

1969

GOVERNANCE  
of PUBLIC  
EDUCATION  
in the TWIN CITIES  
METROPOLITAN AREA

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## FOREWORD

This document represents the outcome of a graduate seminar on Metropolitanism in Education conducted at the University of Minnesota in the Summer of 1968. This collection of papers reflects the broad concerns dealt with by the seminar. There are reflected, in several instances, differing points of view regarding issues in the governance of public education in metropolitan areas.

The papers have been collected in this form for the express purpose of contributing to knowledge and understanding of issues. It is the hope of all the students involved that this recording of their considerations will be useful in that regard.

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Part I

RATIONALE FOR THE REORGANIZATION  
OF EDUCATION IN THE METROPOLITAN AREA

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This is a study of public education in the seven-county Twin City Metropolitan Area (TCMA). Because this area does not exist in a vacuum, an understanding of its problems requires a broad "overview" of Twentieth Century urbanization and those forces -- many of them uncontrolled -- which have changed and continue to change the national and world urban scene so drastically in the last few decades. The TCMA is a young area in terms of national chronology, and consequently it may seem unreasonable to contend that the area has outgrown the forms of government which served so well less than one hundred years ago. But change in government and public administration in general has not kept pace with the phenomenal growth in technology and population which society is experiencing, and it is now time to consider those forces which -- taken together -- call for a rational consideration of reorganization of public education in the TCMA.

Change is difficult to bring about, for in the wake of change awaits uncertainty in the untried and the new. What must be realized about some forms of institutional reorganization, however, is that increased freedom and autonomy may be achieved by those who have the courage to be both innovative and practical. The concept of centralized government has always been difficult for Americans to accept, and citizens of the United States cherish their right to make those decisions which pertain directly of their way of living, especially their schools and public services. But one need look no farther than New York City to realize how shortsightedness and lack of control in municipal planning have robbed the citizens of those rights and opportunities which inherently should be theirs.

New York, the largest urban agglomeration in the world, now has close to fifteen million people in its Standard Metropolitan Statistical Area.

Without a comprehensive urban government, little -- if anything -- has been done to provide adequate transportation facilities for the 2.3 million workers who daily inundate the business area south of 61st Street on Manhattan Island. To the north of the business area, residents of Harlem -- now numbering 1.2 million Negroes and over 600,000 Puerto Ricans -- are forced into an increasingly congested area as population grows and the business area expands. Middle class workers are abandoning deteriorating housing in suburbs (such as Queens) constructed during the interwar period and are moving farther away from the core city. The result is the creation of "exurbia," a suburban sprawl produced by relatively prosperous refugees from the city who desire the amenities of "country" living. But these newer communities experience dire financial stress, affluent as they are, because residents perceive it very difficult to support the heavy local expenditures -- especially for schools -- caused by the rapid influx of young parents with growing families. As a consequence exurbia establishes zoning laws to limit the number of newcomers in turn forcing new "exurbanites" farther and farther away from the core city in their search for community.<sup>1</sup> This means that commuters spend more and more time traveling to work on facilities which have not been properly planned. And, even more disturbing than the developing urban sprawl, nearby two million Americans continue to live in the city center in conditions which deprive many of them of fundamental rights and turns the city into a blighted area for all who use it.

Can effective urban planning become a reality? Is it possible for Metro areas to control their problems to enable residents to recapture the diminishing advantage of urban life? A striking example of rational approach to the urban dilemma may be found in England, where as early as 1938

Parliament created a "green belt" around London to interrupt the urban sprawl which was devouring the countryside. "New towns" were planned beyond the green belt for citizens and businesses which could not be housed at the desired density in London itself, and a massive effort was launched to rebuild the most run-down areas. In 1965, the Greater London Council was created to administer the broader functions appropriate to the area as a whole (with a population of more than eight million), while the thirty-two London boroughs into which the area is divided were assigned the more local functions. The Inner London Education Authority deals with educational planning over an approximately 200 square mile area at the center of the population density. (A map of this area appears overleaf.)

The seven-county Twin City Metropolitan Area does not suffer from the problems of Twentieth Century urbanization to the same degree as does New York. In 1960 the population of the Twin City Standard Metropolitan Statistical Area was 1.5 million compared to 15 million in New York, with 305 governmental units in the former compared to more than 1400 in the latter. However, there are a number of problems in the TCMA which -- if not handled with the creative rationality that characterized London's approach -- will make living as difficult in a few short years as it now is on the East Coast.

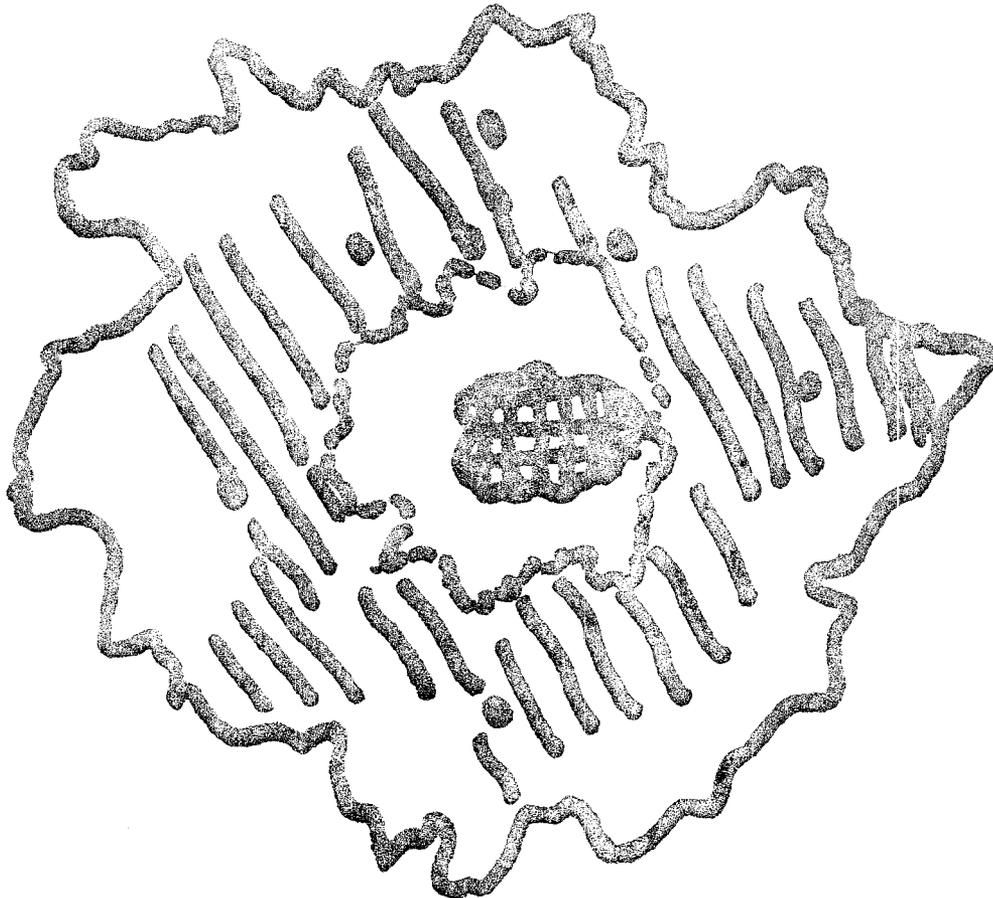
#### INEVITABILITIES WHICH STRAIN CURRENT ORGANIZATIONAL PATTERNS

##### A. Growth

Population growth is creating the most obvious strain on current organization in the TCMA. The population of the seven-county metropolitan area is expected to reach 2.8 million by 1985, an increase of 1.3 million <sup>in</sup> twenty-five years.<sup>2</sup> The projection of population growth by counties is as follows:

THE LONDON REGION

(from Hall, The World Cities, p. 35)



0 20 miles



Inner London Education Authority Area



Green Belt



New Towns



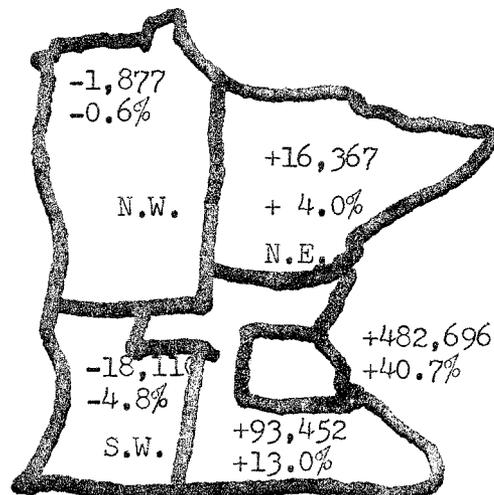
Boundary of Greater London Region



Boundary of Greater London Conurbation

<u>County</u>	<u>1960</u>	<u>1967</u>	<u>1985</u>	<u>% increase</u> <sup>3</sup> <u>(1967 - 1985)</u>
Anoka	85,916	138,285	233,600	63%
Carver	21,358	26,677	54,786	106
Dakota	78,303	119,716	281,684	135
Hennepin	842,854	950,071	1,315,890	39
Ramsey	422,525	468,074	640,262	36
Scott	21,909	29,041	51,593	79
Washington	52,427	75,344	199,075	165

Given the rate of population increase nationally, the projection of 2.8 million for 1985 may be accepted as realistic; if anything, it underestimates the concentration of population which may be expected seventeen years from now. If a population which has taken more than one hundred years to accumulate is going to nearly double in one-fourth of that time, enormous demands are going to be placed on the taxpayers to provide adequate and equalized educational facilities and opportunities for the young. These demands will be generated most dramatically in the peripheral counties where growth will be four and one-half times as fast as in the two core counties of Hennepin and Ramsey. While Hennepin and Ramsey population will not grow as greatly in comparison to present size, they will nevertheless amass the greatest numerical increase during the twenty-five year period. The population change on a statewide basis from 1950 to 1965 is shown in the following:<sup>4</sup>



The largest percentage of increase in school age population will occur outside of the two core counties. The greatest single change in age composition from 1950 to 1960 in the TCMA was a 9% increase of people under 20 years of age; in 1950 there were 372,000 (31%) in this category, and in 1960 the number had increased to 604,000 (40%). But accompanying this change is the presence of a higher proportion of middle-aged and elderly people in Minneapolis and St. Paul than in the Metropolitan area as a whole.

In addition to the growth experienced by all parts of the TCMA, the period from 1950 to 1960 witnessed a marked shift in population in the two core cities according to race. In 1960, a non-white population of 27,000 resided in the SMSA with Negroes comprising approximately three-fourths of the total number (20,000). Hennepin County contained 58.1% of this group (15,660), with only 1.2% (324) living outside of Minneapolis; Ramsey contained 40.5% of the non-white population, with .7% of the total for the SMSA living outside St. Paul. White Orientals, Indians, and Spanish Americans have not been concentrated in a specific area or areas; Negroes have difficulty finding housing outside of three areas close to the loop in Minneapolis and one area in St. Paul. During the decade from 1950 to 1960, the non-Negro population in these four areas decreased at a rate five times that of the increase of Negroes.<sup>2</sup>

Area	Negro pop.	Negro pop.	Non-Negro pop. '60	Non-Negro pop.
	'60	change '50 '60		change '50 '60
Near North Mpls.	4410	+1171	19,849	-8414
South Central Mpls.	4549	+2843	30,066	-6720
South Loop, Mpls.	1285	+ 550	13,485	-6736
Central, St. Paul	7005	+1985	11,273	-10334

A non-white population of 45,000 is predicted by 1970. As mentioned in the Metropolitan Planning Report, the fact that Negroes are limited in their ability to settle throughout the metropolitan area, together with related socio-economic issues, makes the question of race relations and housing policies a very important one in the future of the area.

B. Equality of Educational Opportunity and Allocation of Financial Support

Equality of educational opportunity and the availability of financial support must be discussed together, but the two terms are not synonymous. Some students more than others need to have more money spent on their education, if they are to realize their full potential. The amount of money spent per pupil is an important index of a given school district's effort to provide access to educational opportunity, but it is not the sole criterion nor even necessarily a valued one for determining quality of education. For example, for most disadvantaged (minority) pupils, improvement in quality of school facilities will have more of an impact on improved performance than would similar improvement of facilities for advantaged (majority) pupils.<sup>5</sup> On a national basis, Negroes have less access to facilities that enhance education -- such as science laboratories and well-stocked libraries -- than do white students. Negro students, often coming from large families where fewer parents have finished high school, can do a great deal more with a few very good books and teachers than can their white contemporaries who -- on the whole -- have experienced such advantages in abundance.<sup>6</sup>

However, as important as facilities and teachers are, the single factor with the strongest bearing on a pupil's achievement is the academic motivation or lack of it. If housing patterns enforce segregation of

minority groups, and if it is true that the parents of students in such areas have had less education, then probably it will be true also that the children who go to school there will not be as motivated academically as those from white neighborhoods where advantages are more abundant. A smaller percentage of Negroes will have the opportunity, or be selected on the basis of previous experiences and achievements.

Of course, equality of educational opportunity does not break down along race lines alone. As Domian points out in Education 1967, equality of educational opportunity has a great deal to do with school size. Forty-four percent of the school districts operating elementary and secondary schools in the state of Minnesota have fewer than 300 high school students and together accommodate less than eleven percent of the secondary school students in the state.<sup>7</sup> District enrollments reflect the quality of teacher preparation, teacher load, and the employment of special personnel, with the larger districts being more capable of offering the best program.

Domian recommends that the State enforce the establishment of a school district with an optimum enrollment of 10,000 in grades 1 - 12 and a minimum enrollment of 1500 in isolated areas. He mentioned that school size should be maintained at the following levels:

Grade Level	Minimum enrollment	Best enrollment	Maximum enrollment
Secondary Schools			
Grades 10-12	750	1,200	1,300
Grades 7-12	600	-	1,250
Grades 7-9	500	750	1,000
Middle Schools			
Three or four grades	500	750	1,000
Elementary Schools			
Six grades	150	500	720

(from Discussion Guide for Education 1967, p. 12)

Equality of educational opportunity is to be rendered feasible, according to Education 1967, by strengthening the state's role in the local-state partnership and establishing a base amount for 1965-'66 at \$578 per weighted pupil in average daily membership. This weighted membership would be computed as follows: kindergarten, 0.5; elementary, 1.0; secondary, 1.25; area vocational-technical, 1.50. The state would provide funds on the basis of educational need and financial ability of the districts, and would also provide funds for building and maintenance. Local districts would be encouraged to go beyond established minimum standards enforced by the state. In these ways, flexibility would be provided to meet the needs of individual districts.

Whether recommendations such as Domian's will be adopted by the State Legislature, or whether school districts will merge on a more local level -- such as that of the TCMA -- is, of course, not discernable at this point. All informed parties, however, should be able to agree that some form of help must be given to a district with low valuation per pupil. These districts, in order to support even a minimal educational program, must sometimes make an effort nearly  $4\frac{1}{2}$  times greater than school districts with a high valuation per pupil. The full impact of urbanization makes each segment of a metropolitan area fully dependent on the "products" of the other segments, for if "agglomeration New York style" is to be prevented in the TCMA all sectors must work together to establish the most desirable urban environment possible.

#### EXAMPLES OF EMERGING DEMANDS WHICH CAN BE MET EFFECTIVELY UNDER CURRENT ORGANIZATION

There are numerous ways in which school districts could cooperate to reduce duplication of effort and improve quality of service. Discussion here will be limited to six examples of problem areas in which cooperative

ventures have already been made on a relatively small scale. Changing relationships between teachers, school administrators, and school boards will form a seventh topic for brief examination.

In the first six problem areas outlined below, increased cooperation between autonomous units has produced fruitful results. Through the pooling of resources, educational opportunity and services -- which would have been too expensive for individual school districts -- have been provided.

A. Vocational schools

Area Vocational-Technical Schools are designed, and receive financial assistance to compensate for serving an area much larger than the local school district.<sup>8</sup> State and local authorities coordinate their planning to finance and produce programs of vocational-technical education for eventual job placement on a state-wide basis.

By 1980, the enrollment in Area Vocational-Technical Schools in Minnesota is expected to be 32,932, six times as great as the 1965 figure of 5,547. In 1967, the 8072 learning stations, or spaces required to accommodate one student during a six-hour shift in the 26 state schools, received 181.11% utilization.<sup>9</sup>

A brief look at the past and projected trends of employment in Minnesota by occupation group is instructive in learning why vocational-technical education is in great demand.

Minnesota Employment by Occupation Group  
1950-1975 (in thousands)

<u>Occupation group</u>	<u>1950</u>	<u>1960</u>	<u>1975</u>
Professional, tech.	99.9	146.8	236.7
Mgrs. Office, Proprietors	101.3	106.9	137.9
Clerical & kindred	137.7	177.4	251.4
Sales workers	82.2	94.2	123.5
Craftsmen, foremen & kindred	143.5	155.2	197.2
Operatives & kindred	160.3	181.6	209.4
Service	104.0	141.5	268.8
Laborers	55.4	49.3	48.2
Farmers, farm mgrs., laborers & foremen	259.1	180.3	122.9

(same source as previous table)

These figures indicate the rapidly increasing need for skilled operators and technicians, while employment for unskilled workers has declined sharply. Vocational school output at present is not sufficient to fill the demands of industry, as this table of job vacancies illustrates:

<u>Occupation</u>	<u># of continuous vacancies open more than 30 days</u>	<u>% of cont. vac. open more than 30 days</u>	<u>Forecast national employment growth</u>
Technical Elect. Tech.	75 - 99	80%	Rapid
Office Secy. Acct./Aud.	100 - 149 100 - 149	40% 70%	Rapid Rapid
Trades & Indust. Machinists Aircraft mechanics	200+ 25-49	80% 60%	Moderate Slow
Health Occupat. Pract. nurses Med. & dent. tech.	200+ 75 - 99	80% 80%	Rapid Rapid
Distributive ed. Sales	200+	70%	Moderate

(from same source as above)

### B. Data Processing and Computer Laboratories

In 1965, the Suburban School Service Joint Board (composed of six independent school districts in Hennepin County) initiated a plan under Title III of the Elementary and Secondary Education Act which was to have become the first stage of the eventual establishment of a State education information system. At the outset, the plan was designed to provide a program for 325,000 pupils and 16,000 professional staff members in 38 public school districts and private schools.

