

# Policy Brief

Wisconsin Institute for Law & Liberty



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## **Biased Questions, Biased Answers**

### *Getting Beyond the Rhetoric and Talking Points on School Financing*

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#### **Introduction**

As is too often the case in the debate over school funding, a [recent press release](#) by Senator Jennifer Shilling tries to score political points rather than provide the full story. Her press release blasts Republican legislators, accusing them of “prioritiz[ing] tax breaks for the ultra-wealthy” over local schools and families. To justify this claim, she cites to a new memo from the [Legislative Fiscal Bureau \(LFB\)](#) that shows “over 75 percent of Wisconsin school districts have seen their state funding cut below 2010 levels with 49 districts losing more than half of their general aid support.”

As a non-partisan entity, the LFB can only answer the questions it is asked. When politicians like Senator Shilling ask leading questions, the answers generate more heat than light. While it is true that a number of districts have lost *general aid* since the budget prior to the passage of Act 10, there are five major problems with the claim that school districts “have seen their funding cut”:

- 1) By asking for the changes in general aid since 2010-11, Senator Shilling guarantees the answers she wants. 2011 was the last year that the state received funding through the federal stimulus package, which allowed the state to put off hard financial choices temporarily.
- 2) The LFB memo does not take into account declines in enrollment which affect general aid and have little to do with policy decisions by the legislature. If a district in 2015 has fewer students than in 2010—and many do—it will receive less general aid.
- 3) By looking only at general aid, the LFB memo does not account for the entire per-pupil funding for each district, which shows that, on average, the per pupil revenue limit has

not decreased substantially.

- 4) Senator Shilling ignores the fact that the school districts which lost the most general aid have very high property tax bases. If a district has a high property tax base to student ratio, the funding formula will result in less general aid.
- 5) Senator Shilling does not take into account the savings to the district resulting from the reforms in collective bargaining (“Act 10”).

After a brief review of school funding, we address each problem below.

## A Brief Review of School Funding

Let’s start from the top – we promise to be brief. The overwhelming majority of K-12 public school revenue comes from the local property tax levy and general aid from state government. The extent of both is capped by the revenue limit that is determined by the state legislature.

It is the “general aid” calculation that is the focus of the LFB memo. The largest component of general aid<sup>1</sup> is “equalization aid.” It is calculated through a complex process that takes into account a school district’s change in enrollment and property tax base. Changes in enrollment are calculated relative to other districts in the state.

Put another way, it is a zero-sum game. Assuming a stable property tax base, districts that lose students more rapidly than others will become worse off in general aid and districts that either gain students or lose students at a slower rate will become better off.<sup>2</sup> For a more thorough description of school financing and general aid, [see our memo](#) from last year.

So what does this all mean? General aid – state aid that comes from the state to school districts – can fluctuate from year to year based upon changes in a district’s enrollment and property tax base. It is, also, of course dependent on the revenue limit set by the state.

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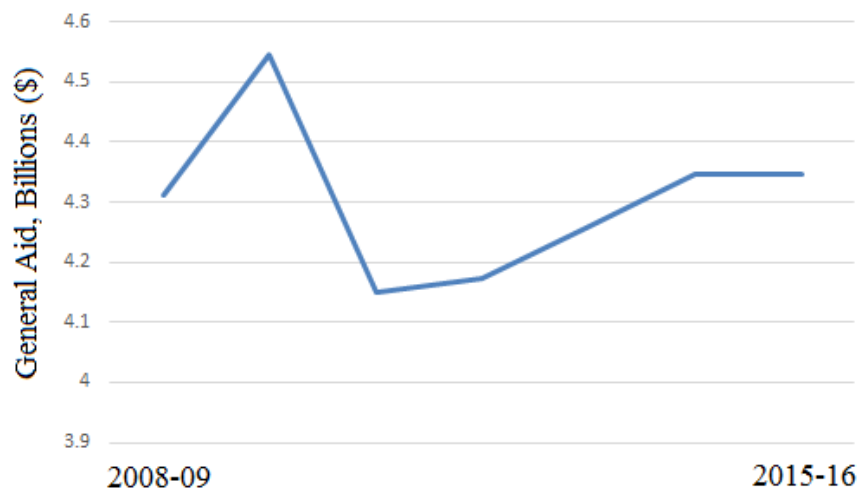
<sup>1</sup> General aid consists of equalization aid and special adjustment aid. “Integration Aid” is also a component of general aid that is being phased out as of the 2016-17 budget. These figures are not separated from “Special Adjustment Aid” on the worksheets used in these analyses.

<sup>2</sup> Special Adjustment aid is available to school districts which generate less than 85 percent of the state aid that they generated in the prior year. It is designed to help districts overcome rapid changes in the composition of the district, either from declining enrollment or dramatic shifts in the property tax base.

## Problem #1: Choice of years leads to misleading conclusions

In the aftermath of the Great Recession, a tremendous amount of federal “stimulus” money was provided to the states in an attempt to speed recovery. Some of this aid was passed on to school districts. This spike in general aid is clearly visible in Figure 1 below, and just happens to be the year that Shilling asked LFB to begin its analysis. Most of this funding went away, leading to substantial budgetary challenges in 2010-11. Starting at an artificially high number may get Senator Shilling the answer she wanted, but doesn’t tell us much about school financing.

**Figure 1. Aggregate State General Aid, 2008-09 to 2015-16**



Though aggregate general aid is not as high as it was under the stimulus years, it is approximately equal to (and slightly higher) than it was prior to the stimulus.<sup>3</sup> The ending of this funding necessitated reforms like Act 10, which allowed the state and school districts to “bend the cost curve” by restricting collective bargaining.

Finally, when looking at the district-by-district data since 2009, we see that 55% of school districts have seen a reduction in general aid while 45% have seen an increase or stayed the same. This is far less than the 75% reductions that result when one looks from 2010 on as the LFB memo does.

