

GLENDALE-RIVER HILLS SCHOOL DISTRICT
2600 W. Mill Road, Glendale, WI 53209

Preparing Today's Children to Succeed in Tomorrow's World

MEMORANDUM

April 15, 1999

TO: Members of the Joint Finance Committee
FROM: Bob Kattman

SUBJECT: Declining Enrollment, Revenue Caps, and the Impact on the Glendale-River Hills School District

Honored members of the Joint Finance Committee.

My name is Robert Kattman. I am the District Administrator of the Glendale-River Hills School District.

Thanks you for allowing me to testify today on the impact that the present revenue controls are having on the Glendale Schools.

The enrollment of the Glendale School District has significantly declined since the 1994-95 school year. Since that time, as shown by Chart #1, the District has lost 155 students or 13% of its student population. Further, this decline will continue into the foreseeable future. The District will loose 146 eight graders this year and is expected to take in only 80 four year old kindergarten students.

The decline relates to the fact that Glendale is an aging, inner ring suburb with no ability to expand. As shown on Chart 2, the population of Glendale is significantly older than the population of Milwaukee County.

Since 1994-95 the district has taken extreme measures to attempt to address its financial problems.

Expenditures for non-instructional areas have reduced to the point where they represent only 70% of the amount spent by our neighboring districts for these items.

The District Administrative Team is shared with the Maple Dale-Indian Hills School District.

Student attendance patterns have been reorganized in order to place all students in the same grade in the same school. This resulted in the reduction of six and one half teachers and one administrator between the 1996-97 and 97-98 school years.

Altogether, thirteen teaching positions and two administrative positions have been eliminated during the four year period.

The District's recreation department was eliminated during the 1998-99 school year.

Building and site maintenance has come to a halt.

Funds for instructional supplies and equipment have been held constant since 1994-95.

Class sizes have increased at all grade levels.

Minimum QEO contracts have been implemented with the Teacher's Association.

These measures and many others have only slowed the impact of the financial problem.

As shown by Chart #3, financial forecasts indicate that the imbalance between expenditures will continue into the foreseeable future. In fact, as shown by Chart #4, unless the District dismantles its educational program, the District will be bankrupt by the year 2002-03.

IT MUST BE NOTED THAT THE FORECAST INCLUDES THE 75% HOLD HARMLESS AS PROPOSED BY THE GOVERNOR'S BUDGET.

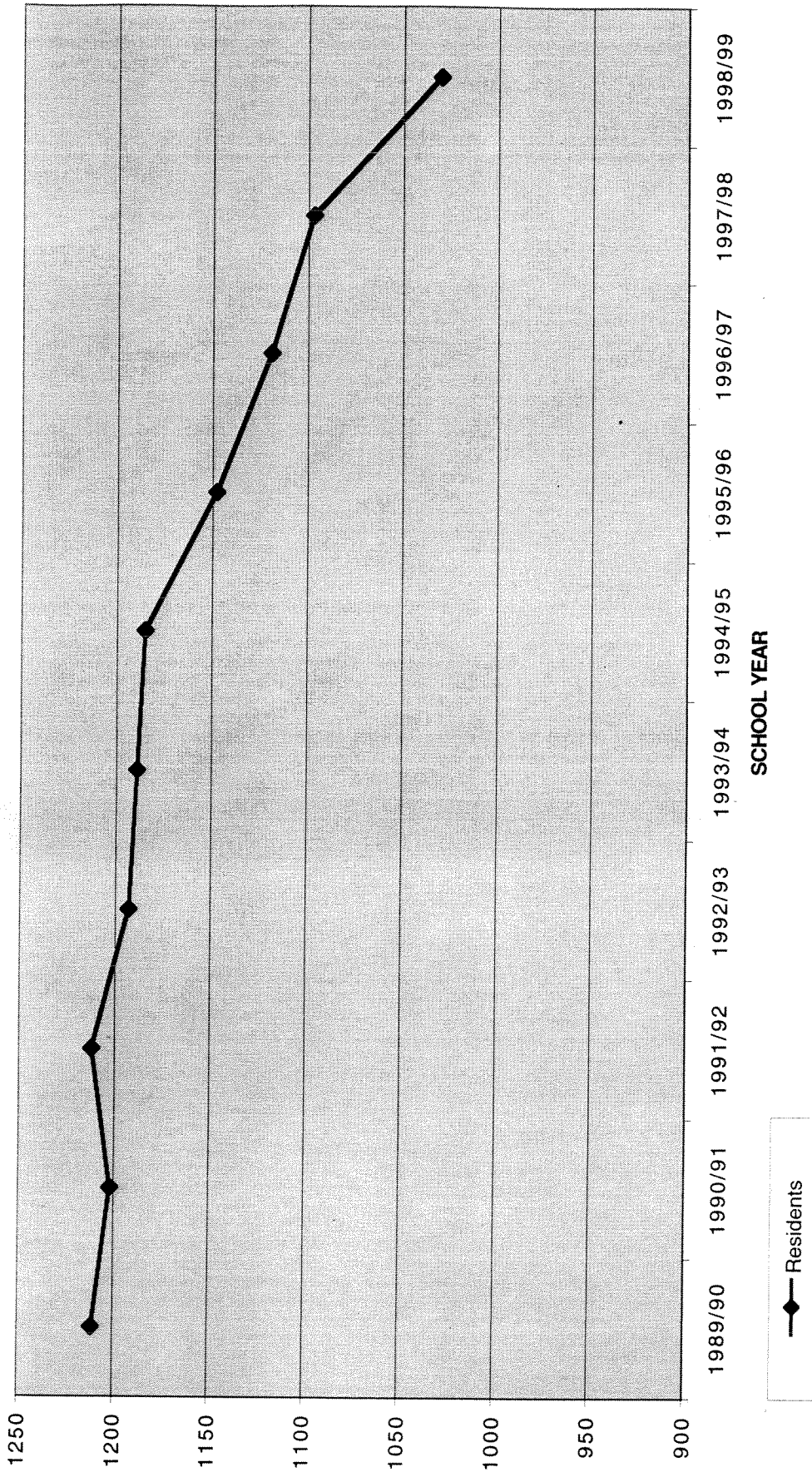
Simply stated, we need help. We are in the process of dismantling one of the finest school districts in the state. Each cut that we make creates fear on the part of our parents. This causes more families to leave the district and fewer to move in. Thus, the problem only gets worse. **CORRECTIVE ACTION MUST BE TAKEN.**