The goals desired, as delineated in the planning grant, are as follows: (1) The development of coordinated supportive data services to improve guidance and counseling programs; (2) Making available modern equipment and trained personnel to develop and conduct pilot programs in instructional use of computers in academic areas; and (3) Development of procedures and priorities to provide for the establishment of a total educational information system to support the instructional function of public and non-public elementary and secondary schools.

Federal support for the entire project (\$56,000) was requested under Title III. The SSSJB planned to subcontract the program to the Educational Research Development Council in order to make use of facilities and resources at the University of Minnesota.<sup>10</sup>

### C. Job Performance of Young Workers in Relation to School Background

Financed by the research program of the Office of Manpower, Automation, and Training, U.S. Department of Labor, Educational Research and Development Council sought to develop an approach toward using the job environment in evaluating both general and vocational education.

The persons involved in this study were high school graduates who had not had any post high school training. A measure was sought of the relationship between high school achievement and aspects of the persons' satisfactoriness on their first full-time jobs. "The job, as a major part of life, must increasingly become a place where outcomes of education other than vocational skills are exercised. Intellectual and artistic fulfillment, and the meeting of social and civic responsibilities are increasingly recognized as ends in themselves in the job environment."

The instigation and design of this study emphasize the need for most high school follow-up studies to assess the education offered from grades 1 - 12.

#### D. Cooperation for Health in Individual Life Development

Another Title III project by the SSSJB, this effort has been postponed because of reductions in federal spending. The purpose of the study was to combine the efforts of school, home, and community to provide a psychologically responsive climate for youngsters in the non-public and public schools involved in the study.

Sample problems for the study included sex education, child development, use of alcohol, drug abuse, personality, abnormal behavior, and social and cultural forces. Research would be performed in such areas as school dropout, delinquency, truancy, unwed mothers, referrals to mental health centers and family service agencies, low academic achievers, discipline problems in the school, contacts with school nurses and counselors, etc. In-service training was to be provided for school personnel, who would attend workshops to develop better insight into their own roles; improve their skills; and provide greater sensitivity to the needs of children.

Communication was to be stressed between school personnel and religious, law enforcement, medical and social welfare agencies, and the parents. Workshops for community growth were to be conducted in the same way as in-service training, and follow-up studies were to assess the impact of the program in the schools and community.<sup>12</sup>

#### F. Need for Systems and Personnel Evaluation

Little has been done to find a method of evaluating school programs and administration. By involving the greater TCMA, ERDC hoped to compare differences between school systems and to draw conclusions as to the extent, type, and quality of the differences.

The study was designed especially to help the elementary school principal gain some insight into his own actions. Criteria for judgement, situational factors affecting performance, and effectiveness of performance were all considered.

#### G. Teacher -- Administrator -- School Board Relations

The growth of the NEA and AFT could be treated as one of the inevitabilities which strains the current organizational pattern. At the same time, the demand being pressed by the teachers for a rethinking of their relationship with administrators and school boards could be one of the most potent forces in changing the current organizational alignment.

The effectiveness of the economic bargaining power of any group is contained in five components: the members must be irreplaceable; employees must be critical to the operation of the organization; the cost of disagreement for the employer must exceed the cost of agreement; employees must be aware of the first three points; and the employees must have the militancy and the cohesiveness to strike.<sup>13</sup>

Legislation has been enacted by the state of Minnesota which recognizes that a "professional relationship" exists between teachers and school boards,

and the Legislature has prescribed the method by which teachers may bargain with school boards on matters regarding conditions of professional service. If teacher organizations and school boards are unable to arrive at solutions through collective bargaining, a method of arbitration is provided by law. The recommendations of the adjustment panels are not to be binding on all parties.

It is clear that Smythe does not think any decisions are binding on organizations which possess the five characteristics enumerated above. If teacher organizations develop the requisite degree of cohesiveness and militancy, they should form the most potent force in any effort to reorganize education in the metropolitan area.

The power presently possessed by teacher collectives may be described as emergent. The NEA has set out to accomplish what other professional societies, such as the American Medical Association, have done: (1) to set standards for admission; (2) to set and enforce standards of performance; (3) to improve the quality of service in the field of knowledge which the profession commands; and (4) to influence public policy to improve the conditions under which the service is surveyed. The AFT states three objectives: (1) to improve salaries, work conditions and fringe benefits; (2) to gain a share in educational policy-making for teachers; and (3) to realize broad social objectives.

Representatives of teacher organizations maintain that the evolution of the teachers' leadership role in the unions and in the field of education has been a natural one, proceeding from such leaders as Horace Mann to college presidents and professors, thence to principals and supervisors and finally the classroom teachers. If, indeed, "it is a natural and normal evolution that

those (i.e., the teachers) who had the most to give, the most to receive, from the activities of the organization should begin to take them over,"<sup>13</sup> then teachers may provide the insight and leadership needed to both adapt to and provide leadership in urban education.

#### RESPONSE TO THE PROBLEM

Through Title III of ESEA, the United States Office of Education has come to view itself as a catalyst for change, with innovation and change being sponsored by the federal government as goals in themselves. At the same time, due to changes enacted in Title III in July, 1968, the USOE has supplemented regional and local power by making the states responsible for long-range planning in the use of Title III funds. The USOE hopes to accelerate the movement toward regionalization by causing "school districts and educational organizations to join together across state boundaries to attain common educational goals."<sup>14</sup>

The Minnesota State Legislature has created the Metropolitan Council which is charged with the creation of comprehensive development guides which "...shall recognize and encompass physical, social, or economic needs of the metropolitan area and those future developments which will have an impact on the entire area including but not limited to such matters as land use, parks and open space land needs, the necessity for and location of airports, highways, transit facilities, public hospitals, libraries, schools (emphasis added), and other public buildings."<sup>15</sup>

Finally, there have been discussions recommending the creation of a Metropolitan Area School Boards' Council which would be comprised of members of all the school districts in the seven-county area and which would redraw district lines according to general population, available educational facilities, and other points of similarity between school districts within what would be called a "representative salary district." A salary schedule

recommendation would be made for the entire area, and might include recommendations on such matters as working hours, class load, and fringe benefits.

It would appear that the first seeds which could lead to reorganization of metropolitan education are being sown in the TCMA. Their progress and growth will depend on the cultivation of a citizenry which is alert to and sympathetic with the evolving needs of urban areas in the Twentieth Century.

- <sup>1</sup> Peter Hall The World Cities (New York: McGraw-Hill, 1966), pp. 182-217.
- <sup>2</sup> Metropolitan Planning Report No.11, March 1962
- <sup>3</sup> U.S. Bureau of Statistics, 1960 Census; Minneapolis Tribune, October 25, 1967.
- <sup>4</sup> Discussion Guide for Education 1967, p. 1.
- <sup>5</sup> James S. Coleman Equality of Educational Opportunity (Washington: U. S. Government Printing Office, 1966), pp. 290 ff.
- <sup>6</sup> Coleman, p. 21.
- <sup>7</sup> Otto E. Domian Education 1967 (Minneapolis: Bureau of Field Studies and Surveys, University of Minnesota, 1968), pp. 271 ff
- <sup>8</sup> Guide for Educational Planning of School Buildings and Sites, (St. Paul: Minnesota Department of Education), p. 97.
- <sup>9</sup> Division of Vocational Education, Minnesota Department of Education, 1968, p. 53
- <sup>10</sup> Planning Grant Suburban School Services Joint Board, 1965.
- <sup>11</sup> Howard E. Bergstrom, Job Performance of Young Workers in Relation to School Background (Minneapolis: Educational Research and Development Council, 1966) p.lx.
- <sup>12</sup> Cooperation for Health in Individual Life Development, Title III proposal, Suburban School Services Joint Board, 1967.
- <sup>13</sup> Cyrus F. Smythe Teacher-Administrator-School Board Relationships (Minneapolis: Educational Research and Development Council, 1966).
- <sup>14</sup> Norman E. Hearn, United States Office of Education in a speech entitled Title III and USOE, February, 1968.
- <sup>15</sup> Metropolitan Council Act, Minnesota Session Laws 1967, Chapter 896.

Part II

ORGANIZATIONAL STRUCTURE FOR DEVELOPING  
A METROPOLITAN EDUCATIONAL AGENCY

Ray Powell



There are few problems in American society more crucial and of more immediate concern than those related to the present administrative structure of education at the elementary and secondary levels, particularly in the rapidly growing metropolitan areas. A great deal of research attention has been focused on the consequences of segmentation of school districts and other numerous and varied governmental units within these areas. Invariably such studies conclude that there is need for "reorganization," that many of the difficulties are traceable to grant multiplicity of community effort and that many of the operations could be accomplished much more efficiently at the metropolitan level.<sup>1</sup>

What governmental structure at the metropolitan level will facilitate the development of a varied and dynamic system of educational enterprises, capable of producing high-quality educational services? Securing and maintaining a quality educational system is a general value which can be achieved only as smaller and more specialized values are realized.

#### Criteria for Building a System

Criteria for building a metropolitan education system would have to do with the educational program finance, and consumer interests in the area.<sup>2</sup>

The educational program values include:

- a. maximum diversity in response to variation in educational needs.

The public schools have been established with the general expectation that it will acknowledge the existence of a wide range of diversity in the educational needs of its student body and that it will provide general and specialized programs sufficient to accommodate these large-scale differences. The challenge resides in the structuring of an educational government sufficiently flexible and

comprehensive enough to meet the wide range of expectations that are held for it.

- b. achieving of structural flexibility, in order to realize any program advantages in economics of scale - economics which derive from organizational size, large or small. Some educational functions such as the operation of an elementary school - can best be provided through small-scale enterprise which provides substantial freedom and independence at the local levels. On the other hand, the educational park with perhaps 15,000 students would require a much larger scale of operation.
- c. the ability of a school system continuously to alter and to improve its programs. It is essential that the educational system be capable of identifying emerging needs, re-designing programs to meet such needs, and generating thrust for improvement in the process.
- d. the lodging of program decision-making as closely as possible to affected constituency. It is important that decisions be made as close to the "grass-roots" as possible, since it is generally accepted that decisions so made will be better and more likely to receive public support.

The financial values included in the criteria have to do with those financial resources of the area which are available for the support of schools. Such values include:

- a. the efficient aggregation of resources. The best educational government for the metropolitan area is the one that is efficient in the accumulation of resources and creative in the location of

resources available for but not currently being applied to the support of schools.

- b. the equalization of revenue burden. Equality of support based on uniform assessments and/or formulas of collection must be realized. Great disparities exist among and within geographical and governmental units, even within metropolitan areas. Since it is unlikely that the courts can or will act soon because of the many implications involved, the resolution of present inequities necessarily rests with lay and professional educational leaders.
- c. the perfection of mechanisms for differential distribution of resources. Certain types of education - the education of physically, mentally, and emotionally handicapped youngsters, compensatory education for disadvantaged children, and the like - are more expensive than others. Education is moving increasingly to differentiated "general" programs, more specialization, sharper definition of weaknesses, refined programs of remediation, and taskforce-type attacks on program weaknesses. The goal, then, is to create an organizational system of government which can expedite the differential use of resources.
- d. the development of mechanisms for decentralizing the responsibility of defining educational program needs and of effectively attending the responsibility for budget construction. To achieve the wide range of objectives confronting the various districts within the metropolitan area, the organizational structure must possess strong leadership at the neighborhood level. The expectation must be

implanted that local districts are to assume and be capable of considerable independence in need-definition and program development. Building-level administrators should maintain a sustained press on higher scholars of organizational hierarchy to obtain the resources necessary to carry on their individual programs.

- e. to insure best return on each dollar invested. The means to measure the output in relation to goals and objectives established on the basis of educational needs must be highly comprehensive, and adaptable to every district in the metropolitan area. Schools are in business primarily to educate boys and girls, and young men and young women. Every district must be informed on how well it is meeting this challenge and, just as importantly, to use this information to more adequately revamp and program the educational objectives for the coming year.

A number of citizen (consumer) values must be realized by each community and also must be a part of the criteria. These include:

- a. extending citizen (consumer) opportunity for effecting educational policy. Extensive, intensive and meaningful participation for all citizens who wish it must be anticipated, planned for, and activated. Without such participation schools may suffer the subsequent apathy and unconcern on the part of its public constituency.
- b. acknowledging and responding to a very wide variation in consumer demands for education. The school government must be so structured that citizens can agree to support schools differentially if they choose to do so and that any variation in demand can be efficiently administered.

It is recognized that the achievement of the goals for a metropolitan governmental unit for education is not entirely a matter of organizational structure. Much depends on the desires of the people, the quality of the leadership provided, and support resources that are available. However, such values of structure as described above will provide maximum opportunity for productive response from all components involved.

#### Premises that Point the Way

Another very significant set of factors that must be foremost in all considerations proposing the development of a metropolitan agency for education are those premises of human relationship, of paralleling circumstances, of accepted patterns of administration, of legislative experiences, and of other governmental designs which can be brought into a position of supporting and enhancing the acceptance of this new type of educational unit. In other words, everything that is "already going for us" must be nurtured, maintained and strategically used in every way possible.

A listing of such premises could be almost endless and quite comprehensive, and, of course, circumstances would continually modify its makeup. The first that should be mentioned is a deep and legitimate desire by the public to control its public schools and to keep the local district as the basic unit of the educational system.<sup>3</sup> Indeed, to a great extent, there is no American educational system except in terms of local districts.

A second premise of utmost significance is the precedent of a number of recent instances whereby the state legislature did establish for particular purposes, special area-wide districts in the seven-county area, and to which were granted among other things the power to levy taxes.

Closely aligned with increasing metropolitan awareness is a third premise - the many trends point to continuing expansion of metropolitan planning and development accompanied by increasing legislative perception as to its feasibility and with a more broadly-based political support.

The fourth premise details the many evidences that the voting public is being exposed and involved more and more in "metropolitan" considerations. The more knowledgeable that citizens become concerning all aspects of metropolitanism the more likely they will become a positive participant in its development.

The fifth premise is of major importance. The educational capability of the local district must be enhanced, not threatened, with the realization of a metropolitan authority. Any indication that this new agency would likely diminish, remove, or nullify local control of the schools would immediately create a negative resistance in the community. Exhaustive efforts must be exerted to insure that the district image is not only maintained but nurtured and accentuated.

Closely linked to the extreme sensitivity of the local district towards keeping its image intact, the sixth premise stipulates that the school board members, the superintendent, and the principals - particularly those in the suburban areas - must feel confident that their positions of influence are being reinforced and strengthened rather than being replaced or disregarded. The same can be said for the other leaders in the community.

To be highly successful, reorganization of smaller districts into fewer but larger districts must come about because the people in the districts truly desire it. The seventh premise indicates that incentives for reorganization must be so promising and worthwhile through accrual of

substantial advantages to the local districts that such districts will clamor for reorganization. Such incentives would include materials and facilities which alone they cannot afford, specialized services which alone they cannot realize, and standards of educational capability which cannot be attained. And, even so, reorganization would become a reality then only after the metropolitan unit "had gotten off the ground" and sufficiently long enough to show tangibly and very realistically that "it can, in fact, fly." This perhaps, would take as long as twelve to fifteen years. In other words, the plan for developing a metropolitan district, initially, must not depend on having a reorganized area in order for it to be workable. Rather, reorganization of any consequence should be expected only after the intermediate district is successfully operating.

Finally, there is great political and other influential strength held by many professional and governmental organizations closely related to plight-ridden education in the Metropolitan area. Among these of special significance would be Educational Research and Development Council, Metropolitan Council, Minnesota School Boards Association, Minnesota State Board of Education, Minnesota State Department of Education, Upper Midwest Research and Development Council, Minnesota Education Association, Minnesota Federation of Teachers, and various groups of governmental offices including the mayors, county commissioners, city councils, chambers of commerce, and members of the state legislature. The eighth premise insists that unless the combined strength of a majority of these organizations is gathered in favorable support the realization of a Metropolitan agency for education will be highly improbable. There must be a decided effort, indeed, a highly organized campaign, beginning in the initial planning stages, and continuing throughout the development of the plan, to convince these organizations of the

merits of and the needs for the agency. It goes without question that their political thrust will be felt by the voters and it is imperative that such influence favor the adoption of the agency.

#### Primary Goal

The primary goal for developing a metropolitan agency for education in the seven-county area is to accommodate in a single governmental unit the advantages of centralization for area-wide action to meet large-scale general educational needs, and the coordination of other functions to enhance and accentuate community and neighborhood action in meeting local and special educational needs.

#### Alternatives of Organizational Make-up

The organizational make-up of a metropolitan educational agency depends on the functions that it is to perform.<sup>4</sup> First among the possible alternatives would be the abolishing of all present school districts and replacing them with one independent school district, or "educational authority." All of the seven-county area would be included. The governing body would be a board of control very much the same as a regular board of education, with a superintendent as chief administrative officer. The functions of the authority would include area-wide planning, collecting and distributing all revenue, providing centralized accounting and computer service, and developing specialized services for exceptional children on a metropolitan basis. The overall area would be divided into sub-districts, each headed by an associate superintendent.

