



SHEBOYGAN AREA
— SCHOOL DISTRICT —

Tuesday, April 9, 2024

Starting Time: 6:30*

CHAIR: Mr. Santino Laster

NOTE: This meeting will be held in the Boardroom.

**Starting/ending times may vary*

The Committee of the Whole meeting will be held in the Board of Education meeting room, 3330 Stahl Road, Sheboygan, Wisconsin on **Tuesday, April 9, 2024, at 6:30 p.m.** The following items will be presented for consideration at that time:

Please note that some Board members may be participating in this Board meeting via teleconference or other remote access technology. Members of the public who attend the meeting will be able to hear any open session dialogue between such members and the Board members present in the Boardroom. In addition, the District is offering audio and video access to the meeting via phone connection by calling 1-312-626-6799 with Meeting ID: 828 5576 4083 and Passcode: 858613 or <https://us06web.zoom.us/j/82855764083?pwd=WAT4bPZxwVZJGExqCsv5IoGwSeRpXp.1> or via livestream <https://www.youtube.com/user/SheboyganSchools> at the scheduled meeting time.

**REPORT TO THE COMMITTEE OF THE WHOLE
AGENDA**

1. **CALL TO ORDER** (Vice President)
2. **PLEDGE OF ALLEGIANCE**
3. **APPROVAL OF THE AGENDA** (Action)
4. **ROLL CALL** (Informal)
- 5 min. 5. **RECOGNITION – Ms. Mary Lynne Donohue** (Information/Discussion)

Mr. Ryan Burg and Ms. Rebecca Versey will be recognized for their service as members of the Board of Education.
- 20 min. 6. **WISCONSIN POLICY FORUM DATA DASHBOARD – Mr. Jacob Konrath/Mr. Ari Brown, Wisconsin Policy Forum** – (Information/Discussion)

Mr. Konrath and Mr. Brown, Wisconsin Policy Forum Senior Research Associate, will share a presentation on the Wisconsin Policy Forum Data Dashboard for the Sheboygan Area School District.
- 20 min. 7. **SCHOOL PERCEPTION SURVEY – Mr. Seth Harvatine/Mr. Mark Boehlke/Mr. Jacob Konrath/Mr. Bill Foster, School Perceptions** – (Information/Possible Action)

The administration will review the draft community survey provided by Mr. Bill Foster, School Perceptions, as it relates to the Farnsworth and Urban Middle School building plans.
8. **Adjourn** (Action)

Sheboygan Area School District Data Tool

Ari Brown, Wisconsin Policy Forum
April 9, 2024





- Nonpartisan, non-profit state and local policy research organization
- Main areas of research: government finance, education, economic development
- Publish independent research as well as commissioned reports on a wide range of topics
- Formed by a 2018 merger of the Milwaukee-based Public Policy Forum (founded 1913) and the Madison-based Wisconsin Taxpayers Alliance (founded 1937)



Sheboygan Area School District Data Tool

Welcome to the Sheboygan Area School District DataTool!

This brand new tool, produced by the Wisconsin Policy Forum, presents data on the Sheboygan Area School District (SASD) to provide a comprehensive look at how the district is functioning. The tool features eight fully interactive sections, with data on student demographics, teacher demographics, teacher turnover, district finances, student participation, the Forward Exam, the ACT, and College and Career Readiness. Use the buttons and filters on each page to further explore the data.

At the top of each page, use the "Click to Compare Peer Districts" button to see how SASD stacks up against 10 of its peers from around the state of Wisconsin in the most recent year for which data are available. Those districts include La Crosse, Wisconsin Rapids, Fond du Lac, Superior, Kenosha, Janesville, Manitowoc, Green Bay Area Public, West Allis-West Milwaukee, and Racine Unified.

Student Demographics 🏠


Click to Compare Peer Districts

Peer districts were selected to include those with similar enrollment levels (between 4,000 and 20,000 students) and makeup of economically disadvantaged students (45-65% of student population) compared to SASD's 9,583 students, 55.3% of whom are economically disadvantaged.

Technical concerns with this DataTool? Please contact Ari Brown (abrown@wispolicyforum.org). Please see Glossary and Data Notes buttons for information on where the data in the tool come from. This DataTool is best viewed on a desktop, and may not appear correctly on mobile.

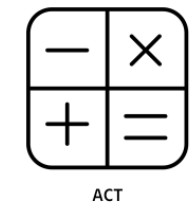
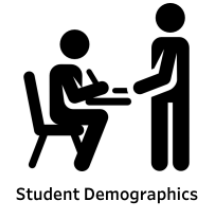
Click the button below to begin exploring data!

Click to Enter Tool



SHEBOYGAN AREA
SCHOOL DISTRICT





Sheboygan Area School District Data Tool

- Interactive data on Sheboygan teachers, students, and finances over time
 - Students: Demographics, Participation, Forward Exam, ACT, College and Career Ready
 - Teachers: Demographics, Turnover
 - Finances
- Compare SASD's metrics to those in ten peer districts
 - Kenosha, Green Bay, Racine, Janesville, West Allis-West Milwaukee, Fond du Lac, La Crosse, Manitowoc, Wisconsin Rapids, Superior
 - All between 4,000 and 20,000 students
 - All between 45%-65% economically disadvantaged students
- Data come from Wisconsin Department of Public Instruction, Wisconsin Policy Forum analysis, and SASD




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Student Demographics Click to Compare Peer Districts 🏠



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SHEBOYGAN AREA
SCHOOL DISTRICT



