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DEPARTMENT OF CHILDREN, FAMILIES & LEARNING
SYSTEM PERFORMANCE MEASURE REPORT

Prepared: November 15, 1996

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SYSTEM PERFORMANCE MEASURE REPORT

System Performance Report Purpose

Article 11, Section 21, Subdivision (k) of the 1995 Omnibus K-12 Education Bill contains reporting language for the Department of Children, Families & Learning to develop a report on the quality and performance of the Minnesota education system. This is different from the 1994 annual performance report in that it does not include objectives and strategies for the attainment of each objective. This report, therefore, is intended to be used as a document on the status of the system.

This system report identifies a series of key measures which can be used to report on the quality and performance of major areas of Minnesota's public early childhood, elementary, middle and secondary education programs and key areas of community-based and local government programs that make up the new and expanding role of the department.

This information is generated for the following reasons:

1. so the legislature can determine the extent to which education, and related community and local government programs are successful;
2. to develop clear goals and priorities for state programs;
3. to strengthen accountability to Minnesotans by providing a record of performance in providing effective and efficient services; and
4. to create appropriate incentives and systems that will allow and encourage the best work by employees associated with these programs.

Reference: M.S. § 15.90 - 15.92

The report consists of two sections. The first identifies the goals established for the system and highlights of information from the key measures for each goal. The second provides more detailed tables and explanations for a longer series of measures. In this second section, these measures are grouped by major program area. The key measures can be found in Appendix 1.

Categories of Measures

In both sections, the measures are categorized into three main groups:

- 1) Outcomes - measures which relate to how well the system is achieving particular goals;
- 2) Participation - measures which identify demand or use of a particular program or service; and
- 3) Accessibility - measures which identify the extent to which programs or services are available.

Other measures or information provided are categorized as background information.

Comparison of Data

To the extent possible, data is reported for each measure from F.Y. 1992 to F.Y. 1997. In some cases, however, this data is not available.

Use of the Measures

In any system of measures, no one key indicator can assess the performance of an entire system or even a small facet of the system. Key indicators must be viewed collectively to determine how well the system is performing. Different collections of indicators may be used to answer specific questions about the system. For example, indicators the legislature or the department will use to determine the effectiveness of a program may be different from the indicators that a school district or local nonprofit organization may use to determine local strengths and weaknesses. The larger extensive list of measures in the second section is designed to allow any organization to draw from an array of measures to determine which measures are most appropriate for their informational needs.

The System Goals

At least one of the following system goals ties to each of the major program areas in the second section. In many cases, more than one goal is represented in each program area. These nine system goals are directly correlated to the goals established for the department through legislative and departmental collaboratives. The goals represent the basis for department programs and the measures identified in this report. The System and Department Goals are presented below:

SYSTEM AND DEPARTMENT GOALS

GOAL NAME	DEPARTMENT LANGUAGE	SYSTEM LANGUAGE
1. Learning Readiness	The Department will build the capacity of the state and its schools and communities to prepare children to start school ready to learn	Children will start school ready to learn.
2. Safe, Caring Communities	The Department will build the capacity of the state and its communities to provide safe, accessible, violence-free, caring environments in which to raise children.	Children will live in safe, accessible, violence-free, caring environments.
3. Healthy Children	The Department will build the capacity of the state and its local communities to ensure that children are physically and emotionally healthy.	Children will be physically and emotionally healthy.
4. Stable Families	The Department will build the capacity of the state and its local communities to support individuals in poverty and help all families provide a stable environment for their children.	Individuals in poverty will be supported and all families will provide a stable environment for their children.
5. Learner Success	The Department will manage the design of and help schools to implement graduation standards to increase learning and support teaching.	Students of all ages and abilities will attain the level of learning provided for in the graduation standards.
6. Information Technologies	The Department will build the capacity of the state and its schools and communities to use current and emerging information technologies to increase learning and support teaching.	Schools and communities will use current and emerging information technologies to increase learning and support teaching.
7. Lifework Development	The Department will build the capacity of the state and its schools and communities to create a lifework development system that provides youth and adults with the knowledge and skills to be productive workers and citizens in a global economy.	Youth and adults will have the knowledge and skills to be productive workers and citizens in a global economy.
8. Lifelong Learning	The Department will build the capacity of the state and its schools and communities to provide lifelong learning and quality library services and opportunities to Minnesotans of all ages.	Minnesotans of all ages will have lifelong learning and quality library services and opportunities.
9. Finance and Management	The Department will design funding processes and build the capacity of schools, community groups, and other local units of government to manage fiscal resources for the most effective and efficient delivery of services.	The State will provide sufficient funding of services for children, families and learners while encouraging fairness, accountability, and incentives toward quality improvement. Schools, community groups, and other units of local government will manage fiscal resources for the most effective and efficient delivery of services for children, families and learners.

Programs and Associated Key Measures Relative to Goals

The following information identifies highlights of key measures associated with each of the system goals. Key programs associated with each goal are also identified. See Appendix 1 for a listing of key indicators associated with each goal. In Appendix 1, the key indicators identified through the consensus meetings across the state are underlined. Further detail of the measure is referenced in the second section of the documents.

Goal: Learning Readiness: Children will start school ready to learn.

Key Programs: 1) General Education
2) Special Programs
3) Community & School Services
4) Children & Family Support

Highlights:

- 40 percent of Minnesota children ages 3-5 participate in Early Childhood Family Education programs.
- Virtually all Minnesota children are now served by Early Childhood Screening where 15,000 new potential problems are identified and addressed through follow-up and the Learning Readiness program.
- All identified eligible children with disabilities are being served by Part H Interagency Early Intervention and Early Childhood Special Education.

Family and community involvement is critical to ensure that young children are prepared to start school. Parents, communities, employers and schools must work together to provide the necessary resources for child development.

The Minnesota Department of Children, Families & Learning has integrated state programs for children, families and communities to promote integration, consolidation, and cooperation in the delivery of programs and services to all children statewide and to increase communication to families of available services and opportunities for their children. This movement will result in improved efforts to support parents during their child's critical years of development from birth through age three.

Many challenges must still be addressed. Many parents need and want additional support to better prepare their children to learn. The Minnesota system is showing signs of strength as well as shortcomings which need to be addressed. The percentage of low-income and single-parent families and children with disabilities or developmental delays has increased each year. However, many programs addressing school readiness still have waiting lists. Welfare reform will create additional child care for infants, preschoolers and school age children. The infrastructure will need substantial support to meet the anticipated need.

Goal: Safe, Caring Communities: Children will live in safe, accessible, violence-free, caring environments.

Key Programs: 1) General Education
2) Special Programs
3) Community & School Services
4) Children & Family Support

Highlights

- The percentage of students reporting behaviors of vandalism and fighting has decreased since 1992.
- In 1994 and 1995 there was a substantial increase in the amount of school construction over 1992 and 1993. In 1995, \$569 million in new school construction was approved by Minnesota voters. A significant number of projects approved included health, safety and accessibility components.

The majority of data for this goal is from the Minnesota Student Survey which is administered every three years. The survey provides adolescents' perspectives on the positive and negative aspects of their lives and environments. The

survey was administered in the spring of 1989, 1992, and 1995 to sixth, ninth and 12th graders across the state. Most of the findings are encouraging. Most students reported positive feeling toward their families, teachers and other important people in their lives. Most students felt good about themselves and their lives. These students were also engaged in healthy, responsible activities and behaviors. The number of young people who used alcohol in the previous year continued to decline, and the number who reported having sexual intercourse also decreased. Vandalism and physical fighting among students also declined in the last three years.

The 1995 survey results were consistent with those in previous years on one finding; adolescents with serious family problems and those who had been abused were much more likely than other students to use alcohol or other drugs, engage in antisocial and self-injurious behaviors and initiate sexual behavior activity earlier.

The survey results have implications for effective prevention efforts. Different profiles distinguished adolescents who did not report risk behaviors from those for whom risk behaviors were pervasive. This finding has important implications for prevention efforts, particularly those which target at-risk behaviors such as vandalism, fighting, shoplifting and family violence. Additional information about the Minnesota Student Survey 1989-1992-1995, Perspectives on Youth, is available through the Minnesota Department of Children, Families & Learning, Office of Community Services.

Not all trends are positive. While student reported violence has decreased, arrests for children under 18 years has increased. This pattern reflects increased in arrests in other age groups. This information reinforces the need for violence prevention and violence reduction programs.

Goal: Healthy Children: Children will be physically and emotionally healthy.

Key Programs: 3) Community & School Services
4) Children & Family Support

Highlights:

- 92 percent of parents participating in the Early Childhood Family Education Programs report increased knowledge and understanding of child development after 6-10 months of participation and 92 percent of parents reported a positive difference in their approach to parenting.
- 50 percent of licensed child care centers are now participating in the food and nutrition programs.
- 100 percent of children in the Head Start programs completed medical screening; 96 percent completed dental examinations; and 94 percent had up-to-date immunizations.
- The number of young people who used alcohol in the previous year continued to decline.

Access to appropriate community and school health, nutrition and social services for children and families is critical to ensure that children are physically and emotionally healthy. These programs and services seek to support, strengthen and sustain the lives of children and families by promoting physically and emotionally healthy lifestyles.

Not all trends are positive. Tobacco use increased among students, with the greatest increase seen among younger students. Minnesota students were smoking cigarettes at higher rates than their counterparts nationally. The use of marijuana, inhalants, and LSD or other hallucinogens also increased, following national trends.

The Minnesota Student Survey results have implications for effective prevention efforts. Different profiles distinguishing adolescents who do not report risk behaviors from those for whom risk behaviors were pervasive. This finding has important implications for prevention efforts, particularly those which target alcohol and other drug use among youth. Many prevention programs and most public service announcements aim to deter initiation of drinking or drug use. These serve a worthy purpose and should continue. However, it is clear that more effort is needed to reach young people who are already abusing alcohol and other drugs. Additional information about the Minnesota Student Survey 1989-1992-1995, Perspectives on Youth, is available through the Minnesota Department of Children, Families & Learning, Office of Community Services.

Goal: Stable Families: Individuals in poverty will be supported and all families will provide a stable environment for their children.

Key Programs: 3) Community & School Services
4) Children & Family Support

Highlights

- 87,000 households were served in 1996 through the energy assistance programs. This program assures that no eligible household will go without heat in the winter because of the inability to pay energy costs.
- In 1995, 12,097 children were served by the Head Start Program; approximately 41 percent of all eligible families were served.

Minnesotans, both families and individuals, who have the resources to promote their own growth and development are motivated to support themselves and contribute to the community. However, disadvantaged people often need both personal and programmatic support to achieve or maintain self-sufficiency and become engaged in their communities. Economic Opportunity programs offer human, comprehensive and integrated services that provide these supports.

Goal: Teaching & Learning: Students of all ages and abilities will have access to learning opportunities that will enable them to attain the level of learning provided for in the graduation standards.

Key Programs: 1) General Education
2) Special Programs
7) Education Excellence
10) Libraries
11) Technology

Highlights:

- Although Minnesota students' average scores exceed the national average scores, not all students graduate with the knowledge and skills needed to successfully live and work in the global 21st century.

The student achievement data measures included in this report indicate the following:

- The 1995-96 school year was the first year school districts were able to use the basic standards tests. Because this test was optional, not all eighth graders in the state were tested. This first attempt at testing students in basic skills showed that the majority of students in eighth grade were able to pass the basic skills requirement for graduation from high school. In addition, the tests provided data and information to educators indicating the need to provide additional efforts in instruction and learning opportunities to students who did not perform as well as expected.
- Minnesota school districts are learning to use the standards and the Profile of Learning in the proposed graduation rule to describe student learning in a valid and reliable way. 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. The benchmarks will allow teachers to identify areas of concern earlier and to provide assistance to students in the elementary grades.
- Minnesota students National Assessment of Education Programs reading assessment score in fourth grade was greater than the national averages in both 1992 and 1994. However, the ranking of Minnesota students when compared to other states, decreased from tenth in 1992 to 14 in 1994.
- Minnesota ACT scores have historically been sufficient 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 comparisons from year to year, various factors, especially the larger percentage of students taking the test and changes in the test format itself, must be noted. The number and percentage of Minnesota high school graduates taking the ACT test has increased from 31 percent in 1985 to 62 percent in 1994. The ACT composite test scores from Minnesota students has consistently been above average. In 1994-95, the mean ACT composite score for Minnesota students was 21.9 compared to the national average of 20.8.

- Minnesota students' average scores exceed the national average scores.
- 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.
- The cumulative dropout rate has increased fairly steadily over the years shown. (The apparent improvement after 1992-93 was largely the result of a change in the Federal dropout definition).
- All ethnic groups experienced increased dropout rates--the largest were experienced by Hispanics and Asian Americans. These groups have also experienced particularly large growth in their first-generation immigrant population over the years shown.
- In support of the phase-in of the graduation standards, the Department of Children, Families & Learning is providing workshops focusing on instruction and assessment practices relevant to the standards and processes to manage decision-making related to implementation. All districts are offered the opportunity to attend these training sessions designed to increase the skills of elementary and secondary teachers and administrators. As a result of on going training for Graduation Standard Technicians, each district is in the process of developing an implementation plan for the Basic Standards and the High Standards of the Profiles of Learning. This plan is being integrated into the System Accountability Report that each district is required to submit to the Commissioner by October 15.

Proficiency tests provide a practical and necessary means to measure progress of Minnesota students in developing competencies that prepare them for life. It is important to note that while a test provides a "snap shot" of student achievement, helping teachers and school personnel provide assistance in the development of competencies, a long-term focus on improving curricular and educational practices is required to produce and sustain improved achievement for children.

Increasing academic performance of students, recognizing the wide variety of societal and economic conditions that impact children, families and communities, and the need for increasing the use of technology in classrooms have all placed increased emphasis on the need to change and improve the standards for Minnesota teachers. The State Board of Teaching is in the process of improving and increasing the rigor of the teacher and administrative licensing process for all teachers in Minnesota, aligning licensure with the results oriented system.

Goal: Information Technology: Schools and communities will use current and emerging information technologies to increase learning and support teaching.

Key Programs: 1) General Education
2) Special Programs
10) Libraries
11) Technology

Highlights:

- State and local partnerships like Learning Network of Minnesota, Linkages Across Minnesota, North Central Minnesota Technology Consortium, and the Partners in Learning are focusing on improving education for all students throughout their school careers by improving access to technology and information in classrooms.

Bringing technology into the classroom will stimulate thinking, learning, and doing. It will help expand the traditional experiences for children, helping them acquire skills that will be critical to the job market of tomorrow.

As the year 2000 approaches, there will be an increase in the number of courses available via Interactive Television (ITV) and satellite. Districts with these capabilities will be able to offer students an expanded list of courses. Network installation and operation best enables the integration of computers into the classroom and allows for students and teachers to share software applications. Sophisticated networks will be important if schools are going to readily access video, Internet and other types of technology tools and data.

Technology requires technical expertise to ensure "transparent" operation of equipment, software and peripherals. The number of schools with on-site technical support is an indicator of the sophistication of Minnesota's technology infrastructure.

The state is actively engaged in the implementation of a statewide school-to-work system that integrates school-based, service-based and work-based learning to address the needs of all learners. The system will be based on education

reform, economic development and workforce preparation initiatives. The vision is to create a seamless system of education and workforce preparation for all learners, tied to the needs of a competitive economic marketplace. Students and citizens have access to a full range of public library services and the Internet in their communities. Through the public library system, they can readily obtain resources from library collections statewide.

Goal: Lifework Development: Youth and adults will have the knowledge and skills to be productive workers and citizens in a global economy.

Key Programs: 1) General Education
2) Special Programs
4) Children & Family Support
5) Lifework Development
7) Education Excellence
10) Libraries

Highlights

By the end of the biennium, the end of the 1999 school year:

- 75 percent of Minnesota school districts will participate in school-to-work partnerships;
- 80 percent of all schools will have implemented career awareness for all students; and
- 50 percent of high schools will have implemented work or service learning options for all students.

The Office of Lifework Development is currently seeking a federal school-to-work implementation grant valued in excess of \$22 million. These funds will be used to help build local/regional school-to-work partnerships across Minnesota. Each partnership will involve K-12, post secondary, labor and business, linking education and economic development. Teachers and schools will be asked to look beyond the classroom to the community and the lives of students as workers, parents and citizens. Employers and educators will collaborate to develop the human resources of the community, helping students connect what they learn in school to the world through the system at lifework development program. This will be greatly facilitated by Minnesota receiving the federal grant. School-to-work is one logical means, method and process for students to achieve the High Standards of the Minnesota Graduation Standards. Students who are able to demonstrate what they know and what they are able to do (High Standards) is, at the core, applied learning. School-to-work is applied learning in the context of the real world.

Goal: Lifelong Learning: Minnesotans of all ages will have lifelong learning and quality library services and opportunities.

Key Programs: 1) General Education
2) Special Programs
3) Community & School Services
5) Lifework Development
7) Education Excellence
10) Libraries

Highlights:

- 89 percent of individuals who participated in the Adult Basic Education program seeking to earn either a high school diploma or a GED certificate were successful.
- 100 percent of all school districts in Minnesota offer lifelong learning opportunities through the community education program.
- 21.9 percent of Minnesota's population age 25 or older have a baccalaureate degree or higher.
- 215 public libraries in Minnesota have on-line catalogs of holdings; 175 public libraries offer dial-up access to on-line holdings.
- The number of public libraries that offer Internet access to the public increased from 8 in 1994 to 104 in 1995. It is assumed that this rate of growth will continue.

Beyond the traditional structure of K-12 schooling, Minnesotans of all ages have the desire and the need to access opportunities for continuous learning. While individual reasons for seeking lifelong learning opportunities vary

greatly, programs such as community education, Adult Basic Education, and the availability of public library resources greatly facilitate the accomplishment of personal learning goals. Through participation in these programs and services some adults achieve personal independence, self-sufficiency, more personal, intellectual fulfillment and improvement in their economic conditions. These programs and services contribute greatly to the overall quality of life for individual Minnesotans and the State as a whole.

Goal: Finance/Management: The state will provide sufficient funding of services for children, families and learners while encouraging fairness, accountability, and incentives toward quality improvement. Schools, community groups, and other local units of government will manage fiscal resources for the most effective and efficient delivery of services for children, families and learners.

Key Programs: 1) General Education
6) Education Organization/Cooperation

Highlights

- Total school district revenue per student from state aid entitlement and property tax levies for school purposes has increased between F.Y. 1991 and F.Y. 1997. Between F.Y. 1991 and F.Y. 1995, total revenue per student, when adjusted for inflation, increased by 5.5 percent. F.Y. 1993 was the only year during the period when the increase in revenue per student fell below the rate of inflation. The projections for F.Y. 1996 and F.Y. 1997, based on funding levels at the end of the 1996 legislative session, when adjusted for inflation, show a cumulative percent increase over F.Y. 1991 of 6.0 percent and 4.4 percent respectively.
- A measure of funding fairness for students is based on the amount of general education revenue per pupil unit in each school district. The disparity in funding among districts is represented by a statistical ratio that shows more equity the lower the number. This ratio has decreased from 1.40 in F.Y. 1993 to a projected 1.31 in F.Y. 1997 as a result of changes in the general education funding formula.
- A measure of funding fairness for taxpayers is based on the amount of property tax levy as a percent of the property tax base in each school district. The variation in school tax rates is represented by a statistical ratio that shows less variation the lower the number. This ratio has decreased from 1.75 in F.Y. 1993 to a projected 1.57 in F.Y. 1997 as a result of partial equalization (with state aid) of the referendum, debt service and special education levies.
- Total school district expenditures for staff development have increased each year from F.Y. 1992 to F.Y. 1995. Expenditures totaled \$14.2 million or about \$18 per student in F.Y. 1992 and \$39.9 million, or about \$49 per student in F.Y. 1995. The F.Y. 1995 expenditure level is equal to 0.81 percent of total operating expenditures for that year. The education literature suggests that 2 - 4 percent of revenue should be devoted to staff development.

Other Related Reports

In addition to this report, a department performance report and a feasibility and design study by the University of Minnesota, addressing student performance accountability and associated key indicators, are being developed. The department report will be completed at the same time as the system report. The University report will be finalized in December. These three reports comprise a comprehensive framework of outcome measures and other tools to evaluate key facets of the entire system of education that includes areas of community-based and local government programs.

Department Performance Report

DEPARTMENT MISSION

The mission of the Department of Children, Families & Learning from its 1995 enabling legislation is "to increase the capacity of Minnesota communities to measurably improve the well-being of children and families." To achieve this mission, the Legislature charged the Department with:

- *Coordinating and integrating* state funded and locally administered family and children programs;
- *Improving flexibility* in design, funding, and delivery of programs affecting children and families;

- *Providing greater focus* on strategies designed to prevent problems affecting the well-being of children and families;
- *Enhancing local decision-making*, collaboration, and the development of new governance models;
- *Improving public accountability* through the provision of research, information, and the development of measurable program outcomes;
- *Increasing the capacity of communities* to respond to the whole child by improving the ability of families to gain access to the services;
- *Encouraging all members of a community* to nurture all the children in the community; and
- *Supporting parents* in the dual roles as breadwinners and parents."

KEY PROGRAM GOALS, OBJECTIVES, AND MEASURES

AGENCY PROGRAM: LEARNER SUCCESS

AGENCY GOAL - LEARNER SUCCESS: The Department will manage the design of and help schools to implement graduation standards to increase learning and support teaching.

Objective: Establish statewide learning standards by 1998.

Measure: Percentage of graduation standards rulemaking that is complete

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of graduation rulemaking completed	0.0%	0.0%	33.3%	66.7%	100.0%	100.0%

Objective: By 1998, the Department will identify measures and implement data gathering that is linked to the State Board of Education adoption of the Desegregation and Educational Diversity Rules

Measure: Percentage of school districts reviewed and number/percentage of school districts in compliance with the Desegregation Rule along with the number/percentage of school districts with or needing a variance from this rule

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of districts reviewed	N/A	N/A	100%	100%	100%	100%
#/% of districts in compliance	N/A	N/A	344/95%	362/100%	362/100%	362/100%
#/% of districts with/needng variance	N/A	N/A	18/5%	*	*	*

* It is impossible to predict how many school districts will be in compliance or need a variance because of constantly changing and unpredictable student demographics. The Department will review every district and work to bring those out of compliance, into compliance.

Objective: By 1998, there will be a twenty percent increase in organization and program options for learners as a result of planning assistance by the Department.

Measure: Number of agencies providing organizational options to learners

Program	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of Charter Schools	7	14	18	19	24	30
# Alternative Learning Centers/ # of sites	3/178	45/390	53/418	56/453	56/453	56/453
# of public alternative programs:	39/40	49/65	54/70	60/76	60/76	60/76
■ Programs/sites	21/21	20/20	21/21	21/21	21/21	21/21
# of contracted programs:						
■ Programs/sites						
# of Tech Prep	27	27	27	27	27	27
# of PSEO students	6,120	6,597	6,921	7,700	8,470	9,317

AGENCY GOAL - LEADWORK DEVELOPMENT: The Department will build the capacity of the state and its schools and communities to create a lifework development system that provides youth and adults with the knowledge and skills to be productive workers and citizens in a global economy.

Objective: By the year 2000, increase the number of users of the Minnesota Career Information System (MCIS) by 40 percent.

Measure: Number of sites offering MCIS

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of sites offering MCIS	371	394	420	537	587	625

Objective: By the Year 2000, the number of youth and adults engaged in service learning will increase by approximately 20 percent.

Measure: Number of elementary and secondary youth engaged in service learning

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of youth in service learning (<i>biennial</i>)	173,000		190,000		200,000	

AGENCY PROGRAM: COMMUNITY SERVICES

AGENCY GOAL - LEARNING READINESS: The Department will build the capacity of the state and its schools and communities to prepare children to start school ready to learn.

Objective: By the Year 2001, 95 percent of Minnesota families will be aware of and have access to a continuum of programs, services, and other resources for young children, birth to kindergarten.

Measure: Percentage of school districts with ECFE, Learning Readiness, Title I Preschool and Even Start/Family Literacy services

Program	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
ECFE	95.0%	99.0%	99.0%	99.0%	99.5%	99.5%
Learning Readiness	86.0%	88.0%	88.0%	93.0%	95.0%	97.0%
Title I Preschool	2.0%	3.0%	5.0%	7.0%	9.0%	10.0%
Even Start/Family Literacy	8.0%	11.0%	13.0%	15.0%	16.0%	16.0%

Measure: Number and percentage of children (birth - age five) who receive their services based on an interagency service plan in districts actively participating in formal interagency initiatives to serve children with disabilities and their families

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of children served by an interagency plan	2,436	2,567	2,620	4,780	5,228	5,700
% of children served by an interagency plan	1.27%	1.27%	1.2%	2.7%	2.7%	2.7%

Objective: By the year 2001, 75 percent of education, social, health and nutrition programs/services will be provided in an integrated manner to young children and their families.

Measure: Percentage of service providers reporting integrated programs/services

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of service providers reporting integration	N/A	N/A	N/A	60%	65%	68%

Objective: Each year, increase the number of administrators and staff working with programs for young children, birth to kindergarten, and their families who participate in agency sponsored training, and report expanded knowledge and application of effective research-based practice.

Measure: Percentage of staff reporting they used knowledge and skills gained from the staff development to improve daily practice

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of staff reporting they used skills gained from the staff development to improve practice	N/A	N/A	N/A	70%	75%	80%

AGENCY GOAL - SAFE, CARING COMMUNITIES: The Department will build the capacity of the state and its communities to provide safe, accessible, violence-free, caring environments in which to raise children.

Objective: By the Year 2000, all school districts will have policies, procedures, training programs and curriculum that address the protection, safety, and skills of all students and staff in creating a violence-free environment.

Measure: Percentage of school districts that report using a combination of at least 5 of the following elements on yearly Comprehensive Drug and Violence Prevention(CDVP) reports: (a) curriculum, staff, student or community

training, (b) peer helper programs, (c) peer mediation, (d) conflict resolution, (e) community advisory councils, (f) restorative measures, (g) theater and art activities to promote pro-social skills and information, (h) student assistance, (i) collaborating with community agencies and organization, and (j) lyceums or special events such as Turn off The Violence day or Red Ribbon Week promoting chemical health awareness

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of school districts using a combination of 5 elements on yearly CDVP reports	N/A	N/A	85%	88%	93%	95%

Objective: Each year, the department will provide public access to dispute resolution systems to ensure school district compliance with IDEA, Title IV, Title XI, Title IX, Section 504, Pupil Fair Dismissal Act, and similar laws that require inclusive and accessible programs.

Measures: Number of: mediations, formal complaints, and hearings resolved under IDEA systems; complaints received and investigated which pertain to gender equity in athletics, discrimination by race, sex, or religion; vocational compliance; and student expulsion decisions

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of mediations under IDEA*	11	16	42	60	60	60
# of complaints under IDEA*	100	68	94	100	100	100
# of hearings requested/#held under IDEA*	29/11	33/7	41/16	50/20	50/20	50/20
# of hearing appeals under IDEA*	3	5	11	14	14	14
# of expulsion appeals	9	12	6	10	10	10
# of complaints in gender equity for athletics	12	10	6	10	10	10
# of complaint in gender equity, discrimination, etc.**	7	9	8	10	10	10

* Special education only

** Includes formal and informal actions

AGENCY GOAL - HEALTHY CHILDREN: The Department will build the capacity of the state and its local communities to ensure that children are physically and emotionally healthy.

Objective: By the year 2000, communities will provide health, educational, family support and social services in an integrated manner to Minnesota's children and families.

Measure: Number and percentage of school districts, counties, and public health agencies participating in family services collaboratives(FSCs)

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
#/% of school districts in FSCs	52/13%	104/27%	203/56%	221/62%	258/73%	355/100%
#/% of counties in FSCs	15/18%	29/34%*	50/58%	52/61%	64/73%	87/100%
#/% of public health in FSCs	15/18%	29/34%	50/58%	52/61%	64/73%	87/100%

* Larger counties have more than one collaborative, IE.. Hennepin, Ramsey, St. Louis

Measure: Number of parents/families reporting satisfaction with the integrated services they have received

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of families satisfied with integrated services				50%	80%	95%

* This initiative began in F.Y. 1997

Objective: By the year 2000, all school food authorities will have received the training and resources needed to implement USDA nutrition standards and the Dietary Guidelines for Americans.

Measure: Number of food and nutrition service staff participating in: Healthy School Meals training; and receiving information from the Resource Center Lending Library.

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
#/% in Healthy Meals Training	N/A	N/A	1,700/22%	1,850/24%	1,850/24%	1,850/24%
# of orders to Resource Center Lending Library	N/A	N/A	700	850	850	850

AGENCY GOAL - STABLE FAMILIES: The Department will build the capacity of the state and its local communities to support individuals in poverty and help all families provide a stable environment for their children.

Objective: By the year 2000, decrease the number of families unable to pursue employment due to lack of child care by 5 percent.

Measure: Number and percent of child care arrangements available by type of facility

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# child care centers capacity	1,441 N/A	1,452 N/A	1,485 N/A	1,481 72,278	1,490 72,719	1,500 73,209
# of in-home day care facilities capacity	14,457 N/A	14,917 N/A	15,424 N/A	15,408 1,65847	15,800 17,0159	16,000 17,2359

Measure: Number of families on Child Care Waiting List

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of families on Child Care Waiting List	6,292	6,399	6,200	6,100	6,000	5,900

Objective: Increase the affordability of housing through low income energy programs.

Measure: Reduction of eligible household's energy costs by 50 percent when housing costs exceed 50 percent of household income

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
Reduction of eligible household's energy costs by 50% when housing costs exceed 50% of household income	N/A	N/A	N/A	N/A	60%	65%

AGENCY GOAL - LIFELONG LEARNING: The department will build the capacity of the state and its schools and communities to provide lifelong learning and quality library services and opportunities to Minnesotans of all ages.

Objective: Each year the capacity of Adult Basic Education programs to identify and meet the needs of adult learners will increase by 20 percent as shown by the increase in the attainment of comprehensive program quality indicators.

Measure: Percentage of ABE consortia implementing improvement plans based upon the quality indicator review process

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of ABE consortia implementing improvement plans	N/A	15%	20%	20%	20%	20%

Objective: Each year the skills of Community Education professionals and community supporters to develop and improve quality Community Education programs and processes will increase.

Measure: The average number of Community Education component programs being offered by local Community Education departments (component programs include: Early Childhood Family Education; Adult Basic Education; Youth Development/Youth Service; School Age Care; and Adults with Disabilities programs--including locally funded), and the percent of Community Education districts offering all five component programs to local residents.

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
Average # of component programs	3.2	*	3.5	4	4.3	4.4
% offering all five components	16%			20%	20%	20%

* Data analyzed every other year

Objective: Each year, Minnesota will realize increased access to library and information services through the collaborative sharing of resources, the improvement of physical facilities and alternative delivery of services.

Measure: Number of books available to library users

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of books available to library users (millions)	12.51	12.60	12.61	12.62	12.63	12.64

Objective: By F.Y. 1999, school districts, vision teachers, and other education agencies involved in education for the disabled will increase by 5 percent their use of the resources of the Minnesota Library for the Blind and Physically Handicapped (MLBPH) over F.Y. 1997.

