizens and schools can plan together effectively and with accountability.

Source: Governor's Task Force on Educational Policy,  
Summary of Public Forums, May 1980.



FINDINGS ON SCHOOL FINANCE

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

29

30

31

32

33

34

35

36

37

38

39

## FINDINGS ON SCHOOL FINANCE

Priorities are reflected in the things we spend money on. Far from being a dry accounting of bookkeepers, a nation's [and for that matter, a state's or school district's] budget is full of moral implications; it tells what a society cares about; it tells what its values are. [J. William Fulbright, former United States Senator, State of Arkansas.]

### CONTENTS

I.	THE STATE'S RESPONSIBILITY FOR PUBLIC EDUCATION .....	162
II.	HISTORICAL BACKGROUND ON SCHOOL FINANCE IN MINNESOTA .....	171
III.	THE MINNESOTA EDUCATION INVESTMENT .....	179
IV.	RAISING THE EDUCATION DOLLAR IN MINNESOTA: SCHOOL REVENUES AND THE STATE TAX SYSTEM .....	194
V.	INVESTING MINNESOTA'S EDUCATION DOLLAR: THE STATE FOUNDATION AND CATEGORICAL AID PROGRAMS .....	199

## I. THE STATE'S RESPONSIBILITY FOR PUBLIC EDUCATION

Public education in Minnesota is a state function representing a lawful governmental interest. It is, furthermore, a constitutionally-prescribed state responsibility expressed in the mandate to the Legislature to provide for the public schools. In the exercise of its constitutional authority, the Minnesota Legislature has a wide scope of discretion and considerable latitude, limited only by state and federal constitutional prohibitions.

### A. Education is a legal function of the State.

1. The doctrine that education is a legitimate function and interest of the State was formulated by the judiciaries in each of the several states and is, today, a well established principle in American jurisprudence. For the most part, the legal challenges to state authority over local schools have been initiated by local interests whose arguments generally failed to persuade the states' highest courts. Collectively, the judgments of the courts of the several states maintain that the State is to foster, encourage, and support education and that the State is the reservoir of power, authority, obligation, and responsibility for the education of its people.
2. The doctrine that education is a function of the State grows, at least in part, out of the silence of the United States Constitution regarding the locus of authority and responsibility for education. Neither the original articles nor any of the several amendments to the United States Constitution contain any reference to education.
3. The United States Supreme Court has recognized the significance of the state function and the legitimacy of the state's interest in education during the course of the adjudication of charges that, in certain instances, the states have encroached upon individual liberties.
  - a. One such instance is found in Wisconsin v. Yoder, 406 U.S. 205, 213 (1972). In Yoder, although the Court found that compulsory school attendance laws as applied against the Amish infringed their religious liberties, it nonetheless spoke of education as being "at the very apex of the function of a State."
  - b. The United States Supreme Court has rejected the argument that education is a fundamental

interest of the individual guaranteed protection against state action by the equal protection clause of the United States Constitution. In San Antonio Independent School District v. Rodriguez, 411 U.S. 1 (1973), the Court not only rejected the contention that there is a federally guaranteed right to education, but also clearly treated education as a state function. Rodriguez raised the issue of whether disparities in school expenditures from one local school district to another constituted a denial of equality of educational opportunity for the children residing in districts with a low property tax base. Finding no violations of the United States Constitution, the Court affirmed the authority of a state to provide for education as part of its social and economic legislation. The Court maintained in particular that the manner in which public education is financed is a state prerogative.

B. The Minnesota Constitution embodies the doctrine that education is a function of the state, whereby the power, authority, responsibility, and obligation for public education is vested in the state and is exercised by the Legislature: "The stability of a republican form of government depending mainly upon the intelligence of the people, it is the duty of the Legislature to establish a general and uniform system of public schools. The Legislature shall make such provisions by taxation or otherwise as will secure a thorough and efficient system of public schools throughout the state." (Minn. Const., Art. XIII, Sec. 1). Regarding these provisions, the Minnesota Supreme Court has said: "These provisions were not grants of power, this being inherent, but are mandates prescribing the specified duty." (State ex rel. Smith v. City of St. Paul, 150 N.W. [Minn.] 389.391, [1914].)

C. In Minnesota, the doctrine that education is a state function is well established and has been judicially affirmed on those occasions when issues related to state authority have been adjudicated in the Minnesota Supreme Court.

1. A 1924 decision conveys the teachings of the Minnesota Supreme Court:

The maintenance of public schools is a matter not of local but of state concern, and the legislature may impose upon such governmental subdivisions as it shall deem proper the duty of establishing them and

also of providing funds for the support of those within such subdivisions. (State v. Delaware Iron Co., 200 N.W. [Minn.] 475, 477 [1924].)

2. The construction and application of this doctrine have not occurred in isolated instances. Rather, the occasions have been numerous. A 1933 decision of the Minnesota Supreme Court is instructive in this regard: "Recognizing the existence of a limited local interest in the matter of education, this court so frequently has affirmed the doctrine that the maintenance of the public schools is a matter of state and not local concern that it is unnecessary further to review the authorities at this date." (State ex rel. Board of Education of City of Minneapolis v. Erickson, 251 N.W. [Minn.] 519, 521 [1933]).
3. The doctrine of the state function serves as a baseline in the adjudication of challenges to state authority and shapes the perspective of the judiciary in addressing the relationship of the State to its local school districts.

D. Education in Minnesota is a public good from which all Minnesotans benefit and for which all Minnesotans pay.

1. Minnesota's school districts are akin to all the other political subdivisions and governmental agencies of the state in that they are established to provide a public service.
2. Students and parents are the most direct beneficiaries of the services rendered through Minnesota's public elementary and secondary schools. However, Minnesotans collectively and individually are also beneficiaries of the production, dissemination, and utilization of knowledge and of the training of all children and youth for meaningful political, economic and social participation as responsible adults in a free, open, and democratic society.

E. The education of the children and youth of Minnesota represents a paramount governmental interest in securing and promoting the preservation, safety and well-being of the State and in safeguarding and promoting the best interests and well-being of its children and youth.

1. Pronounced in state constitutions, refined in state statutes, and enhanced in decisions rendered in both federal and state courts, the legitimacy of the

overall governmental interest and objectives pursued in education are of long standing.

- a. The declaration contained in the Northwest Ordinance of 1787, enacted by the last Congress of the United States to sit under the Articles of Confederation, is illustrative of the legal antecedents: "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."
- b. The dicta of the United States Supreme Court in its 1954 desegregation decision of Brown v. Board of Education, 347 U.S. 483, 493 (1954), portrays a more contemporary stance. In what has come to be one of the most celebrated passages in American constitutional law, the Court said:

Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditures for education both demonstrate our recognition of the importance of education to our democratic society. It is required in the performance of our most basic public responsibilities, even service in the armed forces. It is the very foundation of good citizenship. Today, it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.

2. Minnesota's interest is set forth in the language of the constitutional mandate to the Legislature; with "the stability of a republican form of government depending mainly upon the intelligence of the people," the Legislature is instructed to establish and secure a system of public schools. Moreover, the Minnesota Supreme Court has addressed the highly significant nature of the State's interest. The

language of the Minnesota Supreme Court in Curryer v. Merrill is illustrative:

That the proper education of all its citizens vitally concerns the permanent prosperity and public welfare of the state is not controverted. Whatever provision, therefore, may be necessary to the attainment of this end, it is clearly within the jurisdiction of the legislature, as the representative of the sovereign law-making power of the state, to make, subject only to such restrictions as are imposed upon the exercise of the power by the fundamental law. (Curryer v. Merrill, 25 Minn. 1, 6 [1878].)

3. The State is, furthermore, responsible for safeguarding the best interests of the child, inclusive of its care and training. Thus, within the realm of the public schools, the interests of the state, the parent, and the child become closely intertwined.

a. The common good is perceived as requiring that the individual be appropriately and adequately prepared for meaningful political, economic, and social participation. To these ends, the State provides free public educational services and compels the parent, under penalty of law, to cause the child to attend school (M.S. 120.10).

b. Albeit that the state may compel school attendance, it cannot demand that the compulsory attendance requirements be satisfied solely in the public schools. (Pierce v. Society of Sisters, 268 U.S. 510 [1925].)

c. The Minnesota Legislature is not obligated under state constitutional mandate to compensate those parents who elect not to use public educational services. In addition, the Minnesota Constitution specifically prohibits the use of public resources to aid private sectarian schools: "In no case shall any public money or property be appropriated or used for the support of schools within the distinctive doctrines, creeds, or tenets of any particular Christian or other religious sect which are promulgated or taught." (Minn. Const., art XIII, sec. 2.)

F. Under the Minnesota Constitution, the Legislature not only has the authority to establish a system of public schools and to provide the requisite funding but also is instructed to exercise that authority: "These



provisions of the constitution are a mandate to the legislature." (State ex rel. Klimek v. School District No. 70, Otter Tail County, 283 N.W. [Minn.] 397, 398 [1939].)

1. The Minnesota Constitution specifies and requires that the system of public schools which the Legislature must establish and secure by taxation or otherwise be: (a) general and uniform and (b) thorough and efficient.
2. However, these constitutional prescriptions for performance do not appear to be widely understood. Furthermore, operational definitions of these standards do not appear to have been developed so that criteria are in place to judge the performance of the system for purposes of financing, in either fiscal or programmatic terms.

G. The Legislature enjoys both discretion and latitude in the area of public education, limited only by prohibitions of the federal and state constitutions.

1. Having employed one means to achieve its purposes and objectives, the Legislature is neither restricted nor hampered from utilizing another. In this regard, the Minnesota Supreme Court has found that "it is certain that the imposition of a duty is not a limitation of power." (Curryer v. Merrill, at 6.) The Court has said: "The power of the legislature is not exhausted by exercise."
2. Moreover, the independence of one legislature from another has been incisively stated by the Minnesota Supreme Court: "As the source of sovereign governmental power, the Legislature is able to bind all other groups except a subsequent legislature." (Minnesota Educational Association v. State, 282 N.W.2d [Minn.] 915, 919 [1979].)

H. It is within the competence of the Legislature, in the exercise of its constitutional authority, to determine the financing, organization, curricula, forms of instruction, and whatever use it wishes to address in supporting and operating the public schools, limited only by state and federal constitutional prohibitions.

1. Judicial deference to the will and judgment of the Minnesota Legislature is found in Curryer v. Merrill, at 4:

Plenary legislative power is, therefore, the rule, while want of it is the exception. As a sequence it logically follows that every statute duly passed by the state legislature is presumably valid, and this presumption is conclusive unless it affirmatively appears to be in conflict with some provision of the federal or state constitution; and in order to justify a court pronouncing it invalid, because of its violation of some clause of the state constitution, its repugnancy therewith must be so "clear, plain and palpable," as to leave no reasonable doubt or hesitation upon the judicial mind.

2. Turning to the question of legislative authority as it pertains specifically to the public schools, the court concluded:

In the absence of any constitutional prohibition, the whole matter of the establishment of public schools, the course of instruction to be pursued therein, how they shall be supported, upon what terms and conditions people shall be permitted to participate in the benefits they afford--in fine, all matters pertaining to their government and administration--come clearly within the range of proper legislative authority. (Ibid., at 5.)

I. Legislative competence over taxation and appropriations is neither restrained nor diluted by the Legislature's selection of a particular tax or taxes to support public education or by the Legislature's selection of a particular mechanism or formula through which revenues are collected and appropriations are disbursed.

1. It is the prerogative of the Legislature to decide whether tax revenues for the public schools are to be collected centrally by the State or locally by the school districts as political subdivisions of the State. The Legislature determines whether the revenue to support the local schools is to be a yield from a tax on income, sales, property or some other source and the level of reliance, if any at all, that is to be placed on each source. That discretion is limited by the state constitutional requirement of a "uniform" system of schools.

2. The Legislature establishes the minimum amount of funds which is available to each local school district and authorizes and sets the stipulations as to how local districts may generate revenues in excess of the school aids guaranteed by the State. It is the prerogative of the Legislature to determine the amount of revenues to be expended and the purpose and objective for which expenditures are made. The level of funding must be sufficient to provide a "thorough" system of schools.
3. The Legislature may delegate authority to exercise discretion in the expenditure of funds; may elect to delegate no discretionary authority; or may disburse some funds in one fashion and others in another.

J. Legislative competence over the governance, organization, and management of public education is neither restrained nor diluted by the Legislature's delegation of authority and responsibility to governmental agencies and political subdivisions. Concurrent with the Legislature's power to delegate is the power to revoke.

1. The delegation of control over public education does not erode legislative prerogative.
  - a. Having employed a State Board of Education and a Board of Teaching, and having utilized political subdivisions constituted as school districts to oversee and administer the local schools, the Legislature neither diminishes nor detracts from the basic premise that public education in Minnesota is a state function and that the obligation and responsibility for the exercise of that function resides with the Legislature.
  - b. On numerous occasions, the Minnesota Supreme Court has addressed issues related to the relationship of the State to its political subdivisions, school districts in particular. The clarity and succinctness of the court in a 1919 decision make the following excerpt instructive:

The school districts of the state are governmental agencies established by legislative authority to perform the public duty of educating the children of the state. The powers given them are granted solely for the purpose of enabling them to perform this public duty. As governmental agencies, they are always under the control of the

legislature which may modify or abrogate their powers and privileges to any extent that it may see fit. Their boundaries or territorial jurisdictions may be enlarged, diminished or abolished in such manner and through such instrumentalities as the legislature may prescribe. (Kramer v. Renville, 175 N.W. [Minn.] 101, 101 [1919].)