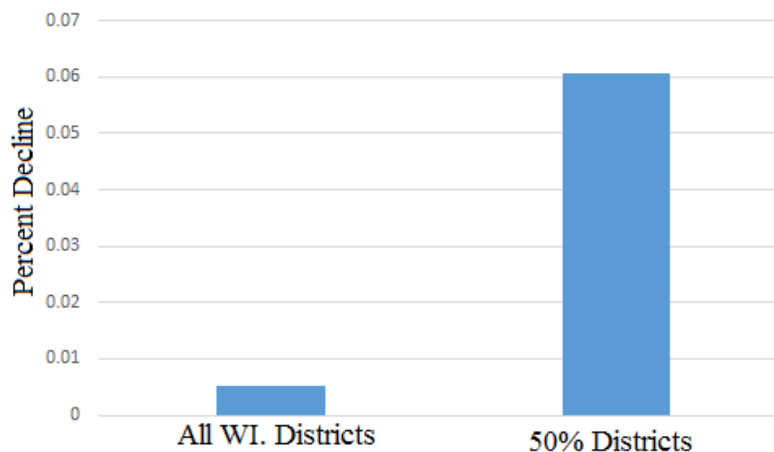
<sup>3</sup> Note that this figure is not adjusted for inflation.

## Problem #2: The LFB memo does not take into account declines in enrollment which affect general aid

As mentioned above, general aid is impacted by enrollment changes. This will cause some districts to lose aid even as general aid returns to pre-stimulus levels. This is a function of the complex funding formula.

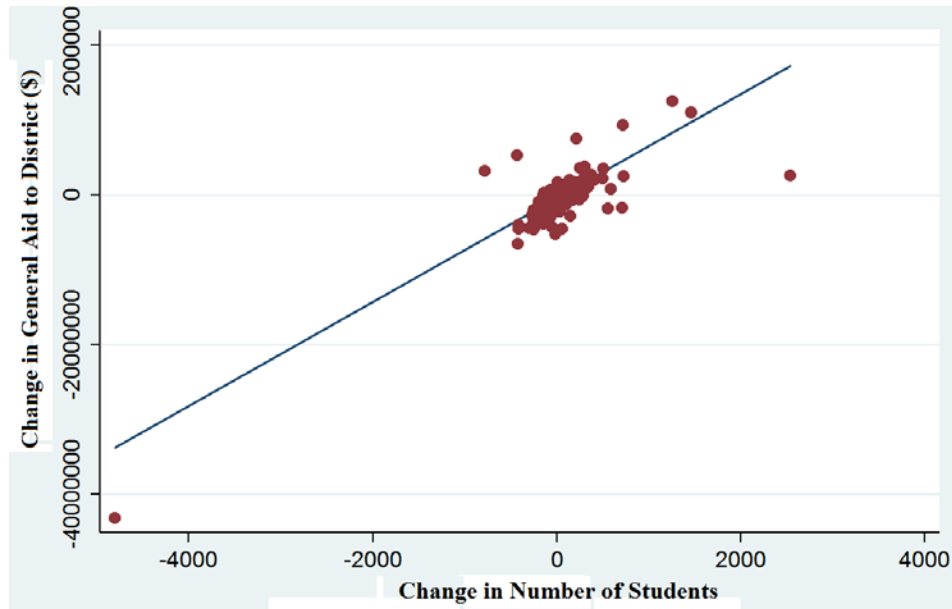
Since 2010, the school districts that have lost more than 50% of their general aid – which Senator Shilling focuses on (henceforth, ‘50% districts’) – have seen a decline in enrollment of approximately 6%. As illustrated in Figure 2 below, this enrollment decline is much greater than the less than 1% decline seen statewide over the same time period. Therefore, due to the funding formula, all else equal, general aid will decline to school districts that have a declining enrollment.

**Figure 2. Enrollment Decline, 50% Districts and All Wisconsin Districts, 2011-16**



To further highlight the extent to which general aid is tied to enrollment, Figure 3 (next page) shows the change in pupils relative to the change in equalization aid from 2010-11 to 2015-16 (the same time frame used by Senator Shilling) for all districts in Wisconsin. The dots represent Wisconsin school districts and the line represents a (theoretical) perfect relationship between enrollment change and revenue change.

**Figure 3. Change in Students Regressed on General Aid, 2011-2016**



*Source: DPI Aid Membership Sheets, 2011-2016 & Legislative Fiscal Bureau memo*

As Figure 3 illustrates, changes in the number of pupils are heavily tied to changes in the equalization aid received by the district. In other words, the bigger the decline in enrollment, the bigger the decline in equalization aid. Note how closely the dots are clustered about the line. The correlation between these two variables (0.831) is extremely high.<sup>4</sup> A complete accounting of district enrollment changes and general aid changes is included in the Appendix of this document.

**Problem #3: The LFB memo does not account for the entire per-pupil funding for each district, which shows that, on average, the per pupil revenue limit has not decreased substantially.**

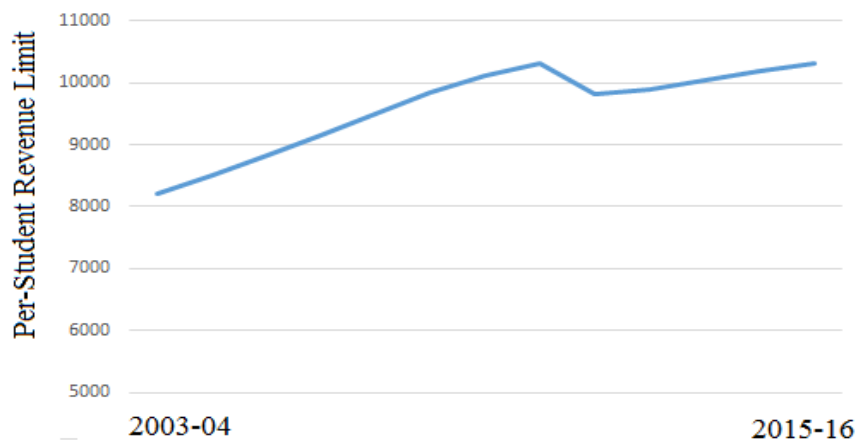
As discussed above, general aid is only a part of the total revenue of K-12 public schools. Local property taxes are the other major part. And school districts are allowed to levy property taxes up to a ‘revenue limit’ that is defined for each district. The state revenue limit is a far more

<sup>4</sup> The coefficient on the regression of these variables is \$6,184. This indicates that a loss of one student results, on average, in a decrease of \$6,184 in equalization aid to that school district.

accurate measure of the amount of funding available for students in a particular district, as it takes into account additional revenue generated for students at the local level.

When one looks at revenue limits over time, it shows that school revenue has rebounded to near pre-Act 10 levels after falling in the years immediately following its passage in 2010. Just prior to Act 10, Wisconsin's revenue limit averaged \$10,316 statewide. By 2016, revenue limits averaged only \$4 less than 2011-levels. Since a 1-year decline, revenue limits have *increased every year*. Figure 4 below shows the average state revenue limit for all school districts in the state since 2004, the earliest year available on DPI's website. One can observe a relatively steady increase with the exception of the one year decline highlighted by Shilling.

