## 1999 DRAFTING REQUEST

## Bill

Received: 10/22/98

Wanted: As time permits
For: Annette Polly Williams (608) 266-0960
This file may be shown to any legislator: NO
May Contact:
Subject: Elections - school elections Education - MPS

Received By: kuesejt
Identical to LRB:

By/Representing: Larry Harwell
Drafter: kuesejt
Alt. Drafters: grantpr
Extra Copies:

## Pre Topic:

No specific pre topic given
Topic:
First class city school elections

## Instructions:

Per LRB 97-4912/3.

## Drafting History:

| Vers. | Drafted | Reviewed | Typed | Proofed | $\underline{\text { Submitted }}$ | $\underline{\text { Jacketed }}$ | Required |
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| I? | kuesej t | jgeller |  |  |  |  | Local |
|  | 11/21/98 | 11/23/98 |  |  |  |  |  |
|  | grantpr | wjackson |  |  |  |  |  |
|  | 11/23/98 | 12/1/98 |  |  |  |  |  |
| /1 |  |  | martykr$12 / 1 / 98$ |  | lrb-docadmin 12/1/98 | lrb-docadmin 03/10/99 |  |
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Page 1

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FE Sent For:
martykr 12/1/98

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FE Sent For:
<END>


## 1997 BL



8 composition, method of election and salaries of members of the board of school directors and the method of selection of the superintendent of schools in 1st class city school systems.

## Analysis by the Legislative Reference Bureau

eight Currently, the board of school directors in first lass cities (Milwaukee) consists of 4 members elected on a nonpartisan ballot at the spring election from election districts that must be approximately equal in population, and one member elected from the city at large. Board membersserye for four



This bill provides instead for the board of school directors to consist of 11 members elected on a nonpartisan ballot at the general (November) election from election districts that must be approximately equal in population.

To effect the change, the bill provides for the board of school directors to draw new boundaries for election districts to be used in the 2002 general election and to redraw the boundaries decennially thereafter. Under the bill, the terms of the four members who were elected in April 1997 and whose terms expire in April 2001 are extended until November 2002, and the terms of the finembers who are to be elected in April 1999 and whose terms would expire in April 2003 are shortened so that their terms will expire in November 2002. The bill provides for 11 new members to be elected for foyear terms at the general election to be held in November 2002.

Currently, the board of school directors elects officers at its annual
 Monday in May. This bill provides for the organizational meeting to be held between the first Monday in December and the Monday in December, and provides for the officerselected at an organizational meeting to be held in the spring of 2001 to serve until an organizational meeting is held in the fall of 2002.

Currently, the board of school directors determines the annual salary of board members. Beginning with board members elected in 2002, this bill requires that members of the board of school directors be paid the same annual salary as members of the common council of the city.

Currently, the superintendent of schools in a firat class city school system is elected by roll call vote of the members of the board of school directors. In order to serve as superintendent a person must be of suitable learning and experience in the art of instruction and have practical familiarity with the most approved methods of organizing and managing a school system? A superintendent serves for an indefinite term, subject to removal by the board for a misdemeanor in office, incompetency or inattention to duties.

This bill provides instead for the superintendent of schools to be elected by the electors of the school district at large on a nonpartisan ballot at the same general election at which members of the board of school directors are elected. Under the bill, the superintendent serves for a term of gitars and is not subject to removal by the board, but the electors of the school district may recall the superintendent after the first year of his or her term of office. The bill provides that any elector of the school district is eligible to serve as superintendent of schools. If there is a vacancy in the office of superintendent, the bill permits the board to fill the vacancy temporarily until an election can be held to choose a successor.

For further information see the local fiscal estimate, which will be printed as an appendix to this bill.

## The people of the state of Wisconsin., represented in senate and assembly, do enact as follows:

1 SECTION 1. $5.58(1 \mathrm{~g})(\mathrm{b})$ of the statutes is repealed.
( $\chi$
SECTION 2. $5.58(1 \mathrm{~g})(\mathrm{c})$ of the statutes is amended to read:
5.58 ( $\mathbf{1 g}$ ) (c) The arrangement of candidates for school board seats shall be determined by the school dist-rict clerk or theex lediref of by the drawing of lots not later than the 2nd Tuesday in January, or the next day if the first Tuesday is a holiday. The method of determining arrangement shall be the same as provided in s. 5.60 (1) (b). Sufficient space shall be provided on the ballot for write-in candidates.