2. Prior and subsequent decisions of the Minnesota Supreme Court affirm the posture taken in 1919. It is noted also that the Court has found it necessary on more than one occasion to state that "school boards and school districts have only such power as are granted by statute." (Board of Education of City of Minneapolis v. Sand, 34 N.W.2d [Minn.] 689, 695 [1948]); (Perry v. Independent School District No. 696, [Minn.] 283, 286 [1973].)

#### SOURCES:

- Alexander, Kern, and K. Forbis Jordon. Legal Aspects of Education Choice: Compulsory Attendance and Student Assignment. NOLPE Monograph Series on Legal Aspects of School Administration, No. 4. Topeka, KS: National Organization on Legal Problems of Education, 1973.
- Edwards, Newton. The Courts and the Public Schools: The Legal Basis of School Organization and Administration, 3d Ed. Chicago: University of Chicago Press, 1971.
- Garber, Lee O. Education as a Function of the State: Its Legal Implications. Minneapolis: Education Testing Bureau, 1934.
- Hogan, John C. The Schools, the Courts and the Public Interest. Lexington, MA: D. C. Heath & Co., Lexington Books, 1974.
- Interview with Michael J. Bradley, Assistant Attorney General, State of Minnesota. December 9, 1980 and January 9 and 19, 1981.
- Kleinfeld, Andrew Jay. "The Balance of Power Among Infants, Their Parents and the State," Family Law Quarterly, 4(1970): 319-349; (4) 1970): 409-433; 5 (1971): 63-107.
- Presentation by Michael J. Bradley, Assistant Attorney General, State of Minnesota, to the Governor's Task Force on Educational Policy, January 18, 1980.
- van Geel, Tyll. Authority to Control the School Program. Lexington, MA: Heath, Lexington Books, 1976.

## II. HISTORICAL BACKGROUND ON SCHOOL FINANCE IN MINNESOTA

A. The local property tax historically has been the mainstay of the public elementary and secondary schools in nearly every state. Minnesota is no exception.

1. During the period prior to 1915 in Minnesota, the State's direct support of its public schools was made in the form of flat grants to school districts. The source of these flat grants was the interest income accrued by the Permanent School Fund.
2. In 1915, the Legislature began providing some funds in addition to the flat grants. Although the objective of this supplemental school aid was to assist property-poor school districts, all districts received the aid.
3. The year 1915 also brought the first major change in Minnesota's property tax structure since statehood. A classification system was enacted which had the effect of exempting portions of real estate from the property tax. The policy objective was to shift the property tax burden away from homes and farms and onto business and mining, making it easier to get the popular majorities needed to generate school revenues from the property tax.
4. Additional tax legislation in 1933 effectively exempted 75 percent of the homes, 80 percent of the farms, and 58 percent of the businesses from the property tax. While this legislation was not a school finance measure, the continued shifting of the tax burden from homesteads to commercial and business enterprises increased the political feasibility that school boards could raise revenues for the public schools.

B. Subsequent to the close of the Second World War, the Minnesota Legislature took steps to provide some measure of equalization in school aids, to establish minimum spending levels for the State's school districts, and to institute property tax relief.

1. State equalization of school aids to local districts first appeared in Minnesota in 1947 when the Legislature moved to provide funds on the basis of a school district's property wealth. Under this measure, property-poor districts received more dollars per pupil.

2. In 1957, the Minnesota Legislature established a minimum revenue level for the school districts throughout the state which was considered to reflect the cost of providing an adequate basic education. Districts unable to raise sufficient revenues from the property tax to meet the minimum spending level for current operating expenses were assisted with state revenues. The policy intent in 1957 was to equalize resources rather than expenditures for public education throughout Minnesota.
3. State property tax relief in 1967 saw the Legislature picking up approximately 35 percent of the tax bill formerly met through property taxation. The effect of this measure was that the State indirectly gave money to the schools.

C. Minnesota's method of computing foundation aids for the local schools remained essentially unchanged from 1957 to 1971. During this period, however, the State did not keep up with its share of support for public education and the equalization sought in 1957 disappeared. By the close of the 1960s, Minnesota's school finance system was faced with issues of student and taxpayer equity.

1. Many districts were undergoing rapid expansion and growth as they were hit with the post World War II baby boom population. This demand on local resources sent many districts to the Legislature for emergency funding. At the time, state-collected revenues were providing support for about 43 percent of the operating costs.
2. Providing more than half of revenue to support the State's public elementary and secondary schools, property taxes increased at a steady rate throughout Minnesota as school boards sought to meet the costs of educating an increasing number of students. Yet the tax rate for the schools and the per pupil expenditures varied widely from district to district.

D. During September 1970, the Citizens League released its report on "New Formulas for Revenue Sharing in Minnesota." The report represented a timely and comprehensive study, with accompanying recommendations, on the issue of revenue distribution as it affects the operation and well-being of the State and its various political subdivisions, school districts included. The report included extensive recommendations concerning school financing in Minnesota.

1. Addressing the issue of the level of State support, the Citizens League recommended that the Legislature fund elementary and secondary education "up to the average per pupil unit operating expenditure in each region of the state." At the same time, however, the Citizens League maintained: "The overall state-level tax burden in Minnesota need not necessarily be an issue with state financing up to the level of the average operating expenditures of the public schools. To the extent the state increases support for education, the amount of local taxation needed for schools goes down." (pp. 20-21.)
2. The Citizens League report directed attention to the foundation aid formula and recommended a new approach "which will relate to actual expenditures (not only a portion, as at present), which will reflect more important differences in the costs of educating pupils (not just grade levels, as at present), and which will provide more accurate measures of local ability to pay and efforts." (p. 21.)
  - a. Noting that the foundation base at that time represented only around 70 percent of operating expenditures, the report proposed that equalization cover total operating expenditures. Specifically, the recommendation stated that the pupil unit expenditure "be 100 percent of the previous year's average per pupil unit of operating expenditure in each of the 11 economic regions of the state, adjusted for cost of living changes." (pp. 21-22.)
  - b. The report recommended determining aid on the basis of average daily membership and the weighting of pupil units on the basis of the following differences: pre-kindergarten; kindergarten; grades 1-6; grades 7-12; socio-economic disadvantaged; and other differences reflected in categorical aid grants (programs for the handicapped and for secondary vocational education). The recommendation stated that the weighting should reflect the previous year's actual per pupil expenditure by region. The report argued that such a weighting scheme would facilitate the elimination of categorical aid programs used to address pupil differences. (Transportation was the noted exception.)
  - c. Within the context of the recommended new approach to the foundation aid formula, the Citizens League spoke to the questions of a Variable Support Index which it noted would not

be necessary if substantially full state funding existed. The report recommended that three factors be taken into account in calculating a school district's aid amount if the level of state support continued to be substantially under the average operating expenditures of the public schools. The three factors to be merged into a composite index, each with equal weight, were: (1) the total net property tax levy per pupil unit, including special assessments and levies for all units of government within the school district; (2) the assessed value per pupil unit, as adjusted for differences in assessment practices; and (3) adjusted individual gross income per pupil unit, as reported on state income tax returns. (p. 23.)

E. The challenges to Minnesota's school finance system were not unlike the pressures faced by the school finance systems in other states. In Minnesota and elsewhere, the controversies surrounding public school finance were argued in both legislative and judicial chambers. In the courts, the challenges were usually adjudicated in terms of the equal protection doctrine.

1. The doctrine of equal protection is found in many state constitutions and in the United States Constitution. The meaning and application of equal protection in state constitutional law varies from state to state; just as the doctrine is different in certain aspects from one state to another, the doctrine of equal protection in federal constitutional law is independent from that existing in the states. The holding of various courts on the requirements of equal protection in terms of equal expenditures for public education is illustrative.
2. The seminal school finance case is Serrano v. Priest, 28 Cal.3d 594, 487 P.2d 1241, 96 Cal. Rpts. 601 (1970), in which the California Supreme Court held that under the California Constitution, expenditures for public education could not be solely dependent upon the wealth of the local school district and the expenditures had to be equalized throughout California.
  - a. Serrano applies only and exclusively to public school finance in California and the orders of the California Supreme Court apply only to that jurisdiction. However, albeit that Serrano applies only in California, horizontal applications of the law, as stated in Serrano, can be found in other states.



- b. The actions of the California Supreme Court, together with litigation, or impending and threatened litigation, in other states, is credited with moving many state legislatures to take a new look at their school finance policies.
3. The federal equal protection doctrine as it related to the equalization issue in school finance was adjudicated in 1973 by the United States Supreme Court in San Antonio Independent School District v. Rodriguez, 411 U.S. 1 (1973). The United States Supreme Court rejected the Serrano doctrine as not being applicable in federal constitutional law and left the equalization issue to the states for resolution.
4. However, subsequent to Serrano and prior to Rodriguez, Minnesota was confronted with a federal district court saying in Van Dusartz v. Hatfield, 334 F.Supp. 870 (D. Minn. 1971), that Minnesota's school finance scheme was deficient under the federal equal protection doctrine. The court concluded that public school financing, which makes the funds available for education dependent upon local property wealth, violates the federal doctrine. The court retained jurisdiction of the case and deferred further action pending the adjournment of the Minnesota Legislature.

F. The enactment of the Omnibus Tax Bill of 1971 by the Minnesota Legislature is often cited as a benchmark in the reform of school finance. Being among the first states to adopt substantial reforms in its school finance system, Minnesota's treatment of the issues in school finance has attracted attention and generated interest locally and nationally.

1. Writing in 1978, Lovett and Mueller provide this summary of the 1971 legislative action:

Minnesota's major school finance reform was initiated with the Omnibus Tax Bill of 1971, which incorporated a cluster of rather fundamental changes in state and local revenue distribution. The twin issues of property tax relief and a larger state role in school finance and expenditure equalization had become major issues in the 1970 gubernatorial race, and subsequently became salient issues in the 1971 session of the Minnesota legislature. After reconciliation of competing interests, most notably the rural-urban rivalry, the legislature compromised with a new

foundation aid formula. This change provided only minimal reduction in expenditure disparities, but substantial reductions in property tax burdens. (pp. 450-451.)

2. Further refinement of the reform initiated in 1971 was made by the 1973 Legislature. The 1973 Legislature took steps to equalize per pupil expenditures. A report by the House of Representatives Research Department, entitled Minnesota School Finance, states:

The 1973 legislature eliminated flat grants and established a system whereby the per pupil unit amount of foundation aid program revenue available to low spending districts would be increased to the state average over a six-year period. Since 1973, the legislature has adjusted the foundation aid formula several times making it more responsive to differences among districts and altering the relationship between local tax effort and state aid, but has not changed the formula's basic structure. (p. 1.)

3. Between 1957 and 1971, the difference between the median amount that it cost to operate the schools and the foundation aid level went from \$11 to \$223. Subsequent to the 1971 legislative action, this difference was reduced through the state's paying a greater share of the expenses for the operation of its schools through increases in the foundation aid, and by limits on the number of mills which a district could levy on property. The effect of the levy limitation was to restrict increases in the expenditures of higher spending districts. Just after the enactment of the Omnibus Tax Bill of 1971, the differences between the foundation aid level and the median maintenance cost decreased. The difference in 1974-75 was \$70. However, by 1978-79, the difference had grown to \$166. (Table 1.)
4. As Table 2 shows, the differences in the level of expenditures between high and low spending districts remain.

TABLE 1  
COMPARISON OF FOUNDATION AID LEVEL AND MEDIAN  
ADJUSTED MAINTENANCE COST PER PUPIL UNIT  
1957-58 - 1978-79

School Year	Foundation Aid Level	Median Adjusted Maintenance Cost/ADM	Difference
1957-58	\$ 240	\$ 251	\$ 11
1961-62	275	312	37
1966-67	324	405	81
1970-71	404	627	223
1971-72	600	681	81
1974-75	825	895	70
1977-78	1,030	1,138	108
1978-79	1,095	1,261	166

TABLE 2  
STATE AND LOCAL OPERATING COSTS PER PUPIL UNIT<sup>1</sup>  
FOR MINNESOTA SCHOOL DISTRICTS  
1972-73 - 1978-79

Year	Dollars of Expend- iture Per Pupil Unit		Ratio of 95th Percentile to 5th Percentile	Difference in Dollars Between 5th and 95th Per- centiles
	5th Per- centile <sup>2</sup>	95th Per- centile <sup>2</sup>		
1972-73	\$600	\$ 929	1.55	\$329
1973-74	645	996	1.54	351
1974-75	739	1,147	1.55	408
1975-76	843	1,256	1.49	413
1976-77	923	1,384	1.50	461
1977-78	994	1,457	1.47	463
1978-79	1,106	1,587	1.43	481

<sup>1</sup>The state and local operating cost per pupil unit is a measure frequently used to compare the cost of education among school districts. It includes all expenditures for instruction, administration, operation and maintenance of schools, and all other current expenditures, except for pupil transportation and federally-funded expenditures.

