

**Education
School Financing
1967 - 1996**

APPLETON LEAGUE OF WOMEN VOTERS POSITION PAPER

SCHOOL FINANCING

Adoption: In 1967 the League of Women Voters of Appleton adopted the study entitled, "Continued analysis of Appleton city government with emphasis on budget and financing practices of both city and school system." Upon the recommendation of the resource committee and with the approval of the Board of Directors the study for that year was eventually limited to an analysis of the budgeting and financing practices of the school system.

Study: For resource material the committee collected information comparing the tax rate (full tax and school tax) in Appleton with that in other areas of the state from the Wisconsin Department of Taxation; compiled a chart comparing teacher's salaries in various areas of the state; studied school budgets, past and present; conducted interviews with school board members, school administrators and city employees regarding their role in school finances; gathered material on Unified School Systems and looked at Federal Aid programs being used in the system. A compilation of this material was distributed to the members as a discussion aid. A general meeting for members and the public was held at which a panel of speakers including the Superintendent of Schools, the president of the School Board, the chairman of the City Council Finance Committee and the city Finance Director discussed "how Appleton spends her monies, with emphasis on school finances." Unit meetings were held for taking consensus at which each unit was asked to establish criteria to be used in support of, or opposition to, any school budget.

Consensus: At a special meeting on October 17, 1967, the Board of Directors adopted the following consensus:

Recognizing that the Appleton school budget should reflect the community's ability to pay as indicated by the average annual income of the area and the equalized valuation behind each pupil, the League of Women Voters of Appleton supports:

1. Establishing and keeping teacher's salaries competitive with those of school districts in our area, as well as throughout the state.
2. Equalizing educational opportunities by a consistent policy of striving for uniform facilities and equipment throughout the system.

The League of Women Voters of Appleton also recommends considering the use of the services of a professional budget analyst responsible to the city council.

Action: Following the adoption of the new position the League sent a letter to the Board of Education and the city Finance Committee informing them of our new position. Since coming to consensus in 1967 the Appleton League has annually presented a statement at the public hearing on the school budget held by the Fiscal Control Board. These statements have been in support of the budget as presented by the Board of Education and in opposition to the extensive cuts often urged by various city officials; such cuts, the League feels, would seriously curtail goals which we have set forth in our consensus.

In 1968 the League organized ward meetings between individual aldermen and their constituents to discuss the school budget. A one million dollar cut in the school budget had been recommended by the mayor. Final action saw \$500,000 restored to the budget.

In the spring of 1969 the League, in a statement given before the Fiscal Control Board, urged the approval of bond issues to provide funds for additions and remodeling at Wilson and Roosevelt Junior High Schools. The League presented a statement expressing concern that the school budget reflect the need for equalization of facilities and equipment throughout the system before the Board of Education's series of budget hearings in the spring of 1969.

SCHOOL FINANCING - 2

In a statement given before the Board of Education in February 1972, the League urged action be taken on the recommendations of the Ad Hoc Central City School Committee which calls for closing or sharply curtailing the enrollments in Washington, Jackson, and Columbus Schools by September 1, 1972. This could temporarily be accomplished by renting a parochial school or if that is not feasible at this time by redrawing boundary lines to allow at least all intermediate pupils at Jackson and Columbus to attend better school facilities elsewhere. The ultimate solution recommended by the committee calls for the completion of a new central city school by September 1, 1974. Action taken in 1972 by the Board of Education was the redrawing of boundary lines.

December 30, 1996

To: State K-12 Financing Study Committee
From: Appleton K-12 Financing Study Committee
Re: Consensus Report Nov. 21, 1996

RESPONSES TO CONSENSUS QUESTIONS AND COMMENTS:

1. DO WE WANT TO RETAIN THE WORDING IN THE CURRENT LEAGUE POSITION ON SCHOOL FINANCES?

YES

Idea of local control very important--if anything, it should be emphasized.

Question if part 3 of the position is still necessary.