WISCONSIN
POLICY FORUM



Key Findings: Student Demographics

- Total enrollment has fallen
- Share of students of color, economically disadvantaged students, students with disabilities rising
- Larger shares of English learners and economically disadvantaged students than many peer districts

Student Demographics

[Click to Compare Peer Districts](#)



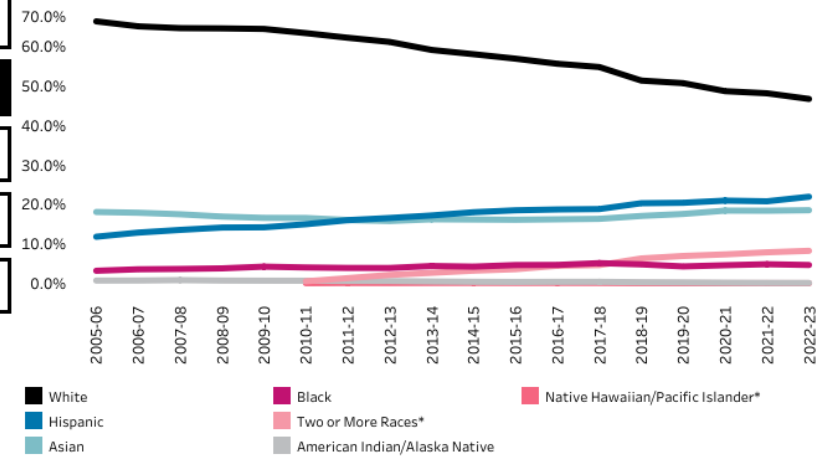
Over the past decade, the total enrollment for SASD has fallen, a trend which gradually makes it more challenging to finance district operations. Meanwhile, the share of students of color, economically disadvantaged students, and students with disabilities has risen. Those trends may also add to the costs of meeting student needs and in some cases may also result in lower scores on standardized tests for SASD as a whole compared to districts with a lesser share of students in these categories.

The share of English Learners among students has fallen somewhat over the years, which may reduce costs somewhat. Use the buttons below the explore the changes to the size and makeup of the SASD student body over time.

Click to view student demographic data:

- All Students
- Race/Ethnicity**
- Economic Status
- English Proficiency
- Students with Disabilities

Sheboygan Area Enrollment
% by race/ethnicity



* These race/ethnicity categories were added in 2011. Changes due to their addition - including students increasingly identif..



Key Findings: Teacher Demographics

- Staffing levels flat, average years of experience rising slightly
- Vast majority of teachers are white
 - Similar to peer districts
- Average salary and benefit increases since 2009-10 are below inflation
 - Still, SASD teachers have second-highest salary + benefit levels among peers

Teacher Demographics

[Click to Compare Peer Districts](#)



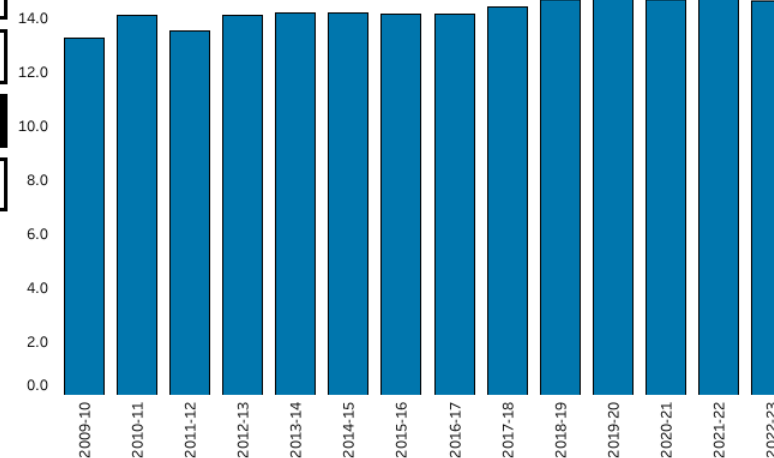
Teaching and learning are at the heart of education, and staffing costs typically comprise the largest portion of school districts' budgets. Below, use the buttons to explore various measures describing the teaching workforce at SASD from 2009-10 to 2022-23: number of teachers, their racial and ethnic composition, average number of years of experience, and average salary and benefits.

Teacher staffing levels at SASD have remained relatively stable over the past decade, with slightly more years of experience for the average teacher in recent years than in the past. Like the state as a whole, the vast majority of SASD teachers are white, compared to a decreasing percentage of the student population. Average salary has increased by 5.9% from 2009-10 to 2022-23, and average benefits by 9.3%, both below the rate of inflation. Mouse over the bars in each graph and use the buttons below to explore further.

Click to view teacher data:

- All Teachers
- Race/Ethnicity
- Experience
- Salary/Benefits

Sheboygan Area Staffing
Average Years of Experience - All Teachers



Key Findings: Teacher Turnover

- SASD tends to gain more teachers than it loses when teachers move districts
- 2022-23: highest level of total turnover since at least 2009-10
- Still, SASD had lowest total turnover rate of any peer district (11.7%) in 2022-23

Teacher Turnover

[Click to Return to Main View](#)