Measure: Number of schools signed up as institutional customers for the Minnesota Library for the Blind and Physically Handicapped (MLBPH)

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of schools who are institutional customers to MLBPH	46	54	72	76	80	84

AGENCY PROGRAM: MANAGEMENT AND SUPPORT SERVICES

AGENCY GOAL - INFORMATION TECHNOLOGIES: The department will build the capacity of the state and its schools and communities to use current and emerging information technologies to increase learning and support teaching.

Objective: By 1999 Minnesota Children will improve the application of technology support for Learner Success.

Measure: Percentage of school districts using the standards of good practice for staff development in technology

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of districts using the standards of good practice for staff development in technology	*	*	*	20%	30%	50%

* Initiative began in F.Y. 1997

Objective: By 1998 Minnesota Children will improve the accuracy, timelines, comparability and availability of data and information.

Measure: Data provider and data user satisfaction with the department's data collection and distribution processes

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
Data provider and user satisfaction with the Department's data processes	N/A	N/A	N/A	N/A	40%	60%

* F.Y. 1998 will be the first year survey results are available.

AGENCY GOAL - FINANCE AND MANAGEMENT: The Department will design funding processes and build the capacity of schools, community groups, and other local units of government to manage fiscal resources for the most effective and efficient delivery of services.

Objective: Annually, meet 100 percent of all statutory or other needed timelines in administering the funding system.

Measure: Percent of state aid and federal flow through dollars that are coordinated through the Centralized Finance Reporting System (CFRS) on the twice monthly schedule for processing aid payments

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
% of state aid and federal flow through dollars coordinated through CFRS	N/A	N/A	N/A	97.7%	*TBA	*TBA

* To be announced

Objective: Assist school districts in the efficient management of fiscal resources so that all district in statutory operating debt are able to eliminate the deficit within timelines approved by the department.

Measure: Number of school districts in fourth year after filing a plan to eliminate excess debt and the percent of school districts complying with special operating plans and eliminating excess debt within three years

Measure	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997	F.Y. 1998	F.Y. 1999
# of districts in fourth year after filing plan to eliminate excess debt	23	18	10*	29	4	4
% of these district which did fulfill plan and eliminated excess debt	91.3%	88.9%	95.0%*	95.0%	100.0%	100.0%

* Figures from F.Y. 1996 through F.Y. 1999 are estimates

Student Performance Report

The University of Minnesota's report will focus on five objectives:

1. An analysis of what other states have implemented in the area of educational accountability and education indicators related to student performance.
2. An in-depth analysis, documentation and identification of best practice states.
3. An analysis of available data in Minnesota related to student performance.
4. Development of a statewide implementation and budget plan.
5. Development and implementation of a statewide consensus building strategy in relation to K-12 indicators and the broad indicators related to needs of families.

BACKGROUND

Public elementary and secondary education is provided via a financial partnership between the state and 362 operating school districts (1996 count). School districts vary widely in terms of enrollment, local property wealth, expenditure levels, student demographics, and local preferences for services. Elementary and secondary education are funded jointly by local, state and federal governments. For the 1994-95 school year, the state provided approximately 52 percent of operating costs with local revenue providing approximately 44 percent and the federal government providing approximately 4 percent, based on accounting expenditure data (UFARS) reported to the state by school districts.

Public school districts are governmental subdivisions of the state and, according to Minnesota Statute 122.02, are public corporations. They are classified under Minnesota Laws as Common, Independent and Special. Common school districts are created pursuant to state statutes. An independent district is a school district validly created and existing as an independent, consolidated, joint independent, county or ten or more township districts as of July 1, 1957, or pursuant to statute. A special district is a district that is established by a charter granted by the Legislature

or by home rule charter including any district which is designated a special independent school district by the Legislature. The majority of school districts in Minnesota are independent school districts.

According to Minnesota Statute 123.33, the care, management, and control of independent school districts is vested in a board of directors known as a school board. Board members are elected for four years and the board may be comprised of either six or seven members. The board manages and sets policy for the schools of the district; adopts rules for their organization, government, and instruction; keeps registers and prescribes textbooks and course of study within state law and State Board of Education rules.

Cities and counties also provide a wide variety of services to Minnesotans. The county governments' primary role in collaboration of services for children and families is as a resource manager and direct service provider for child welfare and a range of other social, public health and economic security services, particularly income support and corrections services. The county also contributes fiscal management capability to support collaboration. The county geographic area is the primary planning area for collaboration.

City governments, which have primary responsibilities for public safety and physical infrastructure development and maintenance, have a lesser children and family service provision role and, therefore, generally have a lesser role in collaboration of services for children and families. However, the large urban communities and some smaller communities have played major leadership roles in criminal justice, parks/recreation and housing resources required to sustain collaboration. Some cities also provide a smaller-scale community upon which to focus larger county, school district and community action agency services.

Community action agencies are non-governmental entities which target the lowest income populations and provide collaboration linkages to county, school and city services. The primary services of these agencies, which stress community control and accountability, are child and family development and economic security.

Minnesota's family service collaborative efforts are producing strong support systems for families statewide. What began as a pilot project in 1994 involving 6 Family Services collaboratives has developed into a statewide effort now covering 90 percent of Minnesota's children. There are now 57 Family Services Collaborative Initiatives.

Collaborative programs reflect the department's focus on providing comprehensive services to children and families to infuse the principles of family support into health, education and human service systems for the benefits of children and families.

The following table provides background information on population and student enrollment, number of teachers and school districts and buildings.

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Total Population Of Minnesota	4,469,450	4,515,118	4,570,355	4,626,514	--
Students					
Fall Public School Enrollment K-12*	766,784	786,413	803,393	813,103	834,414
Fall Nonpublic School Enrollment K-12*	80,653	81,631	81,697	83,435	84,278
Fall Home School Enrollment K-12*	5,086	6,149	7,671	9,135	10,519
Learners of Color Enrollment In Public Schools					
American Indian	13,531	13,483	14,812	15,349	15,872
Asian	24,064	26,080	28,279	30,085	32,227
Hispanic	11,016	12,077	13,315	14,881	16,832
African American	27,725	30,189	33,310	36,372	40,305
White	689,448	704,584	713,677	716,416	729,178
Percent of Learners of Color in Public Schools	10.1%	10.4%	11.1%	11.9%	12.6%
Number of fall public school students living in poverty (Federal guidelines)(AFDC)	66,966	68,732	75,031	76,423	76,043
Number and Percentage of public school students eligible for free and/or reduced lunch	--	186,590	197,668	200,524	208,708
	--	23.74%	24.61%	24.66%	25.26%
Teachers					
Number of Teachers (F.T.E.)	44,806	45,410	46,686	47,559	--
School Districts					
Number of School Districts (Operating and Nonoperating)	425	413	395	381	365
Number of Public School Buildings	1,517	1,501	1,495	1,499	--
Number of School Districts Required to Have Desegregation Plans	3	3	3	3	3
Number of Students in Charter Schools*	--	143	357	1,063	1,557

Sources: School District Profiles Documents, Minnesota Department of Children, Families & Learning Learner Improvement, Finance and Management Assistance, Special Education, Lifework Development, Information Technologies.

* Fall enrollment - the number of pupils enrolled on October 1st

Number and Percent of students served in special needs programs

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y.1996***
Number					
Special Education	82,638	85,930	90,551	96,542	100,931
Title I	71,397	77,791	81,930	87,525	90,579
Assurance Of Mastery*					
Limited English Proficiency	14,007**	15,761**	17,300**	20,095**	23,368**
Total	168,042	179,482	189,781	204,162	214,878
% of Total					
Special Education	8.59%	9.16%	9.39%	9.67%	9.98%
Title I	7.42%	8.29%	8.50%	8.77%	8.60%
Assurance Of Mastery*					
Limited English Proficiency	1.46%	1.68%	1.79%	2.01%	2.31%
Total	17.47%	19.13%	19.68%	20.45%	21.25%

Note: Enrollment includes public and non public students as of December 1 for each fiscal year.

* Data not available

** Source: Biennial Budget all other data from Minnesota Department of Children, Families & Learning, Special Education

***Projected

The total number of students participating in remedial programs has increased 27.9 percent from F.Y. 1992 to F.Y. 1996.

Special Needs

The Education system provides services to over 200,000 students with a variety of special needs to assist them to be better learners.

Definitions:

Special Education: Programs for students who have disabilities and receive special education services.

Title 1: Federal programs to provide supplemental services to help educationally disadvantaged students succeed in the classroom.

AOM: Programs to positively assist students K-8 who are at risk of academic failure within the regular classroom environment.

LEP: Programs to assist students in learning English language skills so they may fully participate in the mainstream curriculum.

Percent change in resident ADM 1984-85 through 1993-94

	PERCENT OF DISTRICTS
20 Percent and Greater Growth	15.8%
10-19 Percent Growth	19.4%
1-9 Percent Growth	25.0%
Less than 1 Percent Change	3.0%
1-9 Percent Decline	20.7%
10-19 Percent Decline	12.5%
20 Percent and Greater Decline	3.6%

Source: Minnesota Department of Children, Families & Learning, School District Profiles 1993-1994

Changing demographics puts additional stress on many school districts. Enrollment growth and decline both create staffing, facility, program and fiscal problems. In declining enrollment districts, it is difficult, without substantial cooperation, to assure equitable educational opportunities for students due to staff reductions required by reduced revenues. Per pupil facility costs also increase. In growing enrollment districts, revenues increase more slowly and facilities become overcrowded. In large growing districts, there is often community stress over changing attendance boundaries necessary to minimize facility overcrowding.

As school districts consolidate and cooperate, districts are reducing school teaching administrative staff accordingly. Another factor that must be considered is, as districts budgets and expenditures are being closely scrutinize by the public, administrative positions are usually the first to be eliminated to balance budgets. For example, 334 superintendents served 362 operating school districts during the 1995-96 school year.

Teachers and Administrators

Year	Fall 1990	Fall 1991	Fall 1992	Fall 1993	Fall 1994	Fall 1995
Teachers (F.T.E)	43,753	43,321	45,406	46,686	47,558	46,686
Pre-Kindergarten	N/A	N/A	34	50	54	50
Kindergarten	1,494	1,450	1,433	1,558	1,544	1,558
Elementary	17,487	17,344	18,041	18,364	18,667	18,364
Middle	2,097	2,058	3,224	3,727	3,538	3,727
Secondary	15,427	15,279	15,114	15,195	15,912	15,195
Special Ed.	7,248	7,190	7,560	7,792	7,843	7,792
Administrators (F.T.E.)	3,153	3,184	3,150	3,120	3,060	3,120

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

PROGRAM 1: GENERAL EDUCATION PROGRAM

The general education revenue program provides basic support to school districts supplying more than 80 percent of district operating revenues for general education, pupil transportation and capital outlay programs and services. The general education program ensures that districts receive equivalent revenues per pupil and the associated taxes on real property are levied at a rate that is uniform across districts. Since equivalent tax efforts result in equivalent funding per pupil, the general education program is said to be fully equalized.

To better understand the diversity of programs and services funded with general education program revenue, the following categories will be presented in Program 1:

1. **Student Achievement**
2. **Funding**
3. **Transportation**
4. **School Facilities**
5. **Education Choice**

Because the general education program provides basic, general purpose revenue to districts, this program contributes to all nine system goals:

- **Learning Readiness**
- **Safe, Caring Communities**
- **Healthy Children**
- **Stable Families**
- **Learner Success**
- **Information Technologies**
- **Lifelong Development**
- **Lifelong Learning**
- **Finance and Management**

I. STUDENT ACHIEVEMENT

- The 1995-96 school year was the first year school districts were able to use the basic standards tests. Because the tests were optional, not all eighth graders in the state were tested. This first attempt at testing students in basic skills showed that the majority of students in eighth grade were able to pass the basic skills requirements for graduation from high school. In addition, the test data and information indicated that educators need to provide instruction and learning opportunities to students who did not perform as well as expected.
- Minnesota school districts are learning 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. 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. The benchmarks will allow teachers to identify areas of concern earlier and to provide assistance to students in the elementary grades.
- Minnesota fourth grade students National Assessment of Educational Programs reading assessment scores were higher than the national averages in both 1992 and 1994. However, the ranking of Minnesota students when compared to other states had decreased from tenth in 1992 to 14 in 1994.
- Table 1.6 shows that Minnesota ACT scores have historically been sufficient to give consistent rankings of fourth or fifth 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.
- The number and percentage of Minnesota high school graduates taking the ACT test has increased from 31 percent in 1985 to 62 percent in 1994. The ACT composite test scores from Minnesota students has consistently been above

average. In 1994-95, the mean ACT composite score for Minnesota students was 21.9 compared to the national average of 20.8.

- Table 1.5 and Table 1.6 show that (a) Minnesota students' average scores in college entrance exams exceed the 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.
- The cumulative dropout rate has increased fairly steadily over the years shown. (The apparent improvement after 1992-93 was largely the result of a change in the Federal dropout definition).
- All ethnic groups experienced increased dropout rates--the largest were experienced by Hispanics and Asian Americans. These groups have also experienced particularly large growth in their first-generation immigrant population over the years shown.

A. Graduation Standards

Background

For more than six years, the State Board of Education and the Minnesota Department of Children, Families & Learning have been working to define what students should know, understand and be able to do before they graduate from high school in Minnesota. This process began when the State Board initiated development of results-focused graduation requirements for Minnesota students. In 1993, the state legislature supported that direction when they established a law (M.S. 121.11 Subd. 7c), directing the State Board and the Department of Education to develop results-oriented Graduation Rules to be implemented starting with ninth graders in the 1996-97 school year.

Developing the Graduation Standards has been a lengthy and thorough process. Hundreds of content area experts, teachers, employers and other education professionals throughout Minnesota have contributed to the development of the Graduation Standards. Public input was gathered during a series of meetings in 1994-95, involving employees, the military, post-secondary parents and other citizens.

Minnesota's Graduation Standards are focused on results

Under current state policy, Minnesota public school students are not required to demonstrate competency in core subject areas to receive a diploma. They are required to "successfully complete" a designated number of hours in courses specified by their local boards of education. In most districts, "successfully complete" means earning a D- or better and is often related to attendance rather than any demonstrated skill or knowledge acquisition. As a result, some students graduate without the skills necessary to live and work in today's society. Under the Graduation Standards, which are focused on results rather than "seat time," students must demonstrate they have achieved specific learning results before they receive a high school diploma.

Components

The Graduation Standards have two parts: the Basic Standards and the High Standards in the Profile of Learning. The Basic Standards are basic competencies in reading, mathematics and written composition that students must achieve in order to be eligible to graduate. They are a "safety net" to ensure that no students leave high school without learning basic life skills that every adult needs in order to live and work in today's society.

The math and reading Basic Standards rule became effective on April 1, 1996. This means that all students who enter ninth grade in the 1996-97 school year will have to pass a Basic Standards test in math and reading in order to be eligible for a diploma. It is anticipated that the basic standards rule for written composition will be adopted by May 1997 and will apply to all students who enter ninth grade in 1997-98. To measure student achievement of the Basic Standards, districts can administer state tests, use the state test specifications to create their own tests, or have tests commercially developed.

The High Standards in the Profile of Learning define what students should know, understand and be able to do to demonstrate a high level of achievement. All Minnesota students must work toward achieving high standards in several areas in order to graduate. To earn credit for a high standard, students must successfully complete a series of activities, called "performance packages." The High Standards will be implemented in schools throughout the state

according to a schedule approved by the State Board of Education. All of the High Standards will be implemented in schools by 1999.

Educators at 23 pilot sites have spent the last two years developing sample performance packages to measure student achievement of the High Standards in the Profile of Learning. While the standards are being implemented statewide, districts can use these model performance packages, adapt them to fit local needs, or develop their own. All tests and assessments that are not state-developed must be validated by the state to ensure consistency.

Measure 1.1: Minnesota Graduation Standards

Assessment	BASIC STANDARDS TEST Reading Mathematics Writing	BENCHMARK TESTS* Reading Mathematics Writing	PROFILE OF LEARNING PACKAGES High Standards
Dates	Reading: Annually Grades 8-12 Mathematics: Annually Grades 8-12 Writing: Annually October 1998 Grade 10 (first time)	Reading: Jan 1998 Grades 3 & 5 Mathematics: Jan 1998 Grades 3 & 5 Writing: Jan 1998 Grade 5	Primary, Intermediate, Middle and High School Levels as released
Purpose	<ul style="list-style-type: none"> ■ Ensure minimum competence in essential skills for graduates 	<ul style="list-style-type: none"> ■ Provide information about instruction in High Standards at primary and intermediate levels ■ Link Basic Standards to High Standards ■ Fulfill Title I testing requirements 	<ul style="list-style-type: none"> ■ Demonstrate individual student progress towards High Standards (K-12) at the classroom level ■ Allow for flexibility in classroom instruction and assessment ■ Provide outlines for instruction and assessment
Results	<ul style="list-style-type: none"> ■ Determine eligibility for graduation 	<ul style="list-style-type: none"> ■ Provide district or building level information ■ Provide individual student information ■ Help to set performance standards in the Profile of Learning 	<ul style="list-style-type: none"> ■ Determine eligibility for graduation ■ Evaluated by classroom teachers
Format	<ul style="list-style-type: none"> ■ Statewide <p>Reading and Math: multiple choice</p> <p>Written Composition: writing sample</p>	<ul style="list-style-type: none"> ■ Statewide <p>Reading and Math: multiple choice & open response</p> <p>Written Composition: writing sample (grade 5 only)</p>	<ul style="list-style-type: none"> ■ Performance Packages <p>Used as produced by state, modified to fit local needs or, created by local teachers</p> <p>Include a mixture of performance tasks and traditional assessments</p>

Source: Minnesota Department of Children, Families & Learning, Office of Learner Success

* Benchmark tests refer to the tests taken at grades 3, 5 and 8 which determine how well that particular group performs relative to progress towards the High Standards.

Statewide, 70 percent of all students taking the Minnesota Basic Skills test scored at 70 percent or above. In urban Metropolitan districts, only 47 percent received 70 percent or above. 79 percent of students in the seven county metropolitan area scored at over 70 percent. In greater Minnesota, 80 percent of students received a score at or above 70 percent.

Indicator Type: Outcome

Measure 1.2: Minnesota Basic Standards Test - MATHEMATICS - EIGHTH GRADE ADMINISTERED IN SPRING 1996

	Total Number of Students Tested	Percent of Students at/Above 70%
Statewide	58,486	70%
Urban Metro Districts	5,189	47%
School Districts in Seven County Metro Area (Excluding Minneapolis & St. Paul)	22,030	79%
School Districts in Greater Minnesota (over 2000 Students)	14,616	80%
School Districts in Greater Minnesota (under 2000 Students)	16,538	79%

Source: Minnesota Department of Children, Families & Learning, Office of Learner Success

The 1995-96 school year was the first year school districts were able to use the basic standards tests. It was not mandatory that all eighth graders in the state be tested. This first attempt at testing students in basic skills showed that the majority of students in eighth grade were able to pass the basic skills requirement for graduation from high school. The rule for basic standards in math and reading requires a district to initiate testing in eighth, ninth or tenth grade.

Indicator: Outcome

Measure 1.3: Minnesota Basic Standards Test READING - EIGHTH GRADE ADMINISTERED IN SPRING 1996

	Total Number of Students Tested	Percent of Students at/Above 70%
Statewide	56,527	63%
Urban Metro Districts	5,151	41%
School Districts in Seven County Metro Area (Excluding Minneapolis & St. Paul)	21,007	67%
School Districts in Greater Minnesota (over 2000 Students)	13,467	66%
School Districts in Greater Minnesota (under 2000 Students)	16,789	63%

Source: Minnesota Department of Children, Families & Learning, Office of Learner Success

* Minimum passing scores of 70 percent in F.Y. 1997, 75 percent in F.Y. 1998 and 80 percent in F.Y. 1999 are required for students in Ninth Grade.

Indicator: Outcome

Measure 1.4: Grade Four Reading Assessment 1992 and 1994 National Ranking

	1992	Rank	1994	Rank
Minnesota	221	10th	218	14th
United States	215	----	212	----

Source: National Center for Education Statistics National Assessment of Educational Programs (NAEP)

- Although Minnesota's reading proficiency remains above that of the U.S., it dropped from tenth to 14th between 1992 and 1994.

B. College Entrance Exams

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. The SAT, PSAT, and ACT tests are undergoing revisions to report student achievement more accurately. SAT, PSAT, and ACT data are reported annually by the Minnesota Higher Education Coordinating Board.

INDICATOR: Academic Performance--ACT Scores. Minnesota students' ACT scores have historically been fourth highest in the nation. In 1986, the Minnesota State University System began requiring 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.

Indicator: Outcome

Measure 1.5: Trends in Average ACT Composite Scores

Year	<u>Minnesota</u> Mean	Total Students	Percent of Graduates	<u>Nation</u> Mean	Total Student
1985-86	20.3	17,615	31	18.8	729,606
1986-87	20.2	20,109	35	18.7	777,724
1987-88	19.9	25,648	41	18.8	842,322
1988-89	19.7	27,427	48	18.6	85,171
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	31,462	62	20.7	875,603
1993-94	21.8	31,160	62	20.8	891,714
1994-95	21.9	32,136	59	20.8	945,369

Source: ACT Iowa City, Iowa

The number and percentage of Minnesota high school graduates taking the ACT test has increased from 31 percent in 1985 to 62 percent in 1994. An important factor in making state by state comparisons is the percent of students taking tests.

Indicator: Outcome**Measure 1.6: College Entrance Exams 1995 ACT State Comparisons**

State	Composite Score	Rank	% of Graduates Tested
Oregon	22.6	1	14%
New Hampshire	22.3	2	2
Washington	22.2	3	17
Wisconsin	22.0	4	64
Minnesota	21.9	5	59
District of Columbia	18.9	50	5
Mississippi	18.8	51	73
United States	20.8	—	37

Source: ACT Iowa City, Iowa

INDICATOR: Academic Performance—SAT Scores. Verbal and math PSAT and SAT scores are also indicators of academic performance. Students in tenth and 11th grades take the PSAT and students in 11th and 12th grades take the SAT. Table 1.5 and Table 1.6 show that (a) Minnesota students' average scores exceed the 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 1.8).

It is important to note in using average SAT test scores from aggregated data to compare and draw conclusions based on average test scores, class rank should be considered. Because of the wide variability in the number of students in each state that take the SAT test, in the analysis of SAT test scores, the scores should be adjusted for class rank. In some states, only four percent of students take the SAT and in other states, 70 percent of students take the test. In the states where the percentage is small, the test is taken primarily by students with high class rank. Students in the lower half of their class are less likely to have as high SAT scores as students at the top of their class. It is inequitable to compare the top of the class in one state with the entire class in another. After adjustment of Minnesota SAT test scores for class rank, Minnesota SAT scores in 1994 ranked among the top three states in the nation. Utah was first and Minnesota and Iowa were tied for second place¹.

¹Smith, Michael A. A Different Approach Network News & Views, July 1996.

Indicator: Outcome

Measure 1.7: Verbal and Math SAT Scores

Year	SAT Verbal Mean Minnesota	SAT Verbal Mean National	SAT Math Mean Minnesota	SAT Math Mean National
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	424	556	478
1993-94	495	423	562	479
1994-95	506	428	579	482

Source: Digest of Educational Statistics

In the last decade of Minnesota students taking the SAT, verbal and mathematic test scores were significantly above the national average. In 1994-95 the average Minnesota SAT verbal score was 506, the national average was 428. The average Minnesota SAT mathematics score was 579, the national average was 482.

INDICATOR: Academic Performance--IAEP Test Scores. Table 1.8 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 (Education Testing Services, 1992).

Indicator: Outcome

Measure 1.8: IAEP Test Scores, 1991

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

Sources: Data collected and reported annually by the Minnesota Higher Education Coordinating Board.

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

C. Graduation/Dropout Rates

Indicator: Outcome

Measure 1.9: Minnesota's Annual graduation rates and dropout rates overall and by gender and race/ethnicity.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Annual graduation rate	89.5%	89.2%	87.8%	N/A	*	*
Annual dropout rate- Grades 9-12	5.0%	5.7%	5.0%	5.10%	*	*
Dropout Rate by Gender:						
- Males	5.0%	6.3%	5.7%	5.8%	*	*
- Females	4.4%	5.1%	4.4*	4.4%	*	*
Dropout Rate by Race/Ethnicity:						
- Native American	18.4%	25.6%	18.4%	20.2%	*	*
- Asian	5.9%	9.0%	7.6%	7.5%	*	*
- Hispanic	15.7%	18.7%	17.5%	15.7%	*	*
- Black	20.4%	26.5%	20.8%	20.5%	*	*
- White	4.1%	4.4%	3.9%	4.0%	*	*

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data, "State Non-fiscal Survey", and in Minnesota High School Graduates and Dropouts, 1994-95.

* State and national data sources do not provide projections.

Dropout and graduation rates are essential elements in tracking the progress of students as they go through the public educational system. These rates, however, are more like indicators than true measures because they do not follow a specific group of students. They show the status of one group of students at one point in time. Nevertheless, it is useful to look at these rates as they each measure a slightly different aspect of the success or failure of our students. Dropout rates are an indication of the proportion of students dropping out each year. Graduation rates are an indication of the proportion of ninth grade students who graduated three years later, thereby completing the prerequisites for entering the workforce, the military or to continue on in a formal post secondary education program.

Annual Dropout Rate: Annual rates measure the proportion of students in either grades 7 - 12 or 9 - 12 who drop out without completing high school. For purposes of this report, the annual dropout rate for grades 9 - 12 is used. This is not a grade cohort measure; i.e. it does not follow a specific group of learners through the public educational system. Students who drop out of school and who re-enter the following year and drop out again are counted as dropouts in both school years.

Graduation Rate: This rate is defined by the U.S. Department of Education as the percent of ninth grade public students to the number of students who graduate from high school four years later. This statistic does not include those students who earn a General Education Development (GED) certificate. This is not a true grade cohort measure; i.e. it does not follow a specific group of learners through the public educational system. It is affected by interstate migration and by learners who leave the public school system due to death, dropping out, or requiring more than four years to obtain a diploma.

- The following table shows a trichotomy - high dropout rates for the large city districts (Minneapolis and St. Paul), low rates for rural districts and intermediate rates for the State's remaining districts.
- All categories show an increase in dropout rates for the years shown.

Indicator: Outcome

Measure 1.10: Four year cumulative dropout rate by type of district locale*

Locale Classification	1983-84	1990-91	1994-95
Large Cities	40.5%	44.6%	52.0%
Mid Size Cities	12.6	15.4	15.9
Urban Fringe	10.3	12.3	16.8
Towns, Small Cities	9.1	15.7	14.5
Rural	6.4	7.7	8.8

Source: Data Management, Minnesota Department of Children, Families & Learning

* The classification of school districts used in this table is a simplified version of that used by the National Center for Education Statistics (NCES) to classify schools/districts. NCES, in turn, classified schools using the population/density criteria of the United State Census Bureau. Two of the NCES categories have been combined and a small number of districts have been "re-coded" to better reflect their actual political/demographic characteristics. The resultant categories are as follows:

1. Large Cities Central cities of 250,000 or greater population within a standard metropolitan statistical are (SMSA): e.g., Minneapolis, St. Paul.
2. Mid Size Cities: Cities between 25,000 and 240,000 population within an SMSA: e.g., Rochester, Bloomington.
3. Urban Fringe: Other places within an SMSA, defined as urban by the Census Bureau: e.g., Orono, White Bear Lake.
4. Towns: Towns and cities between 2,500 and 24,999 population and not within an SMSA: e.g., Stewartville, Fergus Falls.
5. Rural: Places with fewer than 2,500 population and coded rural by the Census Bureau: e.g., Fosston, Melrose.

Indicator: Outcome

Measure 1.11: Four year cumulative dropout rate* by racial/ethnic group

Cohort Rates (Cumulative Four-Year Dropout Rate)

The cumulative cohort dropout rate is an attempt to predict what will happen to a ninth grade class as they move from ninth through twelfth grade. It is based on the annual dropout rate for grades 9, 10, 11 and 12 as experienced in a specific year. The cumulative cohort dropout rates also allow the calculation of how many students from the cohort will eventually complete high school within a four year period. This methodology assumes: 1) current annual dropout rates for grades 10,11, and 12 will remain constant over several years and 2) students who drop out will not return to school.

For 1994-95, Minnesota's cumulative cohort dropout rate was 19.3 percent. This means that 19.3 percent of the ninth grade students in 1994-95 (Class of 98) are predicted to drop out over the next four year period (if they continue to drop out at the rates experienced during the 1994-95 school year). The inverse of this statistic is the percent who are estimated to complete high school by 1998. It is estimated that 80.7 percent of the Class of 98 will complete high school by 1998.

- *The cumulative dropout rate has increased fairly steadily over the years shown. (The apparent improvement after 1992-93 was largely the result of a change in the Federal dropout definition).*
- *All ethnic groups experienced increased dropout rates--the largest were experienced by Hispanics and Asian Americans. These groups have also experienced particularly large growth in their first-generation immigrant population over the years shown.*

	Total	Native Amer	Asian	Hispanic	Black	White
1984-85** (Class of 88)	14.0%	48.8%	11.0%	31.7%	55.6%	12.3%
1989-90 (Class of 93)	18.7	58.6	24.3	46.3	61.3	15.7
1994-95 (Class of 98)	19.3	61.2	27.1	50.0	61.2	15.3

Source: Data Management, Minnesota Department of Children, Families & Learning

* Cohort Rates (Cumulative Four-Year Dropout Rate) – see next page for definition

** Ninth graders in 1984-85 are considered the Class of 88; this is the year that they are expected to complete high school (graduate).

Note: See Appendix 3 for the calculation used to determine the cumulative dropout rate.

Indicator: Outcome

Measure 1.12: Minnesota annual dropout rate by grade

The annual Dropout Rate is the proportion of students in grades 9-12 who drop out within a single year within a district. Annual percentages are computed by totaling the district's dropouts for a particular year and dividing that total by the district's October 1 enrollment for that year. (Dropouts/Fall Enrollment X 100 = Annual Dropout Percentage)

- All grade levels show an increase in dropout rates over the period shown.
- The highest dropout rates occur in twelfth grade followed by the eleventh, tenth and ninth grades.
- The growth in dropout rates for ninth grade has almost doubled from 1984-85 to 1994-95; lesser increases occurred in grades 10, 11 and 12.

	Total	Grade 9	Grade 10	Grade 11	Grade 12
1984 - 85	3.7%	1.4%	3.6%	5.0%	4.8%
1989 - 90	5.0	2.0	5.2	6.5	6.5
1994 - 95	5.1	2.6	5.0	6.0	7.2
% Growth in Dropout Rate, 1984 - 85 to 1994 - 95	37.8	85.7	38.9	20.0	50.0

Source: Data Management, Minnesota Department of Children, Families & Learning

Indicator: Outcome

Measure 1.13: Minnesota Annual dropout rate (Grades 9 thru 12) by type of district locale*

- This table shows a trichotomy - high dropout rates for the large city districts (Minneapolis and St. Paul), low rates for rural districts and intermediate rates for the State's remaining districts.
- All categories show an increase in dropout rates for the years shown.

