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# ANNUAL PERFORMANCE REPORT

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1994

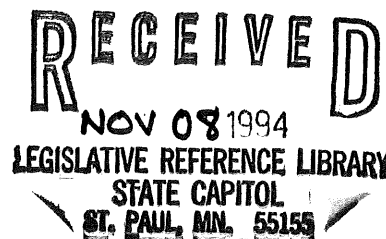
MINNESOTA  
DEPARTMENT  
OF  
EDUCATION

Prepared: September 1994

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## PREFACE

For the Minnesota Department of Education, the measure of success is not only how many students we educate, but how well we provide support services for their education; not only the services we provide, but how we measure the results of those services. When we measure success for our constituents, we also must measure success for our agency's operations. This annual report represents a major shift in thought and action at MDE.

As we serve nearly 1 million learners (preschool, K-12, postsecondary and adult) and 50,000 teachers, we must evaluate our education system -- and the way we support and guide that system -- in terms of outcomes. This represents a fundamental change in the way we operate. It is not enough to put services out for the public. We must be able to identify the predictors of success for students and work with our constituents to help them be successful. Our challenge also involves working with the 379 local school boards that have authority over how their schools are organized and operated.

Key questions for the MDE are:

- What positive effects do services provided by MDE have on the knowledge and skills of learners?
- How can MDE measure these effects?
- How do the measurements fuel continuous improvement of services provided to Minnesota's learners?

Performance evaluation and reporting cannot be developed and implemented in isolation. It requires time, patience and collaboration on the parts of parents, teachers, learners and policy makers. As we move into this phase of our growth as an agency that serves the needs of Minnesota's learners, we count on the Minnesota Department of Finance, the Office of the Legislative Auditor and others for advice and counsel. Together, we believe we can use performance reports as a key tool in the planning, implementation and assessment of MDE's effectiveness and efficiency.

Our challenge is to create assessments that measure learner achievements as we measure our agency's products and services in quantifiable terms. We view this performance report as a beginning tool in the process. Feedback from our internal and external customers will help. Such feedback, coupled with further directions on performance reporting, will improve the process, its outcomes and -- ultimately -- education for all Minnesota learners.

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**AGENCY:** Education, Department of

**MISSION:**

The Minnesota state constitution contains language calling for the Legislature to establish a general and uniform system of public schools. Specifically,

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. Constitution, Art. XIII, Sec. 1).

According to Minnesota Statute 124A.698,

The state seeks to provide sufficient funding while encouraging equity, accountability, and incentives toward quality improvement. To help achieve these goals and to help control future spending growth, the state will fund core instruction and related support services, will facilitate improvement in the quality and delivery of services, and will equalize revenues raised locally for discretionary purposes.

The mission of public education in Minnesota is to be a system for lifelong learning, to ensure individual academic achievement, an informed citizenry, and a highly productive workforce. The system focuses on the learner, promotes and values diversity, provides participatory decision making, ensures accountability, models democratic principles, creates and sustains a climate for change, provides personalized learning environments, encourages learners to reach their maximum potential, and integrates and coordinates human services for learners (M.S. 120.0111).

Legislation adopted in 1993 further indicates that "...the state's focus should be on performance rather than procedures," and that the Legislature's goal is to move "...from a means-based system of education to one that is accountable for outcomes." (Minn. Laws (1993), Ch. 224, Art. 12, Sec. 1).

**EDUCATION GOALS:**

The goals and priorities toward which the MDE directs its efforts are derived from three sources: *Challenge 2000*, a vision of change for the 21st century and beyond, shaped through the input and contributions of Minnesotans and adopted by the State Board of Education in 1989; *Minnesota Milestones*, representing statewide goals derived from public hearings in 1991 and 1992; and eight national education goals outlined in *Goals 2000: The Educate America Act*.

These goals are summarized as follows:

Learning Readiness	All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
Learner Achievement	All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
Safe, Drug Free, Accessible, Co-Located Learning Environments	All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
Teacher Education and Professional Development	All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
Adult Literacy and Lifelong Learning	All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.

Parental and Community Participation	All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.
Sufficient, Fair, and Efficient Funding	Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

In order to realize these goals, the current priorities of the Minnesota Department of Education (MDE) include:

- **Graduation Standards:** As directed by Statute 127.11, the State Board of Education is preparing to promulgate a rule which requires that, beginning with the graduating class of 2000, students graduate from high school when they achieve required learning "results" rather than on the basis of course credits or seat time alone. This Graduation Rule initiative is a top priority of the Department of Education as it collaborates with the Board to research, design, pilot, and prepare for implementation of both minimum and rigorous standards for students and schools statewide.
- **Coalition for Education Reform and Accountability:** The finance system for Minnesota educational services needs adjustment so that resources will be better aligned to implement the provisions of the new graduation rule. The Coalition for Education Reform and Accountability (CERA) was established to promote public understanding of and support for policies and practices that help Minnesota students attain world-class education outcomes and succeed in the 21<sup>st</sup> century. The Coalition promotes innovation and sustainable reform in education.
- **Lifework Development and Technology Competence:** Lifework development is a priority because the overwhelming majority of Minnesota youth will work most of their adult lives. In addition, these youth will play important societal roles as family members and community leaders. "Lifework" refers to one's work over a lifetime and how that work is accomplished and enhanced (a) through planned and evaluated learning experiences, and (b) in relationship to the other roles, in addition to being a worker, that one plays as a member of a family and community. A lifework development system will help learners prepare for these important life roles in a deliberate, purposeful manner. Technology competence is the ability to apply knowledge, tools, and skills to solve practical problems creatively, extend human capabilities, and evaluate the impact of technology. Helping students become competent in technology is a priority because domestic and international societies and economies are becoming increasingly technological.
- **Education Facilities Improvement:** As Minnesota's education system changes to address the goals of the graduation standards and to "assure the success of all learners," the delivery system will need to be structured so that maximum learning will result. The MDE is providing leadership to improve the delivery of education through effective organizational structures and use of technology in safe, healthy, and accessible learning sites.
- **Integration/Desegregation/Educational Diversity:** The demographics of Minnesota to reflect a population which is becoming more diverse. As a result, our public schools must provide learning opportunities which assure that the learning gap between those living in poverty -- frequently learners of color -- and their peers is erased; that learners understand and are sensitive to issues and culture of others; and that learners are educated in integrated settings. The State Board of Education and MDE are providing leadership to assure that this effort is successfully implemented.
- **Collaboration and Service Co-Location:** Education reform depends on comprehensive support services. Many Minnesota students come to school each day with personal, family, and social problems that interfere with learning, school attendance, progress toward graduation, and future employability. The problems are frequently multifaceted and inter-related. Simply put, problems tend to come in packages. The multiple problems of children, youth, and their families cannot be fully addressed or resolved by the educational system alone. Educators must reach out and work with the larger network of community service agencies to address these needs

effectively. Collaboration will require education and community service agencies to establish joint goals and actions, and pool resources to effectively serve young people and their parents. This basic principle is a significant first step toward developing a responsive system in which all learners can succeed.

Most goals, priorities, outcomes and effectiveness indicators help meet more than one education goal.

### **EDUCATION SYSTEM:**

Beginning with the territorial legislature's establishment of common schools in 1849, Minnesota developed an extensive, innovative system of education to meet the changing needs of its citizens.

#### **Student Statistics**

Currently, about 900,000 students (pre-kindergarten through grade 12) attend public or nonpublic schools in Minnesota. Of this total, more than 800,000 are enrolled in the state's 379 school districts. After several years of declining enrollment, the student population recently started to increase and is expected to reach about 940,000 (public and nonpublic) by 2005. In contrast, the total number of school districts has declined in recent years, as rural districts have consolidated due to changing population patterns, including the rapid growth of families living in the state's metropolitan areas. The 10 largest districts enroll 29 percent of Minnesota's public school students. About half of Minnesota's students attend school in the seven-county Twin Cities area.

Supported by state and local taxpayers, Minnesota now provides more than \$5,500 for each public school student. Total funding from state and local sources for all education programs administered through MDE is about \$4.6 billion (refer to Table 1). In addition, MDE administers about \$300 million in federal education aid for school-related programs.

#### **Staff Statistics**

The number of federal, state, and local supported professional staff totals 52,300. Nearly 90 percent of these staff are teachers.

#### **Educational Programs and Services**

Minnesota's priorities for educational reform and improvement currently focus on strategies for encouraging change within schools by providing parents, students, teachers, and community members greater authority over school programs and services. For years the MDE and school districts statewide have emphasized the importance of extending parents' and students' choices in educational programs. A wide variety of educational programs and services are available to Minnesota parents and students. With limited restrictions, students can now attend any of the state's public schools through open enrollment. Or, they may choose one of the more than 200 public or private alternative programs, which generally address the needs of at-risk students. Students may wish to opt for one of the 13 new charter schools, the latest Minnesota innovation in student choice, which permits teachers and parents to form and operate their own schools.

Education offerings for all public schools have expanded in recent years, often prompted by lawmakers' responses to specific societal concerns. For example, the traditional curricula have been augmented with programs aimed at preventing violence, reducing the spread of AIDS, eliminating harassment, promoting bus safety, and preparing special education students for work and community living.

About 10 percent of the state's 11th and 12th graders earn high school credit by taking postsecondary classes. This has been prompted in large part by passage of the Postsecondary Enrollment Options law in 1985, the first of several policy changes enacted in recent years that have given students greater choice in education. Such programs helped earn Minnesota the reputation as a national leader in education reform.

Beyond these public options, students may decide to attend one of Minnesota's more than 560 nonpublic schools. Parents and students choosing this option receive limited support, including transportation, aid for textbooks and materials, school lunch, and special services for the disabled. As with the public system, enrollments in nonpublic schools have accelerated in recent years.

Along with recent efforts to expand the choices available to students, education policymakers are working to shift the

focus of learning to student outcomes. This shift will be made through a new graduation rule, now being developed by the State Board of Education and MDE staff. The new graduation rule, which will become effective in 1996, will define standards or outcomes that students must achieve before they receive a diploma. By focusing on results, the new graduation rule will set clear, higher level standards appropriate for the skills demanded in today's economy.

Minnesota public schools also provide more educational opportunities for preschool children and adults. With services ranging from education for children with disabilities from birth to school-age, helping parents meet the needs of their preschool children, learning readiness activities, and numerous community and adult education classes, contemporary Minnesota schools provide an array of opportunities for citizens of all ages.

#### **Minnesota Department of Education's (MDE) Role**

As Minnesota schools change to meet more diverse needs, MDE, too, is changing. The more than 400 staff members, under the direction of the Commissioner of Education, are assuming more complex and diverse roles. Major functions include administering an increasingly complex financing system, which includes hundreds of separate aid and levy categories; developing new graduation standards and helping schools with their curriculum and instruction needs; administering federal programs, such as food and nutrition, special education, and Chapter 1; and assisting the State Board of Education in directing the Minnesota State Residential Academies for the Deaf and Blind, which employ more than 200 staff.

Finally, MDE responds to numerous inquiries from school officials who seek help meeting the increased demands of their jobs, policymakers who need up-to-date information to make sound decisions, and parents and the general public who need information and advice on how to make the most of the various educational opportunities available in Minnesota schools. This informational function is critically important, because Minnesota's education system differs greatly from its beginnings in the 19th Century.



**Table 1: Department of Education Expenditures and Staffing, FY 1994 (dollars in thousands)**

<b>A. Department of Education:<sup>a</sup></b>	State Funds	Federal & Dedicated Funds	Local Levy	Total	Percent of Subtotal	FTE Staff <sup>b</sup>
Teaching & Learning <sup>c</sup>	\$ 5,512	\$ 8,958	0	\$ 14,470	48%	200.0
Education Resources & Support <sup>d</sup>	8,290	7,175	0	15,465	52%	201.2
<i>Subtotal</i>	\$ 13,802	\$ 16,133	0	\$ 29,935	100%	401.2
Residential Academies	8,270	394	0	8,664	--	213.4
<i>Department of Education Totals</i>	\$ 22,072	\$ 16,527 <sup>e</sup>	0	\$ 38,599	--	614.6
<b>B. Education Aids &amp; Levies<sup>f</sup></b>	\$2,645,331 <sup>g</sup>	\$ 295,936 <sup>h</sup>	\$1,999,858 <sup>i</sup>	\$4,941,125		---

<sup>a</sup>Refer to Appendix A for a cross-walk of the current MDE program structure to the program and activity structure presented in the 1994-95 Biennial Budget.

<sup>b</sup>Number of full-time equivalent staff funded with state, federal, and other dedicated funds.

<sup>c</sup>Includes learner improvement, state and federal programs, special education, Indian education, lifework development, community collaboration, library development and services, and the Minnesota Academic Excellence Foundation.

<sup>d</sup>Includes education finance, facilities/organization/alternatives, food and nutrition, school personnel licensing, Board of Teaching, monitoring and compliance, information technologies, and leadership and administration.

<sup>e</sup>Primarily federal funds; also includes dedicated funds from other organizations and individuals.

<sup>f</sup>Expenditures of state aid funds are estimates which include actual 15% prior year final appropriations and 85% current year appropriations. Expenditures of federal funds are estimates which include actual disbursements plus encumbrances on the statewide accounting system.

<sup>g</sup>Includes appropriations of the state general fund, special revenue fund and earnings of the permanent school fund. Excludes state paid property tax relief (e.g., homestead and agricultural credit aid).

<sup>h</sup>Includes federal funds which flow through the Minnesota Department of Education and direct federal impact aid. Excludes all other direct federal aid to school districts.

<sup>i</sup>Gross local property tax levy before reduction for state paid property tax relief (e.g., homestead and agricultural credit aid). Excludes local non-tax receipts such as tuition, fees, interest earnings, etc.

### **WAYS TO IMPROVE PROGRAM OUTCOMES:**

Minnesota's education system is undergoing substantive program and systemic change. It is leaving the "usual way of doing business" behind and creating a transformed education system. The change process and the corresponding program improvement are driven by the following systemic changes.

#### **1. Moving a system from a focus on organizational processes and inputs to learner outcomes.**

Minnesota is a leader in the move toward a results-oriented system of public education. Minnesota's new Graduation

Rule, enacted by the 1994 Legislature and approved by the State Board of Education, will need considerable effort for full implementation. The following reflect some of the changes which are needed for full implementation of this policy:

- a. Continued resources to help districts make the change to "results-oriented" education.
  - b. In order to assure that all students learn and are successful, additional effort is needed toward desegregation/integration and making learners aware of the different cultures in which they live and work.
  - c. Assuring that students make the successful transition between education and employment is crucial. Expanded resources are needed for this effort, as well as expanded partnerships with higher education, labor, and the business community.
  - d. Reductions in state mandates in law and rule would help local districts use greater flexibility in addressing the needs of learners.
  - e. We need increased emphasis on the use of technology, both for student learning and for education management. This requires increased resources.
  - f. Improved learning facilities are needed in most parts of the state to assure that school buildings and facilities are conducive for learning, are safe, and are accessible for all persons. Increased revenues will be needed.
  - g. Effective and efficient management and organization of our schools is needed to support learning. MDE will propose policies to provide incentives for improvement.
- 2. Moving from accepting failure as an expected result for some to believing that all students can learn and be successful at high levels.**

Poverty, violence and different learning styles impact the way students learn. We must look at alternative ways to deliver education. Here are some changes to consider:

- a. Change the compensatory funding formula to close the learning gap between learners in high concentrations of poverty (frequently learners of color) and their peers.
  - b. Revise state policies and guidelines to improve the way funds from the federal Goals 2000: Educate America Act and other recent federal legislation are used to complement state and local resources.
  - c. Increase the number of magnet schools, area learning centers and charter schools to help all students learn. These additional learning opportunities would provide more opportunities for students based on their styles of learning, needs and aspirations.
  - d. Continue violence prevention programs in schools. Increasing levels of violence in society and in schools negatively impact learning.
  - e. Improve adult basic education and family literacy to help parents be more involved in their children's education.
- 3. Moving from single agency systems which utilize the resources only of that agency to cross-agency systems which have joint responsibility for common clients/customers/students/families.**

Agencies have evolved to address the specific or singular needs of people for education, health, and social services. The diverse needs of families and students mean we must rethink this approach. Future service delivery systems must include service coordination, integration, and collaboration. For learners and their families to fully benefit from the services of agencies, programs and management collaboration must be coordinated so that limited financial and personnel resources are efficiently and effectively used. The following improvements are being considered:

- a. Through the work of the Children's Cabinet, MDE will continue to actively collaborate with other agencies including the Departments of Human Services, Health, Economic Security, Corrections, Planning, and others to remove barriers that restrict local level collaboration. This will improve local services to children and families.
  - b. Development of recommendations to facilitate management collaboration at the local county/school district level.
- 4. Moving from a "top-down" decision making process to a shared decision making system where sites are given the authority to make decisions and expect to be held accountable for results.**

Site decision making is an important element in empowering each person in the system to collaborate to "ensure the success of all learners" . A number of initiatives are being implemented in the state. More are needed.

- a. Sites need continued flexibility to make decisions to address the goals set by and with school boards. With increased staff development, sites will better understand how to serve as the leaders at the site level.
  - b. As other agencies become partners with schools, they will need to be included in on-site teams.
- 5. Moving from a monopoly of who provides services to having parents/families be able to choose the type of school they will attend.**

Minnesota is the nation's leader in giving parents the right to choose their child's school. There continue to be barriers to making this reality truly open to all. The following modifications should help address these problems:

- a. Modifications to the "choice legislation" to assist in easing bureaucratic timelines and appeals.
  - b. Expansion of charter school sponsorship and increased resources make it less burdensome for charter schools to operate and flourish in the state.
  - c. Expanded MDE capability to inform parents/communities about the options available so that parents, especially persons of color, will be better informed about available learning opportunities.
- 6. Moving from finance systems designed around inputs to systems designed to facilitate and reward the achievement of results.**

Minnesota's education finance system is currently based on the 1970s "Minnesota Miracle." It worked well through the 1970s and 1980s. However, it cannot provide the needed resources to finance education in the 21st century.

- a. Recommendations for improving the finance system will be made based on the new graduation rule, the recent Minnesota Supreme Court decision, future finance policy trends and discussions with stakeholders
- b. Recommendations regarding the teacher compensation system, currently based on the "step and lane" model, will be made to link it with performance and results.

#### **REPORT ORGANIZATION:**

The remainder of this report summarizes each of three Department of Education programs: Teaching and Learning, Education Resources and Support, and the Residential Academies, including statements of program objectives and outcome measures.<sup>1</sup> Within each program we also summarize major activities, including statements of specific activity objectives and appropriate outcome or output measures.<sup>2</sup> The report is organized according to MDE's FY 96-97 biennial budget structure, not in priority order. Included in appendices are a list of current education programs and activities cross-walked to the program and activity structure presented in the 1994-95 Biennial Budget; a detailed expenditure statement for each education aid and levy program; and a summary of the internal planning process used by the department to develop this performance report.

<sup>1</sup>By "outcome measure" we mean measures which demonstrate the extent to which a given educational service achieves its objectives, meets the needs of the customer, or meets commonly accepted professional standards.

<sup>2</sup>By "output measure" we mean the number of units produced, services provided, or people served if this was the intended result of the activity.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	<b>Department of Education</b>	<b>Education Aids and Levies</b>
<b>Total Expenditures:</b>	\$ 14,470	\$ 624,576
From State Funds	\$ 5,512	\$ 309,808
From Federal Funds	\$ 8,958	\$ 162,462
From Local Levy Funds	\$ 0	\$ 152,306
<b>Number of FTE Staff:</b>	200.0	

**PROGRAM GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, that will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota adults will have access to education opportunities that lead to literacy and economic self-sufficiency.
- All Minnesota schools will establish partnerships with parents and communities that will result in the collaborative promotion of the social, emotional, and academic growth of children.

**DESCRIPTION OF SERVICES:**

The Teaching and Learning program provides leadership and service in the design and implementation of effective and efficient high quality learning opportunities for Minnesota residents. Activities in the Teaching and Learning program provide assistance to students of all ages including preschool, kindergarten through twelfth grade, and adults. Focusing on learners, this program serves a wide spectrum of clients including school districts and other organizations with direct and indirect educational missions. Teaching and Learning program efforts are directed toward learning leadership and service in general education and special needs.

The general education component of the Teaching and Learning program provides leadership and service consistent with the agency mission and goals in curriculum, instruction, assessment and evaluation, and related areas of educational leadership, vocational education, special programs, and the promotion of educational excellence. Activities within this component provide learners with quality learning opportunities and options, and facilitate the development and implementation of effective educational practices.

Within the context of a broad educational mission to serve all learners in Minnesota, learning programs target leadership and service efforts to segments of the population that have unmet social, economic, or educational needs. For example, educational assistance and opportunities are provided for minorities, including those in need of basic English language skills, and learners with handicapping conditions or disabilities. For a growing number of Minnesotans, the special programs provided by or facilitated through the Minnesota Department of Education (MDE) provide real hope for success in life.

Teaching and Learning is organized into eight major activities:

- Learner Improvement
- State and Federal Programs (targeted populations)
- Special Education
- Indian Education
- Lifework Development
- Community Collaboration
- Library Development and Services
- Minnesota Academic Excellence Foundation

Descriptions are provided in the activity narratives that follow.

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
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(Measures of activities, workload, and unit costs are included in each activity description related to the Teaching and Learning Program.)

### **PROGRAM DRIVERS:**

**The Graduation Rule.** The Minnesota State Board of Education, as directed by the Minnesota Legislature's Statute 121.11 (1994), is developing a rigorous, results-oriented graduation rule which defines graduation standards for all Minnesota high school students beginning with ninth graders in the 1996-97 school year. The rule will be phased in as the capacity of the system to deliver the standards is developed and verified, and will require performance in two categories: **Basic Requirements** and the **Required Profile of Learning**.

**Basic Requirements.** All students who do not have a disability which prevents their doing so will be required to pass minimum competency standards in the following seven areas: the skills of reading, mathematics, and writing; and basic concepts from science, government, physical health and safety, and geography. These competencies must be verified by the school issuing the diploma. The schools will have many options for how and when to test students and what tests or test specifications may be used.

**Required Profile of Learning.** The Profile of Learning contains 15 elements that describe the academic processes and concepts of a high level of education. These elements are:

- Comprehending, interpreting and evaluating information received through reading, listening and viewing;

- Understanding and applying information from technical materials such as manuals and research documents;
- Writing and speaking clearly for academic, technical, and personal purposes with a variety of audiences;
- Understanding the processes and meaning of artistic expression;
- Applying concepts of shape and space to illustrate and describe the physical world and solve problems;
- Applying patterns and functions to understand relationships;
- Applying data handling and measurement techniques to solve problems and justify conclusions;
- Applying methods of inquiry needed to conduct research, draw conclusions, and communicate and apply findings;
- Understanding the past and continuous development of societies and cultures in human history;
- Understanding how principles of interaction and interdependence operate in physical and social systems;
- Applying informed decision making processes to promote well-being of the individual and society, lifework choices, and stewardship of the environment;
- Using technology and understanding the applications of technological systems;
- Approaching information from a variety of perspectives;
- Understanding the effective management of resources in a household, business, community, and government; and
- Communicating in a language other than English.

Content standards have been developed which describe a high level of achievement in varied content (subject) areas. Assessment packages are being developed and tried with students in pilot sites so that schools throughout the state have usable models and assessment packages which teachers may use in their classrooms. In addition, teachers are being trained to use and score performance assessments.

Educators, educational organizations, business leaders and groups, policymakers, and citizens across the state are involved in setting the standards, designing and checking the assessments, and advising the training, implementation, and piloting.

When completely implemented, the rule will fulfill the legislative mandate that it set both minimum competencies required of all and rigorous standards for which all students must strive. Through this rule, each student's record of achievement and the diploma will be based on demonstrated learning results rather than merely seat time and credit requirements.

The outcomes drafted for the graduation rule become the indicators for Objective 1. Because many of the standards are just now being developed, there are no specific effectiveness indicators yet.

**Instruction in science and math.** Several problems need to be addressed if math and science achievement in Minnesota is to be competitive with international test scores. Minnesota has the lowest math and science graduation requirements in the nation. Minnesota students must take one year of mathematics and one year of science in Grades 9-12. They are not required to take math or science throughout their secondary school experience, although many take more than the minimum requirements.

Students often are unable to take advanced courses they need or desire, especially in smaller districts. Many of those districts say course offerings are available but, in fact, they often cancel the courses because the class size would be small and the course would be very expensive to run.

Minnesota teachers need in-service opportunities to learn the newest research and learning strategies. This is true in all subject areas.

**Teacher preparation.** High quality public education requires teachers who have a major or minor in content area and are knowledgeable in the appropriate functions of teaching. Minnesota has a better supply of such teachers than do most states. More than 97,500 individuals aged 65 or younger hold a valid teaching license to teach in Minnesota. On average, individuals are licensed in two academic areas. Currently, Minnesota employs 50,000 public school teachers. Most of Minnesota's teachers teach in areas for which they are licensed. Some shortages exist in English as a Second Language, and a few special education specialties. The biggest problem is the severe shortage of teachers of color. This problem is discussed in the program narratives for Indian Teacher Grants, Minority Teacher Incentives, and Alternative Licensure - Minority Fellowships.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning

### OBJECTIVE, MEASURE

Objective 1: To provide leadership and assistance in the development and implementation of a rigorous, results-oriented graduation rule that defines the requirements students must achieve in two categories: Basic Requirements and the Profile of Learning.

Measure (1):	The number of school districts which understand and successfully use results-oriented standards and assessments appropriate for implementation.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of districts that understand the graduation rule	NA	NA	10%	60%	100%	100%
# of districts that have begun to use results-oriented standards & assessments for implementation of the graduation rule	NA	NA	13	20	50	100

### DEFINITION, RATIONALE, DATA SOURCE:

Since a complete graduation rule is at least one year away, the data projected above are incomplete and unknown. However, since January 1993, 13 district pilot sites have received training, designed assessments, and are beginning to test their work. Currently, serious study is being conducted to measure a district's ability to completely implement the proposed rule. Once those measures are verified, the Department of Education will be able to report degrees of implementation in school districts within the next two years. Districts' understanding of the proposed rule requirements and their capacities to implement will provide the Legislature, State Board of Education, Department of Education and policymakers with a clearer picture of realistic phase-in activities, costs, and timelines. In addition, the Department of Education will inform all school districts of the rule's contents and considerations for implementation as early as possible.

### DISCUSSION OF PAST PERFORMANCE:

During the past four years, the Department of Education has developed of several drafts of proposed contents for a graduation rule. The process for development of the drafts included input and design ideas from a variety of groups: educators, parents, community, national experts, and policymakers. In 1993-94 the rule began to take shape with a limited number of pilot sites designing and testing its implementation. The Department of Education has given leadership and assistance in the development of the rule's contents, design, and piloting of assessment packages, and evaluation of pilot site progress.

The deliberate, careful processes for this comprehensive change have respected Minnesota students, district capacities, research and design specifications, legal considerations, and effective educational practices.

### PLAN TO ACHIEVE TARGETS:

In order for the rule development to proceed and district implementation to begin, the Department of Education will:

- Complete legal processes for rulemaking.
- Continue to design assessment packages.



- Continue training in the 13 pilot sites.
- Name an additional set of pilot sites to test the assessment packages designed by the original 13 pilot sites.
- Complete a need and reasonableness statement which will provide estimated costs, realistic timelines projections, and needed activities to implement the rule.

To increase the percentage of districts which understand what the proposed rule is asking of them, and their degree of readiness to implement and begin planning, the Department will:

- Establish a state-directed regional delivery system.
- Conduct training in every district.
- Facilitate district self-assessment to determine assistance needed.
- Facilitate district planning for implementation.
- Compile a statewide district profile database, documenting the degree of understanding, readiness, and plans for implementation.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**State Board of Education Directions.** Setting of policy direction and timelines for rulemaking and adoption of the rule, decisions to phase in parts of the rule will affect the performance.

**State Legislation.** Statutes and allocations from yearly legislative sessions may inhibit or enhance progress.

AGENCY: Education, Department of  
 PROGRAM: 01 - Teaching and Learning

**OBJECTIVE, MEASURE**

Objective 2: To increase the Minnesota graduation rate to at least 90 percent by the year 2000.

Measure (2): Indicators include annual graduation rates and dropout rates overall and by gender and race/ethnicity.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Annual graduation rate	89.5%	89.2%	*	(89.5%)	(89.8%)	(90.0%)
National dropout rate	4.0%	4.0%	*no other projections have been made by the research source.			
MN dropout rate	2.5%	4.3%	*	*	*	*
Dropout Rate by Gender:						
Males	3.82%	4.3%	*	*	*	*
Females	3.1%	3.5%	*	*	*	*
Dropout Rate by Race/Ethnicity:						
Native American	13.0%	18.4%	*	*	*	*
Asian	4.5%	6.6%	*	*	*	*
Hispanic	11.3%	13.1%	*	*	*	*
Black	14.1%	17.8%	*	*	*	*
White	2.8%	2.9%	*	*	*	*

\*State and national data sources do not provide projections; however, data indicate that dropout rates will increase, especially for students of color.

**DEFINITION, RATIONALE, DATA SOURCE:**

Dropout rates are not the inverse of graduation rates. It is necessary to include both statistics in the discussion of indicators. Both statistics are indicators of the success or failure of our public school system. Both statistics are not, however, measures of student achievement. In order to clarify the use of these statistics, a brief description and a discussion of their importance follows:

- a. Graduation Rate. Defined by the U.S. Department of Education as the percent of public Grade 9 students who graduate from high school four years later. This statistic measures the success of students earning a high school diploma within a four-year period. It does not include those students who earn a General Education Development (GED) certificate. Factors affecting this rate include interstate migration and learners who leave the public school system due to death, dropping out, or

requiring more than four years to obtain a diploma.

b. Completer Rates. Defined by the U.S. Department of Education as the number of graduates or completers in a specific age range (ages 21 and 22) to the number of persons in that age group. This statistic is based upon census data and includes anyone reporting a high school diploma or the equivalent regardless of credential. This statistic will often appear higher than the graduation rate because it includes anyone within a given age group (public and nonpublic) as well as those persons earning a GED certificate.

c. Annual Dropout Rate. Defined as the percent of students in Grades 7-12 who drop out in a single year. This measure is useful because it reveals how many students leave high school each year and how each year's rates compare with previous years' rates.

d. Four Year Cumulative Dropout Rate. This rate is determined by calculating the cumulative effect of several years of dropout data. The methodology assumes that (1) current annual dropout rates for Grades 10, 11, and 12 will remain reasonably constant over several years, and (2) students who drop out will not return to school. This measure is useful because it reveals how many learners in a specific grade drop out over time, and how many may eventually complete high school within a four-year period.

These data are found in the *National Education Goals Report*, 1993, and in *Minnesota School Dropouts Report 1992-1993*. Data are collected and reported annually.

These figures have often been reported and used as indicators that students are successfully learning significant skills and process and have reached a common degree of competence. However, the figures do not validate competence. Rather, the figures represent either graduation or dropping out. Minnesota policymakers believe that accounting for student competence is crucial to holding systems and students accountable for expected results. Business and industry have indicated that a high school diploma does not guarantee they will have competent prospective employees. Post-secondary schools have reported that a high school diploma does not guarantee student success at their institutions without remediation in math, reading, and writing for many students.

The State Board of Education has been directed to develop a set of requirements and standards which will govern granting of the diploma for high school graduates and which will give significant meaning to a graduation rate figure. In the year 2000-01, 100 percent of the Minnesota graduates will have met the standards of the Basic Requirements and the Profile of Learning. (Note: Students with disabilities who have an active Individual Education Plan must meet the requirements in that plan to earn a diploma.)

Although they represent under 10 percent of the school population, the dropout rate for minorities is more than three times the rate for all Minnesota students. Disaggregated data allow the system to engage in continuous improvement efforts on these gaps.

### **DISCUSSION OF PAST PERFORMANCE:**

In the past, reliance on event figures for graduation and dropout has created a facade of success. Over time, the figures came to represent a credible measure of success -- success for the students and the system. Further, aggregated data did not allow attention to be focused on the populations that did not graduate and dropped out. For many years, Minnesota has been reported among the top states in the nation in graduation rate. Ironically, the data show how states perform relative to each other, but not whether this performance is adequate. Currently, the state does not measure student achievement or system adequacy. Local school districts must do so.

**PLAN TO ACHIEVE TARGETS:**

The Department of Education will:

- Complete the development of a new graduation rule which is rigorous, results-oriented and based on standards. This new system will account for individual student success.
- Provide technical assistance to districts which will implement the new system.
- Establish an audit process which will monitor districts' validity and reliability in accounting for student achievement.
- Engage in intense communication efforts with local districts, business, industry, labor, military, postsecondary education, parents and the greater community so that understanding and acceptance of the new system is achieved.
- Report results which will account for student success and system success.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**Federal Legislation.** Goals 2000 legislation will provide a national link, support and impetus for what Minnesota will ask of its districts. There is a direct correlation between what the Federal government requires of districts and what the state proposes to require in the Graduation Rule.

**State Legislation.** Statute language and allocations will directly impact whether this new system is inhibited or enhanced.

**State Board of Education.** Decisions and directions from the Board will directly impact how the new system progresses toward the 2000-01 target.

**Legal System.** Creating a new rule may be affected by the rulemaking legal requirements for making amendments and deletions as well as the rule's readiness for passage by the State Board of Education. Similarly, litigation from outside state government could impede the progress of this new system.

AGENCY: Education, Department of  
PROGRAM: 01 - Teaching and Learning

### OBJECTIVE, MEASURE

Objective 3: To assist districts to utilize MSAEP, SAT, PSAT, and ACT test data appropriately.

Measure (3): Indicators of success will be percent of districts who do not use these test results to describe student achievement or system adequacy.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of districts that do not use NAEP, SAT, PSAT, & ACT test data to describe student achievement	NA	NA	NA	50%	65%	80%

\*Note: No baseline data have been collected; therefore, projections are difficult.

% of districts that do not use NAEP, SAT, PSAT, & ACT test data to describe system adequacy.	NA	NA	NA	50%	65%	80%
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### DEFINITION, RATIONALE, DATA SOURCE:

This objective means that Minnesota school districts will learn to use the Basic Requirements and the Profile of Learning in the proposed graduation rule to describe student learning in a valid and reliable way. Further, the K-8 benchmarks supporting these graduation requirements will allow districts to track demonstrated competency for individual students and make generalizations about their system's success. National Assessment of Educational Progress (NAEP) test results were never intended to measure the quality of education and were never linked to any particular curricular program. A recent report from Glen Robinson and David Brandon of Educational Research Service concluded that state-level NAEP scores say nothing about the quality of the state's education system. Anchor levels (like the NAEP data) show how groups of students perform relative to each other, but not whether any of this performance is adequate. Reporting NAEP results to the public would be more clear if the language of the achievement levels could also describe what students know and can do (NAEP 1992 Report). In 1992, NAEP conducted a trial assessment program using new ways of assessing and reporting data. If this NAEP framework is used in the future, NAEP data will describe the quality and success in far more useful ways. However, the changes in the 1992 framework and assessment activities preclude any comparisons with results of the past.

Similarly, SAT, PSAT, and ACT test results are event data, providing a test score for a given event: the taking of a college entrance exam. In the past, high SAT, PSAT, and ACT test results were thought to be predictors of a student's success in completing a college program for a degree. However, recent studies indicate that high SAT, PSAT, and ACT test results are predictors of a student's high socio-economic status. As with the NAEP tests, the SAT, PSAT, and ACT tests are undergoing revisions to report student achievement more accurately. Current NAEP data are reported by Educational Testing Service under contract with the National Center for Education Statistics, U.S. Department of Education. SAT, PSAT, and ACT data are reported annually by the Minnesota Higher Education Coordinating Board.

1. **INDICATOR:** Academic Performance--NAEP Test Scores. Tables 1 through 6 show converted scores for Minnesota, the nation, and central U.S. states on similar national and state items found in the National Assessment of Educational

Progress (NAEP) Test. Converted scores means that scores on different scales have been converted so they can be accurately compared. In statistics, this would be similar to conversion between thermometer readings in Centigrade and Fahrenheit.

**Table 1. Comparison of Fourth Grade Performance**  
**Minnesota vs. U.S. and Central States**

<u>Subject</u>	<u>Minnesota</u>	<u>National</u>	<u>Central States</u>
Reading	71.0	62.1	66.1
Math	71.5	67.3	69.5
Science	67.8	63.0	65.9
Social Studies	71.0	67.8	69.0
Visual Arts	57.5	54.0	54.7
Music	63.6	59.4	60.4
Literature	80.9	66.5	69.4
Composite	69.4	63.0	65.2

Note: Tests are given only in certain years; data for this table are from tests given in 1982-1983 and 1985-86.

Central states are Illinois, Indiana, Iowa, Texas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

**Table 2. Comparison of Eighth Grade Performance**  
**Minnesota vs. U.S. and Central States**

<u>Subject</u>	<u>Minnesota</u>	<u>National</u>	<u>Central States</u>
Reading	70.1	56.6	58.7
Math	68.5	65.5	68.3
Science	64.0	59.7	61.7
Social Studies	68.2	66.0	67.6
Visual Arts	50.3	49.6	49.7
Music	74.8	69.6	72.2
Literature	71.0	67.1	67.9
Composite	65.3	60.9	62.6

Note: Tests are given only in certain years; data for this table are from tests given in 1982-1983 and 1985-86.

Central states are Illinois, Indiana, Iowa, Texas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

**Table 3. Comparison of Eleventh Grade Performance**  
**Minnesota vs. U.S. and Central States**

<u>Subject</u>	<u>Minnesota</u>	<u>National</u>	<u>Central States</u>
Reading	79.7	74.5	70.7
Math	69.0	63.7	66.0
Science	50.9	50.5	50.3
Social Studies	67.6	64.1	65.2
Visual Arts	60.7	59.5	59.1

**Table 3. Comparison of Eleventh Grade Performance  
Minnesota vs. U.S. and Central States, Continued**

<u>Subject</u>	<u>Minnesota</u>	<u>National</u>	<u>Central States</u>
Music	70.4	61.4	63.5
Literature	73.3	73.7	74.7
Composite	66.1	62.5	63.2

Note: Tests are given only in certain years; data for this table are from tests given in 1982-1983 and 1985-86.

Central states are Illinois, Indiana, Iowa, Texas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

Minnesota's science and mathematics achievement, as measured by scores on the NAEP, has improved somewhat over the past decade. Science achievement improved for all three grade levels. Minnesota students rank above national averages in mathematics and science, but below European and Asian students. Generally, Minnesota students of color scored less well.

Minnesota's Grade 8 students tied for fourth in the nation in overall average mathematics proficiency. Nevertheless, only 20 percent scored at or above the anchor level score of 300--a level that educators say should be introduced during Grade 7. More than one-half of Minnesota's students in Grade 4 are performing below grade level in mathematics.

2. **INDICATOR: Academic Performance--ACT Scores.** Table 4 shows that Minnesota ACT scores have historically been good enough to give consistent rankings of third or fourth in the nation. In 1986, the Minnesota State University System required ACT data for admission. Since that time, an increasing proportion of Minnesota high school students have taken the ACT, usually in their junior year. Historically, the ACT was taken by Minnesota students in their senior year. When making such comparisons from year to year the various factors, especially the larger percentage of students taking the test and changes in the test format itself, must be noted.

**Table 4. Trends in Average ACT Composite Scores**

<u>Year</u>	<u>Mean</u>	<u>Minnesota</u>		<u>Nation</u>	
		<u>Total Students</u>	<u>Percent of Graduates</u>	<u>Mean</u>	<u>Total Students</u>
1985-86	22.0	17,615	31	20.8	729,606
1986-87	21.9	20,109	35	20.8	777,424
1987-88	21.7	25,648	41	20.8	842,322
1988-89	21.5	27,427	48	20.6	855,171
1989-90	21.3	29,718	57	20.6	817,096
1990-91	21.4	29,464	60	20.6	796,983
1991-92	21.5	30,291	61	20.6	832,217
1992-93	21.6	*	*	*	*
1993-94	21.8	*	*	*	*

\*Data unavailable at time of report preparation.