**Figure 4. Average Revenue Limit Statewide, 2004-16**

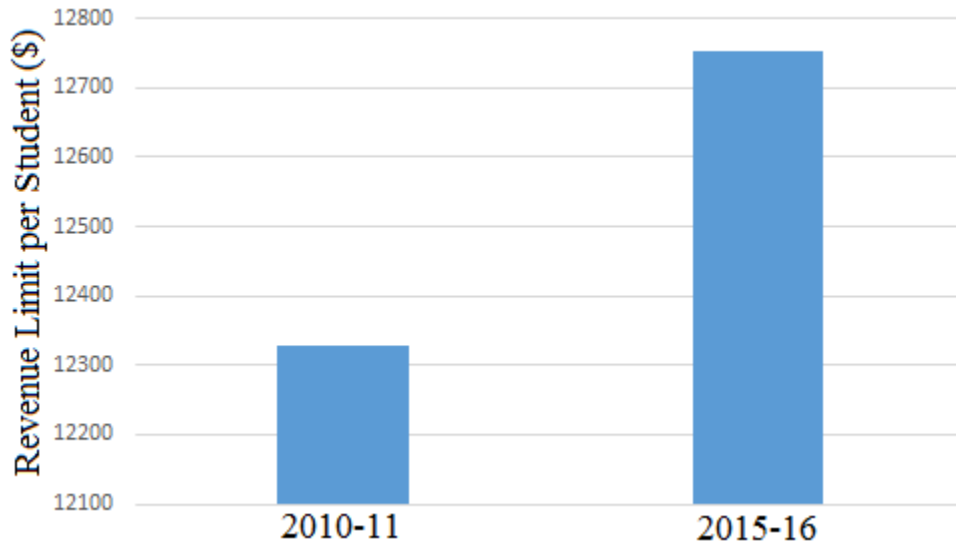


*Source DPI, Revenue Limit per Member*

The story is even more dramatic in the 50% districts. On average, the revenue limit for the districts in question has increased substantially over the past 5 years. In 2010-11, the average revenue limit in these districts was \$12,284. This has increased to \$12,725, or more than \$400 during the same time frame that aid to these districts is ostensibly being cut. That the revenue limit is higher than the state average for these districts is further evidence that they are property-tax rich (see next section).

In the aftermath of the release of the memo requested by Senator Shilling, Senator Vukmir asked the LFB for a memo that more accurately reflects school district funding as a whole. Consistent with the findings here, [this memo](#) shows that total revenue per student (excluding federal) is actually higher than it was in 2010. While the state has little control over federal aid, it is also true that overall per-pupil funding is about \$172 lower when federal aid is included.

**Figure 5. Revenue Limit per Student, 50% Districts**



*Source: DPI Revenue Limit per Member, 2010-2016*

It should be noted that increased spending on K-12 public schools does not necessarily result in improved student outcomes. Previous [research by WILL](#) has found that per-student spending on K-12 public schools is not significantly correlated with academic performance and that some of the best performing schools in Milwaukee are those that receive the [lowest levels of state funding](#).

**Problem #4: Senator Shilling ignores the fact that the school districts which lost the most general aid have very high property tax bases.**

It is worth repeating that a school district's property tax base affects the amount of equalization aid that a district receives. Equalization aid is intended to ensure that districts with lower than average property values per student will be able to achieve an acceptable level of per-student revenue. For example, Mequon-Thiensville School District, with high property values, has a greater capacity to generate property tax revenue and, therefore, receives relatively less equalization aid when compared to Milwaukee Public Schools, which has a lower property values.

While the vast majority of districts in Wisconsin receive some level of equalization aid, some do not. If a district receives no equalization aid, it means that the ratio of property taxes collected to students enrolled is sufficiently high relative to the state average so that the funding formula doesn't require any additional funding be provided to that school district. While the district may not be wealthy in terms of average income, its ratio of property taxes to students makes it property-tax wealthy from the perspective of the state.

Senator Shilling makes much of the fact that 49 school districts—less than 12% of the districts in the state—lost more than half of their general aid. But all of those school districts are well-below the state average in equalization aid. What aid does come to these districts in the LFB memo figures generally comes in the form of Special Adjustment Aid, chiefly to compensate for enrollment declines.

Further evidence of the property tax wealth of these districts is provided DPI's District equalized value per member worksheet available [here](#). In simplest terms, this sheet shows how much property tax revenue a district has per student relative to other districts in the state. The 50% districts average 339.5%, meaning that these districts ostensibly hurt by Republican policy changes have 339% more revenue per student than the average Wisconsin school district. Equalization aid per student is also included in the Appendix table to allow the reader to see that the 50% districts tend to be receiving little or no equalization aid.

### **Problem #5: Senator Shilling does not take into account the potential savings to the district resulting from the reforms in collective bargaining (“Act 10”)**

One cannot talk about a district's fiscal situation without looking at both revenue and costs. While the increases in district revenue are smaller than previous years, Act 10 provided school districts with numerous tools to save money. Perhaps the most important component of the savings pie, Act 10 required that government employees in Wisconsin contribute 5.6% to their pensions and 12.2% to their healthcare. In addition, districts now have much greater flexibility in hiring and firing staff based on merits rather than seniority.

A [recent report by WILL](#) highlighted a number of anecdotal examples of how districts have used Act 10 to save money. For example, in 2011, Oconomowoc schools faced a budget shortfall of nearly \$500,000. Under the provisions of Act 10, the district was able to cut staff based on merit rather than seniority, and offer remaining teachers a \$14,000 stipend to teach an additional class. Reforms such as these have saved the state more than \$5 billion dollars over the past years, and nearly \$405 million additional dollars at the district-level according to the MacIver Institute.

Other [research by WILL](#) suggests that there may still be room for school districts to save money under Act 10. While school districts have successfully applied Act 10 to their teaching workforce, they may have been less diligent in applying it to district offices. Our recent study of Act 10 showed evidence of administrative bloat, whereby school districts have increased bureaucratic staffing in the years since Act 10. Such increases in staffing have a tangential impact on the classroom at best, and policymakers should carefully consider the extent of such bureaucratic growth when districts demand additional funding. When Senator Shilling discusses cuts in aid to these districts, she does not account for the extent to which these districts have been able to use the tools of Act 10 to save money, or the potential for further savings that may exist.