Suggestions:

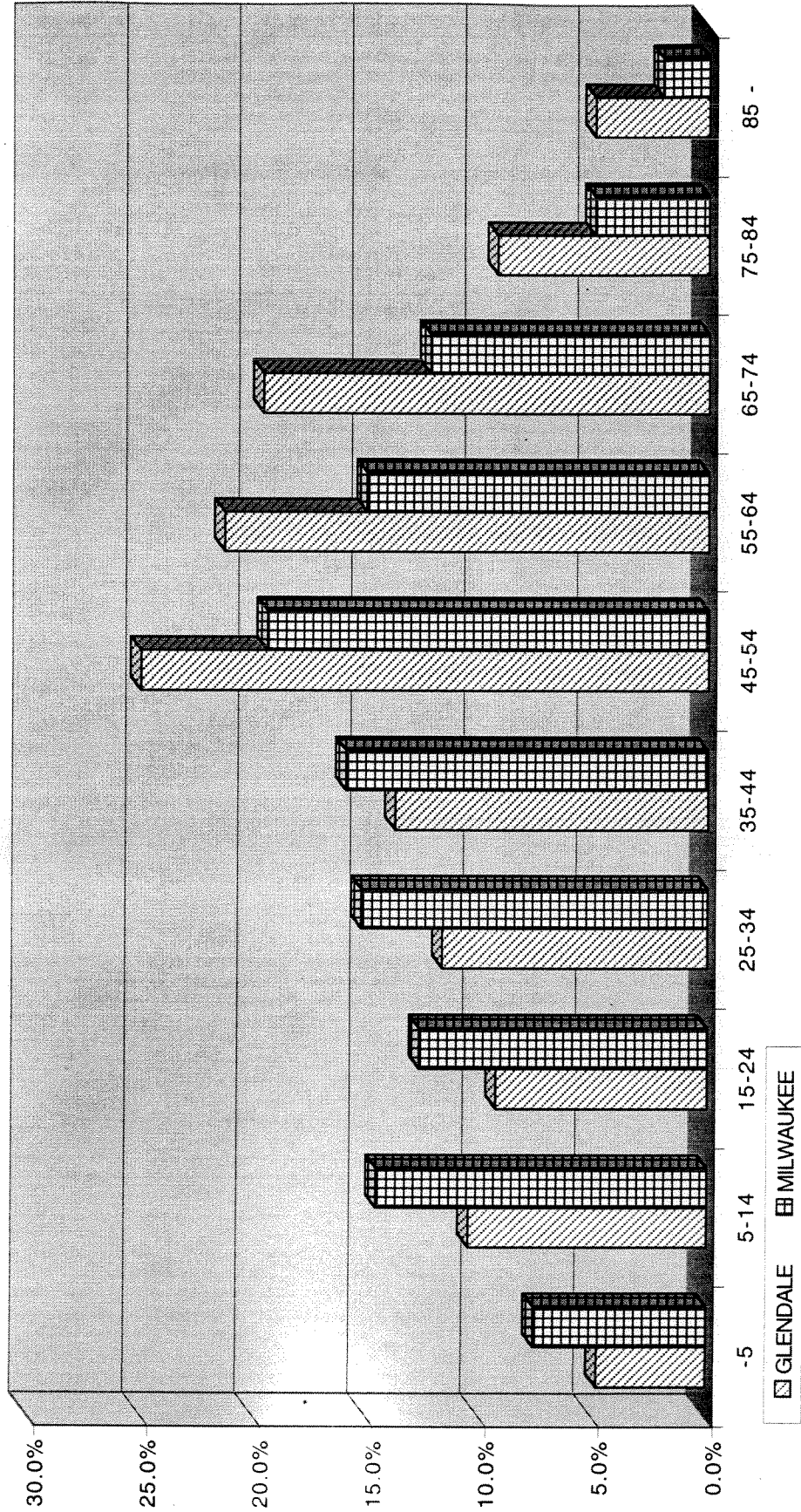
1. Approve a 75% recurring hold harmless provision for declining enrollment districts.
2. Allow districts to recover any funds not levied under the revenue cap since 1994.
3. Control compensation so that it is in line with the district ability to increase revenue.
4. Exclude building maintenance from revenue caps and allow district to increase the levy to meet building needs.
5. Increase funding levels for special education programs.

