



2019-21

Biennial Budget Request

September 17, 2018

Wisconsin Department of Public Instruction
Tony Evers, PhD, State Superintendent
Madison, Wisconsin

2019-2021 Biennial Budget Request

Decision Item Narratives

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September 17, 2018

To the Citizens of Wisconsin:

Wisconsin has a proud history and tradition of strong public schools. Our state's education system - from early childhood through higher education - has served as the pathway to prosperity for generations of Wisconsinites and the key to a skilled workforce and strong economy.

In recent years, however, historic cuts to education have impeded our progress. Today, the state is investing less in inflation-adjusted dollars in our K-12 public schools that it did eight years ago, putting us below the national average for the first time. In response, over half of Wisconsin's school districts have held referenda - 70 percent of which have been successful - to fund their local schools, creating an unsustainable and inequitable shift from state to local support. Moreover, testimony provided to the Legislature's Blue Ribbon Commission on School Finance underscored several recurring themes from citizens and schools around the state: ending the decade-long freeze on special education funding; prioritizing student mental health; restoring and expanding crucial student supports; and reforming our broken school finance system.

The budget I am releasing today responds to these challenges. It changes how we fund our schools and provides our educators the resources to meet the needs of every child. Specifically, our budget:

- makes an unprecedented \$600 million investment in special education, increasing the reimbursement rate from 25% to 60%, while expanding funding for English learners and rural schools;
- provides nearly \$64 million more for student mental health funding, a tenfold increase over FY19;
- funds full-day 4K for our youngest learners, creates the state's first funding stream for afterschool programs, and establishes new opportunities for children in our largest urban school districts;
- reforms our broken school finance system to help districts of all sizes, including revenue limit fairness so lower spending districts can catch up and all districts can plan for the future; and
- achieves two-thirds state funding of our schools without raising property taxes.

Our students deserve our support as they prepare to inherit this great state. As the parents, taxpayers, and citizens of Wisconsin, I ask for your support during the 2019-21 biennial budget process so every child gets a shot at a great Wisconsin education.

Sincerely,



Tony Evers, PhD
State Superintendent

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KEY TO ABBREVIATIONS AND NOTES

Commonly Used Acronyms

- **CESA** – cooperative educational services agency
- **DIN** – decision item narrative
- **FTE** – full time equivalent
- **FY** – fiscal year
- **FED** – federal revenue
- **JCF** – Joint Committee on Finance
- **LEA** – local educational agency

Fund Sources

- **GPR** – general purpose revenue
- **PR** – program revenue
- **PR-S** – program revenue-service
- **SEG** – segregated revenue

FY19 Base - The total FY19 authorized funding level for an agency or program. The base equals FY19 appropriations, pay plan modifications and any other supplements. It is this base that serves as the beginning point for calculating budget changes for the 2017-19 biennium.

References to Members, Pupils, and Students

Throughout this document there are references to “student(s)”, “pupil(s)”, “member(s)”, and “membership”. These are all references to K-12 students, but the terms “member(s)” and “membership” reflect how students are counted under state law for purposes of state general equalization aid, certain categorical aids, and revenue limits.

Simply put, a district’s “membership” is the total full time equivalent (FTE) of students who are residents of the school district and for whom the district pays the cost of educating. As an example: a district’s “membership” includes residents who attend a public school in a different school district under the open enrollment program (and conversely, excludes non-resident students who attend a public school in the district under open enrollment). This is because each school district incurs a cost, via a reduction in its state general aid, for each resident student who enrolls into a public school in a different school district under the open enrollment program. State law provides for similar adjustments to a district’s membership for other circumstance as well.

The singular term “member” generally means 1.0 FTE pupil, unless otherwise stated (e.g., with respect to four-year-old kindergarten, which may reference 0.5 FTE or 0.6 FTE pupil).

Membership for general equalization aid purposes uses prior year data. A district’s total membership includes the average of the September and January pupil counts (converted to FTE), and adds in the district’s FTE pupils for summer school and interim session, as applicable. General aid membership now also includes resident students of the district who enroll in the Racine and the Wisconsin private school parental choice programs (if the student first enrolled in those programs in the 2015-16 school year or after), and for a subset of independent charter schools. Finally, adjustments are made to reflect students enrolled part-time in the school district, in the Youth Challenge Academy program, and for some students in foster care placements.

Membership for revenue limit purposes uses current and prior year data. It is comprised of the three-year rolling average of FTE of the third Friday in September student count, plus 40 percent of summer school FTE (if applicable).

While general equalization aid membership is calculated differently than membership for revenue limit purposes, the concept of a member (a resident for whom the district pays the cost of educating) is the same for both purposes.

In this paper, references to “pupil” (e.g., “per pupil adjustment”), in the context of state aids and revenue limits, has the same meaning as “member”, as described above.

SUMMARY OF STATE SUPPORT FOR K-12 EDUCATION (STATE AIDS AND TAX CREDITS)

Department of Public Instruction 2019-21 Biennial Budget Request						
	FY19 - Base	FY20	FY20 to Base	FY21	FY21 to Base	Total Change to Base
Categorical Aid Programs						
Per Pupil Aid	\$ 549,098,400	\$ 545,700,000	\$ (3,398,400)	\$ 543,800,000	\$ (5,298,400)	\$ (8,696,800)
Special Education Categorical Aid	\$ 368,939,100	\$ 444,000,000	\$ 75,060,900	\$ 900,000,000	\$ 531,060,900	\$ 606,121,800
Achievement Gap Reduction (AGR)	\$ 109,184,500	\$ 109,184,500	\$ -	\$ 109,184,500	\$ -	\$ -
Sparsity Aid	\$ 25,213,900	\$ 35,000,000	\$ 9,786,100	\$ 35,000,000	\$ 9,786,100	\$ 19,572,200
Pupil Transportation	\$ 24,000,000	\$ 24,000,000	\$ -	\$ 24,000,000	\$ -	\$ -
High Cost Transportation	\$ 12,700,000	\$ 15,000,000	\$ 2,300,000	\$ 15,000,000	\$ 2,300,000	\$ 4,600,000
Spec Educ-High Cost	\$ 9,353,800	\$ 9,353,800	\$ -	\$ 9,353,800	\$ -	\$ -
Personal Electronic Computing Device Grant	\$ 9,187,500	\$ 9,187,500	\$ -	\$ 9,187,500	\$ -	\$ -
Bilingual-Bicultural	\$ 8,589,800	\$ 22,700,000	\$ 14,110,200	\$ 35,400,000	\$ 26,810,200	\$ 40,920,400
Tuition Payments	\$ 8,242,900	\$ 8,242,900	\$ -	\$ 8,242,900	\$ -	\$ -
Head Start Supplement	\$ 6,264,100	\$ 6,264,100	\$ -	\$ 6,264,100	\$ -	\$ -
Educator Effectiveness	\$ 5,746,000	\$ 5,746,000	\$ -	\$ 5,746,000	\$ -	\$ -
School Lunch Match	\$ 4,218,100	\$ 4,218,100	\$ -	\$ 4,218,100	\$ -	\$ -
Aid for CCDEB's	\$ 4,067,300	\$ 4,067,300	\$ -	\$ 4,067,300	\$ -	\$ -
School Performance Improvement Grant	\$ 3,690,600	\$ 3,690,600	\$ -	\$ 3,690,600	\$ -	\$ -
Spec Educ-Transition Incentive Grant	\$ 3,600,000	\$ 3,600,000	\$ -	\$ 3,600,000	\$ -	\$ -
Mental Health Collaboration Grants	\$ 3,250,000	\$ 10,250,000	\$ 7,000,000	\$ 10,250,000	\$ 7,000,000	\$ 14,000,000
Mental Health Categorical Aid	\$ 3,000,000	\$ 25,000,000	\$ 22,000,000	\$ 25,000,000	\$ 22,000,000	\$ 44,000,000
School Breakfast Grants	\$ 2,510,500	\$ 5,300,000	\$ 2,789,500	\$ 5,400,000	\$ 2,889,500	\$ 5,679,000
Spec Educ-Supplemental	\$ 1,750,000	\$ 1,750,000	\$ -	\$ -	\$ (1,750,000)	\$ (1,750,000)
Peer Review & Mentoring	\$ 1,606,700	\$ 1,606,700	\$ -	\$ 1,606,700	\$ -	\$ -
Spec Educ-Transition Readiness Grant	\$ 1,500,000	\$ 5,000,000	\$ 3,500,000	\$ 5,000,000	\$ 3,500,000	\$ 7,000,000
Summer School Programs Grant (UE)	\$ 1,400,000	\$ 5,000,000	\$ 3,600,000	\$ 5,000,000	\$ 3,600,000	\$ 7,200,000
4K Start Up Grants	\$ 1,350,000	\$ 1,350,000	\$ -	\$ 1,350,000	\$ -	\$ -
TEACH Debt Service	\$ 1,000,600	\$ 1,000,600	\$ -	\$ 1,000,600	\$ -	\$ -
School Day Milk	\$ 617,100	\$ 1,000,000	\$ 382,900	\$ 1,000,000	\$ 382,900	\$ 765,800
Rural Teacher Talent Pilot Program	\$ 500,000	\$ 500,000	\$ -	\$ 500,000	\$ -	\$ -
Transportation Aid for OE	\$ 454,200	\$ 434,200	\$ (20,000)	\$ 434,200	\$ (20,000)	\$ (40,000)
Transportation Aid for ECCP [Separate]	\$ -	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 40,000
Robotics League Participation Grants	\$ 250,000	\$ 500,000	\$ 250,000	\$ 500,000	\$ 250,000	\$ 500,000
Gifted and Talented Grants	\$ 237,200	\$ 1,000,000	\$ 762,800	\$ 1,000,000	\$ 762,800	\$ 1,525,600
SAGE-Debt Service	\$ 133,700	\$ 133,700	\$ -	\$ 133,700	\$ -	\$ -
Supplemental Aid	\$ 100,000	\$ 100,000	\$ -	\$ 100,000	\$ -	\$ -
Consolidation Aid	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
BLBC Programs Grant	\$ -	\$ -	\$ -	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000
BLBC Supplemental Aid	\$ -	\$ 2,400,000	\$ 2,400,000	\$ 2,400,000	\$ 2,400,000	\$ 4,800,000
Targeted Aid for English Learners (TAFEL)	\$ -	\$ 3,400,000	\$ 3,400,000	\$ 3,400,000	\$ 3,400,000	\$ 6,800,000
Driver's Education	\$ -	\$ -	\$ -	\$ 2,500,000	\$ 2,500,000	\$ 2,500,000
Milwaukee Math Partnership	\$ -	\$ 2,500,000	\$ 2,500,000	\$ 10,000,000	\$ 10,000,000	\$ 12,500,000
Community Engagement Grants UE	\$ -	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 2,000,000
WI Urban Leadership Institute Grant (UE)	\$ -	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 500,000
After School Grant	\$ -	\$ -	\$ -	\$ 20,000,000	\$ 20,000,000	\$ 20,000,000
Early Childhood start up (UE)	\$ -	\$ -	\$ -	\$ 5,000,000	\$ 5,000,000	\$ 5,000,000
ECCP Aid for Schools (Tuition Reimbursements)*	\$ -	\$ 1,753,500	\$ 1,753,500	\$ 1,753,500	\$ 1,753,500	\$ 3,507,000
GPR Categorical Aids	\$ 1,171,756,000	\$ 1,321,203,500	\$ 149,447,500	\$ 1,826,353,500	\$ 654,597,500	\$ 804,045,000
Tribal Languages (PR)	\$ 222,800	\$ 222,800	\$ -	\$ 485,000	\$ 262,200	\$ 262,200
Aid for AODA (PR)	\$ 1,284,700	\$ 1,284,700	\$ -	\$ 1,284,700	\$ -	\$ -
PR Categorical Aids	\$ 1,507,500	\$ 1,507,500	\$ -	\$ 1,769,700	\$ 262,200	\$ 262,200
School Library Aids	\$ 37,000,000	\$ 37,000,000	\$ -	\$ 37,000,000	\$ -	\$ -
Env Educ, Forestry-UW	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Env Educ, Env. Assess-UW	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Educ Telecomm Access-DOA	\$ 15,984,200	\$ 15,984,200	\$ -	\$ 15,984,200	\$ -	\$ -
SEG Categorical Aids	\$ 52,984,200	\$ 52,984,200	\$ -	\$ 52,984,200	\$ -	\$ -
Total Categorical Aids	\$ 1,226,247,700	\$ 1,375,695,200	\$ 149,447,500	\$ 1,881,107,400	\$ 654,859,700	\$ 804,307,200
General Aids						
General Equalization Aids	\$ 4,656,848,000	\$ 4,846,848,000	\$ 190,000,000	\$ 6,170,000,000	\$ 1,513,152,000	\$ 1,703,152,000
Gen Aids-Hold Harmless (Sum Sufficient)	\$ -	\$ -	\$ -	\$ 5,800,000	\$ 5,800,000	\$ 5,800,000
High Poverty Aid	\$ 16,830,000	\$ 16,830,000	\$ -	\$ -	\$ (16,830,000)	\$ (16,830,000)
Total General Aids	\$ 4,673,678,000	\$ 4,863,678,000	\$ 190,000,000	\$ 6,175,800,000	\$ 1,502,122,000	\$ 1,692,122,000
Total State School Aids (no tax credit)	\$ 5,899,925,700	\$ 6,239,373,200	\$ 339,447,500	\$ 8,056,907,400	\$ 2,156,981,700	\$ 2,496,429,200
School Levy Tax Credit*	\$ 1,090,000,000	\$ 1,090,000,000	\$ -	\$ -	\$ (1,090,000,000)	\$ (1,090,000,000)
Total Cat/Gen School Aids & Credits	\$ 6,989,925,700	\$ 7,329,373,200	\$ 339,447,500	\$ 8,056,907,400	\$ 1,066,981,700	\$ 1,406,429,200
State Residential Schools	\$ 10,918,900	\$ 11,277,100	\$ 358,200	\$ 11,277,100	\$ 358,200	\$ 716,400
Total State Support	\$ 7,000,844,600	\$ 7,340,650,300	\$ 339,805,700	\$ 8,068,184,500	\$ 1,067,339,900	\$ 1,407,145,600
Percent change to base:			4.85%		15.246%	10.05%

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6001 – FAIR FUNDING FOR OUR FUTURE: SCHOOL FINANCE REFORM

201 - General equalization aids

s. 20.255 (2) (ac)

203 - General equalization aids - hold harmless

s. 20.255 (2) (ag) - NEW

225 - Aid for high-poverty school districts

s. 20.255 (2) (bb)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Aid	\$4,863,678,000	\$5,085,800,000
Less Base	\$4,673,678,000	\$4,673,678,000
Requested Change	\$190,000,000	\$412,122,000

Request

The department requests the following changes as part of its Fair Funding for our Future: School Finance Reform (Fair Funding) proposal.

- Provide requisite overall general and categorical aids to fulfill the state’s former “two-thirds” funding definition that was in effect from FY97 through FY03, beginning in FY21.
- Provide \$190,000,000 GPR in FY20 and \$412,122,000 GPR in FY21 to fund general equalization aids and implement the state superintendent’s Fair Funding plan. These figures reflect general school aid increases of 4.1 percent in FY20, and 4.6 percent in FY21, over the prior year.
- Transfer a total of \$1,090,000 GPR from two state tax credits, the School Levy Tax Credit (SLTC) [\$940,000,000] and the First Dollar Credit (FDC) [\$150,000,000], into the department’s general equalization aids appropriation, beginning in FY21. Since these credits are paid to municipalities in the subsequent state fiscal year, the general equalization aids appropriation will not reflect the transfer until FY22. The department proposes continuing the delayed payment schedule that exists under current law for the SLTC and FDC. Thus, \$1,090,000,000 GPR would be paid to school districts as general equalization aids from the FY22 appropriation (July 2021) but reflected as a FY21 general aid payment.
- Maintain the high poverty aid program at its current funding level in FY20 and eliminate it in FY21, transferring base level funding into the state general equalization aids appropriation in that year.
- Change the revenue limit adjustment to \$200 per revenue limit member in FY20 and to \$204 in FY21, and increase it by the Consumer Price Index (CPI) annually, starting in FY22.
- Increase the low revenue ceiling from \$9,400 per revenue limit member, to \$9,700 in FY20 and to \$10,000 in FY21.

- Increase the state general equalization aid and revenue limit four-year-old (4K) membership calculations for school districts, independent charter schools, and private schools in the state's parental choice programs that provide a full-day 4K program, from either 0.5 or 0.6 FTE member under current law, to 1.0 FTE member, beginning in FY21.
- Provide a revenue limit adjustment for school districts to identify and fix lead contamination in the district's buildings.

Background

As part of his four previous budget requests, the state superintendent outlined the Fair Funding framework to start, and continue to move forward on, a discussion on school finance reform. The state superintendent believes that regardless of the state's fiscal situation, the state can reinvest in our K-12 schools and enact school finance reform while holding the line on property taxes.

The state superintendent has built consensus among other state and local elected officials, as well as business, community, education, and opinion leaders, around a framework for school finance reform. This school finance reform plan provides solutions that make sense from both an education and a public policy perspective, and is politically viable. It is a powerful first step that makes long overdue changes to the state school aid formula, increases transparency, and provides local school district officials with much more predictability to plan and prepare for future years.

With this proposal:

- Every district will receive more state general school aid, which will reduce their gross property tax rates and levies, providing more transparency to property taxpayers statewide.
- Additionally, 94 percent of districts will receive more overall state support under this plan compared to current law, and for \$5.8 million it will hold harmless any district that may not necessarily do better.

This plan fixes the school funding formula and holds the line on property taxes by:

- Guaranteeing a minimum amount of state general aid for every student (\$3,000), providing vital resources to the approximately 55 school districts that currently receive little or no state general aid;
- Incorporating a poverty factor (20 percent) into the general equalization aid formula (for determination of property value per member), so as to reflect the ability of the districts' families to support schools, rather than relying solely on the district's property value to indicate local ability to pay;
- Making technical formula changes that strengthen rural, declining enrollment and negatively-aided school districts, by increasing the secondary cost ceiling and the special adjustment aid level so that no district faces significant reductions in its state general aid in any given year;
- Restoring the revenue limit adjustment to \$200 per revenue limit member in FY20 and to \$204 in FY21. These figures will represent revenue limit increases of roughly two percent annually for the average school district; and
- Transferring the SLTC and the FDC into general school aids, thereby increasing transparency for property taxpayers and providing direct state support for schools throughout the state.

Proposal

State General Equalization Aid Formula

Appropriation under s. 20.255 (2) (ac)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Aid	\$4,846,848,000	\$5,080,000,000
Less Base	\$4,656,848,000	\$4,656,848,000
Requested Change	\$190,000,000	\$423,152,000

Overall, the department requests \$190,000,000 GPR in FY20 and \$423,152,000 GPR in FY21 to fund general equalization aids. While an additional \$1,090,000,000 GPR would be paid to school districts as general state aid for FY21, the payment would be made on a delayed basis in July 2021 (as under current law for the SLTC and FDC); thus, the appropriation for general equalization aid in FY21 does not reflect the \$1,090,000,000 GPR. The increase would occur in FY22, but would be completely offset by a reduction to the appropriation for the SLTC and FDC in FY22, producing no net impact on the state's general fund or property taxes.

Fair Funding Hold Harmless Aid

Appropriation under s. 20.255 (2) (ag) - NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Aid	\$0	\$5,800,000
Less Base	\$0	\$0
Requested Change	\$0	\$5,800,000

The department requests \$5,800,000 GPR in FY21 to fund a hold harmless provision for approximately 23-24 districts that do not immediately receive more state support under the Fair Funding model (compared to current law) when including the two tax credits and High Poverty Aid. This appropriation would be sum sufficient, to ensure any district eligible for Fair Funding Hold Harmless Aid would receive the full amount for which it is eligible. The hold harmless amount is an estimate, based on a comparison of general aid under current law, per the July 1 estimate of general aid for the 2018-19 school year, and a simulation of aid under the Fair Funding proposal, using the same factors that were used for the July 1 aid estimate.

Reallocation of SLTC and FDC

In addition to the amount shown in FY21 for state general equalization aids, the department is proposing to reallocate the full \$1,090,000,000 GPR from the SLTC and FDC into the state general equalization aid formula. The FY21 state aid formula would be run with the \$1,090,000,000 included, for a total of \$6,170,000,000 that year. Since the current SLTC and FDC are paid to municipalities on a delayed basis, in July, the \$1,090,000,000 is not reflected in the FY21 equalization aid appropriation. School districts would receive the \$1,090,000,000 in school aids in July 2021 (FY22), but have it attributable to their

FY21 state general aid, identical to the mechanism that exists currently for the \$75 million delayed equalization aid payment under Wis. Stats. sec. 121.15 (1m).

When the two-thirds funding model was established in FY94 and implemented in FY97, the SLTC, and subsequently the FDC, were counted as part of the state's "state support for schools" calculation. Both tax credits were added to general equalization aids, categorical aids, and state residential schools appropriation amounts to determine the total amount of "state support" for all school districts, as a percentage of a state-determined figure identified as "partial school revenues".

While the two-thirds funding requirement expired in FY03, there is still occasional reference to these tax credits as "state support" for schools. Moving the SLTC and FDC into the state general equalization aid formula will actually direct these funds to what they have been called – state support for schools. Since these monies will be received by school districts under existing revenue limits, there is no net statewide property tax impact related to the proposed transfer of these funds.

State Minimum Aid per Pupil

In FY19 there are 21 districts that are essentially out of the state general equalization aid formula, due to their high property wealth per member. As a result, these districts receive no state equalization aid, with five of these 21 districts receiving no state general aid whatsoever. While the remaining 16 districts are eligible to receive Special Adjustment Aid ("hold harmless" aid), which provides them 85 percent of the amount of aid they received in the prior year, this is a very small amount of state general aid within the overall school aid formula. In addition, there are approximately 35 districts that receive aid only at the primary level, meaning they only receive a small amount of state general aid per member.

The state superintendent believes the state should be providing a minimum level of state aid to every public school student, regardless of where they live. Therefore, the Fair Funding proposal will establish a minimum level of state aid at \$3,000 per member. This minimum aid amount will be applied at the end of the formula, after all other adjustments to a district's aid amount have been calculated (with the exception of the reduction for the Independent Charter School Program, which is applied to all districts that are eligible for state general aid in proportion to each district's state aid eligibility).

Weighting for Poverty Using Economically Disadvantaged Data

Wisconsin's school aid formula operates under the principle of an "equal tax rate for equal per pupil expenditures." More simply, its goal is to "equalize" the property tax base across school districts. Conceptually, this means the formula uses property valuations as the basis for school district residents' ability to pay taxes to support local school district expenditures. As such, there is an inverse relationship between state general equalization aid and property value. In short, districts with lower property values per member receive a larger share of their costs through the state equalization aid formula than districts with higher property values per member.

The state superintendent believes that using property value alone is no longer adequate to measure Wisconsin citizen's ability to pay, as it unfairly penalizes areas with high-priced vacation homes and large populations of year-round residents living on modest incomes and those living in poverty. The state superintendent therefore proposes that a measure of local family income should also be a factor in measuring a district's "wealth" in determining the distribution of state general equalization aid.

Thus, the Fair Funding plan will include the number of economically disadvantaged students that reside in each school district to partially determine how much state general aid a district will receive. Specifically, the Fair Funding plan will add 20 percent, or 0.20 FTE, to each district's membership count for each economically disadvantaged student (for purposes of calculating each district's property value per member only) regardless of whether the district participates in the National School Lunch Program

(NSLP) or not. Increasing a district’s membership count in this manner will generally reduce its property value per member, and more fairly reflect a district’s “wealth” in the state general equalization aid formula.

Secondary Cost Ceiling

The state equalization aid formula reimburses school districts for prior year “shared costs” (expenditures paid for with state general aid and local property tax revenue), at three levels of expenditures. One of the three levels of state equalization aids is for shared costs per member that exceed \$1,000 but are less than the secondary cost ceiling, referred to as secondary shared costs. Under current law, the secondary cost ceiling is set to be equal to 90 percent of the prior year statewide average shared cost per member. For FY19 (July 1 aid estimate), the secondary cost ceiling is equal to \$9,881. Nearly 400 (95 percent) of the state’s school districts have shared costs exceeding 90 percent of the statewide average, making it difficult to argue why the state school aid formula only recognizes such costs up to the 90th percentile statewide.

Under the Fair Funding proposal, the secondary cost ceiling will be raised to 100 percent of the statewide average shared cost per member, beginning in FY21, reducing the state aid penalty faced by over 110 districts that have above average property values per member.

Special Adjustment Aid

The state has long provided additional state general aid to districts as a way to cushion the impact of state aid reductions from one year to the next, commonly referred to as a "hold harmless" payment. Such aid benefits a wide variety of districts, including the 16 districts that receive no state equalization aid; but also those in declining enrollment and others with spikes in their property valuation.