SECTION 3. 5.58 (2) (a) of the statutes is amended to read:
5.58 (2) (a) There shall be one separate ballot for state superintendent, judicial officers, county executive under s. 59.17 and county supervisor. In counties having a population of 500,000 or more, the ballot also shall include those offices under s. 8.11 (2) and $(2 \mathrm{~m})$. The arrangement of names of candidates for state superintendent, justice, court of appeals judge and circuit court judge shall be determined by the board in the manner specified in s. 5.60 (1) (b). Arrangement of the names of candidates for county executive and county supervisor shall be determined by the county clerk or by the executive director of the county board of election commissioners in the manner specified in s. 5.60 (1) (b). The ballot shall be titled "Official Ballot for State Superintendent of Public Instruction, Judicial, County Executive and County Supervisor Primary".

SECTION 4. 5.58 (3) of the statutes is amended to read:
5.58 (3) Names on spring ballot. Only 2 candidates for state superintendent, for any judicial office, for any elected seat on a metropolitan sewerage commission or town sanitary district commission, in counties having a population of 500,000 or more only 2 candidates for member of the board of supervisors within each district, in counties having a population of less than 500,000 only 2 candidates for each
member of the county board of supervisors from each district or numbered seat or only 4 candidates for each 2 members of the county board of supervisors from each district whenever. 2 supervisors are elected to unnumbered seats from the same district, in 1st-class cities only 2 -candidate s-for any-at-large-seat-and-only-2 candidates from any election district to be elected to the board of school directors, in school districts electing school board members to numbered seats, or pursuant to an apportionment plan or district representation plan, only 2 school board candidates for each numbered seat or within each district, and twice as many candidates as are

## BILL

(b) The arrangement of the names of the candidates for the office of superintendent of schools and for seats on the board of school directors shall be determined by the executive director of the city board of election commissioners by the drawing of lots not later than the 3rd Tuesday in July. The method of determining arrangement shall be the same as provided in s. 5.60 (1) (b). Sufficient space shall be provided on the ballot for write-in candidates.
(c) Only the 2 candidates for election to the office of superintendent of schools receiving the highest numbers of votes at the primary election and only 2 candidates for election to the board of school directors receiving the highest numbers of votes within each election district at the primary election shall be nominees for their respective offices at the general election. Only their names shall appear on the official general election ballot.

Section 7. 7.53 (3) (b) of the statutes is amended to read:
7.53 (3) (b) In a 1st class city school district, the municipal board of canvassers or election commissioners shall determine the results of school district elections and referenda and shall file a written statement and determination of the results for each election and referendum in the of\&e of the city clerk or board of election commissioners. The board of election commissioners or city clerk shall certify nominations after each primary and issue certificates of election to persons who are elected to the office of sunenntendent of schools or the board of school directors after each election in the manner provided in sub. (4).

Section 8. 8.10 (3) (i) of the statutes is amended to read:
8.10 (3) (i) For city offices in 1 st class cities, not less than 1,500 nor more than 3,000 electors for city-wide offices, not less than 200 nor more than 400 electors for alderpersons elected from aldermanic districts and ruse than

## districts.

SECTION 9. $8.11(2 \mathrm{~m})$ of the statutes is amended to read
8.11 (2m) First class city school cities whenever there are more than 2 candidates for the office of superintendent of schools or member of the board of school directors at-large-or from any election district in any year.

Section 10. 8.15 (5) (a) of the statutes is amended to read:
8.15 (5) (a) Eech Except as provided in ss. 119.06 (4) (c) and 119.08 (2), each nomination paper shall have substantially the following words printed at the top:

I, the undersigned, request that the name of (insert candidate's last name plus first name, nickname or initial, and middle name, former legal surname, nickname or middle initial or initials if desired, but no other abbreviations or titles) residing at (insert candidate's street address) be placed on the ballot at the (general or special) election to be held on (date of election) as a candidate representing the (name of party) so that voters will have the opportunity to vote for (him or her) for the office of (name of office). I am eligible to vote in (name of jurisdiction or district in which candidate seeks office). I have not signed the nomination paper of any other candidate for the same office at this election.

Section 11. 8.15 (6) (f) of the statutes is created to read:
8.15 (6) (f) In 1st class cities, not less than 1,500 nor more than 3,000 electors for superintendent of schools, and not less than 400 nor more than 800 electors for member of the board of school directors elected from an election district.