A second alternative would abolish all of the existing political units as well as all school districts and create a comprehensive governmental agency for the entire seven-county metropolitan area which would provide for

all governmental services. Organizational structure for the educational function would closely approximate that suggested for the first alternative, except that the educational board of control would by necessity be responsible to the metropolitan board of control and dependent on it for fiscal support.

With much apprehension towards the formidable task of dissolving or reorganizing local districts, the third alternative would super-impose an intermediate school district over the seven-county area leaving the current local district structure almost completely intact. The intermediate district would be empowered by the legislature to carry out certain functions for or in conjunction with the local district while leaving each local district almost complete freedom in the operation of its schools. The intermediate district would be controlled by a Metropolitan Education Commission made up of equal representation from the cities and suburbs and elected by the voters. An intermediate district superintendent would manage the operation. Functions of the new district would include collecting and distributing revenue, school site acquisition, and facility construction, research and planning, special education services, and selected centralized services. Local districts would still elect boards of education to operate their schools and superintendents would still be hired to manage them. A strong advisory structure would be established to insure maximum and effective in-put and feed-back communication and relationship between each local district, other closely related groups and organizations, and the Commission.

A fourth alternative would establish a Metropolitan educational authority to provide only specialized functions. These could include special services for exceptional children, collecting and distributing all revenue,

recruiting and training personnel, planning and research, and conducting adult education.

A fifth alternative would establish a cooperative Metropolitan Educational Authority. The present school districts would remain intact and the participation in the Authority would be on a voluntary basis with costs being shared accordingly. Its function would be limited to research projects, surveys, and developmental activities.

A final alternative would establish a Metropolitan Educational Authority for the specific purpose of school district reorganization. Its only function would be to effect reorganization of smaller districts into fewer but larger, more effective, districts.

In considering which of the many alternatives might be the most effective organization for the Twin Cities Metropolitan area, (assuming, of course, that once selected such could be brought about) it would seem that the one most likely to achieve the primary goal for an effective level of school-municipal interaction<sup>5</sup> would be a plan that:

- a. has a sense of community, a sense of local identity and commitment;
- b. a healthy structure of group life;
- c. open channels of communication;
- d. a framework of connectives and pre-existing institutional arrangements;
- e. professional administrators with confidence, breadth of perspective, and considerable freedom of operation; and
- f. a nagging social situation to force the hands of the system.

### Conclusions

In view of all aspects presented relating to the development of an area-wide educational agency - criteria for building a metropolitan system, premises that support and point to the way, primary goal for developing such an agency, and alternatives for organization --- the writer believes the most logical direction to be followed is to create a Metropolitan Intermediate

School District as briefly outlined in the third alternative above. Its development is entirely feasible and can be realized in the near-foreseeable future. Its structure is based on accepted and precedented administrative and governmental design, and, of all the alternatives proposed, could be accomplished with the least change to present patterns of operation, control, and power structure of existing government. A more specific description of the objectives for developing this type of agency may be found in the appropriate section of the monograph.

Given the most likely arrangements and exerting the maximum of effort do not guarantee in any sense of the word that such a major step forward will be realized. What may still be lacking is initiative, the impetus toward communication, cooperation, and the development of vigorous and broad perspectives on public problems. School systems and schoolmen are seldom accustomed to assuming roles of community leadership that would bring effective interaction into being. Yet, school boards and school administrators are searching, groping for the limits of their functions, seeking ways to discharge their responsibilities in full measure. One senses a growing realization that old definitions of function are inadequate and that time-honored structures and procedures need re-examination. Whatever administrative devices are introduced into the system of school government in the future, we may hope that they take into account the potential relationship of that system to its local political environment.<sup>6</sup>

### The Metropolitan Intermediate School District--Another Alternative

#### Goal

To accommodate in a single governmental design for public education the advantages of and the pressures for the centralization of certain

functions in order to facilitate area-wide action to meet large-scale, general educational needs and at the same time, to accommodate the decentralization of other functions to enhance and accentuate community and neighborhood action in meeting local and special educational needs.

### Objectives

--That the Metropolitan Council and the Educational Research and Development Council initiate, closely coordinate and carry out a program of action that will bring about the creation by the state legislature of a special-purpose district encompassing the seven-county Twin-City-metropolitan area; that it be designated as the Metropolitan Intermediate School District; and that it be delegated certain powers presently held by the local school district.

--That it be directed by a Metropolitan Education Commission made up of equal representation from the cities and suburbs and elected by the voters.

--That it be managed by a chief administrative officer.

--That the present local school district structure remain the same as it is now except that certain powers and responsibilities will be reserved by the state legislature to the intermediate district.

--That an advisory structure be established to insure maximum and effective in-put and feed-back lines of communication and relationship between each school community, other closely related groups and organizations, and the commission. This structure would include such as:

- a. School Boards' Advisory Council, made up of one board member from each local district.
- b. Administrators' Advisory Council, made up of the various local district superintendents.
- c. Educational Research and Development Council.
- d. Coordinating Advisory Council, consisting of the chairmen of many closely related organizations including:
  1. Metropolitan Council
  2. School Boards' Advisory Council.
  3. Educational Research and Development Council.
  4. Administrators' Advisory Council.
  5. Minnesota Education Association.
  6. Minnesota Federation of Teachers.

7. Minnesota School Boards Association.
8. Minnesota Elementary School Principals Association.
9. Minnesota Secondary School Principals Association.
10. Minnesota Association of School Administrators.
11. Minnesota State Board of Education.
12. Minnesota State Department of Education.
13. Minnesota Municipal Commission.
14. Upper Midwest Research and Development Council.
15. TIES.

- e. Liaison and Special Purpose Committees, both permanent and ad hoc.

--That the primary functions of the intermediate district include:

- a. Finance.
  1. Provide to each subdistrict general school support to cover basic operation.
  2. Special-needs support (differential distribution) to permit districts to deal strategically with the diversity of educational needs which are peculiar to local districts.
- b. School construction and site acquisition.
- c. Research and planning.
  1. Provide all kinds of information about performances of schools in the area in order to establish an Index of Education Capability for each local district on which to base objectives for educational needs.
  2. Utilize computer capabilities, imaginatively, creatively, and to the maximum.
  3. Refine techniques for predicting or determining the returns on educational investments whether it be small-scale such as the very smallest local district or large-scale such as the educational park.
  4. Collect and analyze data and make projections pertaining to total socio-economic development of the seven-county area as it relates to educational problems.
  5. Analyze the impact of several recruitment, selection, and assignment procedures for professional and non-professional personnel.
  6. Assess such difficult-to-measure areas as faculty morale, community attitudes toward education and various aspects of human growth, such as attitudes, values, and beliefs.

- d. Special education.
  - 1. Severely physically handicapped.
  - 2. Severely mentally handicapped.
  - 3. Socially maladjusted.
  - 4. Severely emotionally disturbed.
  - 5. Gifted.
  - 6. Trade and industrial (adult).
- e. Centralized Services.
  - 1. Purchasing.
  - 2. Data processing.
  - 3. Transportation.
  - 4. Instructional materials centers.
  - 5. Data banking.
  - 6. Computer-assisted instruction.

--That the primary functions of each local district include:

- a. Responsibility for operational phase of the schools.
  - 1. Receive major part of operating funds from metro-district.
  - 2. Could extend additional but limited levy on property within their boundaries.
  - 3. Nearly complete responsibility for its educational programs.
  - 4. Would elect its own board of education.
  - 5. Would employ its own superintendent and staff.
  - 6. Maintain its own facilities.
  - 7. Develop its own curriculum.
  - 8. Work out its salary schedules co-operatively with other districts.
  - 9. Provide for in-service education.
  - 10. Evaluate its performance.
  - 11. Establish attendance area boundaries within its district.
  - 12. Develop its own budget.
- b. Work within guidelines and incentive structure of the system towards merger (reorganization) with other local subdistricts.

--That the development of the special district be planned over a ten-year period, as follows:

- a. Three years - Research, planning, legislative action.
- b. Two years - Finance and centralized services.
- c. Fifth year - School construction, site acquisition, and special education services.
- d. Tenth year - Internal reorganization of local districts.

## FOOTNOTES - CHAPTER II

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Part III

STATUS OF GOVERNMENT IN  
THE TWIN CITIES METROPOLITAN AREA

George Ketcham



## INTRODUCTION

This chapter will be an attempt to portray the present. The wide scope of the topic necessitated obtaining material from many sources. It wasn't always possible to find certain key material or to find recent statistics. Also, when attempting to draw conclusions, be reminded that all material is not for the same year. In addition, there are current forces at work within the parts of the network of agencies for which little information is available.

There are approximately 300 governmental units in the T.C.M.A. While there has been some reduction in the number of school districts, in the last five years there has been an increase in the number of municipalities, resulting in a slight increase in the total number of governmental units.

The governmental agencies with which we are concerned here are either political or educational units. This chapter will deal with each and also attempt to give information regarding the cooperative programs in existence.

MAJOR GOVERNMENTAL AREAS

## Political

There are 1.8 million persons living in the T.C.M.A. It is expected that this population will increase to 4 million by the year 2000. The history of the area with respect to the political fragments has been to establish another agency as needed with no thought to its relationship to the area as a whole. More thought and interest was devoted to the "home rule" principle than to a coordinated overall plan. Once a political agency is established it tends to remain on the scene indefinitely even though the original "need" for its establishment has dissipated.

The Twin City area is governed through one of the more complex governmental patterns of any of the nation's metropolitan regions. Some 300 units of local government are involved: counties, municipalities, townships, boroughs, school districts and special districts (counting only those districts which overlap parts of two or more municipalities). There are, in addition, a number of cooperative agreements and inter-local contracts not normally pictured on maps. Minnesota's system of government was designed for and works well in these earlier times when an urban area lay within singular corporate boundaries separated from others by 20 to 30 miles of rural area. This system works with infinitely greater strain when these corporate units exist across the street from each other. For example, Edina and Bloomington are as legally independent of each other as Willmar and Wadena. Practically, however, they cannot be fully as independent because of the effect of individual action on those around and in close proximity to them. Air pollution is a classic example. There has been growing pressure to adjust and enlarge boundaries to attack such problems. The problem has been to reconcile these needs with the desire of the public to maintain local policy control over the government,<sup>1</sup>

## Status of Governmental Subdivisions

### Counties

The Bureau of the Census uses the term Standard Metropolitan Statistical Area, which in the case of the Twin Cities area includes five counties, Anoka, Dakota, Hennepin, Ramsey and Washington. Carver and Scott counties voluntarily joined the Metropolitan Planning Commission after the original legislation established that the body refers to the seven-county area that evolved.

The county form of government has been maintained for the performance of state functions: law enforcement, maintenance of records, supervision of common school districts, elections, the administration of justice, tax collection - equalization of assessment, roads, jails and welfare. These functions are administered similarly over the state. County government is concerned with those functions that are assumed by each Board of County Commissioners. County boards are not legislative bodies. Counties can take on new responsibilities only as specified by legislation.

The counties in the metropolitan area have asked for and have been given the authority to act in areas such as county hospitals, library systems and park systems. The 1958 legislature authorized "home rule" county charters but the procedure for implementation has not been enacted.

### Towns

There were 70 towns in the T.C.M.A. 25 of which were rural and 45 urban in 1965. Originally, all of the land was divided into 36 square-mile parcels unless a waterway made some other boundary more adaptable. The terms, town and township, are interchangeable. The rural townships have more limited powers than those classed as urban. Both types are governed by a three-man Board of Supervisors responsible for the direction of township affairs, subject to the annual town meeting in March in which all legal voters are eligible to participate.

### Villages

There were 107 villages in the T.C.M.A. in 1965. They all operate under the village code adopted by the legislature in 1949. The code provides for four types of village government: The Standard Plan, a weak mayor-council; Optional Plan A, a modified weak mayor-council plan; Optional Plan B, a council-manager plan; and Optional Plan C, the Commission Plan (which no village has adopted.)

Of the 107 villages, 73 use the Standard Plan which requires an elected five-member council consisting of mayor, clerk, and three trustees. A treasurer is also elected. Eight villages use Plan B and 26 use Plan A which provides for an elected mayor and four-member council which appoints a clerk, treasurer and assessor.

In the Metropolitan area a population of 500 and the approval of the Minnesota Municipal Commission are required for incorporation of villages. Two villages, Inver Grove Heights and Collage Gover, were incorporated by a special act of the Legislature.<sup>2</sup>

To achieve more logical and orderly development of municipalities throughout the state as well as in the rapidly growing metropolitan area, the Minnesota Municipal Commission was created by the state legislature in 1959. Authority is reserved for the Commission to review the status of any township that has passed the 2000 mark at a federal census to determine if the township, or part of it should be incorporated as a village, annexed to an existing village, or left as a township.

### Other

There were two other forms of government in the T.C.M.A. in 1965. There was one remaining borough, Belle Plaine, in Scott County, which has a form

of government similar to the Standard Plan village. There was one federal reservation which is Fort Snelling in Hennepin County.

### Cities

There were 25 city governments in 1967 in the T.C.M.A. A city is a legally defined area with at least 1,000 population which has incorporated either under Minnesota Statutes Chapter 411, a special law, or a home rule charter. Of the 25, 18 operate under home rule charters and 5 under special laws; eleven are mayor-council governments and 11 are council-manager type and one, St. Paul, has the commission form. It may be obvious that there were at least two additional cities in 1967 for which this information is missing. There were 72 cities and villages with populations of over 1,000 and 35 over 5,000 and 21 over 10,000 in 1965. It appears obvious that unless there are some unknown inducements for changing forms of government from township to villages and from villages to cities that the change may not be made.

### Status of Consolidated Political Agencies

#### Informal

Metropolitan Inter-County Council - This is an organization formed in 1966 consisting of the County Commissioners in the county governments of the T.C.M.A. plus Wright County. Its function, at present, is limited to study and discussion, aimed at getting the commissioners better acquainted and to develop ways in which county governments can exercise leadership on problems of the Metropolitan area. A study of this agency, published in 1967, listed some of the problem areas of county government as follows:

- (1) Inflexible structures and powers
- (2) Exclusively an administrative arm of the State
- (3) Separate boards and commissions
- (4) Separately elected officials

- (5) No centralized administrative authority
- (6) Duplication of governmental services
- (7) Lack of home rule
- (8) Lack of centralized policy-making body

This organizational study made many suggestions. One suggestion was for counties to seek legislation to allow governmental agencies to organize a regional council made up by one member from each agency wishing to participate. Suggested powers and duties would be: to study governmental problems; promote cooperative action; and make recommendations to its members and other agencies that perform functions within the region.

The general purpose of the M.I.C.C. was to strengthen the individual county governments and also to promote the legislation enabling an organization to accomplish cooperatively some of the historical responsibilities and some new ones related to metropolitan areas. The most immediate goal was for enabling legislation in 1967. There is no evidence that this legislation was passed.<sup>1</sup>

League of Minnesota Municipalities - Metro Unit - This is an association, formed in 1966, of municipal governments within the T.C.M.A. It is aimed at developing a consensus among the area's municipal governments on Metropolitan problems, and fostering intermunicipal cooperation. As of fall, 1966, 40 municipalities were members.

County Leagues of Municipalities - Municipalities are organized on a county basis in the T.C.M.A. to serve as a forum for the discussion of issues of inter-municipal concern. Two principal functions have been to prepare a consensus for the county legislative delegation on issues of state legislation, and to represent the municipal point of view in decisions of the county boards.

County Legislative Delegations - A council of state legislators from the T.C.M.A. areas functions to review and resolve issues regarding area legislation. It

functions both during and between legislative sessions.

Contracts - There were in 1965 at least 900 contracts between governmental agencies in the T.C.M.A. Mr. Kalderie uses the one example of Minneapolis furnishing water to the various suburbs during off-peak hours.

Formal

The Twin Cities Metropolitan Planning Commission - This independent special district was established by legislation in 1957 to advise local governments in the T.C.M.A. It consisted of 23 members, 2 central city mayors, 2 from Central city councils, 2 from townships, 7 from municipalities, 1 from school districts, 2 from special districts (sanitary and airports) and 7 appointed by the Governor. As it was about to end its planning phase and enter its action phase in 1967, it was superceded by the Metropolitan Council.

The Twin Cities Metropolitan Council - Enabling legislation was passed by the 1967 legislature to create a metropolitan council taking the place of the T.C.M.P.C. and taking over the assets and employees of that organization. It consists of 15 salaried members, all appointive by the Governor, 14 from the T.C.M.A. legislative areas and one chairman selected from anywhere in the nation.

The council may hire and fire, may contract for services, may accept gifts, shall develop a guide, shall review and pass on plans of other commissions except those of sanitary sewer districts, shall review plans of governmental subdivisions, shall review federal applications, may collect data and may conduct research. The council may coordinate civil defense, may participate in proceedings before the Minnesota Municipal Commission, shall participate without vote on commissions of special districts, shall conduct continuous research on special matters of air pollution, parks, water pollution, long-range planning.

solid waste disposal, tax structure, tax assessment, storm water drainage, consolidation of services of local governmental units, advance land acquisition, and make recommendations as to the governmental organization best suited to discharge the powers recommended. The council may levy a one-half mill tax.<sup>3</sup>

Housing and Redevelopment Authorities - These agencies existed in 1965 in the two central cities and six suburbs. Evidence is not available that cooperation exists between these agencies or between these and other governmental subdivisions, but for the purposes of this study, this cooperation will be assumed to exist. They each have the responsibility to provide low-rent housing and carry out urban renewal.

Minneapolis and St. Paul Sanitary District - This district was created by the Legislature in 1933 to provide an efficient method of disposing of wastes of the Twin Cities. Its governing body consists of the 2 mayors, 2 from the councils, 1 from each city appointed by each council and a citizen from outside the T.C.M.A. appointed by the Governor. The district contracts with many individual suburbs.