Please do not allow our school district and many other fine school districts throughout the state to be dismantled.

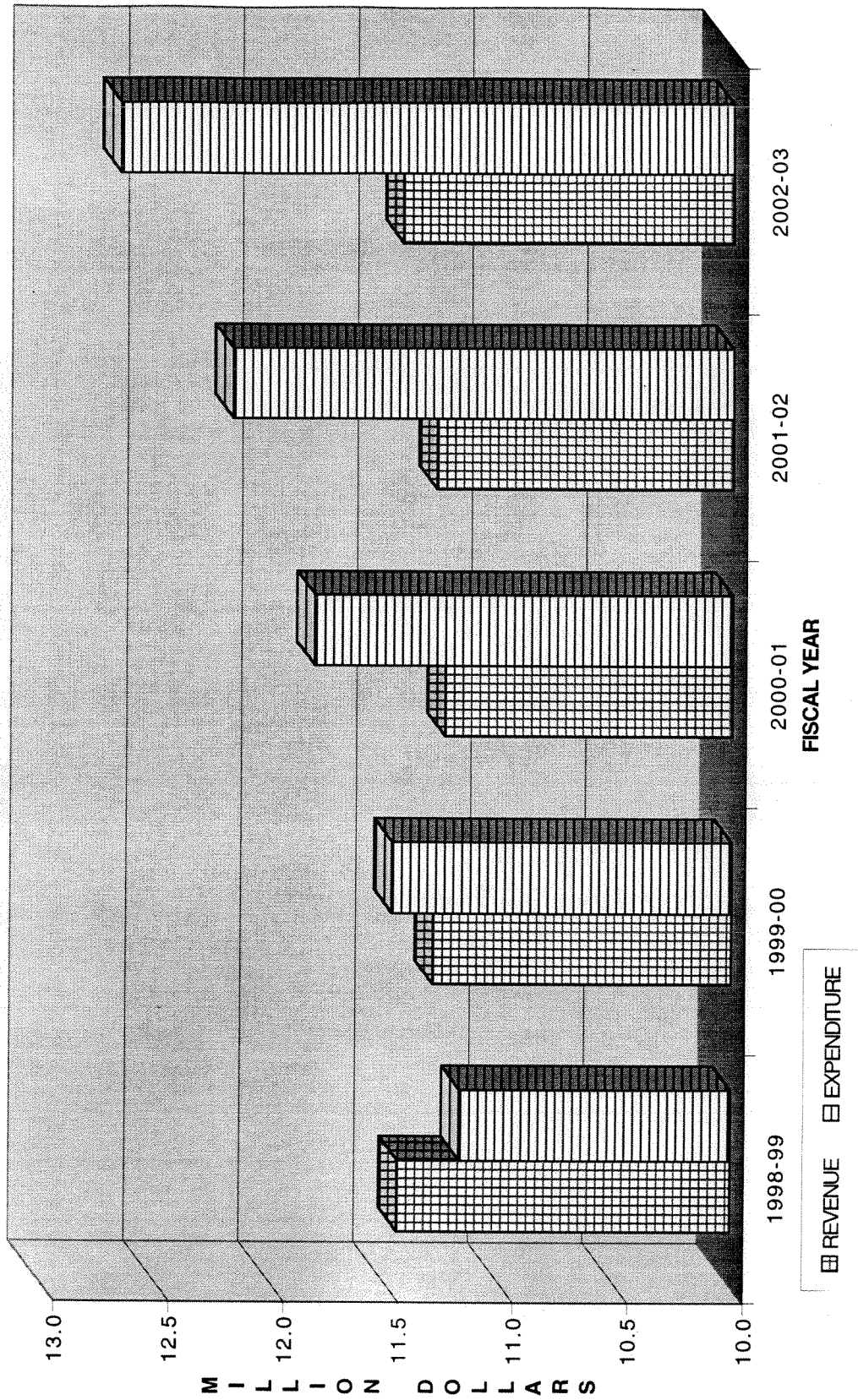
GLENDALE-RIVER HILLS SCHOOL DISTRICT RESIDENT STUDENT ENROLLMENT



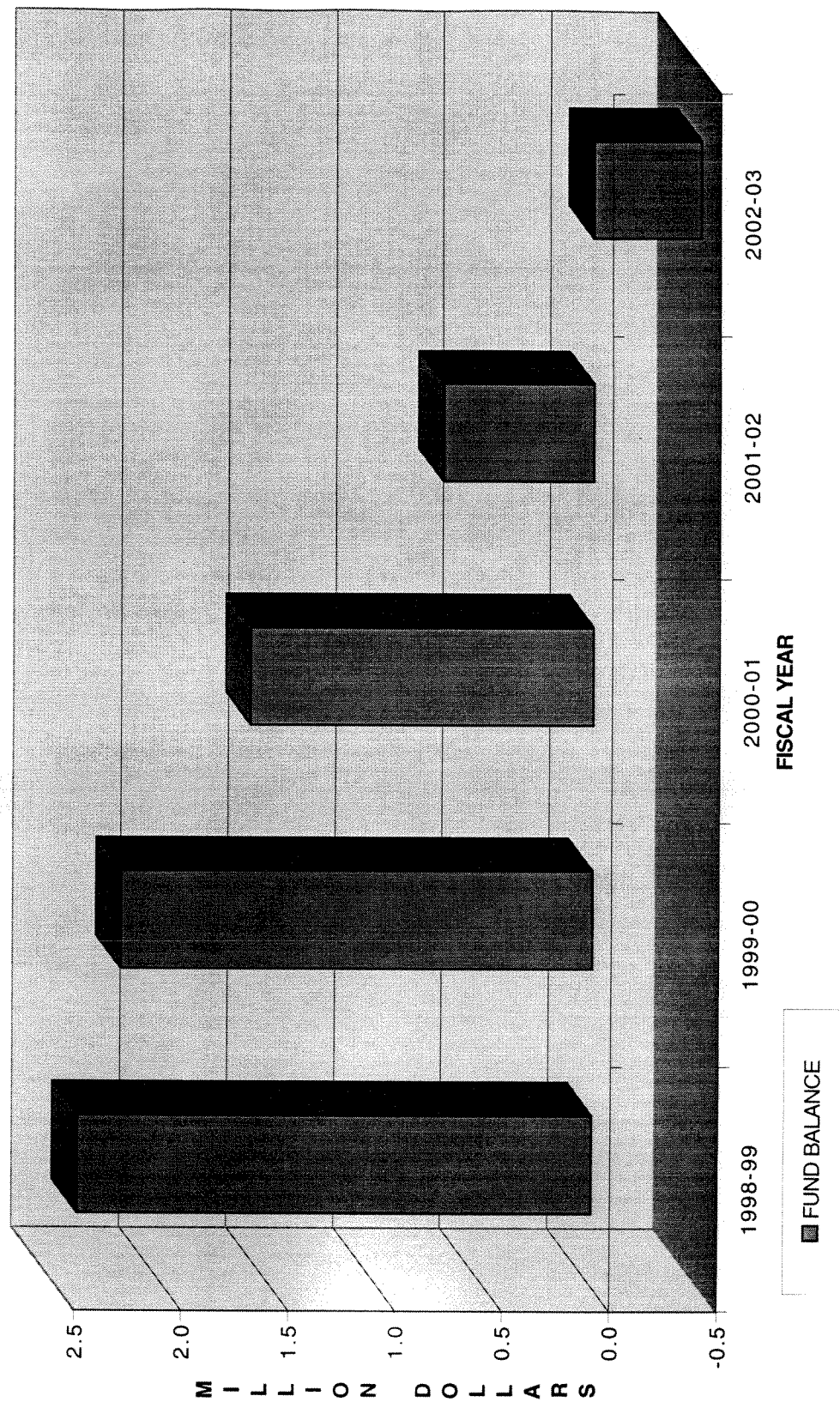
GLENDALE-RIVER HILLS SCHOOL DISTRICT AGE COMPARISON GLENDALE VS MILWAUKEE COUNTY



GLENDALE-RIVER HILLS SCHOOL DISTRICT PROJECTED REVENUE/EXPENDITURE



GLENDALE-RIVER HILLS SCHOOL DISTRICT PROJECTED FUND BALANCE



WISCONSIN EDUCATION ASSOCIATION COUNCIL

Affiliated with the National Education Association

**Joint Finance Committee
Testimony on 1999-2001 Budget Bill (1999 AB 133)
April 15, 1999
by
Terry Craney, President
Wisconsin Education Association Council**

Thank you Co-chairpersons Burke and Gard and members of the Joint Finance Committee for holding this public hearing on the 1999-2001 biennial budget bill. My name is Terry Craney, I am President of the Wisconsin Education Association Council.