2. DOES THE 3-TIER FORMULA THAT WENT INTO EFFECT IN 1996 SATISFY THE POSITION IN TERMS OF EQUALIZING FUNDING AND EQUALIZING SPENDING PER STUDENT?

NO

Even though the formula is part of a tax relief plan, general consensus is that we need to remember that we are talking about the education of our children.

"weighting"--is an appealing idea--but problems are foreseen: categorizing (how determine), administration (complicated), impact on total funding program.

3. DO YOU FAVOR SCHOOL CHOICE WITHIN THE PUBLIC SCHOOLS?

YES

Public school intradistrict: YES

But limit the # times a student can change schools to eliminate "school shopping."

Public school interdistrict: Qualified MAYBE

Could be done under special circumstances. (In Appleton, it is already being done in this way.)

Don't support "school shopping."

Would support cooperation between school districts to develop magnet schools in adjoining districts to offer variety for students.

Assume funds would follow the student.

Transportation costs should be looked at separately:

It would be very costly.

If individuals were required to pick up the cost of transportation, that could create inequities.

DO YOU FAVOR SCHOOL CHOICE FOR PRIVATE SCHOOLS, INCLUDING RELIGIOUS SCHOOLS?

NO

People have the choice now.

Funding private schools (any kind) is too expensive.

Public funds fed into private schools would weaken the strength and integrity of private schools. We assume public accountabilities would follow public dollars.

[IF YOU FAVOR PRIVATE/RELIGIOUS SCHOOL CHOICE] DO YOU FAVOR CO-SIGNED VOUCHERS TO PARENTS, TO SCHOOLS, OR TO SCHOOLS AND PARENTS?

NO

We do not think that public funds should follow students to any private school, no matter how the funds might get there.

CHARTER SCHOOLS

NO

We felt that a discussion of CHARTER SCHOOLS also applied to this question.

We favor charter schools in the public arena, CHARTERED by local school boards and ACCOUNTABLE to local school boards.

A concern was expressed that any time funds go to a private school, it would be a drain on the public school system.

4. **DO YOU SUPPORT THE STATE ASSUMING 2/3 OR MORE OF FUNDING?**

YES

But: Concerned about increased funding eroding local control--it works if the economy is good-- education would suffer if the economy is poor-- no solution offered.

[Based on these notes, and on my memory, it sounds as though we did not reach consensus. The initial response was that having the state assume 2/3 funding was good, but the discussion that followed left the impression that those present were not at all sure--they were leaning more toward NO than toward YES.]

5 a. IF NECESSARY, SHOULD TAXES BE RAISED TO FUND SCHOOLS?

COULD NOT REACH CONSENSUS

Taxes are high enough.

Can't let education suffer in the event of hard times.

5 b. WHAT OTHER STEPS SHOULD BE TAKEN, I.E. KEEP OR MAKE REVENUE CAPS ON SCHOOLS MORE STRINGENT, IMPOSE SPENDING LIMITS ON SCHOOLS AND/OR OTHER GOVERNMENTAL BODIES, IMPOSE SALARY FREEZES, ETC.?

COULD NOT REACH CONSENSUS

Look for economies in ALL areas of government.

6. IF SOME THINGS CAN'T BE FUNDED OR NEED TO BE REDUCED, WHAT AREAS SHOULD THEY BE?

To reach consensus on this item, each person was asked to prioritize (the 4 highest and the 4 lowest) the major areas of the budget as listed in the discussion guide. The group added two items: Political Patronage and Environment.

MOST IMPORTANT: (Highest priority)

Public schools, Community and Soc. Ser. & youth aids ranked highest	5 ea.
UW system, Environment ranked 2nd highest	4 ea.
Judicial and legal services and Political patronage	0 ea.
All other areas listed	1 ea.