Under current law, special adjustment aid ensures that a district's general school aid payment is no less than 85 percent of its prior year payment. In FY19 (July 1 aid estimate), 56 districts qualified for Special Adjustment Aid. The Fair Funding proposal raises the Special Adjustment Aid level to 90 percent of the prior year general aid payment, ensuring that no district’s general aid would decrease by more than 10 percent from one year to the next.

Repurpose Funding for High Poverty Aid

Appropriation under s. 20.255 (2) (bb)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Aid	\$16,830,000	\$0
Less Base	\$16,830,000	\$16,830,000
Requested Change	\$0	-\$16,830,000

High poverty aid was created under 2007 Act 20 (the 2007-09 biennial budget) and funded at \$9 million in FY08 and \$12 million in FY09. At that time, 24 school districts were eligible for funding as they met the statutory threshold of having 50 percent of their students being economically disadvantaged. The high poverty aid program was created as a compromise that provided Milwaukee Public Schools (MPS) with some additional property tax relief to offset their Milwaukee Parental Choice Program (MPCP) aid

reduction, while at the same time helping other districts that also had higher percentages of economically disadvantaged students.

High poverty aid is received as a general aid by eligible districts under their revenue caps, so it must be used to reduce their gross property tax levy. In the case of MPS, state law requires MPS to use high poverty aid to offset a portion of the property tax levy that results from the MPCP aid reduction applied to MPS' equalization aid.

As described earlier, the department is proposing to reflect income and families' ability to pay in the state general equalization aid formula by weighting economically disadvantaged students in calculating property values per member. As a result, the department proposes to eliminate the High Poverty Aid program in FY21, and shift the funding to the state general equalization aid formula in that year. In addition, this proposal will eliminate the link between High Poverty Aid and MPS' school district property tax levy related to the MPCP.

Revenue Limit

Pupil Adjustment

During the first 18 years that revenue limits were in place, from FY94 through FY11, the state provided all school districts with the opportunity to increase their revenue limit authority per member by no less than \$190 (the figure in FY94). Since FY11, the maximum annual allowable per pupil adjustment has been \$75 in both FY14 and FY15. Most recently, the state has not allowed any increases to the per-pupil adjustment for four consecutive years (FY16 through FY19). Current law provides no increase in the per-pupil adjustment going forward.

In order to provide additional necessary resources to school districts and reduce their need to go to referenda, the department is proposing to restore the per pupil revenue limit adjustment to \$200 per member in FY20 and to \$204 per member in FY21. These figures represent increases of approximately two percent in annual state and local revenues for the average school district. The department further proposes that beginning in FY22, the change in the per pupil revenue limit adjustment be linked to the CPI, as it had been through FY11, to provide more budgeting predictability for local school officials in the future.

Low-Revenue Ceiling Adjustment to Revenue Limit

Revenue limits were imposed in FY94 and have been in place for 26 years. One of the many concerns related to revenue limits has been that frugal, "low-spending" districts in FY93 have been "locked in" to relatively low-revenue authority, as revenue limits have been calculated on the basis of FTE membership since their inception. While some districts have passed referenda to increase their revenue limit authority, many others have not been able to do so, resulting in an ever-growing gap in revenue limit authority among districts throughout the state.

In FY96, the state established the low-revenue ceiling (LRC) adjustment, which allows districts to increase their revenues up to a state-determined figure per member without having to go to referenda. Use of the LRC adjustment is not required; rather, it is an option for school boards to increase their operating revenues if they so choose. Historically, the LRC adjustment was increased each year, as the revenue limit per pupil adjustment increased with the CPI; however, it was held constant at \$9,000 per member from FY09 through FY13. After a \$100 increase was provided in in FY14, the low-revenue adjustment was again frozen, at \$9,100 per member, from FY14 through FY18.

In March 2018, the legislature enacted 2017 Act 141 (Act 141), which provided an increase to the low revenue ceiling for the first time in five years. Current law allows the low revenue ceiling threshold to

increase by \$100 (per member) annually, for FY19 and for the subsequent four years (through FY23). However, Act 141 also created provisions that penalize districts by prohibiting them from utilizing it if they have a failed referendum in the three prior years (with some exceptions).

The low-revenue ceiling provides the state’s lowest spending districts with the opportunity to narrow the disparity with the highest spending districts in the state. A review of the LRC threshold and the minimum and maximum revenue limit per member among districts, from FY96 through FY18, indicates that during periods of time when the LRC adjustment is held constant, there is significantly more volatility in the discrepancy between the districts with the lowest and highest revenue limit authority per member (see Figure 1, below). As demonstrated in Figure 2, in the first several years, the LRC adjustment appears to have reduced those discrepancies; but, as the LRC adjustment itself was held constant for several years, those discrepancies began to increase.

Figure 1.

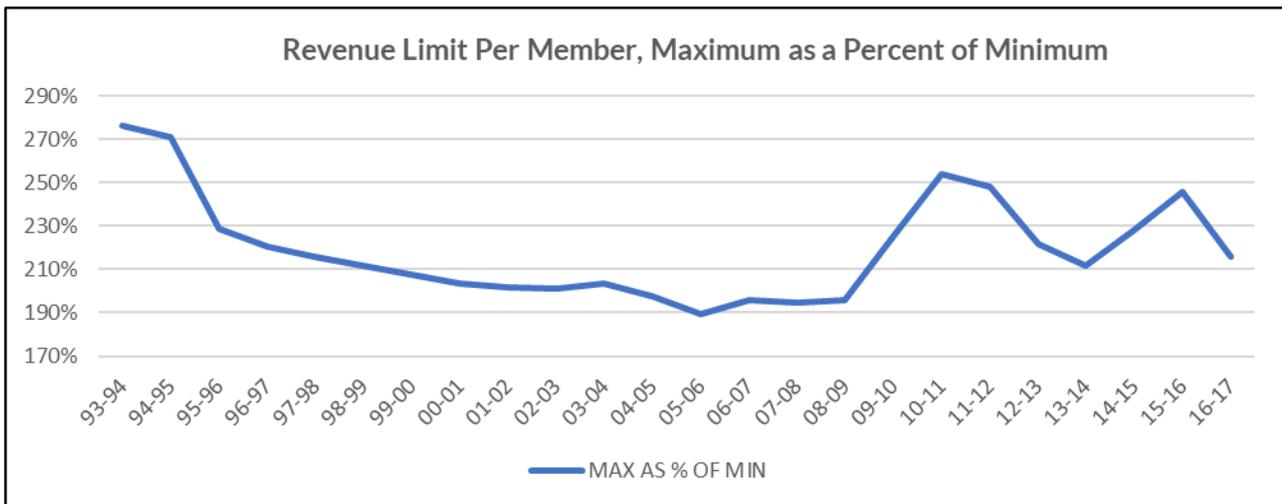
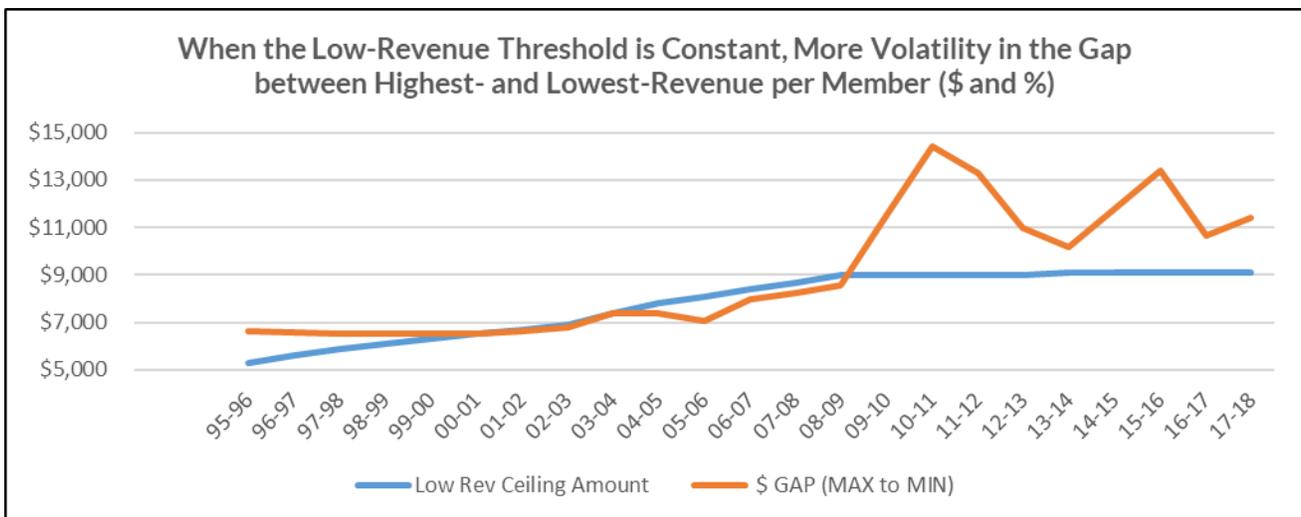


Figure 2.



Thus, the department proposes increasing the current low revenue ceiling from \$9,400 per member in FY19, to \$9,700 in FY20 and to \$10,000 in FY21. It is estimated that over 125 districts would be eligible to use this additional authority in both FY20 and FY21. This change to the low revenue ceiling, along with

the proposed counting of 4K students (see next section) will advance revenue limit equity among school districts in the state.

The department also proposes repealing the statutory limitation currently in effect, under Wis. Stats. sec. 121.905 (1)(b), for districts that have a failed referenda, so that any district whose per-member revenue limit authority falls below the low revenue ceiling threshold can make use of the low-revenue adjustment as intended.

Four-Year-Old Kindergarten (4K) Membership Change

While not statutorily-required to do so, 404 (98.5 percent) of the state's 410 districts that could possibly offer programming for 4K students will do so in FY19. Under current law, a 4K student is counted as 0.5 FTE if the student attends a program providing at least 437 hours annually, and may be counted as 0.6 FTE if the program provides at least 87.5 additional hours of outreach activities.

There are some school districts, independent charter schools, and private schools in the state's various choice programs that have long provided full-day programming for 4K students; however, they are only able to count them as 0.5 or 0.6 FTE for state general aid and revenue limit membership purposes under current law. The department is proposing to allow those school districts, independent charter schools, and private schools in the state's parental choice programs choosing to provide full-day programming for 4K students as 1.0 FTE in their membership for state general aid and revenue limit purposes, beginning in FY21.

Lead Testing and Remediation Revenue Limit Exemption

Some school districts have discovered they have lead contamination issues within their buildings in recent years that need to be addressed. While not prevalent in all districts, lead contamination is a serious issue impacting the health and wellbeing of students, and as such, can detrimental impacts the academic outcomes. The department proposes to provide any school district that chooses to test and address its water quality with a revenue limit exemption (requiring approval of the school board by resolution) to do so, starting in FY21.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

EXPANDING ACCESS TO MENTAL HEALTH SERVICES AND SCHOOL SAFETY RESOURCES

Mental Health and School Safety Initiative Summary

To address the significant needs around student mental health and school safety, the department requests funding increases for the three existing, state-funded mental health programs administered by the department. This additional funding is needed in order to expand access to services, as well as to expand the scope of the programs to also address the needs of students and schools around school climate and safety. Three existing school mental health programs were enacted under 2017 Wisconsin Act 59 (Act 59, the 2017-19 biennial budget), and include: 1) categorical aid for school mental health expenditures (i.e., school social worker services); 2) school and community mental health collaboration grants; and 3) mental health training programs.

These programs were created to improve access to mental health services for school-age youth, both in school and in the larger community, with a combination of state support for direct services and enhanced training to improve efforts to identify youth in need of services and ensure that those youth are connected to resources.

The department proposes expanding these programs to meet the existing unmet need of schools and students for services around mental health, and for supporting a safe and healthy school climate. In summary, the department requests the following increases to support the Mental Health and School Safety Initiative:

1. \$22,000,000 GPR annually, beginning in FY20, to expand the categorical aid for school mental health programs and provide reimbursements on the basis of expenditures for all pupil services categories, as opposed to just school social workers. See DIN 6011 for additional information.
2. \$7,000,000 GPR annually, beginning in FY20, for the Community and School Mental Health Collaboration (CSMHC) Grant. Increased funding will allow the department to serve more districts and schools via the grant program, which provides resources to help districts and schools connect school youth to needed mental health services. See DIN 6012 for additional information.
3. \$2,580,000 GPR annually, beginning in FY20, to expand the scope of trainings to include additional mental health and school climate/safety related trainings for school staff. See DIN 6013 for additional information.
4. \$150,000 GPR annually, beginning in FY20, to cover expenses associated with the purchase and maintenance of a statewide survey data system, including obtaining licenses for department staff who will work with the survey data system, as well as for staff located in county public health departments, CESAs, and all school districts. See DIN 6014 for additional information.

Proposed Funding under the Mental Health and School Safety Initiative

Program	FY19 Base	FY20	FY21	BIENNIUM
Mental Health & School Climate Training	\$420,000	\$3,000,000	\$3,000,000	\$5,160,000
CSMHC Grant	\$3,250,000	\$10,250,000	\$10,250,000	\$14,000,000
Mental Health Categorical Aid	\$3,000,000	\$25,000,000	\$25,000,000	\$44,000,000
Support for YRBS	\$0	\$150,000	\$150,000	\$300,000
TOTAL	\$6,670,000	\$38,400,000	\$38,400,000	\$63,460,000

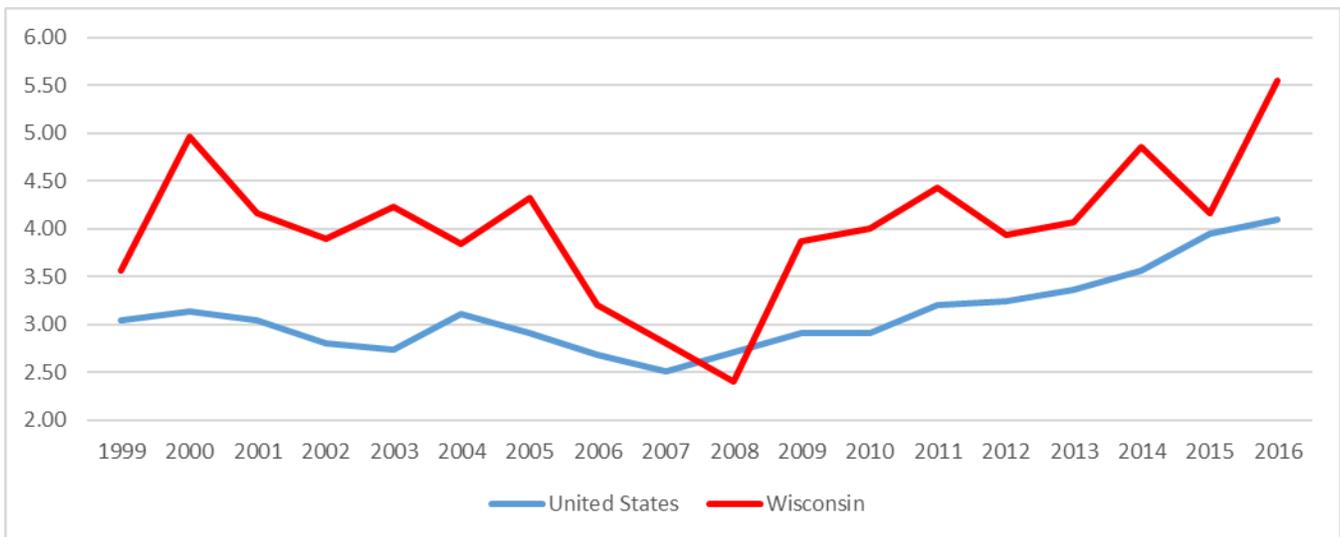
Following the background information provided below are the department’s three DINs for each of the three programs listed above. The DINs contain additional information about the three components of the department’s Mental Health and School Safety Initiative.

Prevalence of Mental Health Issue among School-Aged Children

An estimated one- in- five school-age children and youth struggle with mental health issues, and 80 percent of those students do not get professional help. The lack of professional help and intervention for children and youth struggling with mental health issues is considered a significant contributing factor to unsafe school environments.¹ Of the 1.4 million children in Wisconsin, it is estimated that 95,200 (7 percent) have serious mental health needs.²

The youth suicide rate in Wisconsin consistently exceeds the national average, according to the U.S. Centers for Disease Control (CDC). The CDC data indicates that the number of youth ages 5-19 in who committed suicide (per 100,000) was 5.5, compared to the national suicide rate of 4.10, for 2016. See Figure 1 for historical comparisons of Wisconsin and national data on youth suicide rates.

Figure 1: CDC Comparative Data on Youth Suicide
(Annual age-adjusted suicide rates per 100,000 people, ages 5-19)



Source: CDC WONDER Online Database; standardized to the US population in 2000.

Existing Resources for School Mental Health

In Wisconsin, the ratio of pupils to pupil service professionals fluctuates from year to year, but for some categories, displays a more consistent growth trend. Regardless, the ratio for each of the four pupil services categories significantly exceeds the recommended staffing levels suggested by national organizations. (More information is included in DIN 6011).

¹“Summary Framework and Recommendations for Action: Keeping Wisconsin Schools Safe: A Safe Schools Initiative”

² PowerPoint Presentation from Kevin Moore, Deputy Secretary, Wisconsin Department of Health Services, <http://sspw.dpi.wi.gov/files/sspw/ppt/safementalhealth.ppt>

Prior to the passage of Act 59, which provided dedicated state funding for school mental health programming for the first time, most school districts did not receive funding specifically to support the identification of children and youth with mental health issues, or to serve those in need. A limited number of school districts received federal grant funds to implement programming related to mental health and to create trauma sensitive schools. Federal funding received by the department to support programming to address mental health issues include:

- In 2013, the department received a four-year project award from the federal Substance Abuse and Mental Health Services Administration (SAMHSA) for the Safe Schools/Healthy Students project; this grant expired in late 2017.
- In 2014, the department received a five-year award from SAMHSA for Project AWARE, which expires in late 2019.
- In 2014, the department received a five-year project award from the U.S. Department of Education for School Climate Transformation, which expires in late 2019.

Collaboration with Stakeholders to Advance School Mental Health Programs

In 2016, in collaboration with interested stakeholders, the department developed the three-pronged school mental health initiative to expand and improve access to mental health services for school-age youth. That package reflected the discussions between the department and the various stakeholders, in the pursuit of the common interest: to expand and improve access to mental health services for school-age youth, both in school and in the larger community. The proposal sought a combination of state support for direct services and enhanced training to improve efforts to identify youth in need of services and ensure that those youth are connected to resources. That school mental health initiative was a major pillar of the department's 2017-19 biennial budget request; it was subsequently included in the governor's proposed 2017-19 budget. The legislature enacted all three parts of that initiative as part of Act 59 (and a portion under 2017 Act 31).

Act 59 provided much needed state funding to support programming to help schools with identifying children and youth with mental health issues and serving those in need. This was a significant step in establishing a dedicated, state-supported funding stream for school mental health programming. However, the need for school mental health supports far exceeds the current level of available funding (as evidenced, in part, by the first round of applications for the Community and School Mental Health Collaboration Grant for the 2018-2019 school year, for which requested grant amounts were well over double the amount appropriated for the grants). Additionally, schools face challenges stemming from the related issues of school safety. The amount of discretionary federal grant funds available for the department's specific work in school mental health and school safety is limited, and there is no guarantee of continuation beyond the scheduled end of these federal grants in 2019.

Proposal

The department's Mental Health and School Safety Initiative budget calls for additional state financial support to expand existing school mental health program and provide schools with resources to build and nurture healthy and safe schools. The department's request is predicated on the belief that the mental health needs of the Wisconsin's school-age youth is a priority. As such, the state should support the department's efforts to provide training opportunities, so that all school districts and independent charter schools across the state may participate in these trainings, which will ultimately lead to improved mental health services and school climate for all children and youth in Wisconsin's schools. The expansion of these services will further the larger goal of ensuring that all students feel safe and supported in their schools, and that all students have access to the services they need to be successful in school and in life – every student graduates, college and career ready.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6011 - SCHOOL MENTAL HEALTH CATEGORICAL AID PROGRAMS

227 - Aid for school mental health programs
s. 20.255 (2) (da)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$25,000,000	\$25,000,000
Less Base	\$3,000,000	\$3,000,000
Requested Change	\$22,000,000	\$22,000,000

Request

The department requests an increase of \$22,000,000 GPR in FY20 and \$22,000,000 GPR in FY21, to expand the School Mental Health Categorical Aid Program to include reimbursement for expenditures made for pupil services generally, rather than just for social worker services. The department also proposes to modify the program so that all eligible claimants will receive at least some aid at the Tier 2 aid level. The requested amount will support statewide reimbursement rate of eligible school district expenditures of roughly ten percent.

Background

In Wisconsin, the ratio of pupils to pupil service professionals shifts about from year to year, but for some categories, displays a more consistent growth trend. Regardless, the ratio for each of the four pupil services categories significantly exceeds the recommended staffing levels suggested by national organizations, as shown in Table 1, below.

Table 1: Student-Pupil Service Professional Ratio

Pupil Services Position	Wisconsin Pupil Services Ratios			National Organization Recommendations
	2012	2016	2018	
Counselors	466:1	399:1	420:1	250:1
Psychologists	956:1	1073:1	967:1	500-700:1
Social Workers	1050:1	1528:1	1468:1	400:1
Nurses*	1596:1	1721:1	1871:1	750:1

Source: Office of Student Services, Prevention and Wellness, Department of Public Instruction.

*Ratios of 750:1 for students in the general population, 225:1 in the student populations requiring daily professional school nursing services or interventions, 125:1 in student populations with complex healthcare needs, and 1:1 may be necessary for some students who require daily and continuous professional nursing services (National Association of School Nurses, 2010).

Between 2012 and 2016, the ratios for school psychologists, social workers, and school nurses increased significantly (a trend that continued for school nurses in 2018). Between 2016 and 2018, the data indicate a slight improvement in the ratio of pupils to school social workers. That change might be partly explained by the state's categorical aid program designed to increase the availability of social workers in schools settings (more information below).

Current School Mental Health Categorical Aid Program

The School Mental Health Categorical Aid program was one of the three pillars of the department's School Mental Health Initiative included in its 2017-19 biennial budget request. All three components of the Mental Health Initiative were included in the governor's budget proposal, and subsequently included in the 2017-19 budget bill that was signed into law as 2017 Act 59 (Act 59).

Beginning in FY19, Act 59 appropriated \$3,000,000 GPR annually, for a new categorical aid program to support school districts, independent charter schools, and private schools participating in a parental choice program (collectively, LEAs) in the provision and expansion of mental health services, by reimbursing eligible districts and schools for expenditures on social worker services (district employees or contracted services). The grant program is structured with two tiers of aid. Tier 1 will provide aid at 50 percent of the increase in expenditures for school social worker services from one year to the next. Tier 2 provides reimbursement on the basis of the amount remaining in the appropriation (after Tier 1 aid is determined), as a proportion of unreimbursed eligible expenditures. As constructed under current law, Tier 2 is available only to eligible LEAs, which is defined as those that increased expenditures for social worker services in the prior year, as compared to the two years prior.

The first year for which aid payments will be made under the program is FY19. The calculation of School Mental Health Categorical Aid for FY19 will be based on the increase in social worker expenditures from FY17 to FY18. The department uses audited expenditure data as the basis for aid, and there is a lag time of nearly one year (after close of a school year) before the audited data is available. Thus, the first payments to eligible LEAs under this program will be made in June 2019.

As noted above, the observed improvement in the ratio of pupils to school social workers between 2016 and 2018, though small, may be in part a result of the new categorical aid program. With the passage of Act 59 in September, 2017, districts may have started to expand school social worker services in anticipation of state aid. The very limited time frame doesn't allow for a robust trend analysis, and the department recognizes that other factors could have contributed to the reduction in the student to social worker ratio between 2016 and 2018. The department will continue to watch trends in ratio of students to pupil services professionals.

Pupil Services

Pupil services professionals include school staff licensed as school counselors, psychologists, social workers, and nurses, and all provide essential services to students, including those related to mental health. The department used audited school district financial data to analyze expenditures for Pupil Services job categories (both direct personnel costs and contracted services), as a way to identify an approach that would be most beneficial to school districts' and independent charter schools' efforts to expand mental health services for all pupils. Expenditures in school districts' General Fund (Fund 10) and Special Education Fund (Fund 27) were reviewed, although a school district would be able to receive state aid only for expenditures from Fund 10³. It is not possible to identify the amounts spent by school districts specifically on mental health services under current reporting categories; thus, the use of expenditure

³ The Department was not able to include independent charter schools in this analysis of expenditures for pupil support services; thus, the cost projections for the categorical aid program do not account for potential payments to independent charter schools.

data for the four Pupil Services categories serves as a proxy. See Tables 2 and 3 below, both of which have been updated to include expenditure information through FY17.