North Suburban Sanitary Sewer District - Established by the 1963 legislature and consists of five communities to the north of the Twin Cities. This district was formed to collect and treat wastes. As of 1965, it has not been given permission to discharge into the Mississippi above Minneapolis. The district contracts with the Minneapolis and St. Paul Sanitary District for disposal.

Minneapolis-St. Paul Metropolitan Airports Commission - Established in 1933, this commission owns and operates six T.C.M.A. airports and consists of nine members; 2 mayors (Minneapolis and St. Paul), 2 from each council, 1 from each city appointed by each mayor and 1 appointed by the Governor from outside the Metropolitan area.

Metropolitan Sports Area Commission - Established in 1955, the commission operates the Metropolitan Sports Area Stadium, located in Bloomington. The stadium is jointly owned by Bloomington, Richfield and Minneapolis and has six (1, 1 and 4 respectively) commission members appointed by the councils.

Metropolitan Mosquito Control District - This agency, authorized in 1959, is comprised of the T.C.M.A., except Carver; it is an outgrowth of county government and each county provides two commissioners to serve on the board. Each county has one vote.

Watershed Districts - There were three districts in the T.C.M.A. in 1965. Each has a 5-member board appointed by county commissioners from a list provided by the residents. The boards may assess benefited property, determine damage payments and levy a tax. Boundaries follow drainage areas. Some municipalities organize independently and work with the Army Corps of Engineers.

Hospital Districts - There were two such districts in 1965; North Suburban and Memorial.

Dakota-Scott Regional Library District - The district was formed under the Joint Powers Act to provide services in the two county area with the exception of South St. Paul. It has nine member board appointed by the county commissioners, 6 from Dakota and 3 from Scott. The remainder of the T.C.M.A. is served by county or municipal systems with appointed boards, except Minneapolis which has the only elected library board.

Hennepin County Park Reserve District - This district was authorized in 1955. It has acquired properties in Hennepin and Carver counties for park purposes. Its objective is the acquisition and development of large areas and the preservation of natural resources.

St. Paul Port Authority - The authority is body politic and governmental subdivision created in 1929. It has the power to acquire, develop and improve land on rivers for facilities, and to create industrial districts. It is operating within St. Paul but obviously has impact on neighboring communities.

Metropolitan Transit Commission - This is an agency set up in 1966, at the suggestion of the Citizens League, following the failure of bills in the 1965 session proposing an official transit authority. Created under the Joint Powers Act, it is financed by the member communities. As of 1966, 23 of the larger, close-in cities and villages were participating. Its functions are limited to research and recommendations on the role of transit.

## EDUCATIONAL

This portion of the study will attempt to portray the present status of the various units in the T.C.M.A. whose function is education. Some of the same statistical handicaps found in the portion on political research exist in this portion of the chapter. The various levels of education as performed by both the public and private schools will receive attention.

Public

Kindergarten through 12

MINNESOTA PUBLIC SCHOOL ENROLLMENT IN THE T.C.M.A.<sup>4</sup>

Educational Level	1956-57	1965-66	% of change
Spring primary	246	1,500	510
Kindergarten	26,729	37,220	39
1-6	120,690	184,564	53
7-12	88,313	155,542	76
1-12	209,003	340,106	63
% of state	36	44	

## Vocational-Technical

There were 26 schools of this category in Minnesota in 1966-67, only three of which were located in the T.C.M.A. One of these was at Anoka, one in St. Paul and one in Minneapolis.<sup>5</sup>

## VOCATIONAL-TECHNICAL SCHOOL IN T.C.M.A. - 1967

Place	Day Enrollment	Day Teachers
Anoka	new - no data	
Minneapolis	598	85
St. Paul	1,395	75
Totals	1,993	160
State Totals	7,990	583

Junior colleges

There were 16 state junior colleges in 1966-67, four of which were in the T.C.M.A. These were located at Coon Rapids, White Bear Lake, Osseo and Minneapolis.

Colleges

There are six Minnesota State Colleges, none of which is located in the T.C.M.A.

University

There is one university in the T.C.M.A., called the University of Minnesota, with campuses in both Minneapolis and St. Paul.

Industrial

The author is aware that many industrial agencies spend sizable amounts for the education of employees. This topic has been omitted from this chapter for two reasons. (1) These agencies cannot be classed as governmental in nature, and (2) Data collection and analysis would involve a sizeable study in itself.

Private

## Kindergarten - 12

There were 262 non-public elementary and secondary schools in the T.C.M.A. in 1966-67 enrolling 84,000 children.

PRIVATE SCHOOL TRENDS  
NUMBER OF SCHOOLS, ENROLLMENT AND TEACHERS - T.C.M.A.<sup>6</sup>  
1956-57

	<u>Number of Schools</u>			<u>Enrollment</u>			<u>Teachers</u>		
	Elem.	Sec.	Total	Elem.	Sec.	Total	Elem.	Sec.	Total
Anoka	3	0	3	1,546	0	1,546	34	0	34
Carver	15	1	16	1,625	149	1,774	51	8	59
Dakota	14	0	14	3,781	0	3,781	87	0	87
Hennepin	71	17	88	25,522	4,458	29,980	676	265	941
Ramsey	52	14	66	26,440	4,697	31,137	656	310	966
Scott	8	0	8	1,707	0	1,707	50	0	50
Washington	4	0	4	1,120	0	1,120	30	0	30
<b>Totals</b>	<b>167</b>	<b>32</b>	<b>199</b>	<b>61,741</b>	<b>9,304</b>	<b>71,045</b>	<b>1,584</b>	<b>583</b>	<b>2,167</b>

PRIVATE SCHOOL TRENDS  
 NUMBER OF SCHOOLS, ENROLLMENT AND TEACHERS - T.C.M.A.  
 1966-67

	<u>Number of schools</u>			<u>Enrollment</u>			<u>Teachers</u>		
	Elem.	Sec.	Total	Elem.	Sec.	Total	Elem.	Sec.	Total
Anoka	6	1	7	2,454	175	2,629	87	13	100
Carver	14	3	17	2,232	414	2,646	84	25	109
Dakota	17	4	21	5,615	1,755	7,370	213	108	321
Hennepin	106	19	125	30,199	7,258	37,457	1,098	437	1,535
Ramsey	56	18	74	26,985	1,763	28,748	918	423	1,341
Scott	10	0	10	2,930	0	2,930	100	0	100
Washington	8	0	8	1,926	0	1,926	75	0	75
Totals	217	45	262	72,341	11,365	83,706	2,575	1,006	3,581
Percent increase in 66-67 over 56-57	29.9	40.6	31.7	17.2	22.2	17.8	62.6	72.6	65.3

## METROPOLITAN AREA TEACHERS 1966-67

	Private						
	Catholic <sup>6</sup>			Other <sup>7</sup> Private	Total Private	Public <sup>5</sup> Schools	Percent Private/Total
	Clergy	Lay	Total				
Anoka	55	33	88	12	100	1,844	5.1
Carver	23	23	46	63	109	223	32.8
Dakota	138	141	279	42	321	1,367	19.0
Hennepin	518	482	1,000	535	1,535	8,844	14.8
Ramsey	533	490	1,023	318	1,341	3,980	25.2
Scott	47	29	76	24	100	275	26.7
Washington	28	25	53	22	75	836	8.2
Totals	1,342	1,223	2,565	1,016	3,581	17,369	17.1

Information was obtained from the 1967-68 School Directory for the Archdiocese of St. Paul and Minneapolis and from interviews with office personnel. This diocese includes four counties in addition to the seven in the T.C.M.A. An effort has been made to locate the remaining schools in the correct county. Little effort has been made to determine whether teachers in the other private classification are clergy or lay personnel. We can assume that a lower percentage are clergy because these private schools have little, if any, affiliation with a church as a sponsor. If we assume that these are lay persons in addition to those used in the Catholic schools of the area, there are approximately 2200 lay teachers used in private schools in the T.C.M.A.

The ratio of lay teachers to clergy used in the elementary and secondary Catholic schools of the T.C.M.A. is similar throughout the area. However, a slightly higher percentage of lay people is used at the secondary level in each of the three areas. It is also interesting to note that the highest percentages of lay people are used in the suburbs' elementary and secondary schools.

## PRIVATE SCHOOL STAFFING RATIOS

T.C.M.A. - 56-57, 66-67

Year	Elementary	Secondary	Total
1956-57	1-39	1-16	1-33
1966-67	1-28	1-11	1-23

While there has been some increase in enrollments in the private schools, it has not kept pace with the increasing population. While the elementary enrollment increased by 17.2 percent, the elementary faculty increased by 62.6 percent. The 27 percent of 991 new elementary teachers was used to teach the increased enrollment and the remaining 73 percent was used to lower the number of pupils per teacher.

The pupil-teacher ratio in the Catholic elementary schools varies from a high of 1-35 in core St. Paul to 1-30 in suburban Minneapolis.

	St. Paul	Minneapolis	Rural
Core	1-35	1-32	
Suburbs	1-32	1-30	
Rural			1-31

No information was obtained regarding the location of the 100 non-Catholic private schools. However, there are 10,000 children and 1,000 teachers employed to teach them in the T.C.M.A. for a 10-1 pupil-teacher ratio. This might make an interesting future study.

There is a Minnesota Independent School League which has as members a number of private schools. It mostly consists of non-Catholic private schools.

There are about 1200 Jewish children enrolled in private schools, all but 100 of them attend after a school day in the public schools. They stress Hebrew language, literature and religion and employ 15 full-time and 10 part-time teachers. They would therefore be included in the public school statistics. About 100 children of this faith do attend the one "day school" employing 8-10 teachers. All teachers are lay persons, fully qualified, and employed from the open market.

#### Private junior colleges

There are five in the state, two of which are in the T.C.M.A., one each in St. Paul and Minneapolis.

#### Colleges

There are 12 private colleges in the T.C.M.A. out of 21 in the state. There are 8 in St. Paul and 4 in Minneapolis.

#### Universities

There are two private universities in the state, of which one, Hamline, is located in the T.C.M.A. in St. Paul.

#### Status of Cooperative Educational Programs

The only organization of note that is concerned with cooperative educational programs is the Educational Research and Development Council of the Twin Cities Metropolitan Area, Inc.

The council conducts meetings, workshops, and clinics of general interest to all 42 members of the council (counting associate and new members, the total is now 50). Following is a list of the several activities of the agencies within the E.R.D.C.

#### Commission on Administration

The commission conducted research on finance, staffing, and economic factors in 1966-67.

#### Exceptional Child Commission

This commission established a Board of Directors, planned a curriculum library for Special Education, and planned workshops.

#### Audio-Visual Committee

This committee prepared a plan for study of A-V budgets, development of A-V and I.M.C. facilities, prepared and published an A-V list, prepared rating of equipment effectiveness by A-V departments, made a study of A-V directors' duties and conducted an information meeting.

#### Cooperative School Rehabilitation Center

Its goal is to provide a new and comprehensive service to less able retarded adolescents. A separate facility is in operation for 100 students from 27 districts between the ages of 14 and 20 with I. Q. s of less than 50 and/or with other disabilities.

#### Data Processing

The Suburban School Services Joint Board prepared a planning application, received approval and contracted with E.R.D.C. to perform the study. The study was completed and an application was made and approved for an operational grant under Title III. A director has been selected.

#### Cooperative Exemplary School Mental Health Project

The S.S.S.J.B. prepared a planning application, received approval and \$27,630 to plan ways to improve the programs. Its advisory board and the S.S.S.J.B. made application for a \$356,250 operational grant to determine the merits of a cooperative mental health program.

#### Project Social Studies

The E.R.D.C. sponsored a one-day administrative workshop and several teachers' workshops to familiarize them with the M.P.S.S. materials.

### Catholic School Study

Study to determine the factors involved with the parents' decisions as to whether they will send their children to a private or a public school.<sup>8</sup>

SUMMARY

It seems obvious that there probably are a considerable number of cooperative educational programs in the T.C.M.A. for which we have no information. This is at least as likely for the educational realm as for the political areas.

LOCAL GOVERNMENTS AND PUBLIC SCHOOL SYSTEMS IN  
T.C.M.A. - 1962<sup>9</sup>

County	1960 pop. in M	Local Governments						Pop. per local gov't	Pub. Sch. Systems	
		Total in all types	With p. tax power	Mun.	Town- ships	School Dist.	Special Districts		total	Other than School Dist.
Anoka	86	30	28	12	9	6	2	2,864	6	0
Carver	21	45	44	13	12	18	1	475	18	0
Dakota	78	74	73	17	19	36	1	1,058	36	0
Hennepin	843	86	84	41	5	35	4	9,801	36	1
Ramsey	423	27	25	15	1	4	6	15,649	5	1
Scott	22	31	30	8	13	7	2	707	7	0
Washington	52	44	43	20	17	5	1	1,192	5	0
Totals	1,525	337	327	126	76	111	17	31,746	113	2

LOCAL GOVERNMENT EMPLOYMENT AND PAYROLLS IN T.C.M.A. - OCTOBER, 1962<sup>9</sup>

	<u>Full-time Equivalent Employees</u>			<u>October Payroll in Thousands</u>		
	Education	Other Agencies	Total	Education	Other Agencies	Total
Anoka	1,547	584	2,131	757	262	1,019
Carver	237	116	352	102	43	145
Dakota	1,207	385	1,592	632	180	812
Hennepin	10,157	8,752	18,909	6,105	4,434	10,540
Ramsey	4,353	5,485	9,838	2,549	2,700	5,249
Scott	247	139	386	119	55	174
Washington	856	294	1,150	396	110	506
Totals	18,604	15,755	34,359	10,660	7,784	18,445

There seems to be a considerable amount of interest in the cooperative governmental agency operations in the T.C.M.A., at least, compared to educational government. These last tables, at least for 1962, seem to point out that there were fewer school districts with a larger number of employees than for all other governmental agencies combined. These teachers were paid more money than all other governmental employees combined.

It would also seem that the two sectors are making what efforts are being made quite independently of each other. The new 1967 law enabling the Twin City Metropolitan Council makes almost no reference to schools or education. No evidence is found of educators incorporating the political maze into their plans for schools and children.

## References - Part III

- <sup>1</sup> Kalderie, Ted, Governmental Structure (Minneapolis, Minnesota: Upper Midwest Research and Development Council, 1966), pp. 1-2.
- <sup>2</sup> Minnesota's Twin Cities Metropolitan Area (Minneapolis, Minnesota: Council of Metropolitan-Area Leagues of Women Voters, 1966), pp. 10-13.
- <sup>3</sup> Chapter 896, Minnesota 1967 Laws (St. Paul, Minnesota: Minnesota State Legislature, 1967), p. 101.
- <sup>4</sup> Education 1967 (Minneapolis, Minnesota: Bureau of Field Studies, College of Education, University of Minnesota, 1967), p. 174.
- <sup>5</sup> Minnesota Educational Directory (St. Paul, Minnesota: Department of Education, State of Minnesota, 1967-68), p. 93.
- <sup>6</sup> School Directory (St. Paul, Minnesota: Bureau of Education, Archdiocese of St. Paul and Minneapolis, 1968), pp. 1-42.
- <sup>7</sup> Information of Minnesota Nonpublic Schools for the Year Ending June 30, 1967, (St. Paul, Minnesota: Department of Education, State of Minnesota, 1966-67), pp. 2-4.
- <sup>8</sup> Mueller, Van D., 1966-67 Annual Report (Minneapolis, Minnesota: Educational Research and Development Council of the Twin Cities Metropolitan Area, 1967), pp. 1-32.
- <sup>9</sup> U.S. Bureau of the Census, Census of Governments: 1962. Volume VII. Number 23, Government in Minnesota (Washington: U.S. Government Printing Office, 1964), pp. 1-125.

Part IV

SCHOOL REORGANIZATION IN  
METROPOLITAN AREAS

Dan Mjolsness



## PART IV

## SCHOOL REORGANIZATION IN METROPOLITAN AREAS

The past few years have seen an increasing amount of attention paid to the organizational structure through which schools are administered in metropolitan areas. Discontented ghetto leaders and parents, white civic groups, professional educators, philanthropic foundations, legislators, mayors and governors have allied to effect changes in the organizational patterns of school districts in urban centers of our country. Reorganizations, and proposals for reorganization, are occurring throughout the United States - from Atlanta to Chicago, from New York to Seattle, in St. Louis and St. Paul.

Legal Structure of School Districts

The management and operation of public schools is vested in a board of education, the governing body of the local school district. The school district is the most common and the most numerous type of local government.

The current school district model had its historic development when rural life was dominant in our society. The diversity and proliferation of these districts throughout the United States attest to the reluctance Americans have to change this structure of educational government. The more than 20,000 local districts range in size from New York City, with over a million pupils, to the other extreme of the non-operating school district which enrolls no students at all.

School districts are by constitutional and statutory definition, extensions of state government. The state, by legislative action, has the power to create, modify or destroy these units.

David Minar characterizes school districts as a political system with defined functions, structure and legal standing:

It has a defined geographical jurisdiction, a specified range of purposes, a recognized "public" character, a constituency, mechanisms for popular selection and control of decision makers, a legislative body, an executive, a bureaucracy, and fiscal powers. Like other political systems it is established according to the laws of the state.<sup>1</sup>

#### School Reorganization in Metropolitan Areas

An examination of the plans to reorganize schools in metropolitan areas reveals a divergence of opinion on philosophy and direction. During 1967, two of the nation's largest city school systems, Chicago and New York, were presented with plans to prevent further deterioration of their school system. Both plans were regarded as far-reaching, even revolutionary; both have been greeted with enthusiastic support while manifesting significant educational differences. Consider the differences:

Chicago's plan, proposed by Superintendent James F. Redmond and immediately accepted by the city's board of education, calls for a massive effort at integration, through extensive transportation, educational parks, "magnet" schools so glamorous they will lure suburban fugitives back to town, and city-suburban pupil exchanges all carried out on such a scale that eventually "There would, in effect, be no neighborhood schools."