LEAST IMPORTANT: (Lowest priority)

Property tax credits (6 people chose this budget area as their LEAST important priority)	6 ea.
Judicial and legal services	5 ea.
Political patronage	4 ea.
Grants, Corrections, Public Assistance, Com. & Soc. services, environment	2 ea.
Medicaid	1

APPARENT CONSENSUS:

Do not reduce funding for Education (public schools, university system), social services, or the environment.

If cuts in funding must be made, start with property tax credits, judicial and legal services, and political patronage.

In evaluating these results, bear in mind that, except for public schools, there was no discussion on any of the other items . . . what their services are, what might be the ramifications if their funding were cut, etc..

Submitted by

Mary G. Hoglund
Chair

CURRENT LEAGUE POSITIONS ON SCHOOL FINANCES:

To Promote equal educational opportunity for each child through an equitable state aids formula while retaining substantial program and personnel responsibilities in the local district; to support a system of state elementary and secondary education which includes:

- 1. an educational aids formula that primarily equalizes funds raised at similar taxing rates, and secondarily, equalizes spending per students, with the following qualifications: a.) a system of financing that ensure that a child's opportunity for a good education is not limited by the fiscal ability of the local district and that the state will assume a significant amount of education financing; b.) a system of financing that promotes equality in educational opportunity with emphasis on instructional costs and adjusted funding for students with special educational needs;**
- 2. substantial control of school programs and personnel by the local school district;**
- 3. reorganization of school districts into K-12 systems.**

FINANCING PUBLIC EDUCATION IN WISCONSIN, PART I -
Elementary and Secondary Public Education Finance
Consensus answers, LWV-Appleton - April, 1988

1. Should "equitable access to educational opportunity" be defined in broad terms of:

equalizing funds raised at similar tax rates? 6 points
(no points to other choices)

Comments: Local control, it was felt, was the most important concern for school districts. Educational equity is our prime goal, not equal spending. The present equalization formula works with relatively few problems in Wisconsin. Why fix something that's not "broken"?

2. How important is it that the state promote equality in:

- a. total cost per student? VI
- b. instructional cost per student? NI
- c. total cost per weighted student? VI
- d. total cost without capital/debt? NI

Comments: The group felt that total program cost per student must be considered in state equalization formulas with additional funding available for different educational needs. [Note: This pertains to the METHOD of distributing funds, not the goal of a state program. The wording of this question caused confusion among the participants.]

3. Should an equitable system make adjustments for:

- a. special needs students? Yes
- b. integration costs? Yes
- c. transportation costs? Yes
- d. dramatic changes in the economic health of a community? Yes

4. Should Wisconsin's system limit spending growth:

c. in no school districts? Yes (all other choices were answered No)

Comments: Percentage differences exaggerate over time so lower districts would remain poor even as wealthier districts grew.

5. Should Wisconsin's system set spending ceilings:

b. in no school districts? Yes (all other choices were answered No)

Comments: The group saw no district benefitting from set limits on spending.

6. Should the state fund any disequalizing aids? No consensus. The group recognized that there may be political reasons for going outside the formula occasionally but felt the state should stay close to the intent of maintaining equity through equalization. Minority view against minimum aid in any form.

09021

187. "...an educational aids formula which provides that the state will assume a significant amount of educational financing," interpreted to mean NO MORE THAN 50% of total school costs. Minority view - wording should remain the same.

082

8.a. Do you accept the principle of state funding over half the costs of K-12 public education? No consensus. This question does not address the vital issue of who controls what.

08

b. Would you accept state funding over 50% if the state controlled more spending authority? No. Local funding ensures that money is wisely utilized. Minority view answered Yes, as long as program is a quality one.

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c. Would you accept state funding over 50% if the district retained spending authority? Yes.