## Conclusion

When you ask a biased question, you get a biased answer. By focusing only on the general aid component of state funding, not explaining what factors affect general aid, strategically choosing only two years for study, and mispresenting the situation in some of Wisconsin's most property-wealthy school districts, Senator Shilling guaranteed a result that makes current leadership look bad. Here, we endeavored to provide a more objective look at school funding, and show that the picture is far more positive than Senator Shilling suggests.

## Appendix

Presented below is information about the change in general aid to districts since 2011.  $\Delta$  Enrollment represents the change in the number of students enrolled in the district from 2010 to 2016.  $\Delta$  General Aid represents the change in the amount of general aid received by the district over the same time period. Equalization aid per student is presented as a proxy for the property wealth of a district. Smaller numbers equate to less equalization aid, and more property-tax wealthy districts. 50% districts are bolded. This data was used to create Figure 3.

District	$\Delta$ Enrollment	$\Delta$ General Aid	Equalization per Student
Abbotsford (0007)	31	\$411,957	\$7,570.23
Adams.Friendship Area (0014)	-193	-\$916,792	\$2,693.23
Albany (0063)	-25	-\$368,307	\$5,372.79
Algoma (0070)	91	\$793,303	\$5,620.55
<b>Alma (0084)</b>	-52	-\$709,360	\$2,077.16
Alma Center (0091)	20	-\$417,858	\$7,236.51
Almond.Bancroft (0105)	-23	-\$166,837	\$6,860.67
Altoona (0112)	15	-\$968,535	\$6,334.94
Amery (0119)	-143	-\$1,070,575	\$5,428.46
Antigo Unified (0140)	-136	-\$1,861,077	\$5,915.09
Appleton Area (0147)	728	\$2,415,170	\$5,571.19
Arcadia (0154)	178	\$924,097	\$7,093.57
Argyle (0161)	3	-\$231,532	\$6,397.91
Arrowhead UHS (2450)	25	\$439,728	\$2,370.19
Ashland (0170)	-15	-\$437,757	\$6,967.62
Ashwaubenon (0182)	-304	-\$4,446,764	\$2,441.72
Athens (0196)	-91	-\$1,053,697	\$6,046.86
Auburndale (0203)	-15	-\$354,571	\$6,920.69
Augusta (0217)	-30	-\$881,897	\$5,808.08
Baldwin.Woodville Area (0231)	83	\$491,665	\$6,773.78
Bangor (0245)	-40	-\$646,767	\$6,345.28
Baraboo (0280)	-10	-\$397,905	\$5,261.42
Barneveld (0287)	-7	-\$162,476	\$5,918.87
Barron Area (0308)	31	\$272,654	\$7,825.78
<b>Bayfield (0315)</b>	-15	-\$235,039	\$251.11
Beaver Dam Unified (0336)	47	\$182,077	\$5,937.60
Beecher.Dunbar.Pembine (4263)	20	-\$110,100	\$497.42
Belleville (0350)	18	\$10,035	\$5,733.30
Belmont Community (0364)	40	\$219,921	\$6,038.69
Beloit (0413)	214	\$7,473,180	\$8,649.90
Beloit Turner (0422)	-53	\$341,701	\$7,429.63
Benton (0427)	-7	-\$146,472	\$8,172.04

Berlin Area (0434)	-30	-\$1,043,936	\$6,277.91
Big Foot UHS (6013)	29	\$13,558	\$247.65
<b>Birchwood (0441)</b>	-15	-\$51,302	\$0.00
Black Hawk (2240)	-36	-\$743,443	\$5,952.84
Black River Falls (0476)	-7	-\$560,304	\$5,707.91
Blair.Taylor (0485)	-15	-\$1,235,984	\$5,159.52
Bloomer (0497)	64	\$10,204	\$6,176.13
Bonduel (0602)	-31	-\$598,413	\$5,270.34
Boscobel Area (0609)	-93	-\$872,156	\$6,988.09
Bowler (0623)	-6	-\$150,252	\$6,879.04
Boyceville Community (0637)	-14	-\$71,114	\$7,177.55
Brighton #1 (0657)	-12	-\$186,578	\$2,345.69
Brillion (0658)	-9	-\$441,636	\$6,444.08
Bristol #1 (0665)	56	\$747,286	\$4,551.09
Brodhead (0700)	-102	-\$1,153,249	\$6,344.43
Brown Deer (0721)	-19	\$311,127	\$3,945.82
Bruce (0735)	-30	-\$461,203	\$4,494.91
Burlington Area (0777)	-250	-\$2,055,956	\$4,755.23
Butternut (0840)	10	\$77,620	\$4,941.94
Cadott Community (0870)	-23	-\$246,932	\$6,513.09
Cambria.Friesland (0882)	-24	-\$369,859	\$5,395.77
Cambridge (0896)	-16	-\$71,282	\$3,858.82
Cameron (0903)	12	\$328,407	\$6,905.88
Campbellsport (0910)	-82	-\$1,139,292	\$4,452.00
Cashton (0980)	16	-\$38,075	\$7,153.55
Cassville (0994)	-44	-\$636,874	\$4,313.13
Cedar Grove.Belgium Area (1029)	-33	-\$201,758	\$5,333.21
Cedarburg (1015)	-167	-\$2,576,221	\$3,035.84
Central/Westosha UHS (5054)	-57	\$88,884	\$5,061.73
Chequamegon (1071)	-89	-\$632,172	\$456.87
Chetek.Weyerhaeuser Area (1080)	-89	-\$1,759,324	\$1,173.18
Chilton (1085)	-19	-\$831,861	\$6,096.84
Chippewa Falls Area Unified (1092)	32	-\$2,302,927	\$5,490.71
Clayton (1120)	-18	-\$156,357	\$7,435.72
Clear Lake (1127)	-33	-\$2,083	\$7,372.31
Clinton Community (1134)	-60	-\$781,012	\$6,912.60
Clintonville (1141)	-114	-\$1,553,698	\$6,503.08
Cochrane.Fountain City (1155)	10	-\$201,826	\$5,061.41
Colby (1162)	-3	-\$603,873	\$6,785.73
Coleman (1169)	-28	-\$541,059	\$3,935.30