Table 2. School Districts Reporting No Fund 10 Expenditures for Pupil Services Positions

	FY14		FY15		FY16		FY17	
	#	%	#	%	#	%	#	%
Social Worker	331	78%	333	79%	328	78%	323	77%
School Psychologist	198	47%	197	46%	189	45%	190	45%
School Counselor	5	1%	4	1%	3	1%	4	1%
Health*	121	29%	113	27%	108	26%	113	27%

Table 3. School Districts Reporting No Fund 10 or Fund 27 Expenditures for Pupil Services Positions

	FY14		FY15		FY16		FY17	
	#	%	#	%	#	%	#	%
Social Worker	315	74%	318	75%	316	75%	309	73%
School Psychologist	39	9%	38	9%	53	13%	53	13%
School Counselor	4	1%	4	1%	0	0%	1	0%
Health*	104	25%	99	23%	96	23%	95	23%

*School district financial reports do not specify health care personnel by specific type; it is used here as a proxy for school nurse.

When the department developed its School Mental Health Initiative for the 2017-19 budget request, the categorical aid program was designed to target aid to the area of greatest need, within the limited amount requested (\$3.0 million annually). As was the case at that time, school social worker is the category of pupil service professionals for which the greatest number of school districts had no expenditures, in either their general or special education funds (Fund 10 and Fund 27, respectively). The data from FY16 and FY17 expenditures is generally consistent with the observations for FY14 and FY15. As was the case two years ago, the expenditure data show that:

- Almost all districts reported expenditures in the school counselor category, presumably because guidance counseling services are required of school districts.
- In contrast, nearly three-quarters of all school districts reported no expenditures for social workers, even when both Fund 10 and Fund 27 are considered.
- The position categories for which the greatest number of school districts reported no expenditures in Fund 10 only were social worker and school psychologist.
- When both Fund 10 and 27 are considered, the number of schools reporting no expenditures in the school psychologist category drops significantly. This suggests that school districts use, to the extent allowable, special education funding (federal and/or state aid) to support the work of school psychologist.

Including both the Fund 10 and Fund 27 expenditures provides a more comprehensive picture of pupil service professionals in school districts; however, use of Fund 27 to support pupil services indicates that a specific subset of students are being served (students with disabilities). The goal of the department’s proposal is to expand mental health services to all students.

Staffing data from FY16 and FY17 (source: WISEstaff PI-1202 data collection) was also reviewed. The data reflects staffing for the fall 2015 and 2016, respectively, and the pattern of districts reporting no

personnel within the specific job categories is consistent with the pattern observed in the FY14 through FY16 expenditure data. See Table 4.

Table 4. Number of School Districts that Reported No Staff in Pupil Services Categories

	FY16 (fall 2015)		FY17 (fall 2016)	
	#	%	#	%
Social Worker	322	76%	308	73%
School Psychologist	119	28%	119	28%
School Counselor	4	1%	2	<1%
School Nurse*	130	31%	n/a	n/a

*The job title used in this analysis was School Nurse; data for fall 2016 not available at this time

Proposal

School counselors, school psychologists, school social workers and school nurses all provide essential services to students, including those related to mental health. The department’s proposal focuses on providing aid for all types of pupil services professionals (rather than just social workers), as a way to increase the number of professionals providing mental health services and support to students, for two reasons:

- The ratio of pupils to pupil service professionals in Wisconsin all significantly exceed the national recommendations for all four pupil services professional groups.
- All four pupil service professional groups possess the expertise to work across systems, and with community-based professionals and families.

Under the department’s proposal, in addition to increasing the annual GPR appropriation by \$22,000,000 beginning in FY20, the program would be modified as follows:

- Expand to include expenditures for school counselors, school psychologists, and school nurses (i.e., all four pupil services job categories rather than just social workers).
- Retain the 50 percent reimbursement rate for Tier 1 expenditures (i.e., for increased expenditures in the prior year).
- Retain Tier 2 aid, but permit all LEAs that had pupil services expenditures in the prior year to be aided at Tier 2 (regardless of whether the LEA had increased expenditures in the prior year).
- The amount of aid provided under Tier 2 would be equal to the amount remaining in the appropriation after Tier 1 aid is determined, and it would be distributed proportionately, on the basis of Tier 2 eligible expenditures.

The proposed funding level (\$25 million annually) is estimated to reimburse roughly ten percent of statewide expenditures for pupil services staff, though reimbursement rates for those districts and schools that increased expenditures in the prior year would be higher than those that did not (i.e., reflecting the 50 percent reimbursement rate for Tier 1 expenditures).

Tier 1 eligible expenditures would include the increase in expenditures for all pupil services expenditures (i.e., for school social worker, school counselors, school psychologists, and school nurses job categories), measured as Fund 10 expenditures in the prior year less Fund 10 expenditures in the two years prior. That is, aid payments to LEAs for FY20 will be based on the increase in eligible expenditures in Fund 10, from FY18 to FY19. Reimbursement will be made at 50 percent of eligible expenditures, as under current

law (prorated if necessary). No reimbursements will be made under Tier 1 to LEAs that do not report an increase in eligible Fund 10 expenditures.

If funds remain in the appropriation after distribution of aid under Tier 1, the remaining funding would be used to reimburse all LEAs for the Fund 10 expenditures for all pupil services professionals in the prior year (less the amount of aid provided under Tier 1). The resulting reimbursement rate for these Tier 2-eligible expenditures will depend on the proportion of remaining authority in the appropriation divided by Tier 2-eligible expenditures. Table 5, below, shows the department’s estimate of mental health aid paid by tier, based on actual expenditures for FY16 and FY17 for school districts (as if aid had been paid in FY18). Because the department does not at this time have pupil services expenditure data from independent charter schools or private parental choice schools, only school district expenditures can be used for this aid simulation.

Table 5. Estimated Aid by Tier Level

Appropriation (Department Request)	\$ 25,000,000
Total FY16 Pupil Services Expenditures	\$ 229,140,137
Total FY17 Pupil Services Expenditures	\$ 236,949,827
Net Statewide Increase - All Pupil Services Expenditures	\$ 7,809,691
Number of Districts With Increase For Any Pupil Services*	384
Total Pupil Services Expenditures for Districts with Increase	\$ 160,713,673
Total of The Increases In Expenditures [Tier 1 Eligible]**	\$ 13,296,976
Maximum Rate For Tier 1 Reimbursement	50%
Tier 1 Aid Eligibility	\$ 6,648,488
Tier 1 Aid Supported By Appropriation	\$ 6,648,488
Remaining in Appropriation after Tier 1 Aid	\$ 18,351,512
Tier 2 Aid Eligibility***	\$ 230,301,339
Tier 2 Aid	\$ 18,351,512
Total Aid (Not To Exceed Appropriation)	\$ 25,000,000
Unaided Expenditures	\$ 211,949,827

* Increase from FY16 to FY17.

** The sum of the increases in individual school districts’ expenditures does not equal the difference in expenditures on a statewide basis, because some districts decreased, while others increased, expenditures.

*** Tier 2 eligible expenditures equal all expenditures for pupil services, less Tier 1 aid.

According to this estimate, 384 of the state’s 422 school districts increased expenditures, between FY16 and FY17, in at least one of the four pupil services professionals categories. The total of the increases for these districts was \$13.3 million, of which 50 percent would be eligible for Tier 1 aid. With an appropriation of just \$3.0 million under current law, only about 23 percent of those Tier 1-eligible costs could be aided. However, under the department’s requested appropriation (\$25.0 million), school districts would receive Tier 1 aid for 50 percent of those expenditures (\$6.65 million), and the \$18.35 million remaining in the appropriation, Tier 2 aid would be paid at eight percent of Tier 2-eligible expenditures. The total amount of aid paid would be equal to 10.6 percent of total FY17 237 expenditures for pupil services professionals (\$236.9 million).

By providing aid at a higher rate for “new” (increased) expenditures, LEAs will have an incentive to expand services provided by all pupil services professionals, rather than simply use state aid to offset costs and maintain existing levels of service.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6012 – SCHOOL-BASED MENTAL HEALTH SERVICES COLLABORATION GRANT

297 – School-based mental health service grants
s. 20.255 (2) (dt)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$10,250,000	\$10,250,000
Less Base	\$3,250,000	\$3,250,000
Requested Change	\$7,000,000	\$7,000,000

Request

The department requests \$10,250,000 GPR in FY20 and \$10,250,000 in FY21 to expand the School-Based Mental Health Services Collaboration Grant program, in order to support more school districts and independent charter schools in connecting youth to needed mental health services.

Current School-Based Mental Health Services Collaboration Grant Program

The School-Based Mental Health Services Collaboration (SBMH) grant program was one of the three pillars of the department’s School Mental Health Initiative included in its 2017-19 biennial budget request. All three components of the Mental Health Initiative were included in the governor’s budget proposal, and subsequently included in the 2017-19 budget bill that was signed into law as 2017 Act 59 (Act 59).

Beginning in FY19, Act 59 appropriated \$3.25 million GPR (annually), to the department to award SBMH grants to school districts and to independent charter schools. The grants can be used for the purpose of connecting students to needed mental health services, in collaboration with community health agencies. Strategies allowed under the grant include co-locating community mental health clinics in schools, and providing screening and intervention services to students.

The SBMH grant program seeks to connect schools and the students they serve to effective mental health services, and to locate those resources within schools, which facilitates:

- improved identification of mental health issues for children and youth;
- increased accessibility for children and youth who are uninsured or underinsured; and
- improve clinical and functional outcomes for children and youth with a mental health diagnosis.

Placing mental health services for school age youth directly in schools provides an opportunity for mental health promotion, prevention, early identification, and early intervention. Locating services directly in schools can work to reduce the many barriers to accessing and receiving needed mental health services, which may include financial/insurance concerns, childcare, transportation, mistrust and/or stigma, negative prior experiences, waiting lists for services, long and/or uncomfortable intake processes, and the general stress of reaching out for assistance. Many positive outcomes are associated with using a co-location model to deliver mental health services to students, as cited by similar programs include:

- coordination of care, with services delivered to where the children/youth are located;
- increased access and sustained engagement in treatment;

- teachers and parents reporting decreases in the emotional and behavioral problems;
- decreases in school suspensions; and
- increases in school attendance.

First Grant Cycle (2018-19 School Year)

The new, competitive grant program attracted proposals from 141 applicants, representing 182 school districts and charter schools. Grants fund activities for the 2018-19 school year ranged from just over \$11,000 to the grant maximum of \$75,000. The total amount requested for all grant applications combined was more than \$8 million – well over twice the amount appropriated for the grants (\$3.25 million). The department was able to award grants to just 52 applicants.

Students deal with the same mental health issues as adults, such as anxiety, depression, self-harm, and substance abuse. Whether treated or not, these problems can tie into major challenges found in schools: chronic absence, low achievement, disruptive behavior, and dropping out. Grant applicants conducted a local needs assessment along with their community partners to focus the proposal. Additionally, applicants had to demonstrate how parents, caregivers, and families would be involved in the project.

All of the funded projects involve collaboration with community mental health providers and other stakeholders to create comprehensive support systems for children, youth, and families. Grant recipients may use grant funds for a variety of services, on a continuum from universal wellness activities for an entire school to intensive intervention for students in crisis. Grant proposals included activities to:

- develop and support student and staff social and emotional wellness;
- increase staff capacity to create trauma sensitive environments;
- provide training to staff and students to recognize mental health challenges and know how to advocate for themselves and others;
- provide student support groups led by school and community mental health providers;
- develop referral processes to ensure students who need additional support are referred to qualified providers;
- create spaces in schools for community mental health providers to work with students; and
- provide guidance to students and families to access multiple systems and supports.

During the grant period, recipients will collect data on the number of students who receive mental health contact by school mental health providers and the number of students who receive contact or service from a community mental health provider. Additionally, grant recipients will develop an annual report on how activities addressed goals and outcomes in the grant proposal.

Proposal

The department requests an increase of \$7,000,000 GPR beginning in FY20, in order to support more school districts and independent charter schools in connecting youth to needed mental health services. The current appropriation funded less than half of the amounts requested by grant applicants, and will serve only a little more than one-third of LEAs (including consortia) that applied for the grant. The department does not propose any changes to the program’s purpose or scope. Additional funding is required to serve the significant demand for mental health services for students in Wisconsin’s schools.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6013 – MENTAL HEALTH AND SCHOOL CLIMATE TRAINING PROGRAMS

118 – Mental health training program s. 20.255 (1) (ep)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$3,000,000	\$3,000,000
Less Base	\$420,000	\$420,000
Requested Change	\$2,580,000	\$2,580,000

Request

The department requests \$2,580,000 GPR in FY20 and \$2,580,000 GPR in FY21 to increase funding for the existing mental health training programs, to expand the types of mental health trainings that will be offered, and to expand the scope of the allowable trainings to include school climate and school safety.

Background

The department has been involved in advancing strategies associated with school mental health services for a number of years, and utilizes a School Mental Health Framework that offers guidance on how to develop a comprehensive approach to meeting students' mental health needs. The framework focuses on both school-based services delivery and collaboration with community mental health providers, and has identified program strategies within that framework that are all evidence-based interventions.

Under current law, the department is appropriated \$420,000 GPR annually to provide training to school district staff and instructional staff of independent charter schools, on three specific evidence-based strategies related to addressing mental health issues in schools. As specified in Wis. Stat. sec. 115.28(63), the trainings include Screening, Brief Interventions, and Referral to Treatment (SBIRT), Trauma Sensitive Schools (TSS), and Youth Mental Health First Aid (YMHFA).

Screening, Brief Interventions, and Referral to Treatment (SBIRT)

The department has partnered with the Department of Health Services (DHS) to create a “train the trainer” model to implement SBIRT in schools statewide. Currently, there are five certified SBIRT trainers, operating under the Wisconsin Safe and Healthy Schools (WISH) Center. Multi-day sessions are used to train school staff (usually pupil services professionals) to conduct screenings of students suspected of having mental or behavioral health challenges. Additionally, educators are prepared to conduct brief interventions, consisting of three to four sessions that last 15 to 30 minutes each. The training regimen includes taped simulations critiqued by certified trainers. Program evaluation by DHS demonstrates positive results.

Trauma Sensitive Schools (TSS)

The department has worked with St. Amelia-Lakeside (St. A's) to create self-directed training modules that school teams can use to implement a trauma-informed care model. Behavioral health challenges often have their roots in adverse childhood experiences, including poverty, substance abuse, and domestic violence. Without support, the effects of those influences may manifest themselves in

depression, withdrawal, generalized anxiety, or combative behaviors that may become violent. Currently, 13 modules for universal interventions are available, focused on addressing the question “How do we engage and work with all students?” These modules are self-guided, but require teams within the schools to understand the concepts and to help their peers embed them in their practices. Many of the TSS principles focus on the student and their needs, rather than simply reacting to the behavior.

Youth Mental Health First Aid (YMHFA)

YMHFA is designed to teach parents, family members, caregivers, teachers, school staff, peers, neighbors, health and human services workers, and other caring citizens how to help an adolescent (age 12-18) who is experiencing a mental health crisis. The intervention is primarily designed for adults who regularly interact with young people. YMHFA trains school district staff to spot early signs of depression or generalized anxiety disorder, and the steps to take to alert care coordinators of the possible need for help.

Current Mental Health Training Program

The department was provided \$420,000 GPR annually, beginning in FY18, to support school mental health training. This funding has allowed for several trainings to occur throughout the state; as a result, more schools were able to access state-funded trainings and supports designed to identify children and youth with mental health and substance abuse needs. During the 2017-18 school year:

- SBIRT coaching and technical assistance was provided to 135 participants from 38 schools.
- In partnership with the WISH Center, the department facilitated a cohort of 32 schools participating in trauma sensitive schools professional development. Regional learning and network meetings were held to support schools embarking on becoming more trauma sensitive. Additionally, state funding, combined with federal School Climate Transformation Grant funds, enabled a continuation of TSS work already started; approximately 160 schools are now participating in one of four cohorts to explore how they can implement the school mental health framework and create trauma sensitive learning environments for their students.
- The department in partnership with the WISH Center coordinated 70 YMHFA trainings throughout the state and hosted two week-long training of trainers in 2017-18.

Expanding Training Opportunities

The department requests increased funding in order to provide more trainings to school staff, as well as to broaden training offerings to include other evidenced-based strategies beyond those specified under current law and to expand the scope of trainings to include bullying prevention and violence prevention. Below are several examples of specific mental health and school safety training programs that could be offered to school staff with increased state funding:

- **Addressing Anxiety-Related Needs:** participants learn about the neurology, prevalence, and diagnostics of anxiety and anxiety-related disorders. Training includes information on the components and symptoms of anxiety, as well as the anxiety sequence, how to support students' self-reported anxiety levels, and how to use this data to guide interventions. Additionally, training provides attendees with a variety of strategies to support peers experiencing anxiety, proactively and reactively, for learners across grade bands and ability levels.
- **Drug Impairment Training for Educational Professionals:** a two-day training that enables education professionals to identify chemically impaired individuals, and steps to take, to ensure a safe learning environment for students.

- Emergency preparedness through PREPaRE trainings: PREPaRE is the only comprehensive curriculum developed by school-based professionals with firsthand experience and formal training. The curriculum builds on existing personnel, resources, and programs; provides for sustainability; and can be adapted to individual school needs and size.
- Peer-to-Peer Training: an integral component of many youth suicide-prevention programs, the peer-to-peer model trains students to recognize warning signs in depressed or suicidal peers, and to empower them to report those signs to an adult. Peers are considered to be the most effective receptors of warning signs because they spend so much time together and are able to recognize when someone is acting differently. “HOPE Squads” are one example of a school-based peer-to-peer program; it is characterized by partnerships between schools and local mental health and community agencies. HOPE Squad students are trained to be active listeners so they may help and respond to peers who are struggling with emotional issues such as depression and suicide. HOPE Squad members are trained to share concerns with an adult.
- Question, Persuade, Refer (QPR) Suicide Prevention: as a QPR-trained “gatekeeper”, participants will learn to recognize the warning signs of suicide, and learn strategies and skills for offering hope, and getting help, to save lives.
- Resilience Strategies for Educators: the Techniques for Self-Care and Peer Support training covers the impact of stress, burnout, and compassion fatigue on the overall environment of the school, and facilitates the creation of a practical action plan to create resiliency among educators.
- Restorative Practices: Working through Restorative Practices is a training that helps schools implement restorative practices, whereby students who have engaged in inappropriate behavior that has hurt others must face the harm they have caused to individuals and to the school community. When the student gains an understanding of the harm done, and learns to take responsibility for their actions, progress towards restoring trust with peers and educators can begin; learning in a safe and caring environment can resume.
- Social and emotional learning (SEL) is the process through which children and adults acquire and effectively apply the knowledge, attitudes, and skills necessary to understand and manage emotions, set and achieve positive goals, feel and show empathy for others, establish and maintain positive relationships, and make responsible decisions. SEL trainings provide an overview and awareness of the competencies described above; instruction in mapping of current activities and conducting gap analysis, as well as integration of SEL into curriculum and into after school programming; and creating a plan for implementation and assessment.

The Wisconsin Safe and Healthy Schools Training and Technical Assistance Center (WISH Center)

The WISH Center builds the capacity of Wisconsin public school districts to implement programs in prevention and intervention of alcohol, tobacco, and other drug abuse, mental health, and promote school safety in order to reduce barriers to learning. The Wish Center is a collaborative project between the department and the CESA Statewide Network (CSN). The center is led by a statewide director, and four regional coordinators.

In 2017-2018, the WISH Center provided training to 1,455 educators from 207 school districts and 61 private schools, agencies, or organizations throughout the state of Wisconsin on a variety of topics ranging from trauma, mental health, and suicide prevention, to school safety. The WISH Center also coordinates the YMHFA Trainings for the entire state. The four Regional Coordinators serve as external coaches for the Trauma Sensitive Schools Project.

Proposal

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The department requests increased funding of \$2,580,000 GPR annually, beginning in FY20, for the mental health training program, in order to expand the types and scope of allowable mental health trainings that will be offered to include school climate and school safety, as well as to support additional activities to improve student mental health and school safety. The specific components of the funding increase are outlined directly below; costs are summarized in Table 1.

1. Expansion of mental health training program (\$1,580,000 GPR annually) to include additional types of trainings related to student mental health, as well as trainings focused on improving school climate and school safety. The department’s draft budget for an expanded complement of trainings is included in Appendix A of this paper. Additionally, the department requests a change to the title of the appropriation for mental health training programs, to “mental health and school climate training program”, to more accurately reflect the expanded purposes of the appropriation.
2. Enhanced support for the WISH Center (\$1,000,000 GPR annually). This allocation would enable the WISH Center to place a dedicated staff person in each CESA to coordinate training and technical assistance. Increasing the WISH Center’s capacity will enable the center to:
 - extend the center’s reach to the rural areas of Wisconsin;
 - return to the 12 CESA approach that was originally dedicated to assist school districts with training and technical assistance, providing trainings in each CESA (rather than regionally); and
 - increase opportunities for all school districts to participate in training and technical assistance, as well as more opportunities for school climate/safety related trainings, including trainings in violence prevention, emergency preparedness, mental health, bullying prevention, trauma, school climate, and Alcohol and Other Drug Abuse (AODA) prevention, as identified by a needs assessment completed by school district staff and administration.
3. Provide a grant to Wisconsin Family Ties (\$310,000 GPR annually), to support training of Parent Peer Support Specialists and to maintain their presence in schools, for the purpose of helping families navigate the complement of mental health services available to students in school and the wider community.
4. Provide an annual grant to the Center for Suicide Awareness, Inc. (\$110,000 GPR annually), to provide funding to support operating a text-based suicide prevention program.

Table 1. Projected Costs for Training Support

Program	FY20	FY21
Mental Health and School Safety Trainings	\$1,580,000	\$1,580,000
Support for the WISH Center	\$1,000,000	\$1,000,000
Grants to Wisconsin Family Ties	\$310,000	\$310,000
Text-based Suicide	\$110,000	\$110,000
Sub Total – Training Support	\$3,000,000	\$3,000,000
Less Base	\$420,000	\$420,000
Requested Change to Base	\$2,580,000	\$2,580,000

In addition to the funding increases outlined above, the department requests two changes to statutory language. First, under Wis. Stat. sec. 115.28(63), to accurately reflect the broadened scope of trainings for which the department would use funding, as proposed here. This includes a change to the title of the appropriation under Wis. Stat. sec. 20.255 (1)(ep), to “Mental health and school climate training programs”.

Second, as a separate but related matter of school climate improvement, the department requests that the statutory language under Wis. Stat. sec. 115.28(45) be modified, in order to facilitate administration of the Grant for Bullying Prevention. As created under Act 59, the appropriation under Wis. Stat. sec. 20.225(3)(eb) provides \$150,000 GPR annually to the department to “award grants to a nonprofit organization, as defined in s. 108.02 (19), to provide training and an online bullying prevention curriculum for pupils in grades kindergarten to 8”.

Beginning with the grant cycle for FY18, the department conducted a competitive grant process for this grant. Just one organization applied for the grant. The Children’s Hospital of Wisconsin (CHW) maintains a complement of E-learning programs aimed at improving health outcomes for children. One of the E-learning programs (“ActNow!”) is an on-line bullying prevention course for students in grades kindergarten through eighth grade. The department awarded the grant to the CHW, to support its programming under the ActNow! E-learning program, for FY18 and for FY19.

As the statute indicates, the bullying prevention grant may be awarded to just one nonprofit organization. Because only one organization applied for the grant for FY18 or for FY19, and is likely to be the only organization to continue to apply for and be awarded this grant, the department recommends modifying the statutory language to specify the grant recipient. Moving forward in this way would eliminate the need for the department to dedicate staff time to a competitive grant process for which the just one organization will apply. For these reasons, the department suggests that the language under Wis. State. sec. 115.28(45) be modified to require the department to award the bullying prevention grant to the same entity that received the grant in FY18 and FY19.

Statutory Language

The department is proposing statutory language related to this request.

APPENDIX A

Draft Budget for Expanded Complement of School Mental Health and School Climate/Safety Trainings.

TRAINING AREA	ACTIVITIES	TOTAL PER ACTIVITY	TOTAL PER TRAINING AREA
Hope Squad	12 CESA trainings @ \$2500 each	\$60,000	
	12 round-trip travel expenses @ \$1000	\$12,000	
	Stipends to offset curriculum:		
	75 Elementary School @ \$500	\$37,500	
	75 Middle School @ \$1000	\$75,000	
	75 High School @ \$1200	\$90,000	
	Subtotal		\$274,500
TSS	Module and website updates	\$10,000	
	Evaluation (ARTIC licenses)	\$5,000	
	\$1000 start-up monies/school @ 30 per CESA	\$360,000	
	Subtotal		\$375,000
Suicide Prevention	Hybrid approach to training/enhance online modules	\$5,000	
	SOS online access/training materials	\$5,000	
	Subtotal		\$10,000
SBIRT	No change	\$200,000	
	Subtotal		\$200,000
YMHFA	Increase number of free trainings	\$194,500	
	Subtotal		\$194,500
SEL	TOT for CESA trainers and coaches	\$35,000	
	SEL coaches training/support for 25 schools @\$2000	\$50,000	
	Contract to develop assessment tools	\$75,000	
	\$1000 start-up monies/school @ 30 per CESA (12)	\$360,000	
	Subtotal		\$520,000
Bullying Prevention	Create online module for parents and caregivers, Revise bullying website and revise brochure	\$6,000	
	Subtotal		\$6,000
TOTAL		\$1,580,000	\$1,580,000

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6014 – SUPPORT FOR THE YOUTH RISK BEHAVIOR SURVEY

101 – General program operations s. 20.255 (1) (a)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$150,000	\$150,000
Less Base	\$0	\$0
Requested Change	\$150,000	\$150,000

Request

The department requests \$150,000 GPR in FY20 and \$150,000 GPR in FY21 to cover expenses associated with the purchase and maintenance of a statewide survey data system, including obtaining licenses for department staff who will work with the survey data system, as well as for staff located in county public health departments, CESAs, and all school districts.