Locale Classification	1993-84	1990-91	1994-95
Large Cities	12.0%	13.6%	16.6%
Mid Size Cities	3.3	4.1	4.1
Urban Fringe	2.6	3.2	4.3
Towns, Small Cities	2.3	4.1	3.7
Rural	1.7	2.0	2.2

Source: Data Management, Minnesota Department of Children, Families & Learning

* Refer to Table 1.11 for a definition of locale classification

Length of School Year

Indicator: Accessibility

Measure 1.14: Required Length of school year National and International Comparisons

	Days	Rank		
Ohio	182	1	Canada	188
35 States	180	2nd	England	192
Arkansas	178	37th	Japan	210
Minnesota*	175	38th**	Israel	212
U.S.	178	---	China	251

Source: Digest of Educational Statistics, U.S. Department of Education

* This is the length of the school year in F.Y. 1996 as required in M.S. 120.101, Subd. 5b. The required number of school days is 170 days. In F.Y. 1997, when the graduation rule takes effect, the number of required school days is eliminated. School districts have flexibility to set the length of the school year.

** International Assessment of Education Progress (IAEP), 1992

II. FUNDING

The Minnesota Constitution, Article 3, Section 1, makes it "the duty of the legislature to establish a general and uniform system of public schools," and requires the legislature to provide an education funding system that will "secure a thorough and efficient system of public schools throughout the state." The Minnesota Supreme Court, in *Skeen v. State of Minnesota*, held that "education is a fundamental right in Minnesota," and that the Minnesota Constitution "requires the state to provide enough funds to ensure that each student receives an adequate education and that funds are distributed in a uniform manner." 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.

Determining the level of funding needed to provide each student with an adequate education is a complex undertaking requiring not only an examination of the level of resources in the system, but also variations in the educational needs of students and possible changes in the costs of achieving desired results. Examples of such changes include demographic changes in student and staff populations and different uses of technology.

- Total school district revenue per student from state aid entitlement and property tax levies for school purposes has increased between F.Y. 1991 and F.Y. 1997. Between F.Y. 1991 and F.Y. 1995, total revenue per student, when adjusted for inflation, increased by 5.5 percent. F.Y. 1993 was the only year during the period when the increase in revenue per student fell below the rate of inflation. The projections for F.Y. 1996 and F.Y. 1997, based on

funding levels at the end of the 1996 legislative session, when adjusted for inflation, show a cumulative percent increase over F.Y. 1991 of 6.0 percent and 4.4 percent respectively.

- A measure of funding fairness for students is based on the amount of general education revenue per pupil unit in each school district. The disparity in funding among districts is represented by a statistical ratio. This ratio has decreased from 1.40 in F.Y. 1993 to a projected 1.31 in F.Y. 1997 as a result of changes in the general education funding formula.
- A measure of funding fairness for taxpayers is based on the amount of property tax levy as a percent of the property tax base in each school district. The variation in school tax rates is represented by a statistical ratio. This ratio has decreased from 1.75 in F.Y. 1993 to a projected 1.57 in F.Y. 1997 as a result of partial equalization (with state aid) of the referendum, debt service and special education levies.
- Pupil-teacher ratios: Since F.Y. 1993, Minnesota's overall pupil-teacher ratios have declined from 17.3:1 to 17.1:1 and Minnesota's remained the same as the U.S. average. Since F.Y. 1992, elementary learner/instructor ratios have declined steadily, with the greatest improvement in kindergarten and first grade.
- Total school district expenditures for staff development have increased each year from F.Y. 1992 to F.Y. 1995. Expenditures totaled \$14.2 million or about \$18 per student in F.Y. 1992 and \$39.9 million, or about \$49 per student in F.Y. 1995. The F.Y. 1995 expenditure level is equal to 1.6 percent of the general education formula allowance for that year. The education literature suggests that 2 - 4 percent of revenue should be devoted to staff development.

A. State Decisions

Indicator: Accessibility

Measure 1.15: Cumulative percent increase in total revenue per student in constant dollars (adjusted for inflation) over the F.Y. 1991 amount of \$5,074

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	Estimate F.Y. 1996	Estimate F.Y. 1997
A) Total Revenue in Current Dollars:						
Amount	4,022.2	4,203.7	4,490.5	4,887.0	5,130.2	5,258.8
Cumulative Percent Increase	5.6%	10.3%	17.9%	28.3%	34.6%	38.0%
B) Total Revenue in Constant (1991) Dollars (Adjusted for Inflation):						
Amount	3,897.5	3,950.8	4,112.2	4,348.0	4,445.6	4,434.1
Cumulative Percent Increase	2.3%	3.7%	7.9%	14.1%	16.7%	16.4%
C) Revenue per Student (ADM) in current dollars	\$5,239	\$5,355	\$5,618	\$6,014	\$6,209	\$6,281
Cumulative percent increase	3.3%	5.5%	10.7%	18.5%	22.4%	23.8%
D) Revenue per ADM in constant dollars (adjusted for inflation)	\$5,077	\$5,033	\$5,145	\$5,351	\$5,380	\$5,296
Cumulative percent increase over F.Y. 1991 (adjusted for inflation)	0.1%	-0.8%	1.4%	5.5%	6.0%	4.4%

Source: Minnesota Department of Children, Families & Learning, Finance.

Note: Pupil projections as of January, 1996.

For consistency within this document, the years of data presented for this measure begin at a different point than the data presented in the Department's Report Card.

Total revenue is the sum of all state aid entitlement and property tax levies for PK-12 education. 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 Program Finance Division 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 of 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.

Between F.Y. 1991 and F.Y. 1997, total revenue for pre K-12 education increased by 38.0 percent and total revenue per student, adjusted for inflation, increased by 4.4 percent. Most of the increase occurred in F.Y. 1994, F.Y. 1995 and F.Y. 1996. Factors accounting for the increase include the introduction of learning and development (class size reduction) aid, the phase-in of new formulas for compensatory revenue (AFDC) and teacher training and experience (T&E) and increases in special program and debt service revenues. In F.Y. 1993 and in F.Y. 1997, total revenue per student increased at less than the rate of inflation, resulting in a slight decrease in inflation-adjusted revenue per student.

Indicator: Accessibility

Measure 1.16: Ratio of 95th to fifth percentile in general education revenue per pupil unit [M.S. 124A.30].

The amount of general education revenue per pupil unit is used in determining a statistical measure of funding equity 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 fifth percentile for this statistic. The pupil unit data are based on district year-end pupil accounting data submissions to the Data Management Team.

The general education revenue ratio is an imperfect measure of funding fairness because it does not adjust for differences in the cost of serving students with different backgrounds and educational needs (e.g., special education, limited English proficiency, compensatory education), or the cost of delivering equivalent education services in different parts of the state (e.g., sparsity). Nonetheless, it does provide a basic yardstick of trends in funding fairness.

M.S. 124A.30 requires the Commissioner to annually compute the difference between the fifth and 95th percentiles of general education revenue per pupil unit and provide this information to all school districts. If the disparity between the fifth and 95th percentiles of general education revenue increases in any year, the Commissioner must propose a change in the general education formula that will limit the disparity to no more than the disparity for the previous year.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	Estimate F.Y. 1996	Estimate F.Y. 1997
Ratio: 95th to 5th percentile	1.40	1.40	1.39	1.35	1.35	1.31

Source: Minnesota Department of Children, Families & Learning, Finance

The disparity in the ratio of the 95th to fifth percentile of general education revenue declined significantly in F.Y. 1995 and F.Y. 1997. Factors contributing to these declines include:

1. Beginning in F.Y. 1995, the full equalization of referendum revenue up to ten 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 F.Y. 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 F.Y. 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 F.Y. 1994 levels.

4. In F.Y. 1997, general education revenue includes revenue for transportation and for operating capital. Since these revenue sources are not highly correlated to other general education revenues, their inclusion tends to reduce the ratio of the 95th to fifth percentile.

Indicator: Accessibility

Measure 1.17: Ratio of 95th to fifth percentile in total school district property tax levy as a percent of adjusted net tax capacity.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
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	1.48	1.57

Source: Minnesota Department of Children, Families & Learning, Finance

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. 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. 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 fifth percentile for this statistic. The data for adjusted net tax capacity are from Revenue Department data submissions to the Department of Children, Families & Learning.

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 F.Y. 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 F.Y. 1995.

Indicator: Accessibility

Measure 1.18: Minnesota School Districts with negative fund balance and number of districts exceeding expenditure limitation

	F.Y. 1990	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
Number of Districts with Negative Fund Balance	71	79	82	87	68	49
Number of Districts Exceeding Expenditure Limitation	52	47	48	54	59	29

Source: Financial Condition Report, Department of Children, Families & Learning, Financial Management .

One of the factors driving the decreasing number of school districts in statutory operating debt is district consolidations. Many consolidations are the result of small districts in financial distress. Through consolidation with a neighboring district, many districts are able to solve financial problems and better serve the needs of students and their communities.

Indicator: Accessibility

Measure 1.19: School District Revenue - All Funds^a

F.Y.	State Aid Entitlement	Percent Increase	Gross Levies ^b	Percent Increase	Total Revenue	Percent Increase	ADM Pupils	Revenue Per ADM	Percent Increase
1984	\$1,082.6	--	\$1,239.7	--	\$2,322.3	--	700,167	\$3,317	--
1985	\$1,083.2	0.1%	\$1,370.1	10.5%	\$2,453.3	5.6%	695,777	\$3,526	6.3%
1986	\$1,292.2	19.3%	\$1,383.9	1.0%	\$2,676.1	9.1%	699,191	\$3,827	8.5%
1987	\$1,431.5	10.8%	\$1,448.0	4.6%	\$2,879.5	7.6%	708,446	\$4,065	6.2%
1988	\$1,547.2	8.1%	\$1,521.3	5.1%	\$3,068.5	6.6%	716,125	\$4,285	5.4%
1989	\$1,619.9	4.7%	\$1,602.7	5.4%	\$3,222.6	5.0%	723,598	\$4,454	3.9%
1990	\$1,715.7	5.9%	\$1,773.0	10.6%	\$3,488.7	8.3%	733,338	\$4,757	6.8%
1991	\$2,265.6	32.1%	\$1,544.6	-12.9%	\$3,810.2	9.2%	750,865	\$5,074	6.7%
1992	\$2,334.3	3.0%	\$1,687.9	9.3%	\$4,022.2	5.6%	767,786	\$5,239	3.3%
1993	\$2,395.0	2.6%	\$1,808.7	7.2%	\$4,203.7	4.5%	785,072	\$5,355	2.2%
1994	\$2,490.6	4.0%	\$1,999.9	10.6%	\$4,490.5	6.8%	799,285	\$5,618	4.9%
1995	\$2,857.7	14.7%	\$2,029.4	1.5%	\$4,887.1	8.8%	812,582	\$6,014	7.0%
1996 ^c	\$2,992.8	4.7%	\$2,137.4	5.3%	\$5,130.2	5.0%	826,315	\$6,209	3.2%
1997 ^c	\$3,029.7	1.2%	\$2,229.1	4.3%	\$5,258.8	2.5%	837,231	\$6,281	1.2%

^a Excludes Non-district budget items and state agencies; includes referendum

^b Excludes statutory operating debt (SOD) levy

^c Estimate, June 1996

Indicator: Accessibility

Measure 1.20: Minnesota education spending categories Prekindergarten through grade 12

Fiscal Year	Total Number of Categorical Programs*	Total Funding (In Millions)
1985	97	961
1990	122	1,145
1995	192	1,641
1997	141	1,523 **

Source: Program Finance Division, Minnesota Department of Children, Families & Learning

* Includes categorical programs funded through state and federal aids and property tax levies.

** Under current law, the roll-in of transportation funding sunsets in F.Y. 1999. This will increase categorical funding and decrease general education funding by \$221 million.

Indicator: Accessibility
Measure 1.21: Education Aids Categorical Programs

July 1, 1996

Fiscal Year	Number of Categorical Programs							Funding in 000s ^a			
	State Aid and Levy DistRev	State Aid Only Non Distr Subtotal	Levy Only	Federal Flo Thru	Total Number	Total All Categoricals	General Educ Incl Referendum	Total Funding	Percent Funding Categorical/ Total
1984	8	21	24	45	11	18	82	851,290	1,603,810	2,455,100	34.7%
1985	8	22	35	57	14	18	97	961,412	1,625,288	2,586,700	37.2%
1986	11	31	30	61	16	16	104	1,046,569	1,777,194	2,823,763	37.1%
1987	11	27	27	54	23	16	104	1,090,422	1,937,499	3,027,921	36.0%
1988	11	29	22	51	20	25	107	1,190,759	2,033,870	3,224,629	36.9%
1989	11	25	35	60	18	25	114	941,650	2,439,924	3,381,574	27.8% ^b
1990	12	33	28	61	20	29	122	1,145,696	2,556,088	3,701,784	30.9%
1991	13	33	38	71	20	28	132	2,287,807	2,752,702	4,040,509	31.9%
1992	13	36	20	56	23	25	117	1,356,003	2,929,378	4,285,381	31.6%
1993	15	34	26	60	29	26	130	1,465,963	3,010,027	4,475,990	32.8%
1994	17	35	36	71	37	30	155	1,641,769	3,164,866	4,806,635	34.2%
1995	21	55	46	101	36	34	192	1,817,261	3,383,089	5,200,350	34.9%
1996	20	47	30	77	37	34	168	1,901,516	3,540,206	5,441,722	34.9%
1997	18	36	25	61	32	30	141	1,523,369	4,031,066	5,554,435	27.4% ^c

Source: Minnesota Department of Children, Families & Learning Program Finance Division

^a Includes state and federal aids and property tax levies.

^b Several Categorical were rolled into General Education, including Teachers Retirement, Arts Education, Chemical Use, Gifted Education, Interdistrict Cooperation, Programs of Excellence, Summer Programs, and Liability Insurance [F.Y. 1988 funding = \$279,217].

^c Major Categorical were rolled into General Education, including Capital Facilities/Equipment, and Pupil Transportation [F.Y. 1996 funding = \$476,489]. Under current law, the roll-in of transportation funding sunsets in F.Y. 1999. This will increase categorical funding and decrease general education funding by \$220,552.

The table below is from the Uniform Financial Accounting and Reporting System (UFARS) and its manual, *Manual for the Uniform Financial Accounting and Reporting System for Minnesota Schools*. This data has been reported and certified as accurate by Minnesota school districts. Each of the 16 expenditure categories in *Profiles* includes all expenditures within a defined set of funds, programs and objects. The table below summarizes the funds, major program categories and object categories used for *Profiles*.

Table 1.22: UFARS Sources of Expenditure Data

Funds		Major Program Categories	
1	General	0	District wide (no specific program)
2	Food Service	1 - 99	District and School Administration
3	Pupil Transportation	100-199	District Support Services
4	Community Service	200-299	Regular Instruction
5	Capital Expenditure	300-399	Vocational Instruction
6	Building Construction	400-499	Exceptional Instruction
7	Debt Service	500-599	Community Services
9	Trust and Agency	600-699	Instructional Support Services
		700-799	Pupil Support Services
		800-899	Sites, Buildings and Equipment
		900-999	Other Programs
Objects			
460	Textbooks		
500 599	Capital Expenditures		
910	Transfers to Other Funds		

Categories Used in the Report	Expenditure Categories		
	Funds	Programs	Objects
18. District and School Administration	1 and 9	1 - 98	
19. District Support Services	1 and 9	100 - 199	
20. Regular Instruction	1 and 9	200 - 299	
21. Vocational Instruction	1 and 9	300 - 399	
22. Exceptional Instruction	1 and 9	400 - 499	All objects except 500 - 599 and 910
23. Instructional Support Services	1 and 9	600 - 699	
24. Pupil Support Services	1 and 9	700 - 799	
25. Operations and Maintenance	1 and 9	800 - 899	
26. Food Service	2	All	
27. Pupil Transportation	3	All	
28. Other Operating Programs	1 and 9	0, 500 - 599 & 900 - 999	
29. Total PK-12 Operating Expenditures (this is the total of categories 18 through 28)	1,2,3 & 9	All	
30. Community	4	All	
31. Capital Outlay	5	All	All but 910 & 460*
	1,2,3 & 4	All	500 - 599
32. Building Construction	6	All	All but 910
33. Debt Service	7	All	All but 910

* 460 textbook expenditures have been allocated, based on program code, into categories 18 - 28 to assure valid inter-year comparisons

Measure 1.23: UFARS School District Expenditure Data⁽¹⁾ (State Averages Where Appropriate)

Resident Average Daily Membership*	F.Y.1992	F.Y.1993	F.Y.1994	F.Y.1995
Pre-Kindergarten Handicapped	4,456	4,842	4,853	5,136
Kindergarten	62,857	61,044	61,213	61,077
Elementary (Grades 1-6)	372,561	378,211	379,865	380,878
Secondary (Grades 7-12)	319,554	337,312	349,071	360,943
Total (Pre-K through Grade 12)	759,428	781,409	795,002	808,034
Pupil Data				
Percent Minority	10.1	10.4	11.2	11.9
Percent Attendance	94.7	94.1	93.8	93.9
Tax Capacity Rates				
Auditor Percent	54.30	60.83	62.99	65.23
Equalized Percent	50.98	58.16	60.52	59.66
Sources of Revenue				
Federal Funding Percent	4	4	4	4
State Funding Percent	51	48	55	52
Local and Other Funding Percent	45	48	41	44
Expenditures Per ADM**				
District and School Admin	314	320	321	329
District Support Services	143	138	146	158
Regular Instruction	2,314	2,359	2,385	2,500
Vocational Instruction	104	105	103	113
Exceptional Instruction	788	832	878	965
Instructional Support Services	219	215	219	258
Pupil Support Services	143	147	152	169
Operations and Maintenance	409	411	419	427
Food Service	206	214	221	231
Pupil Transportation	303	304	311	326
Other Operations Programs	150	135	150	146
Total PK-12 Operating Expenditures	5,093	5,179	5,304	5,623
Community Service	181	197	209	225
Capital Outlay	317	347	380	385
Building Construction	458	467	519	657
Debt Service	272	331	463	415
Other Measures Per ADM**				
Operating Funds Balance	301	260	319	384
Change in Funds Balance	74	28	64	76
State and Local Oper Costs	4,402	4,487	4,592	4,888
Long Term Debt	2,358	2,906	4,357	4,650
Adj. Net Tax Capacity	4,237	3,887	3,931	4,168

Source: School District Profiles, 1991-92, 1992-93, 1993-94, 1994-95, Minnesota Department of Children, Families & Learning

* End of the year average of the number of resident students enrolled

** These lines are reported in School District Profiles as amounts per pupil unit (weighted average daily membership). To provide more comparable data among years, given recent changes in pupil unit weighting factors, these amounts have been converted to amounts per unweighted ADM.

⁽¹⁾Final audited F.Y. 1996 UFARS data is not available until late spring 1997.

Note: See Appendix 4 for further details.

B. Local Decisions

Indicator: Accessibility

Measure 1.24: Minnesota's Pupil-teacher ratios, compared with US Average

Minnesota's overall pupil-teacher ratios increased slightly from 17.1 in F.Y. 1992 to 17.3 in F.Y. 1993, but declined slightly to 17.2 in F.Y. 1994 and to 17.1 in F.Y. 1995. 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 non-licensed 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 F.Y. 1992 and F.Y. 1993 may be due in part to the relatively small increase provided in education revenue that year. The decrease in the average pupil-teacher ratio for F.Y. 1994 and the projected decrease for F.Y. 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 F.Y. 1994-1995 biennium, compared with recent biennia.

Class size ratios are generally seen as useful measures because of the belief that smaller classes have a positive effect on student performance. 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 to student performance. In the future, the department may want to propose measures that examine changes in this relationship more closely.

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 6th grade to an average level of 17 to 1.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
MN Fall enrollment	766,784	786,413	803,393	828,284	834,414	
MN FTE teachers	44,806	45,410	46,686	47,559		
MN Pupil-teacher ratio	17.11:1	17.31:1	17.20:1	17.09:1		
US Pupil-teacher ratio	17.30:1	17.30:1	17.30:1	17.10:1		

Minnesota Department of Children, Families & Learning; Data Management; National Education Association (Rankings of the States)

Note: See appendix 4 for definitions of enrollment, FTE teachers and Pupil-Teacher Ratios.

Indicator: Accessibility

Measure 1.25: Elementary Student teacher ratio by grade level (excluding special education teachers)

- The Learner/Instructor Ratio for grades K - 6 improved from 19.88 students per teacher in F.Y. 1992 to 18.78 in F.Y. 1995.
- All grade levels showed improvement in the Learner/Instructor ratio. Kindergarten and first grade showed the most improvement.

GRADE LEVEL	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996*	F.Y. 1997*
Kindergarten	17.85	17.79	16.57	16.05		
Grade 1	19.13	19.07	18.15	17.39		
Grade 2	19.76	20.01	19.97	19.30		
Grade 3	20.43	20.64	20.49	20.02		
Grade 4	19.95	19.49	19.26	18.80		

GRADE LEVEL	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996*	F.Y. 1997*
Grade 5	20.87	20.53	20.01	19.76		
Grade 6	20.46	20.57	20.37	19.26		
Total: K - 6	19.88	19.84	19.41	18.78		

Source: Minnesota Department of Children, Families & Learning; Data Management

Includes: Kindergarten, elementary, elementary special subjects teachers, middle school teachers in grades 5 and 6 and social workers assigned to grades K - 6.

* Data not available

Does not include: Special education teachers or instructional aides.

Ratios were derived by using the October 1 count of students as reported via MARSS and staff assignments reported via the Licensed Personnel Record System. The Licensed Personnel Record system allows for teachers to be reported using a multiple grade level, such as K - 6, 1 - 3, 4 - 6 and 5 - 9. For example, a teacher who teaches sixth grade pupils may be classified as a sixth grade teacher, a K - 6 grade teacher, a 4 - 6 grade teacher or a 5 - 9 teacher. In order to calculate an Instructor/Learner ratio by grade, the following methodology was used:

- Individual grade assignments were assumed accurate and included in their respective grades.
- The number of teachers assigned to multiple grade levels were prorated to the grades encompassed within grade groupings. These teachers were added to the number of teachers assigned to specific grade levels.

Data currently reported to the Department of Children, Families & Learning permits a close, but not exact, analysis of district progress toward the class size goals specified in Section 124A.225.

Indicator: Accessibility

Measure 1.26: School District Expenditures for Staff Development

The enhancement of staff skills for improving student achievement is critical to ensure the Minnesota districts can successfully implement the new graduation standards. Education literature suggests that between two and four percent of revenue should be devoted to staff development² (see Odden Report, 1993).

School districts were required by M.S. 124A.29 to reserve one percent of basic general education revenue for staff development in F.Y. 1994, and to reserve 2 percent of basic general education revenue for this purpose in F.Y. 1995. Beginning in F.Y. 1996, there is no specific requirement to reserve revenue for staff development, but school districts are required to report staff development expenditures and results to the Commissioner of Children, Families & Learning and the Commissioner must report the expenditure data to the education committees of the legislature.

School district staff development expenditures, as a percent of total operating expenditures, increased each year between F.Y. 1992 and F.Y. 1995, from 0.34 percent in F.Y. 1992 to 0.81 percent in F.Y. 1996. Data for F.Y. 1996 is not yet available.

²Unpublished report to the Department of Education. January, 1993. Minnesota Education Finance: Traditional Retrofit or Future Pacesetter

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Staff Development Expenditures (in 000s)	14,210.4	15,290.8	21,463.9	40,044.7	N/A
Average Daily Membership (ADM)	767,786	785,072	799,285	812,582	826,315
Staff Develop, Expenditure per ADM	18.51	19.48	26.85	49.28	N/A
Total Operating Expenditure per ADM	4,168,786.6	4,386,216.5	4,574,104.5	4,947,290.6	N/A
Staff Develop Expenditure per ADM as Percent of Basic General Education F.A.	0.34%	0.35%	0.47%	0.81%	N/A

Source: Uniform Financial Accounting Reporting System (UFARS)

III. TRANSPORTATION

The student transportation data measures included in this report indicate the following:

- 99.6 percent of students demonstrated knowledge and understanding of competencies for school bus safety.

Indicator: Accessibility

Measure 1.27: Percent of students transported to and from school (M.S. 123.39)

School districts are required to provide transportation for public and non-public students residing two miles or more from school. However, transportation is usually provided for students living less than two miles because of the students' age and hazards they would encounter if they walked. Enrollment options students must provide their own transportation to the district boundary, but are eligible for school-provided transportation within their new district. There is no distance requirement for students requiring transportation because of a disability. The percent of enrollment transported increased from 83.1 percent in F.Y. 1992 to 87.2 percent in F.Y. 1995

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
Public/Non-public student fall enrollment	852,833	874,438	885,090	896,538
Public/Non-public students transported to-and-from school	708,434	731,936	761,540	781,692
% of enrollment transported	83.1%	83.7%	86.0%	87.2%

Source: Public Transportation Annual Statistical Report; MARSS; Information on Minnesota Non-public Schools

Indicator: Outcome

Measure 1.28: Percentage of students demonstrating knowledge and understanding of competencies for school bus safety (M.S. 123.7991)

Beginning with the 1994-95 school year, every school district was required to provide school bus safety training for students transported by school bus. Students who were unable to understand the competencies because of their disabilities were exempted from the safety training requirements. Beginning in 1995-96, safety training was no longer required for students in eleventh and twelfth grades, and districts that did not provide and report student safety training could lose their state transportation safety aid.

Actual Performance	F.Y. 1995	F.Y. 1996
% Students demonstrating safety knowledge	90%	99.6%

Source: School Bus Safety Training for Students Annual Report

Indicator: Outcome

Measure 1.29: Student transportation safety indicated by the number of school bus accidents (M.S. 169.452)

School bus accidents are reported to the Department of Public Safety if the accident includes personal injuries, fatalities or property damage over \$1,000 after that date. In response to law passed in F.Y. 1994, the Department of Public Safety developed a driver training curriculum for school bus drivers and tightened the licensing qualifications for school bus drivers. The Minnesota Department of Children, Families & Learning has distributed a student safety curriculum and works with school districts, non-public schools and school bus contractors to improve the level of student safety training so that students' behavior do not contribute to accidents.

Actual Performance	F. Y. 1992	F. Y. 1993	F.Y. 1994	F.Y. 1995
# of reported accidents	741	894	821	898
Miles traveled (in millions)	136.671	138.223	142.497	145.471
Accidents per 1,000,000 miles	5.4218	6.6478	5.7615	6.1731

Sources: Motor Vehicle Accidents Reports (Department of Public Safety), Pupil Transportation Annual Report (MN Children)

IV. FACILITIES

Although it is not possible to make generalizations about public school buildings in Minnesota, it is possible to describe a typical building based upon averages. The building, when the age of the square footage is averaged, is about 30 years old. It has an original structure and two additions. The additions are not on the same level which creates accessibility problems. The fire marshal has orders which require some sprinkling, additional fire rated walls or doors and/or some additional alarm systems. The building is not yet fully wired for technology. Of course, many buildings do not meet the above description. Some parts of rural Minnesota, which have suffered decline in enrollment, have significantly more space per pupil than districts with high enrollment growth. In young, fast growing districts, the age of the buildings is younger than in mature districts, even though the mature districts may also be facing enrollment growth. Planning to manage enrollment growth and decline creates significant challenges for public schools in Minnesota. Unfortunately, we are unable to move under-utilized buildings to school districts that are overcrowded. It is critical that new construction be designed so spaces can be easily modified to be used for other purposes if enrollment decline occurs. Public agency must begin collaboration in facility planning and utilization to assure stable usage of facilities is also important.

The Department of Children, Families & Learning will be presenting a comprehensive report on the status of school facilities in Minnesota to the 1997 legislature. This report will include measures of the following:

- 1) the physical condition of education facilities;
- 2) the level of utilization relative to the capacity of education facilities;
- 3) the intensity of technological use in both administrative and instructional areas in educational facilities;
- 4) the alignment between educational programs in place and the structure of educational facilities; and
- 5) an estimate of facility construction over the next decade.

This report will provide statewide data as well as regional breakdowns of that data. In addition the report will provide current status of school buildings in accessibility, health and safety, projected new construction and code compliance expenditures.

The status of school buildings in the state is affected by a number of variables, so it is not easy to make generalizations about buildings based upon the age or location of a school. Many school buildings have multiple additions to the original structure. Most of those buildings have accessibility problems because the additions were not constructed on the same level as the original building. Making those buildings fully accessible is costly. In addition, the oldest section of the building is often the center piece of the building and removal of that section creates additional problems during the construction of replacement space. Fire safety is an additional concern in these buildings. Many of them have varnished wooden floors, open stairwells and inadequate access and egress. Building age is determined by averaging the age of the square footage in the total building. We have some 50 year old building that are a single

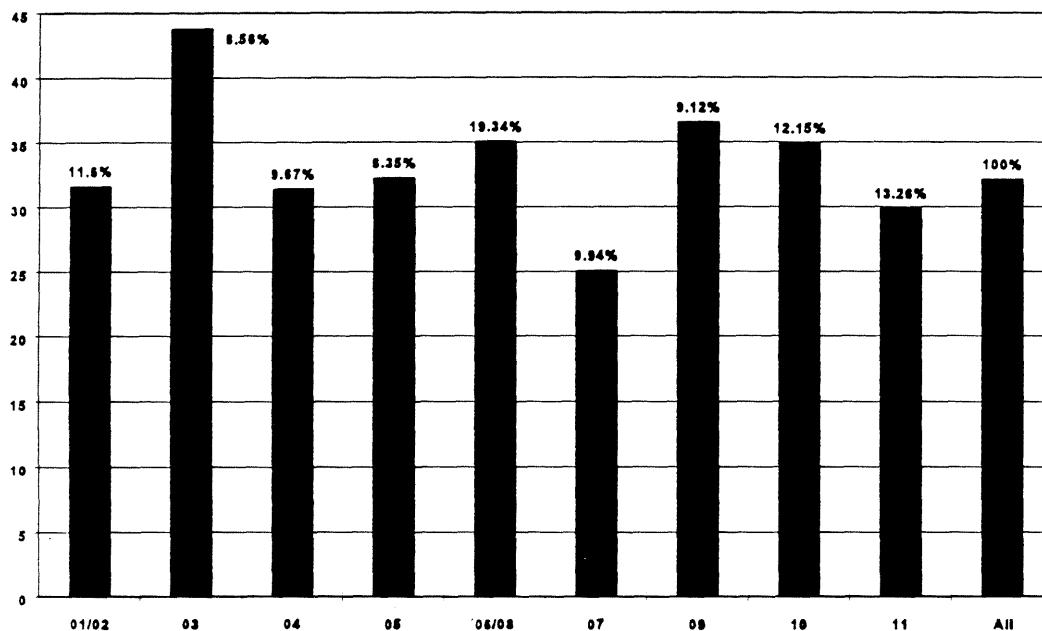
structure with no additions. Others may include the original building that is 80 years old and the most recent addition may be 10 years old with an average age of 50 years old. The problems that these buildings present are usually different.

Another variable that contributes to building status is how well the district has maintained the building. Some buildings have suffered from neglect due to shortage of funds or decisions not to invest in maintaining an older building. A lack of timely maintenance can result in increased expenditures at a later time. For example a leaky roof can cause high cost structural damage; therefore, timely roof repair can save money in the long run. Buildings constructed prior to the mid 1970's can be expected to have asbestos, leaded paint and accessibility problems. Those factors will clearly result in facility costs that are not found in newer buildings. In areas of declining enrollment it can be expected that heating costs are higher. Body heat from the students in a building operating at capacity results in decreased demands on the heating system and therefore lower costs.