3. **INDICATOR: Academic Performance--PSAT and SAT Scores.** Other data that have received a lot of national attention are the verbal and math PSAT and SAT scores. Grades 10-11 students take the PSAT and Grades 11-12 students take the SAT. Table 8 and Table 9 show that (a) Minnesota students' average scores are better than national average scores and (b) although Minnesota schools are doing quite well on academic outcomes when compared to other states, they are not doing well when compared to many other economic rivals in Europe and Asia.

**Table 5. Verbal and Math PSAT and SAT Scores**

<u>Year</u>	PSAT/NMSQT --Verbal Mean--		PSAT/NMSQT --Math Mean--	
	<u>Minnesota</u>	<u>National</u>	<u>Minnesota</u>	<u>National</u>
1985-86	41.1	40.9	46.7	45.0
1986-87	41.3	40.9	46.5	45.0
1987-88	40.1	40.4	46.5	45.0
1988-89	41.4	40.7	47.7	45.6
1989-90	41.7	40.2	47.4	44.4
1990-91	42.6	40.4	48.4	45.0
1991-92	42.6	40.6	48.9	45.5
1992-93	*	*	*	*

\*Data unavailable at time of report preparation.

<u>Year</u>	SAT --Verbal Mean--		SAT --Math Mean--	
	<u>Minnesota</u>	<u>National</u>	<u>Minnesota</u>	<u>National</u>
1985-86	482	431	540	475
1986-87	472	430	531	476
1987-88	470	428	531	476
1988-89	474	427	532	476
1989-90	477	424	542	476
1990-91	480	422	543	474
1991-92	492	423	561	476
1992-93	489	*	556	*
1993-94	495	*	562	*

\*Data unavailable at time of report preparation.

**4. INDICATOR: Academic Performance--IAEP Test Scores.** Table 6 shows the average percent correct on geography, mathematics, and science items from the International Assessment of Educational Progress (IAEP), 1991. Relative to other norms, American students perform better in geography than in mathematics and science (Educational Testing Services, 1992).

**Table 6. IAEP Test Scores, 1991**

	<u>Geography</u>	<u>Mathematics</u>	<u>Science</u>
Hungary	70%	68%	73%
Slovenia	65%	57%	70%
Canada	63%	62%	69%
Soviet Union	63%	70%	71%
<b>United States</b>	<b>62%</b>	<b>55%</b>	<b>67%</b>
Spain	60%	55%	68%
Korea	60%	73%	78%
Ireland	59%	63%	63%
Scotland	58%	61%	68%

Note: Japan, Germany and the United Kingdom were not part of this study.

Data sources: These data are collected and reported annually by the Minnesota Higher Education Coordinating Board.



**DISCUSSION OF PAST PERFORMANCE:**

The trend in American education to provide greater accountability for student achievement is having a significant impact on finding new ways of collecting and reporting data. Use of traditional education measures is changing to more descriptive, valid, and reliable means (qualitative as well as quantitative) of describing student competence over time.

**PLAN TO ACHIEVE TARGETS:**

To change to a new system of reporting student and system success, MDE will:

- Continue to develop a series of assessment packages which provide valid and reliable descriptions of student learning based on expected results and held to a standard.
- Develop K-8 benchmarking to map the progress of student learning according to an expected standard.
- Develop formats for recording and reporting student achievement.
- Submit legislation to further develop assessment packages, train teaching staff to use the packages and score them.
- Assist districts in appropriate use of standardized test results when communicating success with students, parents, and the greater community.

**OTHER FACTORS AFFECTING PERFORMANCE:**

As the test format changes, it is difficult to project other factors that might affect performance.

AGENCY: Education, Department of  
 PROGRAM: 01 - Teaching and Learning

### OBJECTIVE, MEASURE

Objective 4: To keep students in school and succeeding in the learning process.

Measure (4):	Percent of student-reported attitudes toward school, truancy, placement in classes for learning problems.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% dislike/hate school	18%	*	*	16%	*	*
% truant $\geq$ 3 times in past 4 weeks	6%	*	*	4%	*	*
% ever placed in classes for learning problems	17%	*	*	17%	*	*

\*Survey data are collected every three years.

### DEFINITION, RATIONALE, DATA SOURCE:

This outcome is important because ensuring the success of every learner cannot be reached if youth leave school prematurely or if they attend school but do not learn. When students indicate in the Minnesota Student Survey that they dislike school or hate school or are frequently truant (three or more times per month), or have been placed in special classes for learning problems, at least two problems are suggested. Sometimes the learning opportunities may not be appropriate to meet individual needs and interests. At other times, barriers exist which can be eliminated or reduced through various support strategies. A healthy mixture of quality learning opportunities combined with a variety of needed support activities will reduce the dropout rate and improve the skill level of the graduates.

These indicators are from the Minnesota Student Survey. This survey is administered by the Minnesota Department of Education every three years -- 1989, 1992 and 1995 (scheduled). Local public school districts receive survey instruments for all 6th, 9th and 12th graders. All but one local school district participated in the 1992 survey.

### DISCUSSION OF PAST PERFORMANCE:

Local school districts have used the data effectively to highlight the needs of students and plan effective programs. The Minnesota Department of Education uses the statewide data to inform policymakers and direct agency resources.

### PLAN TO ACHIEVE TARGETS:

Approximate targets are projected, but the data are intended for local school district program purposes. Local school districts will receive technical assistance from the Minnesota Department of Education to analyze data and to improve student outcomes.

**OTHER FACTORS AFFECTING PERFORMANCE:**

- Continued funding of the Minnesota Student Survey is needed.
- Continued support by the local school districts is needed.
- Student outcomes depend on local school district program planning and implementation.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning

### OBJECTIVE, MEASURE

Objective 5: To improve learner self-esteem.

Measure (5): Percent of students indicating feelings about self, feelings of sadness, suicidal thoughts and attempted suicides.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% reporting "I usually feel good about myself"	Grade 6 = 90 % Grade 9 = 84 % Grade 12 = 86 %	*	*	92 % 86 % 88 %	*	*
% having suicidal thoughts during last month	Grade 6 = 23 % Grade 9 = 25.5 % Grade 12 = 22 %	*	*	21 % 23 % 20 %	*	*
% ever attempting suicide	Grade 6 = 6.5 % Grade 9 = 23 % Grade 12 = 18 %	*	*	5 % 21 % 16 %	*	*
% reporting being "sad" during last month	Grade 6 = 33.5 % Grade 9 = 41.5 % Grade 12 = 48 %	*	*	32 % 40 % 46 %	*	*

\* Survey data are collected every three years.

### DEFINITION, RATIONALE, DATA SOURCE:

Learner self-esteem is necessary for optimum learning. Research correlates high stress with alcohol/drug use, family violence and other environmental stressors. Multi-level support programs for students and family are needed to address these problems and increase the likelihood that students will remain in school and learn more effectively.

These indicators are from questions on the Minnesota Student Survey. This survey is administered by the Minnesota Department of Education every three years -- 1989, 1992 and 1995 (scheduled). Local public school districts receive survey instruments for all 6th, 9th and 12th graders. All but one local school district participated in the 1992 survey.

### DISCUSSION OF PAST PERFORMANCE:

Data are intended for local school district program and statewide planning purposes. Local school districts have used the data effectively to highlight the needs of students and to plan effective programs. The number of students who report a suicide attempt any time in their lives has dropped for grades 6 and 9 but increased for grade 12 since 1989. Past-year attempts are down for all three grades. Adolescents who report a suicide attempt are among those at highest risk for alcohol and other drug use. Suicidal behavior is highly correlated with sexual and physical abuse and serious family problems.

**PLAN TO ACHIEVE TARGETS:**

Administer the Minnesota Student Survey in 1995 and make student survey data available to schools and communities for needs assessment and planning.

Continue providing funding for all Minnesota public K-12 schools to develop violence prevention education curriculum.

**OTHER FACTORS AFFECTING PERFORMANCE:**

- Continued funding is needed.
- Continued support by the local school districts is needed.

AGENCY: Education, Department of  
 PROGRAM: 01 - Teaching and Learning

**OBJECTIVE, MEASURE**

Objective 6: To promote behavior change in youth who engage in anti-social behavior.

Measure (6): Percent of students reporting behaviors of vandalism, fighting and shoplifting.
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Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
% engaged in vandalism in last year	Grade 6=30% Grade 9=40% Grade 12=33%	*	*	28% 38% 31%	*	*
% engaged in physical fights in last year	Grade 6=48% Grade 9=45% Grade 12=31%	*	*	46% 43% 31%	*	*
% engaged in shoplifting in last year	Grade 6=14% Grade 9=31% Grade 12=30%	*	*	12% 29% 28%	*	*

\*Survey data collected every three years.

**DEFINITION, RATIONALE, DATA SOURCE:**

Positive behavior is important to help keep youth in school. Just as success breeds success, lack of success often leads to more problems. Three behaviors -- vandalism, fighting and shoplifting -- are often related to lack of success in learning. Schools and communities need prevention programs to promote behavior change for youth who engage in antisocial behaviors.

These indicators are from the Minnesota Student Survey. This survey is administered by the Minnesota Department of Education every three years -- 1989, 1992 and 1995 (scheduled). Local public school districts receive survey instruments for all 6th, 9th and 12th graders. All but one local school district participated in the 1992 survey.

**DISCUSSION OF PAST PERFORMANCE:**

Reported incidents of vandalism and physical fights show no corresponding reduction over the three-year period between 1989 and 1992. The statistics above are for those who engaged in at least one behavior in the last year. An examination of more frequent acts also shows little change. The young people who report frequent antisocial behaviors are those at highest risk for alcohol and other drug problems; adolescents with this profile also show relatively small declines in use. These data are from the Minnesota Student Survey.

**PLAN TO ACHIEVE TARGETS:**

Administer the Minnesota Student Survey in 1995 and make student survey data available to schools and communities for needs assessment and planning.

Provide technical assistance and training to local school districts and communities on violence prevention.

**OTHER FACTORS AFFECTING PERFORMANCE:**

- Continued funding of the Minnesota Student Survey is needed.
- Continued support by the local school districts is needed.
- Student outcomes depend on local school district program planning and implementation.

AGENCY: Education, Department of  
PROGRAM: 01 - Teaching and Learning

**OBJECTIVE, MEASURE**

Objective 7: To reduce alcohol/drug problems and sexual activity of youth.

Measure (7): Percent of self-reports by students of alcohol/drug use, family alcohol/drug problems, family violence and sexual activity.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% monthly use of alcohol & drugs	Grade 9=19% Grade 12=41%	*	*	17% 39%	*	*
% w/family alcohol & drug problems	Grade 6=18% Grade 9=21% Grade 12=22%	*	*	*	*	*
% w/family violence	19%	*	*	*	*	*
% sexually active	Grade 9=30% Grade 12=61%	*	*	28% 59%	*	*
% always using a condom (sexually active only)	Grade 9=50% Grade 12=36%	*	*	*	*	*
% reporting education on HIV/AIDS	NA	NA	Data analysis in process	*	*	*

\*Survey data are collected every three years.

**DEFINITION, RATIONALE, DATA SOURCE:**

Early experimentation with alcohol and other drugs inhibits young people's ability to learn and become capable, productive community members. It can be associated with other problems negatively impacting young people, including physical and sexual abuse, truancy and other illegal activities. Schools and communities acting together can address the risk factors and increase positive youth development so that children and adolescents avoid problems with HIV/AIDS/STDs and alcohol and other drugs.

These indicators are from questions on the Minnesota Student Survey. This survey is administered by the Minnesota Department of Education every three years -- 1989, 1992 and 1995 (scheduled). Local public school districts receive survey instruments for all 6th, 9th and 12th graders. All but one local school district participated in the 1992 survey.



**DISCUSSION OF PAST PERFORMANCE:**

Baseline information for the Minnesota Student Survey was gathered in 1989. In the three-year period from 1989 to 1992, monthly alcohol use by survey participants decreased in all three categories (1 percent for 6th graders, 7 percent for 9th graders and 13 percent for 12th graders). The survey will be administered again in 1995. Sexual activity data are relatively stable, with 30 percent of 9th graders in both 1989 and 1992 and 61 percent of 12th graders in 1992 versus 62 percent in 1989.

Fewer students began alcohol or other drug use at young ages. In 1992, 15 percent fewer 9th graders had used alcohol or other drugs by age 12 than three years earlier, and 19 percent fewer 6th graders reported a history of use. Measures for driving and drinking/drug use are relevant only for 12th grade students. Between 1989 and 1992, there was a 7 percent decrease in the number of youth who reported driving after alcohol or other drug use.

**PLAN TO ACHIEVE TARGETS:**

Administer the Minnesota Student Survey in 1995 and make student survey data available to schools and communities for needs assessment and planning.

Continue to provide local school districts and communities access to Drug-Free Schools and Communities funding.

Provide technical assistance and training to local school districts and communities on violence prevention, alcohol and other drug and HIV/AIDS prevention strategies.

Fund approximately 25 grants to local schools and/or communities for high risk youth violence prevention.

Continue funding up to 70 community violence prevention councils.

Continue providing funding for all Minnesota public K-12 schools for development of violence prevention education curriculum.

Develop a violence prevention resource manual for schools and communities and provide up to four training workshops.

Expand peer mediation training.

Continue activities as planned in the Cooperative Agreement to Prevent HIV/AIDS/STD between the Minnesota Department of Education and the Federal Centers for Disease Control.

**OTHER FACTORS AFFECTING PERFORMANCE:**

- Continued funding of the Minnesota Student Survey is needed.
- Continued support by the local school districts is needed.
- Student outcomes depend on local school district program planning and implementation.

AGENCY: Education, Department of  
 PROGRAM: 01 - Teaching and Learning

**OBJECTIVE, MEASURE**

Objective 8: To achieve an increasingly high level of basic skills among adult learners.

Measure (8): Number and percentage of Adult Basic Education (ABE) participants reaching specific goals each year.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Participating 12 hours or more in ABE programs	81.4%	82.5%	83.4%	83.4%	84.4%	85.5%
Completing learning plan	14,040 31.0%	15,341 42.4%	15,807 43.0%	16,306 44.0%	20,013 45.0%	21,868 46.0%
Improving basic skills	37,897 83.6%	38,273 84.4%	38,274 85.0%	39,040 86.0%	39,430 87.0%	39,820 88.0%
Getting off welfare	783 3.8%	856 4.3%	882 5.0%	909 5.2%	937 5.4%	965 5.6%
Securing or bettering employment	7,364 19.3%	7,441 17.5%	7,441 18.0%	7,597 18.1%	7,677 18.2%	12,123 87.5%
Learning English	9,821 87.7%	10,731 85.7%	11,057 86.0%	11,406 86.5%	11,579 87.0%	12,123 87.5%
Enrolling in higher education	2,333 15.2%	2,357 32.5%	2,357 30.0%	2,405 31.0%	2,430 31.5%	2,456 32.0%
Earning diploma or GED	7,044 46.0%	7,697 88.3%	7,931 89.0%	8,181 89.0%	8,430 89.0%	8,691 89.0%
Registering to vote	249 2.4%	252 3.1%	252 3.0%	258 3.1%	261 3.2%	865 3.3%
Becoming citizens	111 1.1%	121 2.7%	125 3.0%	129 3.1%	133 3.2%	138 3.3%
Continuing in program	30,957 68.3%	31,279 74.1%	31,280 75.0%	31,282 76.0%	31,606 77.0%	31,771 78.0%

**DEFINITION, RATIONALE, DATA SOURCE:**

**Complete learning plan** - This is the number of adults who complete their learning plans. Adults who did not complete their learning plans are continuing in the program or left the program prior to completing their goals.

**Improving basic skills** - Those reported are adults who either completed personal education plan activities or demonstrated mastery.

**Getting off welfare** - Data are from reports from learners who volunteer the information.

**Securing or bettering employment** - This includes a report from adults who entered the program saying they were unemployed. It also includes reports from adults who entered saying they were employed but were trying to improve, or who said they were led to believe by their employers that they needed to improve basic skills in order to retain or advance in their position.

**Learning English** - This includes adults who entered adult education programs demonstrating a need to learn English as a second language.

**Enrolling in higher education** - This includes a report from adults who completed a personal education plan and said they were accepted into higher education and those who left before completing their plans saying they had been accepted into a higher education program.

**Earning diploma or GED** - This is the actual count of adults who enter a program seeking to earn either a high school diploma or GED certificate and who are successful in reaching this goal.

**Registering to vote** - This includes adult learners who volunteered the information that they were not registered to vote when they enrolled in adult education. It also includes those who were voting for the first time and who said they hadn't voted before. Comparisons are not possible without an adult learner data system that is compatible with a statewide voter registration and voting system.

**Becoming citizens** - The number of adults who became citizens is based on self-reporting.

Data are collected annually on the accomplishments of ABE participants through the annual application/reporting process. As part of the learning process, adult learners participate in designing, finding appropriate resources for, and assessing their own outcomes from their personal educational plans. These outcomes are reflected above. Data are also collected from ABE participants on their reasons for leaving before completing their goals. This kind of information is critical in shaping programs to meet the needs of an increasingly diverse population of educationally disadvantaged adults.

#### **DISCUSSION OF PAST PERFORMANCE:**

The number of adult learners who reach their goals has remained fairly constant over the past four years and is expected to continue at approximately the same level or begin to decrease unless additional resources can be secured. Funding has not increased in proportion to the number of adults needing these opportunities or with the prevalence of greater needs which require more intensive, extensive and more costly services.

#### **PLAN TO ACHIEVE TARGETS:**

ABE staff need ongoing training and support to help them deal with changes in the research and practice regarding adult development and learning. ABE staff also need updated information about the changing demographic characteristics of the adult learner population. In some cases, such materials need to be developed. Program providers will look to MDE staff for training resources and other assistance. MDE staff also will need accurate information for policymakers to secure the needed program funding.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Learners cannot be asked whether they receive public assistance. To do so may offend them and may cause them to drop out. If an adult learner is officially referred by the Minnesota Department of Human Services (DHS) it is clear they receive welfare. These data would be more accurate if: (a) there were a statewide adult learner accounting system; (b) DHS had a statewide welfare recipient accounting system; and (c) both systems were compatible enough to cross-reference enrolled adults. The system then would be able to show how much money is saved in welfare payments for adult education participants than is expended in adult education aid. States with centralized systems can do this now. If resources were available, this type of information would be useful.

More accurate information would be available with a statewide adult learner accounting system. Such a system could be compared with a statewide system for higher education learner accounting (same learner identification number, i.e., Social Security number, state ID, state driver's license) and would eliminate double-counting persons enrolled in two systems.

AGENCY: Education, Department of  
PROGRAM: 01 - Teaching and Learning

**OBJECTIVE, MEASURE**

Objective 9: To increase the percentage of all young children, ages birth to kindergarten enrollment, and their parents who participate in an early childhood program to enhance their learning and development and future success in school.

Measure (9): Percent of eligible children and families participating in Early Childhood Family Education; number and percent (when available) participating in Early Childhood Screening, Learning Readiness, Early Childhood Special Education and Interagency Early Intervention Programs.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
<b><u>Early Childhood</u></b>						
<b><u>Family Education:</u></b>						
Most frequent district percentage of eligible population served	46%	47%	49%	50%	55%	57%
Statewide % of eligible population served	40%	40%	42%	43%	46%	48%
% of all participants -- low income	23%	24.9%	26%	27%	30%	31%
% of all participants -- single parents	10%	11.6%	13%	14%	16%	17%
% of participating children w/ disabilities or developmental delays	2.7%	5.2%	6.3%	6.9%	8.7%	8.9%
<b><u>Learning Readiness:</u></b>						
% of eligible population served	No program	54%	75%	75%	76%	78%
<b><u>Early Childhood</u></b>						
<b><u>Screening:</u></b>						
% of eligible children served	95%	95%	96%	96%	97%	97%
<b><u>Infants &amp; Toddlers</u></b>						
<b><u>w/Disabilities - Part H:</u></b>						
# of children participating*	2,199	2,312	2,367	2,436	2,788	3,028

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
<b><u>Early Childhood</u></b>						
<b><u>Special Ed (Ages 3-5):</u></b>						
# of children participating*	8,994	10,235	10,290	10,350	10,600	10,900

\* Percentages cannot be reliably reported. The assumption is that 100 percent of all identified eligible children are served; however, it is likely that there are children who have not been identified.

#### **DEFINITION, RATIONALE, DATA SOURCE:**

Research and evaluation focused on early childhood and family education/support programs throughout the country during the past decade provide the best information to date on the essential characteristics and qualities of programs that have a positive effect on participants. This information is currently used in the development and continuous improvement of the programs listed above. For example, Early Childhood Family Education programs have a set of established "Quality Indicators" used by staff, advisory councils, participants and external evaluators to continually assess program strengths and weaknesses. A recent parent outcome study reinforced the assumption that the presence of these indicators of quality generally resulted in the desired outcomes. This is reassuring information at a time when resources for comprehensive outcome studies are extremely rare. Consequently, participation in programs that adhere to identified quality standards are considered creditable by the community and responsive to diverse needs of the children and families involved is viewed as an appropriate measure for this outcome.

Demographic information provided anonymously by each parent in Early Childhood Family Education is used to develop a composite profile of program participants in each community that can be compared to the 1990 census data for that community. The goal is to reach a representative cross section of each community and the state. Thus, the same information is aggregated statewide for comparison with statewide demographic data.

Sources of data include annual reports to MDE by Early Childhood Screening, Early Childhood Family Education, Learning Readiness, Early Childhood Special Education Programs and from Interagency Early Intervention Councils; demographic data collected annually on participants in ECFE and follow-up information to be included in new EC Screening report.

As the Children's Integrated Database is developed, additional information should be more readily available to support the objective, and the potential for providing accurate unduplicated counts should greatly increase.

#### **DISCUSSION OF PAST PERFORMANCE:**

Participation in Early Childhood Family Education has grown dramatically since 1985, the first year of statewide implementation. In 1985, 100,000 children and parents participated. In FY 1994, more than 260,000 participated. Written evaluations, feedback from parents and their continued participation indicate that identified needs are being met. Learning Readiness has a short history, but already involves more children than anticipated with 75,000, or 75 percent, of all 4-year-old children involved in a continuum of Learning Readiness services in FY 1994. The amount of collaboration associated with the development of Learning Readiness is a good sign for positive future performance. Participation rates for Early Childhood Screening have also increased since screening became a prerequisite for enrolling in school. At least 61,000 children are now screened each year. An emphasis on outreach and making all these programs more accessible to families, especially those that are non-English speaking and geographically isolated, is critical to meeting the needs of young children and their parents.

**PLAN TO ACHIEVE TARGETS:**

MDE, working in collaboration with other agencies, especially Health and Human Services, will implement the concepts and direction established by the Minnesota Children's Initiative in the following key areas:

Continued emphasis on outreach and adapting the programs for special populations.

Movement to Year 5 of Part H for full implementation of Individualized Family Service Plans (IFSP's) already developed in partnership with families.

Providing staff training on cultural diversity, collaboration skills and strategies, dealing with special and unique needs of children and families, family systems and other topics/issues as they are identified.

Encouraging the delivery of services through new and emerging family service collaboratives.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The programs with the greatest growth potential are those which have universal access, e.g., Early Childhood Family Education and Learning Readiness. Locally, many of these programs have waiting lists because demand has exceeded the supply available with existing resources. Increases will depend on accessing additional resources and outreach strategies used to assure that the population served is representative of each community.

Providing more intensive, comprehensive services to families with the greatest needs may, in fact, reduce the total number of children and families that can be served. This reflects a common struggle among prevention/early intervention focused efforts and requires ongoing balancing and evaluation.

The total number of children participating in Early Childhood Special Education programs is not expected to increase significantly because the eligible population tends to remain fairly constant from year to year and most eligible children and their families are already participating. Because Part H will be entering a new implementation phase, the numbers participating are expected to increase somewhat over the next few years and then become stable.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.1 - Learner Improvement

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 2,758	\$ 29,106
From State Funds	\$ 2,690	\$ 15,079
From Federal Funds	\$ 1,068	\$ 14,027
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	50.0	

**ACTIVITY GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.

**DESCRIPTION OF SERVICES:**

Learner Improvement includes the operations of three collaborative offices.

The purpose of the **Office of Graduation Standards (OGS)** is to:

- Design a rigorous results-oriented graduation rule for Minnesota's public school students.
- Develop standards for student achievement.



- Design and pilot packages of assessments with district pilot sites.
- Execute the formal rulemaking process so that the new rule will be implemented with students in the 1996-1997 school year.
- Create the endorsement for the new rule among parents and the larger community (including business and industry and postsecondary education). (M.S. 121.11, Subd. 7c)

The purpose of the **Office of Educational Effectiveness (OEE)** is to prepare schools for the implementation of the graduation rule and Goals 2000. With the focusing of the Minnesota Educational Effectiveness Program (MEEP), Planning, Evaluation and Reporting Program, and North Central Association Program efforts, MDE will:

- Provide information and awareness of the graduation rule.
- Facilitate data-driven change in districts and school sites.
- Assist district staff in applying knowledge of effective education practice.
- Facilitate district teams to create environments which support excellence and growth.
- Assist districts to develop open and collaborative relationships with their communities.

The purpose of the **Office of Teaching & Learning (TOTAL)** is to build the capacity of K-12 instructional staff to engage in a continuous process designed to improve learning for all students.

- Apply curriculum and instruction expertise in the development of graduation standards and the K-8 Benchmarks.
- Design and train statewide Best Practice networks of regional instructional staff in mathematics, reading, writing, and science during 1994-1995.
- Provide curriculum and instruction services based on best practices to the graduation rule pilot sites and other school districts to meet the needs of Planning, Evaluation, and Reporting (PER) legislation and implementation of the graduation rule and Goals 2000.
- Provide clarification of education laws, rules and policies to schools, school districts, parents, and the greater community.
- Actively research, design and support implementation of best practices to improve learning for all students.

Learner Improvement services are governed by state laws and rules designed to assist the educational system at the district level to improve student learning and achievement.

M.S. 126.115, M.S. 126.661 through 126.681 Planning Evaluation & Reporting  
 M.S. 126.239 Advanced Placement/International Baccalaureate  
 M.S. 126.69 and M.S. 126.699 Parent Involvement  
 M.S. 126.70 Staff Development  
 M.S. 126.82 State Multi-Cultural Advisory  
 M.S. 126.019 School Restructuring Program  
 M.S. 126A Environmental Education  
 M.S. 123.951 School Site-Decision Making  
 M.S. 121.602 and M.S. 121.608 Educational Effectiveness Program  
 M.S. 121.11, subd. 7c Graduation Rule  
 Laws of MN, Ch. 224, Art. 7, Subd. 4: NSF Math-Science Initiative

Learner Improvement is funded by a combination of state agency funds, specific legislated program funds and a small percent of federal funds. In this area, Learner Improvement:

- reviews and approves district program applications for state and federal funds;
- disburses state and federal learner improvement funds;
- monitors district expenditures;
- provides reports and summaries of programs' activities and impact.

Learner Improvement assists the Minnesota Legislature and the State Board of Education to adopt policies and standards for learner improvement. Learner Improvement facilitates regional support and delivery of service systems to assist

schools in program planning, evaluation, reporting, staff development, curriculum, instruction, and assessment services and site-based decision making.

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b><u>Type</u></b>	<b><u>Measure</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>
A	Hours of meetings with stakeholders on learner improvement issues.	2,340	3,120
A	Hours of meetings with policymakers at national and state levels regarding learning improvement.	150	200
W	Days assisting in the monitoring and compliance of state grants, mandated plans, and reports.	30	45
A	Number of different federal and state grants and programs currently managed by Learner Improvement staff.	16	18
W	Hours of technical assistance and professional development opportunities for staff.	700	1,200
A	Hours of meetings with stakeholders and mandated advisory groups to gather information on general issues of learner improvement.	3,840	4,472
A	Number of district applications reviewed and approved.	217	256
W	Hours to maintain electronic databases of engaged stakeholders.	100	72
A	Number of on-site technical assistance visits provided.	150	292
W	Number of studies conducted evaluating various aspects of learner improvement.	6	12
W	Number of grant agreements or interagency agreements.	12	19

### **ACTIVITY DRIVERS:**

The following issues and factors drive learner improvement operations in the Offices of Graduation Standards, Educational Effectiveness and Teaching & Learning.

**Graduation rule.** Both the Minnesota Legislature and the State Board of Education have determined that the public education system must be transformed into a results-oriented, learner-centered system that has expectations for high achievement for all students. To transform the system, learner improvement operations must clearly and carefully design what students and systems must do, provide models of how to do it, and provide models of assessment and evaluation techniques which will indicate whether and to what extent districts are meeting the policymakers' expectations.

**Goals 2000: Educate America Act.** Minnesota was among the first eight states to receive funds under this Act. Goals 2000 is a major federal initiative which calls for sustained statewide reform to improve every facet of learning. The Act provides funds to create a comprehensive state plan. In the plan, Minnesota must coordinate its own efforts with the

national efforts. The plan must contain strategies to coordinate Goals 2000 with School to Work Initiatives and the Perkins Vocational and Applied Technology Education Act, implementation of the graduation rule, utilize technology to enhance student learning, involve parents, and improve teacher education and professional development to achieve all eight goals. Further, all initiatives, e.g., Elementary and Secondary Education Act, Individuals with Disabilities Act, must align themselves with Goals 2000.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.1 - Learner Improvement

### OBJECTIVE, MEASURE

Objective 1: To fully implement the provisions of the graduation rule.

Measure (1): Number of assessment packages available for all standards; number of instructional staff in training; number of training networks, consortia, and workshops; percentage of districts ready for implementation.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of state-developed assessments for the Profile standards	NA	NA	0	2	5	8
# of training opportunities available	NA	NA	NA	75	100	100
# of instructional staff in training	NA	NA	600	1,200	1,400	1,600

### DEFINITION, RATIONALE, DATA SOURCE:

The performance areas above provide progress reports on six major components of implementing Minnesota's graduation rule: (1) design of assessment packages; (2) design and implementation of training methods and modules; (3) numbers of instructional staff engaged in training; (4) levels of district readiness for implementation; and (5) degree of district implementation.

Accumulation of these data will show the impact of training on districts' instructional staff to move from an information level to implementation.

### DISCUSSION OF PAST PERFORMANCE:

In the past, instructional staff training included an array of effective educational practices and trends in curriculum, instruction, and assessment, as well as site-based decision making. However, in fiscal 1995 through FY 1999, training will involve all K-12 instructional staff, increase in intensity and number, and focus on practice and policy driven by student data relating directly to state student standards.

### PLAN TO ACHIEVE TARGETS:

In order for all K-12 instructional staff to be trained and then engaged in implementation of performance assessment, all state, regional, and local training and assistance must be coordinated, systematic, consistent, practical, and of high quality. Within this massive training and deployment of a major state workforce, the Minnesota Department of Education must direct resources and expertise to provide quality services which are data-driven.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**Federal Action:** ESEA's Goals 2000 requirements may enhance, add to and/or prescribe the Department's efforts to train K-12 instructional staff.

**State Legislation:** Statute and allocations from yearly legislative sessions may enhance or retard impact and progress.

**State Board of Education:** Setting of policy directions regarding the graduation rule will affect performance.

**Aging of the Teaching and Administrative Workforce:** There are indications that an increasing number of teachers are nearing retirement.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.1 - Learner Improvement

### OBJECTIVE, MEASURE

**Objective 2:** To achieve widespread support for the graduation rule among professional educators at all levels, parents, policymakers, and community members, by the year 2000.

Measure (2): Number of groups that formally endorse the graduation rule by type.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Number of Endorsements by Categories:						
Business, industry, agriculture, labor, military	NA	NA	NA	25	50	100
Postsecondary education institutions	NA	NA	NA	10	20	30
Professional education organizations	NA	NA	NA	10	15	20

### DEFINITION, RATIONALE, DATA SOURCE:

The data from the formal endorsement list will provided a profile of the breadth and depth of the endorsements for the proposed graduation rule. Further, the data will demonstrate support and acceptance, value and feasibility for the rule's existence. The Department of Education will conduct a formal endorsement process with the various stakeholder groups beginning in FY 1995.

The complete endorsement list will be available from the Office of Graduation Standards. The endorsement data will be a part of the yearly progress report to the Minnesota Legislature each January.

### DISCUSSION OF PAST PERFORMANCE:

Over the past three years, the State Board and the Department have engaged stakeholders in discussion and debate over the contents of the proposed graduation rule. Endorsements were not officially recorded for each new draft. However, moving with assurance of the content of the proposed rule into the rulemaking process should allow endorsers to declare formal support on the record.

### PLAN TO ACHIEVE TARGETS:

For public acceptance of the rule to be demonstrated, the Department of Education will develop and facilitate on-going information and input processes among all stakeholders; will guide the development of the rule to meet the perceived and real needs of various publics; and will ask for a formal rule endorsement from stakeholder groups.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**State Action:** Changing of the Governorship, seats in the Legislature and/or the State Board of Education may affect the endorsement of the proposed graduation rule.

**Community Action:** Formulation and implementation of the graduation rule may lead to increased pressures from special interest groups who could slow the Rule's adoption or improve the Rule's content. Powers of the press and litigation would also impact achieving this objective.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.1 - Learner Improvement

### OBJECTIVE, MEASURE

Objective 3: To increase community and parent engagement in the student learning process at the state and local levels.

**Measure (3):** Numbers of parents and business/industries engaging in the student learning process at the state and specific local levels.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of parents	1,474	1,613	4,286	6,000	6,000	6,000
# of businesses/ industries	3	6	101	101	101	101

### DEFINITION, RATIONALE, DATA SOURCE:

From a state perspective, one role of the Department is to include community and parent involvement in providing input into various state policy and procedures affecting the student learning process. Another role is to propose legislation and rules which provides increased opportunity for engagement at the state and local levels. Research indicates that increased parent/guardian/mentor engagement in the student learning process results in increased student achievement.

The program collects the names of community members and parents who serve on various task forces, committees and input teams so that accurate data exist in describing engagement. Analysis of legislation and State Board Rules provides data on state policy efforts. Finally, a MEEP (Minnesota Educational Effectiveness Program) evaluation study which is mandated in legislation provides an indication of parent/community involvement in the 800 local MEEP sites. Similarly, the local district Planning, Evaluating, and Reporting (PER) plans submitted to the Department each year for review demand parent and community engagement at the local level. These data are available from the Office of Graduation Standards and the Office of Educational Effectiveness.

### DISCUSSION OF PAST PERFORMANCE:

For some time, the Learner Improvement operations have sought to involve as many stakeholders as possible. This philosophy allows greater access to the educational system and, more specifically, the student learning process. Many Minnesota citizens have provided valuable input and guidance. However, given the magnitude and complexities of the tasks at hand, the Department must involve as many people as manageable. Involvement requires calling on the citizens who always come forward to assist, while inviting and reaching out to the disenfranchised segments of the citizenry.

### PLAN TO ACHIEVE TARGETS:

- Merge databases so that a single compilation of parent and community engagement is readily available.
- Strive to provide meaningful engagement for parents and communities.
- Propose legislation/rule/policy which continues to formalize the engagement of parents and communities.
- Analyze evidence of inclusiveness, which represents our diverse population.



Strive to provide meaningful engagement for parents and communities by:

- Articulating MDE operational procedures which expect meaningful engagement of representative members of parents and communities in the MDE's development of policy and programs.
- Conducting an evaluation of the type and degree of parent/community participation in the Minnesota Educational Effectiveness Program districts as well as involvements in the MDE activities.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**State Actions:** Budget reductions or scarce financial resources may limit the degree of parent and community engagement in the student learning process at the state level. These resources allow the MDE to support community and parent involvement by convening meetings, paying travel expenses and per diem (where appropriate), and providing refreshments and sometimes day care services.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.1 - Learner Improvement

**OBJECTIVE, MEASURE**

Objective 4: To increase the percentage of 12th grade students who meet basic requirements to 100 percent, and the percentage who meet state-established high standards to 60 percent, by the year 2004.

**Measure (4):** Percentages of individual 12th grade students who have accomplished specific basic requirements and who have met high standards.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of 12th grade students who:						
Met basic requirements						
in:						
- reading	NA	NA	NA	*	*	*
- mathematics	NA	NA	NA	*	*	*
- writing	NA	NA	NA	*	*	*
- science	NA	NA	NA	*	*	*
- government	NA	NA	NA	*	*	*
- geography	NA	NA	NA	*	*	*
- health	NA	NA	NA	*	*	*
Achieved all Profile elements at standard level	NA	NA	NA	*	*	*
75-99%	NA	NA	NA	*	*	*
50-74%	NA	NA	NA	*	*	*
25-49%	NA	NA	NA	*	*	*
Fewer than 25% (includes exemptions for special needs students)	NA	NA	NA	*	*	*

\*Note: Preliminary data will not be available until pilot site results are published in 1995. Further, since this new system is not comparable to any current data which accurately describe student learning, the quantities are unknown at this time. What can be predicted is that by 2000-01 all (100 percent) of the high school graduates will have met the basic requirements.

**DEFINITION, RATIONALE, DATA SOURCE:**

These data will be collected and reported in a mandated progress report to the Legislature each January. Minnesota Statute: 121.11, subdivision 7c mandates the initiation of a results-oriented system. As results are phased in beginning in 1996, only pilot site information will be available in 1995. The rule will require the collection of information to determine how many students in the state are able to meet graduation standards. The purpose is to provide data to policymakers and school districts on the status of achievement of basic requirements and high level standards. These data will be available from the Office of Graduation Standards and Assessment.

**DISCUSSION OF PAST PERFORMANCE:**

The assessment program is in transition. In the past, it has been designed to report information about the comparative effectiveness of programs in local districts. Because the current program was not intended to provide data about the progress of learners, information from the program is not available for this purpose.

**PLAN TO ACHIEVE TARGETS:**

The new assessment program will report the percentages of individual students who have accomplished specified basic requirements and who have met high standards. Therefore, baseline data will be established as the program emerges over the next four years.

**OTHER FACTORS AFFECTING PERFORMANCE:**

**National Trend Toward Standards Requiring Performance.** Assessing only factual knowledge has been determined to be inadequate. Performance assessments require students to apply their knowledge to simulated or real experiences.

**Federal Legislation Requiring Standards.** Recently passed federal legislation requires that states set standards and assess students according to those standards. The state program must be approved by the federal government to receive entitlement monies.

**Need for Different Types of Training for the Workplace.** Business groups have stressed the need for schools to go beyond assessing factual knowledge. They value the ability of future workers to apply knowledge and engage in higher level thinking.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 2,327	\$ 125,222
From State Funds	\$ 375	\$ 34,572
From Federal Funds	\$ 1,952	\$ 90,650
From Local Levy Funds	\$ 0	\$ *

\*Levy for Limited English Proficiency and Secondary Vocational-Disabilities is included in the Special Education Activity.

**Number of FTE Staff:** 30.0

**ACTIVITY GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

**DESCRIPTION OF SERVICES:**

The Office of State and Federal Programs (OSFP) guides and directs school districts and serves their priority needs as they develop and operate the integrated state and federally funded programs: Chapter 1, Migrant Education, Bilingual Education, Limited English Proficiency, Vocational Education, Assurance of Mastery, and Chapter 2, Eisenhower Math

and Science, Homeless, and other grant programs. Specifically, this activity:

- Provides guidance and direction to school districts in policy development and implementation of state and federal programs.
- Disburses resources to districts that will improve educational services for all learners.
- Implements continuous quality improvement systems relying on accurate data and updated information collection and data analysis.
- Prepares state plans, grants, and/or applications for the acquisition of resources to carry out program and agency policies and priorities.
- Provides technical assistance, training, and consultations to assist customers in delivering quality educational services to targeted populations.
- Provides active support for the needs of target populations through publications, parent involvement, representation on advisory committees, and intra- and inter-state activities.

Key programs organized under this activity provide the following:

**Chapter 1** - Assist educationally disadvantaged students, both public and private, in basic and higher-order thinking skills, achieve grade level proficiency and succeed in the regular education program of the district. The target population is preK through 12 who are below grade level, in greatest need of service, and who live in areas of high concentration of poverty.

**Even Start** - Provide assistance to districts and other eligible entities (e.g. community based organizations) to improve the education of the nation's children and adults by integrating early childhood education and adult education for parents into a unified family literacy program. The target population is children aged 0-7, living in a Chapter 1 attendance area, with at least one parent who is in need of adult basic education.