Section 12. 8.50 (intro.) and (1) (a) of the statutes are amended to read:
8.50 Special elections. (intro.) Unless otherwise provided, this section applies to filling vacancies in the U.S. senate and house of representatives, executive state offices except the offices of governor, lieutenant governor and district attorney, judicial and legislative state offices, county offices ond the offices office of municipal judge and the_offices of sumerintendentof schools and member of the board of school directors in school districts organized under ch. 119. State legislative offices may be filled in anticipation of the occurrence of a vacancy whenever authorized in sub. (4) (e). No special election may be held after February 1 preceding the spring election unless it is held on the same day as the spring election, nor after September 1 preceding the general election unless it is held on the same day as the general election, until the day after that election. If the special election is held on the day of the general election, the primary for the special election, if any, shall be held on the day of the September primary. If the special election is held on the day of the spring election, the primary for the special election, if any, shall be held on the day of the spring primary.
(1) (a) When there is to be a special election, the special election for county clerk shall be ordered by the sheriff; the special election for any other county office shall be ordered by the county clerk except as provided in s. 17.21 (5); the special election for superintendent of schools or for school board member in a school district organized under ch. 119 shall be ordered by the board gf school directors; the' special election for municipal judge shall be ordered by the mayor, president or chairperson of the municipality, except in 1st class cities; and all other special elections shall be ordered by the governor. When the governor or attorney general issues the order, it shall be filed and recorded in the office of the board. When the county clerk or sheriff issues the order, it shall be filed and recorded in the office of
the county clerk. When the county executive issues the order, it shall be filed in the office of the county board of election commissioners. When the school board of a school district organized under ch. 119 issues the order, it shall be filed and recorded in the office of the city board of election commissioners. When the mayor, president or chairperson issues the order, it shall be filed in the office of the municipal clerk or city board of election commissioners.

Section 13. 17.27 ( $1 \mathbf{w}$ ) of the statutes is created to read:
17.27 (1w) SUPERINTENDENT OF SChools; 1ST CLASS cITY. Avacancyintheofflce of superintendent of schools of a 1st class city school system shall be filled by temporary appointment of the board of school directors until a successor is elected and qualified. A successor shall be elected at a special election under s. 119.32 (1).

SECTION 14. 119.06 (2) of the statutes is amended to read:
119.06 (2) Within 120 days after the date on which a city becomes a 1 st class city, the mayor, the city treasurer, the city comptroller, the city attorney and the president of the common council of that city, acting as a commission for the city, shall meet and appoint a board of 11 members from election districts numbered and designated by the common council. The election districts shall be substantially equal in population\&d the boundaries of the election districts shall be drawn so as to reflect a balanced representation of citizens of all areas within the city. The person appointed to represent an election district shall reside within the boundaries of the election district as determined by the common council under this subsection.
Section
15. 119.06 (3) (intro.) and (a) of the statutes are repealed.
Section 16. 119.06 (3) (b) of the statutes is renumbered 119.06 (3) and amended to read:
if the 4th Monday is a legal holiday, I
annually thereafter shall meet in accordance with s. 119.10 (2).
(6) Successors to board members app ointed under sub. (3) (2) or elected under sub. (4) shall be elected at the spring general election immediately preceding the expiration of the terms of such board members and shall serve for 4 -year terms.

Section 20. 119.07 of the statutes iscreated to read:
119.07 Revised method of election of board; transitional provisions. (1)
 each 1st class city in existence on the effective date of this subsection ${ }^{\wedge}$.... [revisor are scheduled to inserts date], whose terms, expire on the 4th Monday in April, 2001, are extended 0 Netwith standing 5. 119.08 (3), until the 4th Monday in November, 2002 , wave ave schedued to the board of each such city whose terms werterotherwise expire on the 4th Monday in April, 2003, shall expire on the 4th Monday in November, 2002 $\underbrace{\text { cease to hold }}_{\text {officer shac }}$
(2) At the general election to be held in November 2002, there shall be elected in each 1st class city in existence on the effective date of this subsection .... [revisor inserts date], $\mathbf{1 1}$ members of the board.
(3) Notwithstanding s. 119.10 (1) and (2), the board of each 1st class city in existence on the effective date of this subsection .... [revisor inserts date], shall hold an organizational meeting on the 4th Monday in April, 2001, and shall not hold any other organizational meeting in 2001. On the 4th Monday in April, 2001, the board of each such city shall elect officers, who shall hold office until the board holds its next organizational meeting under s. 119.10 (2) in 2002.

Section 21. 119.07 of the statutes, as created by ${ }_{1999}{ }^{9}$ Wisconsin Act . (this act), is repealed.