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EDUCATION STUDY CONSENSUS

1. The largest part of the school budget is concerned with teachers salaries. What efforts should be made to maintain a high standard of teaching quality in the Appleton school district?
 - A. There should be improved and more effective procedures for hiring with closer observation during the probationary period.
 - B. Salaries should be competitive in the Fox Valley area. Consideration should be given to developing a system of merit pay.
 - C. There is a continued need for improved in-service programming.
 - D. Better evaluation is the main responsibility of the building principal but should include parental input. This "better evaluation" should result in better day to day supervision and leadership. This evaluation should also result in a more effective procedure for non-renewal of contracts of teachers who don't meet the school district standards.
2. The cost of administration comprises 1/20th of the school budget. What efforts should be made to maintain a high standard of administration?
 - A. There should be a formal system for evaluation of the administration - both central administration and in-school. This system should include teacher and parental input for evaluating the principal and should include input from teachers, parents, co-ordinators and principals for evaluation of all other administrators.
 - B. Periodic evaluation by outside consultants would be desirable also.
3. There has been a high degree of success for those students involved in Title 1 programs. (By law, if the Appleton district funded similar programs in those schools which do not qualify for Title 1, we would lose our federal funding for schools which do offer it.) Despite what we would lose in federal funds, should Appleton offer a Title 1 type program in all its schools?
 - A. There is a strong commitment for all children who need a remedial program to have it available on a daily basis, taught by a special teacher.
 - B. We do not wish to jeopardize our present funding but feel the priorities should be for remediation in every building.
4. Currently Appleton East and West require 12 credits plus three years of satisfactory physical education for graduation. (The credits must include English 10, speech and composition; a lab science, usually Biology; social studies; and eight electives.) Do you feel a change should be made in the type of requirements other than physical education?
 - A. While no one could agree on specific credit requirements, we did agree on even distribution of required credits through the three year period.
 - B. There was strong support for competency testing with appropriate remediation for those in need.

Education Study Committee
League of Women Voters

The following Education Study Consensus was approved in principle by the Board. The Committee will present shortened support positions for your approval at our June 27th meeting.

Question The largest part of the school budget is concerned with teachers' salaries. What efforts should be made to maintain a high standard of teaching quality in the Appleton school district?

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SEND LWV DUES TO:

Mrs. Theodore Besta
2601 N. Kesting Ct.
Appleton, Wi 54911

Appleton League Dues	\$ 9.50
Annual Publication Fee	2.50
	<u>\$12.00</u>
Member Contribution	_____
Total Enclosed	_____

NAME _____

BOARD APPOINTMENTS

We are very unhappy to report the resignation of Dolly Butler from the newly elected Board. She is moving to Greenwich, Conn. She has been a member of League for 20 years and we shall miss her.

Your elected Board members and their portfolios are as follows:

Dorothy Draheim - President
Betty Breunig - Action V.P.
Sue Kinde - Program V.P.
Kathy ZaVisca - Secretary
Jan Besta - Treasurer
Joan Ross - Membership
Pat Schinabeck - Public Relations
Ginny Rosenberg - Health Care
Rose Dercks - Human Resources
Sue Lebergen - Citizens' Information
Marilyn Parker - Natural Resources

Additional Board members are appointed by the President for one year terms and they are as follows:

Ellen Needham - Units
Liz Hoover - Finance
Phoebe Grant - Bulletin
Helen Nagler - Publications
Mary Van Groll - Education
Jan Nordell - Marital Property
Allie Sampson - Int'l Relations

Off-Board members are:

Cynthia Johnson - Library Action
Pat Danford - Education Booklet
Helen Heil - Urban Crisis

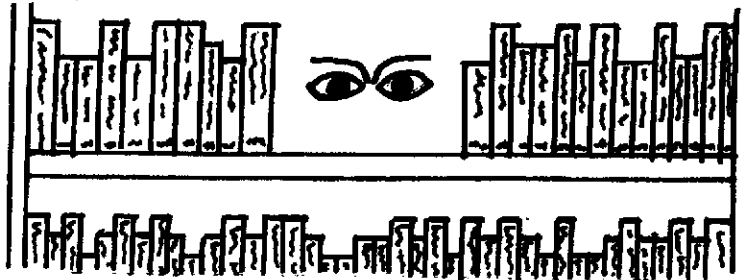
MARITAL PROPERTY STUDY

Suggested Reading:

The American Family: Legal Rx for Its Survival. Women's Educational Resources, U. of Wis. E t., 428 Lowell Hall, 610 Langdon St., Madison, WI 53706.