In total contrast to this approach, with its emphasis on integration and its hope in the metropolitan areas as the ultimate school district, Mayor Lindsay's advisory panel, headed by McGeorge Bundy, calls for an extreme in localism - the division of New York City's school system into thirty to sixty neighborhood districts, each with the autonomy of an independent town school board, though fed financially from the city treasury.<sup>2</sup>

Many cities have moved toward decentralizing authority over certain aspects of school decision making. Most, however, have reserved certain powers, such as taxing authority, for central boards.

Philadelphia has given the superintendents of its eight school districts limited authority over curriculum, and is now studying a plan to let them decide how to distribute available school funds within their respective areas. Philadelphia Superintendent Mark Shedd, an advocate of decentralization, sees dangers in local autonomy but argues that "the alternative risk of increased community alienation toward the schools is greater." To complaints that local districts tend to freeze racial boundaries, Shedd points out that "de facto segregated schools for many youngsters are going to be the order of the day for many years."

The Atlanta schools are divided into five districts, and the area superintendent can transfer teachers and pupils within schools of his jurisdiction. Los Angeles has eight elementary school districts, four secondary districts, each of which has its own administrative staff; they mostly serve to screen proposals -- and complaints -- moving from localities to headquarters downtown.

In order to examine the patterns of metropolitan school reorganization across the nation several selected school districts will be considered in more detail. The organizational types will be classified into two categories: 1) Urban School Reorganization Pattern and 2) Metropolitan School Reorganization pattern.

## METROPOLITAN SCHOOL REORGANIZATION PATTERN

The standard metropolitan statistical area (SMSA) is defined by the United States Census Bureau as a city of 50,000 or more with its surrounding county and contiguous counties that are functionally bound to the major city. For purposes of this study the school reorganization plans will be considered in this general context. It is recognized that there are differences among the patterns presented in this classification system.

## Louisville - Jefferson County

Introduction - This design calls for (a) the creation of a metropolitan educational district, (b) the establishment of a number of local community, semi-independent subdistricts, with their own boards of education and limited taxing power, and (c) the implementation of the first two recommendations through a charter process.

Metropolitan Board of Education - Broad authority would be given to a Metropolitan Education Commission. Members would need to have capabilities and interests commensurate with the highly influential responsibilities given them. This commission would select a chief executive and supporting staff to administer the superdistrict.

Community District School Boards - A seven-member board is responsible for the governance of semi-independent school districts within the metropolitan areas. These new local district board members would be selected at large for four-year terms. Their responsibilities would be stipulated in the charter. It is planned that these boards will have clear responsibilities for operational aspects of their districts. Each district would have its own superintendent and employ all school personnel.

Division of Responsibilities - A division of functions assigned to the Metropolitan Board (Metro Board) and the Semi-Independent Local Community School Board (Community Board) is outlined in the table below:

I. Instructional Program	Metro Board	Community Board
A. Instructional Staff		
1. Salary policies	X	X
2. Recruitment and selection		X
3. Placement		X
4. Payment of salaries	X	
5. In-service training		X
6. Supervision of Instruction		X
B. Instructional Supplies		
1. Textbooks	X	X
2. Library books		X
3. Classroom supplies		X
4. Equipment	X	X
C. Curriculum and Courses of Study		
1. Teaching methods		
2. Experimentation		
3. Curriculum		
4. Extra-curriculum		
5. Graduation requirements		
6. Courses of study (beyond state requirements)		
D. Ancillary Services		
1. Secretarial		X
2. Libraries		X
3. Teaching aides		
4. Radio and television		
E. Pupil Personnel		
1. Guidance		
2. Attendance		
3. Health		
4. Food		
5. Transportation		
F. Special Education		
G. Vocational Education		
1. Vocational-technical education		
2. Post secondary		
3. Vocational programs in high school		

II. Administration	Metro Board	Community Board
A. Board Activities		
1. Area wide policy	X	
2. Planning	X	
3. Population research and projection	X	
4. Evaluation	X	X
5. Adjustment of community district boundaries	X	
6. Setting school attendance area within community district		X
B. Business and Finance		
1. Budget preparation	X	X
2. Site selection	X	
3. Outside use of schools		X
4. Purchasing and supply	X	X
5. Accounting	X	X
6. Budget control	X	X
7. Auditing	X	
8. Custodial service		X
9. Taxing for schools	X	X
10. Building repair		
11. School construction	X	
12. School bonding		

#### Nashville - Davidson County

Introduction - This pattern of metropolitan school reorganization represents the consolidation of two large school systems, a city system and a county system. The area of Nashville - Davidson County is a dynamic, growing center represented by a high level of educational, cultural and commercial interests. It has fourteen colleges with its boundaries and is centrally located as the capital city of the state of Tennessee.

Advantages listed by a survey team that could result from a school district consolidation were listed as follows:

- (a) curriculum development, research, and implementation; improvement of procedures for their procurement;
- (b) expansion of the professional staff in the schools to reduce pupil-teacher ratios and in the central office to provide the needed services;
- (c) improvement of in-service programs, not only for professional personnel but for classified employees as well;
- (d) the establishment of post-secondary educational programs;

- (e) the organization of a sound program of school-community relations;
- (f) the establishment of a program for the efficient and economical construction, operation, and maintenance of the physical plants of the system;
- (g) the development of personnel pay plans, or retirement and insurance programs, etc.; and
- (h) the improvement of business management procedures.<sup>3</sup>

#### Metropolitan Toronto, Ontario (Canada)

Introduction - the rationale for the reorganization of the educational system in Toronto is to retain the element of centralization to prevent the inequalities of financing education while decentralizing decision-making in the areas of school programs. Toronto is cited as an example of reorganization pattern outside of the United States, which has implications for metropolitan education in this country.

Metropolitan Board of Education - This elected board would have responsibility for school finance and for establishing a uniform standard of public education for the metropolitan area. Initially, the Metropolitan Toronto Board of Education will consist of twenty-two trustees, of whom twenty would be elected by the district and two appointed by the Metropolitan Separate School Board. The term of office would be three years and two trustees would be elected at-large in each school district.

District Education Council - The major objective of decentralizing into smaller districts is to encourage and maintain citizen interest in school affairs.

These districts will be governed by a council composed of the two representatives to the Metropolitan Toronto Board of Education, one trustee appointed by the Metropolitan Separate School Board and eight trustees elected at-large within the school district.

School Districts - Metropolitan Toronto would be divided into eleven school districts. The criteria established as a basis for these districts are as follows:

The districts should be:

- (a) approximately uniform in size;
- (b) small enough for a district education council to perform efficiently and with understanding most of the transitional functions of a school (exclusive of functions transferred to the central board);
- (c) within the administrative capacity of a superintendent of schools, supported by appropriate staff;

- (d) large enough to support a broad programme of public education with the full range of services characteristic of urban centers, each system to be largely self-contained;
- (e) large enough to warrant the appointment of a corps of leaders and officials with varied background and experience, with consequent advantages to the district;
- (f) large enough to warrant the use of modern methods and equipment in the business operations of the school authority;
- (g) so drawn that each district will manifest specific needs and characteristics to which the educational programme can be made responsive;
- (h) so drawn as to require minimum alteration in existing school attendance areas;
- (i) delineated with due regard for ravine valleys, expressways, and railroads that already tend to separate one district from another.<sup>4</sup>

Division of Responsibilities - The plan of dividing responsibility between the Metropolitan Board of Education (Central Board) and the District Education Council (District Council) is suggested in the table below:

I. Instructional Program	Central Board	District Council
A. Instructional Staff		
1. Salary Scales & Policy (incl. fringe benefits)	X	
2. Recruitment	X	X
3. Appointment & Dismissal	X	X
4. Placement		X
5. Duties		X
6. Payment of Salaries	X	
7. In-Service Training	X	X
8. Supervision of Instruction		X
9. Inspection	X	
B. Instructional Supplies		
1. Textbooks	X	X
2. Library Books		X
3. Classroom Supplies		X
4. Equipment	X	X
5. Furnishings	X	X
C. Curriculum and Courses of Study		
1. Adaptations		X
2. Supplementary		X
3. New		X
4. Experimental		X
5. Teaching Methods		X

	Central Board	District Council
D. Services Ancillary to Instruction		
1. Secretarial	X	X
2. Libraries	X	X
3. Teaching Aids	X	X
4. Radio and Television	X	
E. Services Related to Professional Development		
1. Research	X	X
2. Publications	X	
3. Local In-Service Training Programmes	X	
F. Services Related to Children		
1. Guidance, Psychological Testing, etc.		X
2. Child Adjustment	X	
3. Attendance	X	X
4. Health Services	X	X
5. Transportation	X	
6. Food Services	X	X
G. Special Services		
1. Schools for Blind, Deaf, and Orthopedically Handicapped	X	
2. Classes for Aphasics	X	
3. Post-Secondary Schools	X	
4. Highly Specialized Secondary Schools	X	

#### URBAN SCHOOL REORGANIZATION PATTERN

The urban school administrative organization is one in which the school district boundaries are coterminous with the boundaries of the city. Examples of this type are New York, Chicago, Seattle and St. Paul.

#### NEW YORK

Introduction. The McGeorge Bundy panel submitted a report entitled:

"Reconnection for Learning: A Community School System for New York City."

The plan presented will reorganize the centralized system into a federation of thirty to sixty sub-districts. Each district would have its own superintendent and policy-making board with authority to employ personnel, determine curriculum and spend allotted funds.

The semiautonomous districts would be formed on the premise that local control of schools will lead to better education.

In order to effect this change in the structure of New York's educational system, it will be necessary for the state legislature of New York to change existing laws.

#### Central Board of Education

The plan envisages the replacement of the present board of education and abolition of the board of examiners which passes on the qualifications of professional staff members. A new board would serve as a service and coordinating agency and members would be selected by a different method. The board would either be another nine-member board or a high-level three-member salaried commission.

The Central Board of Education would continue to have authority in the areas of: 1) long-range planning, 2) integration policies, 3) pupil transfers, 4) labor relations, 5) overseeing reorganized system, 6) operate special schools, 7) operate schools drawing on a city-wide population, 8) review budgets and 9) distribute money to community schools according to a set formula.

#### Local School Districts

Local boards of Education would include six members elected by the people of the respective districts and five members appointed by the mayor.

Under the decentralized plan teachers would be hired by the community school board on recommendations of the community superintendent and his staff. "For the first time local districts would be given the power to hire teachers, grant tenure, determine curriculum, formulate budgets and allocate funds, contract with state or federal agencies or other institutions and conduct experimental programs." 5

## Seattle

Introduction. Seattle is an example of another large school system in which a new administrative pattern is recommended to close the communication gap between schools and the community. The legal structure of the Seattle School Board will be retained.

The School Board proposal of a model Southeast Education Center would be based on "continuous progress" education including primary, intermediate, secondary and collegiate levels.

The conceptual basis of the proposed urban education plan is "The belief that the best setting for public education is a cross section of American life with all of its diversities. This belief is given substance by new basic curricula, revitalized teaching methods, equipment, media and libraries, and realistic vocational-technical education. It is given form by an arrangement of centers at four levels--primary, intermediate, secondary, collegiate."<sup>6</sup>

The Seattle School Board has authorized the development of one intermediate center at this time. This center is to be located in the Southeast area of Seattle.

### The Southeast Education Center

The community school concept will be the aim of the intermediate unit established in this particular area of the city. Extensive use will be made of a variety of community resources.

A semiautonomous sub-board or council will serve in an advisory capacity to the Seattle School Board. This council will be representative of areas of interest in the community including the community college. It "will not preempt the prerogatives and assigned legal authorities of the Seattle School Board, but will serve as catalyst, evaluator, investigator, interpreter, and modifier."<sup>6</sup>

Recommendations for the organization, pupils, staff, community and administration of the Southeast Education Center made by the task force were:

1. That the present Rainier Beach Junior- Senior High School, Dunlap Elementary School, and a new intermediate school to be constructed be developed into an education center.
2. That the center consist of three levels: the primary, K through grade 4; the intermediate level, 5 through 8; and the secondary level, 9 through 12.
3. That the center schools be organized internally to provide for small groupings of children within the larger schools.
4. That the approximately 3,500 pupils be distributed as follows: 1,500 in the secondary schools; 1,500 in the intermediate school; and 500 in the primary school.
5. That the intermediate school enrollment be formed by the reassignment of pupils from existing schools as follows: (a) Rainier Beach, Grades 7 and 8; (b) Dunlap, Rainier View, Emerson, South Van Asselt, Grades 5 and 6; and (c) from two or more central area schools, such as Colman, Mann, Madrona, Washington.
6. That a racial proportion not to exceed 25 percent Negro be made a primary goal of the education center.
7. That 5th and 6th grade pupils living more than one mile from the center be transported to the center at School District expense.
8. That all educable pupils be served who do not require the highly specialized instruction and equipment, such as that necessary for the deaf, the blind, and the orthopedically handicapped.
9. That the staff be adequate to support the emerging roles of teachers as described in the continuous Progress Concept.
10. That a staff development program be initiated in the early stages of the planning.
11. That the instructional format be based upon the continuous progress concept.
12. That the methods and technology be designed to produce efficient individualized instruction.
13. That pilot programs be initiated which will test concepts and develop components.

14. That occupational orientation and work experience programs become a major responsibility of the center.
15. That arrangements be made for direct and continuing joint participation of staff and community representatives in planning, development, evaluation, and communication functions of the center.
16. That facilities be planned and programs formed to serve the needs of the community.
17. That extensive use be made of community resources.
18. That the center be administered and articulated by one administrative officer supported by appropriate administrative coordinators in each school.
19. That wide latitude be permitted administrative officers in determining planning and operational policies and procedures for the center.
20. That the center function in the planning, development, and operational stages as a research, demonstration, and dissemination resource for the Seattle School District, other school districts, educational institutions, the State Office of Public Instruction, and cooperating public agencies.

## St. Paul

Introduction. A series of studies of the St. Paul School System made by independent agencies over a period of several years culminated in a report entitled St. Paul Citizens Advisory Council for the City Center For Learning.

This plan for the reorganization of the urban school system does not follow any specific pattern found in other parts of the United States.

An advisory group of citizens numbering over three hundred members served on six planning committees. These committees included:

1. City Center For Learning Schools Planning Committee
2. Center For Student Development Planning Committee
3. Center For Curriculum Development Planning Committee
4. Teacher Development Center Study Committee
5. Center For Educational Resources Study Committee
6. Community Service Center Study Committee.

The recommended plan for the reorganization of the St. Paul School System involves two main features. A City Center For Learning School is envisioned as an exemplary type with the most advanced curriculum and methods of teaching. Students would be drawn from throughout the urban area on the basis of planned student body. Both elementary and secondary students would come together in a campus-type school setting. Specialized functions of the center would include District headquarters for curriculum and teacher development, multi-media instructional materials center, headquarters for student development, and a center for community services.

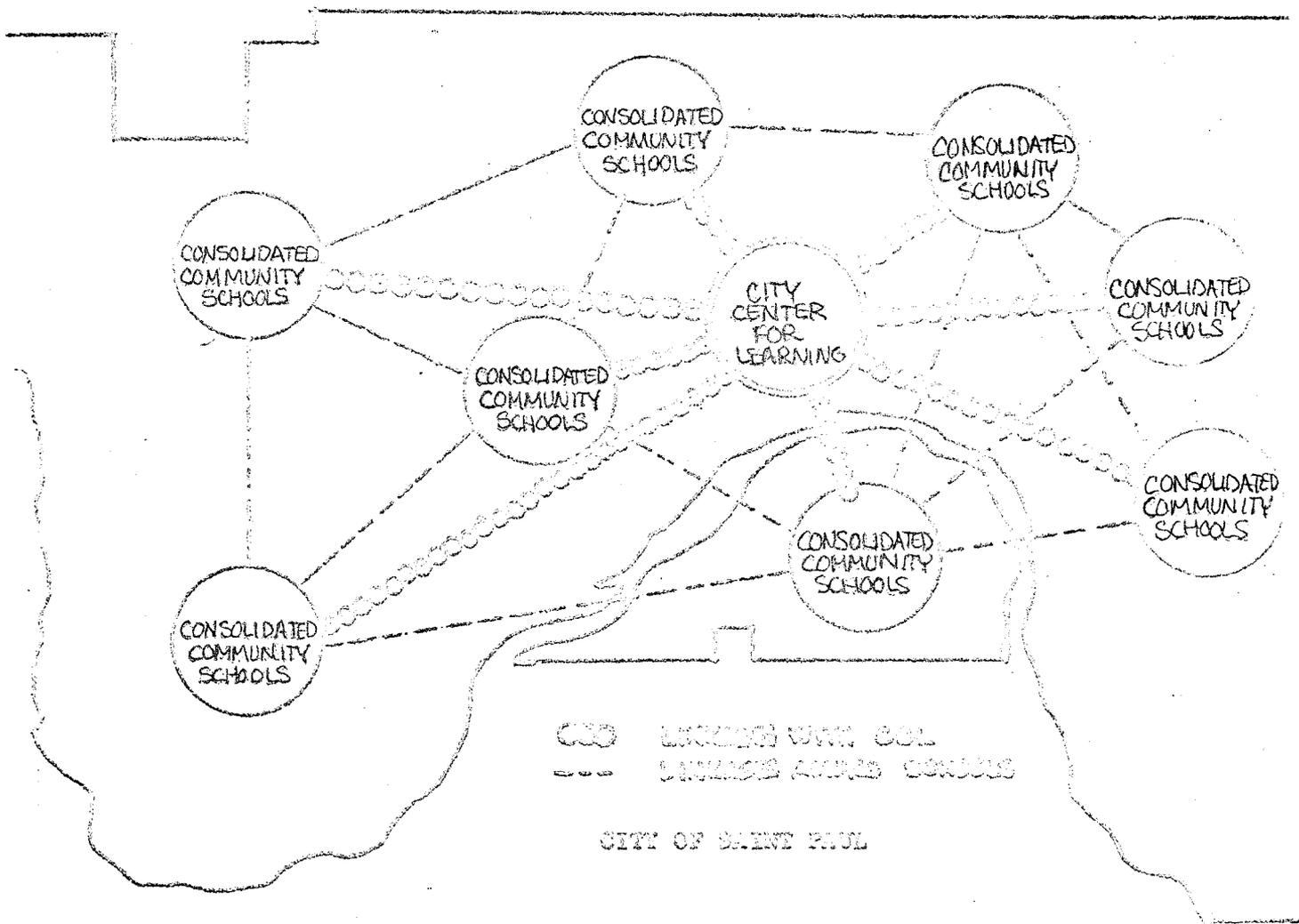
The second feature of the reorganization plan would bring children together in consolidated community schools. These school systems will be planned to have continuous educational programs from pre-kindergarten through grade twelve. Approximately eight consolidated community schools housing between 5,000 and 7,000 students are projected.