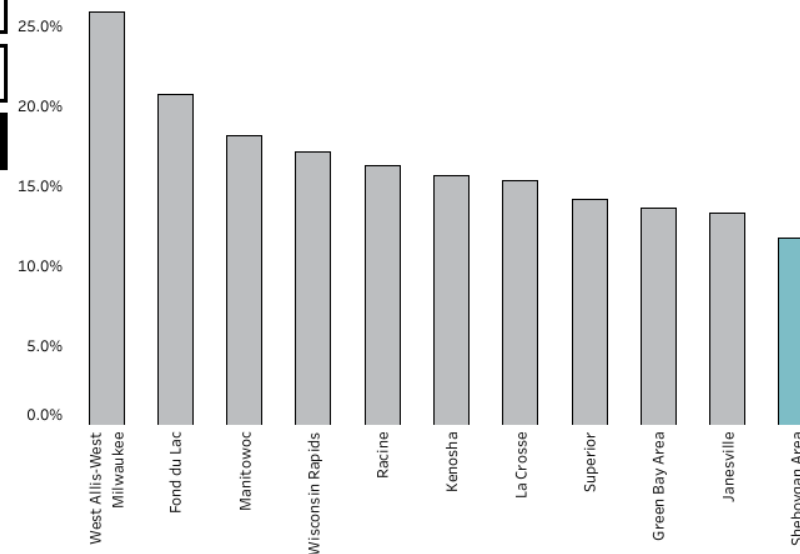
Turnover among a district's teaching staff, whether from teachers leaving the classroom altogether or moving to another district, affects district finances, school culture, and student learning. Below, use the buttons to explore various turnover metrics within SASD and 10 peer districts in 2022-23: the rate of teachers moving to teach in the district from another Wisconsin public school district (moves in), the rate of teachers moving from the district to teach in another Wisconsin public school district (moves out), and the rate of the district's teachers leaving the Wisconsin public school classroom entirely (leaves).

In 2022-23, SASD experienced less teacher turnover than all of its peers, with the second-lowest rate of teachers moving from SASD to other districts and the third-lowest rate of SASD teachers leaving the classroom altogether. SASD was also relatively attractive to teachers looking to move between districts, ranking in the top half of "moves in" for its peer group. Mous..

Click to select metric to compare:

- Moves In
- Moves Out
- Leaves
- Total Turnover

Comparison: Total Turnover Rate
2022-23 data



Key Findings: District Finances

- SASD per pupil revenue limit (\$11,539) slightly below statewide average (\$11,703)
- Higher state aid, lower property taxes per pupil
 - Lowest per-pupil property tax revenue in 2021-22 of all peers
- More spending on instruction, less on other areas compared to peers

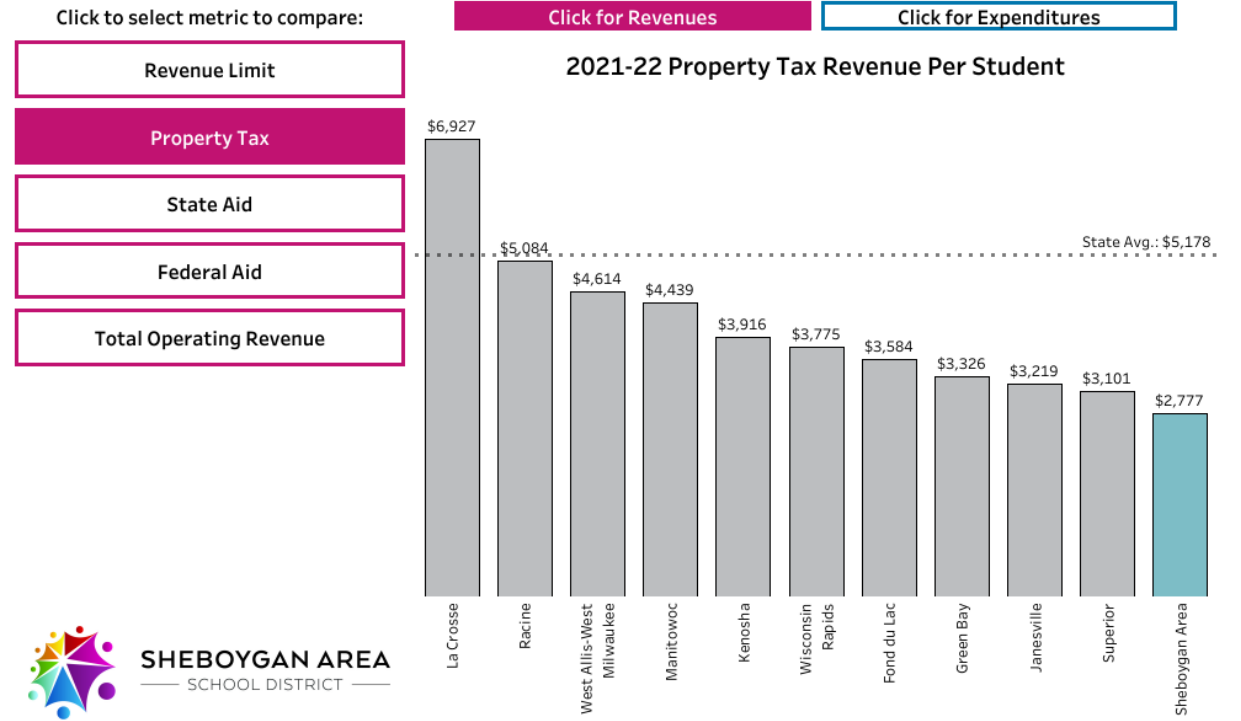
District Finances

[Click to Return to Main View](#)



The Sheboygan Area School District is funded at a lower level than most of its peer urban districts. The district has a state-imposed cap that limits revenues from property taxes and its main form of state aid to \$11,539 per pupil, which is eighth-lowest among its peer group of 11 urban districts. The district also receives more state aid per pupil than all but two of its peer districts, which helps it to levy the lowest level of property taxes per student among its peer group. However, SASD still spends the fifth-highest amount on instruction per pupil among the peer group, in part because the district spends less per pupil in other areas.