Wisconsin Women and the Law 2nd Edition
Wisconsin Governor's Commission of the State of Women, 1977. Single copies free.
30 West Mifflin St., Madison, WI 53703.

Jan Nordell
Marital Property Chair



LIBRARY ACTION

From two to five League members have been in the audience of every local meeting that is concerned with The New Library. That constant watchdogging seems to be an effective reminder to the various boards and committees that there is strong support for a fine new library at an early date. The issues discussed seem now to be continuing refinements of positions and policies; there seems no doubt at all that a new library will be built.

In May Berta Churchill (representing FOAL) and I (representing LNV) met with City Planner Bill Broehm and Don Stone of the Chamber of Commerce to discuss library sites, in an effort to inform ourselves in order to be able to plan our organizations' action. The far reaching discussion about many aspects of city planning left Berta and me quite satisfied that the site selection is proceeding quite well and is not in need of concerted action on our part. At this time, the City Hall site is the fron runner (and is the one being "offered" by the Mayor). The League will definitely be recommending that adequate meeting rooms be provided to serve the needs of city government before it moves into the Power Company. We seek to avoid ongoing governmental dependence of the meeting rooms of the new library.

The individual League member can be most effective at this time by doing the following things: 1) staying personally informed about all developments of the library; 2) calling members of the Library Board and/or Library Building Committee to voice personal opinions (the League will make one official statement, but our effectiveness is greatly increased by individual action); and 3) attending meetings to show your interest.

The League Library Action Committee has requested some funds for special mailings to you this summer in order to suggest effective opportunities for personal action. Watch for them! We're always on the lookout for new committee members--but, in a real sense, we are ALL members of this important League committee!

Cynthia Johnson
739-5146

EDUCATION STUDY CONSENSUS

Let look to take for
info

opinion
of principal & do
not appear in
booklet

The largest part of the school budget is concerned with teachers salaries. What efforts should be made to maintain a high standard of teaching quality in the Appleton school district?

- A. There should be improved and more effective procedures for hiring - with closer observation during the probationary period. *in depth interview not only for skills but also personality*
- B. Salaries should be competitive in the Fox Valley area. Consideration should be given to developing a system of merit pay.
- C. There is a continued need for improved in-service programming. *in-service program*
- D. Better evaluation is the main responsibility of the building principal but should include parental input. This "better evaluation" should result in better day to day supervision and leadership. This evaluation should also result in a more effective procedure for non-renewal of contracts of teachers who don't meet the school district standards. *in depth document input from parents*

2. The cost of administration comprises 1/20th of the school budget. What efforts should be made to maintain a high standard of administration?

- A. There should be a formal system for evaluation of the administration - both central administration and in-school. This system should include teacher and parental input for evaluating the principal and should include input from teachers, parents, co-ordinators and principals for evaluation of all other administrators. *Only person 33,375 Ken Johnson 7,800 J. Westphal 27,000*
- B. Periodic evaluation by outside consultants would be desirable also. *bring them in from point of view*

High -
this amount
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is 20,000,000
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- A. There is a strong commitment for all children who need a remedial program to have it available on a daily basis, taught by a special teacher.
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Coming
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emphasizing

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being done
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strong support
for competency testing
- testing in basic skills
- Ridge Johnson

Education Study Committee
League of Women Voters

Information on education system
to be included in book
based on 13 members
and change of administration
to responsibility
H. H. H.

AEA

- Working in US to get what a teacher needs
in curriculum but they don't listen.