**Chapter 2/Block Grant** - Support educational program improvement in six targeted areas: students at risk of failure, acquisition and use of instructional materials, school improvement including Effective Schools, professional development, gifted and talented, and enhancing personal excellence of students.

**Dwight D. Eisenhower Mathematics and Science Program** - Improve the skills of teachers and quality of instruction in mathematics and science. Fundable activities include: pre-service and in-service of teachers and other instructional personnel, recruitment or retraining of minority teachers, telecommunication technologies, integration of higher-order thinking skills into math and science curriculum, and grants for individual teachers to improve teaching ability or instructional materials.

**Assurance of Mastery** - Provide public schools with financial aid for district instruction to eligible students, grades K-8, who have not demonstrated mastery of learner outcomes in communication and/or mathematics.

**Secondary Vocational Education** - Provide vocational and technical education opportunities, occupational skill experience, and work readiness skills to students in public schools in Minnesota. The target population is students in grades 10-12.

**Secondary Vocational Education for Students with Disabilities** - The purpose is to provide vocational and technical opportunities to students in public schools in Minnesota. The target population is students with IEPs in grades 10-12.

**Carl D. Perkins** - Improve vocational education programs by developing more fully the academic and occupational skill competencies needed to work in a technologically advanced society with the full participation of individuals who are members of special populations. These special populations are: students with disabilities, poor students, economically disadvantaged students, educationally disadvantaged students, individuals of limited English proficiency, single parents, foster children, individuals who participate in programs designed to eliminate sex bias, and individuals in correctional institutions.

**Carl D. Perkins: Sex Equity Programs** - Assist women to become economically self-sufficient by recruiting, enrolling and retaining them in vocational education classes and placing them in another vocational education course or in a job. The target population is young women in secondary schools.

**Carl D. Perkins: Consumer and Homemaking Education** - Assist in conducting consumer and homemaking education programs. The target population is middle school, junior high school and senior high school consumer and homemaking education programs.

**Carl D. Perkins: Single Parent, Displaced Homemakers, and Single Pregnant Women** - Assist this population of women to become economically self-sufficient by recruiting, enrolling and retaining them in vocational education classes and placing them in another vocational education course or in a job. The target population is secondary students who are single parents, displaced homemakers and/or single pregnant women.

**Migrant Education** - Provide educational and support services to the children of migratory agricultural workers. The target population is preschool children, and those persons up through age 21 who are entitled to a free public education through grade 12.

**Limited English Proficiency Programs** - Provide financial aid to school districts for staff to serve the language needs of limited English proficient students. The target population is students in grades K-12 who are declared by a parent or guardian as having first learned a language other than English, comes from a home where the language usually spoken is other than English, or usually speaks a language other than English and scores significantly below the average district score for pupils of the same age on a nationally normed English reading or English language arts achievement test.

**Nutrition Education and Training (NET) Program** - Encourage effective dissemination of information to children participating or eligible to participate in the school lunch and related child nutrition programs. The target population is preschool through 12th grade students, food service staff, and educators.

**Title VII Bilingual Education** - Provide financial assistance to states and school districts to improve services to students of limited English proficiency. The target population is students of limited English proficiency, preschool through grade 12, as well as their parents.

Applicable federal and state laws, rules, and policies:

- Secondary Vocational (State) - M.S. 124.573, M.S. 124.574, MSBR 3505
- Secondary Vocational (Federal) Carl Perkins Basic - P.L. 101-392, Title II, Part C, Sec. 231
- Secondary Vocational (Federal) Sex Equity - P.L. 101-392, Title II, Part B, Sec. 222
- Secondary Vocational (Federal) Single Teen Parent - P.L. 101-392, Title II, Part B, Sec. 221
- Secondary Vocational (Federal) Consumer & Homemaking - P.L. 101-392, Part B, Sec. 311
- Chapter I (Federal) - P.L. 100-297, Chapter I, Elementary and Secondary Education Act
- Chapter I Even Start (Federal) - P.L. 100-297, Chapter I, Part B
- Title II (Federal) - P.L. 100-297, Title II, Elementary and Secondary Education Act
- Migrant Education (Federal) - P.L. 100-297, Chapter I Elementary and Secondary Education Act
- Limited English Proficiency (Federal) - Title VII, Elementary and Secondary Education Act
- Title IV (Federal) - Civil Rights Act, National Origin Desegregation
- Assurance of Mastery (State) - M.S. 124.311
- Nutrition Education and Training (Federal) P.L. 95-166, 7 CFR, Part 227
- Framework for systemic education reform - Goals 2000: Educate America Act

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Number of applications reviewed and approved		
	Chapter I Basic	392	392
	Eisenhower Math and Science	123	141
	Chapter II Block Grant	406	395
	Carl D. Perkins	39	50
	LEP	155	155
	Assurance of Mastery	NA	392
A	Number of Discretionary Grants Approved		
	Even Start	5	5
	Homeless	6	6
	Math & Science	16	16
	Migrant Education	33	33
	NET	9	9
	Robert C. Byrd Honors Scholarship Program	117	235
A	Reports required for data collection	4	4
A	Number of workshops - in-service training conducted	94	94
A	Average number of applications reviewed and monitored per staff member	150	150
W	Average number of phone calls for assistance per staff member per day	10	10
A	Number of students receiving services		
	Block Grant	370,000	370,000
	Chapter I	64,000	64,000
	Eisenhower (Math)	15,350	15,350
	Secondary Vocational	21,568	21,210
	Carl D. Perkins	6,500	6,500
	AOM	NA	NA
	LEP	14,650	15,440
A	Number of districts implementing Goals 2000/graduation rule Program requirements	NA	NA

**ACTIVITY DRIVERS:**

- **Changes in Federal Laws and Regulations.** Goals 2000 is a new federal initiative which is still evolving. While the Educate America Act has codified eight goals and objectives, regulations and practices are still evolving from the U.S. Department of Education. The Goals 2000 Act will integrate activities of federal legislation: Elementary and Secondary Education Act, Carl D. Perkins Vocational and Approved Technology Act, and the School to Work Opportunities Act.

- **Reauthorization of Federal Programs.** The reauthorization of the Elementary and Secondary Education Act and Carl D. Perkins Act will impact the structure and future strategies of these programs and how the funds may be used.
- **Changes in State Laws, Rules, and Policies.** Legislation repealing State Board of Education rules requires development of program guidelines. Guidelines will be aligned with Goals 2000, Education and Employment Transitions and the graduation rule.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

### OBJECTIVE, MEASURE

Objective 1: To increase the number of target population students receiving instructional and supplemental services from programs designed to meet their special needs.

Measure (1): The number of students who receive instructional service.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Chapter 1	77,663	81,930	87,665	93,801	100,367	107,393
LEP	14,634	15,671	16,100	16,600	17,100	17,600
Migrant	3,823	3,657	3,800	3,914	4,028	4,445
Vocational education*	16,889	16,416	16,900	17,407	17,914	18,421
Vocational handicapped	4,151	3,741	4,396	4,896	5,396	5,896
Carl Perkins						
Basic	NA	21,599	22,000	22,500	23,000	23,500
Sex equity	NA	1,534	1,734	1,934	2,134	2,334
Single parent	NA	1,015	1,215	1,415	1,615	1,815
Consumer homemaking	NA	30,000	32,000	32,000	33,500	34,000

\*Numbers represent Average Daily Membership (ADM)

### DEFINITION, RATIONALE, DATA SOURCE:

These programs provide instructional services to target populations which have unique needs due to poverty, high mobility, homeless status, speaking a language other than English, and teenage pregnancies. Each program has specific eligibility criteria. While we are not sure of the total number of eligible students who could benefit from these programs, we know that eligible students exist who do not receive these supplemental and support services. Increasing the number of students served increases the likelihood of successful achievement. The initial data sources are program applications and reports submitted to the OSFP.

### PAST PERFORMANCE:

Statistics indicate that the target populations served by these programs have grown and have greater academic, economic, and social needs. Efforts thus far have been to provide information to district personnel on the availability of funds for services to these target populations. As the education system moves toward co-location of services and coordination of

programs, we need to begin working with community and other support providers.

**PLAN TO ACHIEVE TARGETS:**

The following specific initiatives of the OSFP are examples to realize the objective:

- Expand the dissemination of information to community agencies and other service providers.
- Work with MEEP II regional facilitators to assist districts in identifying eligible students not being served.
- Simplify the application process by combining as many program applications as possible.
- Assist districts in identifying and reporting the number of eligible students and students served.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Factors which affect the participation of all eligible students are:

- Sufficient funds
- Voluntary participation of districts. Districts are penalized for not serving students.
- Lack of appropriate resources and facilities.
- Insensitivity toward the special needs of these target populations.
- Sufficient staff and realistic timelines to enable MDE staff to make the changes necessary.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

## OBJECTIVE, MEASURE

Objective 2: To continuously improve the quality of programs and services offered to target populations.

Measure (2): Number of schools implementing programs compared to those implementing successful programs; number of Limited English Proficiency (LEP) students who have exited English as a Second Language (ESL) or bilingual program.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Chapter 1*	1,010/960	1,007/957	1,000/940	1,000/920	1,000/850	1,000/800
LEP	674	680	690	700	710	720

\*Due to the number of consolidating districts and the reauthorization of Chapter 1, which may eliminate schools with low numbers of eligible students, it is difficult to project the number of schools eligible to receive funds.

## DEFINITION, RATIONALE, DATA SOURCE:

Chapter 1 is the only program that requires student performance to be measured and reported. With the passage of Goals 2000, the reauthorization of the Elementary and Secondary Education Act (ESEA) and the implementation of the graduation rule, all programs in the OSFP will be required to be accountable for the achievement of students. While we have data that indicate the number of LEP students who exit ESL and Bilingual programs, we are not required to collect performance data and, therefore, do not know how successful these students are when they are totally mainstreamed.

Student performance data are a primary indicator of program quality. Because data showing district, school, and student progress toward the implementation and achievement of content and performance standards will be required under Goals 2000, ESEA and the graduation rule, program criteria will be used to facilitate the identification of successful program elements. Efforts toward this accountability will begin in school year 1994-95. The data source will be reports submitted to the OSFP and monitoring visits (see objective 5).

## PAST PERFORMANCE

Chapter 1 requires that student performance be measured, and the Carl Perkins Act requires program standards which are currently being developed. Criteria used by the Chapter 1 programs are minimal in terms of expectations of student performance. Even given those low measures, approximately 50 schools are identified for program improvement each year. These schools have been given technical assistance and additional funds to improve their programs. As indicated in the section above, federal as well as state initiatives will require programs administered by the OSFP to be held accountable for the achievement of students. Content and performance and assessment measures developed through the graduation rule will be used to fulfill future requirements for accountability.

## PLAN TO ACHIEVE TARGET:

Activities to realize objective 2:

- Coordinate assistance with the MEEP II facilitators.
- Identify educators at the state, local, and regional levels for school support teams.
- Establish school support teams for each school identified for school improvement.
- Provide additional funds to schools to assist them in assessing their system.

- Develop, in coordination with MEEP II, a needs assessment process to identify program and staff needs.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Factors which affect the continuous improvement of the quality of programs and service offered to target populations are:

- Inadequate funds to provide comprehensive services for all students.
- Insensitivity from district personnel toward the special needs of these target populations.
- Inadequately trained teachers who can work with diverse populations and needs.
- The ability of the district personnel to implement the content and performance standards required under both federal and state reform initiatives.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

### OBJECTIVE, MEASURE

Objective 3: To provide technical assistance, training, and consultation to assist customers in delivering quality educational services to targeted populations.

Measure (3): Number of training events and opportunities offered to administrators, teachers, and para-professionals.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Chapter 1	23	23	25	30	40	45
Even Start	1	5	5	5	6	6
Eisenhower math/science	NA	16	16	30	40	40
Block grant	NA	16	16	30	40	40
Homeless grants	NA	6	6	6	6	6
Nutrition education	NA	9	10	10	12	14
Migrant	5	6	8	10	12	14
LEP	18	18	18	20	20	20
Carl Perkins Basic	NA	2	2	4	6	8
Sex equity	NA	5	5	6	6	6
Single parent	NA	5	5	6	6	6
Consumer homemaking	NA	21	21	21	22	24
% of training matching expressed needs	40%	45%	50%	55%	60%	65%

### DEFINITION, RATIONALE, DATA SOURCE:

The data used were gathered through surveys and evaluations from various district personnel involved with the education of the students these programs serve. Training was provided through statewide conferences, regional training, and to individual districts. Minnesota, like the rest of the country, is experiencing an increase in the populations served by these programs. These populations represent diverse cultural and language backgrounds; come from low income families; are homeless or have high mobility rates; and have academic, social and health needs. Teachers were not

trained to work with such diversity in their classrooms. Training opportunities will be focused in the following areas identified by teachers, administrators, and para-professionals:

- Knowledge of rules and regulations for programs under ESEA
- Completing applications, grants, evaluation reports
- Collaborating between the classroom teacher and supplemental teachers
- Skills in effective teaching practices
- Understanding the needs of target populations
- Coordinating federal programs
- Using technology in instruction
- Integrating vocational skills into curriculum
- Designing effective coordinated program models

#### **PAST PERFORMANCE:**

Training topics in the past have been determined by surveys and evaluations collected by individual programs. Evaluations indicate that training efforts have been very successful in providing quality presenters; however, the degree of effectiveness and usefulness in the classroom has not been measured.

Beginning with FY 1995, training efforts will begin to focus on the implementation of programs reauthorized under ESEA. Major emphasis will be placed on staff development because Congress feels that staff development is the key to reform. Funds formerly distributed under the Eisenhower Math and Science and Block Grant programs will now be targeted toward staff development efforts. Training designed and conducted by the OSFP will be coordinated with MEEP II efforts and other MDE training. All training will facilitate the implementation of Goals 2000 and the graduation rule.

#### **PLAN TO ACHIEVE TARGETS:**

The following specific activities will be initiated by the OSFP in order to accomplish the objective:

- Coordinate training efforts with MEEP II and the Office of Teaching and Learning.
- Coordinate all training activities for Chapter 1, Eisenhower, Assurance of Mastery, and Block Grant.
- Coordinate training efforts with regional service providers such as Technical Assistance Centers and Program Coordination Centers.
- Develop and disseminate new guidelines for all reauthorized programs or programs whose rules have been repealed.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Short timelines combined with massive program and administrative changes called for under Goals 2000 and ESEA may affect the amount of training and activities that can be carried out. In addition to the timelines, some programs have financial constraints which may impact the accomplishment of this objective.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

**OBJECTIVE, MEASURE**

Objective 4: To increase the level and improve the quality of parent involvement in the education of their children.

**Measure (4):** Number of parents of target populations attending state or regional parent conferences; number of districts with parent involvement activities; number of parents participating in summer migrant program activities.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
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Number of parents attending training:

Chapter 1	NA	350	425	500	575	650
LEP	180	260	391	450	500	550

Number of districts with parent activities:

Parent/teacher conference	NA	108	130	150	180	210
Parent organizations	NA	23	30	40	50	60
Home support	NA	81	90	100	110	120
Volunteer in school	NA	23	30	40	50	60

Number of migrant parents/summer activities:

Attended PAC meetings	1,059	1,225	1,305	1,390	1,476	1,562
Classroom visits	436	737	857	974	1,088	1,205
Attended school events	1,463	1,810	1,557	1,600	1,650	1,700
Employed by program	42	108	81	108	115	120

**DEFINITION, RATIONALE, DATA SOURCE:**

Parents are children's first teachers. Parents of the target populations served by these programs typically do not become involved in the education of their children. Yet, these students are at greatest risk of dropping out. To support the importance of parent involvement, Congress included a goal on parent involvement in the Goals 2000 reform program.

The first step in involving parents is to provide them with information and training. Therefore, we first will focus on

increasing the number of parents who attend training opportunities sponsored by the OSFP and activities offered at the district/school level. At this point, we are not measuring the effectiveness of the training opportunities offered. While we know that 95 percent of the parents who have attended statewide conferences have indicated a high level of satisfaction with the information and training provided, we do not know if either the training or the information was used.

#### **PAST PERFORMANCE:**

Parent involvement is required in Chapter 1 and migrant education programs. The migrant program has always had a staff member responsible for the state parent advisory committee and for the coordination of summer activities. Because the goal of the migrant program is to serve students through summer school programs, dealing with the linguistic and cultural differences have been manageable. In 1992, Chapter 1 hired a person to assist districts in developing parent involvement components in their programs. Beginning with FY 1996, each district must devote 1 percent of its entitlement to parent involvement and must develop a parent involvement compact.

Activities for parents of LEP students are difficult to organize and implement due to the wide range of informational needs, varying linguistic and cultural backgrounds, transportation limitations, and family constraints. Schools usually need to find and employ interpreters, which can be a financial burden, especially for small districts or those that serve many different language backgrounds. For these reasons, districts have not always done enough to involve parents in the education system.

#### **PLAN TO ACHIEVE TARGET:**

To accomplish objective 4, training efforts will be coordinated with MEEP II, other parent involvement efforts in MDE and regional technical assistance centers. With input from parents, Chapter 1 will continue to conduct an annual parent conference. The LEP program will concentrate parent involvement activities in districts that have large numbers of LEP students. Migrant education will continue to reach parents by meeting with them in Texas to plan the summer program and parent activities (87 percent of migrant families come from Texas).

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

- The ability of districts to implement activities and hire staff that will reach out to parents of target populations.
- The willingness of district administrators and teachers to utilize their 1 percent parent involvement set aside for activities that go beyond traditional parent involvement activities.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.2 - State and Federal Programs (targeted populations)

## OBJECTIVE, MEASURE

Objective 5: To assess effectiveness of instructional programs and supplemental services.

Measure (5): A combination of outcomes and output measures that address the progress of students, achievement of the students, transition to other education programs, and transition to the work place. The measures will align with Goals 2000 and the graduation standards.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
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Data to measure effectiveness of instructional programs and supplemental services are not available other than what was reported in objective 2.

## DEFINITION, RATIONALE, DATA SOURCE:

The measurement of the attainment of this objective will require the acquisition of data not currently available to the OSFP. We will establish standards and measures of performance, define data elements, and obtain baseline data for levels of effectiveness. A system is needed to compile existing data, integrate them with the new data and analyze them for use in local and state decision making.

## PAST PERFORMANCE:

In the past most measurements were conducted at the local level. Data were reported to MDE on student participation in programs but did not address program/service effectiveness. We need a system that collects identified elements to assess state and local effectiveness of programs and services.

## PLAN TO ACHIEVE TARGET:

During FY 1995:

- Assess current information needs.
- Define program standards and measures.
- Work with school districts to determine needed information.
- Identify required data elements.
- Work with MDE Data Management to develop a way to collect the required data.

During FY 1996 and FY 1997:

- Align program standards and measures with Goals 2000 and the graduation standards.
- Conduct workshops to assist districts in implementing the new data collection system.
- Develop baseline data.
- Assess effectiveness of instructional programs and supplemental services.

## OTHER FACTORS AFFECTING PERFORMANCE:

- Possible deficiency of local and state resources (funds and personnel) for collection, training and analysis.
- Legislative initiatives that take precedence over this objective.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 2,553	\$ 338,736
From State Funds	\$ 321	\$ 198,101
From Federal Funds	\$ 2,232	\$ 41,760
From Local Levy Funds	\$ 0	\$ 98,875
<b>Number of FTE Staff:</b>	28.0	

**ACTIVITY GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both of the basic requirements and the profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All Minnesota education personnel will acquire and use the knowledge and skills to prepare all learners to achieve appropriate learning goals.
- All Minnesota schools will establish partnerships with parents and communities which result in the collaborative promotion of the social, emotional, and academic growth of children.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

**DESCRIPTION OF SERVICES:**

The purpose of the Office of Special Education (OSE) is to:

- Provide advocacy and leadership to assure appropriate learning for each student who has unique learning needs;
- Focus technical assistance, resource allocation, and monitoring of schools in their efforts to design and implement a full array of programs and services for students with disabilities as defined in M. S. 120.03;

- Collaborate with all stakeholders to create an inclusive education system in Minnesota schools; and
- Actively research, design, support, and implement promising practices to improve the effectiveness of education for students whose needs are not being met by the current system.

Special education exists to assure the availability of specially designed instruction and related services for students (ages birth through 21) with disabilities. Special Education instruction and services are state and federally funded and are governed by state laws M.S. 120.03; 120.17 and 124.32, State Board of Education Rules Chapter 3525 and the Federal Individuals with Disabilities Education Act (IDEA) P.L. 101-476 laws and rules, affording students with disabilities and their families the following rights:

**Students with Disabilities have the Right to:**

- A free appropriate public education (FAPE).
- An Individual Education Plan (IEP) that is reviewed at least annually.
- An education provided in the least restrictive environment (LRE).

**Parents of Children with Disabilities have the Right to:**

- Be a member of a multi-disciplinary team of persons to assess the needs of their child.
- Provide informed consent on all matters relating to the assessment and education of their children with disabilities.

The existence of those student and parent rights gives impetus to much of OSE's work. In this regard the OSE:

- Assists the legislature and the SBE to establish policies, standards, and funding formulas required by the federal government and that are effective and efficient for Minnesota;
- Assists the Office of Monitoring and Compliance to monitor district compliance with state and federal requirements;
- Prepares and submits plans and reports to the U. S. Office of Special Education Programs (OSEP) to demonstrate Minnesota's compliance with federal law and to maintain Minnesota's eligibility for federal funding;
- Provides technical assistance and professional development opportunities for district staff on issues of compliance and funding;
- Works with parent and advocate organizations to provide open communications and information flow; and
- Hosts a federally mandated advisory panel of parents, advocates, consumers, administrators, and teachers to obtain recommendations related to the Minnesota state plan, the use of federal discretionary funds, and the adoption of state rules.

Special education is funded by a combination of about 50 percent local, 42 percent state, and 8 percent federal funds. Over the last decade the trend has been to place increasing reliance on local resources to fund special education instruction and services. The responsibility to disburse the state and federal funds under very specific conditions gives rise to a second major area of work. In this regard, the OSE:

- Reviews and approves district program applications as a prerequisite to approving payment of state and federal aids;
- Disburses state and federal special education aids;
- Monitors district expenditures to assure compliance with state and federal funding requirements; and
- Provides data reports and summaries to policymakers, program administrators, advisory groups, and other interested persons and groups.

Special education provides both traditional and nontraditional instructional services and a wide range of related services necessary for the students to benefit from the specially designed instruction. Specially designed instruction includes options for instruction and support delivered in options ranging from full-time placement in general education classes to instruction and support delivered in residential settings. Fifty-four percent of all students with disabilities spend more than one-half of the school day in general education classes. The related services provided for students with disabilities include services such as: social work; psychological and counseling services; medical referrals; occupational and physical therapy; and special transportation. A third major area of activity comes from the range of options open to school districts for meeting the needs of students with disabilities. In this regard the OSE:

- Assists the legislature and the SBE to adopt policies and standards for general education that address the needs of students with disabilities so that a single, blended system of education can evolve to meet the needs of all students;
- Encourages and assists school districts to develop and maintain evaluation procedures that provide effectiveness data for decision making relating to continuous improvement;
- Provides professional development opportunities in promising educational practices;
- Provides technical assistance to districts considering changes in the design of their special education program;
- Facilitates regional support systems and procedures to assist schools in addressing the needs of students with low-incidence disabilities (autism, deaf-blindness, hearing, physical and other health impairments, traumatic brain injury, and vision);
- Provides a comprehensive system of personnel development (CSPD) for school staff to increase their capacity to meet the needs of students with disabilities;
- Studies and evaluates various aspects of special education to gather data necessary for decisions relating to continuous improvement.
- Applies for federal funding for projects to meet specific needs identified by and for service providers; and
- Works collaboratively with other state agencies to reduce state level barriers to local collaboration in the delivery of instruction and services for students with disabilities and their families.

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
A	Hours of meetings with stakeholders prior to input on OSE recommendation to the Legislature and the State Board of Education relating to laws, rules, policies, and funding formulae.	140	295
W	Hours assisting the Office of Monitoring and Compliance to monitor school district compliance with state and federal requirements.	1,440	1,440
W	Hours of technical assistance and professional development opportunities for district staff on issues of compliance and funding. This measure includes specifically designed workshops and seminars and responding to mail and telephone inquiries.	4,500	4,500
W	Hours of technical assistance, training, and communications with parents and parent organizations. This measure includes training sessions provided by others under contract from OSE.	700	900
W	Hours of meetings with stakeholders and mandated advisory groups to gain input and recommendations on issues in special education.	450	525
W	Hours to approve district program policy applications.	624	310
W	Hours to maintain electronic system, edit, monitor, and approve payments for state and federal aids.	5,200	5,200
W	Hours to prepare plans and reports for the federal government.	400	240
A	Number of different federal grants and programs currently managed by the OSE for special education.	12	12
A	Number of district applications reviewed and approved.	104	104
A	Number of data reports requested and provided.	80	80
A	Number of regional grants awarded.	30	30

**ACTIVITY DRIVERS:**

In addition to the general description of drivers contained in the DESCRIPTION OF SERVICES above, the following issues and factors drive special education and the operations and decisions of the Office of Special Education.

- **Federal Laws, Rules, and Policies and Court Decisions.** Public Law 101-476 (IDEA) provides the foundation for all federal mandates related to special education instruction and services for students with disabilities. The original law (94-142) adopted in 1975 has been evolving based on litigation resulting from the law and on almost annual changes in the rules issued by the U. S. Department of Education. The entire law is scheduled for reauthorization during the 1994-95 session of Congress and it is expected that significant changes will be forthcoming. The changes

are expected to address how the services are to be delivered in concert with the state's efforts to implement activities to achieve the National Education Goals in Goals 2000: Educate America Act. Few changes are expected in the student and parental rights sections of the law.

- **Funding Levels, Formulae, and Flexibility.** Federal authorization for funding of special education has been promised at 40 percent of excess cost level since 1975. In reality, appropriations are currently at about 8 percent and we do not expect this to increase dramatically. Since federal laws drive the mandates and Congress never appropriated the resources to fund at the level originally envisioned when the law is reauthorized in 1995, we expect either the mandates will be reduced or the funding will be increased. At the moment this appears to be only speculation, but if that scenario emerges there could be significant changes.

The state legislature created a Coalition for Education Reform and Accountability (CERA). The first task of the coalition is to devise a new funding scheme for Minnesota public education. CERA's recommendations and the extent to which the Minnesota Legislature transforms the recommendations into law may dictate major immediate reform. Since funding is the primary force behind program decisions, the results of CERA deliberations may have a dramatic effect on special education in the future.

A third driving force related to funding is the general education community's perception of an imbalance in the amount of resources provided for students with disabilities compared with the amount provided for students who are experiencing difficulties in school but who are not eligible for special education. Congress and the Minnesota Legislature hear one consistent message: if you are going to mandate that schools do something, Congress or the state must provide the resources. Special education is a mandate and is funded. The current concern is expressed as, "all of the money that you (the state and federal laws) are putting into special education is taking money from the general education program."

- **Program Policy.** The Minnesota Legislature and the SBE have determined that the public education system in Minnesota must be transformed into a results-oriented, learner centered system that has expectations for high achievement by all students. Contemporary research seems to indicate that most students with disabilities who receive their specially designed instruction and service in conjunction with placement in a regular education class achieve at higher levels than those who are completely removed to a special education setting. The combination of those two factors occurring at the same time is causing significant consternation among parents, special educators, and general educators.

Parents generally accept the idea that their children with disabilities will be educated with their non-disabled peers but they are concerned that schools will ignore the current rights portions of the laws and not provide for the needs of their children with disabilities due to high costs.

Special education teachers have essentially been taught to teach students with disabilities in pull-out isolated programs. Some fear they will lose their jobs in an inclusive system, some disagree that the needs of students with disabilities can be met in general education classrooms, and many agree with the movement but fear they do not have the requisite skills to make the program effective.

General education teachers have been taught that if they have a student they are unable to reach, they are to refer the student for assessment and placement, usually in special education. At this time class sizes are growing and there is a trend toward increased referrals to special education. Some general education teachers believe they do not have the skills to address the needs of students with disabilities, some believe that even if they have the skills it is not possible to meet their needs in a classroom of more than 30 students, and others disagree with the movement toward inclusion.

General administrators basically appear to like the concept of inclusion because it provides them with the flexibility to serve more students with funds earmarked for special education, using current staffing patterns and without going through due process.

In summary, the change in directions is driving a need for massive staff development, public involvement, and a slower transition.

- **Students with Different and Greater Disabilities.** Medical science has made dramatic advances. Children who used to die at birth or during infancy are now surviving well into their school years and beyond. Many such children are medically fragile and require expensive special education services. Students who are born with fetal alcohol syndrome or who were born drug addicted are demonstrating significant needs for specially designed instruction. New disabilities such as Attention Deficit Disorder (ADD) are being identified and many students with these disabilities require special education. These changes and others are forcing schools to address learning problems never before faced. Many of the solutions require interagency approaches.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

### OBJECTIVE, MEASURE

Objective 1: To assure that all learning environments for students with disabilities afford these learners and their families efficient access to programs and services from state agencies and their local counterparts.

**Measure (1):** Number of districts that jointly employ staff with other agencies and the number of total agreements for joint employment; number of districts that co-locate services with other agencies and the number of agreements for co-location; and number of students served in the two types of agreements.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Current Interagency Services						
Joint employment districts/agreements	NA	NA	58/115 <sup>a</sup>	80/130	100/140	120/150
Co-location districts/agreements	NA	NA	* <sup>b</sup>	*	*	*
# of students	NA	NA	*	*	*	*

<sup>a</sup>58 represents the number of districts and 115 totals the number of staff jointly employed.

<sup>b</sup>Measures and measurement procedures are currently under review by OSE in consultation with other state and local agencies.

### DEFINITION, RATIONALE, DATA SOURCE:

Joint employment of staff is defined as the concurrent employment by two or more agencies, all paying a proportionate share. The co-location of services is defined as housing services from two or more agencies in the same physical location. Number of students is defined as the number of school age students served jointly by more than one agency. The services are predominantly for the delivery of mental health services but do include other medical and correctional services to meet the needs of students with disabilities.

The joint employment data are available from district applications received in the OSE for payment of state and federal aids. At this point, they are inseparable in terms of the disability served. The additional data to clarify and correct any errors in these data will be collected from school districts for the 1994-95 school year. The OSE will also begin collecting data for the 1994-95 school year regarding the number of agreements for the delivery of co-located services and the number of students served through two types of services.

### DISCUSSION OF PAST PERFORMANCE:

Formal agreements exist between the MDE (Office of Special Education) and the Departments of Corrections, Human Services, Health, and Economic Security. Each of these agreements has evolved over a period of years, normally to meet very narrow goals and in very narrowly prescribed areas of services. The most comprehensive of these are the just enacted Part H program for infants and toddlers with disabilities and their families and the first year interagency program to provide an Integrated Fund for Children's Mental Health. None of the agreements addresses the issue of co-location of services.



**PLAN TO ACHIEVE TARGETS:**

An MDE-wide policy and process for all interagency collaboration will be adopted and implemented.

An MDE-wide work group will be established to coordinate MDE efforts to work with other agencies on the Integrated Children's Mental Health Fund Collaboratives.

The Interagency agreement between the Office of Special Education and the Department of Corrections will be renegotiated.

The OSE will systematically collect data from county and state non-profit and private facilities on the status of correctional facilities, including the availability of education, related services, and mental health treatment.

The following are examples of interagency initiatives that will be implemented by the OSE during FY 1995:

- A study of expenditures by each agency serving students with emotional/behavioral disorders.
- Programs to provide interagency technical assistance and training for staff working with students with emotional/behavioral disorders.
- Project Invest, a continuing program to train staff from several agencies to jointly address the transition needs of students with disabilities.
- A joint program with the Department of Administration to provide mediation services to resolve conflicts between school districts and parents and between school districts and other agencies serving students with disabilities.
- Project RISC, a continuing project to provide technical assistance to districts and counties to jointly deliver services to students with disabilities in a more effective manner.

**OTHER FACTORS AFFECTING PERFORMANCE:**

State and federal laws and rules differ for each system with which public education must collaborate. The issues faced during collaborative activities include those discussed in the DEFINITION, RATIONALE, DATA SOURCE section above. Ultimate solutions include a variety of approaches such as changes in federal laws and rules. These are beyond the control of the agencies. State laws must be revised by the various policy committees in the Minnesota Legislature.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

### OBJECTIVE, MEASURE

Objective 2: To maintain the level and improve the quality of parent participation with schools in the education of their children with disabilities.

Measure (2): Number of students with Individual Education Plans (IEPs); and number of parents that access the various conflict resolution procedures (complaints, conciliation, mediation, due process hearings, and hearing appeals).

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of students (birth-21) with IEPs	82,631	85,930	90,551	92,000	93,000	94,000
# of complaints registered	36	73	100	100	100	100
Conciliation conferences	60	NA <sup>a</sup>	NA	NA	NA	NA
Mediations requested/held	NA	19/19	20/12	20/12	20/12	20/12
Formal due process hearings requested/held	17/1	18/3	29/5	29/5	29/5	29/5
Hearing appeals	0	2	5	5	5	5

<sup>a</sup>Although the conciliation process is still used by many districts, we stopped collecting that data with the onset of mediation services in FY 1993.

### DEFINITION, RATIONALE, DATA SOURCE:

Federal law requires that parents have the opportunity to participate in the development of their children's IEP. Accountability for districts fulfilling this requirement is monitored by the MDE but specific records of parent participation rates are not kept.

Federal law requires that the MDE develop and implement a complaint procedure that allows parents to register concerns and requires the Department to resolve the problem. Federal law also requires that parents and schools have the right to a formal due process hearing.

State law requires that school districts provide an opportunity to conciliate differences with parents. In addition, state law directs the Department to provide mediation services for parents and districts that want to try to resolve differences at a less formal level than through a due process hearing or court action.

All data are available from year-end reports of the Office of Monitoring and Compliance.

## Postsecondary Enrollment Status:

Enrolled full-time	*	*	12 %	*	*	18 %
Enrolled part-time	*	*	4 %	*	*	12 %
Not currently enrolled	*	*	77 %	*	*	70 %
Unknown	*	*	4 %	*	*	2 %

\*These data are collected every three years.

**DEFINITION, RATIONALE, DATA SOURCE:**

The graduation - dropout data used herein for students with disabilities are determined by calculating the proportion of students ages 14-21 who were in school at the end of each school year and who remained in school, or whose status was otherwise known at the end of that school year. Approximately 23,500 students 14-21 years of age have IEPs in Minnesota.

The measures for placement data are obtained from reports submitted annually to the federal government report.

The measures for the post school follow-up data were included in the report of a study completed during FY 1994. It is planned that this study will be repeated every three years so that the next data point will be FY 1997.

These data are sufficiently accurate to be used as a basis for determining the extent to which the objectives are realized. When data become available regarding students who graduate based on the pending graduation rule, the OSE will need to analyze those results in light of the kinds of data currently available.

**DISCUSSION OF PAST PERFORMANCE:**

Minnesota has a long history of providing excellent education opportunities for student with disabilities. While the graduation and retention data give positive testimony to the achievement of the goal to keep students in school as long as possible, the results of the postsecondary follow-up study point out several weaknesses. Minnesota's nation-leading transition program, enacted by the legislature about six years ago, is beginning to improve those results.

The history of special education in Minnesota is that most students with disabilities receive their education in separate settings from their non-disabled peers. Recent research completed by the OSE indicates that many students with disabilities achieve better learning results and develop better self-images when educated in the regular classroom with special supports than in separate settings.

**PLAN TO ACHIEVE TARGETS:**

The following specific initiatives of the OSE are examples of efforts to achieve the objective:

- Continuation of two major training efforts to assist schools to increase the number of students with disabilities who receive their special education and services in the regular classroom.
- Increased technical assistance will be provided to school districts to assist them in completing evaluation activities to gather data on the effectiveness of their programs.
- A study will be completed and decisions will be made to modify the current program for students with low incidence disabilities to increase the rates at which such students receive their special education in general education settings.
- A study of the efficacy of using portfolio assessments of the progress that students with disabilities are making toward achieving the graduation standards will be completed.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The following condition is not under the control of the MDE and the education system and it might mitigate against the attainment of the objective.

- Many students with disabilities can do well in regular classrooms. However, it is difficult to predict whether inclusion in regular classrooms will even be tried when those classrooms are overcrowded.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

## OBJECTIVE, MEASURE

Objective 4: To assure an inclusive education system that considers the needs of students with disabilities in all major educational reform efforts in Minnesota.

Measure (4):	Percent of educational reform initiatives and percent of students with disabilities participating in these reforms.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of initiatives	7	7	7	7	7	7
% considering students with disabilities	43%	70%	100%	100%	100%	100%

## DEFINITION, RATIONALE, DATA SOURCE:

The criteria for judging attainment of this objective will include:

- The extent to which initiatives address the needs for funding that will ensure sufficient resources to provide the special instruction and service needs of students with disabilities.
- The extent to which initiatives deal with the special instructional skills required to meet the instructional needs of students with disabilities.
- The extent to which initiatives address requirements for providing accommodations to meet the needs of students with disabilities.
- The extent to which initiatives address the unique technology needs of students with disabilities and the instructional and management needs required by the federal government for instruction and services for students with disabilities.

The source for these data will be an analysis of the actions of each initiative that considers the above criteria.

## DISCUSSION OF PAST PERFORMANCE:

There is no history of performance for this objective. These are new initiatives that are parts of the efforts to transform Minnesota education into a results-oriented system.

Up this point it was intended that the educational needs of students with disabilities be met through a separate series of laws, rules, procedures, funding patterns, and programs. The Minnesota Legislature and Congress have set the direction -- to develop a "blended" education system designed to meet the needs of all students. There will be state and national standards and evaluation/assessment procedures to measure attainment of those standards. Learning opportunities will be designed and implemented by a variety of service providers.

## PLAN TO ACHIEVE TARGETS:

The OSE and the Special Education Advisory Council (SEAC) will provide assistance, advice, data, and information to each of the entities charged with completing the various initiatives.

The OSE and the SEAC will review drafts and the final report of each of the initiatives, make recommendations for improvement and identify conflicts with existing state and federal laws.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The complexity and scope of educational reform in Minnesota, coupled with diverse and challenging needs of students with disabilities, require that any system changes be constantly evaluated for how they meet learner needs. Since this change has not been implemented, it is difficult to predict and control the social and political factors that will affect it.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

**OBJECTIVE, MEASURE**

Objective 5: To plan and support the task-appropriate acquisition and systematic use of technology for OSE, regional, district, and learning site efforts to increase the efficiency with which all staff and students complete their assignments.

Measure (5): Number of computers and peripherals provided free to schools and other service providers; percent of special education administrative units using electronic reporting for state and federal aid applications; percent of special education administrative units using electronic mail and bulletin board system; and percent of time teachers spend completing administrative paperwork and record keeping.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of computers and peripherals provided free to schools and other service providers	0	0	200	400	500	600
% of sp. ed. administrative units using electronic fiscal reporting for state and federal aids	100%	100%	100%	100%	100%	100%
% of sp. ed. administrative units using electronic mail and bulletin board system	100%	100%	100%	100%	100%	100%
% of districts that purchase computer software for teachers' use in administrative paperwork and record keeping	0%	0%	85%	90%	95%	100%
Administrative Paperwork and Record Keeping:						
With computers	NA	NA	NA	To be studied		

**DEFINITION, RATIONALE, DATA SOURCE:**

The measurement of the attainment of this objective is currently available from OSE records, except for data relating to how teachers spend their time. Those data will be collected over the next two years.

**DISCUSSION OF PAST PERFORMANCE:**

Past performance in activities related to this objective are different for each of the three areas of need for technology.

**Information/Management Technology:** The OSE has developed an electronic Education Data Reporting System (EDRS) by which districts can efficiently apply for state and federal aids and provide the required data and reports to meet state and federal requirements. Individual districts purchased hardware and software as they deemed appropriate and within their priorities and budgets. All special education administrative units use this system.

The OSE provides an electronic mail and bulletin board system (Minnesota Quick-Link) for communication and for accessing state and national information. This is available to every learning site and every staff member at the discretion of the district. All special education administrative units use this system and many of the learning sites use this system. However, only a small portion of instructional staff have access to the system.

The OSE negotiated the availability of sophisticated software packages that allow for the electronic development of IEPs. More than 85 percent of the special education administrative units have purchased one of these software packages for their instructional staff. The OSE made small grants available to schools for this purpose.