This section presents the district's operating revenues and spending and compares them to the district's peers. Most of the data shown are for the district's general and special education funds combined. The per pupil figures are calculated using a headcount enrollment figure that includes both resident and non-resident students enrolled in the district as of the third Friday.



Key Findings: Student Participation

- As far back as data goes, 2021-22 was the worst year for rates of attendance (92.1%), chronic absenteeism (20.5%), and dropping out (3.0%) in SASD
 - Worse among students with disabilities, economically disadvantaged students, Black and Hispanic students
- Still, SASD stacks up well against peers for attendance and chronic absenteeism, but worse for dropouts and graduation rate

Student Participation

[Click to Compare Peer Districts](#)



The Wisconsin Department of Public Instruction tracks key metrics for students statewide on participation, including attendance rates, rates of chronic absenteeism, dropout rates, and high school graduation rates (for full definitions, see the Glossary). Below, use the buttons to explore each of these metrics from 2005-06 to 2021-22, and see how they break down across lines of race and ethnicity, economic status, English proficiency, and disability status.

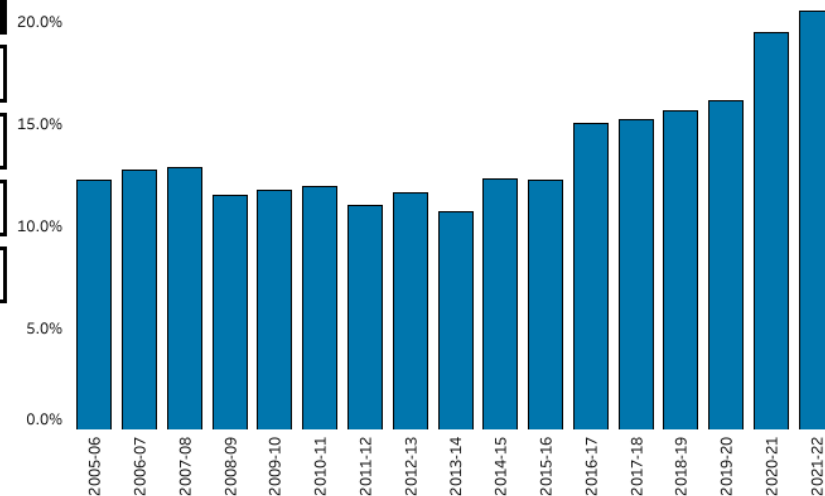
On the whole, numbers reflect a reality in which student participation at SASD is at its worst over the last 15 years. Rates of attendance (92.1%), chronic absenteeism (20.5%), and dropping out (3.0%) were all at their highest levels in 2021-22 as far back as data goes. In general, these trends reflect challenges also being seen among other districts in the state. Students with disabilities, economically disadvantaged students, and Black and Hispanic students seem to be struggling the most. Mouse over the bars in each graph and use the buttons below to explore further.

[Attendance](#)
[Absenteeism](#)
[Dropouts](#)
[Graduation](#)

Click to view student participation data:

- [All Students](#)
- [Race/Ethnicity](#)
- [Economic Status](#)
- [English Proficiency](#)
- [Students with Disabilities](#)

Sheboygan Area Chronic Absenteeism Rate
All Students



Key Findings: Forward Exam

- Proficient/advanced rates increased from 2021-22 to 2022-23 for younger grades in both ELA and Math
- Scores have risen since 2020-21, but still below pre-pandemic levels
- SASD stacks up well in Math scores across every grade level compared to peers

Forward Exam

[Click to Return to Main View](#)



The Wisconsin Forward Exam is one of the state's principal indicators of student academic proficiency for students in third through eighth grades (for full definitions, see the Glossary). Below, use the buttons to explore each of these metrics in 2022-23, and see how they break down across lines of race and ethnicity, economic status, English proficiency, and disability status.

In 2022-23, when SASD students scoring proficient or advanced in ELA were compared to their peer districts, they varied by grade level. However, in Math, SASD was in the top half of peers in every grade, including having the second-highest concentration of proficient/advanced scores for 8th grade students.

Click to select metric to compare:

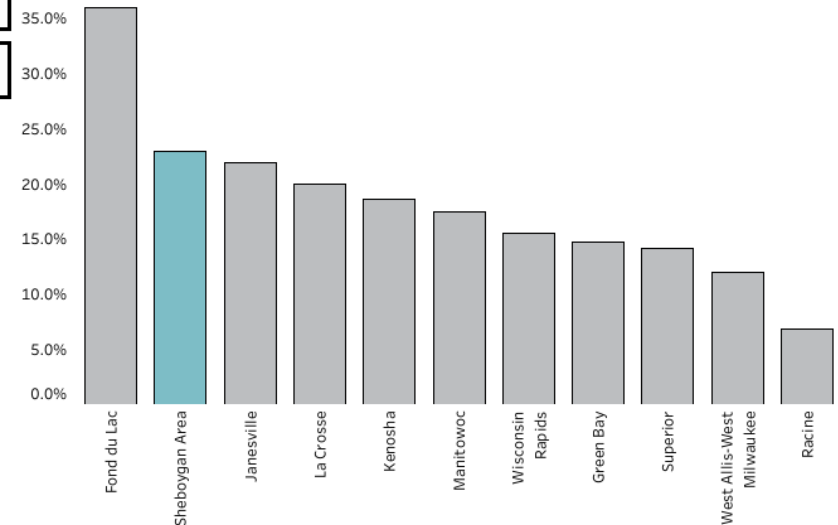
- All Students**
- Race/Ethnicity
- Economic Status
- English Proficiency

English/Language Arts **Mathematics**

Grade Level

Comparison: Forward Exam Grade 8 Mathematics

All Students - % proficient or advanced (2022-23 data)



Key Findings: ACT

- Average composite score of 18.8 in 2022-23 was third-straight year of growth and highest since 2016-17
- Average composite fourth-highest among peers
- Black and Hispanic student scores are relatively low, but rank well compared to peers

ACT

[Click to Compare Peer Districts](#)



All juniors in the state are required to take the ACT exam. The test has five sections: English, math, reading, science, and an optional writing section. In addition to composite scores (which are a weighted combination of each test section score), the ACT provides college readiness benchmarks for each subject test.