Colfax (1176)	-22	-\$351,977	\$6,247.02
Columbus (1183)	61	\$285,855	\$5,156.68
Cornell (1204)	-56	-\$801,791	\$6,550.16
Crandon (1218)	-49	-\$1,075,735	\$2,199.99
<b>Crivitz (1232)</b>	0	-\$434,556	\$412.25
Cuba City (1246)	19	-\$63,887	\$6,099.16
Cudahy (1253)	39	-\$395,161	\$6,531.82
Cumberland (1260)	-98	-\$823,085	\$3,812.15
D C Everest Area (4970)	76	-\$699,732	\$6,696.54
Darlington Community (1295)	5	\$111,676	\$6,860.06
De Forest Area (1316)	267	-\$316,927	\$1,342.34
De Pere (1414)	85	\$1,343,745	\$4,211.98
De Soto Area (1421)	8	\$1,674,520	\$21,372.19
Deerfield Community (1309)	-25	-\$1,269,032	\$10,488.77
Delavan.Darien (1380)	13	-\$1,713,004	\$7,697.18
Denmark (1407)	-19	-\$60,906	\$1,823.53
Dodgeland (2744)	-15	-\$210,894	\$7,010.69
Dodgeville (1428)	-43	-\$672,273	\$5,263.23
Dover #1 (1449)	-17	-\$154,149	\$5,600.06
<b>Drummond Area (1491)</b>	-36	-\$32,487	\$0.00
Durand (1499)	-63	-\$1,127,264	\$5,317.26
East Troy Community (1540)	10	-\$477,415	\$2,325.52
Eau Claire Area (1554)	552	-\$1,814,722	\$5,032.24
Edgar (1561)	-26	-\$237,912	\$7,253.25
Edgerton (1568)	52	\$302,444	\$5,275.27
<b>Elcho (1582)</b>	-47	-\$29,935	\$0.00
Eleva.Strum (1600)	-15	-\$276,145	\$6,852.05
Elk Mound Area (1645)	52	\$153,804	\$7,361.20
<b>Elkhart Lake Glen. (1631)</b>	-36	-\$463,471	\$349.18
Elkhorn Area (1638)	3	\$110,797	\$4,717.00
Ellsworth Community (1659)	9	\$143,507	\$5,619.14
Elmbrook (0714)	96	-\$1,308,061	\$407.61
Elmwood (1666)	-12	-\$43,906	\$7,301.62
<b>Erin (1687)</b>	-62	-\$381,536	\$433.57
Evansville Community (1694)	-48	-\$525,870	\$6,984.30
Fall Creek (1729)	-47	-\$878,004	\$6,818.85
Fall River (1736)	33	-\$142,621	\$5,860.62
Fennimore Community (1813)	40	\$256,973	\$7,101.85
Flambeau (5757)	-103	-\$1,380,788	\$5,581.10
<b>Florence County (1855)</b>	-60	-\$620,254	\$349.61
Fond du Lac (1862)	285	-\$179,268	\$5,503.37
<b>Fontana J8 (1870)</b>	-38	-\$8,854	\$0.00
Fort Atkinson (1883)	57	\$264,618	\$5,503.61

Fox Point J2 (1890)	-31	\$104,672	\$447.26
Franklin Public (1900)	174	-\$718,444	\$3,565.88
Frederic (1939)	-25	-\$202,144	\$4,744.44
Freedom Area (1953)	33	-\$647,106	\$5,748.92
<b>Friess Lake (4843)</b>	-59	-\$217,115	\$344.77
Galesville.Ettrick.Tremp. (2009)	-45	-\$860,083	\$6,269.32
<b>Geneva J4 (2044)</b>	15	-\$6,685	\$0.00
Genoa City J2 (2051)	-20	-\$342,331	\$7,256.54
Germantown (2058)	-52	-\$1,051,818	\$2,830.57
<b>Gibraltar Area (2114)</b>	-5	-\$5,534	\$0.00
Gillett (2128)	-117	-\$1,280,817	\$5,732.36
Gilman (2135)	-45	-\$625,451	\$5,090.60
Gilmanton (2142)	-29	-\$402,655	\$5,349.58
Glendale.River Hills (2184)	30	-\$46,605	\$377.04
Glenwood City (2198)	33	\$180,745	\$7,109.11
<b>Goodman Arm. Cr. (2212)</b>	-47	-\$231,137	\$446.31
Grafton (2217)	-32	-\$918,904	\$3,093.42
Granton Area (2226)	-15	-\$311,992	\$6,459.51
Grantsburg (2233)	-102	-\$770,841	\$5,894.30
Green Bay Area Public (2289)	1464	\$10,985,793	\$6,398.98
<b>Green Lake (2310)</b>	-39	-\$17,691	\$0.00
Greendale (2296)	143	\$1,917,711	\$5,062.90
Greenfield (2303)	301	\$3,732,927	\$4,122.26
Greenwood (2394)	-36	-\$596,716	\$5,503.62
Gresham (2415)	-23	-\$345,765	\$5,827.67
Hamilton (2420)	164	-\$525,561	\$3,753.05
Hartford J1 (2443)	211	\$1,667,494	\$5,427.03
Hartford UHS (2436)	-53	-\$573,680	\$3,526.58
Hartland.Lakeside J3 (2460)	-209	-\$2,116,368	\$2,214.99
<b>Hayward Community (2478)</b>	30	-\$450,712	\$205.86
<b>Herman #22 (2523)</b>	-20	-\$189,191	\$532.84
Highland (2527)	13	\$163,758	\$7,983.60
Hilbert (2534)	-45	-\$491,741	\$5,691.16
Hillsboro (2541)	-50	-\$472,456	\$6,469.49
Holmen (2562)	340	\$1,062,403	\$6,927.91
Horicon (2576)	-48	-\$599,530	\$5,692.92
Hortonville Area (2583)	158	-\$631,888	\$5,224.66
Howard.Suamico (2604)	46	-\$1,177,629	\$852.35
Howards Grove (2605)	-106	-\$1,056,611	\$38,840.60
Hudson (2611)	71	-\$939,746	\$4,253.74
Hurley (2618)	-32	-\$376,583	\$4,570.56
Hustisford (2625)	22	\$81,129	\$3,719.68
Independence (2632)	5	-\$178,674	\$6,900.27