The biennial budget bill has grown in complexity and size over the years. It contains many issues of interest to educators throughout the state. I would like to provide some brief comments from the perspective of educators in Wisconsin.

We are enthused by the budget's support for lowering class sizes. The proposed expansion of the Student Achievement Guarantee in Education (SAGE) class size reduction program is a welcome addition to the budget. Research has established that lowering class sizes improves student performance, especially among the most needy students in low-income districts.

The SAGE program is a proven success. Now let's expand the program to all eligible schools in the state and make sure as many children as possible benefit from the program. We also encourage the Legislature to keep the 50% low-income eligibility rate for SAGE schools.

In addition, we applaud the governor's continued commitment to investments in

educational telecommunications and technology through the TEACH program. We are pleased to see that a solution has been offered to continue the BadgerLink program. We also support funding levels in the budget for standards and testing as requested by the DPI and favor the efforts to get more teachers certified through the National Board for Professional Teaching Standards.

There are, however, some other issues in the budget bill that cause concern for educators in Wisconsin:

Removal of Non-fiscal policy:

We would like to commend efforts made by the Legislative Fiscal Bureau to compile a list of non-fiscal policy items in the budget. We would also like to thank the co-chairs of the Joint Finance Committee for agreeing to remove items that relate to bargaining over the creation of charter schools, approving alternative waivers for teacher licenses, starting school after September 1st and the closing of schools.

A few of the Fiscal Bureau items remain in the budget. We call upon legislators to do the right thing and remove these items from the budget so that they may receive a full and fair public review by the education committees of the Legislature. Specifically, we request the following items be removed from the budget bill. (Note the pages listed correspond with the LFB summary of the governor's budget bill):

WEAC Supports Removal of These Remaining Non-fiscal Policy Items In the Budget Bill:

- **School Contracting Authority** (p. 505, item #3), (p. 215, item #7 (in part)). This item allows school boards to contract out for education services and the impact of such a decision on wages, hours and conditions of employment would be a prohibited subject of bargaining. WEAC opposes this policy.

- **Charter Schools -- Instrumentality of the School District** (p. 499, item #8). This item repeals the requirement that for-profit charter school established by the Common Council in Milwaukee be instrumentalities of the school district. WEAC opposes this policy.
- **Charter Schools -- Petition Process Modifications** (p. 499, item #9). This item allows those denied a petition to create a charter school to appeal that decision to the Department of Public Instruction. WEAC opposes this policy.
- **Milwaukee Charter School Academic Standards** (p. 499, item #7). This item requires charter schools in Milwaukee to administer the same tests as regular public schools. WEAC would support this item as a separate bill.
- **School District Referendum Scheduling** (p. 503, item #1). This item requires school districts to limit referendum elections to spring and fall. WEAC opposes this policy.

Relief from Revenue Caps:

While we applaud the governor for extending temporary relief from the revenue caps for declining enrollment school districts, we believe the time has come for the Legislature to repeal state-imposed revenue caps. Legislative proposals are now pending before both houses of the Legislature to provide much needed relief from revenue caps. Short of absolute repeal, WEAC supports revenue cap relief measures dealing with issues such as school security measures, debt service costs, special assessments, technology, four-year-old kindergarten and summer school pupil counts just to name a few. These are all examples showing that revenue caps are not working and are harming the quality of our public schools.

Funding Special Education:

The revenue caps force school districts to pit programs that support the most needy students against other educational programs. Districts are forced to make the choice between funding special needs children or cutting back on other general education programs or extracurricular activities. The governor's decision to freeze special education aid and to repeal the state's

commitment to fund 63% of those costs will only make matters worse. WEAC calls upon the Legislature to live up to its commitment to fund special education programs. We also ask that you allow school districts to raise revenue outside of the revenue caps to bridge the gaps caused by increasing costs in special education.

WTCS Funding:

WEAC believes that the Wisconsin Technical College system (WTCS) works effectively to train Wisconsin's workforce. WEAC also believes that the Wisconsin Technical College System ensures that Wisconsin's businesses have highly skilled workers. The Wisconsin Technical College System has a long, although largely untold history of being a strong, stable system that helps maintain Wisconsin's strong and stable economy.

WEAC urges you to support the general state aid increase requested by the WTCS for a 4.4% and a 4.8% increase. This request represents approximately a \$5 million and a \$6 million dollar increase in each year of the biennium, and reflects what the technical colleges need to meet the requests for training and re-training coming to them from Wisconsin businesses and workers. Under current funding conditions, the WTCS is forced to meet its funding needs by "taxing to the max." Many WTCS districts are close to reaching the maximum 1.5 mill rate allowed by law. This will further erode the state's commitment to property tax relief.