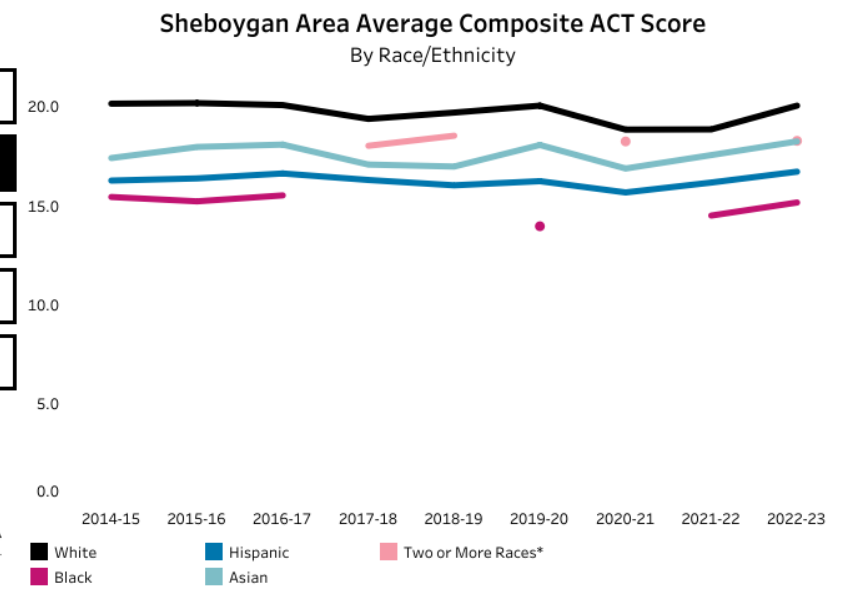
The ACT average composite score for SASD has been fairly steady over the nine years of data in this tool, but rose to 18.8 in 2022-23 - the third-straight year of a growth in average score, and the highest composite score since 2016-17.

Note: Test participation for 2020-21 was lower than in previous years due to the COVID-19 pandemic.

Test Subject: **Composite** English Mathematics Reading Science

Click to view ACT data:

- All Students
- Race/Ethnicity**
- Economic Status
- English Proficiency
- Students with Disabilities



Questions?




Dear Sheboygan Area Families and Community Members:

The District is entering the next phase of our long-range facility plan. **We need your input regarding our two oldest middle schools – Farnsworth and Urban.** Both buildings are approaching 100 years old.

A facilities study identified major challenges at both schools including:

- Many major building systems (HVAC, electrical, plumbing) are at the end of their life expectancy.
- Interior and exterior building components (roofs, windows, doors, sidewalks, parking lots, flooring, ceilings, etc.) need replacement.
- Many areas have Americans with Disabilities Act (ADA) issues.
- The buildings lack some modern security features.
- Classrooms and labs are small and outdated.

A Citizens Facility Advisory Committee (CFAC) made up of staff, parents, and community members developed the plan explained in this survey.

To keep all feedback confidential, survey responses are collected by School Perceptions, an independent education research firm.

TAKE THE SURVEY IN ONE OF TWO WAYS

Option 1: To reduce mailing expenses –

Go to the survey website:

www.Feedback2000.com

Enter your survey code:



Option 2: If you do not have internet access, please return the survey to any school office, or mail it to School Perceptions, PO Box 607, Slinger, WI 53086.

Additional Surveys: The survey code can be used only once. To obtain additional surveys for other adults in your household, please call the District Office at (920) 459-3511.

Please complete the survey before May 22.

To receive the survey in a different language or if you have a disability that makes it difficult to read, please contact the District Office. Survey results will be reported at the June 25th Board of Education meeting and will be available on the District's website.