## St. Paul Citizens Advisory Committee For the City Center of Learning

MAJOR RECOMMENDATIONS

- A. A long-range comprehensive plan for school facilities and an excellent educational program for St. Paul is recommended with two major elements.
  1. A major city-wide school facility known as the City Center for Learning (1) containing administrative offices, research units, schools from pre-kindergarten through grade 12, student development components, educational resources components, teacher-curriculum development components and community services components, be developed adjacent to the downtown area.
  2. A system of, perhaps eight, Consolidated Community Schools (2) be established in various areas of St. Paul, each cluster of schools with about 6,000 students. These Centers would be large enough to make practical the inclusion of major central facilities of their own but not so large as to have overwhelming logistic and operational problems.
- B. Immediate steps should be taken to implement a series of significant recommendations which are not dependent on extensive new facilities and to organize the nucleus of a City Center for Learning staff as a vehicle to aid in their implementation.
- C. All existing schools in St. Paul should be modified wherever necessary and programs established for maximum community use. Programs for such use should be planned, coordinated and administered by a community-school director.
- D. The planning begun by the St. Paul Citizens Advisory Council for the City Center for Learning should be continued through the establishment of the planning committees described below. Provisions should be made for keeping the public fully informed of all committee activities.
  1. A professional-technical committee to develop specifics regarding the instructional program as it relates to this new physical organization of school facilities and the educational and societal goals basic to this concept. The membership should consist of educators, social planners, and lay citizens.
  2. A physical planning council to coordinate individual projects in a long-range plan for Consolidated Community Schools. The council should consist of architects commissioned by the Board of Education, representatives from appropriate city and metropolitan agencies, such as City Planning and the Housing Authority, educators, and lay citizens.
  3. A committee for planning, staging and coordinating of projects in each area where the centers are to be established. The committee should consist of citizens from the area, educators and planners.

System of Consolidated Community Schools, the City Center for Learning, and Their Relationships -- Schematic Drawing



IF THE LONG-RANGE PLAN FOR THE ST. PAUL SCHOOLS DEVELOPED IN THIS REPORT WERE TO BECOME A REALITY SOME DECADES FROM NOW, THE SCHOOL SYSTEM WOULD CONSIST OF A CITY CENTER FOR LEARNING SERVING THE ENTIRE DISTRICT AND PERHAPS EIGHT CONSOLIDATED COMMUNITY SCHOOLS SERVING AREAS OF THE CITY.

INTER-DISTRICT COOPERATIVE PLANNING  
E. R. D. C. - MINNEAPOLIS-ST PAUL

Introduction: An inter-district plan for cooperation among school districts is represented by the Educational Research and Development Council of the Twin Cities Metropolitan Area - Minneapolis - St. Paul.

The laws of the State of Minnesota do not forbid cooperative action among school districts; neither do they compel such arrangements. Section 471-59, Subdivision 1 of the Minnesota Statutes grants enabling power as follows: "Two or more governmental units, by agreement entered into through action of their governing bodies, may jointly or cooperatively exercise any power common to the contracting parties, or any similar powers.."10

The Council is associated with the University of Minnesota through its College of Education. The cooperating schools in this community organization work to strengthen the partnership among themselves, the State Department of Education and other organizations dedicated to educational improvement. Membership as of January 1967, included thirty-nine public school systems in seven metropolitan counties.

The major purposes of the Educational Research and Development Council include:

1. Improvement of educational opportunity throughout the seven-county area
2. Stimulate and carry on research in Council schools and to further provide opportunities for school board members and lay people to gain insight and understanding of the challenges facing the schools.

There are two types of membership in the E.R.D.C.:

1. Active membership, which is open only to public school systems in the seven-county Twin Cities metropolitan area.
2. Associate membership, which is open to all other institutions, agencies, and individuals interested in co-operative efforts in educational research and improvement.

Major governing body of the Council includes a board of directors elected by the superintendents of active member districts. The board of directors, consisting of eight superintendents, meets monthly for the transaction of Council business. As of 1967, the board of directors had established three commissions and one committee.

The Council has been engaged in a variety of activities. Professional improvement workshops have been held for school principals, superintendents, and school board members.

A co-operative school rehabilitation center has been established to serve the needs of mentally handicapped children.

Research studies have been completed in the areas of school finance, curriculum and instruction, professional staffing, administration and organizational climate.

The council has encouraged innovations in curriculum and instructional methods. One of the projects resulting from the interest of the membership was the production of a thirty-minute film, The Sound of Poetry, created through the co-operation of the Council, the St. Paul Theatre Company, and KTCA (educational television). Another co-operative undertaking included the staging of Macbeth by the Minnesota Theatre Company.<sup>7</sup>

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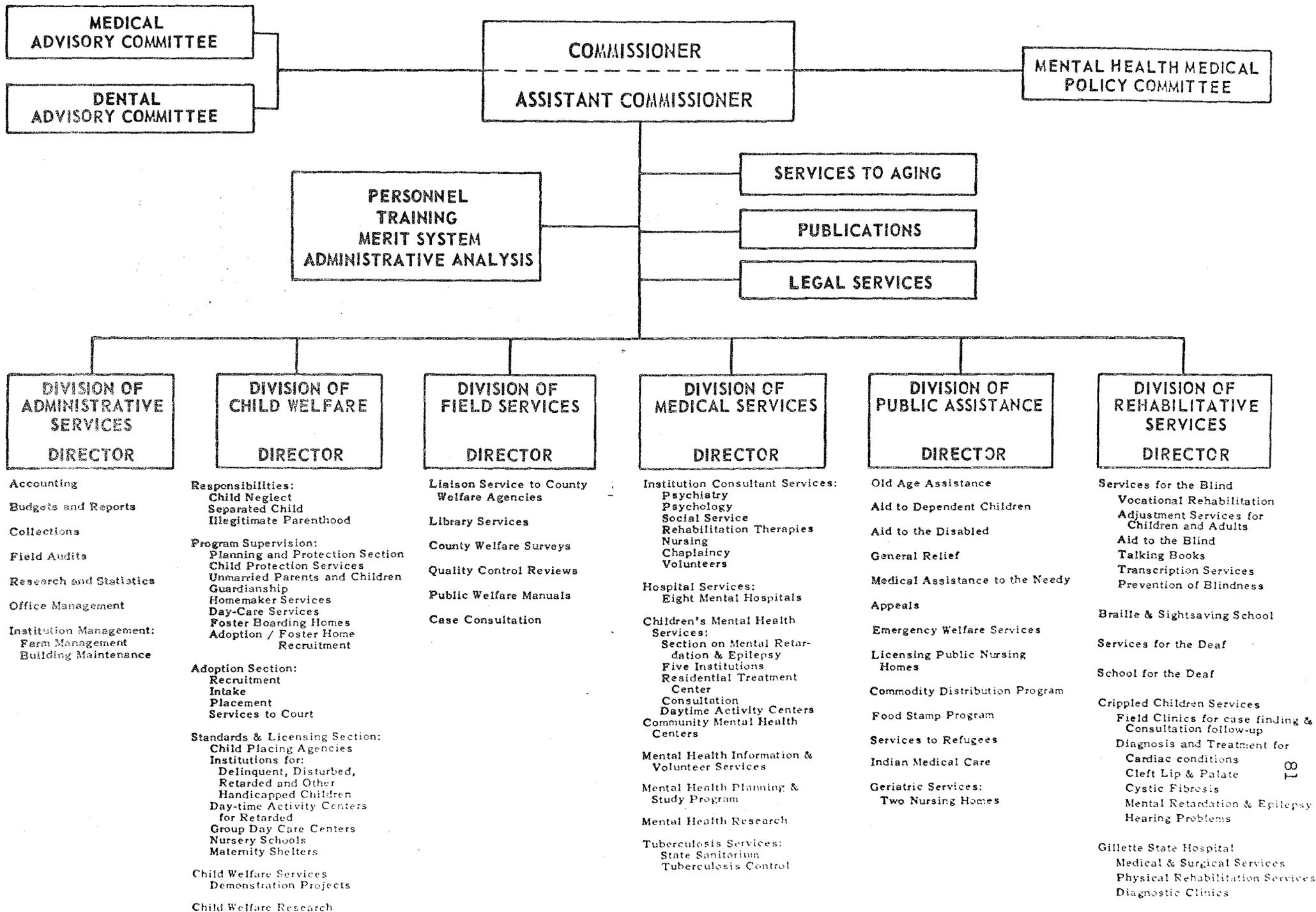


Part V

SOCIAL SERVICES IN THE TWIN CITIES  
METROPOLITAN AREA

Harold Sorknes





## SOCIAL SERVICES IN THE SEVEN-COUNTY METROPOLITAN AREA

A variety of agencies, public and private, administer a broad range of services in the seven-county area. This combination of public and private agencies has several advantages. In some instances the State Department of Public Welfare has no legal authority to provide certain forms of assistance; in others, a large volume of specialized services is required. In other instances, particularly child welfare, the services of the private agencies and the Department of Public Welfare are coordinated and administered through the department.

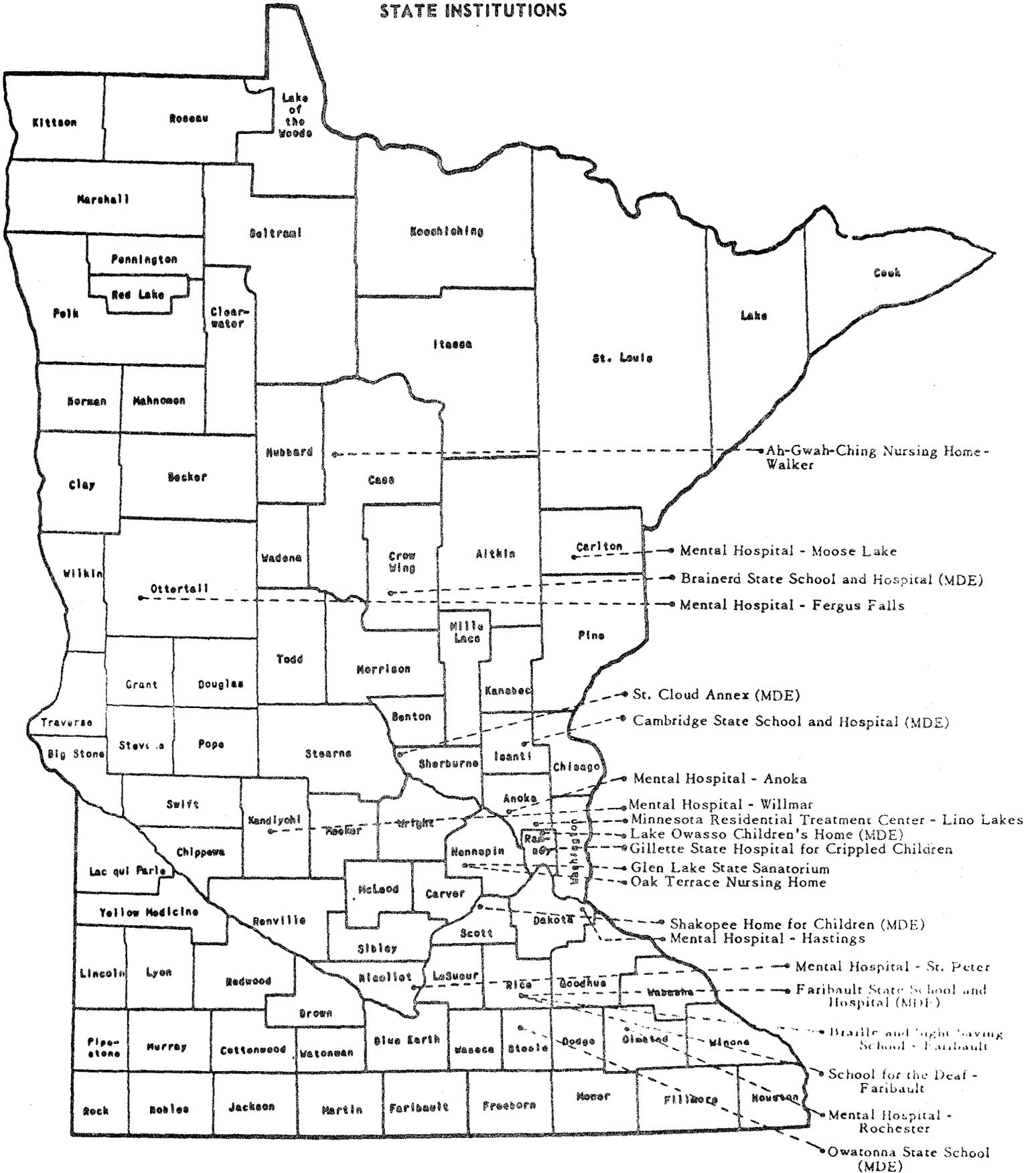
Although a variety of agencies sponsors social services, the majority is provided by the State Department of Public Welfare. The department, under the authority of the Commissioner of Public Welfare, has a line and staff organization shown in Figure 1.

A welfare board in each county administers the total program. This board is made up of five members: three are county commissioners and two are persons appointed by the Commissioner of Public Welfare. Legislation requires that one of the appointees be female. The county attorney serves as the board's legal adviser and counsel.

Each of the counties in Minnesota administers its program of social services in relative isolation from other counties. In fact, the lines of communication from county to state to federal levels are usually more open; inter-county communication results in a number of problems. A high degree of social mobility frequently results in a lack of services to families seriously in need of them.

The social services provided through the county welfare board are financed from local, state, and federal funds. In general, the percentage of support provided by the governmental units may be broken down as follows:

# MINNESOTA'S COUNTY WELFARE BOARDS and STATE INSTITUTIONS



county funds, 35 per cent; state funds, 35 per cent; federal funds, 29 per cent; other units, 1 per cent. All funds from state and federal sources are allocated to the various counties, rather than paid directly to the persons involved. Expenditures from these funds are made by the county treasurer after approval by the county auditor.

Other services are financed in a variety of ways. Some are financed through public subscription. Two illustrations may be cited: the Red Feather drive and the United Fund drive. Charitable organizations, such as the Salvation Army and the Red Cross, do not always provide a complete program of social services but restrict their attention and support to specific forms. Fraternal organizations, such as the Shriners, underwrite the cost of such services as children's hospitals and homes for senior citizens. Religious denominations sponsor programs of child welfare, youth recreation, counseling services for youth and adults, hospitals, and homes for the aged, to name but a few.

The broadest range of services, obviously, is sponsored by the Department of Public Welfare. This program is subdivided into the following categories:

1. Adoptions
2. Adult foster homes assistance
3. Aid to families with dependent children (AFDC)
4. Blind aid and services (BA)
5. Children's day care
6. Court
7. Funeral policies
8. Hospital care
9. Medical aid to the aged (MAA)

10. Mental Health
11. Mentally retarded
12. Nursing home placement
13. Old age assistance (OAA)
14. Property matters - client resources
15. Protection - child neglect
16. Unwed mothers

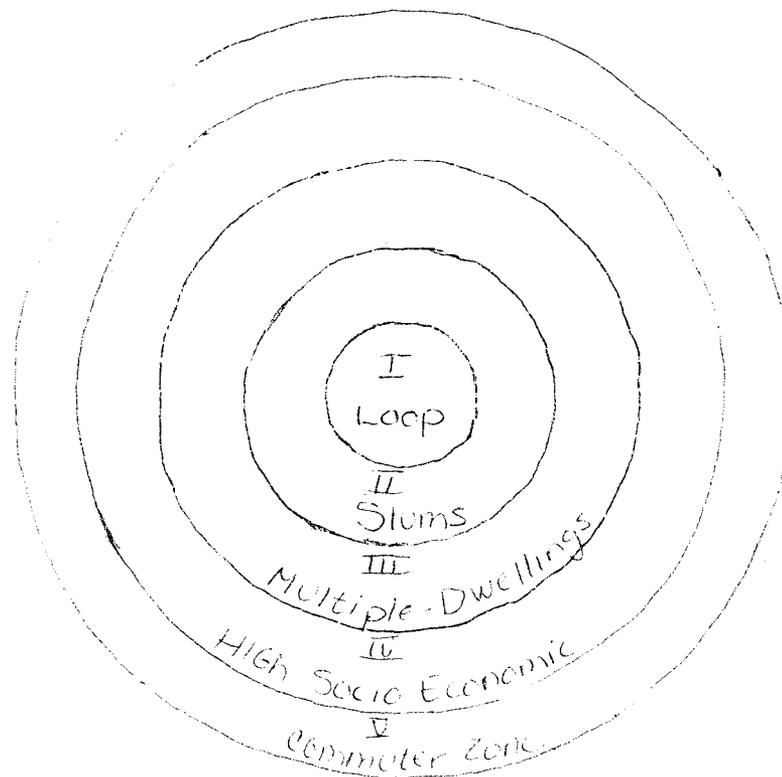
Aid to families with dependent children (AFDC) is given for any of several reasons. Divorce or separation of parents accounts for the largest single share of the cases, while incapacity of the father accounts for the next largest. Other reasons are because of illegitimacy or because the father is no longer living. If a racial note may be introduced, the percentage of Aid to Families with Dependent Children for reasons of illegitimacy is highest among the Indians, followed by those of Negro ancestry. In both instances the percentage is considerably higher than among whites.