Background

The Youth Risk Behavior Survey (YRBS) is an anonymous survey of high school and middle school students. The survey is sponsored by the Centers for Disease Control and Prevention (CDC). There is a national YRBS that produces nationwide statistics, and almost every state conducts its own YRBS. Wisconsin conducts its statewide survey every two years and also allows schools to conduct their own version of the survey. Students are not identified and precautions are in place to ensure that student responses remain anonymous and confidential.

The YRBS is a unique data source across a number of high-value topics that serve as indicators of students' physical, emotional, and mental health, including mental health, suicidal ideation, school belonging and other protective factors, school safety, alcohol, tobacco, and drug use, sexual behavior, bullying, social media and technology use, traffic safety, physical health and nutrition, trauma, and adversity.

YRBS Data and Reports

In conjunction with the CDC, the department has conducted a formal, statewide survey every two years since 1993. The department produces state-level reports every two years that are used by a wide variety of state, local and academic stakeholders. The Wisconsin Department of Health Services (DHS) uses YRBS results to set public health goals and determine levels of need for youth resources in domains such as mental health, alcohol/tobacco/drug use, sexual behavior, and interpersonal violence. University partners use the data for research linking student wellbeing and academic outcomes (such as graduation), and results are presented to a wide variety of school professional organizations and initiatives across the state. Advocacy groups for topics such as mental health, disability rights, racial equity, and Lesbian, Gay, Bisexual, and Transgender (LGBT) youth, use the YRBS to highlight disparities between student groups and to advocate for appropriate programs and interventions. Journalist and media outlets use YRBS data to highlight state and local issues. For instance, enhancing the use of the YRBS was a key recommendation of USA Today Network's Kids in Crisis series.

Participating schools use their local data to track the health and wellbeing of their student population, to drive programming decisions, and to evaluate initiatives. In some areas, law enforcement uses the results to inform their work on drug use and underage drinking. The Wisconsin DHS builds YRBS measures into their suicide prevention grants. County health departments use the local data to inform local health initiatives and to drive county health plans. Some schools and counties also use the results for social norms campaigns, to raise awareness of issues such as drunk driving, dating violence, and bullying. YRBS results are also used to generate conversations with youth about today's risks. These conversations can be part of health classes, student focus groups, or public forums. Parents, school boards, and school administrators use local results to highlight successes as well as areas to better address. Health care systems request the data and sometimes partner with schools and counties to better understand the health risks and habits of youth in their area.

Upgrading the YRBS Data System

Wisconsin's official state survey has been conducted using paper and pencil since it began administering the YRBS, in 1993. Starting in 2007, the department created an online YRBS platform that schools and their partners could use (at no charge) to conduct their own local version of the YRBS voluntarily. The system has always been widely used by districts and CESAs. However, in recent years, demand for this type of data has grown considerably. About 400-500 middle and high schools conduct the YRBS, and nearly 90,000 students respond to the survey, each year. Approximately one-third of county health departments are involved in collecting data on a county-wide basis, with more counties planning to join in 2019. In recent years, schools from 68 counties participated in the YRBS.

Starting in 2019, the department plans to administer its formal state survey online as well. This will be a far more efficient way to administer the survey, process data, and produce reports, as well as being more convenient for schools. Since 2007, the department has had the same vendor for the YRBS survey software. While the online survey system (for local surveys) was revolutionary at the time, it has since become outdated and is no longer supported by the vendor. In 2018, this resulted in a number of system crashes and errors that inconvenienced schools and consumed considerable staff time. Thus far, the department has received federal grant funds from the CDC for administration of the YRBS. These funds will expire during FY19.

The department is upgrading to a modern system that will also provide users access to an interactive dashboard, to make better use of survey data, as well as to better respond to their schools' particular data needs. The new system will also better integrate with other department data systems and is flexible enough to be used for other survey efforts beyond the YRBS. In addition, the new system will allow department staff to be more responsive to the needs of the field because it provides more direct access to the data and system settings.

The department estimates \$100,000 GPR annually is required to purchase, update, and maintain a statewide YRBS data system. This estimate include the cost of obtaining software licenses for relevant department staff. The department estimates it will cost an additional \$50,000 GPR annually for software licenses for relevant non-department staff, including staff working in county public health departments, CESAs, and all school districts.

Proposal

The department requests \$150,000 GPR in FY20 and \$150,000 GPR in FY21 to cover expenses associated with updating the statewide YRBS data system, including purchase of software, obtaining licenses for all relevant DPI staff and other uses, and ongoing system maintenance costs.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6021 – SPARSITY AID

255 – Sparsity aid
s. 20.255 (2) (ae)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$35,000,000	\$35,000,000
Less Base	\$25,213,900	\$25,213,900
Requested Change	\$9,786,100	\$9,786,100

Request

The department requests a total increase of \$9,786,100 GPR in FY20 and \$9,786,100 in FY21 to fully fund the Sparsity Aid categorical aid program, based on projected membership in eligible school districts. The amount requested reflects the department’s proposal to create a second tier of eligibility within the program, to expand eligibility for Sparsity Aid to school districts that have sparse student populations and 746 or more members. Under the department’s proposal, districts meeting the second tier criteria would be eligible to receive aid in the amount of \$100 per member.

In addition, the department requests a statutory change to the Sparsity Aid program to provide the “stopgap” payment for one year to districts that lose eligibility for Sparsity Aid because the district no longer meets the sparsity criteria (fewer than ten members per square mile). The stopgap payment would equal 50 percent of the district’s prior year aid payment.

Background

Many of the state’s small, rural school districts face a similar set of issues, including a lack of economies of scale, low median income, and large geographic boundaries. A greater percentage of rural districts (as opposed to urban or suburban) are also experiencing declining enrollment, which further exacerbates the challenges associated with these issues.

For these small, rural school districts, their relatively large geographic size and distance from neighboring schools, compounded in many districts by declining enrollment, result in relatively larger costs per student, just to maintain operations (e.g., for instruction, transportation, administration, and facilities). In addition, some of these school districts with sparser student populations are among the state’s lowest wealth districts, in terms of average income; they often have poverty rates higher than the state average, higher total transportation costs, and in some cases, relatively high property value per member, compared to other districts.

In the general school aid formula, a school district’s “ability to pay” is measured by the district’s equalized property value per member. The higher the district’s property value per member, relative to other school districts, the lower the percentage of that school district’s shared costs that are reimbursed in the state’s general aid formula. As a result, districts that are aided at a lower percent of shared costs must rely more heavily on the local tax levy to maximize revenues, within the framework of state imposed revenue limits. For school districts with sparse student populations, the greater reliance on property taxes within revenue limits, combined with lower than average median incomes within their communities, makes the

prospect of raising property tax revenues outside the revenue limits (i.e., via referendum) to increase resources for school district operations more challenging.

Legislative History

In response to these issues, the state superintendent's 2005-07 budget request included a \$24 million GPR Sparsity Aid proposal as part of the Rural Initiative. The proposal was not included in either the governor's or the legislature's biennial budget proposals. However, a scaled-down Sparsity Aid proposal was eventually adopted under 2007 Act 20 (Act 20, the 2007-09 biennial budget).

As initially created under Act 20, eligibility for Sparsity Aid required a school district to meet all of the following criteria:

- membership in the prior year of no more than 725;
- fewer than 10 members per square mile of district attendance area (referred to as "sparsity"); and
- at least 20 percent of the school district's membership in the previous school year was eligible for a free or reduced-price lunch (FRL) under the National School Lunch Program.

In the first year of the program, \$150 per member was awarded to districts that met the membership and sparsity criteria and whose FRL percentage was between 20 percent and 50 percent; eligible districts whose FRL percentage exceeded 50 percent received \$300 per member. In the years that followed, a school district was eligible to receive \$300 per member as long as they met the 20 percent FRL threshold, in addition to meeting the membership and sparsity criteria.

The Sparsity Aid program was modified in several ways following the inception of the program, and funding was adjusted in each biennial budget. The Sparsity Aid appropriation was significantly increased under 2009 Act 28 (the 2009-11 biennial budget), from \$3,517,100 GPR in FY10 to \$14,948,100 GPR in FY11. This allowed the per member payment to rise from \$69 to \$282.

The Sparsity Aid appropriation was reduced to \$13,453,300 in FY12 and FY13 due to budget cuts under 2011 Wisconsin Act 32 (the 2011-13 biennial budget). While the eligibility for aid remained at \$300 per member, the funding reduction resulted in more deeply prorated payments, down to \$241 per member in FY12 and \$246 per member in FY13. The 2013-15 biennial budget (2013 Wisconsin Act 20) maintained base funding, but with more districts gaining eligibility (and more members on behalf of whom aid payments were made), per member payments were further prorated, down to \$237 per member in FY14 and \$236 per member in FY15.

Under 2015 Wisconsin Act 55 (Act 55, the 2015-17 biennial budget), the FRL criteria for districts to qualify for Sparsity Aid was eliminated. Act 55 also appropriated an additional \$4,220,700 GPR in FY16 and FY17 to fully fund estimated payments for the Sparsity Aid program. As a result, Sparsity Aid payments were fully funded (not prorated) for the first time in FY16; aid payments were prorated to 97 percent in FY17.

The program was further modified under 2015 Wisconsin Act 305 (Act 305) to create a second round of aid eligibility determination for school districts that lose eligibility for Sparsity Aid due to membership increases. Act 305 stipulated that if the appropriation were not fully expended after the initial round of eligibility determination, and if there were any districts that lost eligibility due to membership exceeding the 725 member threshold, the department must calculate a second round of aid for the districts that lost eligibility. Of note, this provision did not apply to districts that lost eligibility due to exceeding the sparsity criteria (fewer than ten members per square mile). In addition, Act 305 increased the membership cap for receiving Sparsity Aid, from 725 to 745, first effective for Sparsity Aid distributed in FY17.

Further changes were made to the Sparsity Aid program in the 2017-2018 legislative session. Under 2017 Wisconsin Act 59 (Act 59, the 2017-19 biennial budget), the aid entitlement created under Act 305 was replaced with a stopgap payment. Under this provision, school districts will receive 50 percent of the Sparsity Aid amount received in the prior year, if the school district no longer meets the membership criteria (now 745 or fewer members). This provision was first effective for aid distributed in FY18.

Additionally, Act 59 provides that for school district consolidations that occur on or after July 1, 2019, the consolidating districts will receive no less than 50 percent of the aggregate amount of Sparsity Aid received by the consolidating school districts in the school year prior to the school year in which the consolidation takes effect and in each of the subsequent four school years.

Finally, 2017 Wisconsin Act 141 increased the Sparsity Aid payment for eligible school districts to \$400 per member, beginning in FY19. An additional \$6,454,600 GPR was committed to the appropriation to fully fund the higher per-member payment amount.

If the appropriation in any fiscal year is insufficient to pay the full amount of aid for regular eligibility, stopgap payments, or consolidation-related payments, the department must prorate the payments among all eligible school districts. History of the appropriation, proration and eligible districts and members can be found in Table 1 below.

Table 1. Sparsity Aid Appropriation and Proration History

Year	Appropriated Amount	Per Member Amount	Proration	# Eligible Districts	# Eligible Members
FY09	\$3,644,600	\$134/\$67*	45%	98/12	49,612
FY10	\$3,517,100	\$69	23%	115	50,974
FY11	\$14,948,100	\$282	94%	123	53,083
FY12	\$13,343,300	\$241	80%	130	55,854
FY13	\$13,343,300	\$246	82%	129	54,649
FY14	\$13,343,300	\$237	79%	133	56,673
FY15	\$13,343,300	\$236	79%	133	56,970
FY16	\$17,674,000	\$300	100%	137	57,728
FY17	\$17,674,000	\$291	97%	141	60,702
FY18	\$18,496,200	\$297	99%	144	62,377
FY19**	\$25,213,900	\$400	100%	144/2	62,146

* In the first year of the program, districts that met the membership and sparsity criteria whose FRL percentage was between 20 percent and 50 percent were eligible for \$150 per member; eligible districts whose FRL percentage exceeded 50 percent were eligible for \$300 per member.

** Reflects an increase to the appropriation of \$6,454,600 GPR under 2017 Act 141. Actual aid payments for FY19 were calculated at \$25,071,896. This includes two school districts that received a 50 percent stopgap payment due to membership increases. This was the first time stopgap payments were made since the provision was created in 2017 Act 59.

The recently enacted changes to the stopgap payment do create more stability for school districts that could lose eligibility for Sparsity Aid due to growing membership or district consolidation. However, there is the potential for payments for all entitled districts to be prorated, unless the legislature appropriates additional funding for this categorical aid, as the number of eligible districts increases. In addition, the changes to the Sparsity Aid statute have taken a fairly complicated, shorter term approach to help a few affected districts (i.e., awarding payments to only those districts that lost eligibility due to changes in membership, but not for changes in the sparsity factor).

The recent policy changes do not address the larger policy question: how best to support all districts that struggle with the challenges associated with relatively sparse student population and large geographic size. The department takes the position that the challenges arising from a sparse student population are of consequence to larger districts, just as they are to smaller districts.

Proposal

The department proposes to create a second tier of eligibility, at a lower per-member payment amount. Under the department’s proposal, districts that meet the sparsity criteria would be eligible for aid regardless of size; however, districts with 745 or fewer members would receive \$400 per member, while districts with more than 745 members (but still “sparse”) would receive \$100 per member.

Because there would no longer be a membership limit on eligibility for Sparsity Aid, a district would lose eligibility only if it no longer met the sparsity criteria. The department therefore requests that the program be modified to provide the stopgap payment (50 percent of the prior year aid payment) to districts that no longer meet the sparsity criteria. A projection of eligible districts and estimated costs under the tiered approach is shown in Table 2 below.

Table 2. Two-Tier Sparsity Aid Estimated Costs and Eligible Districts

	FY20	FY21
<u>Current Law - \$400/member (Membership ≤745)</u>		
Estimated Cost	\$24,539,600	\$24,622,400
Eligible Members	61,349	61,556
Eligible Districts	144	146
<u>Additional Tier - \$100/member (Membership >745)</u>		
Estimated Cost	\$10,305,200	\$10,171,500
Eligible Members	103,051	101,715
Eligible Districts	85	84
“Stop-Gap” Eligible Districts	0	0
TOTAL Estimated Cost	\$34,844,800	\$34,793,900
Requested Appropriation*	\$35,000,000	\$35,000,000
FY19 Base Appropriation	\$25,213,900	\$25,213,900
Requested Change to Base	\$9,786,100	\$9,786,100

*The department proposes rounding the appropriation to the nearest million.

The department projected membership at the district level, using a trend analysis of membership over several years, to predict membership for FY19 and FY20, in order to estimate costs of expanding and fully funding the program. Those projections demonstrate continued growth in the number of school districts eligible for Sparsity Aid, even at the current law criteria for size and sparsity. According to the department’s projections, no school district would fall out of eligibility in FY20 or FY21.

Under the department’s proposal, all districts facing the challenges associated with having a sparse student population and operating in a geographically large attendance area will benefit from additional state support, and will experience less drastic changes in Sparsity Aid payments from year to year.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6022 – PUPIL TRANSPORTATION AID

210 – Aid for pupil transportation s. 20.255 (2) (cr)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$24,000,000	\$24,000,000
Less Base	\$24,000,000	\$24,000,000
Requested Change	\$0	\$0

Request

The department requests two statutory language changes to the Pupil Transportation Aid program, under Wis. Stat. sec. 121.58. First, increase the amount paid to school districts and independent charter schools for each student it transported over 12 miles to and from the school attended in the regular school year, from \$365 to \$375. Second, eliminate the requirement that the department prorate aid payments for summer and interim session transportation based on the number of days a student rides the bus.

Background

Under current law, school districts are required to provide transportation services to resident public and private school students enrolled in regular education programs if the student resides more than two miles from the nearest public school they are entitled to attend. State aid is paid to school districts based on the number of students who are transported within mileage categories that are specified in statute. Aid is also paid from this appropriation for any district that must transport students over ice. Just one district in the state (Bayfield) receives this type of transportation aid payment (\$19,875 in FY18). Independent charter schools, under Wis. Stat. sec. 118.40 (2r) and (2x) are also eligible to claim aid for students transported (same reimbursement rates apply as for public school districts). In this paper, where appropriate, the term local educational agencies (LEAs) is used to refer collectively to school districts and independent charter schools.

Transportation costs vary widely among school districts, from \$20 per student in some districts, to more than \$1,935 per student in others. Several factors affect school district transportation expenditures, including labor, maintenance, and insurance costs. Geographically large, rural districts that transport students significant distances have been hit the hardest due to the longer bus routes.

In FY17, the most recent year for which comparative cost information is available, school districts across the state spent \$442,498,100 on student transportation (excluding extracurricular events and field trips). Total transportation costs thus account for roughly four percent of all K-12 expenditures in Wisconsin's public school districts. When looking at just school districts' general fund transportation expenditures (i.e., non-special education related transportation), transportation expenditures totaled \$353.6 million in FY17. Total payments to school districts (net of payments to independent charter schools) under the Pupil Transportation Aid program have provided aid amounts equal to approximately 6.75 percent of adjusted general fund transportation expenditures each year, over the past five years (FY14 through FY18).

In addition to the Pupil Transportation Aid program, school districts with relatively high transportation costs per student (member) are eligible for High Cost Transportation Aid, as created under 2013 Act 20

(the 2013-15 biennial budget). Currently funded at \$12.7 million annually, the High Cost Transportation Aid program provides aid based on eligible expenditures above a statutorily-defined threshold. In FY18, the two transportation aid programs combined provided aid to school districts equal to approximately ten percent of districts' adjusted general fund transportation costs. For more information about the High Cost Transportation Aid program, see DIN 6023.

Funding and Rate History

Beginning with 2005 Act 25 (Act 25, the 2005-07 biennial budget), the Pupil Transportation Aid program has received attention as the primary mechanism to aid school districts for transportation costs. Prior to Act 25, funding for this aid program had not been increased since FY91. Act 25 increased the appropriation for this aid program, from \$17.7 million in FY05, to \$20.7 million in FY06 and then \$27.3 million in FY07. Thereafter, the appropriation was held constant until across-the-board budget cuts were implemented in the 2009-11 biennial budget (3.5 percent reduction), and again in the 2011-13 budget (10 percent reduction). By FY13, the appropriation was \$23.7 million, and remained at that level until it was increased modestly, to \$24.0 million, under 2017 Act 59 (Act 59, the 2017-19 biennial budget).

The reimbursement rates for the various mileage bands has been modified over time as well. As demonstrated in Table 1 below, rate increases have been provided primarily for the highest mileage category, as a way to target the state's resources to support rural school districts facing the challenges of transporting students over significant distances.

Table 1. Pupil Transportation Aid Reimbursement Rates

Mileage Band	FY06	FY07	FY08- FY13	FY14- FY15	FY16- FY17	FY18- FY19
<i>School Year</i>						
0-2 miles (hazardous areas)	\$12	\$15	\$15	\$15	\$15	\$15
2-5 miles	\$30	\$35	\$35	\$35	\$35	\$35
5-8 miles	\$45	\$55	\$55	\$55	\$55	\$55
8-12 miles	\$82	\$110	\$110	\$110	\$110	\$110
12 or more miles	\$150	\$180	\$220	\$275	\$300	\$365
<i>Summer/Interim Session</i>	<u>FY06-F17</u>					<u>FY18- FY19</u>
2-5 miles	\$4					\$10
5 or more miles	\$6					\$20

Most recently, Act 59 increased the reimbursement rate for students transported over 12 miles, from \$300 to \$365 per student, beginning in FY18. Additionally, Act 59 increased the reimbursement rate for students transported to and from summer/interim session –the rates for which had never been increased previously – from \$4 to \$10 per student (mileage band: two to five miles), and from \$6 to \$20 per student (mileage band: five or more miles).

Act 59 also eliminated the proration of aid payments for students who ride fewer than 90 days during the regular school year. This change was requested by the department as part of its 2017-19 budget request. The department had also requested to eliminate the proration of summer/interim session payments for students riding fewer than 15 days to and from summer/interim session. While that change was not included in Act 59, the stated intent in the governor's 2017-19 budget proposal was to approve the department's request for changes to the Pupil Transportation Aid program; the omission of the summer/interim session proration change was deemed an oversight. The 2017-19 biennial budget

provided an additional \$45,000 GPR in FY18 and FY19 to fully fund estimated aid eligibility under this program, bringing the appropriation to its current level of \$24,000,000 GPR annually.

During the FY18 school year, 416 of 421 school districts, and 8 of 23 independent charter schools, received state aid for transporting 470,431 public school students and 30,147 private school students. For FY18, the appropriation exceeded the amount of approved claims paid in full in January 2018. Including the set aside for transportation over ice, the nearly \$254,000 balance was then distributed back to school districts and charter schools in the second aid payment in June 2018, as required under state law. Table 2, below, shows the ridership and current law payments for each mileage band.

Table 2. FY18 Pupil Transportation Aid (Based on FY17 Ridership)

Distance Traveled (One Way)	# of Public School Students Transported	# of Non-Public School Students Transported	Total Students Transported	Current Rate Per Student	Total Aid Eligibility
<i>Regular School Year Ridership</i>					
0-2 miles (hazardous areas)	118,480	3,951	122,431	\$15.00	\$1,836,465
2-5 miles	184,841	14,318	199,159	\$35.00	\$6,970,565
5-8 miles	79,640	7,262	86,902	\$55.00	\$4,772,610
8-12 miles	35,444	3,284	38,728	\$110.00	\$4,260,080
12 plus miles	13,728	1,054	14,782	\$365.00	\$5,395,430
Regular School Year Total	432,133	29,869	462,002		\$23,235,150
<i>Summer/Interim Session Ridership</i>					
2-5 miles (1-15 days)	4,933	42	4,975	\$5.00	\$24,875
5 plus miles (1-15 days)	7,869	107	7,976	\$10.00	\$79,760
2-5 miles (Over 15 days)	13,359	33	13,392	\$10.00	\$133,920
5 plus miles (Over 15 days)	11,459	83	11,542	\$20.00	\$230,840
Summer/Interim Session Total	37,620	265	37,885		\$469,395
Grand Total	469,753	30,134	499,887		\$23,704,545
Appropriation					\$24,000,000
Balance redistributed (reflects \$35,000 set aside for transportation over ice)					\$260,455

Proration of Transportation Aid

Under prior law, the department was required to prorate transportation aid payments for students who rode 90 or fewer days in a school year, and 15 or fewer days during summer/interim session. In its 2017-19 budget request, the department requested the elimination of the requirement to prorate aid payments, arguing that school districts and charter schools have to establish routes at the beginning of a school year (or summer/interim session), assuming full ridership for the whole period of time. The districts' costs of running buses along established routes every day is the same whether some students ride the bus for the entire, or for less than half of, the school year or of the summer or interim session.

While Act 59 eliminated the proration of aid payments for the school year, the bill did not eliminate the proration for summer/interim session transportation aid payments (this omission was deemed an oversight). For summer/interim session transportation aid, the department currently prorates payments (to half of the statutory rate for each mileage band) for students riding 15 or fewer days, to comply with state law. The department again requests the elimination of the requirement to prorate transportation aid payments for summer/interim session. This change would alleviate the administrative burden on LEAs associated with reporting ridership during the summer/interim session (i.e., students riding 15 or fewer

days and students riding more than 15 days), and would recognize the full actual costs to school districts associated with transporting students, consistent with the treatment of transportation aid for the regular school year.

Full Distribution of Transportation Aid Appropriation

The appropriation for Pupil Transportation Aid is an annual appropriation, meaning that uncommitted amounts lapse to the state's general fund at the close of each fiscal year. The lapse requirement applies to the Pupil Transportation Aid appropriation; however, 2011 Act 105 modified the statute to require the department to distribute all funds appropriated under Wis. Stat. sec. 20.255 (2)(cr). This means that if the approved claims for transportation aid for all LEAs is less than the amount appropriated, the department must distribute the remaining amount on a proportional basis, per Wis. Stat. sec. 121.58 (6)(b).

Since FY11, when this statutory provision became effective, the state appropriation has been sufficient to pay all transportation aid claims in full. Thus, the department has provided a second round of transportation aid to school districts in each year since FY11 (initial aid payments occur in January and the second round payment occurs in June). For aid payments in FY18, the amount that was distributed in the second round was \$253,455 (1.1 percent of the transportation aid appropriation).