Indicator: Accessibility

Measure 1.30: Average Age of School Facilities By Region (Percent of Districts in Region-To-State Superimposed)

01/02	Thief River Falls	03	Virginia	04	Fergus Falls
05	Staples	06/08	Marshall	07	St. Cloud
09	Mankato	10	Rochester	11	Falcon Heights



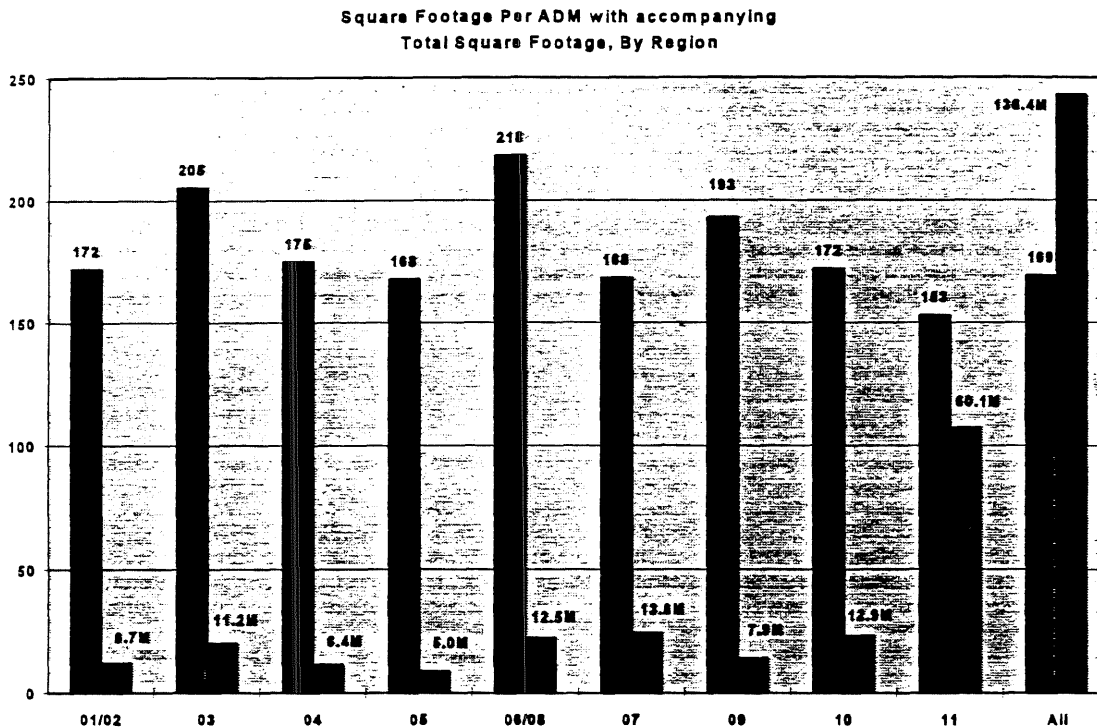
Source: Minnesota Department of Children, Families & Learning, Management Assistance

There are differences in school building status when regional comparisons are made. Many of these differences are attributable to the demographic changes in the state. As shown on the first graphic (Average Age of School Facilities By Region) Region 3 (Northeast Minnesota) has the oldest average building age. (44 years) Region 9 (South-central - 37 years) and Region 6 and 8 (Southwest-West Central - 35 years) are the second and third oldest. Those regions have also experienced significant enrollment decline and do not have pockets of growth to offset the decline. Regions 1 and 2 (Northwest - 32 years) have buildings that are close to the statewide average in spite of experiencing decline. That may be explained by the fact that a few districts that are stable or showing slow growth have replaced their older structures. Region 7 (Central and East Central - 25 years) has the youngest buildings in the state. There may be two

factors that contribute to the younger buildings. One is the growth corridor along Interstate 94 through the St. Cloud area and the other is that they have larger school districts on average than any other region in rural Minnesota. They are the only region in the state, including the Region 11 (Metropolitan Area), that does not have a school district with less than 400 students. This regional data is based upon Service Cooperative Regions. The Service cooperative offices are listed to assist in interpretation of the data:

Indicator: Accessibility

Measure 1.31: Square Footage Per ADM with accompanying Total Square Footage, by region



Source: Minnesota Department of Children, Families & Learning, Management Assistance

The graph above shows the square feet per student (ADM) and the total square feet per region. Refer to the legend on the previous page for the location of each region.

As might be expected, those areas of the state that are suffering from the greatest enrollment decline also have the most square feet of school building space per student. Those regions are the same three with the oldest buildings as shown above. The state average square feet per student is 169. Region 06/08 has 218, Region 03 has 205 and Region 9 has 193. In contrast Region 11 is experiencing significant enrollment growth and averages 153 square feet per student. As school buildings are underutilized it is less likely that they will be upgraded to meet health and safety standards or to be made accessible. In most of rural Minnesota there is a strong commitment to maintaining a school in their community, but there is also a reluctance to replace those buildings through a bond referendum. Although many school districts are interested in co-locating other agencies in their school buildings, it is not occurring in many communities. County library boards are reluctant to locate their libraries in the school building. It would seem to be logical to bring the library and updated technology into the school for use by the students and the community. Apparently the library boards are fearful that older patrons will not go to the school building for library services. More frequently there are public health nursing services and county social services with offices in the school building. Given that rural Minnesota has an aging population, it would seem logical to convert unused school building space into senior centers. This does occur, but usually only after the building is no longer used for school purposes. A recommended strategy for gaining senior citizen support for public education is to bring them into school and involve them in the educational process. This seems to be more difficult to accomplish than it appears on the surface. County Facility Planning Groups have not been effective in assuring that public facilities are fully utilized.

The State Fire Marshall continues with the school building inspection program. It is anticipated that all buildings will have been inspected at least once on November 1, 1996. The following data was acquired from the Fire Marshall on September 5, 1996 to indicate current fire safety status of public schools:

Indicator: Outcome

Measure 1.32: Fire Safety Status of Public Schools, September, 1996

Total Buildings = 1,512	Fire Marshall Orders Completed = 406
Status Unknown or Incomplete Orders = 1,036	Not Inspected = 70

Source: Minnesota Department of Children, Families & Learning; State Fire Marshall

It is clear from the above data that there is need for school districts to invest additional revenues in the remediation of fire safety issues. Actual dollar estimates will be included in the legislative report referenced at the beginning of this section.

The following data on school building accessibility was recently collected through a survey. These data represent, 1228 (81 percent) of the school buildings.

Indicator: Outcome

Measure 1.33: School Building Accessibility

Completely Accessible = 372	Somewhat Accessible = 759	Not Accessible = 97
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Source: Minnesota Department of Children, Families & Learning; Management Assistance

These data also indicate that school districts face additional costs to comply with the requirements of the American Disabilities Act. Only 82 of 354 operating school districts have used all of their \$300,000 levy authority for disabled access. District representatives report that un-equalized levies are often canceled at truth in taxation hearings and this delays accessibility projects.

The data above regarding fire safety and accessibility clearly indicates that school buildings have yet to meet the goal of having all school buildings safe and accessible. On the other hand there has been major activity in school construction over the past few calendar years.

Indicator: Outcome

Measure 1.34: Proposed Construction of School Buildings

CALENDAR YEAR	PROPOSED IN MILLIONS	APPROVED IN MILLIONS
1992	\$ 487	\$ 377
1993	\$ 760	\$ 403
1994	\$ 994	\$ 581
1995	\$1,005	\$ 569

Source: Minnesota Department of Children, Families & Learning; Management Assistance

* In F.Y. 1995, \$1,005 was proposed through the review and comment process and \$569 was approved.

Indications are that proposals will decline in dollar amount in 1996 as compared to 1995. Proposals on September 1, 1996 totaled slightly over \$500 million. These data represent projects over \$400,000 and have gone through the Department of Children, Families & Learning review and comment process. A significant number of these projects include health, safety and accessibility components. The largest proposals are submitted by school districts that are experiencing significant to moderate growth. As enrollment levels off it is anticipated that the total dollars in school district construction will also decline. Fast growing districts are devising strategies to assure that they do not overbuild and then have a need to vacate buildings in the future.

V. CHOICE PROGRAMS

Choice (Enrollment Options) Programs allow learners to choose the school or program in their district, another district and/or post-secondary institution which best meets their educational goals. Responsibility is placed on the learners and their families to be active in determining the goals they have for education, to acknowledge the needs and interest of the student and assess the educational program's ability to meet those needs. Participation in choice programs has shown a steady increase since their inception. Minnesota has a broad range of choice options for students and their families and those options are becoming more equitably available to all regions of the state.

Alternative Programs/Area Learning Centers

For the purpose of this report Alternative Programs (M.S. 124.19 Subd. 7) and Area Learning Centers (M.S. 124C.45) will be reported together. The most recent data on retention rates (students continuing in the program at least part-time) is for the 1994-95 school year. That data shows a retention rate of 73 percent. The Minnesota Automated Reporting Student System (MARSS) will soon have enough historical data to provide valid retention and completion data for school age and adult learners participating in Alternative Programs and Area Learning Centers.

Alternatives are established across the state so that the great majority of learners now have an alternative option within a reasonable distance from their home. During the 1994-95 school year there was a total of 125 approved programs. Many of those programs operated multiple sites. Total sites during that school year was 494. During that year 42,073 learners were served either full-time, part-time or through independent study. Of those, 2,876 were adults returning to complete their high school education and 2,000 were elementary age learners. In addition to expansion in the number of programs, there is also an increase in the age span of the participants. These data were collected from the program operators and may include some duplication of individuals. This would occur if an individual enrolled in more than one alternative program during the course of a year. Some of the students are transient and multiple enrollments for them is quite common. In other cases students find that a different approach in alternative education would better meet their needs and they transfer without changing residence. This information does not come from MARSS because MARSS does not count part-time students with dual enrollment in a regular education program.

Post-secondary/Enrollment Options

The Post-secondary Enrollment Options (PSEO) Program was evaluated by the Legislative Auditor and a report was delivered to the legislature on March 4, 1996. The Auditor stated that the "Post-secondary Enrollment Options Program satisfies participants and needs little change."

Key findings of the report were:

- Students, their parents, and post secondary administrators generally were satisfied with the program, but not high school administrators.
- The main reasons cited for students' participation were to get a head start on college credits and save money. (Distance from a post secondary school was important outstate.)
- Program participants generally met higher admission standards and earned higher grades than regular post-secondary students. (except technical colleges)

The Legislative Auditor's Office recommended the following changes:

- Secondary and post-secondary schools should better coordinate their efforts and direct students to the most appropriate schools and courses.
- The Minnesota State Colleges and Universities system should establish general, uniform policy for admitting secondary students who enroll in technical colleges.

PROGRAM 2: SPECIAL PROGRAMS

These programs address the specific educational needs of children through special education services for children with disabilities, programs to improve education for American Indians, programs addressing the needs of minority students, and programs to address the needs of students of low income families.

Special programs contribute to seven of the department goals:

- Learning Readiness
- Safe Caring Communities
- Stable Families
- Learner Success
- Information Technologies
- Lifework Development
- Finance

Measuring improved outcomes for children, families and communities is a difficult and complex task. Just as the needs of children need to be addressed within the context of their families and communities, any indicators or measures of change must also be viewed within that context. In order to determine if progress toward positive outcomes is being achieved, a broad array of indicators must be considered. The measures selected for this article are intended to represent a reasonable sampling of data, which, when viewed as part of a larger picture, will indicate the system's collective progress toward improving outcomes for Minnesota's children, families and communities.

SPECIAL EDUCATION

The purpose of special education is to assure the availability of appropriate specially designed instruction and related services for children and youth with disabilities ages birth through 21. Special education instruction and services are funded and governed by: state statutes sections 120.03, 120.17, and 124.32; state board of education rules chapter 3525; federal law P. L. 101.476, Individuals with Disabilities Education Act (IDEA); and federal rules 34 CFR § 300.

Specific data reflecting outcomes for special education students in terms of achievement of the graduation standard will not be available until the year 2000.

Data for achievement of the graduation standard for students with disabilities is proposed in measures 2.3 and 2.4. For the interim, the special education data indicates four outcomes:

- parents of students from 71 districts are overwhelmingly satisfied with the programs provided for their children (measure 2.5);
- schools are largely effective in fulfilling compliance requirements (measure 2.6);
- districts are increasingly providing special education services in regular classes (measure 2.2); and
- the drop-out rate for students with disabilities is increasing annually. (measure 2.1)

Five goals have been established for special education programs:

1. Individual learners will demonstrate measurable, continuous progress in the development of skills and strategies which generalize to a variety of academic and non-academic environments.
2. Individual learners will demonstrate the ability to establish positive social relationships with others.
3. Individual learners will develop a healthy physical and emotional self-awareness.
4. Individual learners will demonstrate the ability to make school to adult transitions.
5. All administrative units will implement a continuous program evaluation process related to student learning.

These laws and rules require the provision of a Free Appropriate Public Education (FAPE) for all eligible children and youth. FAPE means:

- needs are identified through a multi disciplinary assessment;

- instruction and services are written into an individual education plan (IEP) that is reviewed annually;
- instruction and services are provided in the least restrictive environment appropriate to each student's needs;
- instruction and services are provided at no cost to the parents;
- instruction and services confer education benefit; and
- parents are guaranteed procedural safeguards.

Eligibility for special education instruction and services is determined based on evidence that the child/youth exhibits at least one of twelve disabilities and evidence that, due to the disability, the child or youth requires specially designed instruction and services.

The delivery of special education instruction and services is the responsibility of the district in which the parents reside. Districts have wide latitude to determine the most appropriate means of delivering the necessary instruction and services. Two-hundred ninety-three school districts have formed forty-three cooperative units to deliver the services more efficiently. The remaining districts operate independently. In addition all districts purchase or cooperate on the implementation of some services from/with: State Residential Academies, Cooperative Service Units, Intermediate School Districts, and formal collaborative organizations such as Children's Mental Health Collaborative, Family Service Collaborative, Interagency Early Intervention Committees, and Community Transition Interagency Committee.

Number of students (birth to 22) with disabilities served by disability:

The data on this table provides information about the growth in number of students served in each disability. The growth in the other health impairment category is, to a large extent, reflective of the ever increasing number of students identified as having attention deficit disorder. The growth in specific learning disabilities seems to continue at a steady rate and may be reflective of the growth in regular education class size which makes it difficult for teachers to meet the needs of these students in the regular class. The growth in the percent of students served in special education indicates that the need for special education is growing faster than the need for regular education services.

DISABILITY	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Autism	251	331	434	551	726
Blind/Visually impaired	341	339	351	413	422
Deaf/Hard-of-hearing	1,440	1,510	1,606	1,777	1,843
Deaf-blind	17	18	22	20	23
Early childhood (birth-5)	7,322	7,993	6,493	8,596	8,647
Emotional/behavioral disordered	12,963	13,939	15,259	16,347	16,891
Mild to moderately mentally impaired	7,088	7,210	7,273	7,507	7,711
Other health impairments	840	1,293	1,964	2,851	3,613
Physical impairments	1,341	1,281	1,359	1,432	1,483
Severe to profound mentally impaired	2,925	2,742	2,614	2,631	2,760
Specific learning disability	31,891	32,789	34,186	36,498	37,925
Speech-language impaired	16,219	16,436	16,904	17,804	18,726
Traumatic brain injury	N/A	49	86	114	161
Total	82,638	85,930	90,551	96,542	100,931
5-18 year old served in special ed. As a percent of total school enrollment	8.59%	9.16%	9.39%	9.67%	9.98%

Minnesota Department of Children, Families & Learning, Special Education

Indicator: Outcome

Measure 2.1: Percent of students with disabilities, ages 14-21, who leave/remain in special education for various reasons.

The data on this table demonstrate the placement of students, ages 14-21, with disabilities in each succeeding year. The two most notable statistics are the: a) steady decrease in the number of students who return to regular classes; and b) the steady increase in number of students who dropout. The former is at least partially a result of the increase in general education class sizes. A third concern is the relatively high percentage of students who move and are not known to be continuing. These data reflect two problems. One is the high mobility rate and since there is evidence that students who move often from school to school experience more difficulty achieving to high performance standards, this is a problem. The second concern is the problem schools experience with obtaining and providing student records from previous schools.

Placement in Following Year	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Returned to regular education, no service	N/A	13.7%	3.9%	5.6%	0.94%
Graduated with diploma/certificate	N/A	40.3%	38.9%	37.6%	40.1%
Reached maximum age	N/A	1.13%	1.65%	0.17%	0.4%
Died	N/A	0.20%	0.30%	0.37%	0.5%
Moved, known to be continuing	N/A	20.3%	7.9%	8.6	9.2%
Moved, not known to be continuing	N/A	7.9%	27.2%	26.6%	26.2%
Dropped out	N/A	15.8%	20.0%	20.9%	22.6%

Minnesota Department of Children, Families & Learning, Special Education

Indicator: Accessibility

Measure 2.2: Placement of students with disabilities

The data on this table describe the place in which students with disabilities are provided specially designed instruction and services. The stability of the last three placement options demonstrate that there is a rather constant proportion of students with disabilities who are being and need to be served in restrictive settings. The significant shift in the first two options, regular class/resource room, demonstrates the successful movement toward the goal of serving more students with disabilities in regular class setting.

Placement	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Regular class (more than 60% of the time)	N/A	48%	57%	61%	N/A
Resource Room (more than 40% of the time)	N/A	31%	23%	21%	N/A
Separate class (full time)	N/A	11%	11%	10%	N/A
Separate school	N/A	5%	5%	5%	N/A
Residential school	N/A	1%	1%	1%	N/A
Home/Hospital	N/A	2%	2%	2%	N/A

Minnesota Department of Children, Families & Learning, Special Education

Indicator: Outcome

Measure 2.3: Percent of students with disabilities who graduated having met goals

The data on this table will provide a picture of the level of success students with disabilities are experiencing in Minnesota schools. The first element will provide information about their success in achieving the graduation standard and the remainder will provide information regarding their success in achieving the goals placed in their IEP.

Status	F.Y. 2000	F.Y. 2001	F.Y. 2002	F.Y. 2003	F.Y. 2004
Academic Standard: State level Individual level Exempt (IEP standard)	N/A	N/A	N/A	N/A	N/A
Social relationships	N/A	N/A	N/A	N/A	N/A
Physical and emotional self-awareness	N/A	N/A	N/A	N/A	N/A
School to adult transitions	N/A	N/A	N/A	N/A	N/A

Minnesota Department of Children, Families & Learning, Special Education

Note: Data to be collected beginning F.Y. 2000

Indicator: Outcome

Measure 2.4: Status of students with disabilities 1 - 5 years out of school

The data on this table demonstrate the level of success that former students with disabilities are experiencing in the early stages of adult life. There are no similar data for the general population so that comparisons are not possible at this time. The relative success experienced by students with disabilities is dependent on many factors in addition to the education they received but these data must be considered if improvement is to be made.

Status	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997*
Employment - always employed - unemployed part-of-the time - never employed	36% 39% 9%	N/A	N/A	N/A
Post-secondary enrollment status - enrolled full-time - enrolled part-time - not currently enrolled - unknown	12% 4% 77% 4%	N/A	N/A	N/A
Living arrangements - with parents/ relatives - self or with friend/ married	62% 23% 13%	N/A	N/A	N/A

Minnesota Department of Children, Families & Learning, Special Education

* Annual data will be collected beginning in 1997

Indicator: Outcome

Measure 2.5: Parent Response to Special Education

The data on this table demonstrate that, in the broadest terms, parents are satisfied with the special education provided for their children. There are, however, some parents who are dissatisfied and schools must find a way to meet their needs more effectively.

	F.Y. 1996	F.Y. 1997
Parents satisfied that:		
School staff listen to parents	79%	**
Good information provided by school	87%	
Child's progress acceptable	75%	
time regular classes about right	90%	
ON A FIVE POINT SCALE, 5=HIGH		
Special Education meeting needs:		
Rating of 4 or 5	73%	
Rating of 1	5%	
Over-all satisfaction with special education:		
Rating of 4 or 5	75%	
Rating of 1	6%	

Minnesota Department of Children, Families & Learning, Special Education

*799 parents responses from 1,718 randomly selected parents in 71 districts monitored 46.5 percent response rate

**These data will be collected annually from randomly selected parents in schools that are monitored that year

Indicator: Accessibility

Measure 2.6: Level of district compliance with required elements of state and federal law

The data on this table show the level of district compliance with state and federal laws. On the positive side it should be noted that more than 90 districts are in compliance with more than 90 percent of the requirements. On the negative side, there are three requirements, two in transition and the assessment summary report, that more than 50 percent of the districts monitored were cited for non-compliance. The Department of Children, Families & Learning is in the process of developing training and technical assistance efforts to improve these results. In four years the data on this table will provide a picture of the state drawn from all districts rather than a one year sample.

Problem	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of districts monitored	N/A	41	83	61	71
# of elements monitored for compliance	N/A	208	208	208	208
# of elements for which more than 90% of districts are in compliance**	N/A	N/A	N/A	N/A	189
Transition assessment inadequate	N/A	N/A	N/A	N/A	58
Transition planning incomplete	N/A	N/A	N/A	N/A	57
Assessment summary report inadequate	N/A	N/A	N/A	N/A	47
Required IEP content missing/ inadequate	N/A	N/A	N/A	N/A	32
IEP goals and objectives inadequate	N/A	N/A	N/A	N/A	30
Categorical expenditures adjustments	N/A	N/A	N/A	N/A	28
Least restrictive environment not justified	N/A	N/A	N/A	N/A	27
SLD assessment report inadequate	N/A	N/A	N/A	N/A	24
IEP procedural safeguards not met	N/A	N/A	N/A	N/A	24
Physical accessibility requirements not met	N/A	N/A	N/A	N/A	24
Ineligible children served (total 36 children)	N/A	N/A	N/A	N/A	23
# of districts with systemic problems***	N/A	N/A	N/A	N/A	9

Source: Minnesota Department of Children, Families & Learning; Special Education

* A district is determined to have a pervasive compliance problem where a significant proportion of the student records reviewed, usually about 20 percent, were found to be in non-compliance.

** These data will be gathered annually beginning in 1996.

*** A district is determined to have a systemic problem when multiple, substantive, due process and service issues are identified.

INDIAN EDUCATION MEASURES

The purpose of the Indian Education activity is to improve the educational status of American Indians (15,675 in public schools and approximately 1,500 in tribal and alternative schools) in the state of Minnesota. The programs and services of the Indian Education activity provide American Indian learners (K through graduate school) with greater access to educational opportunities and supportive environments. The enhanced opportunities and environment provided by these programs are designed to facilitate learning appropriate for and supportive of the Indian learners unique educational and culturally related academic needs. The Indian Education activity is also a source of technical assistance and referral for public school districts, other educational institutions, state agencies, the business sector and social service agencies.

The Indian Education activity consists of six grant programs:

1. American Indian Language and Culture
2. Post Secondary Preparation Program
3. Minnesota Indian Teacher Training Program
4. Minnesota Indian Scholarship Program
5. Support for Indian Education
6. Tribal Equalization - Tribal ECFE promotion done in collaboration with office of Community Service.

The Indian Education activity also provides to schools, learners and community's programs or technical assistance in the following areas:

- a. Indian Adult Basic Education - in collaboration with Adult Education
- b. Home School Liaisons - in collaboration with Special Education
- c. Parent Advisory Committee
- d. Positive Indian Parenting Program - funding from the Blandin Foundation

Consultations and meetings are held to promote community involvement and partnerships the Indian Education Activity, those involved are:

1. The American Indian Education and Minnesota Indian Scholarship Committee
2. Minnesota Indian Affairs Council
3. Minnesota Chippewa Tribe
4. Education directors from the 11 tribal nations
5. Public Schools

While public policy and programs in Minnesota have made a positive impact on educational opportunities for Indian students the dropout rate, low achievement scores and lack of participation in school activities are generally the highest of any group in Minnesota. Fiscal constraints allow for a limited number of grants to be made to LEAs each year and have caused a decrease in the number of scholarship recipients. To be successful the Indian Education activity must provide not only its present programs but it must continue to collaborate the agency, parents, communities and LEAs in working for systemic change.

Indicator: Participation/Accessibility

Measure 2.7: Number of participants and activities participated in: Training for Parents Committees to Increase Education Opportunities for American Indian Children

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Training Programs	5	3	3	4	6
Participants	40	149	74	80	90
Consultations	N/A	N/A	5	7	9
Survey to be collected which will be designed to ask if material provided was implemented.	N/A	N/A	N/A	N/A	N/A

Source: Minnesota Department of Children, Families & Learning, Indian Education
Number of participants shown and what data is to be collected.

Indicator: Participation/Accessibility

Measure 2.8: Positive Indian Parenting; number programs and consultations offered and number of participants.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Training Programs	N/A	5	2	4	7
Participants	N/A	N/A	N/A	N/A	267
Consultations	N/A	N/A	N/A	N/A	N/A
Survey to be collected which will be designed to ask if material provided was implemented.	N/A	N/A	N/A	N/A	N/A

Source: Minnesota Department of Children, Families & Learning, Indian Education
Number of participants shown and what data is to be collected.

Indicator: Participation/Accessibility

Measure 2.9: Post Secondary Placement Program - Number of participants and graduates

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Grants Funded	28	28	27	24	25
Students affected	N/A	N/A	2,343	2,450	2,540
Total number of 12th Grade students	N/A	N/A	258	343	286
Total number of graduates	N/A	N/A	219	274	257
Percentage of 12th Grade students graduating	N/A	N/A	85%	80%	90%
Total number of graduates enrolled in Post-Secondary institutions	N/A	N/A	134	131	180
Percentage of graduates enrolled in Post-Secondary institutions	N/A	N/A	60%	48%	70%
Average grant award (\$)	\$28,251	\$29,605	\$31,010	\$35,048	\$34,280

Minnesota Department of Children, Families & Learning, Indian Education

PSPP numbers show those who participate in program are more likely to graduate from high school and go on to college.

Indicator: Participation/Accessibility

Measure 2.10: American Indian Language and Culture

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Grants Funded	14	15	14	14	12
Students Affected	N/A	N/A	13,948	20,219	9,930
- % Indian	N/A	N/A	28	33	68
- % Non-Indian	N/A	N/A	72	67	32
Average Grant Award	\$42,775	\$42,350	\$41,306	\$42,214	\$49,250
Students Affected	--	--	13,948	20,219	9,930
Of the Students Affected:					
- % Indian	N/A	N/A	28	33	68
- % Non-Indian	N/A	N/A	72	67	32
Grants offering courses implemented into the general curriculum					
Language (# & %)	N/A	N/A	10 71%	12 86%	12 100%
Culture (# & %)	N/A	N/A	10 71%	10 71%	12 100%
History (# & %)	N/A	N/A	6 73%	4 29%	7 58%
Non-Direct Student Services					
Curriculum Development	N/A	N/A	50% or 7 grants	21% or 3 grants	8% or 1 grant
In-services to Implement Curriculum	N/A	N/A	21% or 3 grants	29% or 4 grants	0

Indicator: Participation/Accessibility
Measure 2.11: Minnesota Indian Scholarship Program

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Applications processed	2,600	2,900	3,000	3,100	1,645
Applicants funded	1,230	1,201	848	967	883
Graduates 2 & 4 year	362	389	363	250	225

Minnesota Department of Children, Families & Learning, Indian Education

Indicator: Participation/Accessibility
Measure 2.12: Minnesota Indian Teacher Training Program

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Students	19	20	22	19	20
Graduates	3	3	8	8	6
Drop-outs	1	3	1	0	0
Drop-outs returning to program from previous years	0	0	0	0	3
Graduates working	3	3	7	7	6

Minnesota Department of Children, Families & Learning, Indian Education
Numbers show the graduation rate/employment after graduation.

Indicator: Participation/Accessibility
Measure 2.13: Adult Basic Education - Indian Specific Programs

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Sites	10	10	10	10	10
Students	328	328	328	328	294
GED Received	69	78	57	60	64

Minnesota Department of Children, Families & Learning, Indian Education
Numbers show the need of and graduates of the ABE programs

Indicator: Accessibility
Measure 2.14: Letters of Concurrence - For districts with ten or more Indian students

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Districts who did not return M.S. 126.51 resolution	N/A	N/A	100	90	

Minnesota Department of Children, Families & Learning, Indian Education

Indicator: Accessibility

Measure 2.15: Indian Education activity program reports. Number of monitored districts with systemic problems*.

TOPIC	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Number of districts monitored	N/A**	N/A	N/A	N/A	92
Number of systemic problems	N/A	N/A	N/A	N/A	11

Minnesota Department of Children, Families & Learning, Indian Education

* A district with a systemic problem is one in which multiple, substantive, due process and service issues are found.

** These data will be gathered annually beginning in 1996.

In coordination with Early Childhood Family Education data will be gathered over the next two years. Data gathered will provide information on number of students served, technical assistance and parent training offered to the 4 sites.

TITLE I MEASURES

Title I programs enable schools to provide supplemental services for children to acquire the knowledge and skills contained in the challenging State content standards and meet the challenging State performance standards developed for all children. (Public Law 103-382)

The Title I data included in this report indicates the following outcomes:

- Title I contributes to closing the achievement gap between low-achieving and high achieving students (measure 2.18);
- fewer schools with Title I projects are failing to meet the State criteria for aggregate student performance (measure 2.19); and
- Title I measure 2.17 and 2.20 indicate the number of participating students is increasingly steady and the number of schools with high concentrations of poverty is growing rapidly.

Indicator: Participation

Measure 2.16: Number of Title I students served by grade level

During each of the five years reported, Title I funds were available to serve approximately 2 of every 3 potentially eligible students. The growing numbers of students served reflects the growth in federal appropriations. The trend of rapid growth in pre-K services will likely continue at least through the year 2000, the remaining years under this authorization F.Y. 1999-2000.

Grade Level	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
Pre-K			23	68	659
K	7,832	8,494	9,117	10,186	10,939
1	14,014	15,118	16,145	16,224	16,646
2	13,646	14,565	15,372	26,189	16,673
3	11,752	12,417	13,244	14,622	14,445
4	8,176	9,068	9,178	11,043	11,004
5	6,082	7,012	7,066	7,539	8,240
6	4,283	4,800	5,214	5,521	5,813

Grade Level	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
7	2,020	2,252	3,356	2,229	2,092
8	1,613	2,032	2,039	1,849	1,881
9	917	1,091	1,104	992	974
10	577	500	634	636	615
11	340	310	329	319	374
12	145	122	132	108	134
Total	71,397	77,791	81,930	87,525	90,579

Source: Department of Children, Families & Learning; State and Federal Programs

Indicator: Outcome

Measure 2.17: Title I average pre/post test score gains in normal curve equivalents.

Normal curve equivalents are derived from percentile ranks. The Title I evaluation model assumes that, without additional support, most students' rankings remain consistent from year to year. Successful supplemental services, if they are effective, result in students improving their percentile rankings. The NCE gains reported reflect average student gains from pre/post test on nationally norm standardized achievement tests. The positive gains reported indicate that, as a group, participating students improved their rankings relative to national norms. That is, Title I programming contributed to closing the achievement gap.