One thing is absolutely certain. WTCS graduates, over a short period of time, return more state income tax dollars than the state invests in the Wisconsin Technical College System. Funding the Wisconsin Technical College System should not be considered an expense, but a wise investment in the health of Wisconsin's present and future economy.

Children's Health and Safety -- Prevention of Smoking by Minors:

The governor's budget shows improved commitment for early childhood excellence and Head Start programs. We also have a strong belief that an unhealthy child is a poor learner. WEAC is a participant in the Tobacco Free Coalition and the TRUST Campaign for the use of the tobacco settlement funds. The TRUST group, headed by the efforts of Senator Judy Robson and Representative Frank Urban, is calling for \$50 million of the settlement funds to be used for comprehensive prevention and education programs.

Organizations participating in the TRUST campaign are working together in support of funding for statewide, comprehensive programs and services that will reduce the addiction, disease, disability, and premature death caused by the use of tobacco. It is time to prevent children from beginning a lifelong addiction to tobacco products.

Repeal of the Qualified Economic Offer Law:

Finally, let me end by appealing to the members of this committee, the Legislature and the governor to bring an end to the Qualified Economic Offer law.

Between 1966 and 1977, the Wisconsin Education Association Council and Wisconsin Federation of Teachers members went on strike in 50 school districts throughout the state. The most famous was the 1974 Hortonville strike, where 84 teachers lost their jobs.

Twenty-five years ago this spring the Hortonville School Board fired almost all of the district's teachers after they went on strike because the board refused to reach a fair settlement. Twenty-five years ago, the schools in Hortonville reopened with replacement teachers. The strike and its aftermath threw the lives of the "Hortonville 84" into stress and turmoil.

The mass firings provided a dramatic example of how a flawed collective bargaining law

led to an abuse of power by an unreasonable school board. The firings contributed to a political climate for change by showing the people of Wisconsin how much disruption a bad law can cause. The Hortonville experience so energized WEAC members that, over the next two years, they mobilized to win a new, fair law through intensive political action and lobbying efforts.

From 1978 to 1993, school employees and school boards in Wisconsin peacefully settled labor contract disputes by referring impasses to neutral third-party arbitrators.

Teachers' voices are once again ignored at the bargaining table. The QEO law unfairly singles out teachers and destroys their collective bargaining rights. When combined with the revenue caps, this law is forcing school districts to make painful decisions to cut or reduce programs that affect the quality of education in their schools. Employers are hiding behind the law rather than bargaining. These laws need to be repealed. The Hortonville strike highlighted the unfairness of the laws in the 1970s and led to the Legislature adopting a bargaining system that worked well until the QEO was imposed in 1993. Now we need a new legislative solution to correct this unjust situation of the 1990s.

Therefore, the Wisconsin Education Association Council supports full repeal of the Qualified Economic Offer law.

The QEO is unfair

- The QEO singles out and penalizes one group of public employees, a majority of whom are women.
- The QEO penalizes employees who are planning to retire by giving them a life sentence of reduced pensions.

The QEO destroys collective bargaining

- Employers are allowed to unilaterally impose a QEO forcing employees to "take-it or leave-it." The employees only recourse for dispute resolution is to engage in job actions.

- The QEO blocks discussion of creative solutions to the challenges facing public schools (such as proposals dealing with class size and teacher preparation).
- The QEO discourages consensus bargaining.

QEO harms the quality of public education

- The QEO reduces collaboration between labor and management resulting in increased tension in the workplace which interferes with educational quality.
- The QEO discourages the best and the brightest from entering and staying in the education profession.
- The QEO contributes to lower employee morale.

Thank you for this opportunity to speak to you today.

**TESTIMONY
BEFORE JOINT FINANCE COMMITTEE
FROM
MATT TUTAJ
448 W. MIFFLIN ST. #3
MADISON, WI 53703**

(EDGEWOOD COLLEGE STUDENT)

SUBJECT: WISCONSIN TUITION PROGRAM

Thank you Mr. Chairman and members of the Joint Finance Committee. My name is Matt Tutaj. I am a '95 graduate of Cedarburg High School and currently am a junior majoring in Political Science at Edgewood College here in Madison. The only way I could have ever hoped to attend a private school - which I felt was the best option for me at the time was because I received financial aid. Between my grants and student loans and two jobs, somehow I have been able to make it this far. As a Political Science major, I am especially interested in the process here today. My purpose for being here, however, is because I understand a funding inequity which could jeopardize WI Tuition Grant funding in the next biennium for students attending private colleges in Wisconsin may be occurring. I have relied on WI tuition grant as one of the larger awards I receive at Edgewood - so have a lot of the guys on my soccer team.