Approximately 100,000 persons in the state receive aid and services because of blindness. Of this number about one-half reside in the Counties of Hennepin, Ramsey, and St. Louis. This condition exists for two reasons: first, there is a concentration of population in the cities of Minneapolis, St. Paul, and Duluth; second, outstate families in which blindness has occurred frequently move to these metropolitan areas in order to utilize the great number of services made available.

Changes in the treatment and care of the mentally retarded have influenced the development of agencies providing service. Since the present policy is to place these persons in privately-owned and operated homes, rather than in

state-supported institutions, a number of day-care and permanent-residence centers operate in the area.

The kinds of social services needed are influenced to a large degree by the area in which a person lives. Sociologists illustrate the demographic structure of a city by a figure containing concentric circles. Figure 2 illustrates a typical city; it may also illustrate the seven-county metropolitan area.



In Zone 1, the "Loop", there are extreme ranges in wealth. Banking, retailing, and investment institutions are located in close proximity to Skid Row. Social services in this zone are in large part restricted to those provided by missions and by direct relief to homeless men.

Zone II is commonly called the "slums." It is an area of dense population. Because of their extremely limited income, many families are forced to sublet a portion of their homes in order to meet rental payments. All major phases of public welfare are provided in this area. Some of the residents may be old enough to qualify for social security but have never worked long enough to be eligible for its benefits. The area is characterized by broken families, rather than by broken homes; that is, there has been no father, or, in some cases, a succession of fathers.

Immigrants settled close to the industrial center and in the same neighborhood as others of the same national origins. Thus, there are such nationality clusters as Little Germany, Little Sicily, Little Poland, Chinatown, etc. These immigrants tended not only to settle in specific localities but to work in similar occupations. Family counseling is one of the most significant services provided in Zone II. Children live according to the American standards at school and at play but must conform to the Old World standards at home. The inevitable conflicts are a source of frustration to both parents and children.

The development of Settlement Houses characterizes Zone II. The original purpose of these establishments was to assist immigrants in becoming acquainted with the language and the customs of America. As the population has changed from immigrant families to second- or third-generation families, these houses have changed from being primarily an educational center to a social and recreational center. In many cases the Settlement Houses are sponsored by religious denominations. It is rather common to find a suburban congregation assuming the cost of a specific house. Goods at the rummage sales and thrift shops conducted in the settlement houses usually come from suburban homes.

The following list shows the names and addresses of Settlement Houses in the city of Minneapolis:

- |                                       |                          |
|---------------------------------------|--------------------------|
| 1. Edward F. Waite Neighborhood House | 2215 Park Avenue         |
| 2. Glendale Community Service         | 59 St. Mary's Avenue     |
| 3. Phyllis Wheatley House             | 809 Aldrich Avenue North |
| 4. Pillsbury Citizens Service         | 302 16th Avenue South    |
| 5. The Way                            | 1933 Plymouth Ave. No.   |
| 6. Unity House                        | 250 17th Avenue No.      |
| 7. Wells Memorial                     | 1120 Oliver Ave. No.     |
| 8. Margaret Barry                     | 759 Pierce Ave. N.E.     |

The dense population and the low socio-economic status found in the slum zone are well illustrated in the city of Detroit, Michigan. Grand Boulevard encloses only a minor part of the city's area. Within the enclosure, however, live more persons than are found in the state of South Dakota (680,514, according to the 1960 census). Of this number, almost 100 per cent are colored and considerably more than half are recipients of one or more forms of welfare.

Zone III is somewhat an extension of Zone II. Because it is an area of multiple dwellings, there is a concentration of population. Most of the wage earners can be classed as semi-skilled or unskilled. The concentration of population and the relatively low socio-economic status require that the same broad range of social services be provided as are required in the slum area. Broken homes are frequent in Zone III. There is an extension of the nationality clusters found in Zone II; and, as in Zone II, there is a tendency for these nationality groups to be employed in similar occupations.

Skilled workers and members of the professions form the predominant portion of the population in Zone IV. Their relatively high socio-economic status reduces

the number of services which provide subsistence. However, such services as aid to the mentally retarded, adoption, foster homes, mental health are found in this, as in other areas.

Zone V is commonly called the suburbs or the "Commuter Zone." All services except financial are provided in this area. Because a major share of the wage earners is classed as executive or professional persons, their occupations exert pressures and tensions both during working hours and at home. Similarly, the family life is subject to the pressures of suburban living and to the necessity of "keeping up with the Joneses." The hours which the fathers devote to their occupations and which the mothers devote to their social organizations result in a considerable degree of freedom for the youth. The combination of business and social pressures on the adults and the freedom enjoyed by the youth increases the need for family counseling services: in the extreme they increase the need for services specializing in the preservation of mental health.

The program of urban renewal, carried on in Minneapolis, St. Paul, and other major cities, presents problems to agencies providing social services. As homes in the slum areas are demolished and replaced by business institutions, the displaced persons must be relocated. In some instances these persons move to Zone III, bringing with them the customs, morals and status of the slum area. Some families, in Zone III, unwilling to accept these standards, move to the next area, thus causing something of a chain reaction.

Other displaced persons, unable to meet the costs of such a move, are accommodated by public housing provided by city and federal funds. Although their homes are new and modern, many of these persons continue their previous patterns of living. It may be debated, then, whether such public housing

actually changes the social climate or whether it concentrates the climate in a few buildings in which the majority of residents receives one or more forms of welfare.

As urbanization continues, the need for services provided by the county will become less; services provided through the city will become proportionately greater. To illustrate: because of the tremendous growth of the city, Los Angeles County was abolished and the city assumed all governmental functions. In the Twin City seven-county metropolitan area, further urbanization and the high degree of social mobility virtually mandate the establishment of a metropolitan agency to administer all services in the area. The development of such an agency, empowered to cut across county lines, will eliminate the relative isolation with which the counties currently operate their social services. The result will be a smoother, more efficient operation with better results for all concerned.

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Part VI

ECONOMIC RESOURCES AND  
PUBLIC EXPENDITURE PATTERNS

Peter Obermeyer  
Jerome Webster  
John Lyngdal



To gather some perspective concerning present and future educational problems of the TCMA it is necessary to have an overview of the resources and demands that the areas' economic base possesses. From the 1960-1967 pattern of various economic trends a projection of educational demands and economic resources will be made.

Nine economic indexes are used from which the projections will be made. In all cases the projection figures relate to the seven-county metropolitan area. Certain statistics are based on a five-county metropolitan area; Carver and Scott are not included in such statistics.

#### 1. Population

- a. General population since 1960 has increased from 1,482,030 in 1960 to 1,807,708, an increase of 325,678 in the seven-year period. Table I shows this trend in the total population for the metropolitan area.

TABLE I

TCMA POPULATION GROWTH

Year	Total Population	% in school
1960	1,482,030	19
1963	1,564,000	
1964	1,640,864	
1966	1,778,433	
1967	1,807,708	22
1980	2,451,900	
1985	2,776,890	
2000	4,033,400	

Source: 1960 United States Census and Metropolitan Planning Council

Based on the population growth in this period the projected population for 1980 shows an increase of 644,129 and the increase to the year 2000 is 2,225,692.

#### General Population

Population estimates for the seven-county metropolitan area are made by the county each year by the Department of Vital Statistics of the State Department of Health and by the Twin City Metropolitan Planning Commission. Table II gives the estimated 1967 population for the metropolitan area as determined by both of these organizations and compares these estimates with the 1960 census. A study of Table II reveals that:

1. Population in the seven-county area increased by 12.4 percent according to the Minnesota Department of Health and 18.5 percent according to the Metropolitan Planning Commission between 1960 and 1967.
2. The Metropolitan Planning Commission estimate of the area's population in 1967 of 1,807,208 is 93,087 more than the estimate of the Minnesota Department of Health.
3. When the seven counties in the area are ranked according to percent of population increase between 1960 and 1967, Anoka county is first; Dakota county is second; Carver county is fifth; Hennepin sixth; and Ramsey county seventh by both estimates. The Minnesota Department of Health ranks Scott county third and Washington county fourth, while the MPC reverses this rank.
4. The largest absolute population increase occurred in Hennepin county; the second-largest increase occurred in Anoka county according to both estimates.

TABLE II

Estimated Population change 1960 to 1967, By county, Twin City Metropolitan Area  
By Minnesota Department of Health and Twin Cities Metropolitan Planning Commission

County	April 1960	July 1967	NET CHANGE		1960 Census APRIL 1, 1967		NET CHANGE	
			Number	Percent	1960 Census	1967 Projection	Number	Projection
Anoka	85,916	126,494	40,578	47.2	85,916	138,285	52,369	61.0
Carver	21,358	24,374	3,016	14.1	21,358	26,677	5,319	24.9
Dakota	78,303	113,425	35,122	44.9	78,303	119,716	41,413	50.3
Hennepin	842,854	905,986	63,132	7.5	842,854	950,071	107,217	12.7
Ramsey	422,525	447,544	25,019	5.9	422,525	468,074	45,549	10.8
St. Louis	21,909	28,574	6,665	30.4	21,909	29,041	7,132	32.6
Washington	52,432	67,724	15,292	26.7	52,432	75,344	22,912	43.7
TOTALS	1,525,297	1,714,121	188,824	12.4	1,525,297	1,807,208	281,911	18.5

Population by age through the year 2000 is indicated in TABLE III. School population in the year 2000 will be almost three times the number attending school in 1960.

TABLE III  
Population, by age, 1960-2000, TCMA

Age Group	1960	1980	2000	% Increase	
				1960-80	1960-2000
0-5	195,393	326,500	539,900	67%	176%
6-13	283,214	480,900	813,900	70%	187%
14-17	83,442	177,500	308,400	107%	270%
18-24	140,843	300,200	496,900	113%	253%
25-17	366,656	658,400	1,122,300	79.5%	206%

Actual school enrollments for the years 1960-61 and 1966-67 as reported to the State Department of Education are given in TABLE IV by counties for the seven-county Metropolitan area.

Total enrollment for the entire area increased by 104,899 pupils or 35.8% during the six-year period from 1960-61 to 1966-67. Enrollment in ungraded elementary schools in 1966-67 was less than half of what it was in 1960-61. Dakota and Washington counties eliminated all ungraded elementary schools during this period. Dakota county with an 82.0% increase and Anoka with an 81.7% increase led in percentage increases. Other percentage increases were Scott 66.8, Washington 65.2, Carver 39.1, Ramsey 27.2, and Hennepin 23.6. With an increase of 38,304 pupils, Hennepin county had the greatest numerical increase during the period. Anoka county was next with 20,005 followed by Ramsey county with 19,973 and Dakota county with 13,606.

TABLE IV  
ENROLLMENT BY COUNTY FOR THE TWIN CITY METROPOLITAN AREA  
1960-61 and 1966-67  
Enrollment

County	1960-61			1966-67		
	Graded El. and Secondary	Ungraded Elementary	Total	Graded El. and Secondary	Ungraded Elementary	Total
Anoka	24,496	0	24,496	44,501	0	44,501
Carver	2,658	691	3,349	3,916	734	4,650
Dakota	16,185	410	16,595	30,201	0	30,201
Hennepin	161,600	401	162,001	200,206	99	200,305
Ramsey	73,322	0	73,322	93,295	0	93,295
Scott	3,012	285	3,297	5,499	31	5,499
Washington	11,514	108	11,622	19,204	0	19,204
<b>TOTAL</b>	<b>292,787</b>	<b>1,895</b>	<b>294,682</b>	<b>396,822</b>	<b>864</b>	<b>397,686</b>

Sources: Minnesota State Department of Education

School Enrollment Projections

In September 1963, the Metropolitan Planning Commission projected enrollments for the years 1980 and 2000 for the entire metropolitan area. These projections by school group are shown in TABLE V.

TABLE V

## Projection of School Enrollment in Twin City Metropolitan Area

<u>School group</u>	<u>1960</u>	<u>1980</u>	<u>2000</u>
Grades K - 6	215,200	376,900	637,700
Grades 7 - 9	76,000	143,000	248,100
Grades 10 - 12	58,800	137,900	243,000
Total	350,000	657,800	1,128,800
College	40,300	148,400	249,600
Total	390,300	806,200	1,378,400

The increases by number and percent as derived from this table are as follows:

	1980		2000	
	Number	Percent	Number	Percent
Grades K - 6	161,700	70.5	260,800	69.2
Grades 7 - 9	67,000	88.2	105,100	73.4
Grades 10 - 12	79,100	134.5	105,100	76.2
Grades K - 12	307,800	87.9	471,000	71.6

Through 1980 and 2000 the greatest growth in numbers will occur in grades K - 6 while the greatest percentage growth will occur in grades 10 - 12. Between 1960 and 1980 the proportionate enrollment in grades 10 - 12 will increase tremendously the percentage being 134.5 percent.

### Employment

#### A. By Percent and Actual Number of Leading Economic Groups

	1950	1960	1965	1965	1975	%incr. 1950-60	%incr. 1960-75
Total non Agricul. Emp.	461,500	568,200		636,999	800,300	23.1	40.8
1)Construction	25,600	30,200	5.3	37,878	52,100	18.0	72.5
2)Manufacturing	121,100	156,300	26.7	169,433	200,900	29.1	28.5
3)Transportation- Communication & Public Utilities	49,900	51,100	8.0	35,772	56,700	2.4	11.0
4)Whole-Retail	114,800	127,700	24.4	155,892	191,900	11.2	50.3
5)F.I.R.E.	25,400	35,600	6.0	38,048	50,400	40.2	41.6
6)Service and Misc.	77,300	101,500	16.3	121,291	140,700	31.3	38.6
7)Government	47,400	65,800	13.3	83,937	107,600	38.8	63.5

Source: Department of Employment and Security, State of Minnesota

#### B. By Percent and Actual Number of Occupatant

	1950	1960	1966	1975	%incr. 1950-60	%incr. 1960-75
Total employed	473,300	576,100		805,500	21.7	39.8
1) Prof-Tech	53,100	83,500		140,200	57.3	67.9
2) Office Man. Proprietors	47,400	52,900		70,900	11.6	34.0
3) Clerical	91,300	118,400		174,800	29.7	47.6
4) Sales	42,500	52,800		72,500	24.2	37.3
5) Operatives	83,200	91,400		110,400	9.9	20.8
6) Service	50,600	65,300		100,700	29.1	54.2
7) Laborers	22,600	23,400		24,200	3.5	3.4
8) Farming	11,200	7,400		4,800	-33.9	35.1

Source: Department of Employment Security, State of Minnesota

## C. Median years of schooling by Occupation (U.S.)

Occupational Group	1959	1965	%change
1) All occupations	12.0	12.2	+ .2
2) Professional and Tech.	16.2	16.3	+ .1
3) Proprietors and Mgrs.	12.4	12.6	+ .2
4) Clerical and Sales	12.5	12.5	--
5) Skilled	11.0	11.7	+ .7
6) Semi-skilled	9.9	10.6	+ .7
7) Service	9.7	10.8	+1.1
8) Unskilled	8.6	9.5	+ .9
9) Farmers and Farm Laborers	8.6	8.7	+ .1

Source: Department of Employment Security, State of Minnesota

## Income

## A. Per capita and per family annual income as compared to U.S.

1960	2,117	7,125	1,974	6,723
1961	2,275	7,700	1,967	6,661
1962	2,376	8,079	2,029	6,874
1963	2,435	8,283	2,103	7,130
1964	2,590	8,836	2,225	7,542
1965	2,691	9,152	2,367	7,989
1966	3,051	10,320	2,543	8,532

Source: Department of Labor and Department of Commerce

Figure is "net income" - that which is left following payment of all taxes.

## B. Average Weekly earnings by economic groups

	Mfg.	Const.	Transp.	Trade	FIRE*
1960	97.15	125.61	110.44		63.38 80.23
1961	102.48	131.06	115.86		70.47 81.31
1962	106.88	139.22	116.77		72.32 83.19
1963	111.12	135.41	118.06		F.76.40 I.86.59
1964	114.18	146.64	121.31		F.79.51 I.82.76
1965	121.17	160.98	127.27		
1966	124.39	169.07	124.83	84.90	
1967	126.20	185.26	142.53	85.68	
June 1968	136.20	185.26	142.53	92.66	

Source: Department of Employment Security, State of Minnesota

\* Finance, Insurance, Real Estate

## Real and Personal Property Taxes

The state auditor compiles annually total taxable values and the taxes collected by the state, counties, and villages, townships, and school districts on real and personal property. TABLE IV contains this information for each county in the Twin City Metropolitan area for the years 1960 and 1966. Also included for comparison purposes are the state totals for each of the items. Conclusions that can be drawn from that Table are:

1. Total taxable real and personal property values in the Twin City Metropolitan area:
  - a. increased by \$252,159,953 or 23.3% between 1960 and 1966 compared to a total state increase of \$319,627,279 or 21.5% over the same period
  - b. were 47.2% of the state total in 1960 and 51.2% of the state total in 1966. Source: Department of Taxation, State of Minnesota.
2. Total of real and personal property taxes levied in the seven-county area:
  - a. increased by \$133,663,777 or 59.6% between 1960 and 1966 compared to

- a total state increase of \$215,642,383 or 45.9% over the same period.
- b. were 48.0% of the state total in 1960 and 52.4 of the state total in 1966.
3. Total school district taxes levied on real and personal property in this metropolitan area: Source: Dept. of Taxation, State of Minnesota.
- a. increased by \$73,569,257 or 80.2% between 1960 and 1966 compared to a total state increase of \$119,425,036 or 60.7% over the same period.
- b. were 46.6% of the total school district taxes levied by school districts in the state in 1960 and 52.3% of the total in 1966.
- c. were 40.7% of all real and personal property taxes levied in 1960 and 46.0% in 1966; in the state as a whole the increase during the period was from 41.9% to 46.1%. Source: Department of Taxation, State of Minnesota.