Thank you for taking the time to complete this survey,

Seth Harvatine
Superintendent

Heidi Boehmer
Leah Hibl
Peter Madden

Mary Lynne Donohue
Santino Laster
Kay K. Robbins
Board of Education

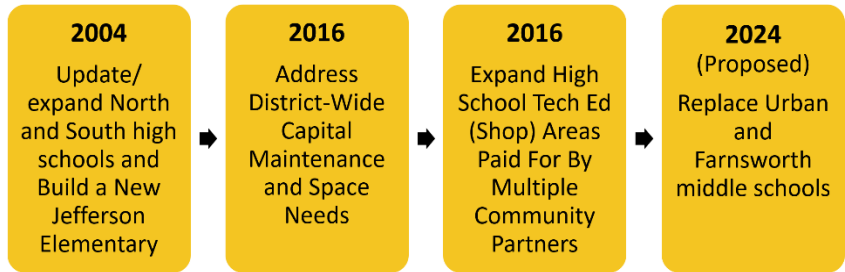
Jacob Konrath
Incoming Superintendent

Susan Hein
Mark Mancl
Sarah Ruiz-Harrison

Background

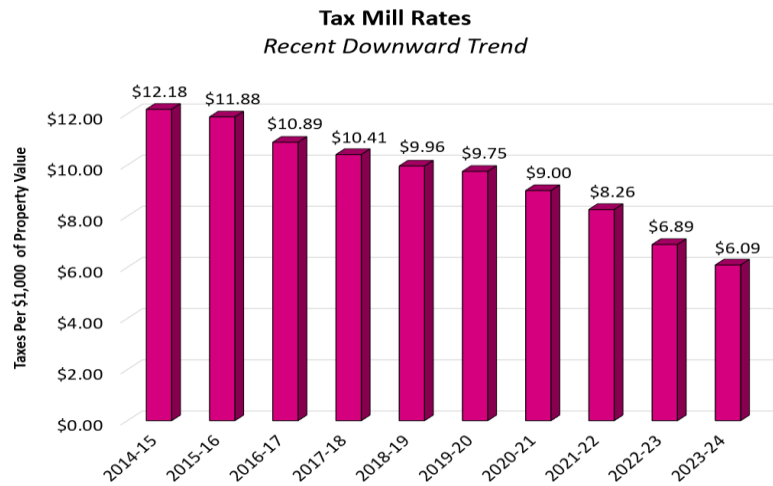
Since 2004, the District has implemented facility projects in phases to spread costs over time.

The District addresses as many maintenance needs (e.g. roofs, parking lots, boilers, etc.) as possible through the annual budget.



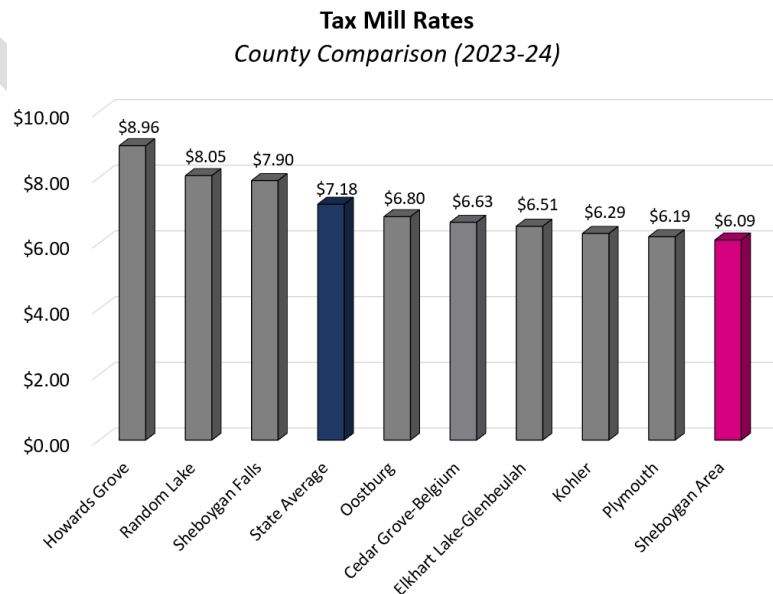
Since 2016, the District has been planning to update the two oldest middle schools (Urban and Farnsworth). To reduce the tax impact on our taxpayers, the District saved \$14 million to put toward the project. We have also prepaid debt on past building projects, saving more than \$4 million in interest expenses.

Over the past ten years, the tax mill rate (which determines the District’s share of local property taxes) has dropped by 50%.



The District’s property tax mill rate is:

- \$1.09 below the state average (\$109 per \$100,000 of property value)
- The lowest compared to other school districts in Sheboygan County



Middle School Facility Challenges

Urban (original section built in 1937) and Farnsworth (original section built in 1930) middle schools have similar facility challenges:

Aging Building Infrastructure

- Roofs are at or near the end of their service life
- Windows and doors need replacement
- Exterior masonry needs repair
- Spaces are not compliant with the Americans with Disabilities Act (ADA)
- The plumbing systems are in poor condition
- The heating/ventilation (HVAC) systems are inefficient and at the end of their service life

Safety and Security

- Fire alarms and sprinkler systems do not meet current codes
- Parking lots and sidewalks are in poor condition
- Main entrances are secure but do not meet current standards
- Bus and parent drop off/pick up is poorly configured, creating safety concerns

Inadequate Classrooms and Support Areas

- Most classrooms are too small
- There is limited space for hands-on learning and student collaboration

To address these issues, Sheboygan area voters would need to approve a capital referendum. This would allow the District to take out a loan (issue a bond) to pay for the project.

Would you support the District pursuing a referendum to update Urban and Farnsworth middle schools?

- Yes
 No
 Not sure

Comments/suggestions/questions:

The Citizens Facility Advisory Committee (CFAC) considered multiple options for both Farnsworth and Urban with the goal of providing the same educational opportunities at each school.