Guidance - problem here

Remediation < reading levels

Teacher merit - vocal parents to teachers
about a good job it doesn't take
merit pay -

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Mrs. Theodore Besta
26 N. Kesting Ct.
Appleton, Wi 54911

Appleton League Dues \$ 9.50
Annual Publication Fee 2.50
\$12.00

NAME _____

Member Contribution _____
Total Enclosed _____

AGENDA: Public Hearing on the Proposed Budget

1. Goals making school and City Budget formats the same be helpful?
2. Can and should more information come out of meetings of the Board of Education? How?
3. How can understanding between council, public and Board be fostered?
4. Do you agree with the way architects are chosen?
5. Can they make advisory decision for the School Board on
 - a. Land Acquisition
 - b. Choosing Architect
 - c. Equipment specifications
6. Do you feel that teacher's salaries are fair and realistic when compared to school administrators and other city employees and other nearby communities?
7. Do you support the establishment of a Budget Analyst?
8. Discuss the advantages and disadvantages to various ways of financing school expenses.
9. Are outlying attached school districts paying their fair share?
10. Do you support using more federal aids for school purposes?
11. Does the school Board spend it's money wisely?

- ✓ Bercks
- ✓ Weiner
- ✓ Block
- ✓ Cutler
- ✓ Pittrell
- ✓ Farmer
- ✓ Reese
- ✓ Koppke
- ✓ Stillings
- ✓ Patrock
- ✓ McClellert

Next meeting: Minna Weiner's
39 So Meadows Drive
June 19 8 pm

1. What is the history of financing of school building needs in the District?
2. What factors are likely to influence the future ability of the community to finance school construction?
3. How can the needed additional school facilities best be financed?
4. What are the future needs of the District for capitol outlay?
5. How can school and other community needs for capitol outlay be coordinated?
6. What will be the effect of needed ~~shell~~ school and other community programs on the tax rate?
7. Are there methods of financing capitol outlay expenditures, other than conventional bond method, which are feasible?
8. Do statutory limitations on bonded indebtedness adversely affect any proposed construction programs?
9. How adequate are present school buildings, structurally and educationally?
10. To what extent of capacity are present school buildings being utilized?
11. What facilities should be provided in future school building that will help meet community needs for recreational and cultural activities?

Whether outlying school areas pay toward construction of school buildings.

PAYING FOR EDUCATION

1. What influences the costs of education in Appleton and contributes to the communities ability and willingness to pay for it?
2. What are the ways of financing school construction either conventional or new methods?
3. What are the ways operational expenses are financed, such as teachers' salaries, fixed expenses, summer school and new curriculum? (What use is being made of Federal Funds?)
4. To what extent of capacity are the present school buildings and school personnel being utilized? Is it possible to use them more?
5. How does the Council decide what portion of the available money shall be allocated to the schools?
6. Where do the schools fit in to the Five Year Plan?
7. If you had unlimited resources, what new programs would you like to see initiated?

PLANTED QUESTIONS

1. Are we ever going to have summer school?
2. Can we have more "pay as you go" in school construction?
3. What are the projected tax rate increases and how far do you think the tax rate can rise? Are there other ways of obtaining money other than the property tax?
4. Why doesn't the School Board hire more part-time teachers?
5. What is going to be the cost of bussing school children under the new law?

*Questions for Panel of Sept. 27 -
 Shreve, Buchanan, Tows, + Spear*

LOCAL PROGRAM ITEM

"Continued analysis of Appleton city government with emphasis on budget and financing practices of both city and school system."

Committee: Chairman - Mrs. Jos. M. Dercks, (RoseMarie)

Eileen Hayes

Mrs. Howard Bloch (Doris)

Mrs. Peter Fritzell (Marlys)

Mrs. Mervin Farmer (Mary Lou)

Mrs. Richard Yatzeck (Lois)

Mrs. Orv. Koepke (Marge)

Mrs. Robert Stillings (Dorothy)

Mrs. John Butler (Dolly)

Mrs. Jack Weiner (Minna)