Proposal

The department proposes to modify the Pupil Transportation Aid program so as to increase the reimbursement rate for students transported 12 or more miles, from \$365 to \$375 per student. The department also proposes eliminating the proration of aid payments for summer/interim session, such that one rate would be paid for each student transported, regardless of the number of days transported during the summer/interim session.

The department projects that if the proposed changes were enacted, it is likely that the appropriation would be fully distributed in one round of aid eligibility determination. School districts would receive their full aid payment in January, rather than waiting until June for a second round payment.

Increasing the rate for students who are transported 12 or more miles will provide additional aid to geographically large, rural districts, which incur some of the highest per student transportation costs in the state. Increasing the summer/interim session rates will benefit those districts that transport students for summer/interim session, and may incentivize schools to provide transportation for students attending summer/interim sessions. .

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6023 – HIGH COST TRANSPORTATION AID

211 – Aid for high cost transportation
s. 20.255 (2) (cq)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$15,000,000	\$15,000,000
Less Base	\$12,700,000	\$12,700,000
Requested Change	\$2,300,000	\$2,300,000

Request

The department requests an increase of \$2,300,000 GPR in FY20 and FY21 to increase the reimbursement rate for the High Cost Transportation Aid categorical aid program from 84.9 percent (FY18) to 100 percent of eligible expenditures. The department also requests a change to statutory language to eliminate the \$200,000 cap on total “stopgap” payments, whereby school districts that have lost eligibility for High Cost Transportation Aid receive an aid payment equal to 50 percent of its prior year aid award (prorated, if necessary). The amount required to fully fund all stopgap payments is included in the requested change to base. In addition, in order to fully fund stopgap payments, a statutory change will be required to eliminate the current law limit of \$200,000 for stopgap payments.

Background

The High Cost Transportation Aid program was created under 2013 Act 20 (Act 20, the 2013-15 biennial budget) to provide additional transportation aid to school districts with relatively high per member transportation expenditures. As created by Act 20, a school district is eligible for aid if the district’s transportation expenditures per member exceed 150 percent of the statewide average transportation expenditures per member, based on audited information from the prior fiscal year. District transportation expenditures above the eligibility threshold are eligible for aid. If the appropriation is insufficient to pay the full amount, payments to school districts are prorated. For purposes of determining eligibility for High Cost Transportation Aid only the “regular” transportation expenditures from a district’s general fund are included in the calculation of transportation expenditures per member (i.e., transportation expenditures supported by federal or state special education categorical aids are excluded).

The High Cost Transportation Aid program is intended to provide additional aid to districts that cannot achieve economies of scale due to low student population density and larger geographic area. These districts must transport students longer distances and have fewer students (members) for whom they receive state aids; thus, their transportation programs are, by virtue of their size and area, less efficient than more densely populated, smaller area districts. To achieve the greatest benefit for the school districts, the department requests additional funding for this aid program, in order to fully reimburse school districts for all eligible expenditures.

Funding and Aid Proration History

Act 20 appropriated \$5,000,000 GPR in FY14 and in FY15 for High Cost Transportation Aid, providing reimbursement to 128 eligible school districts. As of FY15, the appropriation was sufficient to reimburse 32.5 percent of eligible expenditures.

The legislature added \$2,500,000 GPR in both FY16 and FY17 under 2015 Act 55 (Act 55, the 2015-17 biennial budget). This increase was intended to increase the reimbursement rate to 50 percent of eligible expenditures. Act 55 also added a new eligibility requirement for the program, under which only those districts with a student population density of 50 students per square mile or less are eligible to receive the aid. Aid was prorated at 60.4 percent in FY16 and 51.6 percent in FY17.

Under 2017 Act 59 (Act 59, the 2017-19 biennial budget), the appropriation was increased by \$5,000,000 GPR in both FY18 and FY19 to fully fund estimated aid eligibility in the 2017-19 biennium, as requested by the department. The department’s request to add \$200,000 GPR to the appropriation in FY18 and FY19 to pay for the proposed stopgap payment was also approved. The stopgap payment provides a one-year aid payment equal to 50 percent of a district’s prior year aid payment if the district has lost eligibility for High Cost Transportation Aid. As enacted in Act 59, the \$200,000 amount that the department identified as the estimated cost of stopgap payments was created as a cap on stopgap payments; thus, under current law, the sum of all stopgap payments cannot exceed \$200,000 (stopgap payments are subject to proration). The legislature further modified this program under Act 59, by lowering the eligibility threshold from 150 percent to 145 percent of the statewide average transportation expenditures per member.

While the department’s request to fully fund eligible costs was approved under 2017 Act 59, aid eligibility was greater than the estimates that were the basis of that request. The reimbursement rate for High Cost Transportation Aid in FY18 was 84.9 percent, and can be attributed in part to the change in the eligibility threshold, from 145 percent to 150 percent of statewide eligible costs per member. First, this change extended eligibility to four new school districts: Big Foot UHS, Loyal, Melrose-Mindoro, and Westby Area; and second, lowering the eligibility threshold also resulted in currently eligible school districts receiving aid on a greater share of aidable costs. Finally, while \$200,000 was added to fund the stopgap payments, that amount is not sufficient to fully fund school districts that qualified for the stopgap payment. The 13 school districts that qualified for stopgap aid in FY18 received only 51% of what they would have otherwise been entitled, absent the \$200,000 limitation on stopgap payments and insufficient funding.

Table 1. High Cost Transportation Aid History and Estimates (Funding and Aid Payments)

Fiscal Year	REGULAR AID ELIGIBILITY					STOPGAP PAYMENT ELIGIBILITY			
	Eligibility Threshold	Eligible Districts	Eligible Expenditures (Prior Year)	Appropriation	Aid Proration (net of Stopgap)	Eligible Districts**	Maximum Aid (50% of Prior Year)	Prorated Payments	Proration Rate
FY14	150%	128	\$14,843,704	\$5,000,000	33.7%	n/a			n/a
FY15	150%	135	\$15,598,287	\$5,000,000	32.1%	n/a			n/a
FY16*	150%	128	\$12,422,117	\$7,500,000	60.4%	n/a			n/a
FY17	150%	123	\$14,529,262	\$7,500,000	51.6%	n/a			n/a
FY18**	145%	126	\$14,731,973	\$12,700,000	84.9%	13	\$389,607	\$200,000	51.3%
FY19 (est.)	145%	?	\$14,425,069	\$12,700,000	86.7%	?	\$400,000	\$200,000	50.0%
FY20 (est.)	145%	?	\$14,600,000	\$15,000,000	100.0%	?	\$400,000	\$400,000	100.0%
FY21 (est.)	145%	?	\$14,600,000	\$15,000,000	100.0%	?	\$400,000	\$400,000	100.0%

* FY16 was the first year for which the student density factor (50 or fewer members per square mile) was in effect.

**FY18 was the first year for which the stopgap payment (50% of prior year's aid payment for districts that lost eligibility) was in effect. There were 13 districts eligible for a stopgap payment; they received a total of \$200,000 in aid (with \$389,607 in eligibility, aid was prorated at 51.3%).

As indicated in Table 1, above, eligible expenditures in the first five years of the High Cost Transportation Aid program do not follow a discernable trend. As such, it is difficult to estimate the projected cost to the state of funding High Cost Transportation Aid at 100 percent of eligible transportation expenditures and to fully fund total stopgap payments at 50 percent of eligible districts' prior year aid award.

The department estimates that \$2.3 million above the current base funding level would be required, in FY20 and in FY21, to cover 100 percent of aidable costs, including stopgap payments. This estimate is based on the cumulative average of eligible expenditures in each year, and an assumption that the stopgap eligibility will remain at approximately \$400,000. Total aid eligibility is estimate at \$14.83 million in FY20 and \$14.85 million in FY21. To ensure no proration of aid payments, the department proposes raising the appropriation for High Cost Transportation Aid to \$15.0 million for both FY20 and F21. Should the appropriation not be fully expended, the unexpended funds would lapse to the state's general fund at the end of each fiscal year (i.e., current law does not permit distribution of remaining funds, as it does for the Pupil Transportation Aid program).

Proposal

The department requests \$2.3 million GPR in both FY20 and FY21, to fully fund the projected aid eligibility for the High Cost Transportation aid program. In order to fully fund stopgap payments, a statutory change will be required to eliminate the current law limitation (\$200,000) on total stopgap payments. As a result of this propped change, if the appropriation is insufficient to pay the full amount to all school districts entitled to aid under the program in future years, the department will prorate High Cost Transportaion Aid for all districts at the same rate. This is similar to how current law addresses propration of Sparsity Aid, which also has a stopgap provision for districts that lose eligibility for aid under that program.

Statutory Language

The department is proposing statutory language related to this request.

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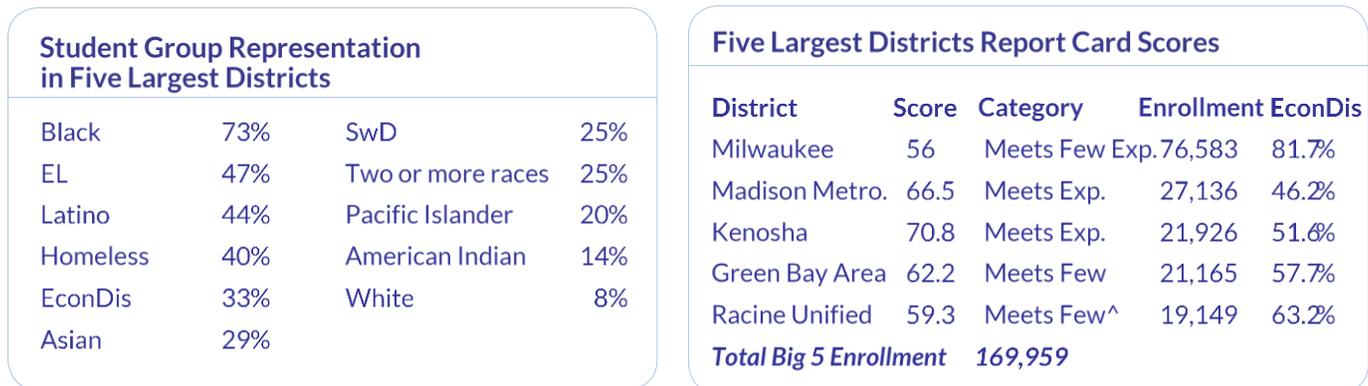
DPI 2019-21 BIENNIAL BUDGET REQUEST

IMPROVING ACHIEVEMENT AND EXPANDING EXCELLENCE IN URBAN SCHOOL DISTRICTS

Urban Excellence Initiative Summary

The five largest school districts in Wisconsin educate roughly 20 percent of the 860,000 students in the state. In addition, these same five districts represent disproportionate shares of student groups who experience the largest academic achievement gaps in Wisconsin’s schools (see Figure 1, below). As such, they are key partners in developing the larger framework, and the specific investments to be made, in order to eliminate the gaps.

Figure 1. Five Largest School Districts in Wisconsin – Demographic Data



[^]For the 2016-17 report cards, districts with large score fluctuations were noted with a [^] notation. It is unclear if the score change accurately reflects the amount of change in performance or a symptom of statistical volatility.

In conjunction with the state’s planning around the Every Student Succeeds Act (ESSA), the department is proposing to enhance student learning and close the achievement gaps in the Big Five districts, through expanded state funding that will be targeted to five specific interventions. These recommendations were developed in conjunction with the leaders in Wisconsin’s five largest school districts (collectively, the “Big Five”), based on their feedback and advice. The Big Five districts are:

- Green Bay Area Public School District
- Madison Metropolitan School District
- Milwaukee Public Schools
- Kenosha Unified School District
- Racine Unified School District

All students in Wisconsin deserve an excellent K-12 education, one from which they will to graduate academically prepared, socially and emotionally competent, and ready to succeed in their postsecondary educational path, their work, and their communities. With this principle in mind, the department proposes its Urban Excellence Initiative, to improve academic achievement and expand excellence in large urban school district in the state. The department’s initiative is summarized directly below, and detailed in the DINs following this summary.

Proposal

The recommendations below flow from five foundational components of the Urban Excellence framework. More information about the programs, and the requested funding increases, are found in the five DINs following this summary.

1. High Quality Early Childhood Education – create a new state grant program to provide funding for Big Five districts to start up a new, or expand an existing, early childhood education program (i.e., three-year old kindergarten, or 3K), to ensure all children have a great start to school. As part of the department’s Fair Funding for our Future proposal, all school districts would also be able to count 4K students a 1.0 FTE (rather than just 0.50 or 0.60 FTE) if they offer a full day 4K program.
2. Additional Learning Time – expand the current law Summer School grant program. Under current law, only Milwaukee Public Schools is eligible for the summer school grant. This proposal makes all of the Big Five districts eligible for summer school grant, to support summer learning and intersession opportunities.
3. Great Teachers – enhance payments for National Board Certified Teachers and Master Educator license holders who teach in very high poverty schools in the state, with a higher payment for those teaching in a very high poverty school in one of the Big Five school districts. This will encourage more educators to pursue certification and teach in very high poverty schools, paving the way to an equitable distribution of highly qualified teachers for all of Wisconsin’s students.
4. Great Leaders – expand the Wisconsin Urban Leadership Institute to expand training, coaching, and support for principals in all of the Big Five school districts.
5. Collaboration with Community Partners – support learning lab projects to harness adjacent sectors and engage community organizations in the communities of the Big Five school districts, to address contextual factors impacting learning and improve student achievement.

All students in Wisconsin deserve an excellent K-12 education, one from which they will graduate academically prepared, socially and emotionally competent, and ready to succeed in their postsecondary educational path, their work, and their communities. Implementing the funding investments outlined in the department’s Urban Excellence Initiative will be a vital step towards improving achievement, eliminating gaps, and expanding excellence in Wisconsin’s largest districts.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6025 – EXPANDING EARLY CHILDHOOD EDUCATION OPPORTUNITIES

284 – *Early childhood education grants*
s. 20.255 (2) (dm) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$5,000,000
Less Base	\$0	\$0
Requested Change	\$0	\$5,000,000

Request

The department requests an increase of \$5,000,000 GPR beginning in FY21 to create an early childhood education grant program to provide support to the state’s very large urban districts to either start up a new or expand an existing program offering high quality early childhood education to children in the district.

Under the department’s Urban Excellence Initiative, the five largest school districts in the state have been identified for additional state funding, to support programs that will enhance learning opportunities for students. High quality early childhood education is one of five components of the larger initiative to improve academic achievement and eliminate achievement gaps among student groups.

Background

Early childhood education (ECE) is broadly defined as the teaching of little children [formally and informally] up through the age of eight (National Association for the Education of Young Children). In the context of public education, ECE is more often understood to refer to the education of young children prior to their entry into formal school, generally around age five, into a five-year-old kindergarten (5K) classroom. That is, ECE is thought of as preceding school in the traditional sense. It may be referred to as pre-school or pre-kindergarten (PK), or sometimes as three-year-old kindergarten (3K), particularly in areas where four-year-old kindergarten (4K) has become the norm.

How state education associations best support ECE, at the local and state level, is a question being debated across the country. Early childhood is described as an important period in a child's development, during which age-appropriate activities and instruction have significant, positive impacts on young children’s emotional, social, and intellectual development. The recognition of the importance of high quality ECE continues to grow, such that ECE is also now a professional designation, earned through a post secondary education program.

Four- and Five-Year Old Kindergarten in Wisconsin

All Wisconsin school districts offer kindergarten programs for five-year-old children. These 5K programs vary from district to district, with most being full day programs, some being part day, and many districts having the option of both. In the last few years, many more districts have begun to offer kindergarten programs to 4-year-old children. Currently, a large majority of Wisconsin school districts offer 4K to all children in their district, with only a handful of districts not offering a 4K program.

In recognition of the positive impacts associated with high quality ECE, Wisconsin invested in 4K in public schools. Beginning in FY09, the department was appropriated \$3 million GPR annually (later reduced to \$1.5 million, and then \$1.35 million, annually) to make 4K startup grants to school districts. The grant program provides an eligible school district with \$3,000 per 4K student in year one of implementation, and \$1,500 per 4K student in year two of implementation. The state recognized that lack of startup funds was a barrier to many school districts that were considering implementing a 4K program. This is because in Wisconsin, a very large share of each districts' revenue raising capacity is controlled by the district-specific limit on the total amount of state general aid and local property tax revenue that a district can raise (i.e., the district's "revenue limit").

An individual district's revenue limit is driven in large part by the three year rolling average count of students in the district. Thus, as a "new" student to the district's revenue limit pupil count, the 4K students enrolled in the first year of a 4K program generate very little revenue raising authority for the district – yet the district must be able to pay full cost of the program in the first year of operation. It takes three years before a student who is enrolled (for three consecutive years) to be "fully counted", that is, one full time equivalent (1 FTE) in the revenue limit formula. The 4K grant amounts represented an average per-student amount that a school district would not be able to capture within the revenue limit formula, in years one and two of a new 4K program.

The state's 4K startup grant has been successful in helping districts implement 4K programs. In FY08, 283 school districts in the state had a 4K program in place; that grew to 319 school districts with a 4K program in FY09, the first year of the 4K startup grants. The number of 4K programs has risen every year since, though the rate of growth has started to decelerate, as most school districts have a program in place. Of the state's 410 school districts that operate elementary grades (ten are Union High School districts with no elementary grades), only six districts do not offer 4K in the 2018-19 school year.

Research on Benefits of Early Childhood Education (4K Programs)

As enrollment in 4K in Wisconsin grew, so too did interest in measuring 4K's impact on child development. A variety of studies demonstrate the positive impact of these programs on children, society, and the economy. Some of these studies are noted below.

- A variety of national studies (including Reynolds, 2001 and Schweinhart, 2002) show substantial benefits to low income children participating in quality prekindergarten programming.
- Studies in several states (including Moreau, 2002 and Gormley, 2005) also demonstrate that prekindergarten participation benefits children from all income levels.
- Studies in states with programs similar to Wisconsin's 4K programs (including Barnett, 2005; Early, 2005; Gormley, 2003; Hustedt, 2008; and Lamy, 2005) find academic achievement and progress associated with participation in these programs.
- Researchers and many in the business community (Federal Reserve, 2003 and Partnership for America's Economic Success, 2010) have determined that investing in quality early childhood programs provides financial return on investment.

The National Center for Early Development and Learning study of State-Wide Early Education Programs (SWEEP) conducted a study that examined variations among prekindergarten programs in five states (Massachusetts, New Jersey, Texas, Washington, and Wisconsin). The study also related program variations to child outcomes at the end of prekindergarten and in kindergarten. Data collection, including direct assessment of children's early academic skills, took place in fall 2003 and spring 2004. Key findings related to children's progress are summarized below.

- In the spring of the 4K year, Wisconsin 4K students were above the national average on three of the four academic skills assessments having standardized national averages of 100, and scored particularly high on a letter-word identification subtest.
- Wisconsin students showed growth on all ten academic skills assessments between the pre-test and the post-test administrations. Gains were particularly noteworthy in students' ability to write their names and identify letters.
- Academic assessment information categorized by students' economic status showed that the performance of both poor and non-poor students improved between the fall 2003 pre-test and the spring 2004 post-test on all measures, but at both points, the scores of poor children were below their non-poor peers.
- Wisconsin 4K students improved on all nine dimensions in language and literacy. Pre-test ratings on the one-to-five scale ranged from a low of 1.53 to a high of 2.90, and post-test ratings ranged from a low of 2.22 to a high of 3.75.
- All four dimensions of children's social skills (assertiveness, frustration tolerance, task orientation, peer social skills) improved, while two of the three dimensions of children's behavior problems (conduct problems, internalizing problems, and learning problems) showed slight decreases.

Expanding State Support for Early Childhood Education

The state invested in school districts to expand 4K programs throughout the state, for the benefit of all children. Research on the positive impact of 4K and high quality ECE ("3K") suggests that some positive impacts are substantial for children from economically disadvantaged families.

The department proposes that a new grant program be created, beginning in FY21, to support the establishment and expansion of ECE/3K programming in the Big Five school districts in the state. Grant program parameters include the following:

- The department would make grants to the Big Five school districts based on the number of ECE/3K students enrolled in the current year, using the third Friday in September pupil count. Each ECE/3K student would count as one FTE for the purposes of the grant.
- The grant amounts would be provided at \$1,000 per ECE/3K student (regardless of whether a district already has an ECE/3K program in place).
- The ECE/3K students would not be counted by the school districts for the purposes of general aid or for revenue limits. (Current law permits districts to count three year olds served in a special education program at the school).
- The ECE/3K grants would be provided as a categorical aid, outside the district's revenue limit.
- Grant amounts would be prorated if the appropriation is insufficient to fully support grant eligibility.
- The department estimates that approximately 5,000 children would be enrolled in the Big Five school districts' ECE/3K programs in the first year of the program, FY21. This is roughly half of the projected number of age-eligible children in the five districts (based on current enrollments of 4K students in the districts).

Therefore, the department requests \$5,000,000 GPR beginning in FY21 to create an early childhood education grant program for the state's five largest school districts.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6026 –SUMMER SCHOOL GRANT PROGRAM

281 –Summer school grant program
s. 20.255 (2) (dj)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$5,000,000	\$5,000,000
Less Base	\$1,400,000	\$1,400,000
Requested Change	\$3,600,000	\$3,600,000

Request

The department requests an increase of \$3,600,000 GPR in FY20 and \$3,600,000 GPR in FY21 to increase the current law amount for the Summer School Grant to Milwaukee Public Schools (MPS), and to expand the grant program to the state’s largest urban school districts.

Under the department’s Urban Excellence Initiative, the five largest school districts in the state have been identified for additional state funding, to support summer learning and intersession opportunities. Additional learning time is one of five components of the larger initiative to improve academic achievement and eliminate achievement gaps among student groups.

Background

The summer school grant program was created by 2017 Act 59 (the 2017-19 biennial budget). Under current law a school district in a first class city (Milwaukee) is eligible to receive an annual grant of \$1.4 million for the purpose of developing, redesigning, or implementing a summer school program. Under Wis. Stat. sec. 115.447(1), MPS is the only school district that meets the current law eligibility criteria of being in a first class city. The first year for the summer school grant is FY19.

A research article titled [The benefits of voluntary summer learning programs for low-income students](#), written by Irene Mone (September 21, 2016) for the Flypaper blog of the Thomas B. Fordham Institute, summarizes the research and presents a clear, logical reason, why the state has a legitimate interest tackling summer learning loss:

Summer learning loss affects all children, but low-income students, who don't have the same access to enrichment opportunities as their more affluent peers, tend to fall further behind during these months, widening the already yawning achievement gaps. Voluntary summer learning programs are one way to combat this slide.

A new study from the Wallace Foundation and RAND Corporation takes a look at five such programs in different urban school districts around the U.S. (Boston, MA; Rochester, NY; Pittsburg, PA; Dallas, TX; and Duval County, FL) and determines what factors were most likely to produce successful results. While the district's programs may have varied in their approaches, there were several consistent factors among them. All were full-day, five-day-a-week, free-of-charge voluntary programs that lasted a minimum of five weeks. They all also provided three hours of academic instruction a day from certified teachers in small classes no larger than fifteen students. They even offered free transportation and meals, along with various enrichment activities such as art, music, and sports.

The study included 5,637 rising fourth graders, 3,192 of whom were randomly selected to partake in the programs for two consecutive summers (the treatment group), while the rest, who were not selected, were assigned to the control group. When the researchers compared the academic achievement of the control group to that of the entire

treatment group, the results were modest because not all kids attended the summer programs regularly. However, when they compared the control group to subsets of the treatment group, such as those who attended for at least twenty days, the results were more significant (more on that below). The researchers also accounted for student characteristics and prior academic performance in both analyses to ensure any positive academic improvements were a result of participating in the summer program and not selection bias. Ultimately, the primary finding was that kids who attended more frequently benefitted more from the programs. Important, if not all that surprising.

In the first year, 2013, about 80 percent of students in the treatment group attended the summer program. Only about half showed up the next year, as some students left the district before the summer or dropped out for other unspecified reasons. Half of all the students who showed up in 2013 were “high attenders,” meaning they attended for at least twenty days, and these students saw the most significant benefits in math. When they entered fourth grade in the fall of 2013, their advantage over the students in the control group was about 25 percent of the average annual learning gain for math. By spring of 2014, they still had about a 13 percent advantage of a student’s average annual gain. Those high attenders who came back for the second summer saw even greater gains in both math and language arts, enjoying an advantage between 14 and 21 percent of the usual annual gains in mathematics, and between 17 and 25 percent in English language arts.

Another factor that positively affected student achievement was “academic time on task.” Treatment group students, who received at least 25.5 hours of math and reading instruction (“high academic time”), experienced greater typical annual gains than the control group: 15–21 percent more in math and 13–33 percent in reading.