**Instructional Technology:** Districts and learning sites purchase and use instructional technologies in their special education programs at their discretion. State and federal aids are used to partially or fully cover the costs.

The OSE established a procedure to acquire and disseminate used computers and peripherals to schools and other service providers for use in their instructional programs.

**Assistive Technology:** The OSE established an assistive technology work group, made up of teachers, supervisors, and personnel from teacher education programs. Initial efforts have been twofold: a) to assure the availability of skilled persons in each region to be available to assist districts, learning sites, and individual teachers; and b) to increase the capacity of training programs to include the skills needed to use assistive technology in the training programs. This effort will be expanded to begin reaching more teachers according to the plan currently being developed.

The Minnesota Legislature directed the Task Force for the Education of Children with Disabilities to develop a plan to identify the special education needs for the three types of technology and to recommend funding options.

**PLAN TO ACHIEVE TARGETS:**

The following specific initiatives of the OSE are examples of efforts to realize the objective:

- By February 1, 1995 the Task Force for the Education of Children with Disabilities will submit a special education technology plan to the Minnesota Legislature that includes: (a) specification of need for information, instruction, and assistive technology in special education programs in Minnesota Public Schools; (b) timelines for implementation of the plan; and c) resources needed for implementation of the plan. The plan will be coordinated with the statewide plan for technology in public schools, with the Governor's STAR program, and with the Department of Economic Security, Division of Rehabilitation, and State Services for the Blind assistive technology systems.
- Professional development opportunities for school staff on the use of:
  - assistive technology.
  - electronic reporting system.
  - electronic mail and bulletin board system.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The factor that is most critical to the realization of this objective and over which the OSE has no control is the availability of the resources necessary to purchase the technology.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.3 - Special Education

# OBJECTIVE, MEASURE

Objective 6: To develop and implement a statewide Comprehensive System of Personnel Development (CSPD) that includes preservice and in-service opportunities for teachers and other personnel to work in programs for students with disabilities.

Measure (6): Number of information and awareness level learning opportunities provided; number of skill development learning opportunities provided; percent of those opportunities that address the greatest need expressed by the various target populations.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of learning opportunities provided to target groups for information and awareness level training	NA	NA	100	75	65	60
# of learning opportunities provided to target groups for skill development level training	NA	NA	25	35	40	40
% of opportunities that match greatest expressed need	NA	NA	20%	30%	35%	40%

# DEFINITION, RATIONALE, DATA SOURCE:

The data collected in the needs assessment are broad-based and include reactions from a statistically valid sample of persons in each category, disability, and job title. The following chart provides the sequence for future assessments and selected findings from the most recent assessments. Needs assessments completed:

	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Professional staff	NO	YES	NO	NO	YES	NO
Paraprofessionals	NO	NO	YES	NO	NO	YES
Parents	NO	NO	NO	YES	NO	NO

# Findings:

Greatest need expressed by special education teachers:

skills for inclusion of students with disabilities into the regular classroom

Greatest need expressed by general education teachers:

behavior management skills

Greatest need expressed by special education administrators:	skills for inclusion
Greatest need expressed by general education administrators:	skills for inclusion
Greatest need expressed by paraprofessionals:	skills for teaming with teacher

Data relating to opportunities provided and the content of those opportunities are available from the OSE staff.

#### **DISCUSSION OF PAST PERFORMANCE:**

Until we began the cycle of triennial needs assessments to determine needs identified by service provider staff, the decisions on what training to provide were based on anecdotal information available to each OSE staff person.

In addition to determining the content of training based on anecdotal information, the goal of OSE training was to reach all staff in each category across the state. We provide training that was essentially only at the information and awareness level rather than for skill development. Training in skill development normally requires that the sessions be much smaller in terms of the number of participants and much more extensive in terms of depth and the provision of follow-up sessions.

Beginning with FY 1993 the OSE began focusing on providing skills development which results in opportunities for fewer participants. Training for information and awareness is still conducted for some initiatives but is no longer the only training provided by the OSE.

In addition to the direct provision of professional development opportunities, the OSE provides a grant of \$3 per pupil with an IEP to each region to plan and implement staff development opportunities that are common across the region and \$10 per pupil with an IEP flow-through grant to each district to meet local staff development needs.

#### **PLAN TO ACHIEVE TARGETS:**

The OSE will develop a working agreement with institutions of higher education that prepare special education teachers to work toward a common vision for preparing special education teachers to work in transformed schools.

The OSE will begin the process of identifying needed skill levels for sign language interpreters for students who are deaf. Following that definition, the OSE will develop an interagency plan to provide the necessary training opportunities to assure an adequate supply of fully trained interpreters by the year 2000.

**The following are examples of the ongoing informational and awareness level staff development provided, facilitated, or contracted for by the OSE.**

Provide information and awareness staff development on:

- The use of electronic reporting systems;
- The Quick Link system;
- Serving LEP students with disabilities;
- Options for providing programs for students with emotional and behavioral disorders to principals;
- The requirements of the federal 504 and ADA legislation for district administrators.

Develop and provide materials for professional development on:

- Multilingual issues in special education due process rights and procedures.
- Special education requirements for school board members.

Provide grants for staff development for:

- Bus drivers on requirements for transporting students with disabilities.
- Paraprofessionals on working with students with disabilities.

The following are examples of training for skill development provided, facilitated, or contracted for by the OSE.

Provide professional development opportunities for:

- Teachers of students who are deaf to improve their American Sign Language skills.
- New directors of special education on administrative issues and procedures.
- Outreach personnel to assist parents of color to access and work with schools.
- Staff in six school districts to design and implement inclusionary programs.
- Teams of general and special education teachers to collaborate on meeting the needs of students with disabilities.
- Teams of general and special education teachers to collaborate on meeting the needs of students with emotional/behavior disorders.

**OTHER FACTORS AFFECTING PERFORMANCE:**

None.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.4 - Indian Education

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
(\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 451	\$ 3,787
From State Funds	\$ 412	\$ 3,787
From Federal Funds	\$ 39	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	9.0	

**ACTIVITY GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.
- People of all cultures, races, and ethnic backgrounds will be welcomed, valued, and respected.
- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.

**DESCRIPTION OF SERVICES:**

The purpose of the Indian Education activity is to improve the educational status of American Indians in the state of Minnesota. The programs and services of the Indian Education activity provide American Indian learners with greater access to educational opportunities and allow them to participate in learning environments that are appropriate and supportive of their unique political, social and cultural heritage. This activity administers the American Indian Language

and Culture Education Program (AILCE), the Indian Post-Secondary Preparation Program (PSPP), the Indian Teacher Training Program (MITTP), and special programs such as the Nett Lake Youth Development Program and the Multicultural Education Program for the Red Lake Schools. Staff are involved in developing and implementing Request for Proposals (RFPs), writing and executing grant award agreements, providing technical assistance to grantees in writing and implementing their funded projects, collecting data on outcomes of the funded projects and monitoring grantees' budgets and the disbursements of state funds, in accord with M.S. 126.45-126.55, 124.481, and 125.62. The activity fully implements the Minnesota Indian Scholarship Program (MISP), including determining eligibility and amounts of individual scholarship awards for Minnesota Indian students attending postsecondary institutions in Minnesota, and the disbursement and full accounting of the state appropriation in accord with M.S. 124.48.

The activity collaborates with other sections within MDE in implementing and administering the Indian Education Funds, Early Childhood Family Education programs at Tribal schools, and grants to Indian Tribal Contract Schools. The Indian Education Team also provides the necessary knowledge and understanding of Indian politics and culture to the MDE sections performing direct administration of these grants.

The activity seeks out and receives grants sponsored by the Blandin Foundation, McKnight Foundation, General Mills Foundation, and the federal government. These include: The Indian Social Work Aide (ISWA) program which supports school districts with concentrations of Indian students by recruiting and training persons to work with American Indian youth who are, or may be, handicapped; the Indian Parent Training Program which is designed to bring the parents of Indian students and the school into closer working relationships, emphasizing parenting skills as well as helping schools understand the needs of Indian learners; and the Indian Adult Basic Education (IABE) program, which uses federal funding for programs at reservations and rural sites to assist the Indian adults with literacy skills and General Education Development (GED) preparation.

The activity assists the work of the Indian Scholarship Committee, the American Indian Education Committee, the Indian Affairs Council and education committees of all Minnesota Tribes.

The activity also administers provisions of the Indian Education Act of 1988, including the requirement that school boards provide for the involvement of Indian parents in their children's educational programs through parent advisory committees. By December 1 of each school year, all school boards are required to submit to the Department of Education a resolution adopted by the parent committee stating whether the parent committee concurs with the district's educational programs for American Indian children.

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	AILCE Grants Funded	15 sites	15 sites
A	Number of students affected	3,423 students	3,465 students
W	PSPP Grants Funded	27 sites	27 sites
A	Number of students affected	2,439 students	2,682 students
W	MISP	3,000 forms processed	3,100 forms processed
A	MISP students involved	1,904 students	1,851 students

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	MITTP	4 sites funded	4 sites funded
A	Meetings/Consultations Tribes, Committees, Councils	0 hours	40 hours

**ACTIVITY DRIVERS:**

The education of Indian students has been a perplexing problem for elementary and secondary education for several decades. Dropout rates, low achievement scores, and lack of participation in school activities are generally the highest of any group in Minnesota, as well as the nation. In most analyses of economic, social, and educational well-being, the American Indian is at or near the bottom. The participation of American Indian parents in the education of their children is the basis for success. American Indian parents need to be involved not only in the learning and instructional activities of their children, but in making educational policy decisions.

Public policy and programs that relate to American Indians have made a major impact. While the policy and programs enacted have made changes, they are peripheral to and do not address mainstream educational environments in Minnesota public schools for American Indian students. This is shown by their 1992-1993 dropout rate of 18.4 percent. As projected by the MDE Data Management report on school dropouts, the class of 1996 of American Indian students' four year cumulative dropout rate is 70.4 percent. The dropout rate of American Indian students is a major factor in measuring the success of the activity. Other factors which influence the success of the Indian Education Team are the federal and tribal education policies. The team has begun to work closely with the 11 tribal education directors and the Education Subcommittee of the Minnesota Chippewa Tribe so state and tribal policies coordinate. Federal educational policy coordination has not been a team priority but is an area that needs to be addressed because of the unique political status of Tribes and how federal policy interplays with state policy. This federal policy is especially important with the large amount of impact aid<sup>1</sup> received by Minnesota public schools due to reservation land.

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<sup>1</sup>Impact aid is federal funds given to school districts with large areas of federally or tribally owned land.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.4 - Indian Education

### OBJECTIVE, MEASURE

Objective 1: To provide technical assistance to 37 school districts receiving American Indian Language and Culture and Postsecondary Preparation Program grants, Tribal Equalization and Early Childhood Education funds, five Indian Education sites and those districts with 10 or more Indian students so the grantees and districts can provide an appropriate learning environment for American Indian students and meet the requirements of M.S. 126.51.

Measure (1):	Number of school districts complying with M.S. 126.51, and number of dropout prevention plans submitted.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Districts who did not return M.S. 126.51 resolution	NA	NA	100	90	75	60
Dropout prevention plans	NA	NA	NA	18	37	37

### DEFINITION, RATIONALE, DATA SOURCE:

M.S. 126.51 requires that by December 1 of each year school districts respond to the American Indian Education Transmittal Resolution and Parent Committee Roster to show if they have 10 or more American Indians students. Districts with 10 or more Indian students must indicate whether a parent advisory committee (PAC) has been formed and whether the PAC concurs that the district educational plan for American Indian students is appropriate. Of 379 school districts, more than 100 districts did not respond in FY 1994. Forty of those districts had substantial numbers of Indian students. Thirty-five of the districts that did respond were not in compliance. A relationship appears to exist between noncompliance and the 18.4 percent dropout rate among Indian students in Minnesota.

By gathering the dropout prevention strategies from grantees, Indian Education and Tribal Education sites, the Indian Education Team can compare the grantee dropout rate with those districts which applied for but did not succeed in receiving a grant. This comparison can then be used to develop dropout prevention strategies.

### DISCUSSION OF PAST PERFORMANCE:

This is a new area so there is no past performance to measure.

### PLAN TO ACHIEVE TARGETS:

The Indian Education Team was fully staffed as of Aug. 15, 1994. The prior two years' staffing was at reduced levels, which affected the services provided to grantees and other targeted customers. The full staffing of the team, along with a coordinated team calendar, will provide the basis for meeting the objective. Key activities projected for FY 1995 include:

- Providing support services to the 13 American Indian Language and Culture Programs and 26 Postsecondary Preparation Programs that serve 8,855 American Indian students in FY 1995.

- Providing 32 hours of training to the 84 Indian Social Worker Aides providing special educational services to 37 school districts for American Indian students from birth to age 21.
- Providing support services to the nine Tribal Equalization, Early Childhood Family Education, and Indian Education sites.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The Indian Education team provides direct grant services to only 37 out of approximately 120 school districts in Minnesota with significant numbers of Indian students. The grants are small, which limits the numbers of students served and services provided. Indian Social Worker Aide training funds depend on small yearly grants from the MDE Special Education Team, making long range planning not possible. The team is only a consultant to the nine special service sites. M.S. 126.51 has no consequences for school districts which are not in compliance with requirements.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.4 - Indian Education

### OBJECTIVE, MEASURE

**Objective 2:** To provide educational activities to 1,800 American Indian learners for the achievement of literacy skills and General Educational Development (GED), and postsecondary educational opportunities through the Minnesota Indian Scholarship Program and Minnesota Indian Teacher Training Program (MITTP).

**Measure (2):** Number of students who participate in and complete literacy programs leading to a GED in the Indian Adult Basic Education Program; number of students funded through Minnesota Indian Scholarship Program; and number participating and graduation rate of students in the Minnesota Indian Teacher Training Program.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Indian Adult Basic Education:						
Sites	10	10	10	10	10	10
Students	328	328	328	328	328	328
GED recipients	69	78	57	60	63	66
MN Indian Scholarship Applicants:						
Processed						
Funded	2,600	2,900	3,000	3,100	3,200	3,300
	1,937	1,904	1,851	1,800	1,500	1,500
MN Indian Teacher Training:						
Students	13	30	47	40	42	45
Graduates	1	4	17	4	10	2
Dropouts	1	5	11	4	5	6

### DEFINITION, RATIONALE, DATA SOURCE:

This measures the number of participants in the programs and the success rate of the participants. These data are monitored to meet the legislated mandates.

### DISCUSSION OF PAST PERFORMANCE:

The number of participants is restricted by budget constraints. Indian Adult Basic Education (IABE) has been able to provide consistent services to Northeastern Minnesota by closely coordinating with the reservation and the Duluth Public Schools. MN Indian Scholarship has not received an increased appropriation since 1984, yet the office has more requests and denies more students annually. The Minnesota Indian Teacher Training Program (MITTP) shows consistent growth. The MITTP has provisions for scholarships and loans to help students earn teaching credentials. Early indications are that the current loan forgiveness requirements of the MITTP program are associated with the dropout rate because the loan forgiveness provisions are more stringent than those of similar teacher loan programs.

**PLAN TO ACHIEVE TARGETS:**

The team was without a manager and a grants analyst for a number of months which affected the work of the team. With the full staffing of the team and a coordinated effort to provide technical assistance to the different programs, the goals should be achieved.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The allocations for MISP, IABE, and MITTP have not increased in the last six years even though requests for services and college costs have increased.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.4 - Indian Education

### OBJECTIVE, MEASURE

Objective 3: To increase the participation of American Indian parents in the learning process of their children.

Measure (3): Number of training programs and activities available to Native American parents and the number of participants.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Training Programs:						
Indian Parenting	NA	5	2	4	6	6
Parent Committees	5	3	3	4	6	0
# of participants	40	149	74	80	90	90
# of consultations	NA	NA	5	7	9	9

### DEFINITION, RATIONALE, DATA SOURCE:

This will give the team a basis on which to evaluate the needs of Indian parents and communities and help them interact with their students' schools.

### DISCUSSION OF PAST PERFORMANCE:

Lack of staff prevented the team from providing the needed services to customers. The service the team provided was well received. This is demonstrated by positive customer evaluations as well as recommendations to make other presentations.

### PLAN TO ACHIEVE TARGETS:

Full staffing will allow the team to achieve this objective by providing:

- Training sessions to Indian parents on parenting and the responsibilities of Parent Committees; and
- Consultation with the 11 American Indian reservations and communities in Minnesota, the Minnesota Chippewa Tribe and the Minnesota Indian Affairs Council on a regular basis.

### OTHER FACTORS AFFECTING PERFORMANCE:

Funding for the Parent Training program depends on grants from outside sources. This does not allow for long term planning. Consultations and work with parent committees are constrained by the yearly budget restrictions.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.5 - Lifework Development

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 1,570	\$ 3,395
From State Funds	\$ 364	\$ 3,395
From Federal Funds	\$ 1,206	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	20.0	

**ACTIVITY GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.

**DESCRIPTION OF SERVICES:**

The Office of Lifework Development helps learners prepare for their lifework by serving school districts and other community agencies through the (a) Work-Based Learning Team, (b) Youth Works Team, (c) Minnesota Career Information System (MCIS), and (d) Technology Competence Project. The Office of Lifework Development will create a lifework development system in Minnesota. "Lifework" refers to one's work over a lifetime and how that work is accomplished and enhanced (a) through planned and evaluated learning experiences, and (b) in relation to the other roles, in addition to being a worker, that one plays as a member of a family and community.

**Work-Based Learning Team**

The Work-Based Learning Team includes the: (a) Interagency Office on Transition Services, (b) the Education and Employment Transitions Council (EETC), (c) Youth Apprenticeship, (d) Tech Prep programs, and (e) vocational student organizations.

- a) Interagency Office on Transition Services: The Interagency Office on Transition Services trains parents, students, and adult service providers to work together to plan for and accomplish transitions for students with disabilities. The office develops and distributes transition resource guides to families, agencies, and other community members. In addition, the office funds community transition interagency committees and technical assistance projects to help these committees, and school-based demonstration sites to improve transition services for students with disabilities.
- b) Education and Employment Transitions Council (EETC): The EETC was created by the 1993 Legislature to develop policy and implementation strategies for an education and employment transitions system in Minnesota. This system will focus on human resource development through programs such as youth apprenticeship, service learning, and entrepreneurship education. This system will help Minnesotans of all ages make transitions within and between education and employment so they can achieve their lifework goals. The EETC's membership represents business, education, labor, and state agencies.
- c) Youth Apprenticeship: Youth apprenticeship promotes the formation of local partnerships dedicated to linking the worlds of school and work. It helps students attain high academic and occupational standards while preparing for skilled occupations.
- d) Entrepreneurship Education: The EETC, through the Office of Lifework Development, works with the Department of Trade and Economic Development to fund seven regional granting authorities throughout Minnesota to develop youth entrepreneurship programs and revolving loan funds. These regional granting authorities develop and fund youth entrepreneurship programs in their areas.
- e) Tech Prep: Tech Prep is a two-plus-two program that combines technical education the last two years of high school with two years at a technical or community college. This helps learners gain the technical ability they need in high skilled technical fields.
- f) Vocational Student Organizations: The Work-Based Learning Team provides statewide leadership for student organizations including (a) facilitating competitive events; (b) training student officers; (c) serving as a liaison between local chapters, state associations, and national associations; and (d) working with related curricular areas to integrate authentic learning techniques and leadership development into secondary and postsecondary vocational technical education.

#### Minnesota Career Information System

The Minnesota Career Information System (MCIS) is a subscriber supported, computer-based career and education information system. It is available at more than 350 sites in Minnesota including high schools, public libraries, technical and community colleges, and vocational rehabilitation centers. This program serves Minnesotans of all ages who need information on careers and the education needed to attain those careers.

#### YouthWorks Team

The YouthWorks Team works closely with the Minnesota Commission on National and Community Service to administer state YouthWorks funding, and federal AmeriCorp and Learn and Serve America funding to develop service learning for school age and adult Minnesotans. Currently, most school districts in Minnesota have service learning programs, as do most public and private institutions of higher education.

#### Technology Competence

Technology Competence is defined as "the ability of students to apply knowledge, tools, and skills to solve practical problems creatively, extend human capabilities, and evaluate the impact of technology on themselves and society." This concept emphasizes "know-how" over "know-what." Currently, the Office of Lifework Development is working with KTCA, Minnesota Public Television, to develop a video and supporting curricular materials to help teachers integrate Technology Competence into their programs.

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
A	Number of workshops given to parents, students, and adult service providers for students with disabilities.	30	75
W	Number of participants in workshop and training for students with disabilities.	1,000	2,000
W	Number of community interagency transition committees funded to provide services to students with disabilities.	75	75
W	Number of school-based demonstration sites to improve transition services for students with disabilities.	0	5
W	Number of youth apprenticeship implementation sites funded.	*	8
W	Number of youth apprenticeship planning sites funded.	*	12
W	Number of entrepreneurship education regional granting authorities funded.	*	7
W	Number of Tech Prep consortia.	24	28
O	Percentage of school districts involved in Tech Prep consortia.	83%	93%
A	Number of vocational student organization chapters.	789	784
A	Number of vocational student organization members.	24,131	23,907
W	Number of Minnesota Career Information System subscriber sites.	354	376
W	Number of service learning sites.	329	339
W	Number of service learning participants.	104,200	NA

\* These programs were not created or funded until F.Y. 1994.

**ACTIVITY DRIVERS:**

- **Minnesota Workforce:** The increasing demand for a highly skilled workforce was verified when the Minnesota Department of Trade and Economic Development surveyed more than 2,300 Minnesota companies in the following categories: (a) small/high growth, (b) Greater Minnesota, (c) exporters, (d) high technology, and (e) large. From 34-48 percent of the firms cited technical and skilled occupations as important to their operations. In addition, 53-71 percent of the firms in the five groups reported difficulty in recruiting skilled and technical workers.
- **Work Goals:** One of the most important roles adult members of society play is that of worker. This requires deliberate processes to help Minnesotans prepare for their roles as workers. In addition, research suggests that the average worker beginning a career today will change jobs five to seven times. This means workers will need strong

**OTHER FACTORS AFFECTING PERFORMANCE:**

Because this is a publicly funded program, it is vulnerable to changing political priorities as well as state and federal funding trends. Because one goal of this program is to prepare people for paid work, its outcomes will be affected by micro and macro economic trends at the state and national levels that affect job availability.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.5 - Lifework Development

### OBJECTIVE, MEASURE

Objective 2: To provide all Minnesotans with access to career planning and development information.

Measure (2): Number of Minnesota Career Information System sites; number of Minnesota Career Information System users; currency of career and education information available in the Minnesota Career Information System; customer satisfaction with ease of use and quality of information in the Minnesota Career Information System.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
MN Career Info Systems sites	305	354	376	395	415	435
MN Career Info Systems users	NA	NA	NA	158,000	166,000	174,000
Currency of info (% of info updated)	NA	NA	NA	75%	80%	80%
Customer satisfaction* (on scale of 1-5)	NA	NA	4.5	4.6	4.7	4.7

\* This survey was done for the first time near the end of FY 1994 and the information has not yet been compiled; in interpreting these data 5 = very satisfied, 1 = not satisfied.

### DEFINITION, RATIONALE, DATA SOURCE:

Measuring the number of sites offering the Minnesota Career Information System provides a general description of access to the services. However, site information lacks relevance without an understanding of the number of people using the system. Once the number of users is known, it is important to understand user satisfaction with the quality and utility of the information.

Data regarding the number of sites are compiled from subscriber contracts with the Minnesota Career Information System. Other data will be collected through subscriber surveys as well as software codes that measure the number of users and the parts of the system they use.

### DISCUSSION OF PAST PERFORMANCE:

Past performance was measured quantitatively and shows a steady growth in the number of subscribers to the Minnesota Career Information System.



**PLAN TO ACHIEVE TARGETS:**

Plans include presenting the Minnesota Career Information System to a variety of potential subscribers. These presentations are made directly at subscriber sites and also at conferences. Both labor market and education data are updated regularly using both state and national information. Customer satisfaction will be increased through system improvements based on subscriber and user suggestions.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The Minnesota Career Information System is funded fully by subscriber fees. The overwhelming majority of subscribers are publicly funded organizations and, therefore, are affected by state and local budget trends. In addition, the Minnesota Career Information System uses information generated by the federal Bureau of Labor Statistics and, therefore, relies heavily on the quality of this information.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.5 - Lifework Development

### OBJECTIVE, MEASURE

Objective 3: To make technology competence curriculum available in every school district in Minnesota.

Measure (3): Percentage of school districts that have technology competence programs; number of school districts with at least 25 percent of their students involved in technology competence programs; percentage of participants in technology competence programs who find them to be useful in helping them better understand how to use and make decisions about technology.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% w/technology competence programs	NA	NA	NA	NA	10%	20%
% with > 25%	NA	NA	NA	NA	7%	14%
% of participants reporting program useful	NA	NA	NA	NA	50%	60%

### DEFINITION, RATIONALE, DATA SOURCE:

Developing technology competence programs and curricula is a new function of the Minnesota Department of Education; therefore, there are no performance data available. Technology Competence is defined as "the ability of students to apply knowledge, tools, and skills to solve practical problems creatively, extend human capabilities, and evaluate the impact of technology on themselves and society." This concept emphasizes "know-how" over "know-what." However, as curricula and programs are developed, it will become important to measure their use and quality. This will give both a quantitative and qualitative view of technology competence in Minnesota.

The data source has not yet been identified. However, current data sources and reporting processes will be used as much as possible.

### DISCUSSION OF PAST PERFORMANCE:

This is a new activity that has not yet been measured. FY 1996 and FY 1997 measures are estimates based on management objectives.

### PLAN TO ACHIEVE TARGETS:

Current plans are to work with several corporate sponsors as well as KTCA, Minnesota Public Television, to develop technology competence curricula and materials. Once these materials are developed, they will be distributed to interested school districts. Technical assistance will be provided to these districts to help them integrate technology competence into their school programs.

**OTHER FACTORS AFFECTING PERFORMANCE:**

This initiative is affected by the financial resources and current level of technology in school districts as well as their interest in technology competence. In addition, the initiative is affected by the availability and timelines of its corporate and media partners.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.6 - Community Collaboration

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
(\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 2,324	\$ 113,508
From State Funds	\$ 347	\$ 45,958
From Federal Funds	\$ 1,977	\$ 14,119
From Local Levy Funds	\$ 0	\$ 53,431
 <b>Number of FTE Staff:</b>	 35.5	

**ACTIVITY GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.

**DESCRIPTION OF SERVICES:**

The purpose of the Community Collaboration activity is to provide statewide leadership for child and family programs, prevention and risk reduction, and adult programming. Specifically, the activity:

- Assists communities and educators in restructuring learning systems so that individuals of all ages are served.
- Provides leadership in creating ways to reach those previously not well served by education, including out-of-school children and youth, underserved adults and newcomers to the United States.
- Maintains familiarity with challenges and problems that may cause barriers to learning and to satisfying, productive living; provides leadership in clarifying issues related to learning; and identifies recommendations and alternatives for policymakers.
- Collaborates with many state agencies and organizations to free local and regional cooperation efforts from "system barriers" such as duplication, repetition, and cumbersome regulation.
- Provides assistance in designing collaborative mechanisms among community groups, parents/students, and local education agencies so that local learning and related support needs of individuals and families can be effectively met.
- Conceptualizes relationships among various state and federal initiatives, assisting practitioners and policymakers to build appropriate connections among issues and programs so that fragmentation is minimized, resources are used effectively, and long term benefits are achieved by using a wide variety of resources.
- Seeks and secures a wide range of public and private funding and other resources to address new and emerging issues, develop and pilot creative approaches, and work toward institutionalizing of promising practices.
- Administers many state and federal programs related to this activity.

For purposes of administration, the programs within this activity are clustered on two teams, Community and Family Education, and Prevention and Risk Reduction. Substantial interaction occurs between the two teams and among all of the Community Collaboration programs.

**Community and Family Education** includes: Early Childhood Family Education; Tribal School Early Childhood Family Education; Way to Grow; Learning Readiness; Early Childhood Screening; Early Childhood Special Education; Interagency Early Intervention (Part H); Community Education; Youth Development/Youth Service; Parent Involvement; School Age Child Care (Extended Day); Adult Basic Education; General Education Development (GED) Testing; ESL for Adult Refugees; Family Literacy; Programs for Homeless Adults; Programs for Adults with Disabilities; Interagency Adult Learning Grants/Council; and the Adult Diploma Program, which serves as a bridge to educational choice/options programs.

**Prevention and Risk Reduction** includes: Prevention and Intervention Funding; Minnesota Student Survey; HIV/AIDS/STD/Comprehensive School Health; Teen Pregnancy Prevention; Governor's Drug Free Communities Initiative; Drug Free Schools Initiative; Co-Located/Integrated Services to Targeted Children and Youth/Family Service Collaboratives; Violence Prevention and Education in the Schools; and Violence Prevention Councils. Applicable federal laws and state statutes include:

P.L. 101-508, Child Care and Development Block Grant  
 P.L. 98-558, Dependent Care Grant  
 M.S. 121.85-121.88; 124.2713, Community Education  
 M.S. 121.88, Subd. 10, Extended Day  
 M.S. 121.88, Subd. 6-7; 124.2715, Adults with Disabilities  
 M.S. 124.26, Adult Basic Education  
 P.L. 91-230, Adult Education Act  
 P.L. 96-212, Refugee Resettlement Act  
 P.L. 99-603, Immigration Reform and Control Act  
 P.L. 99-603, Homeless Assistance Act  
 M.S. 124.86, Subd. 4, Early Childhood Family Education in Tribal Contract Schools  
 M.S. 145.926, Way to Grow

M.S. 121.831; 124.2615, Learning Readiness  
 M.S. 121.882; 124.2711, Early Childhood Family Education  
 M.S. 123.701-7045, Early Childhood Screening  
 P.L. 102-170, Interagency Early Childhood Intervention (Part H)  
 P.L. 101-479, Section 619, Special Education Preschool Incentive  
 M.S. 120.06, Subd. 3; M.S. 124.17, Subd. 2e; M.S. 124.261; M.S. 126.22, Subd. 2d and 3, Adult Diploma  
 M.S. 121.203, AIDS/HIV Education  
 Public Health Service Act, Sec. 301(A), 311(B)(C), Comprehensive School Health, AIDS Education  
 M.S. 126.77-78, Violence Prevention Curriculum and Grants  
 1993 Session Laws, Chapter 244, article 4, Violence Prevention Councils  
 M.S. 121.8355, Family Service and Community-Based Collaborative  
 M.S. 126.25 (1994 Session Laws), Community-Based Truancy Action Programs  
 M.S., High Risk Youth Violence Prevention Activities  
 M.S. 126.031, Chemical Abuse Prevention Programs  
 M.S. 126.84, Male Responsibility and Fathering Grants  
 1994 Session Laws, article 8, Sections 44-45, Sexuality and Family Life Education Survey  
 P.L. 101-647, Federal 1986 Drug Free Schools and Communities Act as amended in 1990

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b>Type</b>	<b>Measure</b>	<b>F.Y. 1993</b>	<b>F.Y. 1994</b>
W	Number of school districts with violence prevention education in schools	80	355
W	Number of grants for violence prevention councils	68	70
W	Number of grants for drug-free schools and communities		
	Formula	242	254
	High-risk youth	30	23
	Integrated service delivery	17	16
	D.A.R.E.	60	67
W	Number of family service collaborative grants	0	53
W	Percent of school districts submitting learning readiness plans for interagency review and approval	84%	89%
O	Percent of four-year-old population encompassed by approved learning readiness plans	97.5%	98%
W	Percent of school districts implementing early childhood family education	93%	95%
W	Number of home visits through Early Childhood Family Education	17,000	18,000
W	Number of children involved in Early Childhood Screening	62,000	61,000

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Number of parents participating in Early Childhood Family Education	125,019	132,000
W	Number of children and parents participating in Learning Readiness	68,000	93,000
A	Number of teacher/administrator C.E.U.s issued for MDE-ABE workshops	22,463	23,645
A	Number of days of ECFE/learning readiness in-service training provided	24	28
W	Number of adult basic education grants		
	Formula	55	55
	Non-profit organizations	6	6
	Special project	7	8
	Teacher training	6	7
	Mini-grants	0	7
W	Number of school age child care grants	*	*
A	Number of teachers attending MDE sponsored HIV/AIDS workshops	3,600	3,000
O	Number of districts providing HIV/AIDS education	*	*
O	Number of students receiving HIV/AIDS/STDs education	*	*

\*Data analysis in process

#### **ACTIVITY DRIVERS:**

**Prevention and Risk Reduction:** The combination of federal limitations on the use of funds and the soft-funded state programs with little or no administrative funds make it difficult to operate comprehensive programs. These programs usually involve interagency collaboration at the state and local level. An additional factor is the large number of interagency groups, task forces and commissions requesting/requiring Minnesota Department of Education participation. The federal programs usually adequately provide for administration of the program. State resources have been inadequate to meet administrative needs.

Federal requirements for categorical fund use are a major influence on the ability to focus on target program efforts.

State programs typically are grants to schools programs with little or no administrative support. Yet local school districts vary widely in their ability to plan and implement new programs, such as violence prevention or ongoing programs such as drug and alcohol education. Without technical assistance, local school districts may not use the most effective or accurate materials for instructional and program planning purposes.

Lack of resources inhibit the Department's ability to monitor and evaluate program development and implementation.

**Community and Family Education:** As the population ages and diversifies in the years ahead, new types of programs will need to be developed to meet changing needs and demands. The costs per capita for programs and services are expected to increase due to inflation and the costs associated with meeting more intensive needs. At the same time, the ability of some participants to pay fees for programs will diminish. This will be especially true for families with young

children, who are increasingly falling below the poverty line. Because children of working poor families or those in poverty are at greatest risk of "rotten outcomes" (Liz Schorr, Within Our Reach), additional resources need to be invested in programs such as Learning Readiness, Early Childhood Family Education and Family Literacy. The focus on prevention and early intervention will require up-front investments to save much greater costs of remediation later. Current public concern about taxes and the economy is another program driver that will be difficult to reconcile with the need to invest in prevention and early intervention.

Public concern regarding "Family Values" will be a program driver for many of the programs within this activity. The use of advisory councils with membership that represents the community will help to incorporate diverse perspectives. (Many of the programs listed above are required by statute to have advisory councils.)

The current focus on collaboration in both state and federal legislation is a major driver for many of these programs. The major community level collaboratives already have increased the demand for the availability of programs such as Community Education, ABE and ECFE in more places and at more times than current funding allows.

To increase the Department's capacity to administer the programs and meet customer needs, more resources are needed.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.6 - Community Collaboration

**OBJECTIVE, MEASURE**

- Objective 1: To keep students in school and succeeding in the learning process. (Refer to page 22.)
- Objective 2: To improve learner self-esteem. (Refer to page 24.)
- Objective 3: To promote behavior change in youth who engage in anti-social behavior. (Refer to page 26.)
- Objective 4: To reduce alcohol/drug problems and sexual activity of youth. (Refer to page 28.)
- Objective 5: To achieve an increasingly high level of basic skills among adult learners. (Refer to page 30.)

The above objectives reflect the major aims of the activity, Community Collaboration, that are also discussed as program level objectives for Teaching and Learning. Refer to the description of Teaching and Learning for a discussion of measures, discussion of past performance, and plan to achieve targets for these objectives.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.6 - Community Collaboration

### OBJECTIVE, MEASURE

Objective 6: To involve Minnesotans of all ages in opportunities for ongoing community involvement, learning, and personal development.

Measure (6): Number and percent of participants in selected community education activities.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of districts offering community education	NA	NA	98%	100%	100%	100%
% of population participating in selected community education activities	55%	*	*	60%	63%	67%
# of persons with disabilities involved with community education*	16,000	NA	35,000	NA	NA	NA
# of persons w/basic skills needs involved in adult basic education.	45,325	42,211	41,706	41,160	41,046	40,732
% of districts w/a general community education program serving many ages of participants.	NA	*	*	75%	80%	85%

\* Data are collected once every three years.

### DEFINITION, RATIONALE, DATA SOURCE:

Data are collected through the Community Education Annual Report, the Adults with Disabilities application (biennial) and the Adult Basic Education Completion Reports. Records are also kept of districts levying for Community Education and its various component programs.

### DISCUSSION OF PAST PERFORMANCE:

The numbers of districts choosing to be involved in Early Childhood Family Education, Adults with Disabilities, Adult Basic Education, Family Literacy and Learning Readiness continue to grow. At this time all districts operating schools in Minnesota will be levying for Community Education in the fall of 1994: 100 percent of Minnesota's districts judge this to be a worthwhile program and are involved.

Judging from an overview of the data submitted from local districts, the numbers of people involved in Community Education activities continue to grow, as do the numbers and variety of activities. More persons with disabilities are involved than ever before, and more districts are involving persons with disabilities in their Community Education and community activities.

**PLAN TO ACHIEVE TARGETS:**

Additional staff have been allocated to this important area. These two professionals will be working with local practitioners to improve the quality of programming and activities statewide. Data collected by the Minnesota Department of Education will be analyzed and disseminated to both policymakers and local personnel.

The Department is cooperating with the Minnesota Community Education Association to provide regional training which focuses on the more rural areas of the state.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Other agencies and organizations share this objective as a measure of the strength of our communities and state. Namely, the Minnesota Office of Volunteer Services, the Minnesota Council on Disabilities, Regional and Statewide Agencies on Aging, and Advocacy Groups for Minorities all share with Community Education a goal of local citizen involvement which reflects the diversity of our people.

The challenge is to collaboratively recognize our shared goals and work for their achievement.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.6 - Community Collaboration

**OBJECTIVE, MEASURE**

Objective 7: To provide comprehensive support services for families and children so all learners can and will succeed.

**Measure (7):** Number of communities that serve eligible families more comprehensively and effectively with integrated school, social, and health services; percentages of 12th grade dropouts, low birth weight babies, out of home placements, physical abuse, and smoking as compared to communities without collaborative service efforts.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
<b>Family Service Collaborative Grants:</b>						
Planning	0	0	40	0	0	20
Implementation	0	0	13	20	30	40
<b>Projected Outcomes:</b>						
12th grade	6.56%	NA	NA	6.0%	5.5%	5.0%
dropouts	5.2%	NA	NA	4.7%	4.2%	4.0%
Low birth rate						
Placed out of home	15.14/1000	NA	NA	13/1000	11/1000	10/1000
Physical abuse/witness 12th grade	18%	NA	NA	18%	16%	15%
Smoking 12th grade	17%	NA	NA	16%	15%	14%

**DEFINITION, RATIONALE, DATA SOURCE:**

MDE administers the Integrated Service Delivery for Children and Youth and the Family Service Collaboratives grant program. The Integrated Service Delivery Grants served as a pilot to the larger systems change initiative of the Family Service Collaboration Grants.

The Family Service Collaborative program redesigns and coordinates the efforts of the education, health and social service systems at the local level to improve the physical and mental health status and the educational achievement level of children, and helps families provide for the needs of children.

The multiple problems of children, youth, and their families cannot be fully addressed or resolved by the educational system alone. Educators need to reach out and work with the larger network of community service agencies to address children's needs effectively. Collaboration will require education and community service agencies to establish joint goals and actions, and pool resources to effectively serve young people and families.

Data collection mechanisms are in the design phase. We plan to coordinate data collection among health, human services and education at the local level. Data Net at Minnesota Planning reports statewide and county data on 21

performance measures. Not all measures pertain to the Family Service Collaborative grants. Based on the legislation (M.S. 121.8355) requirements, five have been selected as performance measures for this objective. Geographic areas with Family Service Collaborative Grants should begin to see progress at the rate projected in three to five years. Statewide progress will depend on number of implementation grants funded, geographic areas served and positive performance of collaboratives funded.

#### **DISCUSSION OF PAST PERFORMANCE:**

These new grant funded programs are just moving from the planning to implementation stages. Implementation grants began February 1994. As expected, communities vary in the amount and level of planning and readiness to move into full implementation.

The short-term program outcome measures used to monitor the performance of grantees include the following:

- Coordinated assessment and services across health, education, and social service systems to determine which children and families need coordinated multi-agency and supplemental service. Examples include coordinated services that eliminate the need to match funding streams, provider eligibility, or clients with multiple providers.
- Improved outreach and early identification of children and families in need of services and intervention across service systems on behalf of families, including initial outreach to all new mothers and periodic family visits to children who are potentially at risk.