5. Building Permits Issued Per Year

1962 - \$291,132,000  
 1963 - 370,111,000  
 1964 - 417,476,000  
 1965 - 394,765,000  
 1966 - 369,995,000  
 1967 - 475,811,000

Source: Federal Reserve Board

6. Cost of Living (Area and National)

(1957-9-100)	7 county	National
1960	103.1	103.1
1961	104.2	104.2
1962	105.5	105.4
1963	107.0	106.7
1964	108.0	108.1
1965	109.5	109.9
1966	112.2	113.1
1967	115.9	116.3
April 1968	120.4	119.9
1980	146.3 (Est)	145.1 Est
1985	157.1 "	155.6 "
2000	189.5 "	187.1 "

Source: Bureau of Labor Statistics

TABLE

Total Taxable Values and Real and Personal Property Taxes Levied by Counties, In The  
Minneapolis-St. Paul SMSA for the Years 1960 and 1966

County	Total Taxable Values	State Taxes	County Taxes	City and Village Taxes	Township Taxes	School District Taxes	Total Taxes Levied
Anoka	\$31,287,689 61,931,621	\$ 330,526 1,065,395	\$ 1,849,704 3,806,305	\$ 1,848,705 4,922,030	\$ 61,655 87,753	\$ 4,347,112 10,888,438	\$ 8,437,712 20,769,831
Carver	17,117,846 15,090,653	150,977 259,829	883,290 1,431,126	313,358 451,954	184,508 233,376	713,433 1,765,388	2,245,565 4,141,672
Dakota	51,799,537 83,477,020	615,521 1,436,996	2,330,387 4,177,752	1,868,072 3,722,484	221,993 459,095	6,137,508 12,717,667	11,173,482 22,513,994
Hennepin	601,703,678 732,529,926	5,185,338 8,713,440	25,079,508 41,761,939	49,550,073 59,174,763	69,130 37,343	53,877,977 91,646,133	133,762,026 201,333,619
Ramsey	304,740,036 339,073,016	2,491,726 3,513,163	13,331,614 18,507,421	23,104,068 31,933,827	7,050 113,350	21,839,437 38,881,610	60,773,895 92,949,371
Scott	10,529,647 15,650,308	122,323 269,359	768,883 1,135,709	447,355 80,923	98,173 153,244	968,817 2,172,633	2,405,551 4,211,867
Washington	24,405,211 41,965,074	275,520 722,125	1,421,166 2,897,639	841,240 1,859,153	241,169 460,160	3,792,116 7,173,788	6,571,210 13,112,864
Totals	1,037,563,644	9,171,931	45,664,552	77,972,871	883,688	91,676,400	225,369,441
Totals	1,289,723,597	15,980,217	73,717,891	102,545,134	1,544,320	165,245,657	359,033,218
State Total	2,197,571,402	22,937,982	119,184,056	118,305,938	12,367,040	296,697,769	469,492,786
State Total	2,517,198,681	36,481,201	163,455,598	154,136,297	14,939,268	316,122,805	685,135,169

Note: The upper figure of each pair is for 1960. The lower figure is for 1966.

Department of Taxation: State of Minnesota

7. School Districts Disbursements and Receipts, 1960-61 and 1966-67

In order to determine a trend in school districts' disbursements and receipts, this information was obtained for 1960-61 and 1966-67. The sources of the information were the annual financial reports submitted by county superintendents or administrators to the State Department of Education. This information is contained in Table V.

TABLE VI

DISBURSEMENTS AND RECEIPTS OF SCHOOL DISTRICTS IN THE TWIN CITY  
METROPOLITAN AREA, 1960 and 1966-67

	1960-61		1966-67	
Pupils Enrolled	294,682		397,686	
<u>Disbursements</u>	<u>Total</u>	<u>Per Pupil</u>	<u>Total</u>	<u>Per Pupil</u>
Instruction Costs	\$ 78,982,119	\$268	\$156,635,706	\$394
Current Costs	115,247,604	391	225,963,018	568
Capital Outlay Costs	39,454,000	134	62,953,185	158
Debit Service Costs	22,407,033	76	27,571,538	69
Total Costs	177,589,203	603	332,385,702	836
<u>Receipts</u>				
Local Taxes	79,613,712	270	143,114,959	360
County	1,109,054	4	1,566,065	4
State	48,485,823	165	87,120,467	219
Federal	1,234,593	4	9,600,371	24
Sale of Bonds	31,237,429	106	44,083,124	111
Total receipts	182,247,835	618	321,804,904	809

Source: Minnesota State Department of Education

The total amount expended per pupil for public elementary and secondary education in the Twin City Metropolitan Area increased by \$233 or 38.6 percent during the period 1960-61 to 1966-67. Instruction costs increased \$126 or 47.0 percent; current costs which include instruction increased by \$177 or 45.3 percent; capital outlay costs increased \$24 or 17.9 percent while debt service costs decreased by \$7 or 9.2 percent.

Another way of comparing cost changes during the six-year period is to determine what part of the total per-pupil cost is made up of instruction costs, current costs, capital outlay costs, and debt service costs for each of the two years. This is done in Table VII.

TABLE VII

PER CENT THAT INSTRUCTION, CURRENT, CAPITAL OUTLAY, AND DEBT SERVICE COSTS ARE OF TOTAL COSTS, 1960-61 AND 1966-67

<u>Disbursements</u>	<u>1960-61</u>	<u>1966-67</u>
Instruction Costs	44.4	47.1
Current Costs	64.8	67.9
Capital Outlay Costs	22.2	18.9
Debt Service Costs	12.6	8.2

Source: Minnesota State Department of Education

Current costs which include instruction costs are increasing more rapidly and make up a greater part of the total costs of public school education in this area.

A comparison of the total receipts of these schools in Table V indicates that between 1960-61 and 1961-62: 66-67:

1. Total receipts increased by \$191 per pupil or 30.9 percent.
2. Local tax receipts increased by \$90 per pupil or 33.3 percent.
3. Receipts from county sources per pupil remained the same.

4. Receipts from the state increased by \$54 per pupil or 32.7 percent.
5. Receipts from the federal government increased by \$20 per pupil or 500 percent.
6. Receipts from the sale of bonds increased by \$5 per pupil or 4.7 percent.

Has there been any change in the proportion of the total receipts that come from local taxes, county, state and federal sources or sale of bonds during the six-year period? Table VIII indicates the proportion of the total receipts represented by each of its parts for each of the two years.

TABLE VIII

PERCENT THAT LOCAL TAXES, COUNTY, STATE, AND FEDERAL FUNDS AND BOND RECEIPTS ARE OF TOTAL RECEIPTS, 1960-61 AND 1966-67.

<u>Receipts</u>	<u>1960-61</u>	<u>1966-67</u>
Local Taxes	43.7	44.5
County	.7	.5
State	26.7	27.1
Federal	.7	3.0
Sale of Bonds	17.1	13.7
TOTAL	88.9	88.8

Table VII indicates that the percent of total school receipts borne by local taxes and state aids increased during the six-year period but by less than one percent. The percent of receipts from federal sources more than quadrupled during the period but still to only three percent of the total in 1966-67.

## 8. Other Considerations

### A. Present legal considerations

#### (1) Legal taxing limits of individual school districts

The total amount of taxes than can be levied by any school district in the state is limited by statute. The limitation is based on the population of the school district, the number of resident pupil units in average daily attendance, the Consumers' Price Index, and other considerations. The full text of the limitation is found in M. S. 275.12 Subdivisions 1-6.

#### (2) State aid maximums

The state aid maximums that are in effect are for this biennium only. The foundation aid program which accounts for most of the state aids paid to school districts has been increased at each session of the legislature. The provisions governing some of the special aid programs have also been changed recently.

#### (3) Federal aid possibilities

Federal involvement in the financing of public elementary and secondary school education has increased substantially during the past few years. Of late, however, there are signs that indicate that it is levelling off and may be declining. In order for it to have any great impact, there would have to be a much greater infusion of funds that there has been so far. The many other foreign and domestic demands on the federal dollar at this time make highly improbable any significant increase in federal support of elementary and secondary school education in the near future.

### B. Present tax free property

The total value and assessed value of tax exempt real estate is determined every six years by counties for the state of Minnesota. Since the 1966 determination is not completed at this time, the 1956 and 1962 figures are given in Table IX. During the six-year period the total value of tax exempt real estate increased by \$237,506,740 or 52.7 percent, the assessed value increased by \$95,067,454 or 52.8 percent. Other interesting observations:

- (1) Hennepin County with 50.6 percent of the total amount of assessed value in 1956 had 52.7 percent of the total in 1962.
- (2) Ramsey County with 37.6 percent of the total amount of assessed value in 1956 had 35.5 percent in 1962.
- (3) Between 1956 and 1962 the assessed value of tax exempt real estate increased 59.3 percent in Hennepin County and 43.8 percent in Ramsey County (the increase for the seven-county area as indicated above was 52.8 percent).
- (4) Referring back to Table IV and comparing 1956 tax exempt property with 1960 taxable values and also 1962 tax exempt with 1966 taxable values we have the following:

(a) 1956 tax exempt	\$179,896,997		
(b) 1960 total taxable	1,037,563,644	percent (a) is of (b)	17.3
(c) 1962 tax exempt	274,964,451		
(d) 1966 total taxable	1,289,723,579	percent (c) is of (d)	21.3

TABLE IX

TOTAL VALUE AND ASSESSED VALUE OF TAX EXEMPT REAL ESTATE BY  
COUNTY IN MINNEAPOLIS-ST. PAUL SMSA, 1956 AND 1962

County	1956		1962	
	Total Value	Assessed Value	Total Value	Assessed Value
Anoka	\$ 17,769,756	\$ 7,097,163	\$ 21,500,149	\$ 8,551,576
Carver	2,398,850	939,540	6,177,481	2,457,253
Dakota	20,393,811	7,836,909	31,075,258	12,430,114
Hennepin	227,781,539	91,014,328	362,908,173	144,957,893
Ramsey	169,237,980	67,690,077	243,401,010	97,357,816
Scott	3,028,453	1,208,421	4,942,727	1,971,947
Washington	<u>10,330,146</u>	<u>4,090,559</u>	<u>18,442,450</u>	<u>7,237,852</u>
TOTAL	\$450,940,535	\$179,896,997	\$688,447,275	\$274,964,451

Source: Minnesota Department of Taxation

C. Demands by other forms of government for the tax dollar

The problems of financing school systems are intimately interwoven with the problems and issues of federal, state, and municipal finance. Financing local government is obviously a serious and growing problem. Costs are rising faster as a per cent of G.N.P. than is the Gross National Product. In 1942 local government expenditures were 6 per cent of personal income; by 1966 - they slightly exceed 10%.

## D. Projections for 1980

The projections for the year 1980 were determined by assuming that the growth rate for the 1960-67 period will continue until 1980.

	<u>1980</u>
Population	2,300,000
School Enrollment	643,000
Taxable Values	\$1,877,563,644
Total real and personal property taxes levied	
State	discontinued by 1967 legislature
County	139,064,000
City and Village	159,873,000
Township	3,085,000
School District	336,900,000
Total	670,700,000
Per Pupil Costs	
Instruction	688
Current (includes Instruction)	981
Capital Outlay	214
Debt Service	52
Other costs	132
TOTAL	1,379
Per Pupil Receipts	
Local Taxes	570
County	4
State	345
Federal	71
Sale of Bonds	123
TOTAL	1,255
Assessed Valuation of Tax	
Exempt Real Estate	560,080,000

## CONCLUSIONS

### Population

1. The population in 1980 will be 2,300,000. This represents an increase of 818,000 people or 55% over the 13 year period, 1967-1980.
2. Anoka, Dakota, and Washington counties will more than double their total population.
3. School population in 1980 will be 643,000. This represents an increase of 245,00 or 62% over the 13 year period, 1967-1980.

### Employment

1. Non-agricultural employment in 1980 will be 882,000. This represents an increase of 247,000 or 39% over the 15 year period 1965-1980.
2. Wholesale and retail trade, F.I.R.E.\*, and the service industries constitute the major employment growth.

### Occupations

1. Of the 39% increase in the labor force the occupation or classifications of professional and technical, clerical, and services will exceed the growth of the labor force.
2. The three fastest growing occupations (professional and technical, clerical and sales) have median years of schooling in excess of 12. The third occupation - service - showed the largest increase in median years of education.

### Income

1. The per capita income in 1980 will be \$5,237. This represents an increase of 39% over the 14-year period - 1966-1980.
2. The family income in 1980 will be \$17,775. This represents an increase of 72% over the 14-year period, 1966-1980.

\* Finance, Insurance, Real Estate

3. Average weekly earnings for manufacturing has increased from \$97.15 to \$136.20 in the period 1960 to 1968, an increase of 40%. Weekly earnings in 1980 would be projected at \$181.00. In construction wages increased 47% from \$125.61 to \$185.26, a projected wage in 1980 would be \$258.00. Transportation wages increased only 29% from \$110.44 to \$142.53, projected to \$181.00 weekly by 1980.

#### Taxes

1. Taxable values of real and personal property will not increase at a rate commensurate with the need for additional tax revenue.
2. The assessed valuation of tax exempt real estate will increase at a more rapid rate than taxable values, resulting in a further reduction in the tax base.
3. The massive needs of the schools (643,000 pupils at \$1,379 per pupil equals \$886,697,000 in 1980) will require massive increases in revenue from all sources.

#### School Costs

School costs in 1980 will exceed revenue by \$124 per pupil.

#### RECOMMENDATIONS:

1. Reduce amount of tax exempt property.
2. Increase local taxes and state taxes.
3. Increase federal government support.
4. Reduce the number of governmental units.
5. Increase state aids.
6. Reduce educational costs.



Part VII

LEGISLATIVE CHANGES REQUIRED  
FOR THE ESTABLISHMENT  
OF A TCMA SCHOOL DISTRICT

Paul Proescholdt



In the state of Minnesota, as in all states, the legislature of the state is given the power and authority to establish and regulate the schools. Article VLII, Section 1 of the state school code states: "The stability of a republican government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

Therefore, should the state of Minnesota submit to a realignment of school districts within the state in accordance with the possibilities suggested in prior chapters, the following enabling legislation would have to come before the legislature for consideration and passage.

It is not the intention of this paper to discuss in detail all the specific items of law that would, of necessity, have to be considered eventually. It is the intention here to categorize very generally the major problems that will call for legislative action with the hope that each category may be more deeply examined at a later time.

I. Legislation will be necessary to permit the formation of a multi-county school district in such a manner that the same type of district may be implemented in either areas of the state of Minnesota as well as in the seven-county metropolitan areas under consideration. This seems a practical consideration from many viewpoints. If it is wished to label this new political structure, it is suggested here that it be known as an intermediate

district. This terminology is proposed in order to distinguish this district's position and essential character as being in the intermediate position between the state department of education and any operating school districts that may be under the control of the intermediate board.

II. Legislation must be enacted enabling the intermediate district so formed to employ a professional manager and staff to administer the governing policies for the Board of Directors of this district. Whether or not this manager is a professional educator may not be of great importance so long as he possesses the qualifications to be determined as requisite for that position.

III. Legislation must be enacted enabling the Board of Directors of the intermediate district to levy taxes for the support of education throughout that district. Whether or not the local board should be given authority to levy some fraction of the total tax money is a basic policy-question to be decided at a later date.

IV. Legislation must be enacted which would determine the number of members to be seated on the Board of Directors of the intermediate district. It is advised that this number be kept flexible in order that rural and urban areas alike may take advantage of the intermediate board concept and still be guaranteed representation.

V. The intermediate district so formed must be given bonding power by legislative act and, further, the power to establish sites for school buildings and associated facilities.

VI. Legislation must be enacted to empower the intermediate districts to establish and re-establish boundary lines for any subordinate districts which fall within their jurisdiction. Conceivably, this re-establishment of boundary lines could, by decree, be forcibly delayed until such time that the new intermediate district had been given a true test.

VII. The legislature must outline the duties and powers of the board of directors of the intermediate district in detail so there will be no quarrel as the limits of authority approach convergent points. There should be no room for question as to which board controls which activity after the formation of this new conceptual model.

VIII. Legislation must be enacted to permit the formation of community school districts which could be the instructional arms of the intermediate district. Permissive legislation is noted here in order to make it possible for an intermediate district to operate all schools within its boundaries under this plan. This may be especially applicable to rural districts that wish to consolidate.

IX. Legislation must be passed to enable any community district so formed to employ a professional educator to administer the schools of the community district. Such superintendent should be responsible directly to his employing board of education.

X. Legislation must be passed to eliminate the office of county superintendent of schools as soon as the transition phase of the intermediate district has been completed. At the same time, independent and special districts must be abolished and the boards of education that govern those districts must be dissolved.

As noted earlier, many more specific items of law will come to the attention of those trying to implement such a project as this. However, it is suggested here that the major legislative actions needed have been dealt with, although perhaps not to the satisfaction of everyone who views this particular problem.