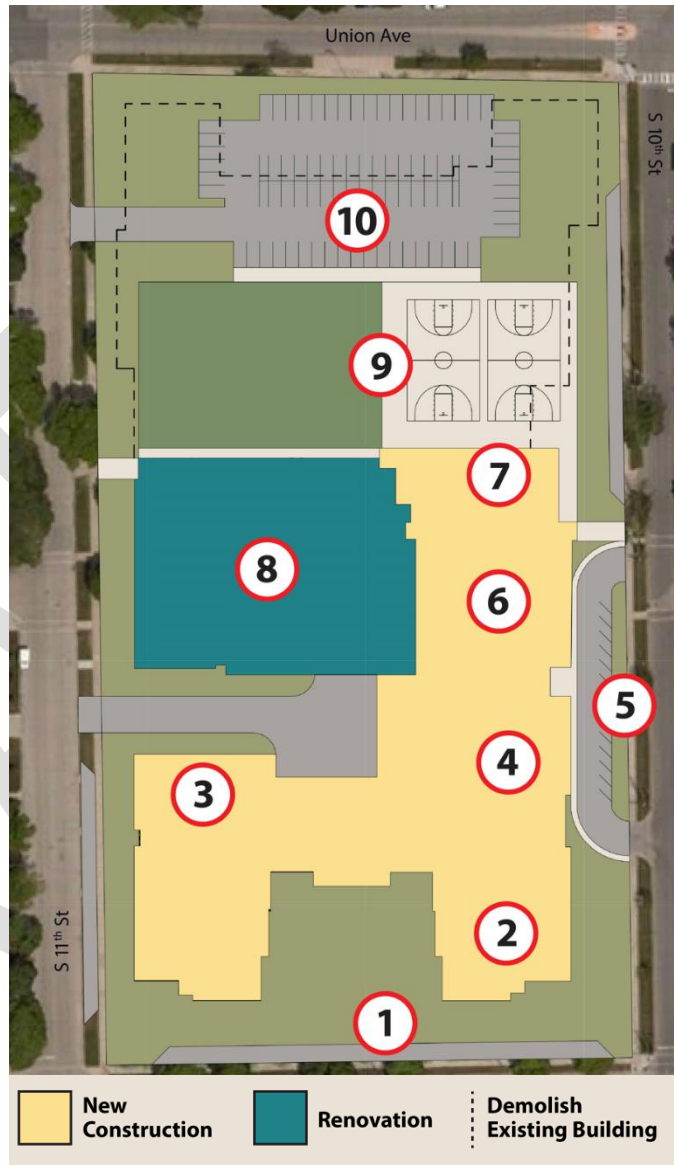
After two years of research, the CFAC recommended the following plan for each school.

Farnsworth Middle School

The plan would build a new Farnsworth Middle School and remodel the existing gym, fitness center, and the two classrooms built in the 1990s. The remaining structure would be demolished.

The project would include:

- ① Bus drop-off/pick-up lane
- ② Three-story academic classroom wing
- ③ Two-story wing for art and family and consumer sciences
- ④ Secured main entrance
- ⑤ Visitor parking with parent drop-off lane along 10th Avenue
- ⑥ Cafeteria
- ⑦ Music area
- ⑧ Fully renovated gym and fitness center with updated locker rooms
- ⑨ Outdoor recreation space
- ⑩ Staff parking



Comments/suggestions/questions:

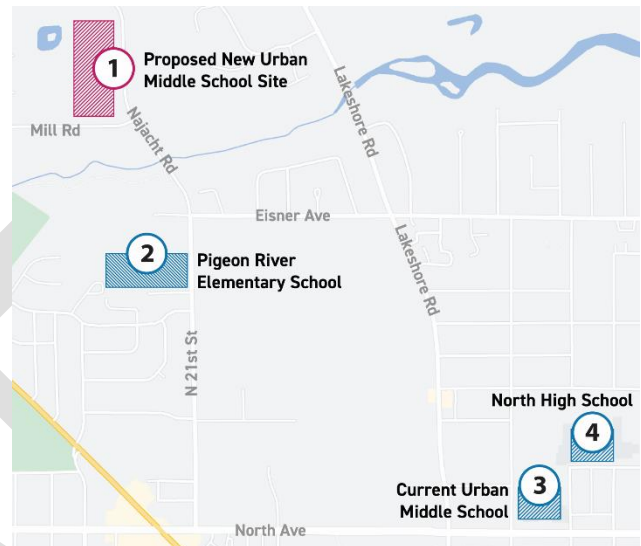
Urban Middle School

The CFAC explored several options for Urban Middle School. The group ultimately recommended building a new school because:

- Remodeling would negatively impact teaching and learning during construction.
- There is no way to improve traffic congestion because of the limited site size.
- Renovations take longer and would not address all the challenges of a 100-year-old building.

The District owns a donated site on North 15th Street. However, this location is not ideal because it is next to industrial properties. In addition, it would be expensive to build because it is near wetlands and has a high water table.

Therefore, the Board of Education has given approval to purchase property at the intersection of Mill and Najacht Roads to build the new Urban Middle School.

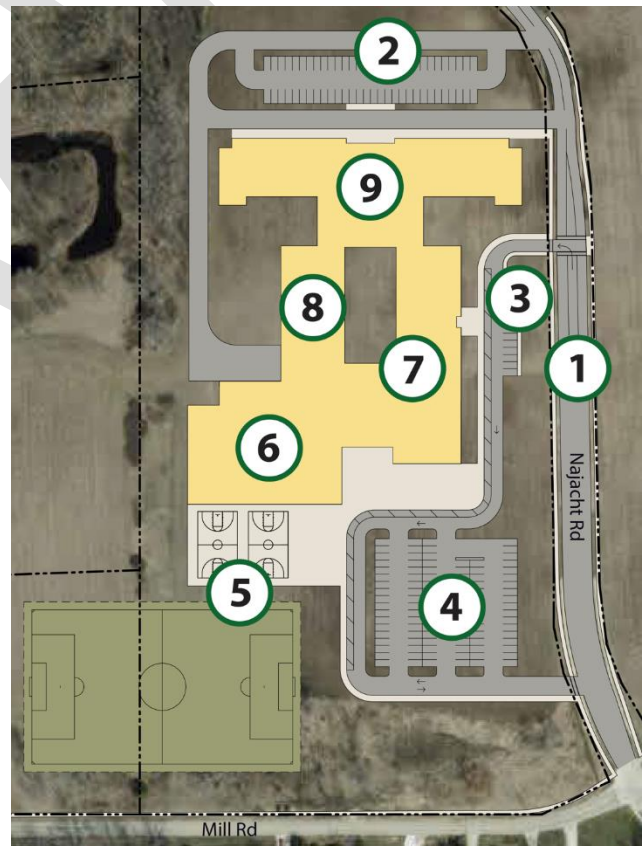


The school and site would include:

- ① Traffic improvements to Najacht Road including widening, a left turn-only lane, and sidewalks
- ② Staff parking and bus drop-off/pick-up loop
- ③ Visitor parking and parent drop-off/pick-up loop
- ④ Additional parking for staff and events
- ⑤ Outdoor recreation space
- ⑥ Three-court gym and locker rooms
- ⑦ Secure main entrance and office with adjacent cafeteria, music, and art areas
- ⑧ Tech ed and family and consumer science classrooms
- ⑨ Three-story academic classroom wing

This project would create additional parking for North High School on the current Urban site. The existing middle school building would be demolished.

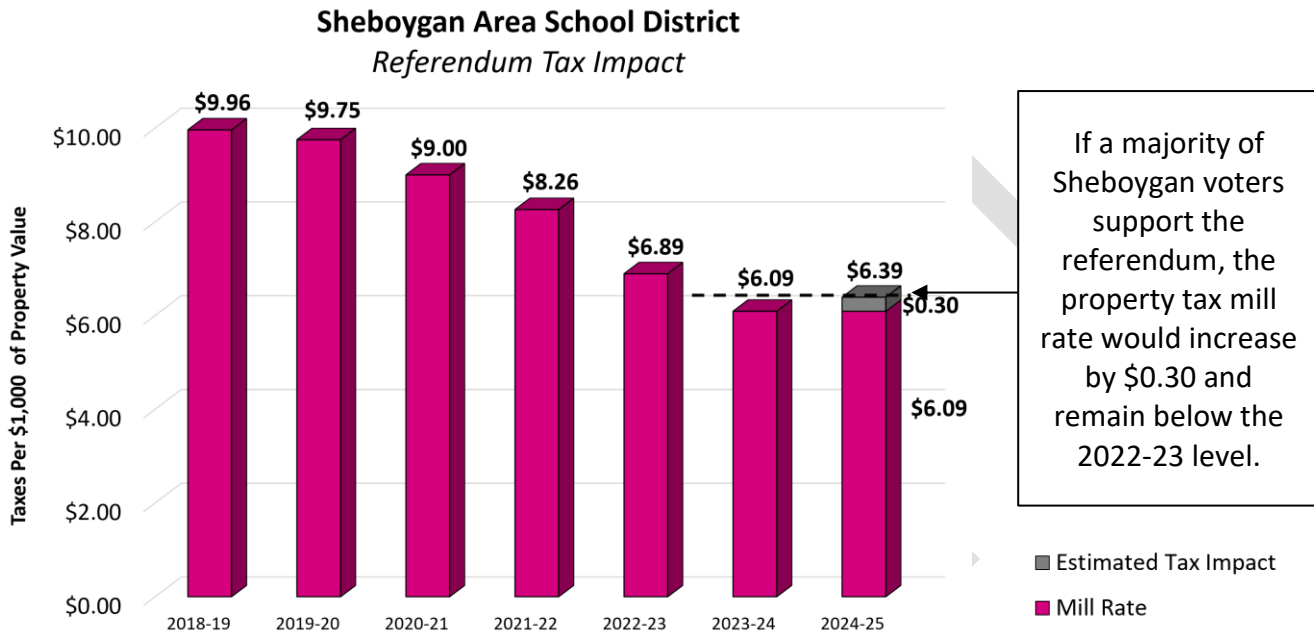
Comments/suggestions/questions:



Funding Support

Cost Summary	
Recommended Middle School Plan	\$140 million
District Contribution to Project Cost	- \$14.0 million
Referendum Amount	\$126 million

Sheboygan Area voters would need to approve a \$126 million referendum to pay for the plan. If approved, we do not anticipate another capital referendum in the next 8-12 years.



If a majority of Sheboygan voters support the referendum, the property tax mill rate would increase by \$0.30 and remain below the 2022-23 level.

Would you support a \$126 million referendum to fund the recommended plan?

Approval would increase the mill rate by \$0.30, representing an annual tax increase of \$30 for every \$100,000 of property value. Financing assumes a multi-phased borrowing plan repaid over 22 years at interest rates from 5.50% - 5.75%.

Definitely yes
 Probably yes
 Undecided
 Probably no
 Definitely no

Is there any other information you would need before making a decision? If so, what is it?

If you would not support the capital referendum, what are your reasons?

Sheboygan Area School District
3330 Stahl Road
Sheboygan, WI 53081

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Please complete this school survey before May 22.



To request a Hmong-translated copy of this survey, please call 803-7770.

Yog xav tau daim ntawv ntsuam xyuas no txhais ua lus hmoob, ces thov hu rau 803-7770.

To request a Spanish-translated copy of this survey, please call 459-3698.

Para pedir una copia traducida de esta encuesta en español, favor de llamar 459-3698.

If you have questions, please consider attending an information session:

May 16 at 6:30 p.m., Urban Middle School

May 20 at 6:30 p.m., Farnsworth Middle School

*This publication was produced for the residents of the **Sheboygan Area School District**. Due to the overlap of postal routes, residents from neighboring school districts may receive this publication. Given the limitations of bulk mailing, this overlap was difficult to eliminate without significant cost. Thank you for your understanding.*