SECTION 22. 119.08 (1) (a) and (b) of the statutes are amended to read:

## BILL

119.08 (1) (a) The board shall consist of enember electat-large and 811 members elected from numbered election districts determined by the board. The election districts shall consist of whole contiguous wards and shall be substantially equal in population the, The boundaries of the election districts shall be drawn so as to reflect a balanced representation of citizens in all areas within the city.
(b) Within 60 days after the common council of the city enacts an ordinance determining or adogts a resolution adjusting the boundaries of the aldermanie districts wards in the city following the federal decennial census under s. 62.08 (1) 5.15 (1) , the board shall, by vote of a majority of the membership of the board, adopt an election district apportionment plan for the election ofboard members which shall be effective until the city. enacts a new ordinance under s. 62.08 (1) $\frac{5.15(1)^{\Upsilon}}{}$ redetermining the ward boundaries.

SECTION 23. $119.08\left({ }^{\checkmark}\right)$ and (3) of the statutes are amended to read:
119.08 (2) The electors of each election district shall elect one member residing within the election district to represent the election district. The at-large member shall Board members shall be electors of the city and shall be elected on a nonpartisan ballot at the spring general election. Candidates shall file nomination papers for full terms or, when vacancies are to be filled, for unexpired terms. The format for the nomination papers shall be as prescribed in s. 8.10 (2)(b) , except that refevence to the gen epl efechion members shall be conducted by the election offkials for the election of judicialia sar ted other officers held on that date. The polling places for the state, munieipalorjudicial elections shall be the polling places for the board election and the municipal election hours shall apply.

## BILL

(3) The regular terms of board members shall be 4 years. Theterm of each member exnires on the first Monday in Decemso of the 4th year following the pear in which the member's office is regularly filled.

SECTION 24. 119.08 (4) of the statutes is amended to read:
119.08 (4) A vacancy on in the membershin of the board occurring: on or before
 election ordered by the board. At such election the vacancy shall be filled for the unexpired term. The board shall follow procedures under s. 8.50, so far as applicable.

SECTION 25. $119.10 \stackrel{(1)}{\mathbf{1}}$ ) of the statutes is amended to read:
119.10 (1) The board is a continuing body Any unfinished business before the board or any of its standing or special committees on the date of the annual meeting under sub. (2) shall be considered as pending before the board newly organized on such date. At its annual meeting, after the election of the new board president and the designation of the clerk, the clerk shall report to the board items of business pending before the board as a whole. After the annual April meeting, unless otherwise directed by the board, the clerkshall report items of business which had been pending before committees of the board to the corresponding committees of the board appointed by the new president. Matters thus reported may be acted upon by the board in the same manner and with the same effect as if the board had not been newly organized.

SECTION 26. 119.10 (2) of the statutes is amended to read:
119.10 (2) Annually, no earlier than the 4th first Monday in April December, and no later than the first 3rd Monday in May December. the board shall hold its organizational meeting, shall elect a president from among its members to serve for one year and until a successor is chosen and shall designate an individual to serve

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as clerk. In the absence or during the disability of the board president, the board shall elect an acting president. The board president shall appoint standing committees to serve for one year.

Section 27. 119.12 (3) of the statutes is amended to read:
119.12 (3) Each member of the board shall be paid an annual salary i-n-the equal to the annual salary paid to each member of the common council of the city who begins a full term of office in the same vear in which


SECTION 28. 119.32 (1) of the statutes is repealed and recreated to read:
119.32 (1) At the general election in each year in which the governor is elected, there shall be elected by the electors of the school district a superintendent of schools. The superintendent of schools shall serve for a term of 4 years beginning on the first Monday of December following his or her election. No person is eligible to serve as superintendent of schools who is not a qualified elector of the school district. A vacancy in the office of superintendent of schools occurring on or before June 1 preceding the expiration of the term of that officer shall be filled by special election ordered by the board. At the special election, the vacancy shall be filled for the residue of the unexpired term. The board shall follow the procedures under s. 8.50 in conducting the election, in so far as applicable.

SECTION 29. $119.32(7)^{\vee}$ of the statutes is amended to read: superintendent of schools need not be licensed bv the department, Notwithstanding ss. 115.28 (7), 118.19 (1) and 121.02 (1) (a), the board may ef schools, and may employ a business manager, who are is not licensed by the department.
$\star$ is amended to read:
121.02 (8) Prior to any finding that a school district is not in compliance with the standards under sub. (l), the state superintendent shall, upon request of the school board o:r upon receipt of a petition signed by the maximum number of electors allowed for nomination papers of school district officers under s. 8.10 (3) (i), (km) or
 superintendent, after the hearing, finds that the district is not in compliance with the standards, the state superintendent may develop with the school board a plan which describes methods of achieving compliance. The plan shall specify the time within which compliance shall be achieved:; The state superintendent shall withhold up to $25 \%$ of state aid from any school district that fails to achieve compliance within the specified period.