#### **PLAN TO ACHIEVE TARGETS:**

The number of future Family Service Collaborative grants will depend on additional appropriations from the State Legislature. We base the estimate on FY 1995, FY 1996 and FY 1997 projections on adding ten implementation grants each year.

An evaluation plan is in the design phase. The plan will be implemented during the next year. It will include mechanisms on how well the projects are performing on the stated goals and objectives, as well as outcome measures. Data will be collected at two levels, service redesign and improvements in child and family health, social and educational status.

Grantees receive ongoing monitoring and technical assistance. The Children's Cabinet is providing coordination and direction to this effort.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

The redesign of services and resulting influence on important child and family health, social and educational outcomes is a long term effort. Family Service Collaboratives' success will depend on community-based service providers, state and local government workers, policymakers and elected officials capacity and the will to remove local, state and federal barriers and change how and where services are provided for children and families. The success of these efforts depends on continued funding from the legislature, leadership at the state and local levels and persistence of efforts at the local level.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.7 - Library Development and Services

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
(\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 1,152	\$ 10,297
From State Funds	\$ 907	\$ 8,391
From Federal Funds	\$ 245	\$ 1,906
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	21.5	

**ACTIVITY GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota adults will have access to education opportunities which lead to literacy and economic self-sufficiency.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging equity, accountability, and incentives toward quality improvement.
- All Minnesotans will have access to and will use quality library and information services meeting their needs. (Minn. Stat. Sec. 134.31)

**DESCRIPTION OF SERVICES:**

The Office of Library Development and Services (LDS) encourages, supports, and provides quality library and information services. This activity includes library development and grant programs, the Minnesota Library for the Blind and Physically Handicapped (MLBPH) in Faribault, and the Educational Resource Center (ERC). Specifically, the activity:

- Prepares long range plans for development of public library services and cooperation among all types of libraries to qualify for federal funds and to guide library development in the state.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.7 - Library Development and Services

### OBJECTIVE, MEASURE

Objective 1: To encourage and support the provision of quality library services and the sharing of library resources statewide.

Measure (1): Use of Minnesota public libraries.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of people coming to public libraries (in millions)	18.4	20.4	20.6	20.8	21.0	21.2
# of items checked out from public libraries (in millions)	40.9	42.3	42.6	42.8	43.1	43.4
State rank in public library lending per capita	4	5	*	*	*	*
# of reference questions asked in public libraries (in millions)	5.5	5.9	6.2	6.4	6.6	6.8
State rank in reference questions per capita	6	4	*	*	*	*

\* Data not yet available from National Center for Education Statistics

### DEFINITION, RATIONALE, DATA SOURCE:

Use of public libraries is voluntary, and the desired outcome is to attract increasing numbers of users who will make increasing use of services. The number of people coming to public libraries, the number of items they check out, and the number of reference questions they ask all measure output and are indicators of change, over time, in achieving the outcome. State ranking allows comparison of performance.

Data are reported annually to the Department of Education by all public libraries in Minnesota. State data are reported to the U.S. Department of Education's National Center for Education Statistics which compiles data from all states and publishes state rankings.

All data are for the calendar year that ended during the fiscal year indicated. This is the same time period reported by all states to the federal government.

**DISCUSSION OF PAST PERFORMANCE**

The number of people coming to public libraries was not collected until FY 1991. That number has been increasing. The number of items checked out from Minnesota's public libraries has been increasing at the rate of at least 3 percent per year. The number of reference questions also has been increasing.

**PLAN TO ACHIEVE TARGETS**

Staff will continue to administer federal and state grant funds that help public libraries strengthen their services. Staff will continue to provide statewide leadership and information, technical assistance and training to public library board members and staff. Public libraries will be encouraged to vigorously publicize services, develop collaborative relationships with related service providers, and expand use of new technology in operating and providing services.

**OTHER FACTORS AFFECTING PERFORMANCE**

Continuation of federal and state funding for library grant programs is essential. While these funds provide just less than ten percent of the total funding for public library services statewide, they support resource sharing among libraries to offer services in a cost-effective manner. Eighty-five percent of the financial support for public library services statewide comes from cities and counties. These local funds directly affect the capability of public libraries to serve customers. Surveys have documented that lack of awareness of public library services is a major barrier to their use. Ultimately, the use of public libraries is voluntary, so the choice remains with the individual.



**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.7 - Library Development and Services

## OBJECTIVE, MEASURE

Objective 2: To encourage and support the sharing of library resources statewide.

Measure (2.1): Number of statewide interlibrary loan requests processed through state systems.
------------------------------------------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of interlibrary loan requests processed	84,262	87,898	90,175	92,800	95,500	98,300

## DEFINITION, RATIONALE, DATA SOURCE:

When one of the 12 regional public library systems is unable to fill a user's request within its region, the regional headquarters may send the request to the Public Library Access Network (PLANET) or to the MINITEX Library Network. MDE contracts with these organizations to provide statewide interlibrary loan back-up services. The total number of requested items is shown. These data are provided annually to Library Development and Services by PLANET and MINITEX.

## DISCUSSION OF PAST PERFORMANCE

Use of statewide interlibrary loan systems has been increasing steadily. Despite improvements in library collections around the state, no single library or region can be self-sufficient. To best serve its users, the library must request less frequently used and more specialized materials from other libraries.

## PLAN TO ACHIEVE TARGETS

MDE will continue to contract for statewide back-up interlibrary loan service.

## OTHER FACTORS AFFECTING PERFORMANCE

Use of the service depends on several factors, including the speed with which requests can be filled, the time the inquirer has to wait for the information or item, and the willingness of staff to offer the service. Continuation of the contracts depends on the providers being able to provide items at a reasonable cost. If some libraries are unwilling to lend items through interlibrary loan, the service would be affected. We are experimenting now with direct borrowing, where one regional public library system requests an item directly from another regional public library system without going through the state interlibrary loan systems.

Measure (2.2): Number of items borrowed through the reciprocal borrowing compact.
-----------------------------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of items borrowed	303,745	357,451	397,001*	430,000	460,000	490,000

\*FY 1994 is estimated since not all regional public library systems had filed their reports as of 8/31/94.

#### **DEFINITION, RATIONALE, DATA SOURCE:**

The Minnesota Reciprocal Borrowing Compact, administered by Library Development and Services, allows any Minnesotan with a public library card to check out books, magazines and audio-visual items from any other public library anywhere in the state. Regional public library systems report quarterly the number of items checked out to persons living in each of the other regional public library system service areas. These data exclude borrowing within a regional public library system -- borrowing by a user who goes from one library building to another library building within the same regional public library system.

#### **DISCUSSION OF PAST PERFORMANCE**

The number of items borrowed under the Minnesota Reciprocal Borrowing Compact has been increasing steadily.

#### **PLAN TO ACHIEVE TARGETS**

Library Development and Services will continue to administer the compact, collecting and reporting data, assisting in publicizing the service, and assisting in any problem-solving that may be necessary.

#### **OTHER FACTORS AFFECTING PERFORMANCE**

No separate funding is provided to libraries that offer reciprocal borrowing. Occasionally some public libraries threaten to discontinue the service, but to date all public libraries participating in regional public libraries systems lend materials to residents of other regional public library system service areas. While the state cannot control how people travel among regional public library system service areas to check out materials, the state can provide leadership and facilitate this service for the benefit of users.

Measure (2.3): Number of participants in multi-type library systems.
----------------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Library jurisdictions participating in multi-type library systems	818	825	824	816	810	805
# of service outlets	1,864	1,875	1,934	1,955	1,965	1,975

#### **DEFINITION, RATIONALE, DATA SOURCE:**

There are seven regional multi-type library systems, planning and operating cooperative services among public,

academic, school and special libraries. These systems receive state and federal grant funds and information and technical assistance through Library Development and Services. The number of jurisdictions is the number of library governing authorities that have signed organizational agreements to participate in the system. The number of service outlets is the individual service locations (buildings and bookmobiles) that are the public contact points of the jurisdictions. The declines in numbers have resulted from consolidation of school districts, which is projected to continue. These data are supplied each year by each system in its application for grant funding.

#### **DISCUSSION OF PAST PERFORMANCE**

In the early 1980s, as multi-type library systems were formed, the number of participating institutions increased rapidly. As systems have matured, they have successfully recruited more and more libraries to membership. There still are some libraries that do not participate in multi-type library systems.

#### **PLAN TO ACHIEVE TARGETS**

Staff will continue to provide grant funds, information, and technical assistance. Staff will encourage system personnel to continue to recruit new participants.

#### **OTHER FACTORS AFFECTING PERFORMANCE**

Multi-type library systems depend heavily on federal Library Services and Construction Act (LSCA) Title III funds for operating funds. LSCA currently provides about 40 percent of the system budgets. LSCA has expired and has not yet been reauthorized. Changes could alter system ability to attract and serve members. Increasing demands for interlibrary service support among local libraries could place additional strains on system cohesiveness if stronger libraries find they are giving inordinately to weaker libraries which have to overcome declining local support.

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.7 - Library Development and Services

### OBJECTIVE, MEASURE

Objective 3: To provide direct library and information services to statewide and special customer groups: (a) persons who are blind or physically handicapped in Minnesota; and (b) Department of Education staff, library and information service staff and board members, and staff of schools.

Measure (3.1): Number of persons who are blind or physically handicapped registered to use the Minnesota Library for the Blind and Physically Handicapped.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Registered users	7,095	7,775	8,338	8,750	9,000	9,250

### DEFINITION, RATIONALE, DATA SOURCE:

Persons who meet the criteria for visual impairment or handicapping conditions in Public Law 89-522 are eligible for service. Census information does not indicate how many persons with disabilities in Minnesota might be eligible. The number of people registered to use the library is an indicator over time of whether the library is reaching its potential clientele. The count is kept by the library's computer system. The count is current because the computer generates a list of people who have not used the library in the preceding six months. Library staff contact these persons to see if they still are interested.

### DISCUSSION OF PAST PERFORMANCE

People will not use a service that is not responsive to their needs. The increasing numbers requesting service indicate that the library both retains and increases its customers.

### PLAN TO ACHIEVE TARGETS

The completion of the library building addition and remodeling in the fall of 1994 will result in significantly improved working conditions and an increase in individual staff productivity. This, combined with an outreach program, will enable increasing numbers of potential users to be identified, certified for eligibility, and provided services.

### OTHER FACTORS AFFECTING PERFORMANCE

The library depends heavily on provision of free materials (Braille books and talking books on cassette and flexible disk) from the Library of Congress, and on postal revenue "foregone support" so that materials can be mailed to readers and returned by them postage free. Any change in these federal supports, or in the provision of state dollars for staff and operating costs, could affect future performance.

Measure (3.2): Number of Braille books and talking books on cassette or disk loaned to persons who are blind or physically handicapped.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Items loaned	245,443	268,674	273,354	278,000	283,000	288,000

**DEFINITION, RATIONALE, DATA SOURCE:**

Materials in special formats are loaned to persons in Minnesota who are blind or physically handicapped and unable to hold a book or turn its pages. The library's computer counts the number of items loaned on a daily basis and the data are aggregated monthly and annually.

**DISCUSSION OF PAST PERFORMANCE**

The number of items loaned is related directly to the number of items requested by users. Increases in the total indicate that the library has either reached more users or that readers are requesting more items, or both. Continued increases in use by readers indicates a probable high level of satisfaction with services. The library staff have done occasional user satisfaction surveys, and will implement such surveys on a regular basis.

**PLAN TO ACHIEVE TARGETS**

The completion of the building addition and remodeling will enable more efficient operation of the services. Funds are being requested to expand the library's computer to handle more readers, and to accommodate larger databases for circulation and for records of items in the library's collections.

**OTHER FACTORS AFFECTING PERFORMANCE**

Any changes in federal or state support for this activity will affect the ability to achieve the targets.

Measure (3.3): Total number of information transactions from Library Development and Services library and Educational Resource Center.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of information transactions	9,234	9,914	10,126	10,750	11,250	11,750

**DEFINITION, RATIONALE, DATA SOURCE:**

The Library Development and Services (LDS) Library, which serves primarily library staff, board members, and school library media personnel; and the Educational Resource Center (ERC), which serves the Department of Education and its primary customers, are reported jointly. An information transaction is a single unit which is generated by the customer in response to a need for information for decision making, professional growth, etc. It could be a reference question or an item checked out. Data are recorded individually by staff in each of the two libraries.

### **DISCUSSION OF PAST PERFORMANCE**

As part of MDE's 20 percent reduction, two full-time staff positions in ERC were terminated and the materials budget for the LDS library was significantly reduced. Service is slowly returning to previous levels, but will not progress at the rate projected prior to the budget cuts. Volunteers formed a Friends of the LDS library to attempt to do fund raising to maintain the collection at a minimum level.

### **PLAN TO ACHIEVE TARGETS**

Both libraries have redesigned services and added customer groups. Customer demands are expected to accelerate steadily. A regular customer satisfaction survey is being designed.

### **OTHER FACTORS AFFECTING PERFORMANCE**

The ERC relies heavily on volunteers, students, and poverty program personnel to do the job. Additional funding is needed for permanent staff, library materials, and for printing and distribution of bibliographies and other outreach materials from the LDS library.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 01 - Teaching and Learning  
**ACTIVITY:** 01.8 - Minnesota Academic Excellence Foundation

**EXPENDITURES AND STAFFING (F.Y. 1994)**

(\$ in Thousands)

	<b>Department of Education</b>	<b>Education Aids and Levies</b>
<b>Total Expenditures:</b>	\$ 335	\$ 525
From State Funds	\$ 96	\$ 525
From Federal Funds	\$ 239	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	6.0	

**ACTIVITY GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All Minnesota schools will establish partnerships with parents and communities which will result in the collaborative promotion of the social, emotional, and academic growth of children.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

**DESCRIPTION OF SERVICES:**

The Minnesota Academic Excellence Foundation (MAEF), by charter from the Minnesota Legislature (MS 121.612) and through private sector and community-based partnerships, is a primary advocate for promoting and recognizing the

importance of academic excellence in Minnesota's elementary and secondary students, schools, and communities. The MAEF Board of Directors, appointed by the Governor, establishes the policies and procedures needed to implement MAEF's systemic initiatives, program activities, and legislative charge. Additionally, the Board must secure the resources required to deliver MAEF objectives. The Board establishes fees for participation and the sale of publications. It manages the strategic fund raising plan to secure gifts, grants, inkind donations, and sponsorships/partnerships to support MAEF programs. MAEF currently administers three fund raising campaigns - an annual fund drive; an endowment campaign; and the solicitation of private sector grants and sponsorships.

MAEF has three strategic priorities to promote student learning. These include:

- Facilitating systemic change to increase student learning and enhance educator practice.
- Creating values in society which demand academic achievement by and for all learners.
- Increasing students' and families' expectations and opportunities for students to learn and for students to learn to think; to achieve; and to go beyond what has traditionally been a common standard of learning.

Specific systemic initiatives administered through MAEF's Board of Directors include:

- **Partners for Quality**, which directly assists schools in transforming their learning, management, and measurement systems for continuous quality improvement toward achieving world class performances, customer responsiveness, and problem prevention. MAEF provides technical assistance and direct services, training, business partners, clearinghouse information, and benchmarking data and best practices to school site teams and staff. Additionally, Partners for Quality assists site teams in developing and deploying a staff development/human resources plan focused on improving student learning.
- **Academic League**, which coordinates academic challenges to expand student learning and assists communities in creating local support for academic achievement. The Academic League provides direct service to schools via consultations, regional training events, and clearinghouse information and standards for over 80 academic challenges, recognitions and enrichment activities for students with all ability levels and interests.
- **Minnesota Goals 2000**, which assists communities and citizens in defining and deploying solutions to challenges facing students and schools in their communities. Minnesota Goals 2000 provides technical assistance to local groups to organize their communities and focus resources toward achieving the National Education Goals.
- **Minnesota Governor's Scholars** initiative, which provides Minnesota with a cadre of young leaders trained to use culturally sensitive and sensible approaches to create communities which value all people. Governor's Scholars provides a year-long learning experience for about 100 high school seniors via independent study materials, two residential institutes and service projects focusing on leadership, continuous quality improvement, community organization and problem solving, and cultural awareness.
- **Regional Education Discussion Groups/Education Days/Community and Business Partnerships/Statewide Conferences and Rallies**, which focus public attention on academic achievement, assist communities and the private sector in developing partnerships to advance student learning, create increased expectations and foster innovation in stakeholder collaborations, and assist the media in reporting about academic excellence. These public awareness/advocacy/outreach activities are delivered via service clubs, employers, and with the seven regional community foundations where MAEF has invested its endowment funds. Specific activities include the Academic Heroes media campaign and the annual Gathering of Champions to recognize Minnesota's academic all-stars.



**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
A	Number of Partners for Quality sites	42	63
A	Number of Academic League members	203	227
A	Number of communities participating in <i>Minnesota Goals 2000</i>	89	52
O	Dollars raised (in thousands)	\$226	\$486
O	Cumulative endowment dollars	\$298	\$352
W	Number of students nominated to be Minnesota Governor's Scholars	105	130
W	Number of Gathering for Champions nominees	400	1,600
UC	Cost per Partners for Quality site (direct service)	\$1.880	(for FY 1995) \$4.175
UC	Cost per Academic League member (direct service)	\$.586	\$.555
UC	Cost per scholar/alum	\$.341	\$.345

**ACTIVITY DRIVERS:**

Several factors drive MAEF activities:

- The private sector outcry for better prepared workers has fueled the need to transform education delivery systems toward achieving learning results which meet the needs of the global economy.
- The public expects better output before investing additional revenue in education delivery. The efficient and effective use of existing resources must be demonstrated against accountable outputs/results. An additional consideration for MAEF is the need to build capacity within present systems for continuous improvement toward meeting graduation and other outcomes. Educators and policy leaders need a focused framework for realigning systems and processes toward gaining and measuring results.
- A wide gap exists between what the general public expects and what education officials recognize as basic rigor in meeting the needs for high performance in the world marketplace. To maintain the high quality of life which we have come to expect, education systems must be reengineered to meet rigorous performance standards, and the general public must support the efforts of schools and social service systems to these ends.

**AGENCY:** Education, Department of  
**PROGRAM:** Teaching and Learning  
**ACTIVITY:** 01.8 - Minnesota Academic Excellence Foundation

### OBJECTIVE, MEASURE

Objective 1: To increase the recognition and positive pursuit of "academic excellence" by students, parents, communities, and the media.

**Measure (1):** Number of communities engaged in quality improvement and percent improving; percentages of students, parents, and adults valuing academic excellence; percentage of media share; number of students engaged in academic activities to stretch their learning.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of communities	NA	NA	NA	10%	20%	40%
Academic League	187	203	227	240	250	260
Partners for Quality	16	42	63	200	250	300
% improving	NA	NA	NA	10%	20%	40%
Valuing Academics:						
% adults	NA	NA	97%	*	98%	*
% parents	NA	NA	80%	*	85%	*
% students	NA	NA	75%	*	80%	*
% community	NA	NA	2.1-4.6%	4%	5%	7%
% media share	NA	NA	60%	*	75%	*

\*These data are collected biennially.

### DEFINITION, RATIONALE, DATA SOURCE:

MAEF collects three types of data: impact or performance data; customer data; and activity or work load data. The cycles for collecting these data vary according to use and methods used/to be used. In most cases, data collected are analyzed against comparisons over time (baseline and longitudinal); improvement toward goal; and "best practices" of other organizations. Additionally, MAEF uses information, data and analysis generated by other sources.

The information described in Objective 1 results from the MAEF Survey of Households in six regions of the State; MAEF Discussion (Focus) Groups in two regions of the State; a content analysis of the media completed by the Center for School Change; individual profiles of Academic League member districts; individual narratives of Partners for Quality sites; the Partners for Quality Survey of Training Needs (Phase III Final Report); and staff performance reports. Systematic evaluation of customer requirements and satisfaction will be implemented for the first time in 1995. Customer needs have been assessed annually via participant surveys, regional meetings, and benchmarking. More comprehensive studies of student attitudes and barriers/facilitators to academic achievement will be implemented also for the first time in 1995.

MAEF identified measurements and indicators which correlate highly with attitudinal and behavioral changes within schools and communities. MAEF seeks to identify characteristics of cultures and climates which visibly value academic achievement and create rigorous expectations which encourage and facilitate all learners to stretch themselves beyond ordinary standards. These factors include parent and family attitudes, student recognition, messages from the media, and

involvement of the local community.

#### **DISCUSSION OF PAST PERFORMANCE:**

Past performance, where data are indicated, has generally been on target and commensurate with the investment of resources in the delivery of services to Minnesota students, schools, and communities versus resources dedicated to the measurement of these activities. Minnesota is experiencing a greater awareness within the general public of academic achievement. Historically, most Minnesotans express a high level of satisfaction with the schools in their own communities. This level of satisfaction may be eroding slightly due to an increased awareness of the link between school and employment and the economy. Generally, persons polled in the MAEF survey rank their own commitment to academic excellence higher than they rank the commitment of others in their communities.

MAEF has successfully engaged the private sector in partnerships to support this work. The private sector has demonstrated a clear commitment to support student achievement via systemic improvement.

#### **PLAN TO ACHIEVE TARGETS:**

Through the provision of direct service to schools and communities and through direct interactions and advocacy with and in the media, MAEF has been a catalyst for empowering people in schools and communities to visibly value academic excellence. MAEF programs such as Regional Education Days and the Minnesota Gathering of Champions focus public attention on the importance of academic excellence and recognize students, educators, schools, and communities which promote and support academic excellence.

More direct work with students - to measure their attitudes, assess barriers and encourage all students to value and pursue academic excellence - will begin in 1995. In 1996 and 1997, MAEF will deploy activities to intervene to change and redirect existing cultures and to create values in society which directly encourage rigorous student achievement.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Two strategic elements continue to influence performance in this area. First, the gap between public expectations and what we know students should and could be expected to learn must be closed. Second, systems serving young people and responsible for education must support local schools and communities in transforming their delivery systems to meet these elevated expectations. In Minnesota, much of this impetus will be driven by results-oriented learning, a highly capable and accountable educator work force, and funding which supports these improvements.

**AGENCY:** Education, Department of  
**PROGRAM:** Teaching and Learning  
**ACTIVITY:** 01.8 - Minnesota Academic Excellence Foundation

### OBJECTIVE, MEASURE

Objective 2: To increase the acceptance, promotion, and support of academic excellence and student learning toward world class performances by Minnesota communities.

Measure (2): Percentage of the student population served through Academic Leagues; percentage of more schools with academic teams than hockey teams; percentage of participants in Partners for Quality who are non-educators.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of student population served	75%	77%	80%	85%	85%	90%
% more academic than hockey teams	50%	100%	100-300%	300%	300%	400%
% of non-educators involved (P for Q)	NA	NA	30%	30%	35%	35%
Volunteers:						
# of positions	NA	NA	156	150	150	150
# of persons/hours			585/13,177	650/TBD	700/TBD	900/TBD
% persons of color			10%	10%	10%	10%

### DEFINITION, RATIONALE, DATA SOURCE:

In addition to the sources cited in Objective 1, data in Objective 2 will be supported by a biennial Volunteer Audit completed by MAEF. The Volunteer Audit, first completed in 1994, provides information on the number and types of volunteers engaged in MAEF activities. To create acceptance of academic excellence as a concept, MAEF has benchmarked organizations such as the Minnesota State High School League, Girl Scouts, etc. A common critical success factor was the number of volunteers involved and the degree to which these volunteers drove the mission of the organization.

### DISCUSSION OF PAST PERFORMANCE:

In 1992, MAEF first measured and cited that more Minnesota schools had academic teams for Knowledge Bowl, Math Masters, Odyssey of the Mind and Math League than hockey teams. Interest in academic lettering programs has increased slowly but steadily, resulting in about 30 percent of Minnesota districts citing some level of recognition for academic achievement. Membership in the Academic League has increased to include more than 200 districts which serve over 85 percent of the state's elementary and secondary population.

### PLAN TO ACHIEVE TARGETS:

Three factors appear to correlate strongly with MAEF's ability to facilitate these cultural changes: direct service to member districts, development and nurturing of local volunteer groups, and a state level focus on an academic agenda.

MAEF will continue its delivery of service to member districts via paid and volunteer regional field consultants. These services will include technical assistance in strategic planning; program development; activity selection; sharing of best practices; and training for academic coaches, advisors, coordinators and members of local booster clubs. Additionally, MAEF will accelerate its capacity to assist local communities in organizing and sustaining a district team and volunteer groups. This emphasis in volunteer development will extend MAEF's capacity to serve districts and reduce the vulnerability of district programs, which frequently depend on the energy and presence of one teacher or staff person. Finally, MAEF will continue its public awareness efforts with state leaders and the media and will implement for the first time a volunteer Speaker's Bureau to reach communities through service clubs, groups, parents, and stakeholders in the workplace.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Two interrelated factors will have a great influence on the degree to which MAEF will be successful in driving the changes it proposes. First, resources at the local level, both staff and dollars, will be needed by districts to implement their plans. Resources traditionally have not focused on academic activities. To meet this need, districts will need either new revenue sources or will need to shift resources from other activities (such as athletics) -- or both. Without resources, the academic league relies on the good will of one individual, and when this person leaves or burns out, the activities begin to disappear. The second factor is the work of the Coalition for Education Reform and Accountability and its upcoming recommendations for funding the education core, support and co-curricular and extra-curricular services of local schools.

**AGENCY:** Education, Department of  
**PROGRAM:** Teaching and Learning  
**ACTIVITY:** 01.8 - Minnesota Academic Excellence Foundation

### OBJECTIVE, MEASURE

**Objective 3:** To improve the performance of schools engaged in strategic quality planning and a total systems approach for continuous improvement.

**Measure (3):** Number and percentage of Partners for Quality sites completing baseline assessment; number and percentage of sites realigning resources based on assessed improvement targets; number and percentage of sites validating results measures via customer-supplier interactions; number and percentage of sites using comparative and benchmark data.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of sites	16	42	63	200	250	300
Completion of baseline assessments:						
# of sites	0	0	11	50	75	125
% of sites	NA	NA	17%	25%	30%	42%
Realignment of resources:						
# of sites	NA	NA	NA	20	50	100
% of sites	NA	NA	NA	10%	20%	33%
Validation of results:						
# of sites	NA	NA	NA	10	25	50
% of sites	NA	NA	NA	5%	10%	16%
Use of data:						
# off sites	NA	NA	NA	50	100	150
% of sites	NA	NA	NA	25%	40%	50%

### DEFINITION, RATIONALE, DATA SOURCE:

Partners for Quality is a long-term, strategic transformational improvement initiative. Business and health care industries deploying this approach report profound improvements after several years of reengineering. MAEF is using the Ford Motor Company case study as a benchmark. The approach is relatively new to education, while Minnesota is the national benchmark for this sector, MAEF has identified individual school efforts in four other states. MAEF's approach to measuring is to monitor progress toward the end result. This is done in three ways: self-reporting surveys completed by each site team; an evaluation of the baseline and subsequent narratives completed by sites; and observations and comparisons by MAEF and business partners of each and all sites against each other and business and health care benchmarks.

### DISCUSSION OF PAST PERFORMANCE:

Following an initial pilot phase, the Partners for Quality sites expanded in number and scope. Progress has been on target relative to the state's investment of resources in this effort and the innovative nature of the initiative. Interest has

grown steadily and both sites and business partners continue to enroll and stay enrolled.

#### **PLAN TO ACHIEVE TARGETS:**

MAEF has expanded the amount and types of technical assistance available to serve education sites. The first expansion recognized the needs of maturing sites to design and deploy staff training relative to this new paradigm. Alexandria Technical College was added as a partner and has begun to deliver training in general introductory concepts and in advanced and specialized topics. The second expansion addressed the needs of new and continuing districts to move at their own pace with more customized delivery of services. This resulted in the design of four to six levels of engagement for sites. These levels customize pace, content, and delivery and are managed by MAEF with assistance from the Minnesota Council for Quality. The final expansion focused on the need for policy leaders to understand their important role in systems improvement. MAEF enlisted the Carlson School of Management to assist in training and developing policy leaders.

A new component planned for 1995-1997 is the development of an urban assessment benchmarking and technology work group. This group will test the uses of technology and benchmarking while using the same indicators to measure improvement in the same three key process areas. Participants include Minnesota's five urban districts and six businesses. The results from this component will assist MAEF in working with all sites. It will identify systems needs and provide information on how to drive existing capacity toward achieving optimum measurement systems.

Finally, MAEF will continue to recruit and train the volunteer business partners who are matched with participating sites. Participants rated this component as the most important service MAEF provided.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Several strategic and tactical factors influence MAEF's capacity to be successful in this effort. Important drivers are the completion of the new graduation rule which provides the measurements for quality results for learners; the recommendation to tie staff development and performance to the demonstration of improvement toward results; and the emerging proposal which links school funding to the demonstration of continuous improvement.

Tactical influencers include the capacity of state policy leaders and local districts and schools to understand how the incremental school improvement programs add or do not add value to their quality improvement plans. Traditionally, these groups have confused activity with results. The Partners for Quality paradigm strives to address these concerns.

There continues to be a lack of agreement among education policy makers on the value of quality improvement initiatives in the schools.

**AGENCY:** Education, Department of  
**PROGRAM:** Teaching and Learning  
**ACTIVITY:** 01.8 - Minnesota Academic Excellence Foundation

### OBJECTIVE, MEASURE

Objective 4: To provide Minnesota with a cadre of young leaders who are skilled in using culturally sensitive, continuous quality improvement approaches to creating communities which value all people.

**Measure (4):** Number and percentage of Governor's Scholars who are from the nonmetropolitan area, female, and communities of color; number of communities represented; number of service projects delivered; percentage learning new skills; number using skills after senior year (alums).

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of Governor's Scholars:	100	65	65	75	75	100
% nonmetro	49%	48%	53%	50%	50%	50%
% female	51%	56%	58%	50%	50%	50%
% of color	24%	35%	24%	20%	25%	25%
# of communities	NA	NA	NA	60	70	70
# of service projects	100	65	70	75	75	75
% learning new skills	NA	40%	50%	50%	50%	50%
# using skills as alums	20	20	40	200	300	400

### DEFINITION, RATIONALE, DATA SOURCE:

The Governor's Scholars initiative provides selected high school seniors with a year of learning experiences delivered via independent study materials, two residential institutes, and service project planning and delivery. Applicants self-report demographic data. Learning impact is measured via a pre- and post-institute evaluation of students by themselves and the observations of staff and faculty. Some comparative data are available via the Minnesota Higher Education Coordinating Board Summer Scholarship Program and the Minnesota Minority Education Partnership survey, and this is used when available and appropriate. Alumni information is retrieved by mail survey (annually) and a sample of in-depth interviews (biennially).

### DISCUSSION OF PAST PERFORMANCE:

The Governor's Scholars initiative has improved its capacity to measure and impact learning. The number of Scholars overall has diminished slightly due to decreased resources. The number of students from communities of color has increased to over 15 percent. Student learning has been measured at 40 percent in continuous quality improvement planning concepts, about 12 percent in leadership and service delivery, and more than 15 percent in culturally sensitive and sensible approaches to creating communities which value all people.

To date, about 350 of more than 900 former Scholars have been located and contacted directly. A small number of these alums have initiated the planning for a larger alumni group and survey.



**PLAN TO ACHIEVE TARGETS:**

The Governor's Scholars initiative will continue to implement its present management, learning and measurement system because evaluations have demonstrated their effectiveness. Improvements are slated to increase involvement by alums because of additional resources that became available this year. Additionally, MAEF will analyze the benefits of expanding the initiative to serve more high school students and/or eighth grade students by 1997.

**OTHER FACTORS AFFECTING PERFORMANCE:**

This initiative has performed consistently well over the past 10 years. The development of youth service initiatives, youth apprenticeship, and youthworks programs has provided more focus on specific populations. The development of Minnesota Milestones and Action for Children data, plus MAEF's deep involvement with quality improvement, have infused the curriculum with real applications, skills and opportunities.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	<b>Department of Education</b>	<b>Education Aids and Levies</b>
<b>Total Expenditures:</b>	\$ 15,465	\$ 4,316,549
From State Funds	\$ 8,290	\$ 2,335,523
From Federal Funds	\$ 7,175	\$ 133,471
From Local Levy Funds	\$ 0	\$ 1,847,552
 <b>Number of FTE Staff:</b>	 201.2	

**PROGRAM GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

**DESCRIPTION OF SERVICES:**

The primary role and function of this program and its related activities is to provide general support services for the instructional mission of the agency described under the Teaching and Learning Program. The program objectives and measures that follow reflect this support function by assessing the extent to which program activities provide optimal educational environments for learner success. Performance data for these support objectives are reported in the corresponding activity descriptions of this report. Activities in the Education Resources and Support program area include:

- Education Finance
- Facilities/Organization/Alternatives
- Food and Nutrition

- School Personnel Licensing
- Board of Teaching
- Monitoring and Compliance
- Information Technologies
- Leadership and Administration

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

(Measures of activities, workload, and unit cost information are included in the activity descriptions that follow.)

**PROGRAM DRIVERS:**

The service leadership function of the Education Resources and Support program has a number of activities designed to support the learner and the learning environment. Most of these activities are challenged by a continuing shift from a rural to an urban society. While many school facilities have suffered from deferred maintenance, others are surplus -- while still others are inadequate for a growing population. This is generally the consequence of a population loss along the southern, western, and northern counties of the state with a corresponding growth in the Rochester, Twin Cities, and St. Cloud corridor.

Problems of poverty and poor nutrition exist in both areas. Both impact learning. Established educational structures are expected to experiment with new service delivery models that can impact licensure, the very definition of "school," and the state's effort to monitor and produce fairness with alternative means to graduation standards. Woven through all of this is increasing concern about the adequacy and fairness of current education funding policies. In general, the call for increased funding for education is with a call for increased accountability by the entire educational system. Data descriptive of what the learner knows, and at what cost, are central to the ongoing discussion of public education in Minnesota.

Numerous trends affect these issues:

- To meet public expectations and the challenge of limited resources, increased efficiency is necessary in the public school system. Controversy continues regarding combining small districts or decentralizing large schools. Containing the cost of education is difficult with public demand for higher standards for graduates and increased numbers of students.
- The variety and number of federal resources and state initiatives which address societal problems are increasing. The need to build conceptual and delivery connections among them at the state level continues to increase.
- Education has a strong positive impact on young children. Finding resources and changing the delivery system to reach them and their families is a challenge.
- Public expectation requires providing education to adults who need basic skills or retraining so they can be self-supporting and not on public assistance. Finding resources and meeting adult learner needs are straining education systems.

AGENCY: Education, Department of  
 PROGRAM: 02 - Education Resources and Support

**OBJECTIVE, MEASURE**

Objective 1: To monitor education funding to determine if sufficient funding is provided to assure the achievement of education goals, taking into account the costs of resource inputs and changes related to implementation of the graduation rule and positive efficiencies from technological improvements and improvements in service delivery.

Measure (1.1): Cumulative percent increase in total revenue per student in constant dollars (adjusted for inflation) over the FY 1991 amount of \$5,074.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
A) Revenue per ADM in current dollars	\$5,239	\$5,351	\$5,590	\$5,957	\$5,949	\$6,105
Cumulative percent increase over FY 1991	3.3%	5.5%	10.2%	17.4%	17.2%	20.3%
B) Cumulative percent increase in CPI	3.2%	6.4%	9.3%	12.8%	16.1%	19.6%
C) Revenue per ADM in constant dollars (adjusted for inflation)	\$5,077	\$5,029	\$5,114	\$5,281	\$5,124	\$5,105
Cumulative percent increase over FY 1991 (adjusted for inflation)	0.1%	-0.9%	0.8%	4.1%	1.0%	0.6%

**DEFINITION, RATIONALE, DATA SOURCE:**

The Commissioner of Education and the State Board of Education have legal responsibility to recommend a budget for education to the Governor and legislature [M.S. 121.14]. Also, as a member of the Governor's Cabinet, the Commissioner is responsible for advising the Governor on education funding policy. As such, it is necessary for the MDE to examine and recommend funding policies that provide the resources necessary to attain education goals.

Determining the level of funding needed to achieve these goals is a complex undertaking that calls for examining both the level of resources in the education system and possible changes in the costs of achieving desired results. Examples of such changes include demographic changes in both student and staff populations and different uses of technology.

Total revenue is the sum of all state aid entitlements and property tax levies for PK-12 education. These revenue amounts are taken from work papers of the Office of Education Finance. Revenue amounts are reported on a per pupil in average daily membership (ADM) basis. Actual ADM are taken from summaries of school district year-end pupil accounting data submissions; estimated ADM data are from estimates determined by the Office of Education Finance for state budget planning purposes.

The inflation rate used here is the percent change in the national consumer price index (CPI) as used for state forecasting purposes by the Minnesota Department of Finance. While not a perfect measure changes in the price of resource inputs for education, the CPI provides a general indicator of the increase in revenue per student needed to maintain education programs in an inflationary environment.

In the future, measures will be developed to better illustrate the cost of delivering quality education services, taking into account changes related to implementation of the graduation rule and potential efficiencies from technology use and other changes in service delivery.

#### **DISCUSSION OF PAST PERFORMANCE:**

Between FY 1991 and FY 1995, total revenue per student, adjusted for inflation, increased by 4.1 percent. FY 1993 was the only year during this period when the increase in revenue per student fell below the inflation rate. This measure shows that total revenue per student decreased relative to inflation during the FY 1992-1993 biennium and is estimated to increase relative to inflation in the FY 1994-1995 biennium.

#### **PLAN TO ACHIEVE TARGETS:**

Estimates through the end of FY 1997 show that funding provisions now in place will keep funding per student above inflation since FY 1991. A more sophisticated measure is needed that considers changes in technology and demographics with funding changes. Developing quantifiable measures for these changes is difficult, but the need for such measures is critical to assessing progress toward this objective.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

The funding level for education is set by the legislature after reviewing the Governor's budget recommendations. The Governor has authority to line-item veto the appropriation bills passed by the Minnesota Legislature. The forecast for the state general fund for the FY 1996 to FY 1997 biennium shows an imbalance in current revenues and expenditures. This means that new revenue from state or local tax increases and/or a reallocation of funding among state budget functions and programs must occur to increase education funding at the estimated rate of inflation.

Measure (1.2): Pupil-teacher ratios.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Fall enrollment	772,180	792,807	809,757	828,284	844,332	858,041
FTE teachers	44,807	45,311	46,588	47,878	47,973	48,477
Pupil-teacher ratio	17.23:1	17.5:1	17.38:1	17.3:1	17.6:1	17.7:1

#### **DEFINITION, RATIONALE, DATA SOURCE:**

Fall enrollment is total enrollment in public elementary and secondary schools as of October 1 of each year, as reported by school districts to the MDE. Includes pre-kindergarten students with disabilities and all students enrolled in kindergarten through grade 12.

FTE classroom teachers is the number of full-time equivalent licensed teachers assigned to instruct students in public elementary and secondary schools, as reported by school districts to the MDE on fall staff assignment reports. Includes regular classroom teachers, special education teachers, and subject area specialists.

Pupil-teacher ratio is the fall enrollment divided by the number of FTE classroom teachers.

Minnesota Statutes, Section 124A.225, requires each school district to reserve a portion of its general education revenue for class size reduction, with a goal of reducing and maintaining learner to instructor ratios for kindergarten through grade 6 to an average level of 17 to 1.

Data currently reported to the MDE do not permit a direct analysis of district progress toward the class size goal specified in Section 124A.225. Differences between the measure reported above and the statutory measure are as follows:

1. The measure reported above is for all grade levels, PK-12, while the statutory measure is limited to grades K-6.
2. Kindergarten students are not weighted in the above data, but are weighted at 0.5 in the statutory measure.
3. Special education teachers and students enrolled full-time in special education programs are included in the above data, but are excluded from the statutory measure.
4. Nonlicensed staff employed by the district under the Individualized Learning & Development Aid program and school social workers are included in the statutory measure, but not in the data reported above.