<sup>2</sup>The difference between the 95th and 5th percentiles is frequently used as a measure of variability. In any year, 5 percent of all districts are below the 5th percentile, and 95 percent are above it.

SOURCE: Minnesota Department of Education, The ABCs of Minnesota School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980, p.5; and Minnesota Department of Education, School District Profiles, 1978-79. St. Paul, July 1980.

SOURCES:

Borchert, John R. Taxes and the Minnesota Community.

Minneapolis: University of Minnesota, Center for Urban and Regional Affairs, 1979.

Citizens League. New Formulas for Revenue Sharing in Minnesota: To Balance Local Government Needs with Overall State Fiscal Objectives. Minneapolis, September 1, 1970.

Final Report of the Governor's Conference on Declining Student Enrollment, April 17, 1978. St. Paul: Minnesota Department of Education, 1978.

Interview with John C. Ostrem, Supervisor, Federal and State Programs, Minnesota Department of Education, June 17, 1980.

Interviews with Michael J. Lovett, Supervisor, Education Statistics, Minnesota Department of Education, September 24 and 25, 1980.

Interview with Van D. Mueller, Professor and Chair, Department of Educational Administration, University of Minnesota, June 25, 1980.

Lovett, Michael J. and Van D. Mueller, "Equity and Equalization in Minnesota School Finance." Journal of Education Finance, 3 (Spring 1978): 450-464.

Minnesota Department of Education. The ABCs of Minnesota School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980.

----- . Paying for the Public Schools: The ABCs of Minnesota School Finance. St. Paul, May 1978.

----- . School District Profile, 1978-79. St. Paul, July 1980.

Presentations by John C. Ostrem, Supervisor, Federal and State Programs, Minnesota Department of Education, to the Governor's Task Force on Education Policy, December 14, 1979, and to the Subcommittee on School Finance, March 21 and September 4, 1980.

Presentation by Paul Gilje, Associate Director, Citizens League, to the Subcommittee on Finance of the Governor's Task Force on Educational Policy, March 21, 1980.

State of Minnesota. House of Representatives, Research Department. Minnesota School Finance: A Guide for Legislators. St. Paul, 1980.

### III. THE MINNESOTA EDUCATION INVESTMENT

A. Minnesotans have a tradition of commitment to public education and have made substantial investments to provide their children, youth and adults with a variety of educational opportunities.

1. According to figures compiled by the Minnesota Department of Education, the 1979 Minnesota Legislature appropriated more than \$3.5 billion to finance and support elementary, secondary and post-secondary education in the state during the 1979-81 biennium. Analysis of the appropriation figures by the Department indicates that the biennial education appropriations represent 41 percent of the total state budget.
2. Elementary and secondary education, according to the Department's figures, received appropriations for the 1979-81 biennium exceeding \$2.5 billion and representing 30 percent of the state budget.
3. Legislative appropriations represent only part of the total Minnesota investment in education. It is estimated that around one billion dollars in locally-collected revenues, representing more than half the property tax yield, also go to the support of elementary and secondary education during the biennium. While the revenue shortfall which Minnesota is currently experiencing may modify expenditure projections, the amount of revenue earmarked for public education reflects Minnesota's commitment.
4. Minnesota's experience with the school levy referendum during the 1970s may also be used as an index of the people's commitment to their public schools.
  - a. According to the data provided by the Minnesota School Boards Association, Minnesotans passed two school levy referenda for each one they defeated in the 175 elections held during the nine-year period 1971-72 through 1979-80. (Table 3.)
  - b. In June 1978, Californians went to the polls to adopt Proposition 13. At the same time, Minnesotans were ending the 1977-78 fiscal year in which they had adopted 23 school levy referenda, adopting three for each one rejected. One year subsequent to Proposition 13, Minnesotans again adopted three school levy referenda for each one rejected.

- c. During 1979-80, Minnesota voters went to the polls to act on 20 referenda; two were passed for each one rejected.

TABLE 3  
RESULTS OF SCHOOL LEVY REFERENDA ELECTIONS  
IN MINNESOTA, 1971-72 - 1979-80

<u>Fiscal Year</u>	<u>Number of Elections</u>			<u>Percent Approved</u>
	<u>Approved</u>	<u>Defeated</u>	<u>Total</u>	
1971-72	4	3	7	57%
1972-73	1	0	1	100%
1973-74	4	3	7	57%
1974-75	10	5	15	67%
1975-76	16	6	22	73%
1976-77	26	18	44	59%
1977-78	23	8	31	74%
1978-79	21	7	28	75%
1979-80	13	7	20	65%

Source: Minnesota School Boards Association

- B. Minnesota ranks high among the states in terms of per capita state and local expenditures for public elementary and secondary education. During 1962-63, Minnesota ranked 14th. Eight years later in 1970-71, Minnesota was ranked third. Data provided by the Minnesota Taxpayers Association show that Minnesota maintained an annual national rank of between 5 and 10 during the years 1972 through 1978. (Table 4.)

TABLE 4

TRENDS IN PER CAPITA STATE AND LOCAL EXPENDITURES FOR PUBLIC EDUCATION IN MINNESOTA  
DURING THE 1970s, COMPARED TO THE OTHER STATES AND THE DISTRICT OF COLUMBIA

Expenditures	1970-71		1971-72		1972-73		1973-74		1974-75		1975-76		1976-77		1977-78	
	Rank	Amount	Rank	Amount	Rank	Amount	Rank	Amount	Rank	Amount	Rank	Amount	Rank	Amount	Rank	Amount
Local Schools	3	206.35	6	283.43	5	297.46	6	299.20	6	347.32	6	372.80	10	379.60	8	403.21
Higher Education	12	104.34	7	122.31	14	112.65	15	110.09	13	129.98	14	150.74	17	142.89	18	151.13
Other Education	44	8.29	43	9.60	32	13.98	49	8.96	33	16.87	21	25.46	16	22.70	26	23.44
Total Education	4	378.99	4	415.36	4	424.09	8	418.25	6	494.17	6	549.00	13	545.20	14	577.79
Total Direct General Expenditures	11	805.86	9	905.61	11	965.62	13	1,041.70	10	1,199.03	9	1,362.38	8	1,459.92	9	1,546.22

SOURCE: Minnesota Taxpayers Association. "How Does Minnesota Compare?", 1970-71 - 1977-78, and Fiscal Facts for Minnesotans, 1979.

C. Preliminary findings from a study of state appropriations data by the Minnesota Department of Education indicate that significant trends in education appropriations developed during the 1970s. The study involves a detailed analysis of state appropriations for education and other purposes for the five bienna 1971-73 through 1979-81. The two major conclusions drawn on the basis of the findings are as follows:

1. Education's share of total state appropriations declined substantially during the 1970s.
  - a. During the five bienna 1971-73 through 1979-81, appropriations for all publicly supported education, including elementary, secondary and post-secondary, dropped from 54 percent of all state appropriations to 41 percent.
  - b. At the same time, state appropriations for elementary and secondary education declined from 42 percent of all state appropriations in 1971-73 to 30 percent in 1979-81.
2. Over the course of the decade, within the appropriations for all publicly supported education, proportionally fewer dollars went to elementary and secondary education while proportionally more dollars went to higher education and other types of education (i.e., post-secondary vocational, community and adult education, and nonpublic schools).
  - a. Elementary and secondary education accounted for almost 78 percent of all education appropriations in 1971-73, but represented 72 percent in 1979-81.
  - b. On the other hand, state appropriations for higher education increased from 20 percent to 22 percent of all education appropriations from 1971-73 to 1979-81.
  - c. During the same period, state appropriations for other types of education grew from 3 to 6 percent of all education appropriations.

D. Kirst and Garms report nationwide trends in the proportional reductions in public revenues available for education. They state in a study entitled The Demographic, Fiscal, and Political Environment of Public School Finance in the 1980s, that since 1965 the average proportion of all public funds spent on education has dropped by more than 20 percent, while welfare expenditures have doubled and health expenditures have increased by nearly a third.



1. The report, coming out of the Institute for Research on Educational Finance and Governance at Stanford University, speaks of education as "a relative loser in competition with the increasing power of the aging and other high social priorities such as energy, crime control, rebuilding of the cities," and sees education expenditure projections as being "fairly dismal, especially relative to the recent past." (pp. 28-30.)
2. Certain shifts in social and demographic patterns bring Kirst and Garms to view education as being in a weakened political bargaining position, with the competition becoming particularly intense at the federal and local levels.
  - a. "For a variety of reasons, voter support of local school finance elections will continue to decline or remain at the current depressed level. The number of people with a direct stake in education (e.g., parents) and those who are not alienated from schools is declining. The only population sectors in which enrollments are increasing, such as Hispanics and low income citizens, have little political influence over budgets. Special programs for these pupils, including bilingual education and desegregation, will further depress voter support." (p. 2.)
  - b. "The number of people with no direct interest in education and who, for a variety of reasons, are probable 'no' voters in local school finance elections is increasing. There will be a dramatic increase in the total number of senior citizens who also have the highest tendency to vote. Inflation psychology will depress willingness to increase local taxes." (p. 2.)
  - c. "Education is expected to face increased competition for quality level funding at the federal level from defense, energy and senior citizens. Given the probable erosion of political support at the local and federal levels, increased political cohesion and action among education groups at the state level is crucial." (pp. 2, 4.)

E. Inflation eroded the education dollar in Minnesota over the course of the 1970s.

1. Total current expenditures for Minnesota's public schools more than doubled in current dollars from \$756,539,279 in 1969-70 to \$1,561,879,954 in 1978-79. The 1978-79 amount converted to 1969-79 constant dollars shows an increase of only 8 percent in constant dollars from 1969-70 to 1978-79.
  2. Total appropriations for elementary and secondary education increased by approximately 88 percent in current dollars over the course of the five biennia between 1971-73 and 1979-81.
    - a. However, the St. Paul-Minneapolis Consumer Price Index (CPIw) increased by 97.8 percent from April 1972 to April 1980. On the basis of this change in the CPIw, the 1979-81 appropriations totalling \$2,568,958,956 convert to \$1,298,766,000 in 1971-73 constant dollars.
    - b. Education appropriations for 1971-73 totalled \$1,365,998,656 in current dollars.
- F. Analysis of the current expenditures reported by Minnesota's school districts for 1972-73 and 1978-79 indicates that significant trends developed over the decade in the types of expenses incurred for elementary and secondary education. Current expenditures, divided into 12 categories, are those expenditures which are incurred solely for the benefit of operating a school during any current fiscal year. Appendix A contains a listing and definition of each category of current expenditures.
1. Table 5 shows the current expenditures per pupil unit for 1972-73 and 1978-79. Drawing upon these data, three pronounced overall trends in current expenditures appear to have developed during the 1970s.
    - a. Expenditures per pupil unit rose substantially, increasing at a rate of 75 percent overall between 1972-73 and 1978-79.
    - b. Instructional expenditures, particularly instructional salaries with a 59 percent growth rate between 1972-73 and 1978-79, increased at a rate substantially below the overall rate of increase.
    - c. The rates of increase among categories of expenditures were very uneven, ranging from 43 to 517 percent by category.

TABLE 5

CURRENT EXPENDITURES PER PUPIL UNIT IN MINNESOTA'S PUBLIC  
ELEMENTARY AND SECONDARY SCHOOLS, 1972-73 AND 1978-79

Category of Expenditures	1972-73		1978-79		1972-73 to 1978-79
	Expenditures Per Pupil Unit	Percent of Total Expenditures	Expenditures Per Pupil Unit	Percent of Total Expenditures	Percent of Change in Expenditures Per Pupil Unit
Administration	\$ 33	3.5%	\$ 58	3.5%	76%
Instructional Salaries	560	59.4%	891	53.9%	59%
Other Instruction	88	9.3%	147	8.9%	67%
Attendance and Health	9	1.0%	14	0.8%	56%
Transportation	48	5.1%	104	6.3%	116%
Plant Operation	84	8.9%	152	9.2%	81%
Plant Maintenance	18	1.9%	24	1.5%	43%
Fixed Charges	43	4.6%	112	6.8%	160%
Food Service	46	4.9%	91	5.5%	98%
Student Activities	6	0.6%	37	2.2%	517%
Tuition	8	0.8%	25	1.5%	213%
Total Expenditures	\$943	100.0%	\$1654	100.0%	75%

SOURCE: Minnesota Department of Education, School District Profiles, 1978-79. St. Paul, July, 1980.

2. According to the Minnesota Department of Education, inflation, declining and fluctuating enrollments, and modifications in school district policies and practices appear to be the variables which most directly account for the trends in current expenditures during the 1970s.