The study also includes recommendations for summer learning program leaders to maximize the benefits. Analysts suggest that programs run for a minimum of five weeks and focus on instructional quality. They also offer tips on how to maximize attendance rates up and minimize costs. For the former, they suggest offering programs to various age levels so some students won’t have to stay home to take care of younger siblings, and making sure that program activities excite and engage students. To minimize costs, they recommend using the study’s findings to predict likely attendance rates and adjust resources, such as space and teachers needed, to meet those rates.

While the findings of this study may not be surprising, they are certainly valuable in helping to close the summer learning gap between low-income students and their peers. Hopefully this study and its recommendations will encourage more urban districts to improve and expand such programs for disadvantaged pupils.

SOURCE: Catherine H. Augustine et al., [“Learning from Summer: Effects of Voluntary Summer Learning Programs on Low-Income Urban Youth.”](#) RAND Corporation (September 2016).

Proposal

The department proposes expanding eligibility for the summer school grant program, so that all of the Big Five school districts identified as part of the department’s Urban Excellence Initiative are eligible to receive the grant. The grant award for MPS would be increased, from \$1.4 million to \$2.0 million (annually). The remaining \$3.0 million in the appropriation would be distributed evenly to the remaining four school districts – i.e., \$750,000 annually for the each of the school districts (Green Bay, Madison, Kenosha, and Racine).

Therefore, the department requests \$5,000,000 GPR in both FY20 and FY21 to expand the current law summer school grant program to the Big Five urban school districts in the state.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6027 – SUPPORTING GREAT TEACHERS - NATIONAL BOARD CERTIFIED TEACHER AND MASTER EDUCATOR GRANTS

306– Grants for national teacher certification or master educator licensure
s. 20.255 (3) (c)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$3,481,200	\$3,562,900
Less Base	\$2,910,000	\$2,910,000
Requested Change	\$571,200	\$652,900

Request

The department requests an increase of \$571,200 GPR in FY20 and \$652,900 GPR in FY21, to fund grants to qualified teachers, based on the projected number of eligible individuals and the proposed grant amounts. The department proposes changes to the grant amounts for qualified individuals who teach in high-poverty schools, to encourage two trends: 1) increase the number of teachers who become certified by the National Board for Professional Teaching Standards (NBPTS) or who obtain a Master Educator license; and 2) encourage more teachers who are certified by the NBPTS, or who hold a Wisconsin Master Educator license, to teach in high-poverty schools, particularly high-poverty schools located in the state's five largest urban districts, as identified in the department's Urban Excellence Initiative. This grant program is governed by Wis. Stat. sec. 115.42; the appropriation is sum sufficient, requiring the department to make full payments to all eligible teachers each year (i.e., grant payments are not prorated for lack of sufficient state funds).

Background

There are two ways through which an individual can qualify to receive a grant under Wis. Stat. sec. 115.42:

- The national process, by obtaining a national certificate issued by the National Board for Professional Teaching Standards (NBPTS), referred to as national board certified.
- The state process, by completing the Wisconsin Master Educator Assessment Process, referred to as holding a Wisconsin master educator license.

Created in 1987, the NBPTS is an independent, nonprofit, nonpartisan organization governed by a 29-member board of directors. According to their organization, the mission of the NBPTS is to: 1) establish rigorous standards for what accomplished teachers should know and be able to do; 2) develop and operate a national, voluntary system to assess and certify teachers who meet these standards; and 3) advance related educational reforms for the purpose of improving student learning in American schools.

Originally created under 1997 Wisconsin Act 237, the state's National Teacher Certification grant program provided a sum-sufficient appropriation to award initial grants of up to \$2,000, and continuing grants of \$2,500 annually for nine years thereafter, for teachers earning national certification. Under 2007 Wisconsin Act 20, the statute was modified to allow persons (other than administrators) receiving a master educator license through the state process (WMEAP) to also receive the grants. In addition, Act 20 provided an incentive to grant recipients to work in high poverty schools by providing \$5,000, rather than

\$2,500, to qualified individuals if they work in a school in which at least 60 percent of the students enrolled were eligible for free or reduced-priced lunch (FRL-eligible) under 42 USC 1758 (b).

The WMEAP is as rigorous as the NBPTS process, and perhaps more so, because the applicant must have a master's degree. WMEAP offers licensure in subject areas not currently offered under the NBPTS, including, but not limited to: school counselor, school social worker, and school psychologist.

The NBPTS currently provides certification on a ten-year basis. However, the NBPTS has moved to five-year certificates for candidates who certify beginning in 2017. For those already certified, this requirement will become effective for educators who renew starting in 2021. Thus, educators wishing to be NBPTS certified will need to go through a recertification process every five years.

Wisconsin Teacher Equitable Access Plan (WTEAP)

The [Wisconsin Teacher Equitable Access Plan \(WTEAP\)](#) addresses state strategies to eliminate the inequitable distribution of inexperienced or unqualified teachers working in schools with relatively high enrollments of students of color and/or economically disadvantaged students. The department developed this plan to ensure that all students from economically disadvantaged families and students of color are served by experienced and qualified teachers at the same rates as other students (i.e., that they are not taught by inexperienced, unqualified, or out-of-field teachers at higher rates than other children in Wisconsin's public schools). The plan is focused on strategies related to the state's larger urban districts who represent almost the entirety of state gaps in teacher experience and preparation. The following nine districts have been specifically identified in that plan: Beloit, Green Bay, Janesville, Kenosha, Madison, Milwaukee, Racine, Waukesha, and West Allis-West Milwaukee. These districts are among the states most challenging and exhibit among the highest teacher turnover rates in the state.

Urban Excellence Initiative

As part of the Urban Excellence Initiative, the department has identified the grant program for national board certified teachers and master educators as a tool for paving the way toward a more equitable distribution of teachers. All students deserve great teachers; yet, as demonstrated by the data underlying the WTEAP, students of color and economically disadvantaged students face a greater likelihood of being served by less-effective teachers with less teaching experience and/or who are teaching out-of-field, as compared to students statewide not identified as students of color or as economically disadvantaged.

Encouraging more individuals to become national board certified or to obtain a Master Educator license, and to teach in schools serving students facing the greatest challenges (i.e., school with high rates of student poverty), will help further the larger goal of eradicating inequitable distribution of teachers. The department proposes changes to the grant amounts for qualified individuals who teach in high-poverty schools, to encourage two trends:

- increase the number of teachers who become national board certified or who obtain a Master Educator license; and
- encourage more teachers who are national board certified, or who hold a Wisconsin Master Educator license, to teach in high-poverty schools, particularly high-poverty schools located in the state's largest urban districts, as identified in the department's Urban Excellence Initiative.

The department's proposal is to increase the differential in the continuing grant amount for grant recipients who teach in any high-poverty school, with an enhanced payment if the high-poverty school is located in one of the state's five largest urban school districts (more details on the proposal below). The financial incentive could encourage individuals who presently teach in high-poverty schools, but who are not currently national board certified or who do not hold Master Educator license, to pursue one of those paths; or, those teachers who are already national board certified or who hold a Master Educator license

may actively seek employment in high-poverty schools generally, and more specifically, within the largest urban districts in the state.

The department's strategy of targeting the five largest urban school districts in the state is aimed at reducing the significant teacher qualification gaps, in terms of preparation for a career in teaching, as well as actual teaching experience. Reducing those gaps, by providing for more highly-qualified teachers in more classrooms, will help address the problem of disproportionate access to highly-qualified teachers, for the benefit of all students.

Proposal

To further increase the effectiveness of the grant program for national board certified teachers and Master Educator license holders, the department proposes policy changes and increased funding:

1. Beginning in FY20, increase the size of the continuing grant, from \$5,000 to \$15,000 annually, for eligible individuals teaching in high poverty schools located in districts with a student enrollment of at least 18,000. Currently, this includes Milwaukee Public Schools (MPS), Madison Metropolitan School District (MMSD), Green Bay Area Public School District (GBAPS), Kenosha Unified School District (KUSD), and Racine Unified School District (RUSD)*.
2. Beginning in FY20, increase the size of the continuing grant, from \$5,000 to \$10,000 annually, to eligible individuals teaching in high poverty schools located in districts with a student enrollment less than 18,000.
3. The continuing grants for eligible individuals teaching in non-high poverty schools would remain at the current law amount of \$2,500 annually.

*The department recommends that if the school district's enrollment falls below the 18,000 threshold, qualified educators who were already receiving the grant and who teach in a high-poverty school located within that district continue to receive the higher continuing grant payment.

Tables 1 and 2 (on the following pages) provide the department's projections for the number of individuals eligible for initial and continuing grants, and the estimated cost of adjusting the differentials for those teaching in high-poverty schools, for FY20 and FY21. Projections were derived from current figures for grant recipients and take into account recent changes to the certification process implemented by the NBPTS. Those changes allow for teachers to complete the four required components in one year or over several years. To implement the revised process, NBPTS phased in the components, with the last component first becoming available during FY17. As a result, FY15 candidates were not able to complete the entire process until FY17, when the last component became available. This left FY17 as a "gap year", during which no initial candidates could receive certification, except those who had applied prior to FY15, did not pass, and then had the option to retry for certification.

The revised NBPTS certification process (on a five-year rather than ten-year basis) created previously unanticipated fluctuations in the number of "initial applicant" grants from year to year. Initial applicant grants represent the number of individuals who meet the qualifications for the grant who will be in their first year of the ten-year grant cycle. In the first year, initial applicants receive a reimbursement of costs incurred to apply for certification or master educator licensure. While the statute permits first year payments of up to \$2,000, the average of first year grants has been less than that, closer to \$1,800.

Table 1. Estimated Grant Recipients and Costs, FY20

Grant Program	Number of Applications	Award Amount	Sub-Total Award Amount	FICA at 0.0765 (continuing grants only)*	Total Award Amount
<u>NBPTS</u>					
Initial (reimbursement)	90	\$1,800	\$162,000	\$0	\$162,000
Continuing: Non-High Poverty	579	\$2,500	\$1,447,500	\$110,700	\$1,558,200
Continuing: High Poverty (five largest urban districts) MPS (37), Madison (7), Kenosha (7), Racine (2), and Green Bay (2)	54	\$15,000	\$810,000	\$62,000	\$872,000
Continuing Other High Poverty	79	\$10,000	\$790,000	\$60,400	\$850,400
<u>WMEAP</u>					
Initial (reimbursement)	2	\$1,800	\$3,600	\$0	\$3,600
Continuing: Non-High Poverty	5	\$2,500	\$12,500	\$1,000	\$13,500
Continuing: High Poverty (five largest urban districts)	0	\$15,000	\$0	\$0	\$0
Continuing: Other High Poverty	2	\$10,000	\$20,000	\$1,500	\$21,500
TOTAL (rounded to \$100)	811				\$3,481,200
FY19 Base Appropriation					\$2,910,000
Request					\$571,200

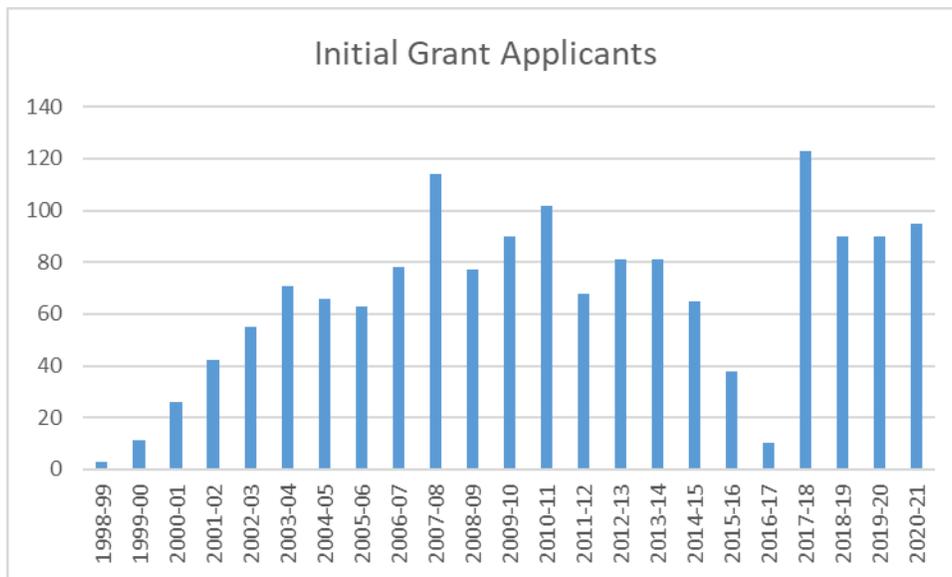
Table 2. Estimated Grant Recipients and Costs, FY21

Grant Program	Number of Applications	Award Amount	Sub-Total Award Amount	FICA at 0.0765 (continuing grants only)*	Total Award Amount
<u>NBPTS</u>					
Initial (reimbursement)	95	\$1,800	\$171,000	\$0	\$171,000
Continuing: Non-High Poverty	566	\$2,500	\$1,415,000	\$108,200	\$1,523,200
Continuing: High Poverty (five largest urban districts) MPS (39), Madison (8), Kenosha (8), Racine (3), Green Bay (3)	60	\$15,000	\$900,000	\$68,900	\$968,900
Continuing: Other High Poverty	80	\$10,000	\$800,000	\$61,200	\$861,200
<u>WMEAP</u>					
Initial (reimbursement)	2	\$1,800	\$3,600		\$3,600
Continuing: Non-High Poverty	5	\$2,500	\$12,500	\$1,000	\$13,500
Continuing: High Poverty (five largest urban districts)	0	\$15,000	0	0	0
Continuing: Other High Poverty	2	\$10,000	\$20,000	\$1,500	\$21,500
TOTAL (rounded to \$100)	810				\$3,562,900
FY19 Base Appropriation					\$2,910,000
Request					\$652,900

*Tables 1 and 2: IRS findings and the State Controller’s Office requires the department to recognize these individuals as non-classified, nominal employees and must, therefore, pay Medicare and Social Security at 7.65 percent of the cost of the continuing grant amount.

The number of initial grant applicants does not follow a clear trend, as shown in Table 3, below. There were 38 initial applicants in FY16, just eight in FY17, and then 123 for FY18. The significant decrease in FY17 followed by the increase in FY18 reflects, in part, the pent up demand for new applications due to those applicants being unable to apply during the FY 17 gap year. The mean average number of initial applicants for all years, since program inception, is 62 (median is 66). For the most recent 10-year period (FY09 through FY18), the mean average of initial applicants is 72 (median is 78); and for the 12-year period between FY04 and FY15, when the number of initial applicants was most stable, the mean average was 78 (median was 77). According to program staff, the number of initial applicants is expected to return to a more typical figure of 90 initial applicants in FY19. The mean average number of initial applicants for all years, since program inception, is 62 (median is 66). For the most recent 10-year period (FY09 through FY18), the mean average of initial applicants is 72 (median is 78); and for the 12-year period between FY04 and FY15, when the number of initial applicants was most stable, the mean average was 78 (median was 77).

Table 3: Number of Initial Grants



The department projects there will be 90 applicants in FY20 and 95 initial applicants in FY21. Since an educator may take anywhere from one to several years to complete the certification process, significant increases in the number of grant applicants (resulting from the increased grant amounts, as proposed by the department) will likely not materialize immediately; but the department anticipates that there may be a modest impact on the number of applications for initial grants by FY21.

Summary of Estimated Costs

	<u>FY20</u>	<u>FY21</u>
<i>Continuing Grants:</i>		
Grants (nominal employee salaries)	\$ 3,080,000	\$ 3,147,500
FICA (fringe benefits, rounded)	\$ 235,600	\$ 240,800
Subtotal Continuing Grants Cost	\$ 3,315,600	\$ 3,388,300
Total Initial Grants (reimbursements)	\$ 165,600	\$ 174,600
Total Estimated Costs	\$ 3,481,200	\$ 3,562,900
FY19 Base Appropriation	\$ 2,910,000	\$ 2,910,000
Request	\$ 571,200	\$ 652,900

The department therefore requests \$571,200 GPR in FY20, and \$652,900 GPR in FY21, for the appropriation for grants for national board certified teachers and Master Educator license holders, to fund the estimated costs of increasing the high-poverty differential in the continuing grant payment, to \$15,000 for those teaching in a high-poverty school in one of the five largest urban school districts in the state, and to \$10,000 for those teaching in a high-poverty school in all other school districts in the state.

Statutory Language

The department is proposing statutory language changes related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6028--SUPPORTING GREAT LEADERS--WISCONSIN URBAN LEADERSHIP INSTITUTE

299 - Wisconsin urban leadership institute grant
s. 20.255 (2) (di) - NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$250,000	\$250,000
Less Base	\$0	\$0
Requested Change	\$250,000	\$250,000

Request

The department requests an increase of \$250,000 GPR in FY20 and \$250,000 GPR in FY21 for a new grant program for the Wisconsin Urban Leadership Institute.

Under the department's Urban Excellence Initiative, the five largest school districts in the state have been identified for additional state funding to expand training, coaching, and support for principals in all of the Big Five school districts. Development and support for great leaders is one of the five components of the larger initiative to improve academic achievement and eliminate achievement gaps among student groups.

Background

The goal of the Wisconsin Urban Leadership Institute (WULI, the Institute) is to establish a professional learning system designed specifically for the unique skills required of principals in urban school districts in Wisconsin, for the purpose of developing school leaders who can lead for equity to close the largest achievement gap in the nation. In leading for equity, Wisconsin students' educational reality will no longer be negatively influenced by their race or socioeconomic status. This requires attention to the impacts of adult implicit bias on students, an understanding of trauma-sensitive schools, and leadership capacity to build relationships while maintaining a focus on results.

To optimize the success of the Institute, intentional collaboration among decision-makers in the community, the department, and school districts is necessary. The project is currently funded with support from a discrete, set-aside allocation of federal Title II grant funds. Title II of the Every Student Succeeds Act [ESSA] provides federal grant funds to the state for the purpose of preparing, training, and recruiting high-quality teachers, principals, and other school leaders.

Leading for Equity - Developing Effective Principals in the Big Five School Districts

The object of the Institute is to establish a professional learning system designed specifically for the unique skills required of urban principals in Wisconsin that results in principals who can lead for equity to close the largest achievement gap in the nation. To meet the stated goal of the Institute, the following objectives, activities and performance indicators will be upheld by the Big Five. The project will:

- Refine a scalable training and coaching model that ensures principals have the characteristics necessary for results-oriented, equity-driven leadership, and can effectively build and maintain trusting relationships through the WULI.

- Establish a systemic approach to intentional engagement with community partners to establish understanding and seek resources through the WULI steering committee, comprised of the Big Five district administrators, Urban League leadership, and the department.
- Leverage the collaboration among the Big Five districts and Urban League, and establish coherent methods of addressing race-based inequities in educational systems through the placement of well-trained principal leaders.
- Establish a data decision system to inform statewide learning offerings and improve professional learning offerings for principals throughout Wisconsin.

The professional learning activities that comprise the WULI project are summarized below.

- Establish ongoing commitment to the development and implementation of the WULI through memorandums of agreement with the Big Five districts and Urban League and steering committee meeting schedules.
- Establish a micro-credential option for school leaders.
- Use research-based selection criteria to identify WULI Principal Fellows in each of the Big Five.
- Collaborate with community partners to supplement the understanding of the WULI and create opportunities for contribution, as lead by the Urban League.
- Engage WULI Principal Fellows in professional learning activities as designed.
- Incorporate data collection results in changes to state and local systems (including statewide principal training).
- Scale-up planning for 2019-20 beginning in January 2019 and incorporate Title I funding for schools identified as Comprehensive Support & Improvement (CSI) schools, almost all of which are located among the Big Five districts.
- Support institute expansion with funds allocated through local and federal sources.

Finally, the key features of the work are described below.

- Intentional collaboration among Big Five decision-makers including Urban League, DPI and local community partners.
- Unique professional training content focused on equity to address the unique needs of the Big 5 with specific attention to cultural responsiveness, trauma sensitive schools, and family and community engagement.
- Data-informed state and district principal leadership selection, training and coaching.
- Local coaching by district experts who understand the local system.

Root Cause Analysis

Capacity building through organizational and collaborative development methods has become a valued method for learning how to better manage school staff, programs, and operations, but is lacking across the state of Wisconsin, especially for school leaders. In addition, the sheer complexity of the social, health, education, economic, and racial issues being addressed by many school districts in the state, combined with their own interrelated inter- and intra-organizational dynamics makes it difficult for schools to find time and/or resources to take advantage of capacity building opportunities to lead for equity. Some of the challenges facing the five largest school districts in Wisconsin that will participate in the one-year capacity-building project is outlined in the evidence-based model section below. Based on this assessment

of need and considering the high percentage of students served by the Big 5, the WULI design is grounded in evidence-based models and approaches.

Expected Benefits

The initiation and scaling of this comprehensive effort through multi-district engagement is expected to contribute to significant reduction of achievement gaps in Wisconsin in line with the ESSA state plan goal of cutting gaps in half within six years. A focus on equity through a reliance on both school improvement research and trauma sensitive practices is expected to inform systemic efficiency and impact student outcomes through changes in adults.

Proposal

The department proposes to create a state grant, in the amount of \$250,000 annually, to supplement the existing Title II federal funds that currently support the WULI project. As the Title II funds are a discrete set-aside for this type of work, the department would continue to dedicate those Title II funds to WULI. The purpose of providing a supplemental state grant is to facilitate the expansion of WULI's work to include more principals from the Big Five school districts, as a way to further the work of developing highly effective leaders, who possess the unique skill set to lead for equity in large, urban districts.

Therefore, the department requests \$250,000 GPR in both FY20 and FY21, to provide annual grants to the Wisconsin Urban Leadership Institute, to expand training, coaching, and support for principals in all of the Big Five school districts.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6029 – COLLABORATING WITH COMMUNITY PARTNERS

298 – Community engagement grants
s. 20.255 (2) (dh) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,000,000	\$1,000,000
Less Base	\$0	\$0
Requested Change	\$1,000,000	\$1,000,000

Request

The department requests an increase of \$1,000,000 GPR in FY20 and \$1,000,000 GPR in FY21 for a new Community Engagement grant program.

Under the department’s Urban Excellence Initiative, the five largest school district in the state have been identified for additional state funding to support those districts’ collaborative work with partners in their communities. Support for community engagement projects is one of the five components of the larger initiative to improve academic achievement and eliminate achievement gaps among student groups.

Background

The purpose of encouraging and supporting community engagement projects is to align “adjacent sectors” with the K-12 system, for the purpose of improving the coordination and leveraging of resources, as a way to create better outcomes for children. The concept starts with the premise that, in order to deliver better outcomes within schools, education systems need to work with other sectors (health, housing, transportation, etc.) to more effectively address the contextual factors that impact how students fare in schools. The impact on outcomes for children refers not only to academic achievement, but also to emotional, mental, and physical health, as well as healthy relationships with their peers, their teachers, and their communities. Examples of contextual factors impacting how students fare in schools include (but are not limited to) dental health, lead poisoning, inadequate nutrition and hunger, eviction from home, adverse childhood experiences, trauma, substance abuse in the home, and parental unemployment.

In order to align work across sectors, and thereby leverage resources and capacities beyond the K-12 system, local communities need to develop new operational models and new relationships. This process will take time, infrastructure, and a great deal of innovation. Piloting this concept in communities will enable the department to work with partners to develop the new models and relationships needed for schools to leverage adjacent sector in their communities. The department envisions state support for community engagement pilot projects in the communities of the Big Five school districts. State grants would fund these two-year pilot projects, and the partnerships therein will work to together to identify and map out the processes that are critical for success of children and their communities.

Proposal

The department proposes to create a state grant, in the amount of \$1,000,000 annually, to award grants of \$250,000 to the five largest school districts in the state. Therefore, the department requests

\$1,000,000 GPR in both FY20 and FY21, for community engagement grants to the Big Five school districts.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6031 – SPECIAL EDUCATION CATEGORICAL AID

*206 – Aid for special education and school age parents programs
s. 20.255(2) (b)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$444,000,000	\$900,000,000
Less Base	\$368,939,100	\$368,939,100
Requested Change	\$75,060,900	\$531,060,900

Request

The department requests \$75,060,900 GPR in FY20 and \$531,060,900 GPR in FY21 to increase the reimbursement rate for special education expenditures to 30 percent in FY20 and 60 percent in FY21.

Background

Under Wis. Stat. sec. 20.255(2)(b), the department reimburses school districts, independent charter schools, Cooperative Educational Service Agencies (CESAs), and County Children with Disabilities Education Boards (CCDEBs) for costs of providing services to students with disabilities under Wis. Stat. sec. 115.88, 115.93 and 118.255. This is the primary state categorical aid program for special education, providing support for special education services delivered by school districts, CESAs, and CCDEBs. Approximately 14 percent of Wisconsin students receive supports through an Individualized Education Program.

The appropriation provides \$368,939,100 GPR annually but has not increased at the same rate as special education costs. In fact, the appropriation has been funded at the current level since FY09; FY19 will mark the tenth year for which no increase in funding was provided for special education categorical aid. Maintaining the same level of categorical aid while special education costs continue to rise effectively shifts the funding source for special education programs to general aids and property taxes, and it raises the question of whether students with disabilities are receiving the services and support they need to be successful in school and beyond.