A. Reading

Grade Level	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
2	6.3	4.4	3.4	4.3	6.4
3	4.8	5.2	5.1	4.2	8.3
4	4.0	3.7	3.9	3.6	4.5
5	3.5	3.9	3.2	4.4	4.2
6	2.5	2.7	2.6	4.2	3.7
7	3.0	5.0	3.1	3.4	2.9
8	1.9	2.7	0.9	2.3	3.8
9	4.4	.5	6.3	2.5	3.8
10	4.2	3.1	2.9	5.9	5.1
11	4.8	2.2	0.9	6.9	7.6
12	8.3	4.9	2.4	6.3	5.9

Source: Department of Children, Families & Learning; State and Federal Programs

B. Math

Grade Level	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
2	6.8	7.1	3.4	6.8	9.3
3	11.9	5.9	5.1	5.8	5.2
4	5.5	3.0	3.9	4.7	2.2
5	3.6	5.0	3.2	4.4	3.8
6	3.3	5.0	2.6	3.5	2.9
7	3.4	5.8	3.1	7.5	3.9
8	0.6	2.7	0.9	4.6	3.1
9	2.2	2.9	6.3	4.2	2.4
10	3.3	4.6	2.9	1.7	4.5
11	4.7	4.6	0.9	3.3	4.9
12	0.0	.6	2.4	10.4	8.1

Source: Department of Children, Families & Learning; State and Federal Programs

Indicator: Accessibility

Measure 2.18: Number of schools subject to Title I program improvement provisions.

Schools	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
# of schools	79	153	106	111	71

Source: Department of Children, Families & Learning; State and Federal Programs

School improvement provisions were first implemented in F.Y. 1991. During the five year period reported above, the state criteria for identifying schools for school improvement remained constant. The data indicate that fewer schools are failing to meet the State criteria for aggregate student achievement.

Indicator: Accessibility

Measure 2.19: Number of schools operating Title I school wide projects.

Schools	F.Y. 1991	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
# of schools	2	4	7	15	27

Source: Department of Children, Families & Learning; State and Federal Programs

School-wide project eligibility is based on the proportion of students in a school eligible for free or reduced priced lunch. The growing numbers of school wide project schools in the state reflects increasing poverty among students.

DESEGREGATION/INTEGRATION MEASURES

Data for desegregation/integration measures included in this report indicate the following:

- Minority enrollment in the state's largest two school districts is continuing to grow both in number and in percentage of school enrollment.
- Minority enrollment state-wide continues to increase in both number and in percentage of populations.

The Desegregation/Integration program reaffirms the principles which underlie the Supreme Court's decision in Brown v. Board of Education, and the case law following from that decision, including the declaration and intentional

segregation of students based on race is in violation of state and federal law. Changing demographics show an increase in the percentage and number of students of color in Minneapolis, St. Paul, Duluth, and statewide. The change in demographics necessitates the creation of new rules relating to desegregation, which allow for flexibility in fostering desegregation and integration remedies, while still adhering to existing federal desegregation mandates.

Through the creation of state rules relating to desegregation, the principles stemming from desegregation case law will be implemented and maintained. Furthermore, the program promotes the policy that school districts must identify and work towards eliminating racially identifiable schools. Established procedures direct action when schools are out of compliance with state desegregation rules.

These programs also seek to involve, promote and encourage voluntary cooperation and commitment among and between districts in an effort to further integrate and desegregate metropolitan schools. These policies are intended to ensure that all students will have comparable opportunities to improve student achievement.

Indicator: Participation

Measure 2.20: Changes in Student Enrollment by Race for State of Minnesota, 1991-1995

The table below indicates the growing percentage of students of color in the State of Minnesota. Although the State's 25 percent increase over the last five years is smaller than the increases in Minneapolis and St. Paul and does not mirror demographic changes in every district, it does indicate that the state is experiencing a growth in its student of color population.

State Total	1991-92	1992-93	1993-94	1994-95	1995-96
American Indian	13,531	13,483	14,812	15,349	15,679
Asian	25,064	26,080	28,279	30,085	32,102
Latino	11,016	12,077	13,315	14,881	16,662
African American	27,725	31,089	33,310	36,372	39,822
White	689,448	621,775	713,679	716,416	721,809
Total Students	766,784	704,504	803,393	813,103	826,074
Students of Color %	10.09	10.41	11.17	11.89	12.62

Source: Minnesota Department of Children, Families & Learning

Indicator: Participation

Measure 2.21: Changes in Student Enrollment by Race in Minneapolis, 1991-1995

The table below indicates the growing percentage of students of color in the Minneapolis School District. In 1991, the student of color percentage was 53.5 percent. In 1995-96, it was 63.4 percent. It is expected, based on past trends and changing demographics, that by the year 2000, the percentage of students of color in Minneapolis will be over 75 percent. With a growing student of color population and percentage, racial balancing based on prior desegregation rules will be increasingly harder to implement.

	1991-92	1992-93	1993-94	1994-95	1995-96
American Indian	2,839	2,803	3,210	3,055	3,010
Asian	4,403	4,663	5,095	5,360	5,665
Hispanic	979	1,174	1,398	1,623	2,010
African American	13,897	14,768	16,237	17,186	18,590
White	19,216	18,471	18,045	17,380	16,876

	1991-92	1992-93	1993-94	1994-95	1995-96
Total Students	44,334	41,879	43,990	44,604	46,151
Students of Color %	53.51	55.89	58.98	61.03	63.43

Source: Minnesota Department of Children, Families & Learning

Indicator: Participation

Measure 2.22: Changes in student enrollment by race in St. Paul, 1991-1995

The table below indicates the growing percentage of students of color in the St. Paul School District. In 1991, the student of color percentage was 45.19. In 1995-96, it was 54.21.

	1991-92	1992-93	1993-94	1994-95	1995-96
American Indian	547	584	623	609	627
Asian	7,130	7,957	8,806	9,650	10,461
Hispanic	977	2,215	2,361	2,563	2,845
African American	5,731	6,862	7,402	8,107	8,862
White	18,780	20,029	19,623	19,374	19,251
Total Students	34,264	37,647	38,815	40,303	42,046
Students of Color %	45.19	46.8	49.44	51.93	54.21

Source: Minnesota Department of Children, Families & Learning

Indicator: Participation

Measure 2.23: Changes in Student Enrollment by race in Duluth, 1991-1995

District	1991-92	1992-93	1993-94	1994-95	1995-96
Duluth					
American Indian	609	422	477	557	588
Asian	290	224	219	250	266
Latino	93	78	83	94	133
African American	332	246	271	290	334
White	13,713	13,221	12,913	12,769	12,587
Total Students	15,037	14,191	13,963	13,962	13,908
Students of Color %	8.80	6.84	7.52	8.54	9.50

Indicator: Participation

Measure 2.24: District Compliance with State Desegregation Rule

	1995 - 1996
Number of school districts reviewed ^a	362 (100%)
Number of school districts in compliance with State Board of Education desegregation rule upon initial review ^b	344 (95%)
Number of school districts required to come into compliance either through submission of comprehensive desegregation plan or by seeking a variance ^c	18 (5%)

Source: Minnesota Department of Children, Families & Learning

^a Each school district must submit student racial composition data by November 15 of each year. SBE Rule 3535.0500 (1995). The Commissioner shall examine the data which is submitted pursuant to Rule 3535.0500. SBE Rule 3535.0600 (1995).

^b Segregation is defined as occurring in a public school district when the minority composition of the pupils in any school building exceeds the minority racial composition of the student population of the entire district, for the grade levels served by that school building, by more than 15 percent. SBE Rule 3535.0200, subp. 4 (1995). School districts in compliance upon initial review, therefore, are districts whose student racial composition data submitted in November do not indicate that any school within the district is exceeding the 15 percent rule.

^c A district is identified as out of compliance when the district's student racial composition data indicates that at least one school within the district is exceeding the 15 percent rule. A district shall, upon notification by the Commissioner of non-compliance, submit a comprehensive desegregation plan to the Commissioner within 90 days of notification. SBE Rule 3535.0600 (1995). The Commissioner may approve a comprehensive desegregation plan which exceeds the 15 percent rule by an additional 15 percent, thus creating a variance, if the local board can justify an educational reason for the variance to the state board. SBE Rule 3535.0700 (1995). An educational reason shall include the effect on bicultural and bilingual programs, making magnet schools available to minorities, effectiveness of school pairing programs and other education programs that should result in a better education for the children involved. SBE Rule 3535.0700 (1995).

PROGRAM 3: COMMUNITY AND SCHOOL SERVICES

Purpose

A growing variety of community and school services are provided to assist with the basic needs of children and their families so that they may more effectively be able to learn and attain their potential. These programs cut across a wide and diverse set of needs including: adult education, food and nutrition, drug and violence prevention, early childhood, self sufficiency and a variety of other anti-poverty programs.

Among the programs included are Adult Basic Education (ABE), Food and Nutrition Programs, Violence Prevention Programs, Head Start and a wide variety of economic self-sufficiency programs. The goal is that as these programs work more closely together in the new state agency and at the community level, opportunities for children, families and communities will become better coordinated, more comprehensive as needed, more cost effective and better aligned with local needs and resources.

Most education programs contribute to more than one system goal. By providing families and communities with a diverse set of educational opportunities that promote health, stable families and learners this article contributes to the following system goals:

- Lifelong Learning
- Stable Families
- Learner Success
- Learning Readiness
- Safe Caring Communities
- Lifework Development
- Healthy Children

The Community and School Services (C & SS) programs has a significant, lasting impact on the well-being and stability of children, families and communities in Minnesota. The program offers a wide array of comprehensive, integrated services that assist families to become self-sufficient, healthy and productive members of society. While many C & SS programs are targeted to serve low-income families, other programs such as food and nutrition and adult basic education serve clients from diverse economic backgrounds. In addition, a variety of services are offered through this program which prevent violence and reduce anti-social behavior. Collectively, the C & SS programs build the capacity of the state, its communities and families to provide the foundation for economic and social well-being for its citizens.

Adult Basic Education

Adult Basic Education (ABE) provides educational opportunities and risk-reduction support services appropriate for adults whose low educational levels are barriers to productive participation in their families and in our society. Adults are eligible to participate when they are at least 16 years old, are not enrolled in school, and function below the high school completion level in basic skills. They need adult education when they lack the levels of proficiency essential for responsible citizenship, productive employment and healthy family and community relationships. The program helps under-educated adults deal more effectively with their own and their families' lives by establishing, improving and maintaining adult learning options that:

- Empower individual adults to solve problems, think creatively, continue learning, and develop their potential for leading productive, fulfilling lives as citizens, employees, consumers, and family and community members;
- Provide adult education and risk-reduction support services that enable adults to identify, plan for, and achieve their personal learning and living goals in a timely and efficient manner.
- Enable adult learners to design, find appropriate resources for, and assess their own personal educational plan goals;

- Stimulate adults to explore appropriate career choices, master basic education levels so they can enroll in and benefit from job training and retraining programs, and to get and retain productive employment so they enjoy more fully the benefits and responsibilities of citizenship; and
- Assist adults, regardless of their age, national origin, prior educational level, family status or other unique needs, through appropriate learner-centered options, to continue their education to at least the secondary school completion level.

Adult education options include family literacy, work force education, literacy tutoring, English proficiency for speakers of other languages, citizenship training, work readiness, corrections education, adult education for homeless people, basic skills enhancement, general educational development (GED) equivalency preparation, and alternative high school diploma programs so that the needs of all adult learners can be addressed.

Indicator: Participation/Outcomes

Measure 3.1: Participation in Adult Basic Education Programs

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	Estimate F.Y. 1997
Participating 12 hours or more in ABE programs	45,318 82.5%	42,257 78.1%	36,499 69.1%	36,375 69.6%	37,753 71.2%	38,335 73.8%
Completing learning plan	14,048 31.0%	17,916 42.4%	13,213 36.2%	11,895 32.7%	11,402 30.2%	12,651 33.0%
Improving basic skills	37,886 83.6%	35,665 84.4%	29,564 81.0%	24,917 68.5%	30,542 80.9%	30,170 78.7%
Getting off welfare	1,722 3.8%	1,817 4.3%	2,299 6.3%	2,110 5.8%	5,285 14.0%	3,335 8.7%
Securing or bettering employment	8,339 18.4%	6,170 14.6%	6,679 18.3%	7,384 20.3%	7,626 20.2%	7,514 19.6%
Learning English	9,821 93.2%	10,731 85.7%	11,057 79.1%	11,406 61.8%	11,579 78.7%	12,123 78.0%
Enrolling in higher education	2,311 5.1%	3,423 8.1%	2,372 6.5%	3,092 8.5%	2,114 5.6%	2,607 6.8%
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	1,088 2.4%	1,817 4.3%	255 0.7%	182 0.5%	340 0.9%	613 1.6%
Becoming citizens	498 1.1%	1,606 3.8%	693 1.9%	800 2.2%	982 2.6%	843 2.2%

Source: Minnesota Department of Children, Families & Learning

Participating - This is the number and percentage of all persons who enroll in ABE programs that remain in the program for 12 hours or more and includes participants who meet their learning goals in less than 12 hours.

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 is 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 needed to improve basic skills in order to retain or advance in their position.

Learning English - This includes the number of adults who entered adult education programs demonstrating a need to learn English as a Second Language (ESL). Percentage refers to those with an ESL need.

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 reach this goal. Percentage refers to those seeking diploma or GED.

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 comparable with a statewide voter registration and voting system.

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

Violence Prevention

Violence prevention programs support, strengthen and sustain the lives of all children and families by promoting safe and healthy lifestyles through community, school and law enforcement programs and activities. These programs and activities are collectively designed to build the capacity of the state, its communities and schools to provide safe, accessible, violence-free, caring environments in which to raise children.

Indicator: Outcome

Measure 3.2: Percent of students reporting behaviors of vandalism, fighting and shoplifting.

Actual Performance	Grade Level	F.Y. 1992	F.Y. 1995
% engaged in vandalism in last year	6	29%	24%
	9	40%	35%
	12	34%	23%
% engaged in physical fights last year	6	48%	41%
	9	45%	40%
	12	31%	23%
% engaged in shoplifting last year	6	14%	16%
	9	31%	34%
	12	30%	28%

Source: 1992 & 1995 Minnesota Student Survey

Indicator: Outcome

Measure 3.3a: Percent of self-reports by students of alcohol/drug use, family alcohol/drug problems, family violence and sexual activity.

Actual Performance	Grade Level	Spring '92 F.Y. 1992	F.Y. 1995
% monthly use of alcohol and drugs	6	3%	4%
	9	21%	24%
	12	43%	39%
% w/family alcohol &/or drug problems	6	18%	15%
	9	21%	18%
	12	22%	16%
% victim or witness of family violence	6	7%	15%
	9	19%	19%
	12	18%	14%
% sexually active	9	30%	28%
	12	61%	55%
% always using a condom (sexually active only)	9	50%	
	12	36%	

Source: 1992 & 1995 Minnesota Student Survey

This survey is administered by the Minnesota Department of Children, Families & Learning every three years--1989, 1992 and 1995. Local public school districts receive survey instruments for all sixth, ninth, and 12th graders. All but one local school district participated in the 1992 survey. Approximately 90 percent of districts participated in 1995.

Survey participation is voluntary for the students. In 1995 student response rate were approximately:
80 percent for sixth grade; 70 percent for ninth grade; and 50 percent for 12th grade.

The Minnesota Student Survey is administered every three years. The survey provides adolescents perspectives on the positive and negative aspects of their lives and environment. The survey was administered in the spring of 1989, 1992, and 1995 to sixth, ninth and 12th graders across the state. Most of the findings are encouraging. Most students reported positive feeling towards their families, teachers and other people who are important to them. Most students felt good about themselves, their lives, and engaged in healthy, responsible activities and behaviors. The number of young people who used alcohol in the previous year continued to decline, and the number who reported having sexual intercourse also decreased. Vandalism and physical fighting among students also declined in the last three years.

However, not all trends are positive. Tobacco use increased among students, with greatest increases seen among younger students. Minnesota students were smoking cigarettes at higher rates than their counterparts nationally. The use of marijuana, inhalants, and LSD or other hallucinogens also increased, following national trends.

The 1995 survey results were consistent with those in previous years on one finding; adolescents with serious family problems and those who had been abused were much more likely than other students to use alcohol or other drugs, engage in antisocial and self-injurious behaviors and initiate sexual behavior activity earlier.

The survey results have implications for effective prevention efforts. Different profiles distinguishing adolescents who do not report risk behaviors from those for whom risk behaviors were pervasive. This finding has important implications for prevention efforts, particularly those which target alcohol and other drug use among youth. Many prevention programs and most public service announcements aim to deter initiation of drinking or drug use. These serve a worthy purpose and should continue. However, it is clear that more effort is needed to reach young people who are already abusing alcohol and other drugs. Additional information about the Minnesota Student Survey 1989-1992-1995, Perspectives on Youth, is available through the Minnesota Department of Children, Families & Learning, Office of Community Services.

Indicator: Outcome

Measure 3.3b: Total arrests by age and gender for individuals under the age of 18 in Minnesota for 1992-1995

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
Female	11,328	12,878	16,055	18,543
Male	36,226	38,619	47,444	49,669
Total	47,554	51,497	63,499	68,212

Source: Minnesota Bureau of Criminal Apprehension

These totals include both Part I and Part II crimes. Part I crimes are murder, manslaughter, robbery, aggravated assault, larceny, car theft and arson. Part II crimes include other assault, forgery, fraud, stolen property, vandalism, weapons, sex offenses, D.U.I., liquor laws and disorderly conduct. In addition, curfew/loitering and runaways have been included in the totals. For further information about arrest by type, age and gender, the Minnesota Bureau of Criminal Apprehension provides this data in an annual report.

Food and Nutrition

The purpose of the food and nutrition programs is to safeguard the health and well-being of Minnesota children by reimbursing sponsoring organizations that provide meals and/or milk to children and needy adults that participate in federal United State Department of Agriculture (USDA) nutrition programs and the state funded kindergarten milk program.

- **Child and Adult Care Program:** Maintains and improves the availability of nutritious meals and snacks to children through age 12 and functionally impaired adults, in nonresidential settings that provide child care or adult care by reimbursing food and nutrition costs to program operators.
- **School Breakfast Program and National School Lunch Program:** Reimburses schools that provide nutritious breakfasts and lunches to children in school-sponsored programs up to completion of high school so they may perform at full potential and develop lifelong healthy eating habits. A State Universal School Breakfast Pilot Project is in the process of exploring the policy of providing breakfast to all children at no charge so they can learn effectively.
- **Special Milk Program:** Provides federal reimbursement to schools and institutions that serve milk to children who do not have access to meal programs to meet their recommended daily intake of fluid milk.
- **Summer Food Program:** Provides start-up funds, technical assistance and federal reimbursement to schools and institutions that serve nutritious meals to children from low-income families during the summer months when schools are not in session.
- **Food Distribution Program:** To provide handling, storage, delivery and processing of USDA donated food commodities to schools and other eligible agencies so they can serve low cost nutritious meals to children and needy adults.
- **Minnesota Kindergarten Milk Program:** To provide milk reimbursement to schools so kindergarten children have access to a milk break each school day to improve their health and meet daily nutritional needs.

Food and Nutrition Program federal funding of approximately \$160 million is matched by approximately \$7 million in state funding as well as significant local contributions and student fees. Through providing basic nutritional needs for children at no cost to low-income families and at an affordable price to middle-income families, this program contributes to a Department of Children, Families & Learning goal of health of children.

Indicator: Participation

Measure 3.4: Number and percent of delivery systems and customers participating in food and nutrition programs

Child and Adult Care	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Child care centers participating (March)	541	586	676	690	666
% licensed centers providing access	40%	42%	49%	50%	50%
Adult care centers participating (March)	25	28	27	28	27
% licensed centers providing access	35%	37%	37%	37%	37%
Family child care homes participating (March)	11,320	11,846	12,335	12,745	12,894
% licensed homes providing access	87%	89%	91%	92%	92%
Average Daily Participation (March)					
Breakfast	61,588	67,454	71,322	74,188	75,505
Lunch	67,689	73,000	78,538	80,774	81,217
Supper	5,710	6,562	7,168	7,527	7,639
Snack	83,929	90,746	97,539	100,742	100,548
Total					

Indicator: Accessibility

School Breakfast	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
School Food Authorities:	271	304	312	72	363
Public School Districts	206	238	246	300	293
Non-public Schools	21	33	24	29	25
Residential Child Care Institutions	44	43	42	43	45
School Sites:	779	880	940	1,071	1,111
Public School Sites	666	766	822	953	996
Non-public School Sites	22	24	27	33	26
Residential Child Care Sites	91	90	91	85	89
% Schools Providing Access:					
Public School Sites	44%	51%	54%	63%	66%
Non-public School Sites	12%	12%	12%	12%	12%
% of Students Participating at Sites with Access:					
Public School Districts	12.3%	11.8%	12.0%	11.9%	12.2%
Non-public Schools	53.8%	47.2%	46.7%	39.0%	38.5%
Residential Child Care Sites	82.5%	82.6%	83.9%	82.3%	81.5%

School Lunch	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
School Food Authorities:	665	651	644	629	607
Public school districts	410	400	392	381	363
Non-public schools	211	208	210	205	199
Residential child care institutions	44	43	42	43	45
School sites:	1,774	1,781	1,805	1,802	1,831
Public school sites	1,452	1,462	1,476	1,486	1,517
Non-public school sites	230	229	236	230	225
Residential child care sites	92	90	93	86	89

School Lunch	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
% schools providing access:					
Public school sites	96%	96%	97%	98%	98%
Non-public school sites	37%	37%	37%	37%	37%
% of students participating at sites with access:					
Public school districts	61.6%	61.3%	61.4%	61.5%	61.1%
Non-public schools	76.5%	75.8%	75.4%	75.7%	75.4%
Residential child care sites	83.9%	82.9%	84.3%	82.5%	83.9%

School Milk Program	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
School Food Authorities:	451	459	465	448	443
Public school districts	122	124	129	129	134
Non-public schools	149	149	150	148	150
Residential child care institutions	7	7	7	7	7
Non-residential child care institutions	61	69	70	67	63
Summer Camps	112	110	109	97	89

Summer Food Service	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Sponsors	26	32	38	42	42
Sites	283	301	308	330	341
Average daily participation (July)	13,667	15,767	16,272	18,248	19,077
% of eligible children served	8.5%	9.3%	8.72%	9.10%	9.14%

Food Distribution Program	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
School Food Authorities	665	651	644	629	607
Summer Food Service	26	32	38	42	42
Charitable Institutions	376	370	368	339	333
Summer Camps	112	110	109	97	0
Sites:					
# of school sites	1,774	1,781	1,805	1,802	1,831
# of non-school sites	1,054	1,063	1,163	1,100	1,000

Source: The Minnesota Department of Children, Families & Learning Food and Nutrition Service program database. Information regarding licensed child and adult care sites was obtained from the Minnesota Department of Human Services.

Economic Self Sufficiency

Anti-Poverty Programs including Head Start, Energy Assistance, Weatherization, food, homeless programs and programs that provide services to seniors are delivered through a statewide network of Community Action Agencies, Indian Reservation Governments, community based organizations and county social service agencies.

Community Action Agencies are local non-profit organizations that design programs to meet needs and assist low income families and individuals to become more self sufficient. A unique feature of Community Action Agencies is their governing boards must include 33 percent low-income Minnesotans. Their anti-poverty programs aim to break the cycle of poverty in their local community.

The Minnesota Economic Opportunity Grant and the Community Services Block Grant are both used to fight poverty and the effects of poverty in local communities.

Head Start provides comprehensive services to over 12,000 low income children and their families annually in Minnesota. Head Start helps families break the cycle of poverty by improving the health and social competence of

preschool children and promoting economic self-sufficiency for parents. A competitive bonding program makes funds available for the purchase or renovation of facilities.

The Emergency Food Assistance Program provides for the distribution of surplus commodities through the state food bank and food shelf network. Over three million pounds of food is distributed.

The Transitional Housing Program and other homeless programs assist families and individuals to become self sufficient by providing a stable place to live and the support services necessary to learn how to live independently. Federal shelter and homeless programs provide a range of comprehensive services to individuals and families through emergency overnight shelters, transitional housing and community action agencies.

The Energy Assistance Program provides benefits to low income Minnesotans to assist them in meeting heating costs. The program also provides energy conservation and emergency furnace repair activities as well as crisis intervention services.

The Weatherization Assistance Program increases the energy efficiency of dwellings occupied by low income people, reduces their energy expenditures and improves their health and safety.

Indicator: Participation
Measure 3.5: Head Start

Head Start was designed to help break the cycle of poverty by providing preschool children of low-income families with a comprehensive program to meet their emotional, social, health, nutritional, and psychological needs. The overall goal of the program is to bring about a greater degree of social competence in the children and to promote economic self-sufficiency for the parents. Every child receives a comprehensive health care program including medical, dental, mental health and nutrition services as well as a variety of individualized learning experiences. Every parent is encouraged to become involved in parent education, program planning and operating activities. Parents have a voice in administrative and managerial decisions. The social services component represents an organized method of assisting families to assess their needs and then providing those services or linking them with appropriate community services that will build upon the individual strengths of families to meet their own needs.

	1993	1994	1995
Enrollment	10,127	12,361	12,097
Cost per child	\$3,382	\$3,540	\$4,364
% State funded	25%	26%	22%
% Completed Medical Screening	100%	98%	100%
% Enrolled in child & teen checkup/Medicaid	82%	81%	82%
% of children diagnosed as disabled and requiring special services	15%	14.5%	15%
% of enrolled children completed dental examination	99%	93%	96%
% of hours volunteered in Head Start programs	570,000	666,300	832,580
% of families identified as needing social services receiving them	97%	97%	99%

Source: Minnesota Department of Children, Families & Learning; Minnesota Department of Economic Security

Indicator: Outcome

Measure 3.6: Head Start Program indicators which reflect program performance and success include:

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Percent of eligible families being served	40.4%	45.2%	41.4%	40.6%	40.6%
Number of children and their families on waiting lists	N/A	N/A	N/A	N/A	4,743
Percentage of children completing the program who, as a result of health and developmental screening, have identified needs met while in Head Start.	N/A	96%	95%	96%	90%
Percentage of families completing the program who, as result of a Family Needs Assessment, have identified needs met while in Head Start.	N/A	97%	97%	99%	97%
Percentage of enrolled children with up-to-date immunization	N/A	95%	97%	94%	N/A
Percent of paid staff that are current of former Head Start Parents	N/A	39%	39%	40%	38%

Source: Minnesota Department of Economic Security

Indicator: Accessibility

Measure 3.7: Success and performance indicators for Community Action Program

The statewide Community Action Network is composed of forty-three local nonprofit agencies. The Community Action Network provides Minnesota low income citizens with opportunities to obtain skills, knowledge and motivation to become self sufficient; helps to remove the causes of poverty in Minnesota communities; and alleviates the effects of poverty in Minnesota. The Economic Opportunity Grant, a combined state/federal grant of approximately \$11 million, last year leveraged nearly \$185 million from numerous funding sources and more than a million volunteer hours to help low income children, families, adults and seniors to help themselves.

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Amount of community investment secured or funding mobilized	\$183,000,000	\$157,000,000	\$193,000,000	\$175,000,000	data pending
Ratio of funds leveraged by Economic Opportunity Grant	18 to 1	15 to 1	19 to 1	16 to 1	data pending
Value of volunteer services denoted	\$7,500,000	\$6,500,000	\$9,000,000	\$9,000,000	data pending

Source: Minnesota Department of Economic Security

Front-line staff has a long-standing and well earned reputation for their outstanding ability to creatively find real help for real people. Their unique experience allows them to weave a wide array of fragmented categorical programs into individualized solutions, one client at a time. Local agencies in the Community Action Network throughout the state are recognized leaders for their efforts to deliver comprehensive integrated services for low income Minnesotans.

Indicator: Accessibility

Measure 3.8: Program success and performance indicators for homeless and food programs:

Food and homeless programs provide services and grants to local agencies involved in aiding Minnesota's low-income and homeless citizens to obtain and maintain adequate food and shelter. The Emergency Food Assistance Program (TEFAP) makes surplus commodities available to food banks, food shelves, emergency meal sites and overnight shelters. Individuals or households are eligible to receive TEFAP commodities if their income is at or below 185

percent of the federal poverty level. The Minnesota Food Shelf Program (MFSP) provides funds to food shelves throughout the state to purchase nutritious food items for distribution to individuals and families in need.

	F.Y. 1992	F.Y. 1993	F.Y.1994	F.Y.1995	F.Y. 1996
Number of household food shelf visits	N/A	1,898,807	1,824,114	1,291,082	1,337,320
Number of on-site meals served	N/A	568,981	1,727,897	9,566,372	10,315,000
Percentage of households using transitional housing programs who moved into permanent housing	54.4%	61.4%	63.6%	66.7%	N/A
Percentage of persons requesting shelter who were able to access	86.8%	83.3%	88.6%	91.5%	80.8%
Percentage of households still found re-siding in permanent housing one year after graduating from transitional housing	Data not collected	Data not collected	63%	71%	N/A

Source: Minnesota Department of Economic Security

Indicator: Outcome

Measure 3.9: Success and program performance indicators of the Energy Assistance Program:

The Energy Assistance Program (EAP) provides funds to local non-profit and governmental organizations to assist households with incomes at 150 percent of the federal poverty level or lower in meeting their home energy costs. Priority is given to those households with the lowest income that pay a high proportion of household income for home energy. EAP assists households in meeting their immediate heating energy needs, maintaining their heating service during the winter heating season and improving the household's ability to meet such needs independently in the future through affordability. The goal of EAP is to ensure that no eligible household goes without heat in the winter because of the inability to pay energy costs. EAP also conducts outreach activities designed to assure households with elderly and disabled individuals and households with high home energy burdens are made aware of the availability of assistance. EAP intervenes in energy crisis situations, provides for low-cost residential weatherization and emergency energy related repair of furnaces.

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Number of households served	104,535	109,342	111,473	103,760	87,080
Number of households with threatened "no-heat" situations who maintained services	7,241	8,756	9,697	6,850	11,524
Affordability: Percentage of household income spent on Energy:					
Without Energy Assistance	13.9%	18.1%	15.7%	11.2%	14.9%
With Energy Assistance	8.3%	10.8%	9.4%	6.7%	8.9%

Source: Minnesota Department of Economic Security

Indicator: Outcome

Measure 3.10: Success and program performance indicators of the Weatherization Program include:

The Weatherization Assistance Program (WAP) for low-income persons provides funds to local non-profits and governmental units to weatherize individual dwelling units occupied by eligible households. A household is eligible for WAP if they receive energy assistance or are at or below 125 percent of the poverty guidelines. The program prioritizes elderly, handicapped people and families with small children with an emphasis on households with higher than average fuel consumption. Each house scheduled for weatherization receives an energy audit which is a detailed checklist of cost effective energy conservation measures. These measures take into account the interaction between

the building shell and its mechanical system. Program funds pay for materials and labor, abatement of energy related health and safety hazards, either before or as a result of installation of weatherization materials, associated support costs as well as training and administration.