- a. The significance of inflation is readily apparent. The rise in per pupil expenditures since 1972-73 is parallel to the rise in market prices over the period. Moreover, the effects of inflation have been felt most acutely in certain categories. Particularly illustrative are plant operation and transportation expenditures, both of which are directly related to fuel costs which rose sharply during the 1970s.
- b. Declining and fluctuating enrollments had a direct effect upon school district expenditures during the 1970s. Substantial enrollment declines characterized most of Minnesota's school districts. However, it does appear that school districts were not able to cut expenditures at the same time and at the same rate as their enrollments declined. Although districts are usually able to reduce instructional costs as enrollments decline, proportional reductions in such areas as transportation, plant operation, plant maintenance, and fixed charges are more difficult to accomplish. Consequently, expenditures in these particular categories have risen at a faster rate than instructional expenditures.
- c. The consequences of modifications in school district policies and practices is reflected in the tuition and student activities categories. The Minnesota Department of Education states that the increase in tuition expenditures during the decade probably reflects the expansion of cooperative and sharing efforts between and among districts. The Department also reports that the increase in student activities expenditures resulted in part as a result of the districts assuming financial control over activities which were previously outside their jurisdiction.

G. Minnesota's school districts differ on a number of characteristics. The variations which affect the district's costs in providing educational programs and services are district wealth, enrollment size, enrollment change, and geographic size. In 1978-79,

while the median district per pupil expenditure was \$1,565 and the state average was \$1,654, the range among Minnesota's school districts was \$1,265 to \$3,148. These interdistrict variations raise concerns in school finance related to the locus of control for governing the schools, student and taxpayer equity, program quality and efficiency in resource utilization.

1. District wealth, as measured by the property valuation per pupil unit, varies substantially among Minnesota's local school districts.
  - a. Data for 1977 on the adjusted assessed valuation per pupil unit for Minnesota's school districts displayed in Table 6, is instructive. Throughout the state as a whole, the 1977 equalized property valuation per pupil unit averaged \$21,922. Nonetheless, 5 percent of the local school districts had valuations greater than \$59,000 per pupil unit while another 5 percent of the districts had valuations less than \$10,473 per pupil unit. Exhibit 1 graphically illustrates this interdistrict wealth distribution. It appears that the substantial variations in interdistrict property wealth would produce serious inequities in the adequacy and appropriateness of educational opportunities provided among districts if the State left its public schools to depend totally upon the property tax for their operations.
  - b. Each local school district in Minnesota receives a portion of its revenues each year from federal, state and local sources; however, the proportional revenue yield from any one of these three sources varies widely from one district to another. The variations in the percentages of revenue by source indicate the use of funds to compensate for the differences among districts and to address the needs of particular populations which may be more concentrated in some districts than others. Figures published by the Minnesota Department of Education for 1978-79 illustrate the district-to-district variations: the percentages of revenue derived from federal sources ranged from 2 to 26 percent; the percentage from state sources, 2 to 84 percent; and the percentage from local sources, 1 to 96 percent.

TABLE 6

1977 ADJUSTED ASSESSED VALUATION PER PUPIL  
UNIT FOR MINNESOTA SCHOOL DISTRICTS

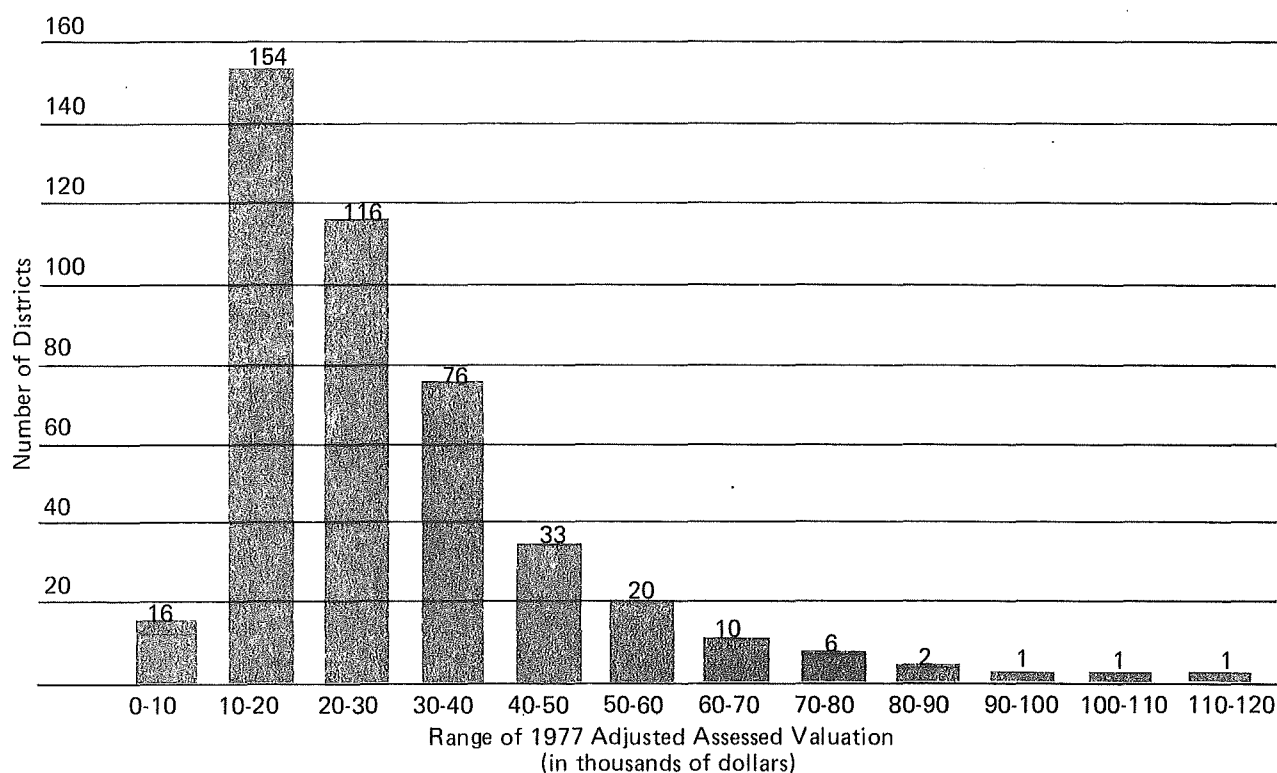
Low District	5th Percentile	Median	95th Percentile	High District	State Total
\$71	\$10,473	\$23,536	\$59,400	\$111,056	\$21,922

NOTE: Adjusted valuation is a measure of the value of all taxable property in a school district. It is computed by the Equalization Aid Review Committee (EARC). In computing these figures, the EARC compensates for differences in assessment practices among Minnesota's school districts.

SOURCE: Minnesota Department of Education, School District Profiles, 1977-78. St. Paul, June 1979.

## Exhibit 1

**DISTRIBUTION OF MINNESOTA SCHOOL DISTRICTS BY  
1977 ADJUSTED ASSESSED VALUATION PER PUPIL UNIT**



SOURCE: Minnesota Department of Education, School District Profiles, 1977-78. St. Paul, June 1979.

2. Enrollment size appears to be a significant factor in determining the financial feasibility as well as the nature of a district's programs and services. It appears that the smaller the enrollment, the more restricted is the districts ability to offer a curriculum with breadth and depth.
  - a. The question of what constitutes an adequate program raises the issue of who is to determine what is "adequate."
  - b. Research presently being conducted for the Minnesota Legislature suggests that a school district with fewer than 374 students in grades 7 through 12 will find it too costly to provide a comprehensive secondary program.
  - c. Data compiled by the Minnesota Department of Education shows that as of 1978-79, there were 178 school districts in Minnesota with fewer than 300 students in grades 7 through 12. Moreover, 220 districts out of 436 have fewer than 300 students in grades 1 through 6 and these enrollments will be fully reflected at the secondary level within six years.
3. Marked enrollment changes over a relatively short period of time may also have a substantial impact upon the fiscal stability and thus upon the curricular capabilities of local districts, whether experiencing decline or growth.
  - a. Rapid growth in student enrollments can take its toll on the physical facilities of a district and add to the financial difficulties of a district by requiring new construction. On the other hand, declining enrollments do not necessarily provide opportunities to realize efficiencies in plant operation and maintenance. This situation is acute for around half of the school districts of the state that operate their total elementary and secondary program on a single site or building complex.
  - b. During the 1970s, Minnesota had more experience with decline than growth. This experience is projected to continue statewide at least through the mid-1980s and possibly through 1990. To the extent that enrollment size affects efficiencies in resource management and limits the availability of programs and services, it is important to note that enrollments in Minnesota's school districts declined substantially over the course of the 1970s. It is a matter of special concern that the number of

school districts with total enrollments under 300 increased. Data displayed in Table 7 show that from 1973-74 to 1977-78, the number of districts with enrollments of less than 300 increased 37 percent, from 38 to 52.

TABLE 7  
DISTRIBUTION OF SCHOOL DISTRICT ENROLLMENTS  
1973-74, 1975-76, and 1977-78

School District Enrollment	1973-74	1975-76	1977-78
Fewer than 300 pupils	38	41	52
300-999 pupils	215	216	208
1,000-2,999 pupils	121	118	112
3,000-9,999 pupils	48	47	52
10,000 and more pupils	17	17	15

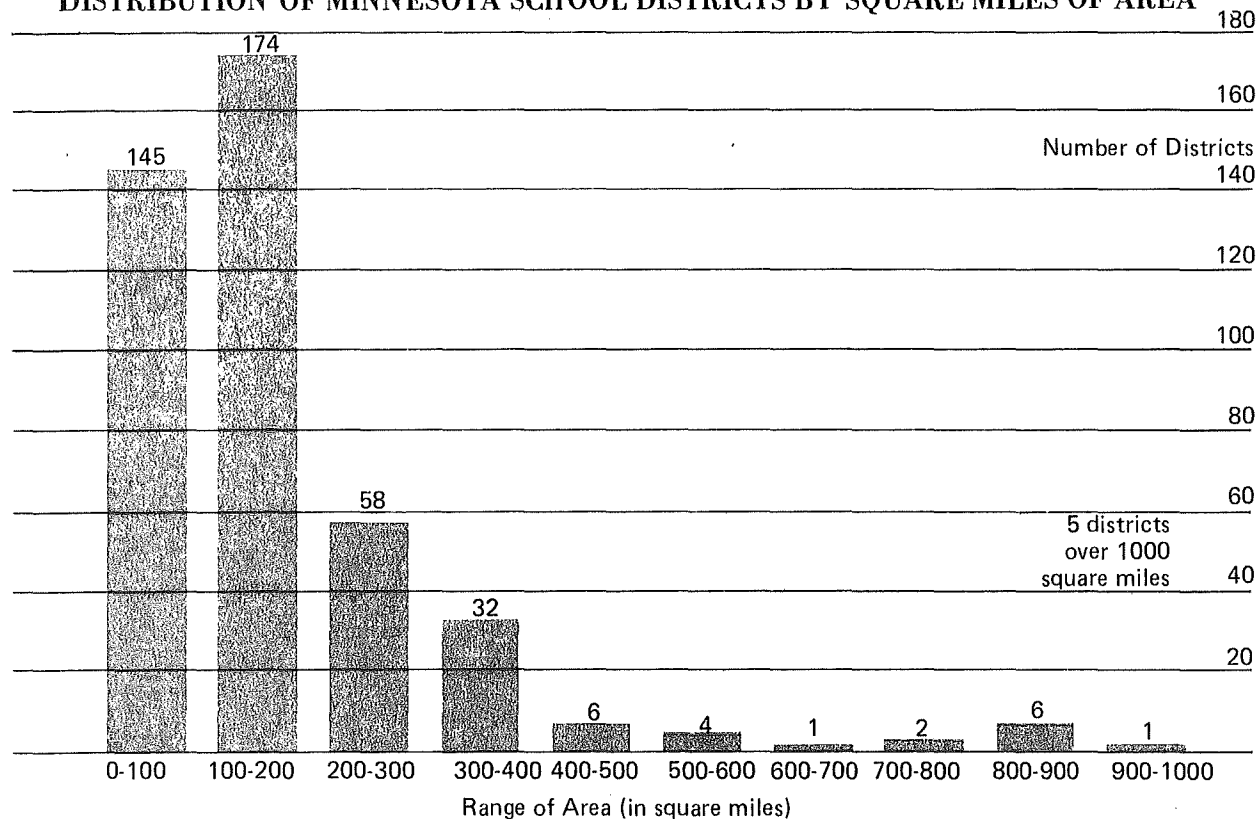
Source: Minnesota Department of Education. The ABCs of School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980, p. 4. 30

4. A comparison of Dilworth's 1.75 miles to St. Louis County's 2,716 square miles illustrates the range of sizes among Minnesota's local school districts, a factor which may affect program cost and breadth. Exhibit 2 shows the great differences in the geographic sizes of school districts. However, as the Minnesota Department of Education advises: some districts have combinations of characteristics which result in extra costs, but their needs may be difficult to meet through a general financing formula. For example, a district with small enrollment and large area may have high per pupil transportation costs if the student residences are widely distributed throughout the district. The district may also have high per pupil instructional costs, due to a necessarily low teacher-pupil ratio. These problems may occur in many of the 25 Minnesota districts which have an area of more than 400 square miles.



## Exhibit 2

### DISTRIBUTION OF MINNESOTA SCHOOL DISTRICTS BY SQUARE MILES OF AREA



SOURCE: Minnesota Department of Education. *The ABC's of School Finance: Paying for the Public Schools in 1979-80 and 1980-81*. St. Paul, June 1980, p. 4.