Class size ratios are generally seen as useful measures because of the belief that smaller classes have a positive effect on student performance and vice versa. While it is important to continue to monitor class size ratios closely, changes in the education environment (such as greater use of instructional technology) may mean that increases or decreases in the ratio may not have a direct relationship with student performance. In the future, we may want to propose measures that examine changes in this relationship more closely.

#### **DISCUSSION OF PAST PERFORMANCE:**

Pupil-teacher ratios are influenced by numerous factors, including the overall level of funding provided to school districts, teacher compensation levels, the portion of revenues devoted to non-instructional expenses, staffing decisions regarding the mix of licensed and nonlicensed instructional staff to be employed, the availability of facilities to house growing enrollments, and the state requirement that districts must reserve a portion of general education revenue for class size reduction. The increase in the average pupil-teacher ratio between FY 1992 and FY 1993 may be due in part to the relatively small increase provided in education revenue that year. FY 1993 was the only recent year when the percent increase in total education revenue per student fell below the rate of inflation as measured by the consumer price index. The decrease in the average pupil-teacher ratio for FY 1994 and the projected decrease for FY 1995 may be due in part to increases in education revenue per pupil which exceeded the rate of inflation for these years, together with the new requirements imposed by M.S. 124A.225 for class size reduction, and reduced levels of salary settlements for teachers for the FY 1994-1995 biennium, compared with recent biennia.

#### **PLAN TO ACHIEVE TARGETS:**

Under current law, total education revenue per student in current dollars is projected to remain essentially constant between FY 1995 and FY 1996. With inflation projected at approximately 3 percent per year, total education funding in constant dollars will decline by about 3 percent between FY 1995 and FY 1996. Because teacher compensation is the largest component of school district budgets, many districts may find it necessary to increase pupil-teacher ratios between FY 1995 and FY 1996 in order to balance their budgets given expected contractual increases.

The level of funding provided under current law will not be sufficient to enable most districts to maintain pupil-teacher ratios at the FY 1995 level for FY 1996 and FY 1997. However, as we discussed above, we need to examine how changes in the classroom environment may change our understanding of the meaning of this measure.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Ultimately, decisions on pupil-teacher ratios are made by local school boards, operating within the requirements of state and federal law, and the resource constraints determined primarily by the state legislature.

Measure (1.3): Percent of basic general education reserved for staff development.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% reserved	0.49%	0.49%	1.0%	2.0%	2.5%	2.5%

**DEFINITION, RATIONALE, DATA SOURCE:**

Under M.S. 124A.29, school districts must reserve a portion of basic general education revenue for purposes of staff development. For FYs 1992 and 1993, the reserved amount was \$15 per pupil unit, or about 0.49 percent of the \$3,050 basic revenue amount. Beginning with FY 1994, a specified percent has been stated in the law.

Funding for staff development is a relevant measure because the enhancement of staff skills for improving student achievement is critical to ensure that school districts can successfully implement the graduation rule. The education literature suggests that 2-4 percent of revenue should be devoted to staff development (see Odden Report, 1993).

**DISCUSSION OF PAST PERFORMANCE:**

The percent of basic general education revenue required to be reserved for staff development increases to 1.0 percent in FY 1994 and 2.0 percent in FY 1995. Under M.S. 124A.20, the percent will increase to 2.5 percent beginning in FY 1996.

**PLAN TO ACHIEVE TARGETS:**

It is important to retain current law provision requiring the reserve of 2.5 percent of basic revenue for staff development. An increase in the basic formula allowance is needed to provide funding for this level of staff development reserve.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The required percent for the staff development reserve is established by the Minnesota Legislature after reviewing the Governor's budget recommendations. Also, there is pressure from school districts to reduce the reserve percent because funding has not been increased sufficiently to cover the increases in the required reserve.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

### OBJECTIVE, MEASURE

Objective 2: To allow for no increase in differences among school districts in general education revenue per student or school district property tax rates for FYs 1996 and 1997.

Measure (2.1): Ratio of 95th to 5th percentile in general education revenue per pupil unit [M.S. 124A.30].
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Ratio: 95th to 5th percentile	1.40	1.40	1.39	1.34	1.34	1.33

### DEFINITION, RATIONALE, DATA SOURCE:

The amount of general education revenue per pupil unit is used in determining a statistical measure of funding fairness for students. Disparities among school districts are determined by computing this amount for each district, ranking the districts, and then computing the ratio of the 95th to 5th percentile for this statistic. The revenue amounts used for this measure are taken from records in the Office of Education Finance. The pupil unit data are based on district year-end pupil accounting data submissions to the Department of Education.

Funding fairness is a relevant measure because the Commissioner of Education and the State Board of Education are required by M.S. 121.14 to recommend a budget for education to the Governor and the Minnesota Legislature. Also, as a member of the Governor's Cabinet, the Commissioner is responsible for advising the Governor on education funding policy that is needed to attain education goals. If the disparity between the 5th and 95th percentiles of general education revenue increases in any year, M.S. 124A.30 requires the Commissioner to propose a change in the general education funding formula that will limit the disparity to no more than the disparity for the previous year.

### DISCUSSION OF PAST PERFORMANCE:

The ratio is declining in FY 1994 and 1995 because:

1. Beginning in FY 1995, the full equalization of referendum revenue up to 10 percent of the general education formula allowance resulted in many low-property wealth (and previously low-revenue) districts increasing their operating revenue through voter approval of referendum levies.
2. Beginning in FY 1995, the allowances for supplemental revenue and referendum revenue are reduced by 100 percent of any increase in the general education formula allowance, plus 25 percent of any increase in the allowances for the training and experience and compensatory education components. As a result, the overall gain in general education revenue between FY 1994 and 1995 tended to be greater for low-revenue districts.
3. The statutory limit on referendum allowances prohibits districts with high referendum allowances from increasing their referendum allowances over FY 1994 levies.

### PLAN TO ACHIEVE TARGETS:

For FY 1996 and 1997, disparities in general education revenue per pupil unit will be reduced slightly as more districts receive voter approval for referendum levies, and as the referendum/supplemental reduction grows with the phase-in of new formulas for training and experience and compensatory education revenue. Legislation that targets increases in



general education revenue will be needed to further reduce disparities in funding.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Changes in the education finance system to reduce disparities in general education revenue among school districts are enacted by the Minnesota Legislature after reviewing the Governor's budget recommendations.

Measure (2.2): Ratio of 95th to 5th percentile in total school district property tax levy as a percent of adjusted net tax capacity.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
Levy year	Pay 91	Pay 92	Pay 93	Pay 94	Pay 95	Pay 96
Ratio: 95th to 5th percentile	1.71	1.75	1.63	1.56	1.56	1.56

#### **DEFINITION, RATIONALE, DATA SOURCE:**

The amount of school district property tax levy as a percent of the district property tax base (adjusted net tax capacity) is used in determining a statistical measure of funding fairness for taxpayers. Disparities among school districts are determined by computing this amount for each district, ranking the districts, and then computing the ratio of the 95th to 5th percentile for this statistic. The levy amounts used for this measure are taken from records in the Office of Education Finance. The data for adjusted net tax capacity are from Revenue Department data submissions to the MDE.

Funding fairness is a relevant measure in that the Commissioner of Education and the State Board of Education are required by M.S. 121.14 to recommend a budget for education to the Governor and the Minnesota Legislature. Also, as a member of the Governor's Cabinet, the Commissioner is responsible for advising the Governor on education funding policy that is needed to attain education goals. Fairness for taxpayers is a major goal of Minnesota's education finance system, indicated by the fact that most school levies are equalized by the state.

#### **DISCUSSION OF PAST PERFORMANCE:**

The variation in school tax rates among districts has been reduced in recent years through partial equalization of the referendum, debt service, and special education levies. Referendum and debt service equalization were phased in over three years, beginning in FY 1993. However, the debt service levy was not reduced for debt service equalization until the payable 1993 levy year, when a retroactive adjustment was made for fiscal 1993. Referendum equalization was increased from 50 percent of the equalizing factor to 100 percent of the equalizing factor, beginning in FY 1995.

#### **PLAN TO ACHIEVE TARGETS:**

With referendum and debt service equalization fully phased in for FY 1995, no further reduction in the ratio of the 95th to the 5th percentile is anticipated for FYs 1996 and 1997.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Changes in the education finance system to reduce disparities in school tax rates among districts are enacted by the Minnesota Legislature after reviewing the Governor's budget recommendations. Also, disparities in school tax rates are affected by local decisions to raise taxes for building construction or excess operating costs.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

### OBJECTIVE, MEASURE

Objective 3: To improve student transportation safety by decreasing the frequency of school bus accidents and incidents of student misbehavior on school buses [M.S. 169.452].

Measure (3.1): Number of school bus accidents per 1,000,000 miles traveled.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of reported accidents	741	894	782	763	742	722
Miles traveled (in millions)	136.671	138.223	139.725	141.250	142.775	144.300
Accidents/ 1,000,000 miles	5.4218	6.4678	5.6000	5.4000	5.2000	5.0000

### DEFINITION, RATIONALE, DATA SOURCE:

School bus accidents are reported to the Department of Public Safety if the accident includes personal injuries, fatalities or property damage over \$500. To calculate the number of reported accidents per million miles traveled results in a ratio that takes into account the amount of exposure due to yearly mileage fluctuations. The accident data figures are from the Department of Public Safety and the mileage figures are from the districts' annual transportation reports filed with the MDE.

### DISCUSSION OF PAST PERFORMANCE:

This information has been collected for several years, but no continuing effort has been made to calculate and compare the data. Over the past number of years, the state's accident/mileage ratio has been compared to the national average published by the National Safety Council. Whenever this was done, Minnesota's accident rate has been lower than the national average.

### PLAN TO ACHIEVE TARGETS:

With the adoption of new laws covering school bus drivers and riders, the accident rate is expected to improve. Department of Public Safety is developing a driver training curriculum for school bus drivers and is tightening up on its qualifications for school bus drivers. MDE has also distributed a student safety curriculum and will be working with school districts, nonpublic schools and school bus contractors to improve the level of student safety training. As a result of Department of Public Safety and MDE efforts, school bus accidents are expected to decline.

### OTHER FACTORS AFFECTING PERFORMANCE:

Minnesota's extreme winter weather conditions vary and many times result in additional accidents during the winter months. Under 1994 laws, requirements concerning the reporting of bus accidents have increased. This may result in an increase in the total number of reports filed over previous years.

Measure (3.2): Number of incidents of student misbehavior per 1,000,000 miles traveled.
-----------------------------------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of reported accidents	NA	NA	NA	25,000	22,000	20,000
Miles traveled (in millions)	136.671	138.223	139.725	141.250	142.775	144.300
Accidents/ 1,000,000 miles	NA	NA	NA	177	154	139

**DEFINITION, RATIONALE, DATA SOURCE:**

The 1994 Legislature passed a number of bills relating to pupil transportation. These laws required the Department of Public Safety to develop uniform definitions for school bus accidents and incidents and to collect this information from school districts. Prior to 1994, school districts were not required to report school bus incidents concerning student misconduct (fights on buses, teasing, harassment, etc.) to the MDE. No performance data are currently available for FY 1992 to 1994.

**DISCUSSION OF PAST PERFORMANCE:**

There is a growing concern among school district personnel and the general public that the increasing violence documented in society is carrying over to school buses. Data will now be collected and analyzed to document the number of behavioral incidents and used to improve bus safety for students.

**PLAN TO ACHIEVE TARGETS:**

The Department of Public Safety has developed a data collection and reporting system. Reporting forms have been distributed to all districts. It is difficult at this time to estimate the total number of incident reports the MDE will receive. After receiving and analyzing the first year's data, it will be possible to establish realistic targets for future years.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Performance reporting for FY 1995 will be influenced by delays experienced in distributing procedures and reporting forms to school districts. Because of this, the total number of incidents reported may be an under-estimate of actual number of incidents that occurred. FY 1996 and FY 1997 data will provide a more accurate understanding of student misconduct on school buses.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

**OBJECTIVE, MEASURE**

Objective 4: To assure alternative programs and educational options are available in a fair manner throughout the state to meet individual learner needs.

Measure (4): Increase in the numbers of students participating in Minnesota's public school "choice programs " (Open Enrollment, Postsecondary Enrollment Options, Charter Schools, and High School Graduation Incentives); (2) increase in the number of nontraditional schools and programs available for families to choose; (3) increase in general public awareness of Minnesota's Educational choice programs and how to access those programs; (4) level of family satisfaction with schools their learner attends; (5) increase in the retention of alternative program participants in educational programs.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
# participating in postsecondary enrollment options	8,734	8,743	10,633	10,900	11,200	11,500
# participating in open enrollment	8,312	13,313	NA*	15,000	16,000	17,000
# participating in high school graduation incentives	NA	NA	NA*	NA	NA	NA
# participating in charter schools	NA	257	600	850	1,000	1,200
% participating in alternative program retained in educational program	NA	NA	79.7%	82%	84%	86%

\* Information not available at time of report.

Measures 2, 3, and 4: No data available at time of report. Currently there is no system in place to collect exact information.

**DEFINITION, RATIONALE, DATA SOURCE:**

Choice of educational opportunities for all learners permits families to seek education which is student centered. The number of participants in these programs continues to increase. However, families are still uncertain how to access these programs and how different programs would benefit their learner. Also, it is time to begin to document learner satisfaction in how their districts assist them in accessing and enrolling in choice programs.

Open Enrollment Options gives families the opportunity to select the best educational experience for their learners. All pupils eligible to attend public school may apply to any public school or program outside the district in which they live.

Postsecondary Enrollment Options expands the course possibilities for juniors and seniors in public high schools. It offers the opportunity to pursue more rigorous, advanced level courses and a wider variety of courses than the high

school may be able to offer.

High School Graduation Incentives is designed to encourage students who are not succeeding in the traditional high school or who have dropped out of school to choose from a variety of nontraditional education programs to complete their education.

Many participants in alternative programs have participated in high risk behavior. All participants are at high risk of not completing their secondary education. Failure to complete a secondary education increases the chances that an individual will be a future client of the welfare and/or the correctional system. This, coupled with their lack of employability and the resultant lost tax revenue, makes this a priority population for the citizens of Minnesota.

Charter Schools have added another dimension to choice. Teachers and parents may form and operate an outcome-based school demonstrating innovative ideas to improve learning. These schools are free from many laws and rules, allowing teachers to create new models of education.

#### **DISCUSSION OF PAST PERFORMANCE:**

In the past, the MDE has focused on increasing the number and variety of options available to all learners. As a result, the number of programs available and the number of participants have increased dramatically. Despite these efforts, we have not achieved fairness in program availability, particularly in greater Minnesota. We will continue to work to assure that options are available to all learners without regard to where they reside. The number of Alternative Programs and Area Learning Center sites increased from 45 in June 1988 to 269 in June 1994.

#### **PLAN TO ACHIEVE TARGETS:**

The knowledge and skills necessary to provide effective alternative programs are now available in the MDE and a large number of Minnesota's school districts. We will use those skills by providing training and support alternative programs to increase their availability and effectiveness. Effectiveness will be measured by the retention rate of the participants. Availability will be measured by geographic distribution of programs. We will also increase our collaborative efforts with existing programs to improve public awareness and the perception of alternative programs and their clients. Through the continued development of the Alternative Program Student Association we will accomplish an improved public image and also contribute to improved self-concept among its members.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

Currently, programs are not available to all learners in need if they choose to reside at home. Learners expelled for violent behavior or weapons possession often have difficulty enrolling in alternative programs. Lack of staffing of small alternative programs in greater Minnesota creates difficulties in providing the full range of educational opportunities needed for the learners. Resistance still exists to providing educational services to many of these learners. Too often, the facilities available for these programs are substandard. In some cases, the basic educational revenues generated by these learners are not fairly applied to the programs that serve them.

The Postsecondary Enrollment Options program needs standards and a process for deciding which institutions are eligible to participate. The program also needs a structured appeal process or mediation procedure.

All of the educational choice programs need a public awareness campaign so that parents know these programs exist. A need exists for districts to have a forum to address concerns, issues, and solutions to problems so choice programs can continue to grow and gain public support.

In addition to issues of available programs, public awareness, and conflicts between families and school districts, transportation continues to be a barrier to equal access.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

### OBJECTIVE, MEASURE

Objective 5: To provide leadership and assistance in school district organization and in the development of new cooperative ventures to improve the way the educational system meets the needs of learners and their families.

**Measure (5):** Number of school districts successfully completing reorganization plans; the quality and amount of cooperation within the educational system as well as with other human service agencies.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of districts	423	411	392	379	368	360
Cooperation <sup>a</sup>	NA	NA	NA	NA	NA	NA

<sup>a</sup>No data are currently available to measure because the quality or amount of cooperation between school districts and/or other agencies. Previous data only reported membership in various cooperative organizations.

### DEFINITION, RATIONALE, DATA SOURCE:

Significant changes have occurred in the distribution of Minnesota's school age population. Some school districts have experienced 25 percent declines in enrollment in a five year period. During the same time frame, the basic aid amount for students remained at about the same level. In order to remain financially viable and provide a full range of educational experiences, school districts have been reorganizing at an accelerated rate. Incentives through the cooperation and combination program and funding for consolidation have made these reorganizations possible. In 1994, the Minnesota Legislature also passed legislation to promote a market-driven system of cooperation. Sixty-seven dollars per pupil of categorical cooperative aid and levy is now available to school districts. Districts are no longer required to belong to any cooperative organization. Previously established boundaries have been eliminated. The intent is to allow districts to buy what they need from the highest quality provider who offers the best price.

### DISCUSSION OF PAST PERFORMANCE:

Since the cooperation and combination legislation was enacted in 1989, school reorganization has increased. For many years, Minnesota had 433 school districts. In 1995, that number was reduced to 379, a reduction that caused considerable stress in many small communities in rural Minnesota. Minnesota's choice programs have added another dimension to the issues faced by school boards in sparsely populated areas. Often the location of the school of attendance changes as elementary and secondary programs are combined. This results in parents open enrolling their children in neighboring districts which have schools closer to the family's residence. This is due in part to current school district boundaries which result in some illogical district configurations. Reorganization does not always remedy this problem. This reorganization activity has not resolved the fiscal and educational problems faced by many districts. In the past, our focus in cooperation has been primarily to provide a variety of structures to meet a variety of school district needs. This resulted in the development of many overlapping organizational structures. Although there were many organizational choices, it limited service choices to some degree. Our past measures were based upon participation rates in organizations, rather than on the quality or quantity of cooperative activity.

### PLAN TO ACHIEVE TARGETS:

Although current consolidation law allows existing districts to be divided and reconfigured into new districts, this option is not usually considered. Community pride and tradition often prevail over the needs of students and transportation

issues. Current cooperation and combination legislation has been effective; however, often the time involved to implement the legislation by school districts gives opponents time to organize. School boards change based on this issue and the original supportive board members may no longer be serving when the combination is scheduled to take place. Organizational issues must be secondary to assuring the provision of high quality education. MDE will submit a funding request to the legislature to study and propose solutions in the following areas:

1. Alternative organizational structures including elected site councils with regional (five or six current district) boards;
2. Development of rural magnet programs;
3. Increased use of all forms of technology;
4. Increased collaboration with other human service agencies; and
5. Establishment of organizational and facility viability standards to assist in planning.

The primary focus of this activity is the delivery of education and services to the learner and family rather than delivering the learner to the education and services. We will continue to support districts considering reorganization to assure that they are aware of all available options. We will work with the Minnesota Legislature to increase the maximum amount of transition aid under consolidation and the maximum number of students counted for aid purposes. We will also request the reauthorization of transition levy authority for consolidating districts.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

The enactment of new graduation standards will create new problems for districts in meeting expectations. Changing expectations will make it more difficult to establish viability standards. Some organizations may resist planning efforts that might result in changes in traditional structures and the development of viability standards. Election laws may legitimately prevent the creation of alternative organization models. Simply creating new models and incentives will not eliminate the issues of competition and tradition between communities that confront districts considering re-organization. Typically, small districts try to avoid combining or consolidating with their larger neighbors because of the size difference. We need to increase community understanding of the potential educational benefit in working with larger neighbors.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

### OBJECTIVE, MEASURE

Objective 6: To develop an improved teacher preparation and licensure system based on standards and assessments.

**Measure (6):** Number and percentage of teacher preparation institutions redesigning teacher preparation programs to meet new Board rules; number of participants in mentorship and residency programs for beginning teachers.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
# of institutions	7	12	20	26	26	26
Percentage	27%	46%	77%	100%	100%	100%
# of district/consortia sites	26	38	37	34	40	40
# of mentors and beginning teachers	1,618	1,600	1,713	1,200	1,700	1,700

### DEFINITION, RATIONALE, DATA SOURCE:

The Board of Teaching has adopted new teacher education curriculum rules that focus on knowledge and skills needed by beginning teachers. The number of teacher preparation institutions redesigning their teacher education curricula is a measure of activity toward meeting these new standards. It is determined by the annual reporting required of institutions and the five-year on-site review of each institution. The statistics for mentorship and residency programs include the numbers of school district/consortia sites and teachers involved in programs that focus on support, professional development, and assessment of new teachers. Information is derived from annual reporting requirements.

### DISCUSSION OF PAST PERFORMANCE:

The Board of Teaching is transforming the preparation and licensing system from one based on inputs to one based on demonstration of performance. Part of this change includes the adoption of new teacher education rules. Teacher education institutions have been redesigning their professional education programs during a five year transition period. The mentorship and residency programs have served 182 sites and more than 9,000 teachers. Numbers reported vary annually depending on the size of the districts and the number of districts/consortia receiving state grants.

### PLAN TO ACHIEVE TARGETS:

Periodic on-site reviews will assure that teacher education curricula continue to meet revised Board standards. The mentorship program was transferred from the Department of Education to the Board of Teaching in FY 1994. The Board's goal is to incorporate this program into the restructured licensure system to provide ongoing guidance and support during the residency year. Residency programs will participate in field testing performance-based standards and performance-based assessments for beginning teachers as part of the restructured licensing system.

### OTHER FACTORS AFFECTING PERFORMANCE:

Teacher education institutions that wish to recommend candidates for state licensure must request approval to offer teacher education programs; therefore, only those institutions that seek to do so must meet Board standards. School



districts are awarded grants for mentorship programs and seek approval for residency programs based on making application; therefore, the number of programs approved is directly related to district interest in applying as well as the funding available. Implementation of a restructured teacher preparation and licensing system depends on legislative support for continued development.

AGENCY: Education, Department of  
 PROGRAM: 02 - Education Resources and Support

**OBJECTIVE, MEASURE**

Objective 7: To provide learners with food and nutrition that meet dietary guidelines and support student learning and attainment of graduation standards.

Measure (7):	Number and percent of delivery systems and customers participating in food and nutrition programs.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
<b>CHILD AND ADULT CARE</b>						
Child care centers participating	561	622	708	800	900	1,000
% licensed centers providing access	39%	44%	49%	50%	50%	50%
Adult care centers participating	23	28	28	35	40	50
% of licensed centers providing access	32%	37%	37%	40%	40%	40%
Family child care homes participating	12,010	13,061	13,973	14,860	15,795	16,785
% of licensed homes providing access	87%	87%	91%	92%	92%	92%
<b>SCHOOL BREAKFAST</b>						
School sites participating	778	883	941	1,047	1,073	1,099
% schools providing access:						
Public school sites	44%	51%	54%	63%	64%	66%
Nonpublic school sites	4%	4%	4%	5%	6%	7%
% of students participating at schools which offer access in:						
School districts	12.3%	11.8%	12.0%	12.5%	13.0%	13.5%
Nonpublic schools	53.8%	47.2%	46.7%	47.0%	47.0%	47.0%

**SCHOOL LUNCH**

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
School sites participating	1,774	1,785	1,805	1,817	1,827	1,837
% schools providing access in:						
Public school sites	96%	96%	97%	98%	98%	98%
Nonpublic school sites	37%	37%	37%	37%	37%	37%
% students participating at schools which offer access in:						
School districts	61.6%	61.3%	61.4%	62.0%	62.0%	62.0%
Nonpublic schools	76.5%	75.8%	75.4%	76.0%	76.0%	76.0%
Residential schools	83.9%	82.9%	84.3%	84.0%	84.0%	84.0%

**SUMMER FOOD SERVICE**

Average daily participation (July)	13,667	15,767	16,500	17,200	18,000	19,000
% of eligible children served	8.5%	9.3%	10.2%	10.8%	11.5%	12.2%

**FOOD DISTRIBUTION PROGRAM**

# of school sites	1,774	1,785	1,796	1,800	1,810	1,830
# of non school sites	1,054	1,063	1,163	1,200	1,250	1,300
% public schools receiving donated food	97%	100%	100%	100%	100%	100%
% nonpublic schools receiving donated foods	37%	37%	37%	40%	40%	40%

**DEFINITION, RATIONALE, DATA SOURCE:**

The above table identifies the extent to which programs are accessible in Minnesota. Criteria for qualifying for each of these programs are different and include such factors as recognition as a public or nonpublic school; child or adult care licensing or approval; age of child or adult in care; location within an economically deprived area or provision of services to economically deprived children; non-profit status. Data sources include the MDE Offices of Education Finance and Information Technologies and Food and Nutrition Service program data. Information regarding licensed child and adult care sites was obtained from the Minnesota Department of Human Services.

**DISCUSSION OF PAST PERFORMANCE:**

The Child and Adult Care Food Program began in the late 1960s. It is currently one of the largest programs in the United States. However, some sites do not offer the program to enrolled children for various reasons, including:

- lack of knowledge of the program or benefits available, and
- amount of reimbursement is too low to justify the administration and record keeping requirements.

This program is an essential part of Minnesota's child care system because it is one of the most significant revenue sources available to provide affordable child care in a variety of settings.

School food and nutrition programs began with lunch in the late 1940s, and evolved into the National School Lunch, School Breakfast, and Special Milk Programs.

#### **PLAN TO ACHIEVE TARGETS:**

- Identify eligible service providers not currently participating in food and nutrition programs.
- Promote benefits of program to potential service providers.
- Encourage community, parents, and end-customers to adopt nutritious eating habits.
- Network and collaborate with other organizations that have similar customers and goals to gain access to more service providers.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

- Federal and state funding levels.
- Support/promotion of programs by other groups, e.g., government, sponsoring organizations, nutrition advocacy groups, etc.
- Media coverage of nutrition issues.
- Public acceptance of the importance of good diet, nutrition, and health.
- Public demand for more low fat and nutritious foods.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support

### OBJECTIVE, MEASURE

Objective 8: To improve the quality of access by learners (with and without disabilities) to programs appropriate to their needs and the protection of their rights through increased program compliance.

Measure (8): Number of school districts monitored each year for full compliance and follow-up compliance reviews; the average number of noncompliance items per district in a full compliance review; the average number of noncompliance items per district in a follow-up review; the number of districts who are found in full compliance in a follow-up review; the number of self-evaluations conducted by districts; the number of cooperatively developed strategic self-improvement plans.

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
# of sites monitored	704	730	764	780	780	780
Average # of noncompliance items per site after full compliance review	75	75	80	75	70	70
Average # of noncompliance items per site after follow-up review	NA	NA	NA	8	6	4
# of sites in full compliance	NA	15	38	50	65	80
# of self-evaluations completed	NA	NA	NA	5	10	20
# of strategic plans developed	NA	NA	NA	1	5	10

### DEFINITION, RATIONALE, DATA SOURCE:

Federal law mandates that MDE monitor programs to assure compliance with state and federal rules, statutes, and regulations. The Office of Monitoring and Compliance is responsible for monitoring in the following areas:

- Minnesota State Approving Agency for Veterans Education (Title 38, U.S. Code 10).
- National School Lunch and Child Nutrition Act (P.L. 102-518).
- Special Education (34 CFR, M.R. 3525.1200).
- Civil Rights (Assurance of Compliance is required. Districts can lose federal financial assistance if a district discriminates.) (Title IV; VI; VII; IX; 29 USC 704; 34 CFR, Part 104; 29 USC, Section 61).

### DISCUSSION OF PAST PERFORMANCE:

The Minnesota State Approving Agency performs annual on-site supervisory visits to each active veterans-approved

institution to ensure school compliance with Title 38 and Title 10, U.S. Code. In addition, all approved institutions are provided with technical assistance on all laws, rules, and policies governing the Veterans Program.

The Food and Nutrition Monitoring team provides annual on-site program reviews and technical assistance to approximately 1,600 sponsors of federal and state Child Nutrition programs to ensure compliance with regulation mandates.

Regarding special education compliance, at least one-third of the Minnesota districts are monitored annually for full compliance or on a follow-up basis with state and federal rules and regulations relating to special education due process.

#### **PLAN TO ACHIEVE TARGETS:**

The following activities will occur to assist in achieving the identified targets:

1. Hold orientation meetings with each district to be monitored to review the process, the legal basis for the review and the purpose for the review.
2. Provide technical assistance training on legal issues surrounding the non-compliance areas within districts.
3. Act as liaison with higher education programs to develop training programs for new teachers on legal due process requirements.
4. Continue peer monitor training on legal requirements and emphasis on peers providing technical assistance and training within their respective districts and cooperative structures.
5. Implement a system to more closely monitor corrective action plans after approval and analyze the impact of the activities on the quality of the program.
6. Use the advisory committee for input and recommendations on the monitoring process.
7. Continue staff development opportunities on topics such as court decisions, law and rule revisions, system change, collaborative strategies.
8. Implement sanctions procedures.
9. Make technological improvements to assist in report preparation.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

The reauthorization of federal special legislation (P.L. 101-476) and the State Board of Education's recommendation for rule modifications affect the knowledge of districts in meeting compliance requirements in a timely manner.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 1,258	\$ 3,621,698
From State Funds	\$ 1,220	\$ 2,162,920
From Federal Funds	\$ 38	\$ 5,800
From Local Levy Funds	\$ 0	\$ 1,452,978
<b>Number of FTE Staff:</b>	31.0	

**ACTIVITY GOALS:**

- All PK-12 learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive for learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.
- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- Minnesota's education finance system will provide sufficient funding for public education while encouraging fairness, accountability, and incentives toward quality improvement.

**DESCRIPTION OF SERVICES:**

The purpose of this activity is to:

- provide leadership and support to policy-makers in developing and evaluating education finance policy;
- implement education finance programs;
- provide financial management assistance to local education agencies and school sites; and
- ensure accountability in the use of financial resources.

The customers of this activity include state executive and legislative policy-makers, local school board members, school district and site administrators, county auditors, private auditors and financial consulting firms serving schools, professional education organizations, federal agencies, the media and the general public.

This activity is composed of two teams. Together, they provide the range of necessary services to support the development, implementation, and accountability of Minnesota's education finance system through the local education agencies and school sites. Those agencies and sites provide direct education programs and services to Minnesota learners.

The Education Funding Team focuses on:

- analyzing Minnesota's education finance system for policy-makers;
- managing the preparation of the Governor's Education Aids Budget document;
- supporting the legislative process;
- translating the laws into funding formulas and administrative procedures;
- administering numerous finance programs;
- setting the property tax levy limitations totaling about \$2 billion annually and administering the school district levy process;
- disbursing and reporting for about \$3 billion in annual state aid and tax credits through a metered payment system; and
- providing education finance expertise and consultation to a wide range of customers through a variety of materials and means.

The Financial Management, Transportation, and Accountability Team focuses on:

- providing management assistance to school districts and charter schools in the areas of financial management and transportation;
- providing state administration of the required school district accounting and financial management systems;
- providing individualized management assistance, especially to districts with excess operating debt, and approving plans for removing excess debt;
- administering the pupil transportation system, including eligibility and reporting for transportation revenue, and training for school bus safety;
- administering the postsecondary enrollment options, federal impact aid, and credit enhancement programs;
- conducting audits of school district revenues, especially for pupil units and transportation expenses;
- administering the federal single audit system on use of federal funds;
- reporting on the financial health of school districts; and
- providing financial data for state aid and other purposes.

## **BACKGROUND INFORMATION:**

### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Number of current state aid accounts administered/reported	65/108	72/129
W	Number of final adjustment accounts administered/reported	24/24	25/25
W	Number of current levy categories administered	58	58
W	Number of levy adjustment categories administered	60	65



<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Number of legislative fiscal notes prepared	52	39
W	Number of aid anticipation certificates issued	116	101
W	Number of education finance system workshops held	21	38
W	Number of school district special operating plans approved	48	50
W	Number of district/school site visits for financial management assistance	23	23
W	Number of financial audits performed	55	60
W	Number of financial accounting instructions issued	30	41
W	Number of financial training workshops held	22	32
W	Number of federal single audits approved	463	450
W	Number of district financial reports edited	650	650
W	Number of students enrolled in postsecondary options programs	5443	6230
W	Number of district bond issues guaranteed	NA	258
W	Number of student transportation workshops	9	10
W	Number of transportation safety and informational materials issued	4	5

**ACTIVITY DRIVERS:**

- Enrollment increases/decreases
- Composition of enrollment (target populations, desegregation)
- Changes in rural/urban enrollment (facilities, cooperation)
- State appropriation limits
- Education finance lawsuit results (referenda, debt service)
- Legislation mandating financial management assistance
- Truth-in-taxation timelines
- Statutory due dates
- Complexity of education finance system
- Problems in collecting required data
- Timing of policy decisions
- Concern for school bus safety
- Increasing excess debt of school districts
- Site-based decision making

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

**OBJECTIVE, MEASURE**

Objective 1: To monitor education funding to determine if sufficient funding is provided to assure the achievement of education goals, taking into account the costs of resource inputs and changes related to implementation of the graduation rule and potential efficiencies from technological improvements and improvements in service delivery.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 134.)

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

**OBJECTIVE, MEASURE**

Objective 2: To allow for no increase in differences among school districts in general education revenue per student or school district property tax rates for FYs 1996 and 1997.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 138.)

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

**OBJECTIVE, MEASURE**

Objective 3: To improve student transportation safety by decreasing the frequency of school bus accidents and incidents of student misbehavior on school buses [M.S. 169.452].

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 140.)

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

### OBJECTIVE, MEASURE

Objective 4: To maintain, for each year, the accuracy in administering the education finance system at the FY 1994 level.

Measure (4.1): Actual total state aid entitlements as a percent of the February forecast total state aid entitlements.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Forecast entitlements	NA	NA	NA	NA	NA	NA
Actual entitlements	2,370,216,400	2,419,988,000	NA	NA	NA	NA
% of forecast	NA	NA	NA	NA	NA	NA

### DEFINITION, RATIONALE, DATA SOURCE:

The measure of accuracy used is the actual aggregate state aid entitlement for all programs for a FY as a percent of the aggregate state aid entitlement estimated for that year one year earlier at the time of the February budget forecast. For example, the forecast entitlement data reported for FY 1992 are from the February 1991 forecast, and the actual entitlements are available in June 1993.

Expenditure estimates for the education aid programs are provided to the Department of Finance twice each year, in February and November as required in M.S. 16A.103. The information is used in forecasting the state general fund balance. State policy-makers rely on accurate projections of education aid entitlements in developing state program policy and funding decisions, and in balancing the state budget. The February forecast is critical to this process because it is the last forecast issued before the Minnesota Legislature completes its work on the state budget.

Data used for this measure include the total forecast gross aid entitlement amount provided to the Department of Finance each February, and the total actual gross aid entitlement amount for the same entitlement programs included on the MDE aid payment system. Gross entitlements are based on the statutory funding formulas in current law and are before any proration due to insufficient appropriations.

### DISCUSSION OF PAST PERFORMANCE:

Complete work papers on forecast entitlements as defined above are not readily available in the Office of Education Finance at this time. Additional documentation and records for the forecast process are required in order to provide meaningful data for the future use of this measure of accuracy.

### PLAN TO ACHIEVE TARGETS:

Forecast work papers will be completed and retained in the Office of Education Finance to provide the source data required for this measure of accuracy. The Office of Education Finance will continue to supply the expertise and resources required to provide a high level of accuracy in forecasting state aid entitlements under current laws, subject to the constraints noted in the following paragraph.

**OTHER FACTORS AFFECTING PERFORMANCE:**

State aid entitlements depend on numerous budget variables beyond the control of the MDE. These include public and nonpublic school enrollments, property tax capacities, tax abatements, school district expenditure patterns, district decisions to not participate in various programs, district decisions to levy or not levy for various programs, district decisions to hold operating and bond referenda and voter approval or disapproval of these referenda. For each budget variable, there may be several underlying factors (e.g., enrollments depend partly on birth rates, migration, etc.). Also, the estimates for some factors, (e.g., assumed teacher salary settlements), are controlled by the Department of Finance.

Measure (4.2): Percent change in school district annual pupil transportation revenue entitlements based on random audits of districts [M.S. 124.14].
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<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
# of random transportation audits	13	10	12	12	12	12
Unaudited revenue	\$4,009,289	\$6,844,600	\$7,138,600	\$7,352,800	\$7,573,300	\$7,800,500
Total revenue change due to audits	\$90,471	\$119,300	\$122,900	\$126,500	\$130,300	\$134,200
% revenue change due to audits	2.3%	1.7%	1.7%	1.7%	1.7%	1.7%

**DEFINITION, RATIONALE, DATA SOURCES:**

The measure used is the amount and percent change in revenue from the amount computed by the MDE, based on the findings of the random audits of district transportation data that are conducted by MDE audit staff under the authority in M.S. 124.14. (The measure included here relates specifically to transportation data; a similar measure is reported for student enrollment data in the Information Technologies Activity.)

The actual data used in computing transportation aid entitlements and levy authorities are a major factor in determining the amount of transportation revenue provided to school districts each FY. The data for each FY are audited in the following calendar year. For example, FY 1993 data are audited during calendar year 1994. Approximately one-half of the audits in calendar year 1994 have been completed; therefore, the data reported for FY 1993 are estimates.

Student transportation data are taken from the Pupil Transportation Annual Report submitted annually by school districts, and transportation expenditure data are from the Uniform Financial Accounting and Reporting System (UFARS). The audited data are taken from the completed audit reports.

**DISCUSSION OF PAST PERFORMANCE:**

Beginning in FY 1987, a computerized edit program was developed to replace a manual process for editing the student transportation data. The computerized edit program performs a detailed comparison of data on the annual report with expenditure data on the UFARS data release. Students transported data are compared with enrollment data submitted on the Minnesota Automated Reporting Student System (MARSS). Continued refinement of the computerized edit program has resulted in a larger number of reporting errors being detected before the aid/levy amounts are calculated. Also, annual workshops and distribution of detailed student reporting instructions and sample cost allocation methods have resulted in more accurate reporting by districts.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

**OBJECTIVE, MEASURE**

Objective 5: To annually administer the education finance system within statutory or other relevant timelines.

Measure (5): Budget forecasts are completed in February and November according to the due dates in M.S. 16A.103; levy limits are completed by September 1 according to the due date in M.S. 124.918; state aid payments are distributed twice monthly according to the due dates in M.S. 124.195; the school district financial condition report is completed by January 1 according to the due date in M.S. 121.917; and an updated financial accounting and reporting manual is provided annually to school districts in time to implement for the upcoming FY [M.S. 121.919].

<b>Actual Performance</b>	<b><u>F.Y. 1992</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>	<b><u>F.Y. 1995</u></b>	<b><u>F.Y. 1996</u></b>	<b><u>F.Y. 1997</u></b>
Budget Forecasts:						
Due dates	2/7	2/12	2/2	2/X	2/X	2/X
Completion dates	2/8-10	2/12	2/8	2/X	2/X	2/X
Levy Limits:						
Due date	8/15	9/1	9/1	9/1	9/1	9/1
Completion date	8/19	8/31	9/3	8/31	9/1	9/1
Aid Payments:						
Due dates each month	15th/30th	15th/30th	15th/30th	15th/30th	15th/30th	15th/30th
Completion dates	15th/30th	15th/30th	15th/30th	15th/30th	15th/30th	15th/30th
Financial Condition Report:						
Due date	1/1/92	1/1/93	1/1/94	1/1/95	1/1/96	1/1/97
Completion date	1/1/92	1/1/93	3/1/94	1/1/95	1/1/96	1/1/97
Updated UFARS Manual:						
Due date	NA	NA	NA	1/1/95	1/1/96	1/1/97
Completion date	NA	NA	NA	1/1/95	1/1/96	1/1/97

**DEFINITION, RATIONALE, DATA SOURCES:**

Timely and relevant financial information from the MDE Office of Education Finance is critical for effective financial planning and decision making by the state and by individual school districts. The timeliness measure used compares the date of completion for each work activity with the due date.