Iola.Scandinavia (2639)	-70	-\$918,130	\$4,582.57
Iowa.Grant (2646)	-37	-\$468,993	\$7,679.50
Ithaca (2660)	-17	\$5,796	\$7,748.50
Janesville (2695)	-57	-\$1,312,008	\$6,548.14
Jefferson (2702)	49	\$1,087,728	\$6,005.88
Johnson Creek (2730)	34	\$356,219	\$5,480.74
Juda (2737)	-24	-\$372,710	\$6,848.33
Kaukauna Area (2758)	247	-\$611,004	\$5,945.00
Kenosha (2793)	-433	\$5,315,349	\$6,779.92
Kettle Moraine (1376)	-415	-\$4,066,941	\$1,516.73
Kewaskum (2800)	-131	-\$1,568,137	\$4,309.47
Kewaunee (2814)	-53	-\$951,753	\$5,233.94
Kickapoo Area (5960)	44	\$247,680	\$6,250.29
Kiel Area (2828)	-80	-\$1,588,080	\$5,323.61
Kimberly Area (2835)	295	\$1,528,308	\$6,492.93
<b>Kohler (2842)</b>	2	-\$314,431	\$445.27
La Crosse (2849)	-138	\$236,211	\$66.31
La Farge (2863)	-12	-\$5,269,896	\$130,960.67
Lac du Flambeau #1 (1848)	59	-\$1,369,485	\$11,548.57
Ladysmith (2856)	-113	-\$84,559	\$1,868.28
Lake Country (3862)	-89	-\$29,745	\$105.66
Lake Geneva J1 (2885)	-30	\$319,831	\$3,052.83
<b>Lake Geneva Gen. Cit (2884)</b>	67	-\$1,050,712	\$684.67
<b>Lake Holcombe (2891)</b>	-50	-\$375,586	\$376.92
Lake Mills Area (2898)	124	\$681,301	\$4,587.84
<b>Lakeland UHS (3647)</b>	-146	-\$55,202	\$0.00
Lancaster Community (2912)	42	-\$184,955	\$6,331.85
Laona (2940)	-25	-\$383,694	\$3,356.51
Lena (2961)	-29	-\$369,066	\$6,113.09
<b>Linn J4 (3087)</b>	9	-\$7,408	\$0.00
<b>Linn J6 (3094)</b>	-19	-\$1,726	\$0.00
Little Chute Area (3129)	-105	-\$1,659,095	\$6,891.94
Lodi (3150)	-75	-\$897,989	\$3,566.77
Lomira (3171)	-14	-\$684,380	\$5,721.03
Loyal (3206)	17	-\$125,353	\$6,530.75
Luck (3213)	-42	-\$225,105	\$4,357.67
Luxemburg.Casco (3220)	-59	-\$1,296,924	\$5,413.91
Madison Metropolitan (3269)	2537	\$2,548,101	\$1,864.36
Manawa (3276)	-37	-\$777,794	\$5,876.99
Manitowoc (3290)	-253	-\$3,712,607	\$5,617.85
Maple (3297)	-120	-\$1,263,495	\$3,971.92
Maple Dale.Indian Hill (1897)	-25	-\$68,735	\$196.78
Marathon City (3304)	-8	-\$235,593	\$4,843.33

Marinette (3311)	-21	-\$325,994	\$6,151.25
Marion (3318)	-51	-\$644,288	\$5,192.16
Markesan (3325)	66	\$846,863	\$3,214.37
Marshall (3332)	-101	-\$945,666	\$7,693.73
Marshfield Unified (3339)	-78	-\$3,107,902	\$5,153.02
Mauston (3360)	-3	\$358,225	\$6,101.84
Mayville (3367)	-35	-\$485,603	\$5,585.77
McFarland (3381)	89	\$176,822	\$5,019.29
Medford Area Public (3409)	23	-\$1,073,075	\$5,882.79
Mellen (3427)	-1	-\$160,324	\$6,247.15
Melrose.Mindoro (3428)	50	\$441,590	\$6,633.28
Menasha Joint (3430)	3	\$148,797	\$6,861.22
Menominee Indian (3434)	-29	-\$820,799	\$7,316.66
Menomonee Falls (3437)	-206	-\$3,872,934	\$760.19
Menomonie Area (3444)	80	-\$345,232	\$5,544.42
Mequon.Thiensville (3479)	-87	-\$11,684	\$342.20
<b>Mercer (3484)</b>	-13	-\$8,429	\$0.00
Merrill Area (3500)	-270	-\$2,735,713	\$6,200.47
Merton Community (3528)	-102	-\$1,196,739	\$4,675.15
Middleton.Cross Plains (3549)	712	-\$1,798,294	\$973.21
Milton (3612)	66	-\$75,060	\$5,654.81
Milwaukee (3619)	-4802	-\$43,206,830	\$6,330.09
Mineral Point Unified (3633)	-57	-\$692,757	\$6,205.68
<b>Minocqua J1 (3640)</b>	-12	-\$33,417	\$0.00
Mishicot (3661)	-132	-\$1,426,395	\$5,115.01
Mondovi (3668)	-132	-\$1,477,106	\$6,458.07
Monona Grove (3675)	102	-\$255,443	\$3,865.48
Monroe (3682)	-34	-\$1,442,972	\$6,350.18
Montello (3689)	15	-\$605,841	\$2,017.90
Monticello (3696)	-6	-\$147,041	\$5,924.67
Mosinee (3787)	-116	-\$1,183,739	\$5,659.77
Mount Horeb Area (3794)	130	\$703,999	\$5,349.71
Mukwonago (3822)	-419	-\$4,525,690	\$3,905.47
Muskego.Norway (3857)	-28	-\$1,548,030	\$4,000.70
Necedah Area (3871)	-96	-\$1,031,397	\$3,765.56
Neenah Joint (3892)	-76	-\$3,185,313	\$4,560.98
Neillsville (3899)	-55	-\$971,387	\$5,499.14
Nekoosa (3906)	-134	-\$486,475	\$2,772.61
Neosho J3 (3913)	1	-\$17,755	\$4,839.63
<b>New Auburn (3920)</b>	-16	-\$399,322	\$517.49
<b>New Berlin (3925)</b>	-48	-\$4,356,895	\$495.71
New Glarus (3934)	24	\$248,689	\$6,010.78
New Holstein (3941)	-58	-\$1,095,963	\$4,574.49