SOURCES:

Education Commission of the States. Tax and Expenditure Limitation Referenda: An Analysis of Public Opinion, Voting Behavior and Campaigns in Four States. Denver, May 1980.

Final Report: Governor's Conference on Declining Student Enrollment, April 17, 1978. St. Paul: Minnesota Department of Education, 1978.

IFG Policy Notes. Vol. 1, (Summer 1980), pp. 4-5.

Interview with Mike Torkelson, Director of Public Relations, Minnesota School Boards Association, July 22, 1980.

Interview with Randall E. Johnson, Director, School District Organization, Minnesota Department of Education. December 12, 1980.

Interviews with Michael J. Lovett, Supervisor, and Joel A. Sutter, Research Analyst, Education Statistics, Minnesota Department of Education. December 1980 and January 1981.

Kirst, Michael W. A Tale of Two Networks: The School Finance Reform Versus the Spending and Tax Limitation Lobby. Stanford, CA: Stanford University, Institute for Research on Educational Finance and Governance, July 1980.

Kirst, Michael W. and Walter I. Garms. The Demographic, Fiscal and Political Environment of Public School Finance in the 1980s. Stanford, CA : Stanford University, Institute for Research on Educational Finance and Governance, March 1980.

Minnesota Department of Education. Minnesota Public School Enrollments in an Era of Decline. St. Paul, December 1978.

----- . Paying for the Public Schools: The ABCs of Minnesota School Finance. St. Paul, May 1978.

----- . School District Profiles, 1977-78. St. Paul, June 1979.

----- . School District Profiles, 1978-79. St. Paul, July 1980.

----- . The ABCs of Minnesota School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980.

----- . The Condition of Education. St. Paul, February 1980.

Minnesota House of Representatives. Research Department. Minnesota School Finance: A Guide for Legislators. St. Paul, October 1980.

Minnesota State Planning Agency. The Condition of Education: Facts and Issues About Minnesota's Public Schools. St. Paul, December 1977.

Minnesota Taxpayers Association. "How Does Minnesota Compare?" (A brochure published annually.)

----- . Fiscal Facts for Minnesotans, 1979.

Presentations of John C. Ostrem, Supervisor, Federal and State Programs, Minnesota Department of Education, to the Governor's Task Force on Educational Policy, December 14, 1980; and to the Subcommittee on Finance, March 21 and September 4, 1980.

Presentation of Joyce E. Krupey, Research Analyst, Minnesota Senate, Research Office; Vernon L. Hendrix, Professor, Department of Educational Administration, University of Minnesota; and Charles H. Sederberg, Director, Center for Educational Policy Studies, University of Minnesota, to the Subcommittee on Finance of the Governor's Task Force on Educational Policy, May 9, 1980.

Presentation of William McCutcheon, former Chairman, Committee on Taxes and Tax Laws, Minnesota Senate, to the Subcommittee on Finance of the Governor's Task Force on Educational Policy, May 9, 1980.

Research Memorandum: "Description of Senate Education Committee Foundation Formula Research Project". Joyce E. Krupey, Office of Senate Research, State of Minnesota, November 26, 1980.

Research Memorandum: "School Districts Operating Complete Programs on a Single Site or Building Complex". Randall E. Johnson, Director, School District Organization, Minnesota Department of Education, December 12, 1980.

Sederberg, Charles H. A Quest for Program Quality During Enrollment Decline: A Position Paper. St. Paul : University of Minnesota, Center for Educational Policy Studies, July 1979.

IV. RAISING THE EDUCATION DOLLAR IN MINNESOTA: SCHOOL REVENUES AND THE STATE TAX SYSTEM

- A. Minnesota's public elementary and secondary schools receive the overwhelming majority of their revenues from state and local sources. Federal sources contribute a relatively modest portion of around six percent of the total each year.
- B. Minnesota's primary sources of revenue are (1) the individual and corporate income taxes, (2) the sales tax, and (3) the property tax. In 1978, each of these primary sources provided roughly one-third of all state and local revenues in Minnesota, as illustrated in Table 8.

TABLE 8

SOURCES OF MINNESOTA TAX REVENUE

Tax	1970	1972	1974	1976	1978
Property Tax	43.9	39.3	32.9	34.9	30.3
Income Tax (Individual and Corporate)	23.6	27.5	32.8	30.5	37.0
Sales, Excise, and Gross Receipts	25.5	26.4	27.6	26.9	26.3
Licenses	4.7	4.5	4.2	4.1	2.8
Other	2.3	2.3	2.5	3.6	3.6

Source: Minnesota Department of Education, The ABCS of School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980, p. 6.

- C. During the 1970s, an increased reliance fell upon the individual and corporate income taxes, with relief going to the property tax.
1. In 1970, the income taxes accounted for 23.6 percent of all state and local taxes; by 1978, that percentage was 37.0.

2. Concurrently, property tax collections declined from 43.9 percent in 1970 to 30.3 percent in 1978.

D. Minnesota's ranking among the states during the course of the decade reflects the increased dependence upon income taxes, and decreased dependence upon property taxes. Data compiled by the Minnesota Taxpayers Association are displayed in Table 9.

1. In 1972 Minnesota ranked 12th in the property tax collections per capita; in 1978, Minnesota ranked 23rd.
2. In 1978, Minnesota ranked 19th in per capita individual income and 5th for both individual and corporate income tax collections, per capita.
3. Rankings on the sales tax remained essentially unchanged throughout the decade, with Minnesota ranking 37th in both 1972 and 1978.

E. The property tax in Minnesota accounts for approximately thirty percent of all state and local tax collections but is used solely by local units of government, inclusive of school districts. In fact, school districts receive about half of the property tax revenues in Minnesota. (Exhibit 3.)

1. Established and regulated by the Legislature, the property tax is an integral part of the Minnesota tax system. The property tax is local in the sense that the tax is assessed, collected and disbursed under the direction of the county officials and school boards in whose jurisdiction the property is located. However, assessment, collection and disbursement are made pursuant to state statutes and regulations and with the active participation of state officials.
2. The Minnesota Department of Education, in compliance with state statutes, determines the levy limitations for each school district.
  - a. Once the Department of Education sets the levy limitations, both the school district and county auditor are notified. The school board then certifies the district's tax levy. While the certified levy may be less, it cannot exceed the limitation as determined by the State.

TABLE 9

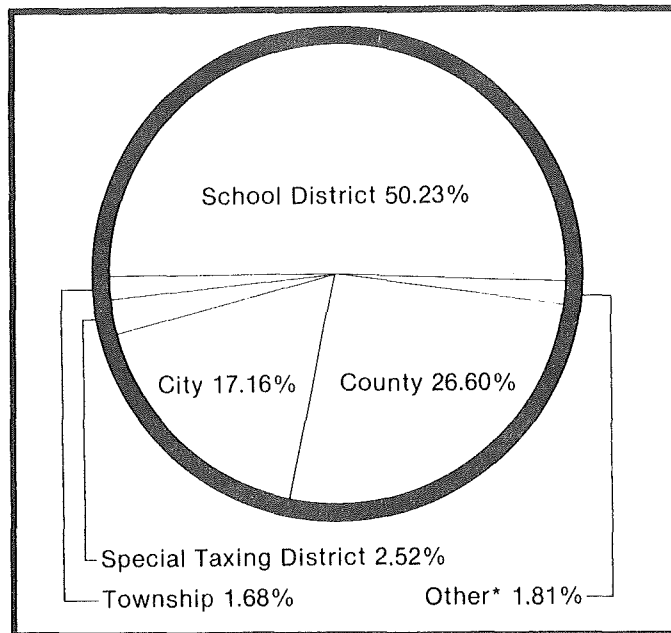
TRENDS IN PER CAPITA STATE AND LOCAL TAX COLLECTIONS IN MINNESOTA  
DURING THE 1970s, COMPARED TO THE OTHER STATES AND THE DISTRICT OF COLUMBIA

Amount of Per Capita Personal Income and Selected Sources of Tax Revenues	FY 1972		FY 1974			FY 1976			FY 1978		
	Minn. Rank	Per Capita Amount	Minn. Rank	Per Capita Amount	Percent of Change	Minn. Rank	Per Capita Amount	Percent of Change	Minn. Rank	Per Capita Amount	Percent of Change
Amount of Personal Income, Per Capita (Calendar Year)	25	\$4,298.00	20	\$5,424.00	26%	23	\$6,222.00	15%	19	\$7,910.00	27%
Selected Sources of State & Local Tax Revenues											
Personal Income Tax	6	124.03	4	179.06	44%	4	214.25	20%	5	268.10	25%
Corporate Income Tax	9	28.85	3	48.59	68%	6	49.54	2%	5	73.07	47%
General Sales Tax	37	69.33	37	88.88	28%	36	107.58	21%	37	134.10	25%
Property Tax	12	231.98	22	216.90	(7%)	24	254.20	17%	23	300.85	18%
All State & Local Tax Collections	9	578.00	9	695.84	20%	8	822.68	18%	9	1,001.38	22%

SOURCE: Minnesota Taxpayers Association, "How Does Minnesota Compare?" and Fiscal Facts for Minnesotans, 1979.

EXHIBIT 3

Property Tax Dollar, 1979  
Where It Goes



\*Excluding Special Assessments

Source: Minnesota Department of Education, The ABCs of School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980, p. 8.

- b. The county auditor adjusts the levy as may be necessary in order for it to comply with statutory limitations; tax rates are set in light of state tax credits applicable to the district.
  - c. Hence, local property tax collections and state property tax relief combine to provide the school district a portion of its revenues.
  - d. The school district receives revenue directly from the property tax as locally assessed and collected and from property tax relief payments made by the State for property taxes the county auditor was exempted from collecting.
- F. The question of equity for both the taxpayer and the student often relates directly to the level of reliance placed upon property tax yields to finance and support the public schools.
- 1. There is little question that in terms of property wealth there are rich districts and poor districts. Exhibit 1 (p.188) shows the distribution of property valuation per pupil unit which would produce inequities among school districts if programs and services were totally dependent upon the individual district's property tax yield.

2. Beginning with the Tax Relief and Reform Act of 1967 and the Omnibus Tax Bill of 1971, modified with various adjustments throughout the 1970s, the Legislature has replaced a portion of the locally-collected property tax revenues with state-collected income and sales tax revenues by exempting all or a portion of certain kinds of property from taxation.
  - a. These exemptions currently include the Homestead Credit, the State School Agricultural Credit, the Taconite Homestead Credit, and the Attached Machinery Credit. They reduce the tax liability on homes, farms, certain types of fixed industrial machinery, such as elevators, as well as on real property in school districts with taconite ore.
  - b. The State provides the property tax relief then by providing replacements from state-collected revenues for revenues not gained because of the exemption of particular properties. (The Circuit Breaker, although not directly affecting the property tax obligation, is another means whereby the Legislature has sought to reduce tax liability by giving the taxpayer a refund based upon annual income and the property tax obligation remaining after the Homestead Credit. Renters receive a similar refund.)

#### DATA SOURCES:

Minnesota Department of Education. The ABCs of School Finance: Paying for the Public Schools in 1979-80 and 1980-81.  
St. Paul, June 1980.

Minnesota Taxpayers Association, "How Does Minnesota Compare?"  
(A brochure published annually.)

\_\_\_\_\_. Fiscal Facts for Minnesotans, 1979.

Presentations by John C. Ostrem, Supervisor, Federal and State Programs, Minnesota Department of Education, to the Governor's Task Force on Educational Policy, December 14, 1979 and to the Subcommittee on Finance, March 21, 1980.

Presentation by Paul Gilje, Associate Director, Citizens League, to the Subcommittee on Finance of the Governor's Task Force on Educational Policy, March 21, 1980.

U.S. Department of Commerce, Bureau of the Census, Governmental Finances, FY 1972 - FY 1979.

\_\_\_\_\_. State Government Finances, FY 1972 - FY 1978.