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Percent savings from installed weatherization measures	25(1)	25(1)	25(1)	26(2)	26(2)	26(2)
Disabled households	1,858	1,447	1,369	1,129	889	48(3)
Elderly households	2,453	1,910	2,042	1,910	1,201	216(3)
Households with children	N/A	N/A	3,815	3,069	2,185	1,056(3)
Number of households receiving energy conservation services with DOE funds*	7,433	5,788	7,295	4,764	4,200	2,103(3)

Source: Minnesota Department of Economic Security

* Households may be reported in more than one category

- (1) Results based on M-200 and demonstration project
- (2) Results based on new SIR audit and data logger survey
These averages vary by + or - 10
- (3) Projected

PROGRAM 4: EARLY CHILDHOOD, FAMILY AND COMMUNITY SUPPORT

The overall purpose of the programs in this articles is to achieve improved outcomes for Minnesota's young children, their families and the communities in which they live. Through coordinated leadership and support for early childhood, family and community programs, child care services and collaborative systems change, communities have increased opportunities to maximize the use of their resources to improve the lives of young children and their families while strengthening the entire community.

The focus of the programs in this article is on children within the context of families and communities, a direction strongly recommended and reinforced by the recent Carnegie report, Years of promise: A Comprehensive Learning Strategy for America's Children (Carnegie Corporation of New York, 1996).

Among the programs included are Child Care, Child Abuse Prevention, Children's Trust Fund, Early Childhood Family Education, Learning Readiness, Early Childhood Screening, Community Education, Youth Development/Youth Service and Family Services Collaboratives. The ultimate goal is that as these programs work more closely together in the new state agency and at the community level, opportunities for children, families and communities will become better coordinated, more comprehensive as needed, more cost effective and better aligned with local needs and resources. Communities will feel supported while assuming increased ownership of their problems as well as their solutions.

The programs in this article contribute to the following of the Department of Children, Families & Learning system goals:

- Learning Readiness
- Safe, caring Communities
- Healthy Children
- Stable families
- Lifelong Learning

Early Childhood Education

While the percentage of all eligible families and young children participating in Early Childhood Family Education remains relatively stable at approximately 40 percent, the percentage of low income and single parent families and children with disabilities or developmental delays served has increased each year. The current participation rates and intensity of service are limited only by resources available. More families want to participate and many need more intensive, comprehensive services than are currently available to them. The presence of Early Childhood Family Education family centers and other collaborative efforts is creating even greater awareness and demand for this program.

The measures show that Minnesota communities are using and benefitting from state program initiatives as they assume increased responsibility for the well-being of their children and families. The system is showing signs of strengths as well as shortcomings which need to be addressed.

Indicator: Participation

Measure 4.1: Number and 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.

Participation in Early Childhood Family Education (ECFE) has grown dramatically since 1985, the first year of statewide implementation. In 1985, 100,000 children and parents participated. In F.Y. 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 shorter history, but already involves more children than anticipated with

75,000, or 75 percent, of all 3½ and 4-year-old children involved in a continuum of Learning Readiness services in F.Y. 1996. 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 public 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.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
<u>Early Childhood Family Education:</u> Most frequent district percentage of eligible population served	46%	47%	49%	59.7%	49.5%
Statewide # and % of eligible population served	230,668 40%	245,419 40%	258,364 40%	260,481 40%	261,000 40%
# and % of all child participants -- low income	25,968 23%	31,129 24.9%	32,462 26%	30,874 24.2%	33,170 26%
# and % of all participants -- single parents	11,776 10%	14,502 11.6%	16,021 12%	16,214 12.2%	16,250 12.5%
# and % of participating children w/ disabilities or development delays	3,048 2.7%	6,260 5.2%	7,865 6.3%	11,482 9.0%	11,609 9.1%
<u>Early Childhood Screening:</u> # and % of eligible children served	39,600 60%	25,600 40%	N/A N/A	58,353 95%	62,000** 95%
<u>Infants & Toddlers w/disabilities- Part H:</u> # of children participating*	2,199	2,312	2,436	2,563	2,620
<u>Learning Readiness:</u> # and % of eligible population served	No program	N/A N/A	32,488 50%	75,500*** 83%	65,000 68%
Number of Statewide Parents Served in Learning Readiness	N/A	N/A	36,392	45,498	50,000

Source: Minnesota Department of Children, Families & Learning, Early Childhood

* 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.

** Includes children already enrolled in kindergarten without prior screening

*** Eligible population changed to include 3½ year old children

It is reassuring to note that all identified eligible children with disabilities are being served by Part H Interagency Early Intervention and Early Childhood Special Education, often in conjunction with other programs listed in this section to provide inclusion opportunities whenever possible.

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 the Department of Children, Family & Learning by Early Childhood Screening, Early Childhood Family Education, Learning Readiness, Early Childhood Special Education Programs and from Interagency Early Intervention Councils; Demographic data is collected annually on participants in ECFE and in Learning Readiness. Information on referred and follow-up for identified potential problems is included in the Early Childhood 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.

Indicator: Outcomes

Measure 4.2: Early Childhood Screening and Learning Readiness Program Indicators which reflect program impact

Learning Readiness is designed to be a comprehensive and integrated program involving health, social services, nutrition, parent involvement and child development components in order to meet the developing needs of preschool age children prior to kindergarten enrollment. Program flexibility allows service delivery to be based upon community resources, identified needs of young children and builds upon existing early childhood and community programs. In 1995, 86 percent of school districts offered 4 or more different choices and 28 percent offered 10 or more choices for children and families through Learning Readiness. In addition, referrals made to and from Learning Readiness and community organizations has increased since 1994. In 1995, over 27,000 referrals were made on behalf of young children and families. A continued emphasis on interagency cooperation and collaboration is a strategy to assist in this significant result for families.

Early Childhood Screening continues to be an effective strategy in identifying children ages 3 ½ to 4 years who may have new potential problems that may influence the child's ability to learn. In 1995, over 15,000 new potential problems in children were identified through Early Childhood Screening. Children are screened in hearing, vision, growth, immunizations, areas of development and risk factors that may interfere with learning as the required components of Early Childhood Screening. In addition, a summary interview provides parents with screening results, parenting education and resource and referral information. Increased collaborative community efforts to provide this effective Early Childhood Screening, particularly in terms of outreach to families and follow-up on referrals, continue to be a priority.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Learning Readiness: % paying reduced or no fees cost per child*	N/A	N/A	73% \$368	95% \$368	93% \$375
Number of Referrals Made to Learning Readiness from Other Agencies	N/A	N/A	10,885	13,445	15,000
Number of Referrals Made by Learning Readiness to Other Programs	N/A	N/A	10,411	10,389	12,000
Percent of Districts Offering Services for Parents of children in Existing Programs	N/A	N/A	25.2%	41.5%	45.0%
Percent of Districts Offering Screening & Follow-up Beyond Basic Early Childhood Screening	N/A	N/A	24.8%	25.2%	35.0%
Percent of Districts Providing Interpreter in Learning Readiness	N/A	N/A	8.9%	12.3%	15.0%
Percent of Districts Providing Half-Day Learning Readiness Program	N/A	N/A	69.5%	76.4%	78.0%
Percent of Districts Providing a Range of Learning Readiness Options					
- 4 or more different services	N/A	N/A	50.0%	86.0%	90.0%
- 6 or more different services	N/A	N/A	N/A	71.0%	75.0%
- 8 or more different services	N/A	N/A	20.0%	42.0%	45.0%
- 10 or more different services	N/A	N/A	N/A	25.0%	28.0%
Number of New Potential Problems Identified Through Early Childhood Screening	N/A	N/A	N/A	13,845	15,000
Number of Children Identified for Subsequent Special Education Placement	N/A	N/A	N/A	1,688	1,750

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Number of Referrals Made From Early Childhood Screening	N/A	N/A	N/A	14,524	16,000
Percent of Children Screened Using the Optional Family Factors	N/A	N/A	N/A	65.0%	60.0%
Percent of Children Screened Using the Optional Health History	N/A	N/A	N/A	60.0%	50.0%

Source: Minnesota Department of Children, Families & Learning, Early Childhood

* Average cost based on the type and intensity of parent/child services received.

Indicator: Outcome

Measure 4.3: The percentage of Early Childhood Family Education parent participants reporting positive changes in their approach to parenting, parent-child relationships and their child's behavior.

As part of the study referenced below, the Department of Children, Families & Learning assisted evaluation consultants in developing and piloting a comprehensive Enrollment Survey which was used immediately preceding and following participation in the program, and a Fall/Spring Parent Interview Guide. The use of these two tools proved to be effective in gathering information from parents and could be adapted for use by other programs. This same study also involved the use of pre-and post-participation videotaping of parent-child interactions at home and program sites, use of a Parental Behavior Rating Scale for professional observation and assessment of behavior changes recorded on videotape, and a Stimulated Response Interview with parents while viewing segments of the videotape. These strategies and tools were extremely effective in providing valuable, objective and well-documented evidence of change; however, the time and costs involved would make their use prohibitive for a long term, broad scale effort.

	F.Y. 1994	F.Y. 1995	F.Y. 1996*
% of parents reporting knowledge and understanding of child development after 6-10 months participation	-	92	
% of parents reporting better relationships with their children	-	72	
% of parents reporting use of more positive guidance strategies with children	-	70	
% of parents reporting better handling of their frustrations	-	65	
% of parents reporting a positive difference in their approach to parenting	-	92	

Source: Study of Immediate Outcomes of Lower-Income Participants in Minnesota's Universal Access Early Childhood Family Education: Early Childhood Family Education Evaluation Series, Changing Times, Changing Families - Phase II, April 1996, M. Mueller.

* Data not available

Data collection mechanisms are in the design phase. It is planned that coordinated data collection among health, human services and education at the local level will be initiated. Data Net at Minnesota Planning reports statewide and county data on 21 performance measures. Not all measures pertain to the Family Service Collaborative grants. 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 collaborative efforts.

Virtually all children are now served by Early Childhood Screening. Over 15,000 new potential problems were identified through screening and addressed through follow-up and the Learning Readiness program in F.Y. 1996. Despite limited funding, a majority of school districts are providing more than the state required screening components in an effort to most effectively match the child and family with existing programs and resources in the community. Learning Readiness is emerging as a strong collaborative effort that facilitates the process of getting help for the needs identified and giving priority to the children most in need. It has grown from a new program in 1992 to one serving 75 percent of all 3 ½ and 4 year old children with a broad continuum of services in 1996. In this program, as in most other early childhood programs, additional resources are needed to help children with complex needs. Unfortunately, there seems to be a growing number of children.

Indicator: Outcome

Measure 4.4: Rates of substantiated reported incidents of child abuse and neglect.

CHILD ABUSE	1992	1993	1994	1995	1996
Number of substantiated reported incidents of child abuse and neglect	11,217	11,064	N/A	N/A	N/A

Source: Child Protection Services, Department of Human Services, the Children's Report Card and the Minnesota Student Survey.

Indicator: Participation

Measure 4.5: Child Care Assistance Programs

The Child Care Resource and Referral agencies, regionally located, serving all counties in the state, provides 29,885 referrals annually to families looking for child care. Referrals are to Minnesota's 1,400 licensed child care centers (with licensed capacity of approximately 70,000 children) and approximately 14,000 licensed family child care homes (with licensed capacity of approximately 135,000 children).

CHILD CARE	1992	1993	1994	1995	1996
Number of children in the migrant child care program	1,635	1,489	1,578	1,555	1,448
Number of referrals to families from the Child Care Resource Referral services looking for child care	26,135	29,075	28,983	29,885	30,000 (projected)
Number of licensed day care centers	1,200	1,250	1,300	1,350	1,400
Number of licensed family child care homes	12,878	13,026	14,124	14,549	14,437

Indicator: Accessibility

The state's Child Care Assistance Program provides supervision to 87 county social services agencies who provide direct service administration.

CHILD CARE	1992	1993	1994	1995	1996
Number of children participating in AFDC child care program:					
AFDC Child care	5,780	7,135	8,043	7,945	8,640
Basic Sliding Fee	6,959	7,547	7,176	8,223	9,101
Waiting List*	5,582	6,232	6,292	6,399	7,887
Number of families on sliding fee waiting list	5,582	6,232	6,292	6,399	6,200

CHILD CARE	1992	1993	1994	1995	1996
Percent of families who pay more than X percent of their income for child care*	N/A	N/A	N/A	N/A	N/A
Percent of families receiving various tax credits and benefits including state and federal child care tax credits, earned income tax credit, working family credit, dependent care expense account	N/A	N/A	N/A	N/A	N/A
Number of family child care providers funded through technical assistance awards for facility improvement	1,500	--	1,500	--	1,500
Percent of care givers who participate in child development training and technical assistance	N/A	N/A	N/A	N/A	N/A
# of families on Basic Sliding Fee	N/A	N/A	7,176	8,223	8,774

Source: Department of Children, Families & Learning

* percentage not yet determined

Welfare reform will create an increased demand for child care because more adults with families will be required to work under the new federal work participation requirements.

The Migrant Child Care Program services 1,500 children from 1,000 families.

A healthy child care system has three essential ingredients: A variety of child care choices which are readily available; available child care which is affordable to all; and care which is high quality. Because these three components are not fully developed, Minnesota has a child care predicament and is challenged to address the issues of availability, affordability and quality.

The child care predicament is simply stated, but represents a complex system. Each of the three ingredients depends on the other and all three must be present for the system to work well. Child care is a critical, growing part of Minnesota's economy. An investment in a well functioning child care system is an investment in healthy children with dividends bringing returns well into society's future.

Community Education

The data submitted from local districts show 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.

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.

Indicator: Participation

Measure 4.6: Number and percent of participants in selected community education activities.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
% of population participating in selected community education activities	55%	*	*	60%	65%

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of persons with disabilities involved with community education*	16,000	N/A	35,000	N/A	N/A
# of persons w/basic skills needs involved in adult basic education	45,325	42,211	41,706	41,160	41,046

Source: Annual reports to Department of Children, Families & Learning by Community education Programs statewide.

Indicator: Access

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
% of districts offering community education	N/A	N/A	98%	100%	100%
% of districts w/ general community education program serving many ages of participants.	N/A	*	*	75%	85%

Source: Annual reports to Department of Children, Families & Learning by Community education Programs statewide.

* Data is collected once every three years.

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 1996: 100 percent of Minnesota's districts judge this to be a worthwhile program and are involved.

Family Collaboratives

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 collaborative efforts.

These new grant funded programs have recently moved from the planning to implementation stages. As expected, communities vary in the amount and the 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 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 categorical funding streams, narrow provider eligibility, or families seeing multiple service 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.

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 from state staff from the Department of Health, Economic Security, Corrections, Human Services & Children, Families & Learning and from local agency staff in counties, school districts, public health and community agencies. The Children's Cabinet provides director to this effort.

The redesign of services and resulting influence on important child and family health, social and educational outcomes is a long term effort. Family Services Collaborative (FSC) success will depend on the community-based service providers, state and local government staff, policy makers 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.

Indicator: Outcomes

Measure 4.7: Family Collaborative*

Actual Performance	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Family Service Collaborative Grants:	13	28	53	56
Number of School Districts in FSC	52	104	203	221
% School Districts in FSC	13	27	56	62
Number of Counties	15	29**	50	52
% of Counties	18	34	58	61
Number of Public Health Agencies	15	29	50	52
% Public Health Agencies	18	34	58	61

Source: Minnesota Department of Children, Families & Learning, Early Childhood

* Collaboratives are required to submit an outcome evaluation report by year two of implementation. 13 collaboratives have submitted reports to date. The evaluation process allows each local partner site to develop their own outcome measures and indicators. This allows for local autonomy and decision-making for their service delivery design.

** Larger counties have more than one collaborative, i.e., Hennepin, Ramsey, St. Louis
Of the 13 collaboratives that have filed outcome evaluation reports, the following common outcomes have been identified as across the sites and are helpful to inform how collaborative process improves outcomes. Most of the partners identify the collaborative strategies as important to impacting outcomes for families.

Additional Outcomes for Family Collaboratives are as follows:

1. Child and Family Health

Improved Prenatal Care: Increase in WIC enrollments: One collaborative indicated an increase in WIC enrollments due to collaborative strategies. Several others gained baseline data for this first report.

Increased access to health care: Increase in rates of completed immunizations. One collaborative indicated an increase for this report and others gathered baseline data.

2. Family Functioning

Improved family stability: Decrease in number of children in out of home placement - One collaborative identified a cost savings of \$296,000 based on the fact that 4,178 out of home days were averted based on collaborative strategies. Another collaborative identified the collaborative strategies as a result for decreased

in out-of county placements. Another noted that the new collaborative strategy was responsible for significantly curbing the growth in out of home placements. Others gathered baseline data.

General improvement in parenting skills and coping strategies: Several collaboratives credited the collaborative strategy for showing an increase in parent satisfaction of services provided to the families.

3. Child Development

Increased participation in early childhood and care programs before kindergarten: Increased enrollments in early education and care programs (ECFE, Head Start, Parents and Teachers). Three collaboratives credited collaborative strategy with respect to increased enrollment in these types of programs.

4. School Performance

Increased rates of steady grade progression and school achievement: Improved basic skills and academic achievement. One collaborative showed an increase in school achievement and others gathered baseline data.

Improved Attendance: Improved overall attendance one collaborative noted that the school attendance was up due to interagency strategies for family care plans. Several others gathered baseline data.

Improved behavior in school: Increased parental involvement in school-based activities. Three collaboratives showed an increase due to collaborative strategies, others gathered baseline data.

5. Youth maturation and social integration

Decrease in anti-social and violent behavior: Decrease in juvenile offenses. The collaboratives that measure this indicator collected baseline data for this report.

Indicator: Accessibility

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Family Service Collaborative Grants:						
Planning	0	0	40	0	0	20
Implementation	0	0	13	20	42	54

Source: Minnesota Department of Children, Families & Learning, Early Childhood

Number of communities that serve eligible families more comprehensively and effectively with integrated school, social, and health services; percentage of 12th grade dropouts, low birth weight babies, out of home placements, physical abuse, and smoking.

PROGRAM 5: LEADWORK DEVELOPMENT

The purpose of these programs is to build a Lifework Development system by serving school districts and other community agencies through school-based learning, serving learning, work-based learning and connecting activities. The programs that make up the lifework system provide learners with the knowledge and skills to become responsible citizens, active participants in the economy, and lifelong learners.

Lifework Development is the subject of the seventh System Goal. Additionally, Lifework Development contributes to the following other System Goals:

- Safe Caring Communities
- Stable Families
- Teaching & Learning
- Lifelong Learning

The information listed below includes measures for the new state school-to-work system. Measure 5.1 shows program participation as part of the lifework development system. The accountability for a lifework development system will be achieved when school-based, service-based and work-based learning programs are integrated into a seamless process of education and workforce preparation for all learners and are tied to the needs of a competitive economic marketplace.

Indicator: Participation

Measure 5.1: Lifework Development Activity Participation

Lifework Development	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Number of Learners participating in work-based and school-based components of school-to-work systems	84,445	82,080	84,500	89,788 ⁽¹⁾	N/A
Number of Minnesotans using MCIS	172,728	N/A	N/A	211,135	N/A
Number of students (K-12) involved in service learning	100,000	135,000	150,000	173,000	185,000 ⁽²⁾
Number of young adults in full-time service and completion of years of service	N/A	N/A	350	400	433
Percentage of students (K-12) leaving high school with a career pathway/life goals	N/A	N/A	N/A	N/A	N/A
Transition programs for students with disabilities	N/A	1,000	2,000	3,000	8,000
Percentage of secondary school graduates with a work-based learning experience related to career pathway, life goals	N/A	N/A	N/A	N/A	N/A

Source: Minnesota Department of Children, Families & Learning, Lifework

⁽¹⁾ Secondary Vocational Participants

⁽²⁾ Estimated

Indicator: Participation
Measure 5.2: Lifework Development Performance Standards

Measure 5.2 provides examples of the Minnesota School-to-Work (STW) System Projected Performance Standards for 1997-2001. Those performance standards, specific to individual students, will have the capability of being tracked through a redesign of the High School Follow-Up study. Those performance standards reflective of the system will require the design and implementation of another data collection procedure.

Table 5.3 below tells what students were planning to do before they leave their senior year of high school. The table shows that 9.5 percent planned employment only, 64.6 percent planned to go to school and work, and 20.8 percent planned to go to school only.

Table 5.4 shows what students are actually doing one year later and the figures are considerably different. This table shows that 22.3 percent were employed only, 37 percent were going to school and working, 26.5 percent were going to school only and 6.9 percent were going to school and looking for employment. These figures may suggest a greater need for a School to Work Initiative.

Performance Standards	F.Y. 1997	F.Y. 1998	F.Y. 1999	F.Y. 2000	F.Y. 2001
Percentage of school district participating in STW partnerships	25%	50%	75%	90%	100%
Percentage of K-12 learners in school-based STW activities	20%	25%	35%	50%	65%
Percentage of grades 7-12 learners in work-based STW activities and programs	5%	10%	20%	35%	45%
Percentage of grades 5-12 learners in formalized service learning activities and programs	21%	24%	27%	30%	45%
Percentage of learners with disabilities who successfully access school-based and work-based learning programs statewide	10%	20%	40%	60%	75%
Number of employers statewide providing structured work-based learning through MN system and STWOA standards and criteria	500	1,000	2,000	4,000	6,000
Number of learners (grades 11-12) enrolling in post-secondary education programs during their high school programs (PSEO)	11,000	12,000	14,000	16,000	18,000
Percentage of local STW partnerships operating in compliance with Minnesota's System performance standards	50%	60%	70%	80%	100%
Percentage of learners (K-12) leaving high school with a career pathway/life goals	20%	25%	35%	50%	65%
Percentage of secondary school graduates with a work-based learning experience related to career pathway, life goals	5%	10%	20%	35%	45%

The High School Follow-Up collects a considerable amount of data which is used for a variety of purposes, primarily at the local school district level. The following tables are from the Minnesota High School Follow-Up Class of 1994 survey. Caution should be used in interpretation due to the nature of the data collection and the students perception, or lack there of, of opportunities available to them. Some data of particular interest is cited below.

Indicator: Outcome

Measure 5.3: Combination of plans of the class of 1994 as gathered from the career planning survey

Survey	Male Percent	N	Female Percent	N	Total Percent	N	% change from 1993
Paid Employment Only	11.0%	1,471	7.9%	2,537	9.5%	2,537	+0.6
Vocational School and Paid Employment	18.1%	2,416	14.2%	1,914	16.2%	4,330	+0.2
Community College and Paid Employment	13.7%	1,819	15.3%	2,063	14.5%	3,882	-2.2
College or University and Paid Employment	30.1%	4,009	37.7%	5,081	33.9%	9,090	+1.5
Vocational School Only	2.9%	381	2.2%	296	2.5%	677	+0.2
Community College Only	2.6%	348	2.4%	328	2.5%	676	0.0
College or University Only	14.4%	1,919	17.2%	2,320	15.8%	4,239	-0.3
Military	5.0%	669	0.8%	112	2.9%	781	-0.3
Other Combinations	2.1%	284	2.2%	299	2.2%	583	+0.2
Career Planning Surveys	100.0%	13,316	100.0%	13,479	100.0%	26,795	

Source: High School Follow-up Study

Indicator: Outcome

Measure 5.4 : Combinations of present activities class of 1994 - all students

Status	Male Percent	N	Female Percent	N	Total Percent	N	% Change From 1993
Paid Employment Only	25.4%	3,028	19.5%	2,459	22.3%	5,487	+1.4
Paid Employment Vocational School	8.3%	986	6.2%	820	7.4%	1,806	-0.3
Paid Employment and Community College	8.0%	951	9.9%	1,255	9.0%	2,206	-2.5
Paid Employment and College or University	16.6%	1,977	25.1%	3,173	21.0%	5,150	+0.3
Vocational School Only	3.3%	394	2.4%	303	2.8%	697	+0.3
Community College Only	3.6%	429	3.0%	374	3.3%	803	+0.2
4 Year College or University	20.4%	2,438	20.4%	2,571	20.4%	5,009	+0.9
Education and Seeking Employment	6.0%	720	7.7%	972	6.9%	1,692	-0.7
Unemployed Only	2.4%	285	2.8%	357	2.6%	642	+0.5
Activities Other Than Above	6.2%	735	2.7%	336	4.4%	1,071	-0.7
Total Reporting Activity	100.0%	11,943	100.0%	12,620	100.0%	24,563	

Source: High School Follow-up Study

The Minnesota High School Follow-Up study addresses student satisfaction with school. As the data indicates, students strongly agree they had a good education, learned basic reading and writing, felt safe in school, had good counseling and felt the staff cared about them. However, as high school seniors, students felt quite negative when asked if they had learned adequate skills in computers, technology and world languages. Students also felt the rules weren't enforced fairly and they were not welcome to contribute suggestions. One year later, students continued to feel they had not learned enough about computers or technology nor had they learned adequate study skills, occupational skills nor finance management skills.

The five areas for which the former students responded most positively to school functions and programs, through indicating *strongly agree* or *agree* to the statement, were:

CAREER PLANNING SURVEY

Number	Area	Results
1.	I received a good education	89.6% agree
13.	I felt I learned adequate skills in reading	88.5%
14.	I felt I learned adequate skills in writing	84.4%
3.	I felt safe (free of harassment, intimidation, etc.)	83.2%
2.	I received adequate access to guidance services	82.7%

FOLLOW-UP FORM

Number	Area	Results
1.	I received a good education	92.9% agree
13.	I felt I learned adequate skills in reading	89.1%
6.	The staff seemed to care about me	87.2%
3.	I felt safe (free of harassment, intimidation, etc.)	86.3%
2.	I received adequate access to guidance services	85.2%

The five areas for which the former students responded most negatively to school functions and programs, through indicating *disagree* or *strongly disagree* to the statement, were:

FOLLOW-UP PLANNING SURVEY

Number	Area	Results
19.	I felt I learned adequate skills in understanding technology	51.4% agree
10.	School rules were enforced fairly	43.8%
16.	I felt I learned adequate skills in computer application	43.4%
4.	I felt welcome to contribute suggestions for school improvement	41.8%
17.	I felt I learned adequate skills in world language	38.9%

National research indicates that 15 percent of the jobs in the future will be non-skilled, 20 percent will require a baccalaureate degree and 65 percent will require technical training beyond high school, but less than a baccalaureate

degree. As indicated on table 5.5, however, of the graduating class of 1994 who are participating in some educational activity, 11.1 percent are attending a technical college, 13.3 percent are attending a community college, 46.9 percent are attending a four year college or university and 2.5 percent are in apprenticeship or other educational programs.

Indicator: Outcome

Measure 5.5: Present education activity class of 1994 - all students

Status	Male		Female		Total		% Change From 1993
	Percent	N	Percent	N	Percent	N	
Vocational School	12.5%	1,494	9.7%	1,229	11.1%	2,723	-0.2
Community College	12.6%	1,504	13.9%	1,757	13.3%	3,261	-2.5
4 Year College or University	41.6%	4,970	51.9%	6,544	46.9%	11,514	+1.0
Apprenticeship	0.6%	67	0.2%	24	0.4%	91	+0.1
Other Education	2.0%	244	2.1%	264	2.1%	508	+0.1
Total Reporting							
Education Activity	69.3%	8,279	77.8%	9,818	7.7%	18,097	-1.6
No Education Activity	30.7%	3,664	22.2%	2,802	26.3%	6,466	+1.6
Total	100.0%	11,943	100.0%	12,620	100.0%	24,563	

Source: High School Follow-up Study

Indicator: Outcome**Measure 5.6: Educational attainment of persons 25 years old and over, by state: April 1990**

Achievement data in reading and math suggests a significant number of Minnesota students have difficulty with these basic skills, despite strong achievement demonstrated by the SAT scores of college-bound students.

Distribution of population, by highest level of education attained								
State	# of persons 25 years old and over	Less than 9th grade	9th to 12th grade, no diploma	High school graduate	Some College, no degree	Associate degree	Bachelor's degree	Graduate or prof. degree
United States	158,868,436	10.4	14.4	30.0	18.7	6.2	13.1	7.2
Iowa	1,776,798	9.2	10.7	38.5	17.0	7.7	11.7	5.2
Minnesota	2,770,562	8.6	9.0	33.0	19.0	8.6	15.6	6.3
North Dakota	396,550	15.0	8.3	28.0	20.5	10.0	13.5	4.5
South Dakota	430,500	13.4	9.5	33.7	18.8	7.4	12.3	4.9
Wisconsin	3,094,226	9.5	11.9	37.1	16.7	7.1	12.1	5.6

Source: U.S. Department of Commerce, Bureau of the Census, Decennial Census, Minority Economic Profiles, unpublished data.
(This table was prepared June 1993.)

PROGRAM 6: EDUCATION ORGANIZATION/COOPERATION

The purpose of the programs in this article is to provide incentives for groups of school districts to provide improved conditions for learning and instruction that will better ensure the success of all learners. Through expanded curriculum programs and support services for students, enlarged teaching staffs with fewer teaching preparations and more cost efficient combined operations, educational opportunities for learners will be increased and curriculum and learner outcomes will be more systematically developed.

The programs also ensure the involvement of all staff and parents/citizens in the development and implementation of a comprehensive plans for cooperation, consolidation, and collaboration activities. They also provide alternative means of dealing with issues that often prevent permanent school district reorganization, such as new school board formation, staff restructuring, and operational debt.

The intent of Educational Organization/Cooperation Programs is to facilitate through cooperative efforts the creation of more opportunities for student success, staff and curriculum development, cost-effective school district operations, and supportive school communities. This helps convince local school communities that continued cooperation and the pooling of resources through a permanent combination is in the best interest of students, staff, and members of those communities.

Because the consolidation of the delivery of services to families and children will have a fundamental impact on organizations and how Minnesota increases the effectiveness of programs on the lives of children and their families, the consolidation and the collaborative activities that are occurring in the delivery of programs and services to families and young children will be addressed in the Children and Family Support, Article 4 of this report.

Most education aid programs contribute to more than one system outcome and system goal. By promoting cooperation, consolidation, and collaboration among schools, community groups, and other local units of government, these programs contributes to four of the Department of Children, Families & Learning system *goals*:

- Learner Success
- Safe, Caring Communities
- Learning Readiness
- Finance

Additional Background Table 6.1: Number and type of school districts

Number and types of organizational/cooperative units used to create more opportunities for student success, staff and curriculum development, and cost-effective school district operations.

Description	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Number of Operating School Districts	423	411	392	379	362	355
Number of nonoperating School Districts	2	2	2	2	2	2
Experimental District (Pine Point)	1	3	1	1	1	1
Intermediate School Districts	3	3	3	3	3	3
Secondary Cooperative School Districts	2	2	1	2	2	1
Charter Schools			6	13	17	

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

Additional Background Table 6.2: Types of districts in cooperative activities

The table below represents formal cooperative organizations dedicated to general or specific purposes. For example, the table shows 9 formal special education cooperatives. In reality, 67 informal cooperative programs for special education programs exist to provide economies of scale in both services and management. 67 Directors of Special Education serve more than one Independent School District. Many cooperative organizations, such as Education Districts and Joint Powers authorities, provide special education services as well as other programs. Cooperation between school districts is accomplished in many ways and often not reported to the department. Many schools districts share teachers, cooperate in athletic programs and/or share superintendents. The opportunity to make any necessary arrangement to provide additional program options or improve management efficiency, has resulted in overlapping cooperative boundaries. This, coupled with inconsistency in political boundaries, results in meeting overload for school boards and district personnel. However, this cooperation does result in the provision of additional opportunities for students and improved cost effectiveness in the view of most local officials.