New Lisbon (3948)	-33	-\$256,884	\$4,909.82
New London (3955)	-4	-\$960,315	\$6,182.71
New Richmond (3962)	254	\$3,524,142	\$6,814.09
Niagara (3969)	-51	-\$757,353	\$6,430.37
Nicolet UHS (2177)	-2	-\$762,677	\$395.92
Norris (3976)	-7	-\$112,605	\$6,063.45
North Cape (4690)	-22	-\$232,368	\$3,528.91
North Crawford (2016)	-18	-\$247,659	\$6,288.49
North Fond du Lac (3983)	40	\$91,128	\$6,508.85
North Lake (3514)	-35	-\$48,975	\$1,197.73
North Lakeland (0616)	-13	\$0	\$0.00
Northern Ozaukee (1945)	-30	\$153,259	\$3,571.13
<b>Northland Pines (1526)</b>	-99	-\$95,374	\$0.00
<b>Northwood (3654)</b>	-28	-\$36,138	\$0.00
Norwalk.Ontario.Wilton (3990)	38	\$88,102	\$7,632.73
<b>Norway J7 (4011)</b>	3	-\$167,201	\$1,800.97
Oak Creek.Franklin Joint (4018)	407	\$1,928,699	\$4,679.78
Oakfield (4025)	-36	-\$619,246	\$6,043.71
Oconomowoc Area (4060)	501	\$2,132,437	\$1,676.38
Oconto Falls Public (4074)	-62	-\$779,794	\$4,232.84
Oconto Unified (4067)	-57	-\$1,217,630	\$9,232.23
Omro (4088)	-20	-\$674,468	\$6,125.04
Onalaska (4095)	3	-\$2,289,360	\$4,399.17
Oostburg (4137)	-34	-\$365,676	\$5,132.74
Oregon (4144)	54	-\$1,301,194	\$5,085.01
Osceola (4165)	-139	-\$393,869	\$6,097.11
Oshkosh Area (4179)	-250	-\$4,653,319	\$5,446.62
Osseo.Fairchild (4186)	-90	-\$1,313,996	\$6,667.08
Owen.Withee (4207)	-45	-\$734,901	\$6,250.63
Palmyra.Eagle Area (4221)	-109	-\$972,646	\$4,219.49
Pardeeville Area (4228)	-42	-\$627,287	\$4,759.71
<b>Paris J1 (4235)</b>	-8	-\$189,152	\$1,066.81
Parkview (4151)	-170	-\$1,523,745	\$6,228.41
Pecatonica Area (0490)	-8	-\$300,492	\$5,609.29
<b>Pepin Area (4270)</b>	-11	-\$380,912	\$556.59
Peshtigo (4305)	-23	-\$49,104	\$7,055.41
Pewaukee (4312)	376	\$2,649,911	\$1,365.08
<b>Phelps (4330)</b>	3	-\$8,281	\$0.00
Phillips (4347)	-73	-\$778,992	\$3,081.83
Pittsville (4368)	-73	-\$796,983	\$5,245.17
Platteville (4389)	87	-\$492,806	\$4,967.26
Plum City (4459)	-8	-\$196,240	\$5,840.57
Plymouth Joint (4473)	-98	-\$1,576,610	\$4,659.98



Port Edwards (4508)	-88	-\$670,696	\$6,565.77
Port Washington.Saukville (4515)	-106	-\$1,969,729	\$4,654.70
Portage Community (4501)	-50	-\$599,160	\$5,335.68
Potosi (4529)	-26	-\$505,031	\$6,547.68
Poynette (4536)	5	-\$13,268	\$4,813.59
Prairie du Chien Area (4543)	-92	-\$1,559,112	\$6,170.16
Prairie Farm Public (4557)	2	-\$114,551	\$7,404.46
Prentice (4571)	-6	-\$300,575	\$3,276.17
Prescott (4578)	110	\$1,193,484	\$5,569.95
Princeton (4606)	3	-\$270,972	\$814.97
Pulaski Community (4613)	-45	-\$1,814,948	\$6,057.95
Racine Unified (4620)	-783	\$3,134,116	\$6,351.48
Randall J1 (4627)	-117	-\$953,678	\$2,690.67
Randolph (4634)	31	\$176,171	\$6,212.70
Random Lake (4641)	-58	-\$601,270	\$4,618.99
Raymond #14 (4686)	-49	-\$602,757	\$2,192.95
Reedsburg (4753)	112	\$1,333,993	\$5,493.49
Reedsville (4760)	-36	-\$542,391	\$5,562.16
Rhineland (4781)	-117	-\$1,837,174	\$1,491.57
Rib Lake (4795)	-7	-\$251,730	\$4,979.82
Rice Lake Area (4802)	-183	-\$2,337,595	\$4,102.94
Richfield J1 (4820)	11	\$151,932	\$2,691.69
Richland (4851)	44	-\$838,777	\$5,689.55
Richmond (3122)	-26	-\$349,723	\$5,656.66
Rio Community (4865)	-33	-\$367,959	\$5,659.34
Ripon Area (4872)	-87	-\$1,111,876	\$6,581.53
River Falls (4893)	68	\$38,445	\$4,807.27
River Ridge (4904)	1	-\$197,424	\$6,554.45
River Valley (5523)	-58	-\$753,997	\$4,124.86
Riverdale (3850)	3	-\$23,409	\$6,452.46
Rosendale.Brandon (4956)	-35	-\$1,050,310	\$6,513.08
Rosholt (4963)	-74	-\$1,121,803	\$4,475.77
Royall (1673)	20	-\$10,473	\$7,268.36
Rubicon J6 (4998)	-15	-\$206,529	\$2,085.67
Saint Croix Central (2422)	146	\$1,557,332	\$6,989.34
Saint Croix Falls (5019)	-28	\$211,535	\$4,767.07
Saint Francis (5026)	-45	-\$642,730	\$3,542.35
Salem (5068)	-20	\$482,939	\$5,954.27
Sauk Prairie (5100)	32	-\$328,807	\$4,247.05
Seneca Area (5124)	27	\$138,809	\$5,424.04
<b>Sevastopol (5130)</b>	-24	-\$35,936	\$0.00
Seymour Community (5138)	-80	-\$725,796	\$7,140.51