The budget forecasts of education aid entitlements must be made in November and February of each FY to comply with state financial planning requirements. The levy limits must be distributed by September 1 each year to enable school districts to certify their proposed property tax levies to their home county auditors. They are used to compute the notice of proposed property taxes that is mailed to each taxpayer as part of the truth-in-taxation process. Payment of state aids to school districts must occur twice a month under a statutory formula designed to meet the cash flow needs of the districts for meeting operating expenses, while at the same time meeting the cash flow needs of the state to avoid short-term borrowing. The annual report on the financial condition of school districts is submitted to the Minnesota Legislature by January 1. For

example, the report submitted on January 1, 1992, is for the 1991-1992 school year. The report evaluates the financial status of the districts given current education funding laws, school district financial decisions, and other factors affecting finances of the districts. An updated financial accounting and reporting manual must be provided to the districts six months before the beginning of the FY so that sufficient time is available to include the revisions in the district chart of accounts and to have district finance staff receive training to correctly implement the changes.

The completion dates come from the transmittal memoranda or other work papers in the Office of Education Finance. The aid payment processing dates come from records of the computerized aid payment system.

#### **DISCUSSION OF PAST PERFORMANCE:**

For the budget forecasts, the due dates either have been met or extended when necessary so that the most recent data available for major budget variables (e.g., enrollments, tax capacities, AFDC counts, district referenda results) are used in the computations. This is because changes in the budget variables for the education aids can result in significant increases or decreases in the aid entitlement projections. These, in turn, greatly affect the forecast of the state general fund balance.

For the levy limits, the due date has been met by distributing the computations that are available on September 1. For some years, these computations have had to be adjusted for data errors or changes that were beyond the control of the Office of Education Finance. Each year the levy limits distributed have had to be computed again for changes in individual district data. This work activity is highly significant because the information is required by the school districts to meet very short timelines for reviewing the limits, deciding on the proposed levies to be certified, and holding public hearings under the truth-in-taxation laws.

Without exception, aid payments have been made twice a month on the due dates (15th and 30th of each month) since the payment statute was enacted in 1983. This work activity, along with the computation of the district levy limits as noted above, is highly significant to the districts for their financial planning and operations. Any failure to process the regularly-scheduled payments could result in disruption of a district's ability to meet its current expenses and cause it to alter its financial planning by entering into short-term borrowing or changing its cash management strategy.

The financial condition report due dates either have been met or extended when necessary so that the most recent data can be incorporated into the report. This report is significant because it is the only report of the statewide school district financial condition presented to the Minnesota Legislature.

By January 1, 1995, the UFARS manual will be completely rewritten for the first time since 1978. It will also be updated each subsequent year by January 1.

#### **PLAN TO ACHIEVE TARGETS:**

For the budget forecasts, levy limits, and state aid payments, the Office of Education Finance will continue to apply the expertise and resources required to meet the established timelines for completing these activities.

For the financial condition report, the MDE has added staff and is working to improve the collection of the necessary UFARS information.

For the updated UFARS manual, the MDE has added staff and increased emphasis on producing the manual. This effort will reflect a complete revision and simplification of the UFARS system. The MDE will update this revised manual annually.



**OTHER FACTORS AFFECTING PERFORMANCE:**

The availability of most recent data for major budget variables affects the MDE's ability to meet the formal due date for completing the budget forecasts of education aids. When aid entitlement projections must be based on data changes that will soon be available, the Department of Finance has extended the due date by a few days so that the projections provide a more meaningful estimate of spending requirements for the state general fund.

The number and complexity of changes to the education finance system made by the Minnesota Legislature, the date of legislative adjournment, and the timeliness of school districts in reporting data affect the MDE's ability to compute levy limitations in a timely manner. The availability of data for computing aid entitlements and statutory adjustments to state aid affects the MDE's ability to process state aid payments in a timely manner.

The financial condition report is affected by the timelines of school districts reporting to the MDE. This process is subject to the availability of tax and levy information to school districts. Additionally, the role of the ESV computer system is changing, placing additional emphasis on MDE and district staff for financial reporting.

The updating of the UFARS manual reflects the changing standards for governmental accounting, requiring new procedures. Additional changes and the increasing complexity of legislation require additional accounting procedures.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

### OBJECTIVE, MEASURE

**Objective 6:** To assist school districts in the efficient management of financial resources so that (a) the percent of districts in statutory operating debt is decreased to 10 percent by FY 1997, and (b) districts in statutory operating debt are able to eliminate the deficit within approved timelines.

Measure (6.1): Percent of school districts with operating fund balance deficits exceeding 2.5% of annual operating fund expenditures [M.S. 121.914].

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% districts in statutory operating debt	11.3%	13.1%	15.0%	13.0%	10.0%	10.0%

### DEFINITION, RATIONALE, DATA SOURCES:

Statutory operating debt occurs when a school district's unreserved operating fund deficit exceeds 2.5 percent of unreserved expenditures. This standard represents the legislatively defined point of poor financial health. As this number changes it reflects the overall financial condition of all Minnesota schools.

### DISCUSSION OF PAST PERFORMANCE:

The MDE notifies districts when they exceed the expenditure limits. In addition, the MDE provides financial management assistance to districts to forecast revenues for budgeting, and approves the required district plans for eliminating excess debt.

### PLAN TO ACHIEVE TARGETS:

Increase the timeliness of notification to school districts and continue providing the necessary financial management assistance which will facilitate their prompt adoption of plans to eliminate excess debts.

### OTHER FACTORS AFFECTING PERFORMANCE:

Statutory operating debt is ultimately determined by local school board spending decisions. If school districts match expenditures to available revenues, statutory operating debt will be eliminated or avoided.

Measure (6.2): Percent of school districts eliminating excess operating debt in accordance with the approved timelines. [M.S. 121.917].

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% districts eliminating statutory operating debt	100%	100%	100%	100%	100%	100%

**DEFINITION, RATIONALE, DATA SOURCES:**

This measure indicates the percentage of districts that have successfully eliminated their Statutory Operating Debt (excess operating debt) within the approved timelines. This measure indicates the success of the Statutory Operating Debt plan and the financial management assistance provided.

**DISCUSSION OF PAST PERFORMANCE:**

The MDE notifies districts when they exceed the expenditure limits. In addition, the MDE consults with districts as required and provides required approval of plans to eliminate the excess debt.

**PLAN TO ACHIEVE TARGETS:**

School districts will be notified as soon as possible to facilitate their prompt adoption of plans to eliminate excess debt.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Local school board spending decisions and the availability of funds from the state ultimately determine statutory operating debt.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

### OBJECTIVE, MEASURE

Objective 7: To improve accuracy and timeliness in the financial reporting system for school districts such that the percentage of districts that accurately report fund balances when compared to financial reports is increased to 90 percent by FY 1997, and the percent of districts meeting reporting due dates is increased to 90 percent by FY 1997.

Measure (7.1): Percent of school districts reporting fund balances accurately, when compared to audited financial reports, by the December 31 due date;.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of districts reporting fund balances	NA	61%	70%	75%	80%	90%

### DEFINITION, RATIONALE, DATA SOURCES:

Timely and accurate financial information from school districts is essential to the decision making process in state government. The measure of fund balances is a good reflection on the accuracy of the district's accounting because accounts can affect the fund balance. Data are reported by school district via magnetic tape on August 15 and December 31 following the end of the FY. These data are recorded in the SDE-IS data base. School districts are also required to submit audited financial reports from their audit firms by December 31. The measure will compare information from both data sources.

### DISCUSSION OF PAST PERFORMANCE:

In the past, the MDE relied on the district staff and the ESV regional staff to ensure that data were reported accurately because the MDE lacked the staff to adequately review this information.

### PLAN TO ACHIEVE TARGETS:

As data are successfully loaded in the SDE-IS data base, turnaround reports will be sent to the school district staff for verification of data accuracy. The data are then loaded into a Paradox data base which will be compared to the financial reports. The results of these comparisons will be shared with the school districts and their respective regional accounting coordinators. In addition, the vendor and/or audit firm may also be consulted to help in accurate reporting.

### OTHER FACTORS AFFECTING PERFORMANCE:

Accounting is performed according to GAAP (Generally Accepted Accounting Principles). As such, different interpretations can be given on various treatments. In some cases, school district staff may record a portion of a fund balance differently than the auditor.

Measure (7.2): Percent of school districts meeting the federal due date for Single Audit Compliance Reports.
--------------------------------------------------------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% meeting due date: single audit	NA	98.5%	98.5%	98.5%	99.0%	99.0%

**DEFINITION, RATIONALE, DATA SOURCES:**

Federal single audit compliance is based on submission of single audits and correction action plans by school districts and other reporting units. The measure shows the proportion of reporting units meeting the federal due dates for submission of both items.

**DISCUSSION OF PAST PERFORMANCE:**

Beginning with FY 1993, the Office of Education Finance established a management system for assurance of local compliance with federal single audits and corrective action plans. Prior to FY 1993, no compliance system was in effect.

**PLAN TO ACHIEVE TARGETS:**

As reporting units become familiar with the state management system for federal single audits, compliance should improve slightly. Information and training can be provided to new local personnel on the single audit requirements.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Changes in district management and personnel may cause a few reporting units to miss deadlines. A 99 percent compliance rate allows for 5 units out of 450 to miss the deadline.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

### OBJECTIVE, MEASURE

Objective 8: To annually increase the percent of Minnesota students demonstrating knowledge and understanding of competencies for school bus safety.

Measure (8): Percent of students demonstrating knowledge and understanding of the competencies for school bus safety as reported annually by school districts each year on October 15 [M.S. 123.7991].
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of students demonstrating safety knowledge	NA	NA	NA	100 %	100 %	100 %

### DISCUSSION OF PAST PERFORMANCE:

There is no history of past performance in this area. Beginning with the 1994-95 school year, data will be received and evaluated and more realistic targets can be established.

### PLAN TO ACHIEVE TARGETS:

The MDE has developed a sample curriculum and sample evaluation instruments. These were distributed to all districts, nonpublic schools, and contractors. Any feedback received from the schools or contractors will be evaluated and incorporated in future efforts as appropriate.

### OTHER FACTORS AFFECTING PERFORMANCE:

The primary problem which makes it difficult for districts to comply with this 1994 law in FY 1994 or for the 1994-95 school year is the short time frame. Districts did not receive their curriculum manuals until August 1. Most school staff were not available to begin work on the implementation immediately. Districts have been working to complete the required tasks. Another limiting factor is the amount of state aid provided for this purpose, which is equal to 1 percent of school district transportation revenue. Districts that have not done much student or driver training in the past find it hard to meet all the requirements with the current amount of funding.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.1 - Education Finance

### OBJECTIVE, MEASURE

Objective 9: The audited state average gross errors in average daily membership (ADM) will decline to 0.354 percent by FY 1997.

Measure (9): State ADM errors as a percent of total ADM served.
-----------------------------------------------------------------

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of random audits	10	10	10	10	10	10
Gross ADM errors	34.16	54.69	52.93	52.20	51.48	51.33
Total ADM served	9,003.38	47,780.25	14,500.00	14,500.00	14,500.00	14,500.00
% error	0.38%	037%	0.365%	0.360%	0.355%	0.354%

### DEFINITION, RATIONALE, DATA SOURCES:

Average Daily Membership (ADM) is the ratio of the number of days a student is enrolled in a school to the number of instructional days in the school. The actual ADM data are reported via MARSS (Minnesota Automated Reporting Student System) at the end of each school year. ADM is the student count that is subsequently weighted to calculate pupil units. Pupil units are the primary component of several state aid and levy formulas, including the general education formula.

Minnesota Statutes, Section 124.14, Subdivision 3, requires the department to audit at least 25 school districts annually. Some of these districts are recommended by department staff. The remainder are random. The gross ADM errors are the errors found by MDE auditors in the random attendance audits. The count provided is the total number of errors regardless of positive or negative effect.

A given FY's data are audited in the following calendar year, e.g., FY 1993 data are audited between January 1 and December 30 of 1994, because Minnesota Statutes, Section 124.214, Subdivision 1 allows districts to modify these data through December 30 of the following FY. Therefore, the data for FY 1993 are preliminary; only about half the audits have been completed.

The total ADM served is a sum of the ADM enrolled in the audited districts. This includes residents attending the district as well as nonresidents enrolled in the district via tuition or any of the enrollment options programs. Also included are students enrolled in contracted private alternative programs, shared time programs, and adult high school diploma programs. Any eligible students participating in the Postsecondary Enrollment Options (PSEO) program are included as part-time students. These students generate either general education revenue or a categorical aid, as well as contribute to levy and/or fund balance pupil unit counts. They are reported by the district via MARSS and are, therefore, subject to MDE audit.

### DISCUSSION OF PAST PERFORMANCE:

FY 1992 was the first year of MARSS reporting. It was confusing to many districts; many reported their data late. Although MARSS training was provided to district staff prior to the start of the 1991-92 school year, during the fall of 1991, and again at the end of the school year, it was still a new system. Some districts had just recently purchased new attendance software and were learning how to operate a new product as well as reporting data in a different manner.

All of the software vendors had to develop a MARSS file extract program for their packages; some of these required early modifications. The vendors were busy providing in-service to the districts that purchased their product.

ESV student support staff provided personalized training to their members. They processed all of their members' data using the MARSS edit program, which was provided to them by MDE. The edit program checked for all errors that could be predicted prior to receiving any real data. MDE processed the statewide data using this same program as well as a district comparison program.

#### **PLAN TO ACHIEVE TARGETS:**

Error rates are projected to decline for several reasons. Since FY 1992 district staff have become more sophisticated in their use of attendance software products. The vendors have built more edits into their structure so that fewer errors exist in the data that are sent to the ESV region. The ESV staff have a better understanding of the system and how to locate potential errors. MDE staff have enhanced both the edit program and the output reports so that the districts are provided with the detail they need to verify their data's accuracy and reasonableness. Therefore, the data should be more accurate each year.

MDE staff will continue to provide training sessions to school districts. New MDE staff will review micro software attendance packages for their ability to accurately produce MARSS data. We expect most vendors will respond by enhancing their systems. New MDE staff will also make technical assistance to school district staff more accessible. Direct reporting will be piloted to make the identification of errors more immediate; this will also make the resubmission of corrected data easier and faster.

However, the new MDE staff who will review micro software attendance packages and provide additional technical assistance are funded for only two years. Therefore, any reduced error rates attributable to these positions are subject to reversal when the positions are terminated.

In addition, the assistance that ESV staff have provided member districts in the past will diminish with the sunseting of the state support for ESV regions. Districts who choose not to contract for these services will not have access to nearby technical support as they had in prior years. This could negatively impact the accuracy of the MARSS data.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

None.



**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.2 - Facilities/Organization/Alternatives

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 769	\$ 522,738
From State Funds	\$ 606	\$ 142,789
From Federal Funds	\$ 163	\$ 0
From Local Levy Funds	\$ 0	\$ 379,949
 <b>Number of FTE Staff:</b>	 12.0	

**ACTIVITY GOALS:**

- All learners in Minnesota will demonstrate attainment of both the basic requirements and the required profiles of learning as defined by the State Board of Education, which will prepare them for responsible community participation, lifelong learning, and productive work.
- All learning will be provided in environments which are safe, accessible, and violence-free, are conducive to learning and delivered so that learners and their families will have efficient access to programs and services of all agencies.

**DESCRIPTION OF SERVICES:**

The Facilities/Organization/Alternatives activity provides management support services to school district personnel and administers programs which provide consumer choice in education programming. Specifically, the activity:

- Assists with planning for new school facilities, reviews all major construction plans, and comments on appropriateness before bond issues are submitted for voter approval.
- Assists school districts in developing cooperation/combination agreements and facilitates school district consolidation.
- Manages state funding programs for health and safety in schools and for capital loan construction projects. Coordinates state Fire Marshal inspections of schools.
- Manages the review and approval of charter school applications for the State Board of Education and contract development and program monitoring when the State Board sponsors charter schools.

- Provides public information and coordinates program development and program approval in all choice programs, including Postsecondary Enrollment Options, Open Enrollment, High School Graduation Incentives, Alternative Programs, Area Learning Centers, and Private Alternative Programs.

#### **BACKGROUND INFORMATION:**

##### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b><u>Type</u></b>	<b><u>Measure</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>
W	Review of aid/levy applications for Health and Safety, Accessibility, Transition Levy, Severance Levy, Alternative Bonding, Cooperation and Combination, Calamity Levy, and other optional levies associated with reorganization and facilities.	1,000	1,000
W	Telephone calls responded to annually.	20,000	25,000
A	Single and Multi District on-site meetings regarding reorganization.	30	40
A	Health and Safety Conferences held.	21	21
A	On-site facility planning and review visits.	100	120
A	Presentations at conferences sponsored by others.	60	60
A	Alternative program site visits.	80	120
A	Alternative program workshops conducted.	20	20
W	Charter school visits, review of proposals, presentations to State Board.	20	40

#### **ACTIVITY DRIVERS:**

- Population shifts and other demographic changes in Minnesota create significant needs in school organization and facility planning.
- Increasing violence in schools demands a response from our educational system to identify ways to meet the needs of these students and to prepare teachers to teach these learners.
- New regulations emerging from the Americans with Disabilities Act, OSHA, the Department of Health and other agencies.
- The aging of school buildings in Minnesota.
- An increase in public interest in exercising choice.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.2 - Facilities/Organization/Alternatives

**OBJECTIVE, MEASURE**

Objective 1: To assure alternative programs and educational options are available in a fair manner throughout the state to meet individual learner needs.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 142.)

AGENCY: Education, Department of  
PROGRAM: 02 - Education Resources and Support  
ACTIVITY: 02.2 - Facilities/Organization/Alternatives

**OBJECTIVE, MEASURE**

Objective 2: To provide leadership and assistance in school district organization and in the development of new cooperative ventures to improve the way the educational system meets the needs of learners and their families.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 144.)

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.2 - Facilities/Organization/Alternatives

### OBJECTIVE, MEASURE

Objective 3: To provide leadership and technical assistance so that school district facilities are: (a) conducive to learner outcomes, (b) accessible, (c) safe from recognized hazards, and (d) so that funding options are identified and district access to funding is facilitated.

Measure (3): Percent of school districts completing a Facility Transition Plan; percent of school districts with comprehensive, written health, safety, and environmental management plans; number of health and safety project applications reviewed and fiscally/programmatically audited for program criteria.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Review & Comments						
Issued:						
Number	38	52	40	40*	40*	40*
\$ requested	485,527,349	760,235,504	950,345,000	900,000,000	900,000,000	900,000,000
% of schools completing survey	NA	NA	42%	57%	75%	90%
Health & safety management plans	0	2	80	379	379*	379*
Health & Safety Revenue Applications:						
Projects	2,674	4,295	3,972	3,025	4,000*	4,000*
\$ requested	48,000,000	52,127,246	87,708,881	64,000,000	65,000,000	65,000,000

\*Estimated

### DEFINITION, RATIONALE, DATA SOURCE:

All school districts have the responsibility to ensure that the buildings are safe, accessible, and are constructed/renovated to assure educational adequacy. This is important because school facilities are used for a variety of functions, i.e., traditional educational activities, co-location of community functions, community activities, and extra-curricular activities. Often facilities are used with minimal supervision, and during late evening hours and weekends. Buildings are expected to be usable for approximately 100 years. Therefore, we need to pay attention to the various aspects of facilities construction and maintenance management to meet educational adequacy goals and preserve facilities.

### DISCUSSION OF PAST PERFORMANCE:

Minnesota has a positive history of community support for school building referenda issues. Voters approve approximately 70 percent of all bond elections. The Minnesota Legislature supported districts in their efforts to make programs accessible for participants by appropriating \$1 million in FY 1994 and \$4 million in FY 1995 for accessibility

improvements. The Minnesota Legislature has supported health and safety hazard abatement programs by authorizing equalized revenue funds (aid and levy) to be applied toward correcting deficiencies.

**PLAN TO ACHIEVE TARGETS:**

School personnel receive technical expertise for construction/renovation plans and organizational alternatives for education. The Minnesota Legislature will be asked to appropriate \$10 million in FY 1996 and \$10 million in FY 1997 for additional accessibility grants. Model health and safety management plans will be developed with the Department of Labor and Industry to help districts comply with health and safety codes and standards.

**OTHER FACTORS AFFECTING PERFORMANCE:**

Local taxpayers have the right to vote for bond referenda. It is the local education agency's responsibility to maintain school facilities and the districts' taxpayers' responsibility to vote on the levy amounts. It is a "judgment call" on the part of school administrators to spend their limited resources to the district's perceived best advantage. MDE can provide leadership, but is not a regulatory agency.

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.3 - Food and Nutrition

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
(\$ in Thousands)

	<b>Department of Education</b>	<b>Education Aids and Levies</b>
<b>Total Expenditures:</b>	\$ 2,719	\$ 134,429
From State Funds	\$ 164	\$ 6,755
From Federal Funds	\$ 2,555	\$ 127,674 <sup>a</sup>
From Local Levy Funds	\$ 0	\$ 0 <sup>b</sup>

<sup>a</sup>In addition, the value of food commodities donated to Minnesota by the U.S. Department of Agriculture was about \$17 million in FY 1994.

<sup>b</sup>An estimated \$100 million for food and nutrition programs was collected locally through parent/student fees for school lunch and breakfast in FY 1994.

**Number of FTE Staff:** 31.0

**ACTIVITY GOALS:**

- All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning.
- Learners of all ages will have access to nutrition programs which contribute to learning, health and success.

**DESCRIPTION OF SERVICES:**

The Food and Nutrition activity administers six U.S. Department of Agriculture (Federal) programs (Summer Food Service, Child and Adult Care Food, Special Milk, School Breakfast, National School Lunch Programs, and the Food Distribution Program). State funds complement several of the USDA sources, and fund the Minnesota Kindergarten Milk Program. Combined federal and state funding of about \$140 million is distributed to approximately 1,600 organizational customers. This activity uses administrative, consultative, informational and educational approaches to enable learners of all ages to have access to nutrition programs which contribute to learning, health, and success.

Six types of programs are available to customers:

**Child and Adult Care Food Program.** Provides nutritious meals and snacks to children and infants through age 12, and adults in nonresidential child and adult care settings. Eligible settings are licensed or approved child care centers, outside-school-hours care centers, adult day care centers and family day care homes.

**School Breakfast.** Provides an opportunity for children to eat a nourishing breakfast at school.

**School Lunch.** Promotes the well-being of children through nutritious lunches at school.

**School Milk.** Milk is served during milk breaks or with meals to provide an opportunity for children to obtain one of the four glasses of milk needed daily to meet their recommended dietary intake.

**Summer Food Service.** Provides nutritionally adequate meals to economically disadvantaged children during breaks from their school schedule.

**Food Distribution Program.** Receives, allocates, stores, and distributes USDA donated food to schools, charitable institutions, summer camps, and summer food service programs.

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b><u>Type</u></b>	<b><u>Measure</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>
W	Contracts and Agreements Administered		
	<u>School Programs</u> (Including Food Distribution)		
	# of public school districts	403	403
	# of nonpublic schools	208	208
	# of residential institutions	43	42
	# of nonresidential child care institutions and summer camps	264	270
W	<u>Child and Adult Care Food Program</u>		
	# of child care centers & sponsors	227	265
	# of sponsors of family child care homes	12	12
	# of family day care homes served through sponsors	12,504	13,376
	# of adult care centers & sponsors	23	24
W	<u>Summer Food Service Program</u> (Including Food Distribution)		
	# of sponsors	32	38
W	<u>Food Distribution Program</u>		
	# of charitable institutions	375	370
	# of summer camps	112	115
	# of food processing, storage and distribution contracts	21	21
W	School Food and Nutrition Staff Certified	2,463	2,538

### **ACTIVITY DRIVERS:**

Research shows a relationship between nutrition and cognitive development. Under-nutrition can have lasting negative effects on behavior, school performance, and overall cognitive development of young children. Lack of nutrition is directly associated with increased educational failure, which reduces the ability of adults to produce and contribute to society. Public policy to improve nutritional status and cognitive development must be an integral part of maximizing educational expenditures.

Proposed federal policies focus on the nutritional integrity of school meals. The public demands that these programs



provide nutritious meals. This is difficult in a climate where food choices at home and when eating out frequently do not meet the same high standards.

The Minnesota Legislature has provided leadership to facilitate access and participation in food and nutrition programs and maximize federal revenue to Minnesota. Examples include incentive monies for new summer food sponsors and complementary funding for several food and nutrition programs. Yet many geographic areas remain unserved or underserved even though federal funds are available.

The 1994 legislation to pilot and evaluate school breakfast programs for all students at a few elementary sites will show how eating breakfast will improve the learning effectiveness of children and determine the impact breakfast has on learning readiness, school performance and educational achievement. This experiment also confronts the frequent stigma of school breakfast being only for children from poor families.

Changing federal policy over the next few years will determine the mix of federal, state and local funding and family fees to support food and nutrition services. Congress will reauthorize the major USDA programs in 1994. However, as an entitlement program, they will be reviewed again as a part of proposed welfare reform legislation. Entitlement caps at the federal level, will create a new level of competition among Federal domestic programs.

As research and public opinion evolve to show relationships between educational achievement and nutrition, a major challenge is to determine the appropriate state policy and funding. Minnesota state policymakers are in a key position to lead the nation because of our reputation in learning readiness.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.3 - Food and Nutrition

**OBJECTIVE, MEASURE**

Objective 1: To provide learners with food and nutrition that meet dietary guidelines and support student learning and attainment of graduation standards.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 148.)

**SUMMARY**

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.4 - School Personnel Licensing

**EXPENDITURES AND STAFFING (F.Y. 1994)**

(\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 648	\$ 0
From State Funds	\$ 648	\$ 0
From Federal Funds	\$ 0	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	15.0	

**ACTIVITY GOALS:**

- All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.

**DESCRIPTION OF SERVICES:**

Licenses are issued to approximately 27,000 qualified teachers and administrators per year. Applications are evaluated in relation to standards established by the State Board of Teaching and State Board of Education. Direct customer assistance through telephone and in-office consultations is provided to an average of 300 individuals daily. Continuing education/relicensure systems for professional development are maintained for teachers, supervisors, and administrators. Approval for institutions and teacher and administrative preparation programs is based on State Board of Teaching and State Board of Education rules.

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Licenses issued	26,000	26,500
A	College and universities reviewed (five-year cycle)	4	6
A	Licensure programs audited (five-year cycle)	98	85
W	Administrative clock hour programs approved	550	600
W	Task forces/committees staffed	6	15
A	Board of Education and Board of Teaching meetings	30	32

**ACTIVITY DRIVERS:**

State Board of Teaching and State Board of Education licensure rules and directives determine, in large part, objectives and workload.

The Minnesota Legislature has repealed all State Board of Teaching licensure rules effective July 1, 1996, and all State Board of Education administrative/supervisory licensure rules as of July 1, 1995. By law, all replacement rules must be outcome-based and tied to the State Board of Education graduation rule.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.4 - School Personnel Licensing

### OBJECTIVE, MEASURE

Objective 1: Evaluate initial, renewal, and endorsement applications and issue licenses based upon standards established by the State Board of Teaching and the State Board of Education for the licensure of teachers and administrators, and provide direct customer assistance.

Measure (1): Percentage of licenses issued that require correction; percentage of initial (first time) licenses issued within 8-10 working days, and renewals issued within 4-6 weeks.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Corrections to licenses	2.5%	2.5%	2.0%	2.0%	1.5%	1.5%
Initial licenses issued within 8-10 working days	85%	85%	87%	90%	90%	92%
Renewals issued within 4-6 weeks	88%	90%	90%	90%	92%	92%

### DEFINITION, RATIONALE, DATA SOURCE:

The licensing office is customer driven. Our customers expect licenses to be issued to qualified candidates based on standards of the State Board of Teaching and State Board of Education. Evaluation and issuance of licenses must be done in a timely and accurate manner. Issuing a license is directly related to a candidate's ability to apply for a position. Therefore, this function must be done as accurately and rapidly as possible, especially for first-time applicants for Minnesota teaching licenses. The applicants must know if they can accept Minnesota teaching positions.

### DISCUSSION OF PAST PERFORMANCE:

Over the past several years, Minnesota has experienced pressure to develop outcome-based licensure standards that will be broader in scope, but also measurable. This has involved much professional staff time and could lead to changes from past licensure rules and structures.

### PLAN TO ACHIEVE TARGETS:

Development of outcome-based licensure standards by July 1, 1995, for administrators and July 1, 1996, for teachers will continue. We will continue to streamline licensure procedures and telephone assistance. This will depend, in part, on securing funds to update our computer system.

### OTHER FACTORS AFFECTING PERFORMANCE:

State Board of Teaching restructuring of licensure proposals will impact the type and scope of licensure. Our ability to deliver services to our customers will depend on the availability of funding to modernize the licensure computer system. State legislative mandates related to outcome-based licensure rules, teacher testing, and graduation standards will impact licensure. The past several legislative sessions have seen new teacher education and licensure mandates impacting the State Board of Teaching, the State Board of Education and the School Personnel Licensing Team.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.5 - Board of Teaching

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 205	\$ 740
From State Funds	\$ 205	\$ 740
From Federal Funds	\$ 0	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	2.0	

**ACTIVITY GOALS:**

- All education personnel will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.
- All beginning teachers will have the opportunity to acquire and demonstrate the knowledge and skills needed to teach diverse learners well. (M.S. 125.185, M.S. 125.230, M.S. 125.231 and Laws of Minnesota 1993, Chapter 224, Article 12, Section 34).
- All teachers will maintain standards of performance and professional conduct. (M.S. 125.09 and M.S. 125.185).

**DESCRIPTION OF SERVICES:**

The Board of Teaching ensures that throughout their professional career, educators meet high standards which will enable them to provide the highest quality education for all learners in our diverse, multicultural society. The Board of Teaching consists of 11 members appointed by the Governor for four-year terms. Membership includes six classroom teachers, one higher education representative who must be a faculty member preparing teachers, one school administrator, and three members of the public, two of whom must be current or former members of school boards.

The Board of Teaching establishes and maintains standards for the preparation and licensure of teachers by assuring sound and relevant programs of preservice teacher preparation, establishing and revising standards of licensure in instructional areas, approving licensure programs offered by teacher preparation institutions approved by the Board, implementing an assessment system for licensure and maintaining a system of continued professional growth through oversight of continuing education/relicensure committees. The Board of Teaching provides leadership for improving teacher preparation and licensing through research and development on teacher preparation programs, teacher licensure systems, beginning teacher programs, and the assessment of teaching skills. The Board of Teaching also addresses

professional practice by suspending or revoking for cause any license issued by the Board, receiving complaints relative to M.S. 125.09 and the Code of Ethics for Minnesota Teachers, and conducting investigations and processing complaints related to licensed personnel. Additionally, the Board processes appeals resulting from denial of licensure and schedules contested case hearings.

### **BACKGROUND INFORMATION:**

#### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b><u>Type</u></b>	<b><u>Measure</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>
W	Number of licensure programs approved	79	45
W	Percent of licensure programs approved	79%	74%
W	Number of residency programs approved	*	6
W	Number of complaints resolved	88	91
A	Number of fellowship grants awarded	33	39
A	Number of mentorship grants awarded	37	32

\*This program was first authorized for FY 1994.

### **ACTIVITY DRIVERS:**

**Restructured Teacher Preparation and Licensing.** The Board of Teaching is developing a more extensive, rigorous professional preparation and licensure system based on standards and assessments. This is a substantial departure from current practice. Nationally, the Interstate New Teacher Assessment and Support Consortium (INTASC), the National Council for Accreditation of Teacher Education (NCATE), the Board for Professional Teaching Standards (NBPTS) and Goals 2000 all call for dramatic change in the way teachers are prepared and licensed. On the state level, this restructuring must be linked with the reform of PK-12 education so teachers are able to help students achieve higher expectations for performance. All licensure rules have been repealed effective July 1, 1996, and new licensure rules that relate directly to the results-oriented graduation rule must be adopted. The focus of licensing will become increasingly oriented to teacher performance, requiring changes in preparation, development of performance assessments, and the development of residency sites to improve the clinical component. Continued funding is necessary for the Board of Teaching to proceed with the development of a teacher preparation and licensing system that will focus on the performance of beginning teachers.

**Mandatory Reporting.** In 1989, M.S. 125.09 was amended to require school boards to report to the Board of Teaching when teachers are discharged, suspended, or resign after a charge is filed under section 125.12, subd. 8, 125.17 subd. 4, or 626.556. This law has increased the number of complaints filed from 29 in FY 1988 to 114 in FY 1994. Increased reporting has resulted in additional costs to process those complaints that result in stipulation agreements or contested case hearings. This has significantly impacted the operating budget of the Board.

**Recruitment of Persons of Color.** Fewer than two percent of the teacher education graduates in Minnesota in 1990 were persons of color. There is a continuing need to attract persons of color into the teaching profession. Continued funding of this program will provide a way to increase the number of persons of color prepared as teachers for Minnesota schools.

AGENCY: Education, Department of  
PROGRAM: 02 - Education Resources and Support  
ACTIVITY: 02.5 - Board of Teaching

**OBJECTIVE, MEASURE**

Objective 1: To develop an improved teacher preparation and licensure system based on standards and assessments.

Information regarding actual performance and a discussion of data and rationale is provided in the Education Resources and Support program description. (Refer to page 146.)



- Approving programs of instruction in Minnesota educational institutions -- secondary and postsecondary, public and private -- in accordance with the federal G.I. Bill, Title 38, U.S. Code.
- Conducting monitoring visits to determine program compliance and indicate required corrective action for the five federal nutrition programs.
- Monitoring veterans' programs for compliance with federal and state statutes, rules and regulations, and providing technical assistance to appropriate staff.

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
W	Hours spent to conduct on-site monitoring reviews and compliance investigations	5,100	5,100
W	Hours spent in preparation for compliance visits and completion of reports, including visit preparation tasks, report writing, and follow-up activities.	13,000	15,000
W	Hours of meetings with customers and advisory committees to gain input and recommendations on procedures and processes	50	50
W	Hours of technical assistance and professional development for district staff, hearing officers hearing appeal officers, mediators on issues of compliance, including written and oral communication, workshops, trainings, etc.	1,000	2,000
A	Number of hearing officers appointed	18	29
A	Number of hearing review officers appointed	2	4
A	Number of LEAs monitored for due process compliance.	134 (districts)	121 (districts)
A	Number of non-LEA facilities monitored, including correctional facilities, area learning centers, academies, charter schools, etc.	2	4
A	Number of school districts receiving conflict resolution technical assistance.	55	60
A	Number of on-site inspections of veterans' approved educational institutions.	186	203
A	Number of school lunch/school breakfast programs reviewed.	270	300
A	Number of school lunch/school breakfast workshops conducted.	15	20
A	Number of child and adult care food programs reviewed.	130	130

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
A	Number of child and adult care food workshops conducted.	11	15

**ACTIVITY DRIVERS:**

**Federal and State Laws, Rules, Policies and Court Decisions.** The following state and federal laws and policies identify the requirements for compliance and mandate the MDE to monitor the districts for compliance:

P.L. 101-476 (Individuals with Disabilities Education Act)

MR 3525

MS 120.17

Section 504, Rehabilitation Act of 1973

Titles IV, VI, VII, IX

State and federal court litigation

OSEP and OCR policy letters and report of findings

Title 38 - U.S. Code

**Program Policy of the Minnesota Department of Education.** The focus and philosophical view held by the Minnesota Legislature and State Board of Education supporting a results-oriented, learner centered education program has redirected the activities of Monitoring and Compliance toward assessing whether the programs, through compliance with laws and rules, are producing results with the learners.

**Development and Implementation of a Mediation System.** Through mediation, parents and districts have another conflict resolution system. This has decreased the number of conciliations and hearings.

**Reauthorization of State and Federal Rules and Laws.** Over the next year, the federal government will act to reauthorize special education legislation (P.L. 101-476). The modified requirements will influence the actions of states and school districts. Additionally, the State Board of Education will adopt new state rules for special education which will impact program implementation at the local level.

awareness programs. Considerable effort already has been made to close the learning gap through both state revenue (compensatory aid, assurance of mastery) and federal revenue (Chapter I, LEP, Migrant Education and other categorical programs). However, even with more than \$100 million in resources, progress is slow.

**PLAN TO ACHIEVE TARGETS:**

Desegregation and inclusive education is an MDE priority.

Plans to achieve this goal include:

1. Creating an Office of Desegregation/Integration within the MDE to provide leadership and visibility.
2. Proposing legislation that more closely aligns compensatory revenue with students who need academic assistance, and expands cultural awareness and other cultural opportunities.
3. Providing assistance to districts and consortia of districts to develop magnet schools that focus on meeting learners' needs while improving their cultural understanding.
4. Furnishing information to parents to help them decide which school will best meet their child's needs.
5. Providing staff development for all district staff and students.
6. Increasing the numbers of teachers of color.
7. Working collaboratively with cities, counties, private agencies, businesses, labor, churches, and others to support and improve all types of families.
8. Collecting data regarding the above measures so that policy decisions can be based on reliable information.
9. Assisting the State Board of Education in adopting revisions to the current desegregation and inclusive education rules.

**OTHER FACTORS AFFECTING PERFORMANCE:**

The issues involved in this objective are extremely complex because they literally cut across all aspects of our society. Even more significant is the fact that we are addressing thousands of learners in this objective. Unless a high level of success is the result, substantive societal problems will result in ensuing years. Policy directions adopted by the State Board of Education and Legislature will affect the performance of this objective.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.6 - Monitoring and Compliance

**OBJECTIVE, MEASURE**

Objective 3: To assure stakeholders have quality and responsive conflict resolution systems available.

Measure (3): Number of conflict resolution systems available to stakeholders; number of hearings, mediations, complaints, appeals; numbers of complaints, hearings and appeals completed within mandated timelines and the number not completed within mandated timelines; survey data on stakeholder satisfaction.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of conflict resolution systems available	4	5	5	5	5	5
# of hearings requested	17	18	29*	29	29	29
# of hearings held	1	3	5*	5	5	5
# of mediations requested	NA	19	20*	20	20	20
# of mediations conducted	NA	19	12*	12	12	12
# of hearing appeals requested	0	2	5*	5	5	5
# of complaints filed	36	73	100	100	100	100
% of complaints completed within timelines	NA	NA	NA	50	75	100
% of hearings completed within timelines	NA	NA	NA	50	75	100
% of appeals completed within timelines	NA	2	4	50	75	100
Degree of customer satisfaction	NA	NA	NA	10%	30%	60%

\* These are customer driven. We predict use of the systems by parents will remain at current levels.

**DEFINITION, RATIONALE, DATA SOURCE:**

All parents are guaranteed the right to participate in the development of their child's Individual Education Plan. The school districts must promote this participation and assure that the rights of the learner with a disability are protected.

Districts are held accountable for this requirement by the MDE and data are kept by MDE on conflict situations when a parent, advocate, other party, or district registers a complaint, requests a hearing, appeals a hearing decision, or seeks mediation.

Federal law mandates development and implementation of a process for complaints, hearings, and hearing appeals which enables parents to express their concerns about the special education program to MDE or another party. This action on the part of parents or districts requires MDE action to resolve the complaint or facilitate the handling of the hearing or appeal request.

State law requires that two other systems be available to reconcile conflicts over the learner's program. Districts must provide opportunities for conciliation conferences when a parent disagrees with a proposed action. Additionally, a mediation system has been established through the MDE to assist the resolution of conflict in a non-adversarial setting.

#### **DISCUSSION OF PAST PERFORMANCE:**

Conflict resolution systems are relatively new in Minnesota. In the last five years, complaints have increased steadily, from 32 complaints in 1990 to 100 complaints in 1994. There have been relatively few due process hearings (six in 1990; five in 1994). However, the number of hearings that have been requested has increased from six in 1990 to 29 in 1994. Twenty-four were settled before the hearing or were withdrawn.

Mediation was initiated in 1992. This process is helpful to districts because it is far less costly and is a "win-win" conflict resolution system.

#### **PLAN TO ACHIEVE TARGETS:**

Provide training to hearing officers, hearing appeal officers, and mediators on an annual basis or as needed.

Appoint hearing officers and hearing appeal officers as needed.

Meet requests for mediation in a timely manner.