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Number of districts involved in combinations and consolidations	14	21	31	25	31
Number of Districts in Academic Pairing	141	136	113	89	63
Number of Cooperative Entities	34	34	33	31	27
Number of Miscellaneous Cooperatives	0	0	1	1	2
Number of Special Education Cooperatives	15	14	14	13	9
Number of Telecommunication Districts	9	11	12	12	13
Cooperation (1)	N/A	N/A	N/A	N/A	N/A
Number of Vocational Cooperatives	14	8	9	9	9

Source: Department of Children, Families & Learning Annual Education Directory -Data Management

(1) No data are currently available to measure the quality or amount of cooperation between school districts and/or other agencies. Data only reported membership in various cooperative organizations.

The decrease in the number of school districts is the result of districts successfully completing reorganization plans. The quality and amount of cooperation within the education system as well as with other human service agencies is currently not available.

Since cooperation and combination language was enacted in 1989, school reorganization has increased. For many years prior to 1988, Minnesota had 433 school districts. In F.Y. 1996, the number of school districts has been reduced to 362, a reduction that has 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 school of attendance changes as elementary and secondary programs are combined. This reorganization sometimes results in odd or illogical district configuration. This sometimes can result in parents open-enrolling their children in neighboring school districts which have schools closer to their homes. Reorganization does not always remedy this problem. This reorganization activity, however, has resolved the fiscal and educational problems faced by some school districts.

Although current consolidation law allows existing districts to be divided and reconfigured into new districts, this options has not been used. Community pride and tradition often prevail over the needs of students and transportation issues. Current reorganization legislation has been effective.

All districts that have participated in the cooperation and combination legislation and the consolidation transition program have submitted to the department plans detailing how the reorganization would effect student learning

opportunities, student achievement, and the fiscal management and fiscal health of the new district. Superintendents from small districts have stated that reorganization (pairing, cooperation, consolidation) has had positive effects on maintaining or increasing education opportunities for students. At this time, due to the scope, difficulty and extensive time required, no analysis on consolidation plans versus actual results has been done to the extent necessary to determine the true effect of consolidations on academic opportunities and academic achievement for students.

Additional Background Table 6.3: 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. Data is not available for non-special education shared staff.

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 predominately for the delivery of mental health services but do include other medical and correctional services to meet the needs of students with disabilities.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
Current Interagency Services			55	80	100	120
Joint Employment Districts/ Agreements	N/A	N/A	115	130	140	150
Co-Location District/Agreements	N/A	N/A	N/A	N/A	N/A	N/A
Number of Students	N/A	N/A	N/A	N/A	N/A	N/A

Source: Minnesota Department of Children, Families & Learning; Special Education

Additional Background Table 6.4: Number of school sites

The impact of consolidation and reorganization has decreased the number of school sites in rural Minnesota while at the same time many suburban school districts are constructing new school buildings. This results in a small decrease in the number of school sites since F.Y. 1991.

School Year	1990 -1991	1991 -1992	1992 -1993	1993 -1994	1994 -1995	1995 -1996
Elementary Schools	934	943	930	929	924	N/A
Middle Schools	77	87	109	109	120	N/A
Secondary Jr. High Sr. High Combined	500	487	462	457 86 174 197	455 16 175 199	N/A
Total Number of Schools	1,511	1,517	1,501	1,495	1,499	N/A

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

PROGRAM 7: EDUCATION EXCELLENCE

The purposes of these programs are to increase the capacity for all K-12 to achieve the Minnesota Graduation Standards, to establish state learner standards, to increase organization and program options for learners, to increase professional training for educational staff, to increase assessment, curricular and instructional options which support student achievement, to report results of both student and system success, to implement a statewide, standards-based, data driven process for continuous educational achievement, to utilize statewide, standards-based, data driven process for continuous educational achievement, to utilize state and federal funds to support student learning, to increase educational access, equity and excellence.

Because the coordination of delivery of services by the Department of Children, Families & Learning will have a fundamental impact on both system and student achievement and accountability, other coordinated activities results are addressed in Special Programs, Article 2 of this report. Student achievement and choice programs measures are addressed in General Education, Program 1 of this report.

Most education aid programs contribute to more than one system outcome and system goal. By promoting cooperation, consolidation, and collaboration among schools, community groups, and other local units of government, these programs contribute to four of the Department of Children, Families & Learning system goals:

- Learner Success
- Lifework Development
- Lifelong Learning

Student Data

Indicator: Participation
Measure 7.1: Advanced Placement

In Minnesota 7,278 students took 9,401 exams. Of the 7,278 students, 1,117 were in grades 9 and 10; 2,146 were in grade 11; and 3,873 were in grade 12. The number of AP students tested increased by 49 percent and exams taken increased by 45 percent. Ethnic students represent 1 percent of all Minnesota students testing in Minnesota. The following table illustrates the distribution by ethnic group:

	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995
Schools Funded	147	165	167	193
Students taking exams	3,830	4,434	4,890	7,278
Exams taken	4,874	5,794	6,491	9,401

Source: Department of Children, Families & Learning Learner Improvement

Indicator: Participation
Measure 7.2: Advanced Placement Participation by Ethnic Group

Ethnic Group	F.Y. 1994	F.Y. 1995	% Change
American Indian/ Alaskan	12	29	141
Black/Afro-American	40	50	25
Mexican American	15	28	86
Asian American	274	355	30
Puerto	4	6	50

Ethnic Group	F.Y. 1994	F.Y. 1995	% Change
Other Hispanic	15	26	73
White	4,132	6,222	51
Other	45	75	67
Not Stated	353	487	38
Total	4,890	7,278	

Indicator: Participation

Measure 7.3: Mathematics & Science Education: Percent of students taking high school science at three levels by graduation 1994

This table shows the percentage of high school students in Minnesota that take courses in several levels of science by graduation: chemistry, physics and biology. It is based on the publication State Indicators of Science and Mathematics Education, 1995, using data from the 1993-94 school year.

	Chemistry	Physics	Biology
Minnesota	53%	26%	86%
Nation	51%	22%	95 + %

Source: State Indicators of Science and Mathematics Education, 1995

Minnesota ranks 20th in the nation in this measure. The percentage of students that take chemistry by graduation is used as an indicator of the proportion of students in a state that progress to 3 years of high school science by graduation.

Indicator: Participation

Measure 7.4: Percentage of students taking high school mathematics at five levels by graduation, 1994

Two years of high school mathematics has been shown to be an important door to success in college, particularly for minority students. Analysis of college attendance and completion rates show that taking two years of high school mathematics is a strong predictor of whether minority students complete a college degree ³(Pelavin & Kane, 1990)

Percent	Algebra 2/ Integrated math 3	Algebra 1/ Integrated math 1	Geometry/ Integrated 2	Trigonometry/ Pre-calculus	Calculus/ Ap Calculus
Minnesota*	67%	87%	72%	71%	15%
Nation	60%	95%	65%	33%	10%

Source: State Indicators of Science and Mathematics Education, 1995

* State percent is a statistical estimate of courses taken by public high school students by the time of graduation based on the total course enrollment in grades 9-12 in fall 1993 divided by the estimated number of students in a grade cohort during 4 years of high school. The statistical estimating method is imprecise above 95 percent.

³Pelavin S. & Kane, M. (1990). Changing the Odds: Factors Measuring Access to College. New York: College Entrance Examination Boards.

Indicator: Accessibility

Measure 7.5: Mathematics and Science Teachers with Major as assigned field, Grades 7-12, 1991

Minnesota ranks second in the nation in the percentage of mathematics teachers with a major in mathematics grades 7-12, 1991. Minnesota ranks fourth in the nation in the percentage of science teachers with a major in science 7-12, 1991.

	% with major in Math	% with major in science	% with major or minor in math	% with major or minor in science
Minnesota	86	86	77	93
Nation	61	69	59	75

Source: State Indicators of Science and Mathematics Education, 1995

Teachers:

Minnesota colleges and universities continue to prepare more teachers than the demand requires. This, however, has been the case for many years. What is significant is the fact that Minnesota school districts continue to get slightly more than half of their new hires from the ranks of recent graduates. Over 50 percent of these new hires are products of the State University System. Low placement rates in many areas do not seem to affect the numbers enrolling in teacher education programs in those areas.

Enrollment data indicates that over the next five years there will be an 11.5 percent increase in average daily membership at the secondary level and less than two percent at the elementary level. Elementary enrollment should show a decline around the turn of the century. It is obvious that enrollment will create only a minimal demand for additional elementary teachers over the next five years. During that same time period, we can expect that between 350 and 450 new secondary positions could be created in each year of the next five years.

Licenses continue to be issued in record numbers. Again, over 6,000 first-time licenses were issued during the last fiscal year. The vast majority of these are recent graduates; however, some are experienced teachers moving into Minnesota. Last school year, Minnesota public school districts hired a total of slightly more than 2,000 first-time teachers. That included those prepared in Minnesota as well as those prepared in other states. Some of the first-time hires may have graduated before last year and were not able to find a position until now. It can be assumed that those who apply for a Minnesota license desire to teach here. It would appear as though about a third of those who get an initial license get a job in Minnesota.

As the number of first-time licensed teachers who do not find jobs are added to the pool of those holding valid licenses, the pool grows. Record numbers hold valid licenses. The number of provisional licenses issued is small. However, 71 percent of those are issued for special education. This is an indicator that Minnesota school districts still have some difficulty in recruiting special education teachers.

For a number of years it has been noted that fewer men are completing teacher education programs, fewer men are seeking licensure, and fewer men continue to hold valid licenses. Only 35 percent of those employed in Minnesota are men. Only 31 percent of those holding valid licenses are men and only 27 percent of those licensed for the first time in F.Y. 95 were men. Nationally, 28 percent of public school teachers were men in 1991. Fewer men will likely be teaching in Minnesota in the future.

In 1991, nationally, the median age of the public school teaching force was 42, the same as Minnesota. This year the average age of Minnesota public school educators was 43 and the median age was 44. What was different, however, is that the percent of those age 55 and over dropped slightly in F.Y. 95. Also the percent of those under age 35 is increasing. Over the past 10 years or so we have seen the force become considerably older. This may be the beginning of a reversal of that trend.

Those seeking employment as public school teachers in Minnesota will find an extremely competitive market. Elementary education majors will experience the most difficulty finding a job. Turnover remains relatively low. Each

year, Minnesota teacher education graduates alone far exceed the number of jobs that become available because of turnover.

Minnesota public school districts have not been able to recruit minority staff and it does not appear as though Minnesota colleges and universities have been able to substantially increase the number of minority students entering teacher education programs.

Measure 7.6: Teacher Production By Selected Fields

Field	1990-1991 Total Produced	Men	Women	1992-1993 Total Produced	Men	Women
Art	57	30%	70%	83	27%	73%
Business Education	89	43	57	48	31	69
Elementary	1,809	12	88	1,852	15	85
Language Arts	203	24	76	234	26	74
Mathematics	218	54	46	150	57	43
Music	102	34	66	104	37	63
Physical Education	203	53	47	174	68	32
Science						
- Earth	13	77	23	20	65	35
- Life	114	61	39	96	46	54
- Physical	35	69	31	19	63	37
Social Studies	247	67	33	266	62	38
Special education	138	19	81	154	11	89
World Languages						
- French	24	17	83	28	17	83
- German	19	58	42	14	14	86
- Spanish	33	12	88	45	22	78
All Other Grads	246	36	64	217	29	71
TOTAL ALL PROUCED	3,550	28%	72%	3,499	27%	73%

Source: Minnesota College and University Placement Association

Measure 7.7: Number of Licenses Issued By Gender in F.Y. 95

An examination of the data reveals that 22.5 percent of all licenses issued were to first-time applicants. An additional 3.5 percent of the licenses issued were for endorsements or additions to an already existing license. Table 7.7 shows the number of first-time licenses issued during the last fiscal year by selected fields. Note that larger numbers of women are being licensed in such areas as science and mathematics. There is a trend for increasing numbers of women to seek licensure in school administration. This is not true in social studies, an area that always has been dominated by men. Few men seek licensure in areas such as special education, elementary education, world languages and language arts. It is interesting to note that first-time licenses in elementary education showed a decrease of 7 percent over last year, an area that has a large oversupply in a competitive job market.

Type	Men	Women	Total
Standard	6,483	18,698	25,223
Standard (provisional)	110	295	405
Standard (substitute only)	44	281	283
Vocational	424	653	1,077
Limited Permits	76	154	230
Limited Permits (substitute only)	57	67	124

Source: Minnesota Department of Children, Families & Learning

Of all those who were issued a license for the first time in Minnesota, 37 percent completed their teacher education program outside of Minnesota. 63 percent of those who received their initial license were graduates of a Minnesota college or university. The remaining 37 percent come from all over the United States; however, large numbers do come from states that border Minnesota.

Elementary and Secondary Staff

Since the 1990-91 school year, enrollment increased 8½ percent. The total FTE staff employed in the Minnesota elementary and secondary schools increased slightly less than 8 percent. District staff increases appear to correspond to enrollment fluctuations. Note in Table 7.8 that there has been a slight decrease in administration while an increase has occurred in all other areas.

Gender

Table 7.8 demonstrates that the teaching profession remains a female dominated profession. Note that the number of female administrators has increased significantly during the past five years. There is also a percentage increase in several other categories. This trend is consistent with the increase in the number of females seeking licensure over males.

Measure 7.8: Percent of Employed Staff by Gender Teacher Production By Selected Fields

Field	1990-91			1994-95		
	FTE	Men	Women	FTE	Men	Women
Administration ¹	1,990	82%	18%	1,965	73%	27%
Other Administration ²	89	43	57	48	31	69
Support ³	3,250	38	62	3,483	39	61
Elementary Teachers ⁴	18,949	21	79	20,265	20	80
Middle School Teachers	2,097	55	45	3,538	47	53
Secondary Teachers	15,427	63	37	15,913	57	43
Special Education Teachers	7,258	16	84	7,843	16	84
Other Staff ⁵	220	18	87	476	09	91
TOTAL	50,376	36%	64%	54,576	35%	65%

Source: Minnesota College and University Placement Association

¹ Includes Superintendents, Assistant Superintendents, Principals and Assistant Principals

² Includes Directors, Supervisors, and other Administrators

- ³ Includes Counselors, Librarians/Media Generalists, Coordinators, Social Workers, Psychologists, School Nurses, Reading Consultants and Staff/Curriculum Development Specialists.
- ⁴ Includes Pre-K, Kindergarten, and Elementary Special Subjects
- ⁵ Includes Adult Education, Early Childhood Family Education, and Community Education.

School Dismissal Times

Indicator: Accessibility

Measure 7.9: Dismissal times for metro area Senior High Schools

The early dismissal times for senior high schools are the result of school districts starting the school day early in the morning. The study, *Patterns of Sleep and Sleepiness in Adolescents*, conducted by Dr. Mary A. Carskadon, and published in *Pediatrician*, 1990; 17:5 - 12, concluded that many adolescents do not get enough sleep due to school schedules (as seen most commonly as imposing earlier rise times as the school day begins earlier during the adolescent years). Part-time employment has a significant impact on sleep patterns of teenagers. Those who work more than 20 hours per week sleep less, go to bed later, are more sleepy, and drink more caffeine and alcohol. The consequences of the chronic pattern of insufficient sleep are daytime sleepiness, vulnerability to catastrophic accidents, mood and behavior problems, increased vulnerability to drugs and alcohol and development of major disorders of the sleep/wake cycle. Educational programs hold the promise of improving teenagers' sleep patterns through informing youth, parents and pediatricians about proper sleep hygiene and the risk of poor sleep habits.

The Minnesota Medical Association (MMA) is working with the American Sleep Disorders Association and other appropriate groups to develop and disseminate a survey to evaluate Minnesota school districts' response to the MMA's letter regarding early start times and to assess school hours, the inclusion of sleep-related materials in the school curriculum and the incidence of sleep-related accidents among students. The MMA approves development of an educational campaign explaining the need for more sleep in adolescence than during childhood, the biological shift to later sleep patterns in adolescence and the impact of inadequate sleep on driving safety and school performance. The MMA urges local school districts to eliminate early starting hours of school for teenagers.

Dismissal Time	Number of Schools
Before 2:00 p.m.	11
2:00 - 2:10	20
2:11 - 2:20	18
2:21 - 2:30	10
2:31 - 2:40	3
2:41 - 2:50	3
2:51 - 3:00	2
3:01 - 3:20	3
Total Number of Schools	70

Source: Data Management, Minnesota Department of Children, Families & Learning

Average dismissal time: 2:12 p.m.

Median dismissal time: 2:15 p.m.

Indicator: Accessibility

Measure 7.10: Dismissal times for metro area Middle, Junior and Senior High Schools

Dismissal Time	Number of Schools
Before 2:00 p.m.	18
2:00 - 2:10	25
2:11 - 2:20	28
2:21 - 2:30	24
2:31 - 2:40	22
2:41 - 2:50	18
2:51 - 3:00	13
3:01 - 3:20	13
Total Number of Schools	161

Source: Data Management, Minnesota Department of Children, Families & Learning

Average dismissal time: 2:28 p.m.

Median dismissal time: 2:30 p.m.

Measuring improved outcomes for children, families and communities is a difficult and complex task. Just as the needs of children need to be addressed within the context of their families and communities, any indicators or measures of change must also be viewed within that context. In order to determine if progress toward positive outcomes is being achieved, a broad array of indicators must be considered. The measures selected for this article are intended to represent a reasonable sampling of data, which, when viewed as part of a larger picture, will indicate the system's collective progress toward improving outcomes for Minnesota's children, families and communities.

PROGRAM 8: OTHER PROGRAMS

The purpose of this article is to provide revenue for school districts through various programs.

The following are measures of key indicators of these programs. Although these indicators do not specifically address expanded curriculum, support services, size of teaching staffs, these programs do provide required financial support that provides funding for improvement in the financial health of districts which indirectly has positive impact on districts providing quality and number of student opportunities.

NON-PUBLIC PUPIL PROGRAMS

Most education aid programs contribute to more than one education goal. By providing school districts with authority to fund obligations of the district general fund, this program contributes to two of the Department of Children, Families & Learning system goals:

- Learner Success
- Finance

Students that attend non-public schools in Minnesota qualify for services under eleven programs.

State Programs:

1. Non-public Pupil Aid (M.S. 123.931-123.947)

School districts are required to provide every school pupil in the state equitable access to secular study materials and pupil support services that complement the program of study the pupil regularly attends.

Under this program, districts are reimbursed for the costs incurred in obtaining the educational materials that are loaned to the non-public pupil or for the costs incurred in providing pupil support services to the non-public pupil. The maximum reimbursement is limited to an amount equal to the statewide average expenditure per public pupil in the second prior school year multiplied by the number of non-public pupils served. A 2 year inflation adjustment is included in the rate for the textbook, individualized instructional materials and standardized tests component. Districts are provided an additional 5 percent of the reimbursed amount to offset the cost of administering the program. School districts are not required to expend an amount for non-public pupils which exceeds the amount of the state aid payments.

2. Shared Time Program (M.S. 124A.034)

Non-public school pupils may be admitted by school districts to public school programs for part of the school day. These pupils earn a shared-time portion of General Education aid for the district.

School districts are required to provide special education programs for handicapped children. These programs must be made available to handicapped non-public school pupils, and the district receives a shared-time portion of General Education aid for these pupils.

3. Transportation Program (M.S. 123.76-123.79)

School districts are required to provide "equal transportation" to non-public school pupils. This means that the district within which a non-handicapped pupil resides must provide transportation for the non-public pupil within the district in like manner as that provided to the public school student residing in the district. Public schools are also permitted to transport non-public school pupils to regular shared-time programs and must transport handicapped non-public school pupils to and from the facility where special education is provided. Public schools must also provide non-public school pupils with transportation within the district boundaries between the private school and public school or neutral site for the purpose of receiving health and secondary guidance and counseling services provided to non-public school pupils.

4. School Lunch Program (M.S. 124.646)

State funds are used to meet matching requirements of the U.S. Department of Agriculture National School Lunch Program.

5. School Milk Program (M.S. 124.64)

State funds are provided to schools to pay, in part or in total, the cost of serving ½ pint of milk per day to kindergarten students. Eligibility is coordinated with the federal school milk program.

6. School Breakfast Program (M.S. 124.6472)

State funds are provided to schools to pay, in part or in total, the cost of serving breakfast to students.

7. State Income Tax Deductions (M.S. 290.001)

Taxpayers who itemize deductions may deduct from gross income the amounts they spend for tuition, secular textbooks, and transportation of dependents attending public or non-public elementary or secondary schools in Minnesota, North Dakota, South Dakota, Iowa, or Wisconsin. The maximum deductions are \$650 per dependent in Grades K-6 and \$1,000 per dependent in Grades 7-12.

Federal Programs

1. School Lunch Act and Child Nutrition Act

The state receives federal funds from the U.S. Department of Agriculture to provide better nutrition for students.

2. Block Grant(Title VI)

The Federal Block Grant program replaced several smaller categorical grant programs. Federal funds are available to schools to support educational program improvement in 6 targeted areas.

3. Teacher In-service(Title II)

Title 2 of the Elementary and Secondary Education Act (P.L. 98-377), and the Math & Science Act (P.L. 100-297) provide funds to school districts for training and retraining of teachers to improve instruction in the areas of mathematics and science. Non-public school teachers must be ensured equitable participation in the program.

4. Educationally Disadvantaged (ECIA) Chapter I, Basic, Title I

The state receives federal funds to encourage the participation of non-public students in Chapter I, which provides supplemental services to educationally disadvantaged students who live in areas of high concentrations of poverty.

Additional Background Table 8.1: Number of Non-public Schools

School Year	1990 -1991	1991 -1992	1992 -1993	1993 -1994	1994 -1995	1995 -1996
Number of schools	570	565	564	552	543	531
Elementary Schools	170	165	166	170	163	157
Elementary and Secondary	351	352	349	339	339	335
Secondary Grades Only	49	48	49	43	41	39

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

Additional Background Table 8.2: Non-public School Enrollment

	Fall 1990	Fall 1991	Fall 1992	Fall 1993	Fall 1994	Fall 1995
Total Enrollment	81,262	80,653	81,631	81,697	83,435	84,278
Kindergarten	8,493	8,374	8,553	8,676	8,828	8,139
Elementary	47,747	47,490	47,581	47,230	47,776	47,812
Secondary	25,022	24,789	25,497	25,791	26,831	27,327

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

Additional Background Table 8.3: Non-public Teaching Staff

	Fall 1990	Fall 1991	Fall 1992	Fall 1993	Fall 1994	Fall 1995
Number of Teachers (F.T.E)	5,126	5,267	5,265	5,404	5,452	5,529
Kindergarten	439	455	486	525	498	513
Elementary	2,784	2,887	2,875	2,886	2,969	2,938
Secondary	1,903	1,925	1,904	1,993	1,985	2,078

Source: Education Statistics Summary, Education Directory, Department of Children, Families & Learning, Data Management

PSEO REPLACEMENT AID

The purpose of the PSEO Replacement Aid program (M.S. 124.177) is to provide additional revenue for school districts that have a large percentage of students attending post-secondary institutions through the Post-secondary Enrollment Options program. Because of the eligibility requirements, only a few districts are eligible for this program. By providing additional revenue for small school districts whom budgets are adversely affected by students attending post-secondary institutions through the post-secondary options program, this program contributes to the financial health of districts.

Additional Background Table 8.4: District participating in the PSEO Replacement Aid Program

District Number	District Name	Net Annual Entitlement for F.Y. 1996
361	International Falls	\$64,763.85
593	Crookston	17,883.63
695	Chisholm	3,131.13
706	Virginia	24,794.45
2154	Eveleth-Gilbert	11,677.57

Source: Department of Children, Families & Learning Finance, Budgeting and Payments

PROGRAM 9: LIBRARIES

The purposes of the library programs are to ensure the State, as an integral part of its responsibility for the education and lifelong learning of its citizens, provides for library services and the sharing of information resources. Through state and federal funding, local communities are provided incentives to maximize access, use and sharing of library materials and efficient equitable library service. The business community growth and workforce training. Cooperation among all types of libraries is critical to achieve and ensure equal access for all children, young adults and adults. Through multi-type library cooperative programs, all types of libraries work together to create a network of technological and human linkages for the benefit of Minnesotans. A student in a school library can expect seamless access to community, state and work libraries and information.

An informed democratic citizenry needs government produced information. Children learning how government works requires access and availability of government information and publications. These programs provide for immediate access to government agencies, libraries, collections and services. Citizens seeking information and skills necessary to impact the direction of government services are served.

Libraries have automated, easy to use catalogs are connected to the Internet, have good collections of books, video cassettes, government publications, CDS and other materials. They also operate during adequate hours to serve their communities and meet the education and lifelong learning needs of our citizens. Outcomes of such an environment stimulate more reference questions and demands for delivery of information at the local level. At present, city and county funds underwrite the cost for 85 percent of public library services in Minnesota. State and federal funds support the balance. The State is challenged to meet its share of the increased demand due to technologies making materials more visible to citizens and promoting use across jurisdictional lines.

Under P.L. 89-522, eligible visually impaired Minnesotans receive braille and talking books. The books are produced by the Library of Congress, National Library Service and mailed postage-free. The state makes the materials available to its citizens. As the number of registered eligible borrowers grow, the demand for increased staffing and facilities at the state level grows to serve these individuals who have the same education and enrichment needs of other Minnesotans.

Access to state government collections such as the Library Development Services library and the Education Resource Center library is essential for improving the availability of government information to its workforce and its citizens. As an outcome, citizens participate in the political process and children learn the structure, function and purposes of government services.

Visually impaired Minnesotans and other physically challenged citizens need information and resources adapted for their use. Library programs provide recorded books, braille and other helping tools to provide for their education, training and lifelong learning and enrichment.

In order for Minnesota to meet the education and information needs of its citizens, libraries must be part of the planned technological development taking place. Citizens expect libraries to provide the instruction, access points and delivery of information to meet their needs. Libraries have to be on the "information superhighway" and the driving instructions for the people in their communities. Librarians need to be retrained to meet the technology based information demand from students, business-people and the public.

Program 9, Libraries, specifically contributes to five of the Department of Children, Families & Learning system goals:

- Learner Success
- Learning Readiness
- Information Technologies
- Lifelong Learning
- Lifework Development

The following are some the key indicators that show the development of and access to information sharing and activity in our libraries.

Indicator Type: Accessibility

Measure 9.1: Hours Open and Access Points to Library Resources

Continuation of federal and state funding for library grant programs is essential. While these funds provide just under 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.

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.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of public libraries with on-line catalogs of holdings	N/A	138	190	215	N/A
# of public libraries that offer dial-up access to on-line catalogs	N/A	81	130	175	N/A
# of public libraries that offer access to the Internet for the public	N/A	N/A	8	104	N/A
# of items in public libraries	16.0	16.4	16.9	N/A	17.9

Source: Department of Children, Families & Learning, Library Development and Services; US Department of Education, National Center for Education Statistics

All data is 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.

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

No data was collected on the number of people visiting public libraries until F.Y. 1991. Since then, the number of items checked out from Minnesota's public libraries has been increasing at the rate of a least 3 percent per year. The number of reference questions also has been increasing.

Indicator Type: Participation

Measure 9.2: Use of Minnesota Public Libraries

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of People Coming to Minnesota Public Libraries (in millions)	18.4	20.4	20.6	20.8	N/A
# of Items Checked Out From Public Libraries (in millions)	40.9	42.3	42.4	42.5	N/A
State Rank in Public Library Lending Per Capita	4	5	N/A	N/A	N/A
# of Items Used in the Library (in millions)	16.0	18.6	20.6	19.9	N/A

Source: Department of Children, Families & Learning, Library Development and Services; US Department of Education; National Center for Education Statistics

Indicator Type: Outcome

Measure 9.3: Reference, Questions Answered and Interlibrary Loan Activities

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of Reference Questions Asked in Public Libraries (in millions)	5.5	5.9	6.5	6.6	N/A
State Rank in Reference Questions Per Capita	6	4	N/A	N/A	N/A
# of Interlibrary Loans Filled (in millions)	.28	.30	.31	.31	N/A
# of Items Shared Across Regional Boundaries (in millions)	.33	.37	.40	.44	N/A

Source: Department of Children, Families & Learning, Library Development and Services; US Department of Education; National Center for Education Statistics

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 continue to implement such surveys on a regular basis.

Indicator Type: Accessibility

Measure 9.4: Materials Available to Visually Impaired Children and Adults

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.

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
# of Recorded Books	254,854	271,341	283,648	296,153	302,154
# of Large Print Books	1,316	1,705	2,863	4,239	4,389
# of Braille Books	6,606	7,558	7,390	7,704	6,705
# of Hours Open per Week	47.5	47.5	47.5	47.5	47.5
# of Staff Hours Required per Week	475.0	475.0	475.0	475.0	475.0

Source: Department of Children, Families & Learning, Library Development and Services

Persons who meet the criteria for visual impairment of 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.

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.

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.

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.

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

The ERC relies heavily on volunteers, students, and poverty program personnel to do the job.

Indicator Type: Participation

Measure 9.5: Number of persons who are blind or physically handicapped registered to use the Minnesota Library for the Blind and Physically Handicapped

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996
Registered Users	8,552	9,061	9,367	9,701	9,652
Items Loaned	262,776	280,604	293,901	308,096	313,248

Indicator Type: Accessibility

Measure 9.6: Hours open to public and sites available

Actual Performance	F.Y. 1992	F.Y. 1993	F.Y. 1994	F.Y. 1995	F.Y. 1996	F.Y. 1997
# of Items in Catalog LDS	7,580	8,800	9,050	9,375	9,725	10,075
# of Items in Catalog ERC	N/A	N/A	N/A	13,500	13,500	13,500
# of Hours Open LDS	40/week	40/week	40/week	40/week	40/week	40/week
# of Hours Open ERC	40/week	45/week	45/week	50/week	50/week	50/week
Participation						
# of Items Circulated LDS	7,586	8,150	8,044	8,125	6,721	6,800
Outcome						
# of Reference Questions LDS	1,048	1,164	1,195	1,209	1,170	1,200
# of Reference Questions ERC	N/A	N/A	N/A	2,000	2,000	2,000

Source: Department of Children, Families & Learning, Library Development and Services

PROGRAM 10: INFORMATION AND TECHNOLOGY

The purpose of these programs is to provide for state support to local school and community agencies to enhance technology for learning, teaching and community access. The legislative programs include a variety of technology initiatives that focus on access to information, sharing of courses, demonstration of technology utilization in instruction and access to data.

The technology programs promote building of infrastructure; integration of technology into teaching and learning; and access to accurate, comparable, timely data. These programs are operated in cooperation between higher education, K-12 libraries and community children's programs. These programs contribute to several Department of Children, Families & Learning goals:

- **Learner Success**
- **Information Technologies**

As the year 2000 approaches, there will be an increase in the number of courses available via ITV and satellite. Districts with these capabilities will be able to offer students an expanded list of course offerings. Network installation and operation best enables the development of computers in the classroom to be linked for sharing software applications among all students and teachers. Sophisticated networks will be important if schools are going to readily access video, data Internet and other types of technology tools.