Sharon J11 (5258)	-12	\$161,297	\$8,694.08
Shawano (5264)	-36	-\$1,953,390	\$5,342.38
Sheboygan Area (5271)	306	\$2,380,805	\$7,018.96
Sheboygan Falls (5278)	-70	-\$931,069	\$5,381.70
Shell Lake (5306)	26	\$629,520	\$4,845.21
Shiocton (5348)	-30	-\$622,125	\$6,625.22
Shorewood (5355)	174	\$1,326,382	\$2,201.14
Shullsburg (5362)	26	\$54,078	\$6,927.63
Silver Lake J1 (5369)	-22	\$24,616	\$5,852.05
Siren (5376)	-26	-\$513,296	\$1,204.90
Slinger (5390)	-29	-\$971,950	\$4,421.05
Solon Springs (5397)	-37	-\$394,983	\$2,684.58
Somerset (5432)	-5	\$380,245	\$6,660.00
South Milwaukee (5439)	-66	\$212,400	\$6,881.57
<b>South Shore (4522)</b>	-6	-\$111,402	\$177.94
Southern Door County (5457)	-21	-\$899,702	\$1,596.61
Southwestern Wisconsin (2485)	3	-\$266,005	\$5,909.77
Sparta Area (5460)	216	-\$235,881	\$6,493.06
Spencer (5467)	8	-\$101,275	\$7,256.96
<b>Spooner Area (5474)</b>	57	-\$905,588	\$421.56
Spring Valley (5586)	4	\$37,317	\$6,694.73
Stanley.Boyd Area (5593)	95	\$349,712	\$6,630.28
Stevens Point Area Public (5607)	57	-\$4,590,927	\$4,816.01
Stockbridge (5614)	3	-\$167,506	\$1,974.67
Stone Bank (3542)	-18	\$856	\$224.78
Stoughton Area (5621)	-143	-\$1,771,993	\$4,538.46
Stratford (5628)	55	\$324,255	\$6,403.44
Sturgeon Bay (5642)	-34	-\$493,413	\$3,326.56
Sun Prairie Area (5656)	1256	\$12,560,910	\$5,699.31
Superior (5663)	-170	-\$2,168,605	\$6,020.39
<b>Suring Public (5670)</b>	-70	-\$219,961	\$232.69
<b>Swallow (3510)</b>	-47	-\$730,955	\$585.90
Thorp (5726)	13	-\$470,335	\$5,847.73
<b>Three Lakes (5733)</b>	-51	-\$50,134	\$0.00
Tigerton (5740)	-53	-\$649,946	\$5,183.82
Tomah Area (5747)	-143	-\$3,828,129	\$5,392.53
<b>Tomahawk (5754)</b>	-146	-\$1,626,811	\$432.99
Tomorrow River (0126)	23	-\$28,072	\$6,247.17
Trevor.Wilmot Consolidated (5780)	-53	-\$795,625	\$7,268.55
Tri.County Area (4375)	-68	-\$736,918	\$4,898.08
Turtle Lake (5810)	3	-\$62,731	\$1,214.81

Twin Lakes #4 (5817)	29	\$782,903	\$4,091.75
Two Rivers Public (5824)	-89	-\$1,178,740	\$6,970.31
Union Grove J1 (5859)	-34	-\$69,782	\$7,519.64
Union Grove UHS (5852)	5	-\$70,576	\$4,569.82
Unity (0238)	-65	-\$111,767	\$1,672.07
Valders Area (5866)	-156	-\$2,168,399	\$4,751.02
Verona Area (5901)	591	\$780,362	\$4,306.84
Viroqua Area (5985)	-27	-\$708,579	\$5,716.09
<b>Wabeno Area (5992)</b>	-93	-\$190,885	\$1.48
Walworth J1 (6022)	-27	-\$192,554	\$5,806.00
Washburn (6027)	-21	-\$320,341	\$4,414.45
<b>Washington (6069)</b>	-9	-\$3,279	\$0.00
Washington.Caldwell (6104)	-47	-\$465,026	\$2,787.65
Waterford Graded J1 (6113)	-193	-\$2,337,925	\$4,164.70
Waterford UHS (6083)	29	\$197,981	\$5,028.19
Waterloo (6118)	-28	-\$401,055	\$6,113.14
Watertown Unified (6125)	13	\$853,497	\$5,834.18
Waukesha (6174)	-66	\$617,908	\$3,859.63
Waunakee Community (6181)	291	\$410,775	\$4,831.93
Waupaca (6195)	-167	-\$2,429,602	\$3,803.40
Waupun (6216)	-76	-\$1,379,513	\$5,594.62
Wausau (6223)	298	\$918,157	\$5,982.04
<b>Wausaukee (6230)</b>	-48	-\$278,158	\$370.95
Wautoma Area (6237)	-57	-\$844,180	\$3,808.17
Wauwatosa (6244)	149	-\$2,837,211	\$2,577.26
Wauzeka.Steuben (6251)	-34	-\$382,682	\$8,827.65
<b>Webster (6293)</b>	-53	-\$95,154	\$27.65
West Allis.West Mil. (6300)	722	\$9,278,678	\$5,510.88
West Bend (6307)	9	\$914,403	\$4,349.50
West De Pere (6328)	502	\$3,500,936	\$5,149.66
West Salem (6370)	-84	-\$1,895,883	\$5,912.69
Westby Area (6321)	51	-\$264,161	\$6,567.12
Westfield (6335)	-106	-\$1,003,772	\$2,276.46
Weston (6354)	-2	-\$174,566	\$5,902.34
Weyauwega.Fremont (6384)	-112	-\$1,387,892	\$3,592.17
Wheatland J1 (6412)	-19	\$199,183	\$5,075.61
<b>White Lake (6440)</b>	-34	-\$380,182	\$510.86
Whitefish Bay (6419)	206	\$457,655	\$3,209.88
Whitehall (6426)	-1	-\$147,590	\$6,841.68
Whitewater Unified (6461)	-73	-\$1,071,321	\$3,577.77
Whitnall (6470)	-137	-\$2,001,645	\$2,673.02
<b>Wild Rose (6475)</b>	-154	-\$552,182	\$334.00
<b>Williams Bay (6482)</b>	7	-\$31,661	\$46.52

Wilmot UHS (6545)	-140	-\$431,505	\$4,672.03
Winneconne Community (6608)	-42	-\$1,017,095	\$3,861.53
<b>Winter (6615)</b>	-61	-\$148,171	\$285.43
Wisconsin Dells (6678)	58	\$49,203	\$396.58
<b>Wisconsin Heights (0469)</b>	-87	-\$1,654,615	\$1,867.17
Wisconsin Rapids (6685)	-422	-\$6,592,221	\$6,035.27
Wittenberg.Birnamwood (6692)	-75	-\$1,171,108	\$5,927.33
Wonewoc.Union Center (6713)	-24	-\$290,986	\$4,147.87
Woodruff J1 (6720)	-25	-\$137,589	\$326.70
Wrightstown Community (6734)	-2	-\$889,511	\$5,732.53
<b>Yorkville J2 (6748)</b>	-22	-393,400	\$511.88