Since 2005-06, the special education child count declined every year until it increased in both 2015-16 and 2016-17. The department projects a 0.3% annual increase in child count in the next biennium.

Wisconsin, like much of the nation, has experienced an increase in identification of students with autism and disabilities categorized as Other Health Impairment. The continued increasing costs of special education can be attributed to the more complex needs of higher cost students with disabilities.

Accordingly, special education costs are increasing annually, albeit at a slower rate in recent years. The department projects a 1.5 percent increase in Prior Year Aidable Costs (PYAC) in FY19 and onward. PYAC are expected to surpass \$1.5 billion for the first time in FY21.

Special education expenditures that are not reimbursed by the state or federal special education categorical aid programs are eligible for reimbursement under state general equalization aids; however, revenue limits restrict the amount of state general equalization aids and property tax revenue a school

district may receive. Regardless of any increases in general equalization aids (which are inside the revenue limits), rising special education (combined with revenue restrictions) has the effect of reducing a district's resources for non-special education related instruction.

In July 2000, the Wisconsin Supreme Court articulated a new standard for a basic education in *Vincent vs. Voight* that describes the "character of instruction" required to be made available through each public school. In the decision, the court found that an equal opportunity for a sound basic education acknowledges that students and districts are not fungible (interchangeable) and takes into account the needs of students with disabilities.

Decreasing Reimbursement Rates under State Aid

Reimbursement fell below 30 percent of aidable costs starting in FY05 and is projected to fall below 25 percent in FY20 without additional state funding. The department estimates that increasing the appropriation for special education categorical aid by \$75,060,900 GPR in FY20 and \$531,060,900 GPR in FY21 will increase the reimbursement rates to 30 percent for FY20 and 60 percent for FY21.

Table 1. Reimbursements Rates – Current Law and Targeted Levels

Aid Year	Estimated Prior Year Aidable Costs (PYAC)	Number of Special Education Pupils*	Average PYAC per Pupil	Chapter 20 Appropriation	Estimated State Reimbursement Rate	State Average Paid per Pupil
FY18	\$1,435,356,008	119,694	\$11,992	\$368,939,100	25.70%	\$3,082
FY19	\$1,456,886,300	120,053	\$12,135	\$368,939,100	25.32%	\$3,073
FY20	\$1,478,739,600	120,413	\$12,281	\$368,939,100	24.95%	\$3,064
FY21	\$1,500,920,700	120,774	\$12,427	\$368,939,100	24.58%	\$3,055
Target Reimbursement Rates						
FY20	\$1,478,739,600	120,413	\$12,281	\$444,000,000	30.00%	\$3,687
FY21	\$1,500,920,700	120,774	\$12,427	\$900,000,000	60.00%	\$7,452

**Note: FY18 PYAC are actuals. Other values are estimates based on 1.50 percent annual growth in PYAC and 0.30 percent annual growth in pupil count. The Chapter 20 appropriation amounts under the department's request are rounded.*

Table 2. Requested Increase to Reach Targeted Reimbursement Rates

	FY20	FY21
Appropriation at Targeted Reimbursement Rates	\$444,000,000	\$900,000,000
FY19 Base Appropriation	\$368,939,100	\$368,939,100
Request	\$75,060,900	\$531,060,900

Therefore, the department requests \$75,060,900 GPR in FY20 and \$531,060,900 GPR in FY21 for the special education categorical aid appropriation.

Statutory Language

The department is not proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6032 – HIGH COST SPECIAL EDUCATION CATEGORICAL AID

204 – Additional special education aid s. 20.255 (2) (bd)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$9,353,800	\$9,353,800
Less Base	\$9,353,800	\$9,353,800
Requested Change	\$0	\$0

Request

The department requests no change to expenditure authority under Wis. Stat. sec. 20.255(2)(bd), Additional special education aid, but requests that the appropriation type be changed to sum sufficient. The department also requests modifying the program to allow for reimbursement of 100 percent of eligible prior year costs above the \$30,000 per student high cost threshold.

Background

To address the funding concerns for school districts and to improve access to open enrollment for high cost special education students, the department is requesting the Additional (“High Cost”) Special Education Aid program be fully funded (i.e., 100 percent of costs above the \$30,000 threshold reimbursed).

Both the number of resident districts with high cost claims and the number of high cost student claims have remained relatively constant over the past decade, while the average cost per claim has increased slightly, for six of the last seven years. After FY19, the department will no longer be able to allocate discretionary grant funds under the Individuals with Disabilities Education Act (IDEA) Part B grant to the high cost special education program. In FY18, this contribution amounted to nearly \$2.3 million.

Meeting the needs of students with low-incidence and high cost special education requirements can be very costly for school districts. Children with severe disabilities often need costly equipment and assistive technology, expenses that are currently not eligible for reimbursement under the special education categorical aid appropriation. These services can cost three or more times the average expense for educating a student with no disabilities.

Eligible costs under the program include all costs (except administration or leadership) specific to educating a particular student with high cost special educational needs. Costs reimbursed by IDEA flow-through funds, Medicaid, and special education categorical aids are first deducted to arrive at a measure of eligible prior year costs. The amount by which the remaining prior year eligible costs associated with an individual child exceeds \$30,000 is the resulting prior year aidable cost (PYAC) amount – the basis for reimbursement under the High Cost Special Education Aid program. Under current law, only 90 percent of PYAC are actually reimbursable under the program. In FY16 and FY17, the level for aidable costs was just 70 percent of PYAC.

For example, services for an individual student total \$75,000. Federal reimbursement and state categorical aid add up to \$30,000. The school district covers the first \$30,000 of the remaining \$45,000,

leaving \$15,000 of “high cost” expenses. Of this \$15,000, 90 percent (\$13,500) is eligible for reimbursement out of this appropriation under current law.

Aid payments received by school districts under this categorical aid program do not affect federal Maintenance of Effort. School districts would continue to fund special education costs below the \$30,000 per student threshold for high cost aid, with IDEA flow-through funds, Medicaid, state special education categorical aid, general equalization aid, and local (property tax revenue) funding.

Legislative History

In its 2015-17 biennial budget request, the department requested increases of just over \$7 million GPR, annually, to fully fund 100 percent of PYAC. At that time, 90 percent of eligible costs were eligible for reimbursement under the program. Under 2015 Act 55, additional funding was provided for the aid program (\$5,000,000 GPR beginning in FY17); however, the level of prior year eligible costs that could be aided was reduced, from 90 percent to 70 percent, beginning in FY16. Thus, while additional funding was provided, a smaller portion of PYAC were eligible to be aided by the state.

Likewise, in the 2017-19 biennial budget request, the department requested \$2 million GPR in FY18 and \$2.2 million GPR in FY19 to fully fund projected aid claims under the High Cost Special Education program. The department also requested to modify the program to allow for reimbursement of 100 percent of PYAC. The governor denied the request and maintained base funding at \$8,500,000 GPR annually. In budget deliberations, the Joint Committee on Finance increased the appropriation by \$739,000 GPR in FY18 and \$853,800 in FY19 and returned the reimbursable portion of eligible costs to 90 percent. These provisions were signed into law under 2017 Act 59 (the 2017-19 biennial budget).

Proposal

To support school districts in meeting the needs of students with disabilities across the state, the department requests that the appropriation type be changed, from sum certain to sum sufficient to allow for full reimbursement of all eligible prior year aidable costs above \$30,000 per student.

Statewide eligibility for aid under the High Cost Special Education program fluctuates annually, as individual students’ needs change, and as students move through school or change districts. Projecting high cost special education aid eligibility for FY20 and FY21 is impractical at this time. Given the interaction between federal and state special education aids and the calculation of PYAC under the High Cost Special Education Aid program, and with the department’s request for GPR funds to increase the reimbursement rate for special education expenditures to 30 percent in FY20 and then to 60 percent in FY21, the total PYAC for all school districts will likely decrease unpredictably for a few years, starting in FY20 and then more noticeably in FY21. However, total funding for the High Cost Special Education Aid program will be nearly 20 percent less after the current biennium, because the department will no longer be able to dedicate IDEA Part B discretionary funds (\$2.3 million in FY18) to the program.

The department is proposing that this appropriation be modified, from a sum certain, to a sum sufficient appropriation, to ensure that the costs of providing services to children with more severe disabilities are truly funded in full, for children across the state. Making the appropriation sum sufficient in FY20 instead of FY21 would eliminate the confusion that could result from changing appropriation type mid-biennium.

Statutory Language

The department is proposing statutory language for this request.

APPENDIX A (DIN 6032)

Table 1 below shows the history of special education high cost categorical aid and reimbursement rates since the aid program inception in FY04. The table reflects current law, under which the program considers Prior Year Aidable Costs as 90 percent of eligible costs (70 percent in FY16 and FY17).

Table 1. Current Law with PYAC=90% of Eligible Costs (70% in FY16 and FY17)

Aid Year	Number Resident District LEAs	Number Pupil Claims	Eligible Costs	PYAC = 90% Eligible Costs (70% in FY16 & FY17)	Percent Change	Average PYAC per Claim	Average Paid to LEA per Claim	State GPR High Cost Special Education Appropriation	Federal Assistance	State Reimbursement Rate	Federal Reimbursement Rate	Overall Reimbursement Rate
FY04	128	389	\$3,776,700	\$3,399,000	New	\$8,738	\$5,138	\$0	\$2,000,000	0.0%	58.8%	58.8%
FY05	144	531	\$5,661,000	\$5,094,900	49.90%	\$9,595	\$3,771	\$0	\$2,000,000	0.0%	39.3%	39.3%
FY06	145	613	\$7,147,300	\$6,432,600	26.30%	\$10,494	\$2,036	\$0	\$1,250,000	0.0%	19.4%	19.4%
FY07	150	713	\$8,174,000	\$7,356,600	14.40%	\$10,318	\$7,604	\$3,500,000	\$1,921,700	47.6%	26.1%	73.7%
FY08	158	806	\$9,826,200	\$8,843,600	20.20%	\$10,972	\$6,726	\$3,500,000	\$1,919,100	39.6%	21.7%	61.3%
FY09	146	878	\$10,970,900	\$9,873,800	11.60%	\$11,246	\$6,196	\$3,500,000	\$1,944,100	35.4%	19.7%	55.1%
FY10	168	1008	\$12,345,400	\$11,110,900	12.50%	\$11,023	\$5,467	\$3,500,000	\$2,012,900	31.5%	18.1%	49.6%
FY11	159	972	\$11,696,000	\$10,526,400	-5.30%	\$10,830	\$5,751	\$3,500,000	\$2,086,500	33.2%	19.8%	53.1%
FY12	146	994	\$12,623,600	\$11,361,200	7.90%	\$11,430	\$5,623	\$3,500,000	\$2,086,500	30.8%	18.4%	49.2%
FY13	156	882	\$11,287,700	\$10,158,900	-10.60%	\$11,518	\$6,358	\$3,500,000	\$2,110,900	34.5%	20.8%	55.2%
FY14	154	946	\$12,348,200	\$11,113,400	9.40%	\$11,748	\$6,015	\$3,500,000	\$2,185,300	31.5%	19.7%	51.2%
FY15	173	1052	\$13,781,000	\$12,402,900	11.60%	\$11,790	\$5,447	\$3,500,000	\$2,232,600	28.2%	18.0%	46.2%
FY16	168	951	\$12,643,700	\$8,850,600	-28.60%	\$9,307	\$6,049	\$3,500,000	\$2,254,100	39.5%	25.5%	65.0%
FY17	141	896	\$12,028,000	\$8,419,600	-4.90%	\$9,397	\$12,047	\$8,500,000	\$2,291,600	101.0%	27.2%	128.2%
FY18	164	1069	\$13,307,800	\$11,977,000	42.30%	\$11,204	\$10,789	\$9,239,000	\$2,295,500	77.1%	19.2%	96.3%

NOTES:

- For FY17, LEAs were not reimbursed for more than 100 percent of eligible claims. Rather the State and Overall Reimbursement Rates in the table above indicate that the state appropriation exceeded eligible claims. FY17 was the year for which LEAs were aided on just 70 percent, rather than 90 percent, of prior year aidable cost.
- The number of claims does not represent all high cost special education students. School districts can claim costs related to high cost students on their federal IDEA grant instead of this state special education high cost categorical aid program. Costs claimed under the IDEA grant are not at a per student level. Costs claimed under this state high cost aid program are per student costs.
 - The number of resident LEAs represents the district in which the student resides and the district responsible for the student cost.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6033 – SUPPLEMENTAL SPECIAL EDUCATION CATEGORICAL AID

253 - Supplemental special education aid s. 20.255 (2) (be)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,750,000	\$0
Less Base	\$1,750,000	\$1,750,000
Requested Change	\$0	(\$1,750,000)

Request

The department requests to decrease expenditure authority in the appropriation under Wis. Stat. sec. 20.255(2)(be), Supplemental special education aid, by \$1,750,000 GPR in FY21 and to repeal the supplemental special education categorical aid program, beginning in FY21.

Background

The Supplemental Special Education Aid program was created under 2007 Act 20 (Act 20, the 2007-09 biennial budget), to provide aid to small school districts with relatively high special education costs and less ability to raise revenues. Established under Act 20 to begin in FY09, Supplemental Special Education Aid is defined under Wis. Stat. sec. 115.883 and is funded from the appropriation under Wis. Stat. sec. 20.255(2)(be).

The three criteria defined in statute are evaluated using prior year data (e.g. FY18 data is used to determine eligibility and aid payment amount for FY19 Supplemental Special Education Aid). The three criteria are as follows: 1) per pupil revenue limit authority in the prior year was below the statewide average; 2) special education expenditures as a percentage of total district expenditures were above 16.0 percent in the prior year; and 3) membership in the prior year was fewer than 2,000 members.

Under Wis. Stat. sec. 115.883, aid must be distributed proportionally to eligible school districts based on their special education costs. The statute also specifies a minimum payment of \$50,000, and a maximum payment equal to the lesser of \$150,000 or 50 percent of the school district's special education expenditures.

Under current state law, school districts cannot receive both Supplemental Special Education Aid and additional "High-Cost" Special Education aid under Wis. Stat. sec. 115.881 in a given year, regardless of eligibility. According to the department's Division of Learning Support Special Education team, current state law prohibiting receipt of both supplemental and high-cost aid would not be supported by the federal Individuals with Disabilities Education Act (IDEA). The federal Office of Special Education Programs (OSEP) could object to any prohibition of an eligible Local Educational Agency (LEA) from accepting high-cost aid.

Supplemental special education aid is paid the third Monday of June and is based on audited prior school year comparative cost data (available in April). Aid payments are prorated if total special education costs exceed the appropriation. School districts are told around May 1st if they are eligible for the aid program

and the payment amount. This timing leaves school districts just two months to manage the effect of supplemental aid on Maintenance of Effort (MOE) within their school district budgets. Eligible school districts are not required to accept the aid.

The supplemental special education aid program presents a number of challenges to school districts:

- First, due to complex and unfamiliar cost calculations used for eligibility, school districts find it difficult to predict their eligibility for this particular aid program.
- Second, the timing of the aid payment, combined with difficulty of school districts projecting eligibility, has an impact on the school district’s ability to manage MOE. Unstable MOE is a serious issue for LEAs that can result in a loss of federal aid.
- Third, eligibility is negatively impacted when a district experiences a relative increase in its non-instructional costs, such as large purchases (e.g., equipment) or construction costs.
- Fourth, the aid payment is affected by the eligibility numbers of other school districts and can vary substantially for a school district from year to year.
- Finally, by design, the formula for this aid program may increase the aid amount to a district above the district’s prorated aid eligibility amount as initially calculated (if aid eligibility is less than \$50,000). The existence of a minimum and maximum aid payment within the formula, and the requirement to expend the appropriation as fully as possible, disproportionately benefits some districts and disadvantages others.

Table 1 shows the history of supplemental special education aid payments and the number of Wisconsin school districts receiving aid. The appropriation was fully expended in every year, except for FY14; that year, \$1.65 million was expended (\$100,000 lapsed to the state’s general fund).

Table 1. Supplemental Special Education Aid Payments (FY09 – FY18)

School Year	Funds Appropriated	Number Districts Receiving Aid	Lowest Aid Amount Received	Highest Aid Amount Received	Median Aid Amount Received	Average Aid Amount Received
2008-09	\$1,750,000	20	\$87,500	\$87,500	\$87,500	\$87,500
2009-10	\$1,750,000	20	\$50,000	\$150,000	\$83,047	\$87,500
2010-11	\$1,750,000	26	\$50,000	\$120,095	\$60,129	\$67,308
2011-12	\$1,750,000	14	\$50,000	\$150,000	\$136,270	\$125,000
2012-13	\$1,750,000	13	\$56,932	\$150,000	\$150,000	\$134,615
2013-14	\$1,750,000	11	\$150,000	\$150,000	\$150,000	\$150,000
2014-15	\$1,750,000	12	\$100,000	\$150,000	\$150,000	\$145,833
2015-16	\$1,750,000	7	\$150,000	\$150,000	\$150,000	\$150,000
2016-17	\$1,750,000	12	\$100,346	\$150,000	\$150,000	\$145,833
2017-18	\$1,750,000	12	\$110,295	\$150,000	\$150,000	\$145,833

Table 2 on the following page shows a summary of supplemental special education categorical aid since the aid program began. In FY09, the first year of operation, 20 school districts were approved for reimbursement, eligible claims under the new program totaled \$45.5 million, aid payments were prorated at approximately 3.8 percent, and each school district received \$87,500. In FY18, only 12 school districts

were approved for reimbursement, eligible claims totaled \$30.3 million, aid payments were prorated at approximately 5.8 percent, and each school district received \$145,833 on average.

Table 2. Frequency of Supplemental Special Education Aid Payments to Districts

School District	# Times District Received Aid	Total of Aid Paid to District	Average of Aid Payments to District	District Type K-8, 9-12 or K-12
Edgerton	10	\$1,407,595	\$140,759	K-12
Two Rivers Public	9	\$1,246,802	\$138,534	K-12
North Fond du Lac	8	\$1,119,530	\$139,941	K-12
Oconto Unified	8	\$1,066,786	\$133,348	K-12
Hartford J1	7	\$950,036	\$135,719	K-8
Fennimore Community	6	\$867,363	\$144,560	K-12
Crandon	6	\$719,941	\$119,990	K-12
Gillett	5	\$539,442	\$107,888	K-12
Mayville	5	\$537,806	\$107,561	K-12
Woodruff J1	5	\$497,984	\$99,597	K-8
Prairie du Chien Area	4	\$600,000	\$150,000	K-12
Boscobel Area	4	\$579,412	\$144,853	K-12
Clintonville	4	\$467,170	\$116,792	K-12
Bristol #1	4	\$281,215	\$70,304	K-8
Weyauwega-Fremont	3	\$445,144	\$148,381	K-12
Viroqua Area	3	\$368,214	\$122,738	K-12
Bloomer	3	\$249,448	\$83,149	K-12
Neillsville	3	\$248,756	\$82,919	K-12
Horicon	3	\$230,090	\$76,697	K-12
Stanley-Boyd Area	3	\$223,505	\$74,502	K-12
Cornell	3	\$196,844	\$65,615	K-12
Thorp	3	\$187,500	\$62,500	K-12
Richland	2	\$300,000	\$150,000	K-12
Cuba City	2	\$299,127	\$149,564	K-12
Mondovi	2	\$188,007	\$94,004	K-12
Northern Ozaukee	2	\$186,834	\$93,417	K-12
Grantsburg	2	\$185,889	\$92,944	K-12
Cameron	2	\$168,639	\$84,319	K-12
Mineral Point Unified	2	\$152,694	\$76,347	K-12
Salem	2	\$145,062	\$72,531	K-8
Neosho J3	2	\$100,000	\$50,000	K-8
All other districts combined	20	\$1,943,167	\$97,158	

Conflict with IDEA

Under current state law, school districts cannot receive both supplemental special education aid and additional "high-cost" special education aid. School districts may receive either supplemental special education aid or high-cost special education aid in a given year. According to the department's Division of Learning Support Special Education team, current state law prohibiting receipt of both supplemental and high-cost aid would not be supported by the federal IDEA. The federal OSEP could object to any prohibition of an eligible LEA from accepting high-cost aid.

Proposal

The department proposes to eliminate the appropriation for Supplemental Special Education Aid, beginning in FY21 (for special education expenditures incurred in FY20), in favor of significantly expanded funding for Special Education Categorical Aid and fully funding the High Cost Special Education Aid claims, as requested by the department in DINs 6031 and 6032, respectively. Making this change would eliminate the confusion caused by allowing districts to receive only High Cost or Supplemental education (and avoid objections raised by the federal OSEP). Districts would not have to manage the problematic aspects of the Supplemental Special Education Aid program (e.g., unpredictability of aid from year to year, impacts on MOE, and artificial minimum and maximum aid payment). The end result would be a more transparent system of providing state aid to school districts for educating children with disabilities.

Statutory Language

The department is proposing statutory language for this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6034 – SPECIAL EDUCATION TRANSITION INCENTIVE GRANT

256– *Special education transition incentive grants*
s. 20.255 (2 (bf))

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$3,600,000	\$3,600,000
Less Base	\$3,600,000	\$3,600,000
Requested Change	\$0	\$0

Request

The department requests no additional funds for the Transition Incentive Grant (TIG) program but requests that the appropriation be expended fully on an annual basis, with individual incentive grants capped at \$1,500 per qualified survey response. School districts and independent charter schools (collectively, LEAs) are eligible for incentive grants under the TIG program.

Background

In response to the concern that too few of Wisconsin’s special education students successfully transition to competitive work or postsecondary education after completing high school, the legislature approved the creation of the TIG program, under 2015 Act 55. Indicators of successful transitions are captured via the Wisconsin Post-School Outcomes (WiPSO) survey, which LEAs conduct as a requirement under the federal Individuals with Disabilities Education Act.

Specifically, the WiPSO survey collects data on the federal “Indicator 14” outcomes to assess postsecondary outcomes for individuals with disabilities who had been enrolled in, and completed high school, in the school district or independent charter school. Indicator 14 is an unduplicated count of youth who are no longer in secondary school, had Individualized Education Programs in effect at the time they left school, and reported having met at least one of the following outcomes:

- enrollment in higher education
- enrollment in other postsecondary education or training
- participation in competitive employment.

Indicator 14 outcomes data can be disaggregated by gender, ethnicity/race, disability category, and exit reason; LEAs can use the outcomes data to understand trends, identify gaps, make data driven program decisions, and establish benchmarks for improvement.

Under current law, LEAs are eligible to receive incentive grant payments of \$1,000 per qualified response (prorated as necessary), based on reported Indicator 14 outcomes, for any year in which they conduct the WiPSO survey and report data. LEAs are expected to spend the grant awards on special education services. Some activities for which districts could use incentive payments include:

- Purchasing a van for transporting students with disabilities to jobs.
- Creating and running businesses within schools (e.g., school store, T-shirt sales, concessions at sporting events, etc.) to train and employ students with disabilities.

- Adding additional teachers and paraprofessionals in classrooms to improve transition and secondary outcomes for students with disabilities.
- Creating and offering ACT study and preparation sessions specifically for students with disabilities.

All LEAs that operate high schools are required to conduct the WiPSO survey with the Indicator 14 related questions at least once every five years, with the exception of Milwaukee Public Schools (MPS), which is required to conduct the survey each year. School districts (other than MPS) may conduct this survey in their off-cycle years at their discretion. The TIG program was designed to motivate school districts to conduct the surveys more frequently, with the goal of having districts more frequently collect data that would be used to improve their own special education transition services.

In order for survey responses to be considered qualified, all outcomes must be achieved by the time the individual responds to the survey, which is conducted between July and September in the year after the individual exits high school. For example, students who exited high school in spring 2017 are surveyed between July and September of 2018; qualified outcomes generate grant eligibility and specific grant amounts for each LEA. Grant payments for this cycle will be paid in June 2019.

All Wisconsin school districts and Independent Charter Schools under Wis. Stat. sec. 118.40(2r) that serve students in the high school grades are eligible for the incentive awards. There is no application process. Together, the submission of survey data with qualified responses triggers aid eligibility.

There were approximately 1,737 qualified responses to the WiPSO survey in FY17. With base funding of only \$100,000 available, school districts received a prorated grant payment of under \$57.57 per qualified response, far below the statutory incentive payment of \$1,000.

Under 2017 Act 59 (the 2017-19 budget), funding for the TIG program was increased to \$2.7 million in FY18 and \$3.6 million in FY19, as requested by the department and included in the governor's proposal. In total, surveys conducted in 2017 for students who exited school in 2015-16 yielded 1,694 qualified responses, for total FY18 grant payments of \$1,694,000.

The department projects increases in FY19 in both the number of survey responses and proportion of qualified responses, resulting in an estimated 3,200 grant awards, for a total of \$3.2 million (89 percent of the \$3.6 million appropriation). If the statute allowed for fully expending the appropriation, each incentive payment would be \$1,125, instead of the current law \$1,000, per qualified survey response.