Provide training to MDE to conduct investigations for complaints, and hearing procedures.

Develop a survey instrument for stakeholders on perception of current conflict resolution systems and the responsiveness of the system.

Develop procedural standards for systems which will be followed by MDE staff.

Receive input and recommendations from advisory committee on how the conflict systems are functioning.

#### **OTHER FACTORS AFFECTING PERFORMANCE:**

At this time, MDE does not have a sufficient number of hearing officers and hearing appeal officers to meet the need of the system. This results in not meeting mandated timelines for decisions and a perception that the system does not function as well as it should. A procedure for securing more officers is needed.

All conflict resolution systems are customer driven. This limits the ability of the MDE to project numbers for complaints, hearings, appeals, and mediation.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.6 - Monitoring and Compliance

### OBJECTIVE, MEASURE

Objective 4: To ensure districts are providing educational environments which protect of the rights of learners.

**Measure (4):** Number of school districts receiving training on gender issues and sexual harassment, number of technical assistance contacts for desegregation, number of curriculums dispersed to districts, and number of districts implementing the curriculum.

Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
Technical Assistance*						
# of training requests	NA	NA	70	90	100	150
# of districts receiving training	NA	NA	70	90	100	150
# of requests for desegregation information	NA	NA	3	5	7	10
# of districts implementing curriculum	NA	NA	70	90	100	150

\*Data on technical assistance have not been collected and analyzed at this time.

### DEFINITION, RATIONALE, DATA SOURCE:

Learners have the right to learning environments free of discriminatory actions and harassing comments, materials, etc. The rights of the learner to such environments are protected under several federal and state rules and laws relating to their civil rights protection and the right to equally access an education in the same environment as all other learners in the district.

### DISCUSSION OF PAST PERFORMANCE:

Districts complete an Assurance of Compliance form stating they are not discriminating on the basis of the 11 areas protected in the law. Technical assistance is given to districts on request in the areas of sexual harassment, gender equity, race, desegregation, and non-discrimination. Parents who wish to file a complaint in any of the protected areas are directed to do so with another agency either at the state or federal level.

### PLAN TO ACHIEVE TARGETS:

The following actions will be pursued :

- Establishment of a monitoring cycle to determine compliance with laws.
- Provision of training based on requests in areas relating to sexual harassment, desegregation, discrimination, etc.
- Federal grants activities will be followed.

**BACKGROUND INFORMATION:****MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<u>Type</u>	<u>Measure</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>
A	Develop data collection forms	229	205
A	Number of publications, information summaries and listings produced.	81	81
W	Number of monthly responses to requests for education related data.	300	400
W	Number of monthly responses to requests for technical assistance.	400	300
A	Number of training workshops scheduled for student and staff reporting.	18	23
A	Percent of school districts with local area network technology.	40%	50%
A	Percent of school districts with local area network access to INTERNET.	2%	15%

**ACTIVITY DRIVERS:**

- Limited resources are prompting local and state agencies to meet their information needs more efficiently. Therefore, there will be increased pressure to: (a) reduce unnecessary duplicate reporting, (b) use technology to collect data more efficiently, and (c) share data among other agencies.
- The transition from an ESV Regional Structure to a free market structure will impact the reporting of data required for state and federal aid calculations. In the past, data used to calculate state and federal aid payments were reported via the ESV Regional structure. With the elimination of the state subsidy to these regions and a free market approach, the services provided by the Regions may no longer exist. These services ensured that data reported to the MDE were edited and submitted in a timely manner.
- The use of INTERNET and other networks and network tools will provide for faster movement of data, including electronic transfer among districts and directly to the MDE. This will improve the timeliness of data.
- The MDE desires to expand the ability of staff to access and manipulate data directly through its local area network. This reduces dependence on specialized systems for routine data inquiries. Further development and training on the local area network is critical.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.7 - Information Technologies

## OBJECTIVE, MEASURE

Objective 1: To develop the most efficient means of acquiring data from school districts.

Measure (1): Number of paper forms reduced.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of forms reduced via MARSS	12	3	2	2	NA	NA
# of forms reduced via staff system	1	NA	3	NA	NA	NA
# of non-automated staff/student forms eliminated	NA	NA	1	3	NA	NA

## DEFINITION, RATIONALE, DATA SOURCE:

This measure is the number of forms reduced as a result of consolidating duplicated MDE data collection instruments into the Minnesota Automated Reporting System (MARSS), Staff Automated Reporting (STAR) systems or other data collection instruments. It reflects MDE's efforts to develop the most efficient means of acquiring data from school districts and respondents. This measure is expressed in terms of numbers rather than percents because it is difficult to determine the total number of forms collected that relate to student and staff reporting. In addition, this measure may not reflect net reduction in forms due to new legislative initiatives. This effort, however, is consistent with state and federal initiatives to reduce paper form collection.

## DISCUSSION OF PAST PERFORMANCE:

In 1982, the MDE established the Data Acquisition Review Committee (DARC). Its purpose was to reduce the reporting burden of school districts. Its task was to review MDE new/revised data collection forms with respect to departmental data collection responsibilities and standards. Membership consisted of department and school district staff. The group disbanded in the mid-1980s. As a result of their efforts, report forms were either eliminated or consolidated, MDE reporting standards were adhered to, and local input was incorporated into the development of new/revised report forms. An ad hoc group of MDE staff continues to review report forms.

## PLAN TO ACHIEVE TARGETS:

MDE supports the data management philosophy of "single entry of data for multiple purposes." School districts are becoming more attuned to the need for a comprehensive management information system. This would eliminate the fragmentation of data storage that hinders the MDE's efforts to streamline data reporting. Software vendors are also recognizing the marketability of integrated and/or compatible systems which will facilitate this effort.

Data Management staff will review existing data collection activities for potential clients with the objective of forms reduction.



**OTHER FACTORS AFFECTING PERFORMANCE:**

It is difficult to successfully eliminate duplicate reporting. Factors such as how the data are stored locally, frequency of reporting, due dates, type of enrollment count, conflicting data definitions, and how the information is stored at the MDE influences the success of this effort. Legislative initiatives requiring new data collection activities will also impact this effort.

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY:** 02.7 - Information Technologies

## OBJECTIVE, MEASURE

Objective 2: To position the Minnesota educational delivery system for the application of technology for administrative reporting and classroom instruction.

Measure (2): Number of staff trained on network system; percentage of districts with local area networking and access to INTERNET; percentage of districts reporting data to MDE via INTERNET.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
# of staff trained on network system	0	100	200	300	350	400
% of districts with local area networking	0	40	50	70	80	100
% of schools with access to INTERNET	NA	2%	15%	60%	80%	100%
% of administrative data reported to MDE via INTERNET	NA	NA	3%	10%	30%	35%

## DEFINITION, RATIONALE, DATA SOURCE:

Using network technology is important for both administrative data reporting and classroom instruction. This objective will be measured by the number of districts with network technology capability, the number of staff trained, the percent of school building sites with INTERNET access, and the number of districts reporting to MDE using INTERNET.

## DISCUSSION OF PAST PERFORMANCE:

The Commissioner of Education appointed a task force on Information Technologies. The Deputy Commissioner has chaired the Task Force. A final report is due in November 1994.

## PLAN TO ACHIEVE TARGETS:

Two new staff will work with districts to facilitate standards for networks at the school level and inform decision makers on the use of technology as a tool for administrative operations, decision making, and classroom instruction.

## OTHER FACTORS AFFECTING PERFORMANCE:

Full implementation of network technology by 1997 depends on legislative funding. Other factors include: (a) ability of school districts to obtain local funding, (b) condition of school facilities, (c) communication costs, (d) technical assistance in support of implementing and operating networks, and (e) competing priorities for resources.

## SUMMARY

**AGENCY:** Education, Department of  
**PROGRAM:** 02 - Education Resources and Support  
**ACTIVITY** 02.8 - Leadership and Administration

**EXPENDITURES AND STAFFING (F.Y. 1994)**  
 (\$ in Thousands)

	Department of Education	Education Aids and Levies
<b>Total Expenditures:</b>	\$ 5,759	\$ 0
From State Funds	\$ 3,644	\$ 0
From Federal Funds	\$ 2,115	\$ 0
From Local Levy Funds	\$ 0	\$ 0
<b>Number of FTE Staff:</b>	48.0	

**ACTIVITY GOALS:**

- To provide statewide policy leadership in the implementation of priorities of the State Board of Education and the Minnesota Department of Education that result in the success of every learner in Minnesota.

**DESCRIPTION OF SERVICES:**

The purpose of this activity is to provide statewide policy leadership for the Minnesota educational system; assure a quality educational program for Minnesota public school students, teachers and administrators, school districts and other education delivery agencies; and to provide leadership and direction, communications, legislative relations, financial management, administrative support, personnel services and, and labor relations support to the Minnesota Department of Education (MDE), the Minnesota State Academy for the Deaf and the Minnesota State Academy for the Blind (MSAD/MSAB).

Included in this activity are:

- The State Board of Education (SBE), the layperson governing and policymaking body appointed by the Governor. The State Board is comprised of nine members -- one from each congressional district and one at-large member. In addition, there is one non-voting student representative, who is elected annually by the State Student Council Association.
- The Commissioner's Cabinet. MDE executive managers comprise the Commissioner's Cabinet which includes the Office of the Commissioner of Education, Offices of the Deputy and Assistant Commissioners, Public Information and Government Relations, and the Executive Director of the State Board of Education.
- The Offices of Fiscal Services and Human Resources. These offices provide administrative support services. This activity also includes the budget for support expenses - a separate account for agency-wide costs for office space rental, telephone, postage, office supplies, and copy fees.

The primary activities of each are:

State Board of Education

- Provides governance for Minnesota's public school districts and other education delivery agencies by adopting statutorily-based rules and promulgating guidelines by which the MDE and the local school districts carry out statutory responsibilities.
- Establishes priorities and policy direction to guide the development of the MDE/SBE biennial legislative package and its adoption and submission to the Governor and Minnesota Legislature, as required by law.
- Carries out numerous specific responsibilities/duties delegated to the Board by the Legislature (i.e., grant awards, charter schools, special education appeals).
- Provides governance and direction for the MDE through establishment of priorities, development of annual and long-range goals, and through the process of approving and adopting major initiatives of the MDE.
- Provides governance in the form of policy direction, guidelines, standards, and program evaluation for the Minnesota State Academy for the Deaf and the Minnesota State Academy for the Blind.

Office of the Commissioner of Education/Cabinet

- Serves as the spokesperson for public education in Minnesota, advocates on behalf of all Minnesota learners and stakeholders, and ensures implementation of all state education policies.
- Provides leadership for the development and delivery of services to Minnesota's public school system in the areas of curriculum instruction, funding, school district management, and programs and services for students with special needs.
- Provides general direction to all education program areas including early childhood and family education, elementary secondary education, secondary vocational education, special education, choice, alternative programs, co-location, risk prevention, community education, and adult education programs.
- Ensures that programs required by federal and state laws and rules are provided to all students in the state.
- Provides leadership and direction to the MDE to ensure the success of every learner.

Public Information

- Communicates state-level education policy and priorities to public school leadership, MDE clients, the media, and the public.
- Produces *Education Update*, the agency's major newspaper which has a circulation of 62,000 and is mailed to teachers and administrators in every school district in the state plus an extensive list of organizations and individuals who are interested in Minnesota's education policies and programs.

Government Relations

- Coordinates legislative relations at both the state and federal levels.

Fiscal Services

- Manages the financial and business affairs of the MDE; provides reimbursement to education agencies and service providers; manages federal programs including school or local agency reimbursement and cash management;

processes employee and vendor payments; manages the contract and grant agreement process.

- Provides all facets of office support services for MDE personnel, facilities, use of office space, copy services and mail distribution services.
- Arranges for purchase of equipment, printing, supplies, purchased services for agency operation, and materials for educational programs or training conducted by MDE staff. Receives incoming shipments and deliveries, handles inventory records, supply distribution, and MDE storage space.

#### Human Resources

- Provides administrative support for personnel services and labor relations including salary administration, job classification, and employee benefits involving some 17 health, dental, life insurance, and optional plans for individual employees.
- Administers statutes, rules, and procedures for affirmative action, harassment, and complaint investigation.
- Recruits, hires, and advances employees; handles retirement issues and assistance.
- Provides employee assistance, staff development, health and wellness, health and safety, and other related personnel activities.

#### **BACKGROUND INFORMATION:**

##### **MEASURES OF ACTIVITIES (A), WORKLOAD (W), UNIT COSTS (UC), OTHER DATA (O)**

<b><u>Type</u></b>	<b><u>Measure</u></b>	<b><u>F.Y. 1993</u></b>	<b><u>F.Y. 1994</u></b>
W	Number of legislative committee K-12 hearings monitored	165	88
W	Number of legislative committee (on issues related to K-12) hearings monitored	50	40
A	Number of state locations for oral presentations of K-12 information	300	300
W	Number of final documents distributed to school districts/others	1,000	1,000
W	Number of required legislative reports delivered	NA	54
A	Number of issues of the MDE newspaper, <i>Education Update</i> , published and distributed	5 issues 61,147	3 to date 62,587
W	Number of education related information packets mailed in response to inquiries	1,140	1,140
W	Number of State Board of Education meetings throughout state for public input on a variety of education issues	100	120

AGENCY: Education, Department of  
PROGRAM: 03 - Residential Academies for the Deaf and Blind

OBJECTIVE, MEASURE

Objective 1: Public school districts and other public agencies serving students who are deaf or blind will be aware of the Residential Academies as an option for meeting special education goals and objectives for the student population.

Measure (1): Percentage of district officials who are aware of Academy programs; percentage who have a favorable opinion of the Academies as a placement option.
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Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
District official awareness	NA	NA	NA	100%	100%	100%
District official favorable opinion	NA	NA	NA	100%	100%	100%

DEFINITION, RATIONALE, DATA SOURCE:

Federal law (Individuals with Disabilities Education Act) provides that each student with a disability is entitled to a free and appropriate public education. That federal mandate requires an individual program. Often, the most appropriate individualized special education program for a student within this population is best met through a residential placement at the Minnesota Residential Academies.

As required by federal law, the decision about the most appropriate educational program for any specific student must be made by an individual education planning team which consists of professionals familiar with the student, resident district administrators and the parents of the student. To make the best decision, all service options available to meet the needs of that student must be known to the individual educational planning team. That means that the school district official who is ultimately responsible for administering the special education programs of that district should be aware of the services provided by the Minnesota Residential Academies for the Deaf and Blind. That official must be willing to present the information in an open and unbiased manner. In order for each deaf and/or blind student in the State of Minnesota to receive the most appropriate and best possible education as dictated by his or her disabilities and needs, at least one responsible administrator in every school district must have full knowledge of the Residential Academies programs.

DISCUSSION OF PAST PERFORMANCE:

The history of the relationship between the Minnesota Residential Academies and local school district officials is entwined in the history of the mainstreaming movement within education. Historically, residential schools were viewed as institutions which segregated students from the mainstream of student life and the mainstream of society. While the students were segregated geographically from other students in the deaf or blind child's home community, significant efforts have been made for decades to integrate those students into the community where the Academies are located. The mainstream movement of the 1960s, 1970s, and 1980s opposed the placement of students at the Residential Academies regardless of the nature of the services provided and the nature of the services available to the student in his/her resident district. For this reason, the attitude of local district administrators toward the Residential Academies was often negative.

The Residential Academies may have contributed to the negative opinion by their own lack of communication. Large

numbers of local district officials are either: (a) unaware of the existence of the Academies, or (b) unaware of the process, procedures, and costs to enroll a student at the Residential Academies.

**PLAN TO ACHIEVE TARGETS:**

At least once during each school year the Academies will prepare and disseminate, to the special education director and superintendent of each Minnesota school district, a survey instrument which will measure the official's degree of knowledge about the Residential Academies as well as other useful information which can be used by the Academies to modify and improve their programs.

For approximately the past 10 years the Residential Academies have worked to communicate to school district officials the nature of their special services available to students. This effort will continue. In addition to periodic newsletters and brochures, the Academies are considering workshops, visitation sessions, and using telecommunication systems to communicate with local district officials.

**OTHER FACTORS AFFECTING PERFORMANCE:**

- The willingness of local school districts to refer students to the Academy.
- The willingness of the local school district to support the Academies by providing transportation, specialized staffing when necessary, and support and/or education offerings to the parents of the specific student.
- The ability of postsecondary education systems in Minnesota and elsewhere to provide properly trained professionals.

**AGENCY:** Education, Department of  
**PROGRAM:** 03 - Residential Academies for the Deaf and Blind

### **OBJECTIVE, MEASURE**

Objective 2: All students educated at the Academies will become productive citizens capable of leading meaningful and enjoyable lives to the maximum extent possible.

Measure (2):	Percent of graduates enrolled in postsecondary education, placed in an appropriate facility, or employed within one year after graduation.
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Actual Performance	<u>F.Y. 1992</u>	<u>F.Y. 1993</u>	<u>F.Y. 1994</u>	<u>F.Y. 1995</u>	<u>F.Y. 1996</u>	<u>F.Y. 1997</u>
% of MSAB graduates	75%	100%	100%	100%	100%	100%
% of MSAD graduates	58%	71%	50%	75%	75%	75%

### **DEFINITION, RATIONALE, DATA SOURCE:**

Staff and administrators of the Residential Academies are closely involved with student planning because of the individual education planning process. Also, federal law requires that each student's individual education plan include a plan for transition to adult life.

The result of this planning process is that Academies' personnel are well aware of the future education plans of students about to graduate and the progress in education, employment, and other endeavors of graduates.

It is the objective of the Residential Academies that every student who graduates will be appropriately enrolled in a postsecondary education program which meets his or her interests and needs, placed in an appropriate work setting, or placed in a facility such as a group home as dictated by the student's disabilities.

### **DISCUSSION OF PAST PERFORMANCE:**

Historically, the Academies placed a significant percentage of graduates into postsecondary institutions. A small number of graduates have been placed directly into employment and a growing number of graduates, reflecting a change in student population, have been placed in other social service facilities.

### **PLAN TO ACHIEVE TARGETS:**

Staff at the Residential Academies receive ongoing training and information concerning appropriate postsecondary placement of students. A full-time position of Transition Coordinator has been created within the past three years to assist in achieving this objective. That position will continue to be maintained and funded.

### **OTHER FACTORS AFFECTING PERFORMANCE:**

Students leave the Academies prepared for appropriate postsecondary education. Currently, there are significant and adequate numbers of program openings to meet those students' needs.

Locating and placing students with severe disabilities in appropriate social service facilities in or near the home community of the student's family has been and continues to be a problem. The unavailability of suitable placements does not preclude placing a student in an appropriate facility but does often preclude placing a student in a facility which is accessible to the student's family.



**MINNESOTA  
DEPARTMENT  
OF  
EDUCATION**

**PERFORMANCE REPORT**

**APPENDICES**

### Appendix A: Department of Education Current Organizational Structure

In order to report on the performance of all major education programs and to address all the services in the Department of Education (MDE) special programs' component, Part 2 and Part 3 of the performance report summarize each of the three major programs and then each of the major activities using the current MDE organizational structure. These programs and major activities have been cross-walked to the program and activity structure presented in the 1994-95 Biennial Budget .

#### Teaching and Learning<sup>1</sup>

- Learner Improvement<sup>2</sup>
- State and Federal Programs (targeted populations)<sup>3</sup>
- Special Education
- Indian Education
- Lifework Development<sup>4</sup>
- Community Collaboration<sup>5</sup>
- Library Development and Services
- Minnesota Academic Excellence Foundation

#### Education Resources and Support<sup>6</sup>

- Education Finance<sup>7</sup>
- Facilities/Organization/Alternatives<sup>8</sup>
- Food & Nutrition<sup>9</sup>
- School Personnel Licensing<sup>10</sup>
- Board of Teaching
- Monitoring & Compliance<sup>11</sup>
- Information Technologies<sup>12</sup>
- Leadership & Administration<sup>13</sup>

#### Residential Academies for the Deaf and Blind

- Academy for the Deaf
- Academy for the Blind

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<sup>1</sup> Formerly Learning Improvement

<sup>2</sup> Incorporates part of Curriculum Services, Instructional Design, and Assessment

<sup>3</sup> Formerly Special Programs; incorporates part of Education Development and Curriculum Services

<sup>4</sup> New; incorporates part of Curriculum Services and Community Education/Learner Services

<sup>5</sup> Formerly Community Education/Learner Services

<sup>6</sup> Formerly Learner Resources and Support

<sup>7</sup> Formerly Education Finance & Analysis; incorporates part of Education Development and Administrative Support Services

<sup>8</sup> Incorporates part of Education Development and Community Education/Learner Services

<sup>9</sup> Formerly Child Nutrition

<sup>10</sup> Formerly Personnel Licensing

<sup>11</sup> Formerly Monitoring & Equal Education Opportunities; incorporates part of Education Development

<sup>12</sup> Formerly Education Data Systems; incorporates part of Education Finance & Analysis

<sup>13</sup> Formerly State Board of Education, Executive Management, and part of Administrative Support Services

## **Appendix B: Overview of the Minnesota Department of Education Planning Process**

### **Background**

In November 1993, the Department of Education and 19 other agencies submitted draft performance reports to the Office of the Legislative Auditor for review. In late May 1994, the Department of Education received comments from the Office of the Legislative Auditor on its first draft of a Performance Report for the Minnesota Legislature that cited the need for revisions in the following areas:

1. Better identification of the department's mission, goals, and objectives;
2. Specification of measurable objectives and critical performance measures for all major components of its programs, paying particular attention to outcome measures for school districts and students;
3. Provision of clearer and more complete descriptions of programs, including the size of each program and explanations of the links between programs and performance measures;
4. Inclusion of statutorily-required items and a discussion of whether statutory changes are needed to achieve goals, a summary of proposals for new outcome information or data systems, and a discussion of the department's priority populations and how they are expected to change;
5. Inclusion of a concise description of what the department does (or could do) to affect program results and why stated objectives are reasonable.

Agencies that prepared draft performance reports are now required to submit final revised reports to the Office of the Legislative Auditor by Sept. 15, 1994. Agencies will then be responsible for submitting annual updated reports beginning in 1995.

### **Overview of the Process Used to Develop a Final Report**

Given the short amount of time available to prepare a revised report, we relied as much as possible on existing documents and sources for the required narrative. They included Minnesota statutes related to education, the 1994-95 Biennial Education Budget, Challenge 2000, and Minnesota Milestone reports.

We convened two committees to work with a writing team to shape the content of the final report. A Worker Participation Committee, whose members include staff from all levels of the department, has been instrumental in clarifying inconsistencies in existing information and providing additional information to complete this first year report. We also convened an External Stakeholder Group to review the intent of performance reporting and the articulated goals and objectives of major department programs.

### **Major Steps**

The following is a summary of the activities we completed in preparing the final performance report.

1. The writing team prepared a background memorandum that summarized key recommendations from the Office of Legislative Auditor's review of the Department's draft report and their critique of all the draft performance reports. Recommendations were organized by report section and served as a "checklist" against which drafts were reviewed.

2. The writing team prepared a draft outline for the revised performance report, including a list of programs to be included in Parts 2 and 3 of the report. Using existing Department documents (i.e., *1994-95 Biennial Budget*, *Challenge 2000*, etc.), the writing team prepared a draft of Part 1 of the report (Agency Summary) and a "sample" program as part of Part 2 (Program Information) and Part 3 (Performance Objectives/Measures).
3. The Worker Participation Committee met to review the background memorandum that summarized needed revisions, a draft outline for the performance report, a draft of Part 1, and the format of the "sample" program prepared as Parts 2 and 3.
4. The writing team revised Part 1 using existing documentation, and prepared a Part 2 and Part 3 for each program and activity using the revised format. Information gaps and inconsistencies that needed resolution were highlighted in brackets.
5. The Worker Participation Committee met to review the first draft of the final report, focusing on a discussion of the gaps in reporting and the most efficient method to obtain the information needed from MDE activity managers.
6. The writing team met with all activity managers as a group and individually to review the format for the performance report and the information needed regarding each MDE program and activity.
7. The External Stakeholder Group met to discuss: (1) the purpose of the performance reporting process and implications of report for stakeholders; (2) the overall report outline; (3) key objectives/performance measures for each program; and (4) key factors beyond the Department's control that affect performance.
8. The Worker Participation Committee met to consider the comments of the External Stakeholder Group and to develop a plan for editing the second draft of the final report.
9. Each MDE activity manager submitted Part 2 and Part 3 narrative regarding his/her activity to the writing team for review. Two senior managers also assumed responsibility for preparing narrative related to the three MDE programs.
10. The writing team edited each program and activity write-up, noting gaps and inconsistencies in reporting. Individual writing team members then met with activity managers to make the necessary revisions.
11. A third draft of the performance report was reviewed with the MDE Cabinet.
12. A subgroup of the writing team completed the final editing and proofreading of the final report.

# APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994

(Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
Federal Programs					
	Chapter 1 ECIA		84,092.6		84,092.6
	Secondary Vocational (All federal Sec. Voc. prgms)		4,515.6		4,515.6
Other Programs:					
	Migrant Grants/Education		1,856.0		1,856.0
	Emergency Immigrant Education				0.0
	Nutrition Education Training		185.4		185.4
	Subtotal	0.0	2,041.4	0.0	2,041.4
	Subtotal Federal Programs	0.0	90,649.6	0.0	90,649.6
TOTAL TARGETED POPULATIONS		34,572.0	90,649.6	0.0	125,221.6
03. SPECIAL EDUCATION					
State Programs					
Special Education and Equalization:					
	Special Education -Regular	176,257.0		98,875.4	275,132.4
	Spec. Ed. - Equalization Aid	14,210.0			14,210.0
	Spec. Ed - Summer School	4,472.0			4,472.0
	Subtotal	194,939.0	0.0	98,875.4	293,814.4
Other Programs:					
	Spec. Ed. - Residential	2,616.0			2,616.0
	Spec. Ed - Special Pupil	318.0			318.0
	Spec. Ed - Home Based Travel	124.0			124.0
	AmerSignLang-Tchr Ed Hearing	25.0			25.0
	AmerSignLang-Proficiency Evaluation	24.0			24.0
	Special Ed Rules Task Force (LEGIS)	15.0			15.0
	Task Force on Disabilities	25.0			25.0
	Spec. Ed. - Advisory Councils	15.0			15.0
	Subtotal	3,162.0	0.0	0.0	3,162.0
	Subtotal State Programs	198,101.0	0.0	98,875.4	296,976.4
Federal Programs					
	Special Educ - Handicapped (EHA, PL 94-142)		31,770.6		31,770.6
Other Programs:					
	Special Educ - Preschool Incentives		7,048.9		7,048.9
	Special Educ - Cost Study		153.9		153.9
	Special Educ - Deaf/Blind		207.6		207.6
	Special Educ - Hdcp in Residential Facilities		1,582.6		1,582.6
	Emotional/Behavior Disorder		117.2		117.2
	Comprehensive System for Personnel Development		247.5		247.5
	Behavior Intervention		206.8		206.8
	Transition Service for Youths with Disabilities		425.2		425.2
	Subtotal	0.0	9,989.7	0.0	9,989.7
	Subtotal Federal Programs	0.0	41,760.3	0.0	41,760.3
TOTAL SPECIAL EDUCATION		198,101.0	41,760.3	98,875.4	338,736.7

## APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994 (Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
=====					
04. INDIAN EDUCATION					
State Programs					
	Indian Scholarships	1,600.0			1,600.0
	Indian Postsecondary Preparation	857.0			857.0
	Indian Language and Culture	591.0			591.0
	Tribal Contract Schools	374.0			374.0
	Indian Teacher Grants	190.0			190.0
	Indian Education	175.0			175.0
	Subtotal State Programs	3,787.0	0.0	0.0	3,787.0
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL INDIAN EDUCATION</b>	<b>3,787.0</b>	<b>0.0</b>	<b>0.0</b>	<b>3,787.0</b>
05. LIFEWORK DEVELOPMENT					
State Programs					
	Youth Apprentice	1,000.0			1,000.0
	YouthWorks - Council	55.0			55.0
	YouthWorks - Grants	2,190.0			2,190.0
	YouthWorks - Match	50.0			50.0
	YouthWorks - MDE Admin	50.0			50.0
	Education in Agriculture Leadership	50.0			50.0
	Subtotal State Programs	3,395.0	0.0	0.0	3,395.0
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL LIFEWORK DEVELOPMENT</b>	<b>3,395.0</b>	<b>0.0</b>	<b>0.0</b>	<b>3,395.0</b>
06. COMMUNITY COLLABORATION					
State Programs					
	Early Childhood Family Education Programs:				
	Early Childhood Family Education (ECFE)	13,454.0		17,537.9	30,991.9
	Extended Day			1,901.8	1,901.8
	ECFE Evaluation	10.0			10.0
	Learning Readiness	9,485.0			9,485.0
	Learning Readiness Evaluation	10.0			10.0
	Early Childhood Developmental Screening	1,558.0			1,558.0
	Way To Grow	950.0			950.0
	ECFE - Home Visiting	450.0			450.0
	Tribal Contract Schools - ECFE	68.0			68.0
	Subtotal	25,985.0	0.0	19,439.7	45,424.7
	Community Education Programs:				
	Community Education Program	3,182.0		26,807.2	29,989.2
	Miscellaneous Community Service Levy			648.4	648.4
	Subtotal	3,182.0	0.0	27,455.6	30,637.6
	Adult Education Programs:				
	Adult Education (Inc. Contracts)	5,904.0		5,899.5	11,803.5
	Adult Graduation Aid	1,827.0			1,827.0
	Adults with Disabilities	670.0		635.9	1,305.9
	GED Test Reimbursement	180.0			180.0
	GED Coordination	60.0			60.0
	Hearing Impaired Adults	70.0			70.0
	Subtotal	8,711.0	0.0	6,535.4	15,246.4

# APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994 (Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
Prevention Programs:					
	Violence Prevention Grants (\$3 per PU formula)	1,450.0			1,450.0
	Violence Prevention Grants (\$3 per PU formula)	1,000.0			1,000.0
	* Chemical Abuse Prevention Grants	100.0			100.0
	Violence Prevention Councils	200.0			200.0
	Violence Prevention Grants - Admin	50.0			50.0
	Subtotal	2,800.0	0.0	0.0	2,800.0
Other Programs:					
	Local Collaboratives	5,000.0			5,000.0
	North Branch Community School	200.0			200.0
	Ombudsperson	80.0			80.0
	Subtotal	5,280.0	0.0	0.0	5,280.0
	Subtotal State Programs	45,958.0	0.0	53,430.7	99,388.7
Federal Programs					
	Drug Abuse Prevention Programs		8,918.5		8,918.5
	Adult Education (includes all Federal prgms for adults)		2,954.8		2,954.8
Other Programs:					
	Special Educ - Infants and Toddlers (Part H)		1,123.2		1,123.2
	School Age Child Care - Dependent Care/ Network Grants		443.3		443.3
	Serve America (Youth Service)		388.9		388.9
	Homeless Children and Youth		264.4		264.4
	AIDS Education		25.8		25.8
	Subtotal	0.0	2,245.6	0.0	2,245.6
	Subtotal Federal Programs	0.0	14,118.9	0.0	14,118.9
	<b>TOTAL COMMUNITY COLLABORATION</b>	<b>45,958.0</b>	<b>14,118.9</b>	<b>53,430.7</b>	<b>113,507.6</b>
07. LIBRARY DEVELOPMENT AND SERVICES					
State Programs					
	Libraries - Basic Grants	7,819.0			7,819.0
	Libraries - Cooperative Grants	527.0			527.0
	Library Demonstration Grant	30.0			30.0
	State Agency Library	15.0			15.0
	Subtotal State Programs	8,391.0	0.0	0.0	8,391.0
Federal Programs					
	Public Library Aid		1,905.7		1,905.7
	Subtotal Federal Programs	0.0	1,905.7	0.0	1,905.7
	<b>TOTAL LIBRARY DEVELOPMENT AND SERVICES</b>	<b>8,391.0</b>	<b>1,905.7</b>	<b>0.0</b>	<b>10,296.7</b>
08. MINNESOTA ACADEMIC EXCELLENCE FOUNDATION					
State Programs					
	Academic Excellence Foundation	525.0			525.0
	Subtotal State Programs	525.0	0.0	0.0	525.0
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL ACADEMIC EXCELLENCE FOUNDATION</b>	<b>525.0</b>	<b>0.0</b>	<b>0.0</b>	<b>525.0</b>

# APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994

(Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
09. EDUCATION FINANCE					
State Programs					
General Education Prgm (* Incl. Endowment)		1,844,730.4		1,279,415.0	3,124,145.4
Property Tax Shift Buyback		171,300.0			171,300.0
Subtotal		2,016,030.4	0.0	1,279,415.0	3,295,445.4
Transportation Program:					
Transportation Program		127,955.0		125,558.1	253,513.1
Miscellaneous Transportation Levies				8,305.2	8,305.2
Postsecondary Enroll Options Transportation		52.0			52.0
Metro Deaf Transportation		21.0			21.0
School District Enroll Options Transportation		15.0			15.0
Subtotal		128,043.0	0.0	133,863.3	261,906.3
Other Programs:					
Miscellaneous General Levies:					
Health Benefits Levy				8,062.9	8,062.9
Unemployment Insurance				5,569.7	5,569.7
Crime Levy				3,482.9	3,482.9
Mpls Retirement				3,134.9	3,134.9
Tech College Merger- Service Fees				1,336.0	1,336.0
Low Fund Balance Levy				1,016.3	1,016.3
Health Insurance Levy				709.4	709.4
Operating Debt				600.9	600.9
Judgments				246.0	246.0
Ice Arena Levy				167.5	167.5
Consolidation				134.8	134.8
Audit				14.3	14.3
Appleton Referendum Adjustment				(2,641.8)	(2,641.8)
Miscellaneous Adjustments				(7,555.0)	(7,555.0)
Abatement Aid and Levy		7,334.0		25,421.0	32,755.0
Nonpublic Pupil Aid		9,623.0			9,623.0
Mountain Iron-Buhl Grant		75.0			75.0
Mpls/St. Paul TRA (DOF)		1,750.0			1,750.0
Nett Lake Insurance/Unemployment		50.0			50.0
Education Delivery System		15.0			15.0
Subtotal		18,847.0	0.0	39,699.8	58,546.8
Subtotal State Programs		2,162,920.4	0.0	1,452,978.1	3,615,898.5
Federal Programs					
Impact Aid (Direct Aid: Not a Flow-Through)			5,800.0		5,800.0
Subtotal Federal Programs		0.0	5,800.0	0.0	5,800.0
<b>TOTAL EDUCATION FINANCE</b>		<b>2,162,920.4</b>	<b>5,800.0</b>	<b>1,452,978.1</b>	<b>3,621,698.5</b>
10. FACILITIES/ORGANIZATION/ALTERNATIVES					
State Programs					
Capital Facilities/ Equipment:					
Capital Expend - Facilities		73,390.0		36,742.2	110,132.2
Capital Expend - Equipment		36,098.0		18,691.0	54,789.0
Subtotal		109,488.0	0.0	55,433.2	164,921.2
Capital Health and Safety:					
Capital Expend - Health and Safety		10,800.0		54,350.5	65,150.5
Capital Expend - Health and Safety Mgmt Assist.		460.0			460.0
Subtotal		11,260.0	0.0	54,350.5	65,610.5



# APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994 (Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
Debt Service Equalization:					
Debt Service Equalization		17,018.0		200,372.8	217,390.
Debt Service Excess				(10,169.8)	(10,169.8)
Subtotal		17,018.0	0.0	190,203.0	207,221.0
Cooperation/Alternatives:					
Cooperation/Combination		3,848.0		1,827.8	5,675.8
Reorganization Severance				499.6	499.6
Reorganization Operating Debt				289.9	289.9
Sec Vocational Cooperatives		142.0		830.0	972.0
Education Districts				15,081.9	15,081.9
Intermed. Districts: Spec. Ed/ Sec Voc.				15,096.5	15,096.5
Spec. Ed.- Large District Coop Levy				6,341.4	6,341.4
ECSU Aid		733.0			733.0
Area Learning Centers		150.0			150.0
Coop Sec Facility Planning		100.0			100.0
Collaboration Planning Grant East Central		50.0			50.0
Intermediate District Levies				2,086.8	2,086.8
Interdistrict Cooperation Levy				1,626.7	1,626.7
Subtotal		5,023.0	0.0	43,680.6	48,703.6
Other Programs:					
Handicapped Access				17,645.8	17,645.8
Building Lease				14,777.5	14,777.5
Energy Loan				3,754.8	3,754.8
Secondary Cooperation Facility Debt				1,612.0	1,612.0
Building Down Payment				1,037.6	1,037.6
Debt Redemption - Equipment				269.7	269.7
Consolidation (Capital Expense)				51.4	51.4
Debt Redemption - Facilities				10.0	10.0
Limit Adjustments				(5,999.7)	(5,999.7)
Interactive Television Levy				3,122.4	3,122.4
Subtotal		0.0	0.0	36,281.5	36,281.5
Subtotal State Programs		142,789.0	0.0	379,948.8	522,737.8
Subtotal Federal Programs		0.0	0.0	0.0	0.0
<b>TOTAL FACILITIES/ORGANIZATION/ALTERNATIVES</b>		<b>142,789.0</b>	<b>0.0</b>	<b>379,948.8</b>	<b>522,737.8</b>
<b>11. FOOD AND NUTRITION</b>					
State Programs					
School Lunch/Milk Program		6,525.0			6,525.0
School Breakfast		200.0			200.0
Summer Food Service		30.0			30.0
Subtotal State Programs		6,755.0	0.0	0.0	6,755.0
Federal Programs					
School Lunch			57,468.0		57,468.0
Special Milk			859.7		859.7
School Breakfast			8,602.2		8,602.2
Child and Adult Care Food			58,694.6		58,694.6
Summer Food Service			2,049.9		2,049.9
Subtotal Federal Programs		0.0	127,674.4	0.0	127,674.4
<b>TOTAL FOOD AND NUTRITION</b>		<b>6,755.0</b>	<b>127,674.4</b>	<b>0.0</b>	<b>134,429.4</b>
<b>12. SCHOOL PERSONNEL LICENSING</b>		<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

# APPENDIX: EDUCATION AIDS AND LEVIES, FY 1994 (Dollars in Thousands)

Budget Activity	Description	State Appropriation	Federal Flow-Through	Certified Pay 93 Levy	Total
13. BOARD OF TEACHING					
State Programs					
	Alternative Licensure, Minority Fellowship (Bd T)	100.0			100.0
	Teacher Mentorship (Bd T)	340.0			340.0
	Teacher Education Improvement (Bd T)	300.0			300.0
	Subtotal State Programs	740.0	0.0	0.0	740.0
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL BOARD OF TEACHING</b>	<b>740.0</b>	<b>0.0</b>	<b>0.0</b>	<b>740.0</b>
14. MONITORING AND COMPLIANCE					
State Programs					
	Integration Grants	18,844.0			18,844.0
	Rule Compliance (Integration) Levy			14,624.9	14,624.9
	Subtotal State Programs	18,844.0	0.0	14,624.9	33,468.9
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL MONITORING AND COMPLIANCE</b>	<b>18,844.0</b>	<b>0.0</b>	<b>14,624.9</b>	<b>33,468.9</b>
15. INFORMATION TECHNOLOGIES					
State Programs					
	Regional Mgmt Information Centers	3,275.0			3,275.0
	INTERNET	200.0			200.0
	Subtotal State Programs	3,475.0	0.0	0.0	3,475.0
	Subtotal Federal Programs	0.0	0.0	0.0	0.0
	<b>TOTAL INFORMATION TECHNOLOGIES</b>	<b>3,475.0</b>	<b>0.0</b>	<b>0.0</b>	<b>3,475.0</b>
16. LEADERSHIP AND ADMINISTRATION		0.0	0.0	0.0	0.0
GRAND TOTALS:					
	GRAND TOTAL STATE PROGRAMS	2,645,331.4	0.0	1,999,857.9	4,645,189.3
	GRAND TOTAL FEDERAL PROGRAMS	0.0	295,935.6	0.0	295,935.6
	GRAND TOTAL STATE AND FEDERAL PROGRAMS	2,645,331.4	295,935.6	1,999,857.9	4,941,124.9

\* State appropriations from funds other than the State General Fund.