I hope you will carefully review the proposed funding for this program and not only pass the 6% budget increase proposed by Gov. Thompson, but also consider an increase of the additional \$2.3 Million in each year of the biennium which is the only way to insure not only myself but all those attending private colleges are treated equally to those attending the UW and technical colleges. Thank you.

Joint Finance Committee Testimony 4/15/99
Kathryn A. Borowski, Director of Financial Aid
Edgewood College, Madison, WI

WISCONSIN TUITION GRANT PROGRAM FUNDING

MR. CHAIRMAN AND MEMBERS OF THE JOINT FINANCE COMMITTEE. AS A FINANCIAL AID ADMINISTRATOR FOR THE PAST 20 YEARS, I WISH TO TAKE THIS OPPORTUNITY TO THANK YOU FOR THE PAST CONSIDERATION AND SUPPORT YOU HAVE PROVIDED FOR FUNDING WISCONSIN GRANTS TO STUDENTS IN HIGHER EDUCATION.

A GREAT DEAL OF MY TIME IS SPENT WITH PARENTS AND STUDENTS. THAT TIME IS SPENT NOT TALKING ABOUT THE FINANCIAL AID MONIES THEY ARE GOING TO RECEIVE, BUT RATHER HOW THEY ARE GOING TO PAY FOR THE GAP BETWEEN WHAT THEY RECEIVE AND WHAT IT COSTS TO GO TO COLLEGE. AS THAT GAP WIDENS EACH YEAR, IT BECOMES MORE AND MORE DIFFICULT FOR ALL OF US.

STATE OF WISCONSIN STUDENTS NEED WI GRANT PROGRAMS. STUDENTS ATTENDING PRIVATE COLLEGES DESERVE TO BE TREATED EQUITABLY IN THIS AREA. MY JOB TODAY AND YOUR JOB IN CONSIDERING THIS PARTICULAR BUDGET ITEM, IS TO DO WHAT WE CAN TO INSURE FUNDING FOR THIS PROGRAM IS FAIR. EACH YEAR, OVER 20,000 PRIVATE COLLEGE STUDENTS QUALIFY FOR W.T.G.-- BUT ONLY 10,000 RECEIVE IT.

IN ORDER TO INSURE EQUAL TREATMENT TO ALL STUDENTS REGARDLESS OF THE TYPE OF COLLEGE THEY ARE ATTENDING, YOU MUST PASS NOT ONLY THE 6% INCREASE PROPOSED BY THE GOVERNOR, BUT THE ADDITIONAL \$2.3 MILLION INCREASE EACH YEAR OF THE UPCOMING BIENNIUM. THIS MEASURE WILL THEN ALLEVIATE THE INEQUITY FROM THE 99-01 BUDGET.

THANK YOU FOR YOUR TIME.

Testimony Presented to the Joint Finance Committee, Thursday, April 15, 1999

Good day. My name is Joel Rodney and I am Campus Executive Officer and Dean of UW-Washington County in West Bend. Thank you for this opportunity to speak in support of the Governor's budget recommendations for the University of Wisconsin.

I would specifically like to focus today on the concept of "continuing appropriation."

"Continuing appropriation" simply allows revenue to be spent as it is received. Currently, the amount of tuition revenue that can be spent in a given year is capped. If revenue should exceed the cap due to, for example, tuition received for a new distance education course, a legislative hearing is required before these funds can be collected and spent to support the new course.

This management tool would allow campuses like UW-Washington County to spend revenues as they are earned – just as it's done in business –in order to respond rapidly to market conditions and student demand for specific programs.

Let me give you an example. UW-Washington County's and UW-Milwaukee's collaborative Bachelor of Arts in Organizational Administration is changing lives in Washington County. Busy, hard-working residents of our community recognize the fact that they need to continually upgrade their education to meet the needs of an evolving employment market. But the obligations of work and family make commuting 45 miles each way to the nearest four-year UW campus impractical. So this innovative collaboration between our two-year campus and UWM has brought the four-year degree program to them.

Washington County leaders helped to structure the curriculum offered by both UWWC and UWM. John Torinus, CEO of Serigraph, Inc., and Chair of the program's Advisory Board calls it an "excellent application of the 'New Wisconsin Idea' under which education is delivered where and when the busy people of this state need it during a career of life long learning."

Currently, there are 48 individuals who are in the BAOA program at UWWC. According to area employers, the collaborative BAOA program already is a huge success, in addition to offering its students tremendous savings in their education dollars.

The UW Washington County is effective in meeting the needs of adult learners seeking lifelong education near their work and families. But the demands for these services are changing much faster than a two-year appropriation process can respond to. Our growing business community needs programs in computer science and information management added to our current array. The additional resources to support an innovative collaborative degree program shouldn't come at the expense of other program areas especially when we are generating the funds ourselves that could be reinvested in our program.