Section 32. Initial applicability.
(1) The treatment of section 119.12 (3) of the statutes first applies to members of the board of school directors who are elected in 2002.

Section 33. Effective dates. This act takes effect on January 1, 2001, except as follows:
(1) The repeal of section 119.07 of the statutes takes effect on January 1, 2003. (END) $V$

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This draft provides in proposed s. 110.07 (1) for the one-time extension of the terms of incumbent school board members who are elected at the 290142001 spring elections by approximately one and a half years. Inraddtion thentiontrion concerns raised in Peter-Grant's drafter'gnote to $\mathrm{LRB}=4793 / \mathrm{P} 1$; we throught:yeu-shoutd
 person in office by legislative interference, beyond the specific term for which he was elected or appointed, is equivalent to a new appointment to the office, and void if the office be one that the legislature cannot fill by direct appointment or election".
 opinion was cited by the attorney general in an opinion concerning statutes that changed annual elections-of-eertain town fficers-to-etections in the getamumbered years and thatlengthened-the-terms-of-these-offeers-frem 1 -te- 2 years. $\sqrt{32 \text { Op. Atty }}$ Gen. 398 (1943). Because these statuestook effect after the town-officers had been elected-to-ne-year terms under the old law, the question before the attorney general (was whether those officers elected one-year terms should continue to serve until the election 2 years later. The attorney general concluded that the officials should continue in office until the next election if the statutes changing -the election and lengthening the terms of the officers were constitutional. However, in light of article XIII, sec. $O$, of the Wisconsin. Constitution and the O'Connordecision, which construed article XII, sec. 9 , as prohibiting the extension of the term of an incumbent local official, the qttorneygeneral stated that he thought the constitutionality of the Wisconsin statutes (was in "grave doubt". Id. at-400.-See also $26-O p$. Atty Gen -163,-165-(1937) and -63. Op. Att'y-Gen-24,-27(1974).

If you wish, this issue could be addressed by removing the provisions of the draft providing for term extensions and substituting provisions for one-time election of school board members to shortened terms of approximately one and a half years.


# Drafter's NOTE <br> FROMTHE <br> Legislative Reference Bureau 

December 1, 1998

This draft provides in proposed s. 119.07 (1) for the one-time extension of the terms of incumbent school board members in existing 1st class cities who are elected at the 2001 spring election by approximately one and a half years. As city officers, article XIII, section 9, of the Wisconsin Constitution requires school board members in a 1st class city to be elected by the electors of the city or appointed by other city officers. The Wisconsin Supreme Court has held that the "continuance of a person in office by legislative interference, beyond the specific term for which he was elected or appointed, is equivalent to a new appointment to the office, and void if the office be one that the legislature cannot fill by direct appointment or election". O'Connor v. City of Fond du Lac, 109 Wis. 253,268 (1901). See also 32 Op. Att'y Gen. 398 (1943).

If you wish, this issue could be addressed by removing the provisions of the draft providing for term extensions and substituting provisions for one-time election of school board members to shortened terms of approximately one and a half years.

Jeffery T. Kuesel
Assistant Chief Counsel
266-6778

SUBMITTAL

- FORM


# LEGISLATIVE REFERENCE BUREAU Legal Section Telephone: 266-3561 5th Floor, 100 N. Hamilton Street' 

The attached draft is submitted for your inspection. Please check each part carefully, proofread each word, and sign on the appropriate lines) below.

D ate: 12/1/98

To: Representative Williams
R elating to LR B drafting number: LRB-0629

## Topic

First class city school elections

## Subjects)

Elections - school elections, Education - MPS

1. JACKET the draft for introduction
 in the Senate or the Assembly (check only one). Only the requester under whose name the drafting request is entered in the LRB's drafting records may authorize the draft to be submitted. Please allow one day for the preparation of the required copies.
2. REDRAFT. See the changes indicated or attached $\qquad$
A revised draft will be submitted for your approval with changes incorporated.
3. Obtain FISCALESTIMATENOW, prior to introduction If the analysis indicates that a fiscal estimate is required because the proposal makes an appropriation or increases or decreases existing appropriations or state or general local government fiscal liability or revenues, you have the option to request the fiscal estimate prior to introduction. If you choose to introduce the proposal without the fiscal estimate, the fiscal estimate will be requested automatically upon introduction. It takes about 10 days to obtain a fiscal estimate. Requesting the fiscal estimate prior to introduction retains your flexibility for possible redrafting of the proposal.

If you have any questions regarding the above procedures, please call 266-356 1. If you have any questions relating to the attached draft, please feel free to call me.

Jeffery T. Kuesel, Assistant Chief Counsel
Telephone: (608) 266-6778