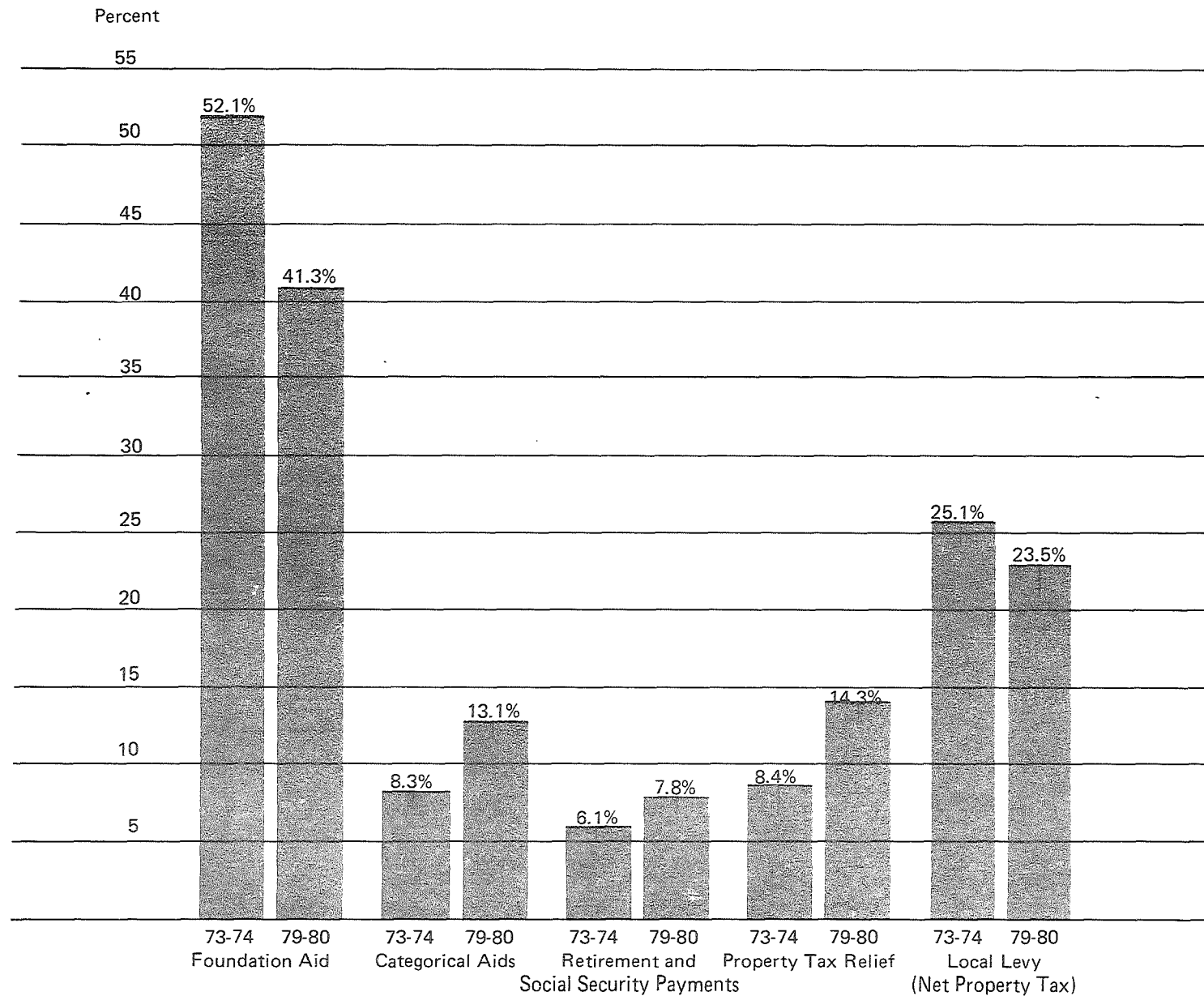
V. INVESTING MINNESOTA'S EDUCATION DOLLAR: THE STATE  
FOUNDATION AND CATEGORICAL AID PROGRAMS<sup>1</sup>

A. Direct state funding for Minnesota's public elementary and secondary schools currently takes the form of foundation aid, categorical aids, retirement and social security payments, and property tax relief disbursed to the State's school districts for general operating expenses.

1. According to the Minnesota Department of Education, during 1979-80, state-collected revenues accounted for 76.5 percent of all state and local revenues for Minnesota's public schools compared with 74.9 percent in 1973-74. The property tax yield provided 25.1 and 23.5 percent of the schools' revenues for general operating expenses in 1973-74 and 1979-80 respectively.
2. While direct state funding accounted for similar portions in both years, the percentage disbursed as foundation aid decreased and the percentages disbursed as categorical aids, retirement and social security payments, and property tax relief increased. Exhibit 4 illustrates these changes.
3. As the keystone of the school finance system, Minnesota's foundation program is the mechanism through which the Legislature finances and supports the general operations and maintenance of the State's public elementary and secondary schools.
  - a. Utilizing both state and locally-collected revenues, the program takes into account the variations in property wealth from district to district throughout Minnesota.
  - b. The program's central element is comprised of the basic foundation aid and levy under which the Legislature ensures to each school district a minimum level of support for each pupil unit regardless of the amount of property wealth in the district. Foundation aid, taking on the characteristics of block grants, allows an element of discretion to school boards in the use of funds.
  - c. The foundation program (i.e., the direct foundation aid provided by the State together with the yield on the foundation levy on property) accounted for 82.7 percent of the state and local revenues available to school districts in

# Exhibit 4

## CATEGORIES OF STATE AND LOCAL REVENUES FOR MINNESOTA'S PUBLIC SCHOOLS: CURRENT EXPENDITURES, 1973-74 AND 1979-80



SOURCE: Minnesota Department of Education, "Tax Share Analysis FY 1974 and FY 1980". January 19, 1981.

1973-74 for general operating expenses. However, in 1979-80, the foundation program accounted for only 77.6 percent, a drop of five percentage points.

- d. Foundation aid (i.e., the State's direct contribution to the school districts through the foundation program) also decreased proportionally during the periods between 1973-74 and 1979-80. As Exhibit 4 shows, 52.1 percent of state and local revenues for the schools took the form of foundation aid in 1973-74. However, in 1979-80, foundation aid accounted for only 41.3 percent. a drop of 11 percentage points.
4. The Minnesota Legislature makes revenues available to school districts for the specific and exclusive support of certain categories of programs and services.<sup>2</sup> Complementary to the foundation aid for general support, categorically funded programs are designed to ensure that the special needs of specific segments of the school population are addressed. In a broader sense, the categorical funding of programs appears to represent measures to promote the implementation of certain social and economic policies deemed applicable to the education of Minnesota's children and youth. At the same time, this kind of aid restrains the discretion of school districts to the extent that once a school board elects to receive categorical aid for a particular program, the district must use the revenues only as prescribed and comply with the applicable rules. In 1973-74, state categorical aid represented 8.3 percent of all state and local revenues for Minnesota's public schools compared to 13.1 percent of the total in 1979-80.
- a. The Legislature provides categorical funding to support mandated and permissive programs and services. Mandated programs and services are those which school districts are required under law to provide. Minnesota's school districts must provide special instruction and services<sup>3</sup> for the state's handicapped children and youth (M.S. 120.17). State categorical aids go specifically to support portions of the costs. In 1977-78, 6.4 percent of all state school aids were appropriated for special education.<sup>4</sup> Pupil transportation is the major non-curricular service provided by Minnesota's school districts to public and nonpublic school children and youth. School districts must provide transportation for all handicapped students and for all others

living two or more miles from school. Moreover, state revenues are available to school districts to transport students living one mile or more from school. (Transportation for students living less than a mile from school is not categorically funded by the State except in special circumstances.) (M.S. 123.39; M.S. 124.222.) In 1977-78, around 66 percent of the school students in Minnesota's public and nonpublic schools were transported to and from school, with pupil transportation aid constituting 7.3 percent of all state aid.

- b. Permissive programs and services are those which school districts are authorized at their discretion to provide. Secondary Vocational Education represents the major permissive categorical aid program in Minnesota (5MCAR 1.0060-1.0008) and accounts for 1.5 percent of all state aids.<sup>5</sup> While funding for these programs and services does not account for as large a portion of the school aid package as does the direct state funding for Special Education and pupil transportation, Secondary Vocational and other programs are of significance in determining the offerings of individual districts. Permissive categorical aid programs are numerous and diverse, reflecting a variety of educational interests and concerns. Included among these programs, in addition to Secondary Vocational Education, are aids for school lunch programs, community and adult education, bilingual education, early childhood and family education, basic skills, gifted and talented students, and Indian education.
- c. Categorical funding, for the most part, is designed to meet a substantial portion of the costs or otherwise to defray specific costs associated with a particular program. Categorical funding may be seen as providing incentive funding to districts to initiate and maintain certain programs; this appears to be generally the case with the majority of permissive programs for which special aid is provided. The issue does arise, however, as to whether the Legislature should fully fund any program that it mandates. Specifically, Special Education has received a considerable attention in this regard because of the problems associated with determining the total costs of educating a handicapped child. The fact that a place must be provided for the handicapped child in both the regular and Special Education classrooms complicates the question of total cost.

5. The Minnesota Legislature provides school districts with revenues for the retirement and social security payments of the public school teachers and administrators. These payments represented 7.8 percent of general operating expenses in 1979-80, up from 6.1 percent in 1973-74.
  6. Indirect tax aids for public education represent the State's efforts to provide tax relief to property taxpayers in Minnesota. In 1973-74, property tax relief represented 8.4 percent of all state and local revenues for Minnesota's public schools. In 1979-80, property tax relief accounted for 14.3 percent of the total.
- B. Under the foundation aid program, the State's contribution to supporting the public schools is balanced against each school district's property tax effort.
1. The Legislature establishes a basic per pupil expenditure level, i.e., the foundation allowance. The foundation allowance for 1979-80 was \$1,182.
  2. Also, the Legislature sets a uniform mill rate to be levied on the adjusted assessed valuation of property. The 1979-80 rate was 27 mills. The amount of revenue generated by the levy within each district is then subtracted from the amount of the foundation allowance. Whatever portion of the foundation allowance is not generated by the property tax constitutes the State's portion of the foundation aid.
  3. The proportional relationship of state to district contribution varies widely throughout, depending upon the property wealth in each district. In recent years, the State's contribution statewide decreased as land values increased; however, for 1980-81, the tax rate was lowered from 27 to 23 mills in order to restore the State's proportional contribution to the foundation allowance in view of the rapidity at which property valuations rose during the 1970's.
- C. Foundation aid is distributed to each of Minnesota's 436 school districts on the basis of four categories of pupil units. The weighted average daily membership (ADM) units constitute the primary measure. The other three categories are viewed as being supplemental pupil units. These are the support, growth and AFDC units. Revenue generated in all four categories is not restricted to particular programs although the supple-

mental units are designed to assist those districts which have one or more pupil-related characteristics which are costly to address.

1. The weighted average daily membership (ADM) units, otherwise known as the "actual pupil units," account for around 90 percent of the pupil units in Minnesota's public elementary and secondary schools. The average daily membership is the average number of students in membership throughout the school year. These numbers are weighted according to the grade level of the pupil. A kindergartner has a 0.5 pupil unit value for half-day attendance; school children in grades one through six are weighted at 1.0 and secondary children and youth are weighted 1.4 pupil units.
2. Support pupil units, otherwise termed "declining pupil units," accrue to a district having a decline in ADM from the previous year, and are aimed at temporarily underwriting some of the costs which a district has as a result of declining enrollments.
3. Growth pupil units accrue to districts having an increase in ADM pupil units over the previous year and are aimed at temporarily underwriting costs incurred as a result of employing additional staff and purchasing other supplies and services for the growing school population.
4. AFDC pupil units accrue to districts in which there are youth who are part of families receiving Aid for Families with Dependent Children. Over half of the AFDC children are in the Minneapolis, St. Paul and Duluth school districts.

D. Per pupil revenues vary among Minnesota's school districts. This is the case although the Legislature: sets the foundation allowance (i.e., a basic per pupil expenditures level); places a limitation on the mill rate levied on the adjusted assessed valuation of property; and contributes to each district the difference between what the levy raises and the amount of the foundation allowance. The differences in revenues lie in the fact that school districts have access to additional sources of maintenance revenue.

1. The Grandfather Maintenance Levy is allowed in some of Minnesota's 436 school districts. Rather, the grandfather levy is the prerogative of the 182 districts deemed to be high-cost districts as a result of having a state and local Adjusted Maintenance Cost (AMC) in excess of the state average of \$663 per pupil unit in 1970-71.

- a. In 1980-81, these 182 districts were allowed to levy an amount equal to the difference between the district's 1979-80 weighted ADM, support and growth pupil units.
  - b. Beginning in 1980-81, the State provides grandfather maintenance aid to replace a portion of the levy in districts with EARC valuation per pupil unit below the state average. If a district's EARC valuation per pupil unit is greater than the state average, it receives no state aid and must obtain all of its grandfather maintenance revenue from the local levy. Otherwise, the district actually levies only the grandfather revenue times the ratio of its EARC valuation per pupil unit to the state average EARC valuation per pupil unit. The State pays the remainder in aid.
2. The Discretionary Aid and Levy are a supplemental component to the basic foundation which a district may or may not elect to use. The discretionary levy may not exceed one-half mill and may be taken only after a district has levied all other permitted maintenance levies.
  - a. In 1980-81, those districts levying the full one-half mill are guaranteed \$27.50 per pupil unit in revenue. The State provides any revenues needed by a district to make up any differences between what the levy generates and \$27.50.
  - b. If a district levies less than one-half a mill, the State's share is proportional to the percentage of the allowed maximum. However, if the property wealth of a district produces the full \$27.50, no state aid is forthcoming.
3. The Replacement Aid and Levy is designed to assist districts with extra costs incurred by enrollment growth and decline and to aid districts with extra costs associated with large geographic areas and small enrollments.
4. The Referendum Maintenance Levy is not associated with a state aid and is therefore not equalized. Instead, the referendum levy is dependent upon the will of the district's voters to determine the mill rate to be levied and is dependent, furthermore, upon the district's property wealth to determine the amount of revenue generated on the mill rate set by the voters.