The hardware and systems that carry information are often the primary focus of technology progress. The quantitative data in the tables that follow reveal progress in terms of access. However, the data does not show the quality of use and impact on learners. Currently, no measures show the effectiveness of technology in the implementation of the Graduation Standards or how technology allows more emphasis on complex tasks and engaged learning.

Technology requires technical expertise to ensure "transparent" operation of equipment, software and peripherals. The number of schools with on-site technical support is an indicator of the degree to which Minnesota schools value this role and support the position.

Indicator Type: Accessibility

Measure 10.1:

Transparent operation of technology requires sound, knowledgeable technical support of equipment, software and peripherals. Every school needs this level of support if they are to successfully operate a sophisticated technology environment. Some Minnesota schools have not yet recognized this need and are without a designated support staff. The percent of schools with full or part time technology support for teachers and learners by fiscal year indicates planned effort to provide the supportive environment necessary. The data does not reveal whether "part time" is adequate or whether the staff is receiving training and support in applications or hardware support only.

	F.Y. 1996	F.Y. 1997
Percent of Schools with Full or Part Time Technology Support for Teachers and Learning	10%	40%

Source: Minnesota Department of Children, Families & Learning; Information Technologies

Indicator Type: Participation

Measure 10.2: Minnesota classroom computer trends

The numbers of computers in Minnesota schools has grown over the past seven years. While numbers alone cannot determine the extent of use, they are indicators of availability. Access is the first step to use.

Although the number of classroom computers in Minnesota has grown significantly, Minnesota's national ranking has declined. While the acquisition of computers may be an observable sign of progress, the totals represent computers of all ages and types. Schools do not tend to upgrade computers. Instead, the schools use the computers until they are worn out. Obsolescence of technology in schools does not appear to play as large a role as in business. Data currently collected does not indicate computer availability for teachers. Although computer numbers are a measure of access, the creative approach and use of such tools support new approaches to learning.

	Minnesota Classroom Computers	National Students/Computer Rank
1989 - 1990	59,184	3
1990 - 1991	54,453	3
1991 - 1992	56,773	5
1992 - 1993	66,667	3
1993 - 1994	72,184	11
1994 - 1995	89,819	18
1995 - 1996	99,558	17

Source: quality Education Data, Inc., Denver Colorado

*Although the number of classroom computers in Minnesota has grown, significantly, Minnesota's ranking has declined. The totals represent computers of all types and age.

Indicator Type: Participation

Measure 10.3: National computer technology comparisons 1995 - 1996

PART I

Despite some difference between states in student to computer ratios questions of obsolescence, availability and use are unanswered by current data. The Children's Partnership, published in *America's Children and Information Superhighway: Skills for the Future*, 1995, estimated that 80 percent of all school computers are considered to be obsolete according to the U.S. Department of Commerce's Information Infrastructure Task Force.

State	Students/Computer	National Rank
South Dakota	6	1
Wyoming	6.0	2
North Dakota	6.8	3
Alaska	7.0	4
Kansas	7.3	5
Minnesota	9.1	17

Source: quality Education Data, Inc., Denver Colorado

PART II

The data show a student to computer ratio of machines capable of supporting CD-ROM, one of the most dramatic of the developments in technology in recent years. CD-ROM drives are used in 37 percent of public schools in the U.S., accounting for more than 15 million students. Public libraries and school media centers are especially active in acquisition and use of CD-ROM software.

State	Students/Multimedia Computer	National Rank
North Dakota	15.1	1
South Dakota	15.4	2
Georgia	16.0	3
Colorado	16.3	4
Kansas	16.6	5
Minnesota	27.6	20
U.S. Average	35.2	

Source: Quality Education Inc., Denver, Colorado

- * Multimedia computers are either Macintosh or have a 386 or better processor and are capable of supporting CD-Rom Drives and/or sound cards and video cards. States are not ranked on this measure by QED.

NOTE: A recent Minnesota survey of school districts indicated 33,215 computers 2 year or less in age

Indicator Type: Accessibility Measure 10.4: Infrastructure

In order for technology to effectively be incorporated into teaching and learning, districts and schools need an appropriate level of technology infrastructure. The data reflects the level of various technology tools available to teachers and students.

Number of School Districts with Internet Access: All Minnesota school districts need to have Internet access. In some school districts current Internet access may be limited to a single connection at the schools media center or administrative office. See the remaining explanations for projections on connecting school district's local area networks to the Internet.

Ratio of computers to students: Access to Internet enhances student and teacher ability to research and e-mail projects with other schools, both nationally and globally. However, high speed Internet and World Wide Web access requires the newest computers. Today, the student to computer ratio in Minnesota is 23 to 1. The table projects ongoing effort at improving that student to computer ratio. Without adequate access to computers, neither students nor teachers can be expected to best integrate technology as a tool for learning.

Number of school districts with interactive television capability: The table represents installation projections for two-way audio and video, interactive television.

Number of school districts with satellite downlink: This table represents the projected number of schools districts with the capabilities to receive television broadcasts via satellite.

Number of Districts with Network Access to Internet: District access to the Internet via a Local Area Network with workstations accessible to students and teachers provides viable access to the Internet. The table reflects the projected number of schools that will connect their local area network to the Internet.

Number of Districts with Local Area Networks: Local Area Networks connect computing equipment within one building, Wide Area Networks connect computing equipment from one building to another. The table projects the number of schools with local area networks connected to the Internet

	F.Y. 1996	F.Y. 1997
Number of School Districts with Internet Access	300	All
Ratio of Computers to Students (Computers purchased after January of 1994)	23 to 1	20 to 1
Number of School Districts with Interactive Television Capability	260	300
Number of Districts with Satellite Downlink	104	120
Number of Districts with Network Access to Internet	50	104
Number of Districts with Local Area Networks	40	104
Percent of Schools with Technical Support (Full/Part-Time)	10%	40%

Source: Minnesota Department of Children, Families & Learning; Information Technologies

Access to Internet enhances student and teacher ability to research and e-mail projects with other schools, globally. Today, the ratio of students to computers is about 23 to 1. This represents multimedia computers. Without adequate access to computers, neither students or teachers can be expected to best integrate technology as a tool for learning.

Indicator Type: Participation

Measure 10.5: Learner Success

The Learning Network of Minnesota is a state-wide backbone network with data and video transmission capabilities. This network will interconnect all Minnesota school districts, community and regional libraries. When completed, this telecommunications highway will provide support for teaching and learning, public access of information at library sites and the capability to share data among state and local education sites.

Number of Districts Participating in the Learning Network of Minnesota: When completed, all Minnesota school districts are projected to have access to both data and video connection to the Learning Network.

Number of Regional Libraries Participating in the Learning Network of Minnesota: When completed, all regional libraries are projected to have data connection to the Learning Network.

Number of Community Libraries Participating in the Learning Network of Minnesota. When completed, 360 Community Libraries (open 20 hours or more per week) are projected to have data connection to the Learning Network.

Number of Teachers Participating in the Standards Based Technology Training: Approximately 50,000 Minnesota teachers, principals and library staff need access to high quality, professional development that is focused on technology literacy and integration of technology with curriculum and practice to facilitate the teaching and learning recommended in state and national standards. The intent is to establish a Minnesota Learning Academy to coordinate the state-wide delivery of high quality, professional development focused on technology literacy and integration of technology through a four way partnership of the state, local school districts, educators and private vendors. The numbers in the table include projections of teachers trained.

	F.Y. 1996	F.Y. 1997
Number of Districts Participating in the Learning Network of Minnesota	0	100
Number of Regional Libraries Participating in the Learning Network of Minnesota	0	12
Number of Community Libraries Participating in the Learning Network of Minnesota	0	100
Number of Teachers Participating in the Standards Based Technology Training	0	5,000

Source: Minnesota Department of Children, Families & Learning; Information Technologies

The Learning Network of Minnesota (Telecommunications Access Grants) serve as the foundation for linking Minnesota citizens to world technology resources. When completed, this telecommunication highway will provide support for teaching and learning, public access of information at library sites and the capability to share data among state and local education sites.

Grants for F.Y. 1995 were focused at development of individual learning plans for students. Districts and schools receiving grants included the Chaska district, Minneapolis district, several districts from Northwest Minnesota, including Thief River Falls, Pelican Rapids, Karlstad-Strandquist and Fosston.

3. Data

Indicator Type: Outcome

Measure 10.6: The number of school districts and children's programs directly reporting data electronically to the Department of Children, Families & Learning

MARRS, STARS and UFARS are the anchor systems used by the Department of Children, Families & Learning to collect and process student, staff and financial data for the department business process. Currently, the majority of data is captured electronically, but forwarded to the Department of Children, Families & Learning via tape. As the technology infrastructure improves, the capability for electronic transfer to these systems increases. The data reflects the level of sophistication of Department of Children, Families & Learning reporting technology for data.

	F.Y. 1996	F.Y. 1997
MARRS	19	30
STARS	19	30
UFARS	19	30
Discipline Data	100	200

Source: Minnesota Department of Children, Families & Learning; Information Technologies

APPENDIX 1: Key Measures

Key indicators, identified through consensus meetings across the state, are underlined.

Goal: Learning Readiness: Children will start school ready to learn.

Key Programs: 1) General Education
2) Special Programs
3) Community & School Services
4) Children & Family Support

Outcome Measures:

Location of Measure

- percent of ECFE parent participants reporting positive change Measure 4.3
- Measures of early reading successes (Measures of first grade readers by end of year) . . . Data Not Available
- Number of potential learning problems identified and addressed before school entry Measure 4.1

Participation Measures:

- Availability of child development programs (e.g., early intervention programs, Head Start) Measures 3.5, 4.1, 4.2, 4.5
- Percent of children/families served in ECFE Measure 4.1
- Percent of eligible children served in Learning Readiness Measure 4.2
- Percent of eligible children served in Head Start Measure 3.5
- Percent of eligible children/families served in Special Education Program 2

Accessibility Measures:

- Availability of child development programs (early intervention, Head Start) Measures 3.5, 4.1, 4.2, 4.5
- Percent of families having access to multi-agency family centers Data Not Available
- Child care assistance programs (Human Services) Measure 4.5

Goal: Safe, Caring Communities: Children will live in safe, accessible, violence-free, caring environments.

Key Programs: 1) General Education
2) Special Programs
3) Community & School Services
4) Children & Family Support

Outcome Measures:

- Student behavior data impact (at-risk behaviors e.g., vandalism, fighting, shoplifting, family violence) Measures 3.2, 3.3
- Resiliency behaviors (e.g., relationship with caring adult, participation in after school activities) Data Not Available
- Child Care services data Measure 4.5

Participation Measures:

- Participation in service learning Measure 5.1

Accessibility Measures:

- Transportation safety data Measure 1.29
- Fire safety status of public schools Measure 1.32
- School Building Accessibility Measure 1.33
- Construction of new school facilities Measure 1.34
- School climate (positive learning experience) Data Not Available
- Adequacy of facilities Measures 1.30 - 1.34

Goal: Healthy Children: Children will be physically and emotionally healthy.

Key Programs: 3) Community & School Services
4) Children & Family Support

Outcome Measures:

Location of Measures

■ Results of preschool screening	Measure 4.1
■ Student alcohol/drug use data	Measure 3.3
■ Child Abuse data	Measure 4.4
■ Child Care data (Human Services)	Measure 4.5
■ Emotional health variables (from Minnesota Student Survey)	Data Not Available
■ Measures of anti-social behavior	Measure 3.2
■ Vision and hearing screening	Measures 3.5, 4.1, 4.2
■ Measures of physical fitness	Measures 3.5, 4.1, 4.2

Participation Measures:

■ Participation in school lunch and breakfast programs	Measure 3.4
■ Participation in summer food program	Measure 3.4
■ Participation in child care food program	Measure 3.4

Accessibility Measures

■ Accessibility of meals in school programs	Measure 3.4
■ Accessibility of summer meals	Measure 3.4
■ Accessibility of meals in child care programs	Measure 3.4
■ Number of family service collaboratives	Measure 3.4

Goal: Stable Families: Individuals in poverty will be supported and all families will provide a stable environment for their children.

Key Programs: 3) Community & School Services
4) Children & Family Support

Outcome Measures:

■ Number of households with threatened "no-heat" situations who maintained service	Measure 3.9
■ Percent savings from installed weatherization measure through the weatherization program	Measure 3.10
■ Percent of households using transitional housing programs who moved into permanent housing	Measure 3.8
■ Percent of households still found residing in permanent housing one year after graduating from transitional housing	Measure 3.8
■ Percent of children completing the Head Start program who, as a result of health and developmental screening, have identified needs met	Measure 3.6
■ Percent of families completing the Head Start program who as a result of a family needs assessment, have identified needs met	Measure 3.6
■ Percent of children enrolled in Head Start program with up-to-date immunizations	Measure 3.5

Participation Measures:

■ Number of households served by Economic Opportunity programs	Measure 3.7
■ Number of households served by the Energy Assistance programs	Measure 3.9
■ Number of households served by the Weatherization program	Measure 3.10
■ Number of persons utilizing Transitional Housing programs	Measure 3.8
■ Percent of eligible families being served by Head Start program	Measure 3.6

Accessibility Measures

■ Percent of persons requesting shelter who were able to access it	Measure 3.8
■ Number of children and their families on waiting lists for head start program	Measure 3.6
■ <u>Distribution and range of family socio-economic status within neighborhood school and district boundaries</u>	Data Not Available

Goal: Teaching & Learning: Students of all ages and abilities will have access to learning opportunities that will enable them to attain the level of learning provided for in the graduation standards.

Key Programs: 1) General Education
2) Special Programs
7) Education Excellence
10) Libraries
11) Technology

Outcome Measures: (including disaggregated information by socioeconomic status, disabilities, race/ethnicity, and length of time enrolled)

	<u>Location of Measures</u>
■ <u>Performance on state graduation standards</u>	Measures 1.2, 1.3
■ <u>Performance on standardized achievement tests</u>	Measures 1.4, 1.5, 1.6, 1.7, 1.8
■ <u>Rates of graduation, school completion and dropout rates</u>	Measure 1.10
■ <u>Post-school employment status</u>	Measures 5.2, 5.3, 5.4
■ <u>Expulsion rates</u>	Data Not Available
■ <u>Impact of remedial/comp. ed. programs</u>	Measures 2.17, 2.19
■ <u>Parent satisfaction with school</u>	Data Not Available
■ <u>Student satisfaction with school and teachers (e.g., preparation for post school endeavors)</u>	Program 5
■ <u>Employer and higher education satisfaction with school preparation</u>	Data Not Available
■ <u>Post-school plans of seniors (e.g., education, career)</u>	Measures 5.1, 5.2, 5.3, 5.4
■ <u>Measures of comprehensive curriculum and services to all students</u>	Data Not Available

Participation Measures:

■ <u>Rates of enrollment in post-secondary education and training</u>	Measures 5.1, 5.2, 5.3, 5.4
■ <u>Average daily attendance of students</u>	Program 1
■ <u>School district enrollment</u>	Program 1
■ <u>Advanced placement participation, PSEO, IB</u>	Measure 7.1
■ <u>Participation in compensatory education</u>	Measure 2.16
■ <u>Participation in special education programs</u>	Program 2
■ <u>Participation in basic skills summer school programs</u>	Data Not Available
■ <u>Students attending alternative schools or charter schools</u>	Background Section
■ <u>Number of library visits</u>	Measure 9.2
■ <u>Extracurricular activities</u>	Data Not Available
■ <u>School-to-work programs</u>	Measure 5.1, 5.2

Accessibility Measures

■ <u>Pupil/teacher ratios (by special/general education, subject and grade level)</u>	Measure 1.24
■ <u>Special Ed. compliance</u>	Measure 2.6
■ <u>Desegregation compliance</u>	Measure 2.24
■ <u>Length of school day (Dismissal times)</u>	Measures 7.9, 7.10
■ <u>Length of school year</u>	Measure 1.14
■ <u>Availability of AP/IB or college (PSEO) courses</u>	Data Not Available
■ <u>Availability of compensatory education (e.g., Title I, AOM or other reading/math/language arts assistance programs)</u>	Measures 2.18, 2.19
■ <u>Availability of basic skills summer school programs</u>	Data Not Available
■ <u>Variety of school program choices (e.g., magnet, other enrollment options)</u>	Program 1
■ <u>Measures of availability of a wide range of courses and services to meet student needs</u>	Data Not Available

Location of Measures

- Degrees, areas of certification and endorsement of teachers
(teacher licences/availability) Measures 7.6, 7.7,
- Teacher quality/attitudes Data Not Available
- Teacher instructional techniques (special education/special population) Data Not Available
- Number of teachers engaged with students in curriculum activities (aids or assistants) . . . Data Not Available

Goal: Information Technology: Schools and communities will use current and emerging information technologies to increase learning and support teaching.

Key Programs: 1) General Education
2) Special Programs
10) Libraries
11) Technology

Participation Measures:

- Number of districts that use computers and technology to track graduation standards . . . Data Not Available
- Number of school libraries in shared library automation systems and networks Data Not Available
- Percent of districts collaborating with higher education in the delivery of courses through the utilization of technology Measure 10.5
- Number of students participating in K-12 or higher education courses through the utilization of technology Data Not Available
- Number of items shared across regional library system boundaries Measure 9.3

Accessibility Measures

- Availability of technology (computers, Internet, science labs) Measures 10.2-10.5
- Number/Percent of districts linked to Internet Measure 10.4
- Number/Percent of teachers participating in technology in services Measure 10.5
- Number/Percent of classrooms with computers Measure 10.2
- Ratio of computers to students Measure 10.3
- Number of schools with interactive television capability Measure 10.4
- Number of schools with satellite downlink Measure 10.4
- Number of schools with local area networks Measure 10.4
- Number of districts with full or part-time technical support for teachers Measure 10.4
- Number of districts participating in learning network of Minnesota Measure 10.5
- Number of public libraries that have public access to the Internet Measure 9.1
- Number of public libraries with ITV capabilities Data Not Available
- Number of school and public libraries with on-line shared catalogs Measure 9.1

Goal: Lifework Development: Youth and adults will have the knowledge and skills to be productive workers and citizens in a global economy.

Key Programs: 1) General Education
2) Special Programs
4) Children & Family Support
5) Lifework Development
7) Education Excellence
10) Libraries

Outcome Measures:

- Educational attainment of persons 25 years and over Measure 5.6
- School-work transition for children with disabilities Measure 2.4

Location of Measures

- Percent and number involved in work based/service learning Measure 5.1
- Post-school follow-up data on students in the workplace Measures 5.3, 5.4
- Percent of students enrolled in college Measure 5.5
- Percent of teens not in school, not in the labor force, ages 16-19 Measure 5.4
- Reference questions and interlibrary loans answered and filled Measure 9.3

Participation Measures:

- Participation in advanced or college courses Measures 5.4, 5.5
- Participation in vocational/work experience programs Measures 5.2, 5.4
- Number of library visits Measure 9.2
- Number of registered visually impaired users Measure 9.5
- Number of items borrowed Measures 9.2

Accessibility Measures

- Availability of vocational/career/work experience programs Measure 5.2
- Number of items in library collections Measure 9.1

Goal: Lifelong Learning: Minnesotans of all ages will have lifelong learning and quality library services and opportunities.

- Key Programs:
- 1) General Education
 - 2) Special Programs
 - 3) Community & School Services
 - 5) Lifework Development
 - 7) Education Excellence
 - 10) Libraries

Outcome Measures:

- Number and percent of adults who achieve high school equivalency (GED and Adult Diploma) Measure 3.1
- Number and percent of adults who achieve self-sufficiency (get off public assistance) Measure 3.1
- Number and percent of adults who gain employment or gain better employment Measure 3.1
- Number and percent of Minnesotans achieving their "continuous learning" personal goals through formal community education involvement opportunities and library access Measure 9.2
- Number of adults with high school diplomas or GED Measure 5.6

Participation Measures:

- Number and percent of Minnesotans using public libraries Measure 9.2
- Number and percent of public libraries that offer access to Internet for the public Measure 9.1
- Number of library items loaned to persons who are blind or physically handicapped Measure 9.4
- Number and percent of Minnesotans participating in community education programs Measure 4.6
- Number and percent of adults participating in Adult Basic Education (GED, ESL and ABE) programs Measure 3.1

Accessibility Measures:

- Items available in library collections Data Not Available

Goal: Finance/Management: The state will provide sufficient funding of services for children, families and learners while encouraging fairness, accountability, and incentives toward quality improvement. Schools, community groups, and other local units of government will manage fiscal resources for the most effective and efficient delivery of services for children, families and learners.

- Key Programs: 1) General Education
 6) Education Organization/Cooperation

<i>Outcome Measures:</i>	<u>Location of Measures</u>
■ Number of districts with negative fund balance	Measure 1.18
■ Improved efficiency and increased opportunity through competition	Data Not Available

<i>Participation Measures:</i>	
■ Number of districts providing co-located services	Measure 6.3
■ Data on facility construction	Measure 1.34

<i>Accessibility Measures</i>	
■ <u>Per pupil expenditures/per program expenditures (e.g., administration/leadership, fringe benefits, instructional program/service, operations/maintenance, transportation, staff development)</u>	Program 1
■ Level of equalization	Program 1
■ Changing number of school districts	Measure 6.1
■ Revenue received by source (e.g., state, federal, local)	Program 1
■ Adequacy of facilities (e.g., age, square footage)	Measures 1.30-1.34
■ Employees, total number, by type (administrative, instructional, support)	Measure 7.8

APPENDIX 2: Description of the Sections

First Section

In the first section, the nine system goals are directly correlated to the goals established for the department. The department goals were jointly determined through department and legislative collaboration. Under each goal, a list of highlights for the associated measures pertaining to each goal are presented.

Second Section

The second larger section contains an extensive list of measures grouped by major program area. These measures include detailed information including data tables where data is available.

Appendix 1: Key Measures

This appendix identifies the key measures with their associated goals. The selection of these measures incorporates information collected by the University of Minnesota through a series of consensus building meetings across the state. These meetings gathered feedback from teachers, school administrators, parents, representatives from community organizations and others as to what the key measures for determining the performance of the system should be. While the final list from the University will not be complete by the time this system report is due, the highest priority measures from the consensus meetings at this point in time are represented here. Additional measures have been added to round out any missing areas and to reflect measures that are also key according to national literature on the topic.

References to more detailed information for each key measure in the second section are identified.

Emphasis has been made throughout the process to focus on outcome measures that determine how well the system is performing rather than activity measures that count the number of times a process is used. Often, the information for these activity measures are readily available while outcome measures are not. This is true across the nation in similar reports. For this report, there are instances where the outcome measures are still being developed. In others, the development has not started. Since developing the means to assess and collect data for outcome measures that have not yet been developed will require extensive initial and ongoing research and process time, the costs associated with the establishment of a measure must be weighed with the benefit gained by its use. Therefore, careful consideration has been given to the presentation of key measures for which the support data does not currently exist.

Appendix 2: Description of Sections -- This appendix describes the content of each major section and appendix.

Appendix 3: Technical Appendix -- This appendix describes calculations for dropout rates.

Appendix 4: Definitions -- This appendix provides definitions for various tables in section 2.

APPENDIX 3: Technical Appendix

To calculate the cumulative cohort dropout rate the following formula was used:

$$1-(1-W)(1-X)(1-Y)(1-Z)*100$$

W = Annual Dropout Rate in Grade 9

X = Annual Dropout Rate in Grade 10

Y = Annual Dropout Rate in Grade 11

Z = Annual Dropout Rate in Grade 12

Using the annual dropout rates for grades 9, 10, 11 & 12 in 1994-95, this formula would be:

$$1-(1-.0258)(1-.0504)(1-.0596)(1-.0721) = .1928 * 100 = 19.28\%$$

APPENDIX 4: Definitions

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 Department of Children, Families & Learning. It 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 Department of Children, Families & Learning on fall staff assignment reports. It 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.

Definitions for UFARS Data

1. **Prekindergarten Handicapped**
ADM of prekindergarten students enrolled in special education programs
2. **Kindergarten**
ADM of students enrolled in kindergarten classes.
3. **Elementary, Grades 1 - 6**
ADM of students enrolled in grades 1-6, including students in elementary-level ungraded and special education classes.
4. **Secondary, Grades 7 - 12**
ADM of students enrolled in grades 7-12, including students in secondary level ungraded and special education classes.
5. **Total**
Total ADM of all district residents, prekindergarten through grade 12; this is the total of columns one through four. End of the year average of the number of resident pupils enrolled.

PUPIL DATA

6. **Percent Minority**
The percentage of the district's students who are of Native American, Alaskan, Black, Asian or Hispanic ancestry.
7. **Percent Attendance**
The average ratio of days attended to days enrolled for all students in the district.

TAX CAPACITY RATES

These figures show the tax burden, expressed as a percent of tax capacity, for school district property taxes payable in 1991 through 1994. For example, taxes payable in 1994 provide revenue for the 1994-95 school year.

8. **Auditor Percent**
The actual school district tax rate as determined by the county auditor. With a rate of 5 percent, a property owner would be taxed \$5 for each \$100 of tax capacity. Because of the differences in property assessment levels between counties, comparisons of auditor tax rates among districts may be misleading. This figure includes additional tax rates for special intermediate districts (287,916 and 917) where they are part of the tax burden.
9. **Equalized Percent**

This tax is computed by multiplying the auditor percent (item 8) by the market sales ratio. This ratio is equal to the market values, as determined by the local assessor, divided by actual selling prices. For state assessed properties, such as utilities, the ratio is 1.00.

Equalized percents are computed to compensate for varying assessment practices. Thus, when making interdistrict comparisons, these rates provide a more valid comparison.

Revenue Percentages

These three columns show the percentage of each district's revenues from the federal government, the state government, and local and other sources. The percentages are based on all 1993-94 revenue reported by each district, except for proceeds from sales of real property and equipment, insurance recoveries, sales of bonds, loans and interfund transfers.

10. Federal

The percentage of revenues from the federal government, whether paid directly or through another governmental unit.

11. State

The percent of revenues from the Minnesota State Government.

12. Local and Other

The percentage of revenues from local and other sources. This category includes revenues from property taxes, interest, rent, gifts, tuition, fees, and other revenue not classified as either federal or state.

1993-94 EXPENDITURES PER PUPIL IN AVERAGE DAILY MEMBERSHIP (ADM)

Columns 18 through 22 show each district's expenditures in 16 different categories, divided by total ADM. Columns 18 through 30 include all expenditures for the indicated purpose, except related capital expenditures.

13. District and School Administration

Expenditures for the school board and for the office of the superintendent, principals, and any other line administrators who supervise staff.

14. District Support Services

Expenditures for central office administration and central office operations not included in district and school administration (see item 13). Includes expenditures for business services, data processing, legal services personnel office, printing, and the school census.

15. Regular Instruction

Expenditures for elementary and secondary classroom instruction, not including vocational instruction (#16) and exceptional instruction (#17), and for co-curricular and extracurricular activities. Includes salaries of teachers, classroom aides, coaches and expenditures for classroom supplies and textbooks.

16. Vocational Instruction

Expenditures in secondary schools for instruction that is related to job skills and career exploration. Includes expenditures for home economics, as well as industrial, business, agriculture and distributive education.

17. Exceptional Instruction

Expenditures for instruction of students who, because of atypical characteristics or conditions, are provided educational programs that are different from regular instructional programs. Includes expenditures for special instruction of students who are emotionally or psychologically handicapped, gifted and talented, or mentally retarded; for students with physical, hearing, speech and visual impairments; and for students with special learning and behavior problems.

18. Instructional Support Services

Expenditures for activities intended to help teachers provide instruction, not including expenditures for principals or superintendents. Includes expenditures for assistant principals, curriculum development, libraries, media

center, audio visual support, staff development and computer assisted instruction.

19. Pupil Support Services

Expenditures for all noninstructional services provided to students, not including transportation and food. Includes expenditures for counseling, guidance, health services, psychological services, attendance and social work services.

20. Operations and Maintenance

Expenditures for operation, maintenance and repair of the district's buildings, grounds and equipment. Includes expenditures for custodians, fuel for buildings, electricity, telephones and repairs.

21. Food Service

Expenditures for the preparation and serving of meals and snacks to students.

22. Pupil Transportation

Expenditures for transportation of students, including salaries, contracted services, fuel for buses and other expenditures.

23. Other Operating Programs****

Expenditures for general fund district's operations by not assignable to other programs. These can include federally funded community education services, property and liability premiums, principal and interest on noncapital obligations and nonrecurring costs such as judgements and liens.

24. Total PK-12 Operating Expenditures

The total of the eleven preceding categories of expenditures (columns 18 through 28). This figure includes all expenditures incurred for the benefit of elementary and secondary education during the 1993-94 school year, except capital and debt service expenditures.

25. Community Services

Expenditures for recreation, civic activities, adult education early childhood education. Or similar programs which are not conducted primarily for elementary and secondary students and for noncredit summer school programs.

26. Capital Outlay

All capital expenditures charged to the operating funds plus expenditures charged to the district's capital expenditure fund.

27. Building Construction

All expenditures charged to the operating funds plus expenditures charged to the district's capital expenditure fund.

28. Debt Service

Expenditures for repayment of long term debt (see # 37) including payments of principal and interest on bonds and capital loans.

OTHER MEASURES PER ADM

29. Operating Fund Balance

This figure is a measure of the district's financial condition at the end of the 1993-94 school year and of how many resources are available to be used in future years. It is equal to the sum of the undesignated balances on June 30 of the fiscal year, from the four operating funds (general, food service, pupil transportation and community services), excluding the amount of statutory operating debt. This balance is then divided by ADM.

**** Most school districts included all expenditures for employee benefits in the same UFARS programs as the employees' salaries. Thus, for example, health insurance for the superintendent is included with *district and school administration* (column 18) and benefits for teachers are included with instructional programs (columns 20, 21 and 22). Other districts incorrectly report all expenditures for employee benefits separately; for these districts, the expenditures show up in *other operating programs* (column 28). Because of this difference in accounting practices, there is significant variation in the amounts reported in column 28.

30. Change in Fund Balance

The difference between the district's operating funds balance on June 30 of the current year (see #29 above) and on June 30 of the previous year, divided by current year ADM. This is essentially equal to the difference between the district's 1993-94 revenue and expenditures, for the four operating funds combined. Thus, a negative number indicates the district's expenditures in the operating funds were greater than its revenue.

31. State and Local Operating Costs

This figure is also called adjusted maintenance cost. It used to measure the portion of the overall cost of Public PK - 12 education which is financed from state and local sources. It is computed as follows:

Sum of general, food service and agency fund expenditures,
Plus textbook expenditures from the capital expenditure fund,
Minus transfers between funds,
Minus revenue from the federal government,
Minus revenue from sale of feed and materials,
Minus admission fees and gate receipts from school activities,
Minus special education tuition.

This total is then divided by ADM.

32. Long Term Debt

The amount of long term debt outstanding on June 30 of the fiscal year, divided by the ADM. Long term debt includes bonds and capital, debt service and energy loans from the state.

Beginning with the 1993-94 school year, ending June, payables for the following one included:

- separation and severance pay,
- special assessments,
- capitalized levies, and
- compensated absences

33. 1992 Adjusted Net Tax Capacity

The 1993 adjusted net tax capacity of the district divided the ADM resident pupil units. This figure is an indicator of the district's ability to raise revenue through local property taxes.