If we are to continue to meet the needs of the local community and the demands for specific courses and programs, UW-Washington County needs the flexibility of continuing appropriation. This is not a tool to raise tuition; rather it will be another step in allowing us to continue to be more entrepreneurial.

Thank you for this opportunity to talk with you today on the importance of this management concept for the University of Wisconsin and UW-Washington County.

Legislative Testimony

Date: April 15, 1999

To: Joint Committee on Finance

From: Ken Opin, WFT Lobbyist

RE: Budget bill – state employee issues

The Wisconsin Federation of Teachers shares the same position on elementary and secondary education and on Wisconsin Technical College System issues as WEAC and therefore I will not repeat what you have already heard.

WFT represents 5 state employee bargaining units, two bargaining units of UW graduate assistants, and two unions of UW faculty and academic staff.

There are two items relating only to state employees, which we wish to bring to your attention:

1. **A new prohibited subject of bargaining applicable to the state as employer.** In the Wisconsin Employment Relations Commission section of the budget, two new prohibited subjects of bargaining were inserted. You have removed one, regarding Choice and Charter Schools, to be introduced as separate legislation. WFT would urge you to also remove the other item from the budget and have it introduced separately.

It would prohibit collective bargaining over any requirements related to a new point-of-service coverage option” applicable to state employee group health insurance coverage and managed care plans. This is clearly a policy issue. It has not been discussed with any of our local unions and should have the full scrutiny of separate legislation.

2. **Public Defender: deletion of 12 paralegal positions.**
The governor’s budget proposes to delete 12 paralegal positions, which WFT would urge you to retain. The use of paralegals saves the state money by doing work that would otherwise need to be done by a Public Defender (also represented by WFT) or outside counsel.

April 15, 1999

To the Legislators of Wisconsin and Governor Thompson

I would like to speak on behalf of all regular education students concerning your budget proposals. I would like to speak for this group of students because it feels to me that they and their parents have lost their voices in the battle over the limited funds in our public schools. The school revenue caps passed in recent years by the Thompson administration, coupled with the myriad of unfunded and underfunded special education mandates, have negatively impacted the education of the majority of students which we refer to as 'regular ed kids'.

My name is Nancy Roth and I have a son who attends Lodi Middle School. I understand and support the idea that special needs students deserve an appropriate education, but not at the cost of taking money from the 85% or so of regular education students. All students are special, and the state has no right to force schools to choose between spending money on one group of students over another. Right now the State of Wisconsin is forcing public schools to serve the needs of those labeled special ed by literally taking money out of regular ed or school building/maintenance. The State does this by not fulfilling its legal, statutory obligation to pay 63% of special education costs. Now the Governor, in his budget, is proposing to remove even that hollow promise to pay those costs, just as the Federal Government has increased its special education mandates. This logically results in more commitments for public schools, with the implication of ^{absolutely} no funding. Where does Mr. Thompson think the money will come from? The answer is fairly clear to me, the Regular Education Program.

My son is a regular ed kid, and he is special too! He also deserves an education tailored to his needs, just as much as any special ed labeled student does. To illustrate my point, 4 years ago in Lodi, money was already becoming scarce due to the revenue caps. Our school was forced

to choose between lowering class size for all 5th graders, or cutting our one, part-time Gifted and Talented Coordinator. In this instance, our administrator chose to address the needs of the many over the needs of the fewer gifted kids. Our Gifted and Talented Coordinator was shifted to regular ed. My son just happens to be a student whose gifted needs were determined not to be special enough to warrant attention. If my son were deemed in need of special education services through an IEP, in our small school district he would have found 14 teachers ^{and 11 educational assistants} to meet his needs. Our school psychologist told me today that 95% of his time is spent on special education tasks. That example is only one of many that could be told. This took place when that state came at least a little closer to meeting its special education obligations. Now you fund only 35 % of your responsibility, force us to operate under revenues you froze in 1994-95, and all the while, the costs carried by the individual schools increase with each new federal mandate. Schools have no choice but to meet special education needs first, ^{because the law demands this,} and they must get the money from somewhere. The good of the few has taken precedent over the good of the many. . . a situation created by the government under the Thompson administration. It seems to me that this clearly translates into larger class sizes and less services for my and many other people's "regular ed" children. This is clearly NOT FAIR!

As my representatives, I beg you to consider the education of all of Wisconsin's children, and care enough to pay your statutory share of special education costs, so that we don't pit child against child and parent against parent. Strike any suggestion in the budget that the state will renege on its duty. Fund special education in the way that you promised, and while you are acting for the good of future generations, free public education from those repressive spending limitations that are destroying our ^{public} schools!

Thanks for your consideration
Nancy L.G. Rota
7625 Bonetti Rd
Dane WI 53529