## CHAPTER FOOTNOTES:

<sup>1</sup> Federal, state and local revenue sources provide funds for the support of Minnesota's public schools. Of this total funding package, 6 percent comes from federal sources and represents the federal interest in public education in Minnesota. The overwhelming majority of the funds to support and finance Minnesota's public schools comes then from state and local revenue sources. State and local revenue sources underwrite the general operation and maintenance of public education in Minnesota and provide for a variety of special programs throughout the state. It is the investment of these revenues, levied and collected under the authority of the Minnesota Legislature, that are of primary concern here.

<sup>2</sup> Similarly, the United States Congress makes federal funds available in the form of categorical aids designed to provide specific programs and services to certain groups within the schools. Providing around 6 percent of the total revenues for Minnesota's public schools each year, federal funds promote programs as varied as the populations served. There are currently more than 200 federal education programs; however, a school district is not likely to be participating in more than 20 to 30 percent of the existing federal programs at any one time. These programs reflect the attention given in federal social and economic policy to an array of concerns, including vocational education, sex equity, educational innovation, equal opportunity for racial, ethnic, cultural, and linguistic minorities, the special needs of the economically disadvantaged, and special services for the mentally and physically handicapped.

Approximately 70 percent of federal revenue available to Minnesota's public elementary and secondary schools directly address two major social and economic issues: economic deprivation and child nutrition. According to estimates prepared by the Minnesota Department of Education, Minnesota's local school districts received around \$111.2 million in federal revenues during 1978-79, the most recent year for which these data are available. Of this total, approximately \$39.5 million, or 36 percent, was for programs and services specifically aimed at economically disadvantaged students and approximately \$37.4 million, or 34 percent, was for the school breakfast, lunch and milk programs.

<sup>3</sup> According to the Minnesota Department of Education, special services are provided for speech impaired, mentally retarded, physically handicapped, hearing and vision impaired, learning disabled, emotionally disturbed and pupils with special behavioral problems.



<sup>4</sup>The Minnesota Department of Education provides this summary relating to the allocation of Special Education aids:

Special Education aids include amounts for the employment of essential Special Education personnel and for supplies and equipment. With respect to personnel salaries, each district receives state aids equal to the greater of:

1. 69 percent of the salary of essential personnel, not to exceed \$12,000 for the normal school year for a full-time employee, plus 5 percent of the salary; or
2. 70 percent of the salary of essential personnel, with no maximum amount per full-time employee.

State aid for Special Education supplies and equipment is paid at a rate equal to 50 percent of such expenditures, not to exceed \$50 per year for each handicapped pupil served.

The Minnesota Department of Education is required to approve the Special Education budgets and programs for all Minnesota school districts. Appropriations for 1979-80 total \$87,352,650. (Minnesota Department of Education, The ABCs of School Finance, p. 26.)

<sup>5</sup>Details related to the disbursement of state aid for Secondary Vocational Education are contained in the Minnesota Department of Education's publication, The ABCs of School Finance, p. 26:

Secondary Vocational Education aid is distributed at the rate of 50 percent of approved district expenditures for essential personnel salaries, necessary equipment and necessary teacher travel. Additional state aid is distributed at the rate of 40 percent for contracts for the provision of Secondary Vocational Education services by public or private agencies other than a Minnesota school district or cooperative center. A separate state aid provides for 70 percent of the salaries paid to essential personnel for Secondary Vocational Education programs for handicapped children. Appropriations for 1979-80 secondary vocational education programs total \$23,144,000 of which \$2,009,300 is for Secondary Vocational Education programs for handicapped children.

#### SOURCES:

Interview with Barry P. Sullivan, Specialist, Federal and State Programs, Minnesota Department of Education, December 29, 1980.

Interview with Gary P. Farland, Director, and Donald R. Pfiffner, Supervisor, State Aids, Minnesota Department of Education, December 1, 1980.

Interview with John M. Maas, Deputy Commissioner, and E. Raymond Peterson, Associate Commissioner, Minnesota Department of Education, December 3, 1980.

Interview with Ronald E. Moir, Director, School Financial Management, Minnesota Department of Education, December 26, 1980.

Interviews with Daniel B. Loritz, Specialist, Office of Planning and Evaluation, June - January 1981.

Interviews with John C. Ostrem, Supervisor, Federal and State Relations, Minnesota Department of Education, February - October, 1980.

Interviews with Michael J. Lovett, Supervisor, and Joel A. Sutter, Research Analyst, Education Statistics, Minnesota Department Of Education, February 1980 - January 1981.

Interviews with Robert A. Dildine, Economist, and Thomas R. Melcher, Specialist, State Aids, Minnesota Department of Education, January 12-13, 19-20, 1981.

Minnesota Department of Education. The ABCs of Minnesota School Finance: Paying for the Public Schools in 1979-80 and 1980-81. St. Paul, June 1980.

----- . The Condition of Education, February 1970.

----- . School District Profiles, 1978-79. St. Paul, July 1980.

Minnesota House of Representatives, Research Department. Minnesota School Finance: A Guide for Legislators. St. Paul, October 1980.

Minnesota State Planning Agency. The Condition of Education: Facts and Issues About Minnesota's Public Schools. St. Paul, December 1977.

## APPENDIX A

### CATEGORIES OF EXPENDITURES FOR MINNESOTA'S PUBLIC SCHOOLS

#### The Twelve Categories of Current Expenditures

1. Administration: The administration category includes the expenditures for salaries and other expenses of the school board, the superintendent and other districtwide administrative personnel.
2. Instructional Salaries: Included in the instructional salaries category are the salaries for teachers, principals, consultants, coordinators, librarians, guidance and counseling personnel, psychologists, and other instructional resource personnel.
3. Other Instruction: The expenditures for the salaries of paraprofessionals, aides, secretaries and clerical personnel are accounted for in the other instruction category, together with expenditures for textbooks, some library costs, audio visual materials, instructional supplies and all other expenses of instruction.
4. Attendance and Health: The salaries and other expenditures related to attendance and health services, including contracted services, are included in this category.
5. Transportation: The transportation category reports all pupil transportation expenditures, including salaries, contracted services, insurance, fuel, vehicle maintenance, and other transportation related expenses.
6. Plant Operation: The expenditures for salaries, contracted services, fuel, utilities, supplies, and other expenses related to the operation of the buildings, complexes, and campuses of school districts are reported as plant operation expenditures.
7. Plant Maintenance: This category accounts for the expenditures for salaries, contracted services, and other expenses related to maintaining the buildings, complexes and campuses of school districts.

8. Fixed Charges: Expenditures reported as fixed charges include employee retirement contributions, insurance payments, building and land rental fees, interest on loans, abatements, unemployment insurance costs, and severance pay.
9. Food Service: Food service salaries, food costs, and lunch-room supplies and equipment are included in this category.
10. Student Activities: This category includes the expenditures for all student activities over which the school board exercises fiscal control.
11. Tuition: Include in the tuition category are all payments made by a school district to another district or to an institution for educational services provided to the paying district's resident pupils. Tuition payments may be made to vocational centers, special education cooperatives, and to other educational institutions in Minnesota and elsewhere.
12. Total Current Expenditures: The total current expenditures per pupil unit is the sum of the eleven other categories of current expenditures, i.e., those expenditures incurred solely for the benefit of operating a school during any current fiscal year.

#### The Categories of Expenditures Other than Current Expenditures

1. Community Services: The community services category accounts for expenditures for recreation, civic activities, adult education and other community-oriented programs and services that do not constitute or directly support the regular elementary and secondary educational offerings.
2. Capital Equipment: Included as part of the capital equipment category are the expenditures for equipment and other capital items except those for buildings and sites.
3. Building Sites: This category includes only the capital expenditures for a school district's buildings and land.
4. Debt Service: The category for debt service accounts for the expenditures related to the retirement of bonds and loans.

SOURCE: Minnesota Department of Education. School District Profiles, 1978-79. St. Paul, July 1980, p. 7.

APPENDIX





EXECUTIVE ORDER NO. 79-36

Providing for the Establishment of the  
Governor's Task Force on Educational Policy

I, Albert H. Quie, Governor of the State of Minnesota, by virtue of the authority vested in me by the Constitution and applicable statutes, hereby issue this Executive Order:

WHEREAS, Minnesotans place a high value on education, recognizing the contribution of elementary-secondary schools to individual development, civic affairs, the health of communities, and the quality of life in the state as a whole, and

WHEREAS, the pressures of enrollment fluctuations, social changes, economic constraints, and new energy realities on Minnesota elementary and secondary schools require a fresh look at the financing, structure, delivery, and content of educational programs, and

WHEREAS, Minnesota citizens have demonstrated their commitment to providing a quality education for all young people by actively participating in local and regional planning task forces since 1976 and supporting local and state initiatives to improve school programs and facilities, and

WHEREAS, future state policy initiatives in education should reflect the contributions of Minnesota citizens,

NOW, THEREFORE, I Order:

1. Creation of a Governor's Task Force on Educational Policy.
  - a. The Task Force shall consist of 15 members appointed by the Governor pursuant to Minnesota Statutes, Section 15.0593. Eight members shall represent a broad spectrum of Minnesota citizens with a demonstrated interest in education. The Governor shall appoint one of these eight public members to serve as chairperson. These eight positions shall be filled through the open appointments process, pursuant to Minnesota Statutes, Section 15.0597. The remaining seven positions shall be filled from members of the educational community.
  - b. Task force members shall serve at the pleasure of the Governor. The chairperson of the Task Force shall inform the appointing authority of a member missing three consecutive meetings. After the second consecutive missed meeting and before the next meeting, the Task Force chairperson shall notify the member in writing that s/he may be removed if s/he misses the next meeting. In the case of a vacancy, the Governor shall appoint a person to fill the vacancy for the remainder of the unexpired term.
  - c. The Task Force meetings shall be conducted in accordance with Robert's Rules of Order.

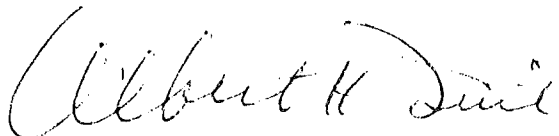


- d. Ex-officio members from the Legislative and Executive branches will be requested by the Governor to participate in Task Force activities.
  - e. All departments and agencies shall make available to the Task Force, upon request, policy and public information pertaining to programs which relate to education.
  - f. Terms of Task Force members shall expire June 30, 1981.
  - g. Members of the Task Force shall receive no per diem but may be paid expenses in the same manner as State employees, pursuant to Minnesota Statutes, Section 15.0593.
2. The purposes of the Task Force are to:
- a. Provide the opportunity for citizens to contribute to future -state policy initiatives in elementary-secondary education.
  - b. Provide a state-level vehicle for synthesizing and expanding on the work of local and regional educational planning task forces mandated by the Legislature.
  - c. Provide a visible forum which is conducive to taking a fresh look at elementary-secondary education and developing innovative strategies to address specific concerns.
  - d. Initiate and maintain involvement in special studies relating to elementary-secondary education undertaken by other public and private organizations.
  - e. Explore options and develop substantive alternative strategies for public policy action in major areas of concern.
  - f. Provide recommendations for policy initiatives to the Governor and the Legislature based on findings.

3. The entire appropriation to the Task Force, as authorized by Laws 1979, Chapter 333, Section 9, has been transferred, under the authority of Reorganization Order #103, from the Office of the Governor to the Minnesota State Planning Agency.
  - a. A Task Force Director has been appointed by the Governor. The Task Force Director shall report directly to the Office of the Governor.
  - b. The State Planning Agency shall provide administrative support to the Task Force.
  - c. The State Planning Agency shall act as fiscal agent for the Task Force, and, after receiving Task Force recommendations, may apply for, accept, and expend private and public funds pursuant to Minnesota Statutes, Section 4.07 and 7.09.
  - d. The work program of the Human Resources activity in the State Planning Agency, insofar as it addresses questions of elementary and secondary education policy, shall be designed to complement the work of the Task Force. Where necessary and feasible, the work programs of other State Planning Agency activities will be designed or modified to meet the needs of the Task Force.
  - e. The Minnesota Department of Education shall provide staff assistance to the Task Force as requested by the Task Force Director, insofar as it is necessary and feasible.
4. The Task Force shall prepare a final report to the Governor and the Legislature on or before February 1, 1981.

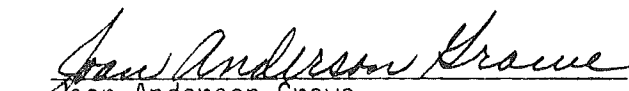
Pursuant to Minnesota Statutes, Section 4.035, this order shall be effective 15 days after its publication in the State Register and shall remain in effect until June 30, 1981, unless it is rescinded by proper authority, or unless it expires in accordance with Minnesota Statutes, Section 4.035.

IN TESTIMONY WHEREOF, I hereunto set my hand on this 3rd day of October, 1979.

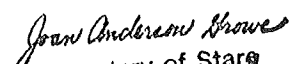


Albert H. Quie, Governor

Filled according to Law:

  
Joan Anderson Growe  
Secretary of State

STATE OF MINNESOTA  
DEPARTMENT OF STATE  
FILED  
OCT 3 - 1979

  
Secretary of State

#32417  
O.D.



GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY

SPEAKERS

- Barker, Joel. President, Infinity, Ltd.  
Topic: "Technological Innovations and Forces for Change in the Decades Ahead." March 21, 1980.
- Bradley, Michael. Special Assistant Attorney General for Education, Office of the Attorney General.  
Topic: "Minnesota Laws and Statutes Governing Public Elementary and Secondary Schools." January 18, 1980.
- Casney, Howard B. Commissioner, Minnesota Department of Education.  
Topic: "Stepping Into the 1980s." January 18, 1980.
- Craig, Earl. Director, Minneapolis Urban Coalition.  
Topic: "Issues and Concerns in the Education of Urban, Disadvantaged and Minority Children and Youth." June 30, 1980. (Spring Hill Conference)
- Garibaldi, Antoine. Education Policy and Organization Division, National Institute of Education.  
Topic: "Issues and Concerns in the Education of Urban, Disadvantaged and Minority Children and Youth." June 30 - July 1, 1980. (Spring Hill Conference)
- Gillaspy, Thomas R. Demographer, State of Minnesota.  
Topic: "Population and Labor Force Trends." November 16, 1979.
- Goodlad, John. Dean, UCLA Graduate School of Education, and Director of Research for /I/D/E/A (Institute for the Development of Educational Activities).  
Topic: "Role of the Common School." September 4, 1980.
- Hozza, Dorothy. Director of Information and Education, Minnesota Energy Agency.  
Topic: "Energy Issues Facing Minnesota in the 1980s." November 16, 1979.
- Hughes, Jerry. Senator, Minnesota State Senate, and Chairman, Senate Education Committee.  
Topic: "Legislative Issues and Concerns." February 29, 1980.
- Johnson, Carl. State Representative, Minnesota House of Representatives, and Chairman, House Education Committee.  
Topic: "Legislative Issues and Concerns." February 29, 1980.
- Knight, Donna. Executive Director, Governor's Task Force on Educational Policy.  
Topic: "Characteristics of Public School Personnel in Minnesota." February 29, 1980.

Kolderie, Ted. Executive Director, Citizens League.  
 Topic: "Issues and Concerns for Public Education in the 1980s." March 21, 1980.

Loritz, Dan. Planning Specialist, Office of Planning and Evaluation, Minnesota Department of Education.  
 Topic: "Summary of the Minnesota Education Planning Task Force Reports." December 14, 1979.

Lovett, Michael. Director, Division of Educational Statistics, Minnesota Department of Education.  
 Topic: "The Condition of Education, 1979." February 29, 1980.

Minnesota Support Services Coalition.  
 Topic: "Issues and Concerns of Support Service Personnel for the 1980s." September 25, 1980.

Mueller, Van D. Professor, Department of Educational Administration, University of Minnesota, and President, Minnesota Parent-Teacher-Student Association.  
 Topic: "Minnesota's Response to Declining Enrollments and Implications for the 1980s." February 29, 1980.

Ostrem, John. Supervisor, Federal-State Program Coordination, Minnesota Department of Education.  
 Topic: "Public Elementary-Secondary Education in Minnesota: The State of the State in 1979." December 14, 1979.

Quie, Albert H. Governor, State of Minnesota.  
 Topic: "Discussion of Priority Issues and Concerns Regarding Elementary-Secondary Education in Minnesota." January 18, 1980.

Reinhardt, Hazel. Director of Research and Personnel, Minneapolis Star and Tribune Company.  
 Topic: "Demographic Trends and Their Impact on Education in the Decades Ahead." January 18, 1980.

Spady, William. Director, National Center for the Improvement of Learning.  
 Topic: "Building Success-Based Schools." August 7, 1980.

Valletta, Von. Deputy Commissioner, Minnesota Department of Education.  
 Topic: "The Condition of Education, 1979." February 29, 1980.

SELECTED READINGS DISTRIBUTED TO  
THE GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY

Borovatz, Steve et al. Teacher Remediation: A Basis for Quality Education. Salt Lake City Schools, 1975.

The Carnegie Council on Policy Studies in Higher Education. Giving Youth a Better Chance: Options for Education, Work and Service. The Carnegie Foundation for the Advancement of Teaching, 1979.

Chase, Francis S. "The Regeneration of Public Education in Our Cities." Phi Delta Kappan. January 1979.

Citizens League. Linking a Commitment to Desegregation with Choices for Quality Schools. Minneapolis, December 12, 1979.

Clark, David L. and others. "Factors Associated with Success in Urban Elementary Schools." Phi Delta Kappan. March 1980.

Coons, John and David Sugarman. Education by Choice: The Case for Family Control. University of California Press, 1978.

Dick, Frank. "Sharing the Burden of City Schools." Education U.S.A. September 25, 1978.

Ebel, Robert L. "The Failure of Schools Without Failure." Phi Delta Kappan. February 1980.

Edmonds, Ronald R. "Some Schools Work and More Can." Social Policy. March/April 1979.

Education Commission of the States, Education Finance Center. Equity in School Finance. 1979.

Executive Order No. 79-36: "Providing for the Establishment of the Governor's Task Force on Educational Policy." Minnesota State Register, Volume 4, Number 16. October 22, 1979.

Final Report of the Governor's Conference on Declining Student Enrollment. St. Paul, Minnesota. April 17, 1978.

Gallup, George H. "11th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools." MSBA Journal. September 1979.

----- . "The Eleventh Annual Gallup Poll of the Public's Attitudes Toward the Public Schools." Phi Delta Kappan. September 1979.

- . "The First 10 Years: Trends and Observations."  
Gallup Polls of Attitudes Toward Education, 1969-1978.  
The Gallup Organization, 1979.
- Goodlad, John I. An Agenda for Quality Education in Schools.  
 W. K. Kellogg Lecture. Education Commission of the States.  
 August 22, 1979.
- . What Schools Are For. Phi Delta Kappa Educational  
 Foundation. 1979.
- Governor's Task Force on Educational Policy. Summary of Public  
 Forums, May 1980. St. Paul, November 1980.
- Gray, Dennis. Minimum Competency Testing: Guidelines for Policy-  
 makers and Citizens. Council for Basic Education. 1980.
- Halperin, Samuel. "The Future and Educational Governance: Some  
 Prospects and Possibilities." Institute for Educational  
 Leadership, The George Washington University. 1980.
- Hodgkinson, Harold. "What's Right With Education." Phi Delta  
 Kappan. November 1979.
- Hopeman, Alan R. and Diamond, Barbara M. School Finance in  
 Minnesota. Minnesota House of Representatives. February 1980.
- Kleiman, Dena. "Decentralization: New York's Schools A Decade  
 Later." New York Times. June 24-28, 1980.
- Lewis, Anne C. "A Guide for Parents Who Take on the School  
 System." The New York Times. November 16, 1980.
- Manning, David L. "Inflation, Education and the After-School  
 Job." The Wall Street Journal. March 11, 1980.
- Mazzoni, Tim L. and Van D. Mueller. "School District Planning  
 for Enrollment Decline: The Minnesota Approach." Phi  
 Delta Kappan. February 1980.
- "Mickey Mouse in Blunderland." Education U.S.A. March 20, 1978.
- Minnesota Department of Education. The ABCs of Minnesota School  
 Finance, Vol. XII, No. 1. May 1978.
- . The Condition of Education 1980. February 1980.
- . Minnesota Educational Cooperative Service Units,  
 1979-1980. January 1980.
- . A Review of the Educational Planning Task Force  
 Legislation. August 31, 1979.
- . School District Profiles, 1977-78. Vol. XIII, No. 4.  
 June 1979.



- . Update, Vol. 14. No. 4. December 1979.
- Minnesota House of Representatives, Education Committee.  
Financing Education in Minnesota, 1979-80.
- Minnesota State Planning Agency. The Condition of Education:  
Facts and Issues About Minnesota's Public Schools.  
December 1977.
- . Public School Educators in Minnesota, Final Report.  
April 1980.
- Minnesota State Planning Agency, Office of the State Demographer.  
Characteristics of Women in Minnesota, 1977. September 1980.
- . Educational Attainment in Minnesota, 1977.  
October 1978.
- . Faces of the Future. January 1977.
- . How Many Workers? Projections of the Minnesota  
Labor Force, 1977-1990. October 1979.
- . Minnesota Household Characteristics, 1977. November  
1978.
- . Minnesota Labor Force, 1977. February 1979.
- Mueller, Van D. "An Educational Agenda for All Citizens."  
Minneapolis Star. March 3, 1980.
- . "School Finance Reform: Retrospect and Prospect."  
Futurics, Vol. 3, No. 1. 1979.
- "Proof Schools Do Make A Difference." Education U.S.A.  
September 17, 1979.
- Quie, Albert H. "Quality Education: A Personal Perspective on  
Ten Roles for Governors." Address to the Annual Meeting of  
the Education Commission of the States, Seattle, Washington.  
August 23, 1979.
- Raab, Selwyn. "Regents Approve of Statewide Tests for Teachers."  
New York Times. May 23, 1980.
- "Radical Changes Needed in High Schools, Carnegie Says."  
Education U.S.A. December 3, 1979.
- "Responsibility for Learning: Teachers or Students." Education  
U.S.A. April 14, 1980.
- "Schools Know How to Overcome Family Background, Research Shows."  
Education U.S.A. November 5, 1979.

Spady, William G. "Competency Based Education: Maximum Confusion, Minimum Implementation." The School Administrator, American Association of School Administrators. July-August 1979.

----- . "Operational Essentials of Outcome-Based Schools." National Center for the Improvement of Learning, American Association of School Administrators. 1980.

----- . "Philosophical Principles Underlying Outcome-Based Schooling." National Center for the Improvement of Learning, American Association of School Administrators. May 22, 1980.

Spady, William G. and Douglas E. Mitchell. "Using Public Performance Standards to Redefine the Games of Power, Legitimacy and Secrecy in Schools." American Association of School Administrators, 1980.

"The State is His Classroom: The Teacher Who Paved the Way." Education U.S.A. February 11, 1980.

State of Minnesota, Office of the Governor. "Philosophy and Priority Issues to Guide the Administration." October 1979.

Thomas, M. Donald. "Can We Have Good Schools?" Salt Lake City Schools, 1979.

Tyack, David B. "The High School as a Social Service Agency: Historical Perspectives on Current Policy Issues." Educational Evaluation and Policy Analysis, Vol. 1, No. 5. September-October 1979.

Urban Coalition of Minneapolis. Quality Education For All. May 29, 1979.

Vogel, Robert W. "Mastery Learning, Boon to Upstate City, Stirs Wide Interest." The New York Times. November 16, 1980.

Wertsch, Linda. "Testing Our Teachers." Chicago Sun Times. June 3, 1980.

Yaffe, Elaine. "Public Education: Society's Band-Aid." Phi Delta Kappan. March 1980.

# GOVERNOR'S TASK FORCE ON EDUCATIONAL POLICY

**John W. Mooty**, Edina. Chairman  
Managing Partner, Gray, Plant, Mooty,  
Mooty, & Bennett Law Firm

**Irving Anderson**, Clarkfield  
Farmer

**Noelann Brown**, Saint Paul  
Owner, Lemon Bear, Inc.

**Marjory Hamersly**, Glenville  
Marketing Director, The Kenwood  
Cooperative Housing Project and  
Chairman, Minnesota Education Council

**Oscar Howard**, Minneapolis  
Owner, Frozen Foods, Inc.

**Emma Isaac**, Walker  
Elementary Teacher, Walker Schools

**Ted Kolderie**, Minneapolis  
Former Director, Citizens League

**Lloyd Nielsen**, Roseville  
Superintendent, Roseville Schools and  
President-Elect, American Association of  
School Administrators

**Jean Olson**, Duluth  
Psychotherapist and Chairman, Duluth  
School Board

**Warren Phipps**, Elgin  
Farmer

**Gerald Rauenhorst**, Edina  
Chairman and Chief Executive Officer,  
Rauenhorst Corporation

**Louise Sundin**, Minneapolis  
Teacher, Minneapolis Central High School  
and Vice President, Minnesota Federation  
of Teachers

**Imogene Treichel**, St. Paul  
Director, Citizens for Educational Freedom

**Patricia Weber**, Slayton  
Publisher and Editor, *Murray County Herald*  
and Member, State Board of Education

**Martha Lee (Marti) Zins**, Wayzata  
Media Coordinator, Hopkins West Junior  
High School and Vice President, Minnesota  
Education Association

## STAFF

**Donna Knight**, Executive Director

**Diana Donkers**, Staff Assistant

**Daniel Loritz**, Adjunct Staff, Minnesota Department of Education

**John Mercer**, Adjunct Staff, Minnesota State Planning Agency

LC 90 .M6 M56 1981x v.2  
Minnesota. Governor's Task  
Force on Educational Policy  
Focus on learning

LC 90 .M6 M56 1981x v.2 Minnesota. Governor's Task Force on Educational Policy Focus on learning	
SEP 30 1981	<i>Wm. Kopach</i> <i>Serial 1-R 1458003</i>
FEB 15 1981	<i>Wm. Kopach</i> <i>[Signature]</i>

LEGISLATIVE REFERENCE LIBRARY  
STATE OF MINNESOTA