The department is asking to fully expend the appropriation to provide the maximum amount of resources to LEAs so they can offer robust transition services to students. The department is not asking for an increase in the appropriation because growth in the number of qualified survey responses is uncertain. TIG program needs will be reassessed for the 2021-23 biennium.

Proposal

The department proposes changing the appropriation so it is expended fully on an annual basis, with incentive grants capped at \$1,500 per qualified survey response.

Statutory Language

The department is proposing statutory language for this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6035 – SPECIAL EDUCATION TRANSITION READINESS GRANT

257- *Special education transition readiness grants*
s. 20.255 (2) (bg)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$5,000,000	\$5,000,000
Less Base	\$1,500,000	\$1,500,000
Requested Change	\$3,500,000	\$3,500,000

Request

The department requests \$3,500,000 GPR in FY20 and \$3,500,000 GPR in FY21 to expand the Transition Readiness Grant (TRG) program.

Background

In response to the concern that too few of Wisconsin's special education students successfully transition to competitive work or postsecondary education after completing high school, the legislature approved the creation of the TRG program, as proposed by the department in its 2017-19 budget request, under 2017 Act 59 (Act 59, the 2017-19 biennial budget).

Programs administered by the Wisconsin Department of Workforce Development, Division of Vocational Rehabilitation effectively serve a targeted, small subset of the roughly 35,000 Wisconsin high school students with disabilities (e.g., Wisconsin PROMISE Grant). For the remainder of these students not served by these programs, a lack of employment opportunities hinders their ability to gain the experience necessary to compete for competitive employment after graduation.

The National Collaborative on Workforce and Disability, through Issue 2 (September 2011) of the Engaging Youth in Work Experiences practice brief, states that:

Work experiences are a critical component of preparing youth for transition to adulthood. Potential benefits for youth who participate in work experiences include: 1) gaining career readiness skills including the "soft skills" that employers look for in entry level workers; 2) increasing one's knowledge of specific occupational skills and workplace settings; 3) establishing a work history and connections with employers that can aid in future job searches; and 3) [sic] developing an understanding of different occupations in order to make informed career choices.

In addition, research studies suggest that workbased learning may increase school attendance, decrease dropout rates, reduce school suspensions, and increase school engagement (Medrich, Calderon, & Hoachlander, 2002). One study found students who participated in work-based learning were more likely to attend college or go to work compared to their peers (Jobs for the Future, 2007). While work experiences are beneficial to all youth, they are particularly valuable for youth with disabilities. One of the most important findings from the research shows that work experiences for youth with disabilities during high school (paid or unpaid) help them acquire jobs at higher wages after they graduate (Colley & Jamison, 1998). Also, students who participate in occupational education and special education in integrated settings are more likely to be competitively employed than students who have not participated in such activities (Blackorby & Wagner, 1996; Colley & Jamison, 1998; Luecking & Fabian, 2000; Rogan, 1997).

Under the Workforce Innovation and Opportunity Act, as of July 22, 2016, a Local Education Agency can no longer operate a program or enter into a contractual arrangement for the purpose of having a student with a disability engaged in employment paid at a subminimum wage. When this provision took effect, more than 330 students with disabilities were employed in subminimum wage jobs in “sheltered workshops” across the state, with an average hourly wage less than half the minimum wage.

Due to past reliance on “sheltered workshops” to provide transition services for a portion of students (generally those with intellectual and developmental disabilities) school districts now need to expand development of community-based transition services. The TRG program and Community Conversations provide targeted support to districts for such expansion.

Current Transition Readiness Grant

The TRG program was created under Act 59, providing \$1.5 million annually beginning in FY19. However, the department recently accepted more than 130 applications for the inaugural grant program, with applications requesting more than \$9 million in total aid. The first group of awards went to 37 districts across the state, representing all 12 CESAs. Altogether, these 37 districts requested nearly \$3 million in aid for the 17,125 students with disabilities they serve.

Because the TRG appropriation is \$1.5 million for FY19, priority was given to TRG applicants that cited services proven to increase the likelihood of postsecondary employment. All funded applicants must follow a set of general requirements that relate to the longer-term development and refinement of integrated, community-based transition processes. Many districts requested funding for transportation, tuition to colleges and technical schools, activities to build connections with local employers, and for educators to obtain a certification in transition services.

Community Conversations

Community Conversations bring together school, community, and business leaders to brainstorm solutions to a particular challenge. They offer school districts another way to develop opportunities for meaningful work and paid employment for students with disabilities. Community Conversations have proven to be successful at raising community and employer expectations for youth with disabilities, cultivating local commitment, and connecting youth with jobs (Molfenter et al., 2018).

Needs for individual Community Conversations vary by community, but these two-hour events are typically hosted in familiar locations, such as a library, hotel, or coffee shop. In addition to the meeting space, Community Conversations need an event coordinator, facilitator, table hosts, refreshments, and marketing materials. The overall cost of hosting a Community Conversation generally falls between \$250 and \$1,000 (Molfenter et al., 2002). As a vehicle for engaging the community in the school district’s efforts to improve transition services for students with disabilities, Community Conversations are a logical use of TRG funds.

Proposal

The department proposes expanding the TRG program from \$1,500,000 GPR in FY19 to \$5,000,000 GPR annually beginning in FY20, to provide resources to school districts to help students with disabilities transition into the workforce and postsecondary education. Grant awards would still range from \$25,000 to \$100,000 per recipient, and the three primary expenses covered by the grant would be transportation for students, professional development for instructors, and staffing for schools.

The department also proposes adding “community engagement” to the list of special education workforce transition support provided under the TRG program so school districts can use grant funds to host Community Conversations, to strengthen relationships between schools and local employers. The department anticipates that a very small portion of individual grant awards would be used for this purpose.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6041 – BILINGUAL-BICULTURAL AID

207 – Bilingual-bicultural education aids s. 20.255 (2) (cc) - NEW

FISCAL SUMMARY		
	2019-21 Request	2020-21 Request
Requested Funding	\$22,700,000	\$35,400,000
Less Base	\$8,589,800	\$8,589,800
Requested Change	\$14,110,200	\$26,810,200

Request

The department requests an increase of \$14,110,200 GPR in FY20 and \$26,810,200 in FY21 to increase the state reimbursement rate for Bilingual-Bicultural (BLBC) education programs, from roughly 8 percent under current law, to 20 percent in FY20 and to 30 percent in FY21. The BLBC education aids program reimburses school districts for the approved prior year expenditures for BLBC education programming, for school districts required to offer BLBC programs under Wis. Stat. sec. 20.255 (2) (cc) and 115.97 (2), (3), or (4).

Background

State law, under Wis. Stat. Chapter 115, Subchapter VII, governs BLBC education and requires school districts to establish a BLBC program if they meet a certain threshold of English Learner (EL)⁴ students (“ELs”) from the same language group within an individual school in the district. Wis. Stat. sec. 115.97 establishes the following thresholds:

- 10 or more ELs in grades K-3;
- 20 or more ELs in grades 4-8; and
- 20 or more ELs in grades 9-12.

School districts that are required to offer BLBC programs must notify parents of eligible students and obtain consent before placing the student in a program. Programs are required to use a certified bilingual teacher; however, if one is not available, districts may employ a certified English as a Second Language (ESL) teacher and a bilingual aide, with the permission of the state superintendent. This exception does not apply to BLBC programs serving Spanish-speaking ELs in a BLBC program.

Under current law, \$8,589,800 GPR is provided annually in the appropriation under Wis. Stat. sec. 20.255 (2)(cc), bilingual-bicultural education aids, to support aid payments to school districts, to offset the costs of providing BLBC programming for ELs. State law requires the department to distribute \$250,000 annually among school districts whose enrollments in the previous school year were at least 15 percent ELs; the remaining \$8,339,800 is distributed to districts on the basis of expenditures on the district’s BLBC programs (i.e., claims reimbursement model).

⁴ Note that the Every Student Succeeds Act (ESSA) introduced and uses the term English Learner (EL), rather than English language learner (ELL) or limited-English proficient (LEP). This change may initially cause some confusion until the terminology is updated within the educational community as well as in Wisconsin state statutes (which uses the term limited-English proficient). To provide consistency, the term English Learner (EL) is used in this paper.

Table 1 below shows the number of ELs, districts, and the language populations served in BLBC program districts during FY17.

Table 1: BLBC Education Program – ELs Served, Locations, State Aid (FY17)

Number of EL pupils identified	49,670
Number of EL pupils served in state reimbursed programs	26,721
Number of districts receiving aid	52
Average approved cost/EL	\$3,848
Average state reimbursement/EL	\$321
Percent of eligible expenditures reimbursed*	8.11%
Number of state reimbursed programs	52
<p>Districts with state reimbursed BLBC programs: Appleton, Baraboo, Barron, Beloit, Clinton, Darlington, DC Everest, Delavan-Darien, Eau Claire, Edgerton, Elk Mound, Elkhorn, Franklin, Green Bay, Holmen, Howard-Suamico, Janesville, Kaukauna, Kenosha, Kewaunee, La Crosse, Lake Geneva J1, Lake Geneva-Genoa City UHS, Luxemburg-Casco, Madison, Manitowoc, Marshall, Menasha, Menomonie, Middleton-Cross Plains, Milwaukee, New London, Onalaska, Oregon, Oshkosh, Racine, Reedsburg, Rice Lake, Sauk Prairie, Sheboygan, Shorewood, Stevens Point, Verona, Walworth J1, Waterloo, Waukesha, Wausau, Wautoma, Whitewater, Wisconsin Dells, and Wisconsin Rapids</p>	
<p>Districts receiving set-aside (EL enrollments of at least 15% of their pupil enrollment receive a percentage of the set-aside of \$250,000): Beloit, Delavan-Darien, Green Bay, Madison Metropolitan, Sheboygan, Walworth, and Waterloo.</p>	

*The 8.11 percent reimbursement rate is for school districts that do not receive set-aside funding. The formula for determining the reimbursement rate is: $(\$8,589,800 - \$250,000) / \$102,811,100$.

While ELs are enrolled in many school districts throughout the state, most of these school districts lack the concentration of ELs sufficient to trigger the statutory requirement to establish a formal BLBC program for which the school district would receive BLBC Aid. See Table 2 for historic data on districts with EL pupils, for FY02 through FY17. In the 2016-17 school year, the total number of EL pupils in public schools was 49,670. However only 26,721 of those ELs were enrolled in school districts that qualified for BLBC aid.

The five-year average (FY13-FY17) enrollment of ELs enrolled in aided and non-aided districts is 25,511 and 23,889 (respectively), representing 52% and 48% (respectively) of the total number of ELs enrolled statewide, as reported by school districts. Table

School districts that are not required to establish a BLBC program under current law do not qualify for BLBC state aid, even though they are required to educate all ELs enrolled in the district. According to FY17 data, there were 305 school districts serving nearly 22,949 ELs that did not qualify for BLBC aid. Most of the BLBC aided school districts are concentrated in pockets of the state with higher and denser populations.

Thus, the lack of additional state resources to support EL pupils in school districts with no required BLBC program can be viewed as a problem experienced largely by smaller and rural school districts. The department's 2019-21 budget proposal includes requests to create two new, supplemental aid programs for all school districts serving ELs (see DINs 6042 and 6043), as well as a new, discretionary grant program that will provide school districts with additional resources to address the specific needs of their unique EL populations (see DIN 6044). Longitudinal data on the number of districts reporting ELs, aided and non-aided districts, and ELs served in those districts is included in Table 2, below.

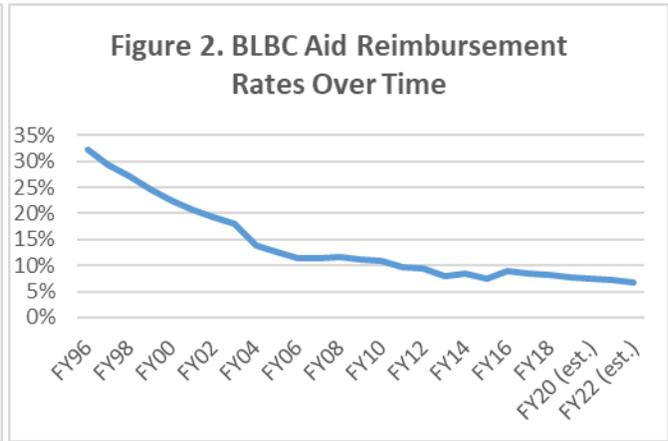
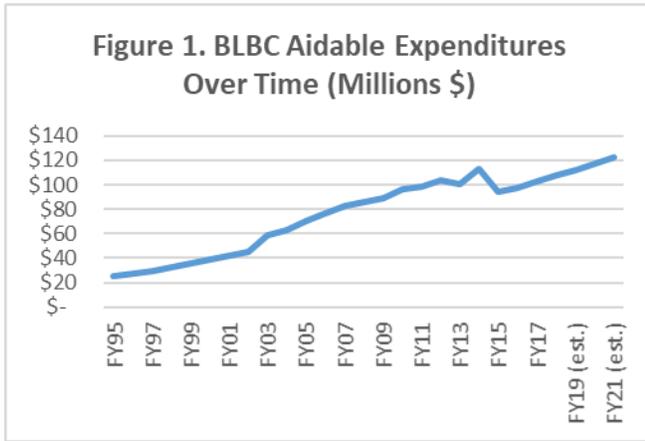
Table 2. English Learner Pupils, Aided and Non-Aided Districts (FY02 – FY18)

School Year	Number of Districts Reporting ELs	Number of ELs reported	Number of Aided Districts	Number of ELs Served in BLBC Program	Number of Non-Aided Districts	Balance of ELs*
FY02	199	32,588	45	22,016	154	10,572
FY03	211	34,199	43	22,136	168	12,063
FY04	247	35,602	49	22,311	189	13,291
FY05	267	39,255	49	24,672	218	14,583
FY06	183	33,402	51	25,081	132	8,321
FY07	289	40,752	52	26,331	237	14,421
FY08	328	45,651	54	27,031	274	18,620
FY09	358	51,772	56	27,663	302	24,109
FY10	361	52,100	55	26,954	306	25,146
FY11	352	51,944	58	28,086	294	23,858
FY12	354	41,727	59	27,220	295	24,507
FY13	355	50,052	52	26,426	303	23,626
FY14	351	49,560	51	23,716	300	25,844
FY15	356	49,309	50	24,998	306	24,311
FY16	355	48,405	51	25,692	304	22,713
FY17	357	49,670	52	26,721	305	22,949

*Data regarding the types of services received, if any, are not collected for “non-eligible” ELs; most of these ELs are being served in second language acquisition programs. Beginning with the March 2011 census, and for subsequent years through the 2014 census, different business rules were established, resulting in totals that differ from previous years’ data. The data may differ if compared to an earlier report. Beginning with the March 2011 census, data sources differ from previous years and numbers for PK pupils identified as ELs are again included. The change has caused an apparent drop in the number of ELs, though that drop is likely due to the change in data sources. This count appears low because it does not include most migrant ELs or ELs enrolled in PK.

Funding History

The appropriation for BLBC aid has been flat-funded since FY12. As demonstrated in the figures below, because aidable expenditures for BLBC education programs have increased most years, the reimbursement rate for eligible expenditures has generally decreased over time, from 32.2% in FY95, to 8.1% in FY18.



Proposal

Table 3 below shows the projected GPR needed to achieve a 20 percent BLBC aid reimbursement rate for FY20 and 30 percent in FY21. These projections assume a prior year aidable expenditures increase of 4.47 percent annually which represents the 10 -year average from FY08-FY17 excluding outliers.

Table 3. Expenditure and Aid Projections for FY20 and FY21

	FY20 (20%)	FY21 (30%)
Projected Eligible Prior Year Expenditures	\$112,204,038	\$117,219,558
Reimbursement	\$22,440,800	\$35,165,900
Set Aside for Districts with 15%+ EL Pupils	\$250,000	\$250,000
Total Appropriation (rounded to \$100,000)	\$22,700,000	\$35,400,000
Less: Base Funding	\$8,589,800	\$8,589,800
GPR Request	\$14,110,200	\$26,810,200

The department requests an increase of \$14,110,200 GPR in FY20 and \$26,810,200 in FY21 to increase the state reimbursement rate for Bilingual-Bicultural (BLBC) education programs to 20 percent in FY20 and to 30 percent in FY21 (requested amounts are rounded).

Statutory Language

The department is not proposing any statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6042 – SUPPLEMENTAL BILINGUAL-BICULTURAL AID

258 – *Bilingual-bicultural education aids; supplemental s. 20.255 (2) (cd) – NEW*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Aid	\$2,400,000	\$2,400,000
Less Base	\$0	\$0
Requested Change	\$2,400,000	\$2,400,000

Request

The department requests \$2,400,000 GPR in FY20 and \$2,400,000 in FY21 to create a new program, Supplemental Bilingual-Bicultural (BLBC) Aid. Under this new program, the department would award \$100 per English Learner (EL) to school districts with EL student populations below the statutory threshold, as specified under Wis. Stat. sec. 115.97 (2), (3), and (4), for the current law BLBC state aid program, and thus do not receive BLBC state aid under Wis. Stat. sec. 115.995.

Background

In order to better meet the state's obligation to serve EL students (ELs), the department proposes creating a new categorical aid program to support ELs enrolled in school districts that do not meet the eligibility criteria for BLBC state aid under current law. State law, under s. 115.97 (2), recognizes the state's obligation to serve all EL students:

“ (2) It is the policy of this state to provide equal educational opportunities by ensuring that necessary programs are available for limited-English proficient⁵ students while allowing each school district maximum flexibility in establishing programs suited to its particular needs. To this end, this subchapter establishes bilingual-bicultural education programs for students in school districts with specified concentrations of limited-English proficient students in the attendance areas of particular schools.”

Yet, the state does not provide additional aid on behalf of all ELs. Under current law, the state requires school districts to establish a BLBC program if there are enough ELs enrolled in the school district to reach specified concentrations of ELs from the same language group within discrete grade bands in the school in the district:

- 10 or more students in grades K-3;
- 20 or more students in grades 4-8; and
- 20 or more students in grades 9-12.

School districts that are not required to establish a BLBC program under current law do not qualify for BLBC state aid, even though they are required to educate all ELs enrolled in the district. While school

⁵ Note that the Every Student Succeeds Act (ESSA) introduced and uses the term English Learner (EL), rather than English language learner (ELL) or limited-English proficient (LEP). This change may initially cause some confusion until the terminology is updated within the educational community as well as in Wisconsin state statutes (which uses the term limited-English proficient). To provide consistency, the term English Learner (EL) is used in this paper.

districts are eligible to receive federal aid under Title III (ESSA), at an average of \$145 per EL (FY16), to support the educational needs of these students, the state does not provide any additional support. Providing state aid to school districts that currently do not receive BLBC state aid but do educate ELs would ensure that the state meets its obligation to serve all EL students.

Appendix A includes a map of the state showing school districts with enrolled ELs, and indicates which school districts are, and are not, required to establish a BLBC program for which the school district receives BLBC state aid. The ELs are enrolled in many school districts throughout the state; however, most of these school districts lack the concentration of ELs that trigger the requirement to establish a formal BLBC program for which the school district would receive aid. As the map shows, most of the school districts that are required to establish a BLBC program (and thus are eligible for BLBC state aid) are concentrated in pockets of the state with higher and denser populations. Thus, the lack of additional state resources to support ELs in school districts with no required BLBC program can be viewed as a problem experienced largely by smaller and rural school districts.

This is problematic because many ELs need additional educational support, regardless of whether there are other students who speak the same language as them in the same grade or in surrounding grades. Additionally, schools may need more resources to educate ELs when they are not in concentrated groups, because they lack the advantage of economies of scale that are present in schools that educate several ELs within a common language group and within the same grade band. For example, on a per-student basis, it may be less expensive for a school district to educate 20 Spanish-speaking students in grades two and three than it would be for another district to educate two Hmong-speaking students and five Spanish-speaking students, who are distributed throughout grades K through 12.

Table 1 below shows the number of ELs reported, as well as the number of ELs for whom school districts did and did not receive BLBC state aid under current law, from FY07 through FY17, and projections for FY18 through FY 21.

Table 1. Total ELs Served, Aided and Non-Aided ELs, and Aided and Non-Aided Districts (FY07 – FY21*)

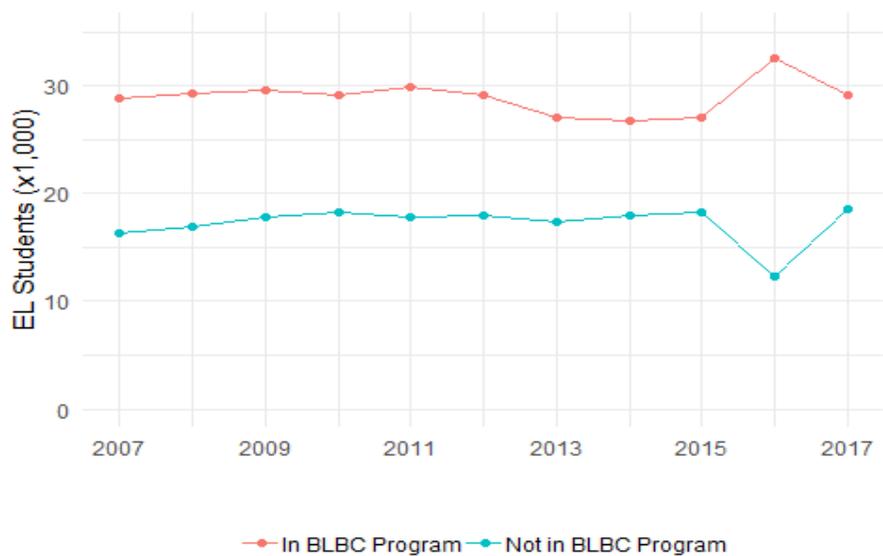
Fiscal Year	Total ELs	Aided ELs	Non-Aided ELs	% of Non-Aided ELs	Aided Districts	Non-Aided Districts	% of Non-Aided Districts
FY07	40,752	26,331	14,421	35.39%	52	237	82.0%
FY08	45,651	27,031	18,620	40.79%	54	274	83.5%
FY09	51,722	27,663	24,109	46.61%	56	302	84.4%
FY10	52,100	26,954	25,146	48.26%	55	306	84.8%
FY11	51,944	28,086	23,858	45.93%	55	294	84.2%
FY12	51,727	27,220	24,507	47.37%	59	295	83.3%
FY13	50,052	26,426	23,626	47.20%	52	303	85.4%
FY14	49,560	23,716	25,844	52.15%	51	300	85.5%
FY15	49,309	24,998	24,311	49.30%	50	306	86.0%
FY16	48,405	25,692	22,713	46.92%	51	304	85.6%
FY17	49,670	26,721	22,949	46.20%	52	305	85.4%
FY18 (est.)	49,715	26,112	23,603	47.48%	n/a	n/a	n/a
FY19 (est.)	49,761	26,136	23,625	47.48%	n/a	n/a	n/a
FY20 (est.)	49,806	26,160	23,646	47.48%	n/a	n/a	n/a
FY21 (est.)	49,851	26,183	23,668	47.48%	n/a	n/a	n/a

*Data for FY07 through FY17 from the department's 2018 BLBC Legislative Report.

The figures in Table 1 for FY18 through FY21 are department estimates. The department assumes annual growth in the total number of ELs reported of 0.09 percent annually, based on the three-year average (FY15 through FY17); the proportion of non-aided students is projected at 47.48% in each year, based on the five-year average percentage of non-aided students (FY13 through FY17). These assumptions are the basis of the department's 2019-21 biennial budget request for Supplemental BLBC Aid.

As shown in Figure 1 below, the data indicates greater growth in the number of ELs enrolled in school districts that do not have the necessary concentrations of ELs to establish a BLBC program and receive BLBC state aid.

Figure 1. Change in the Number of ELs Enrolled in School Districts with and without a Required BLBC Program



Source: WISEdash and BLBC aid Reports

For some school districts, the growth in ELs enrolled in the district over time may eventually result in concentrations of ELs by grade bands and within language groups that will trigger the requirement for the establishment of a BLBC program, and make the school district eligible for BLBC state aid. In the meantime, a growing number of school districts are serving an increasing number of ELs with no additional support from the state, despite the acknowledgement in Wisconsin state law that the state has an obligation to serve *all* ELs.

Proposal

The department proposes creating a new categorical aid program, Supplemental BLBC Aid, under which the state would reimburse districts \$100 per EL enrolled in the school district, if the school district does not meet the current law requirements to establish a BLBC program, and therefore is ineligible for BLBC state aid under current law. The department proposes using prior year data to determine the number of ELs for which a school district would receive Supplemental BLBC Aid, thus, aid payments distributed in FY20 would be based on the FY19 EL counts and payments distributed in FY21 would be based on FY20 EL counts.

Based on the estimated number of ELs that will not be served in a BLBC program under current law, the department requests \$2,400,000 GPR in FY20 and \$2,400,000 GPR in FY21.

Table 2. Estimated Cost for Supplemental BLBC Aid Program

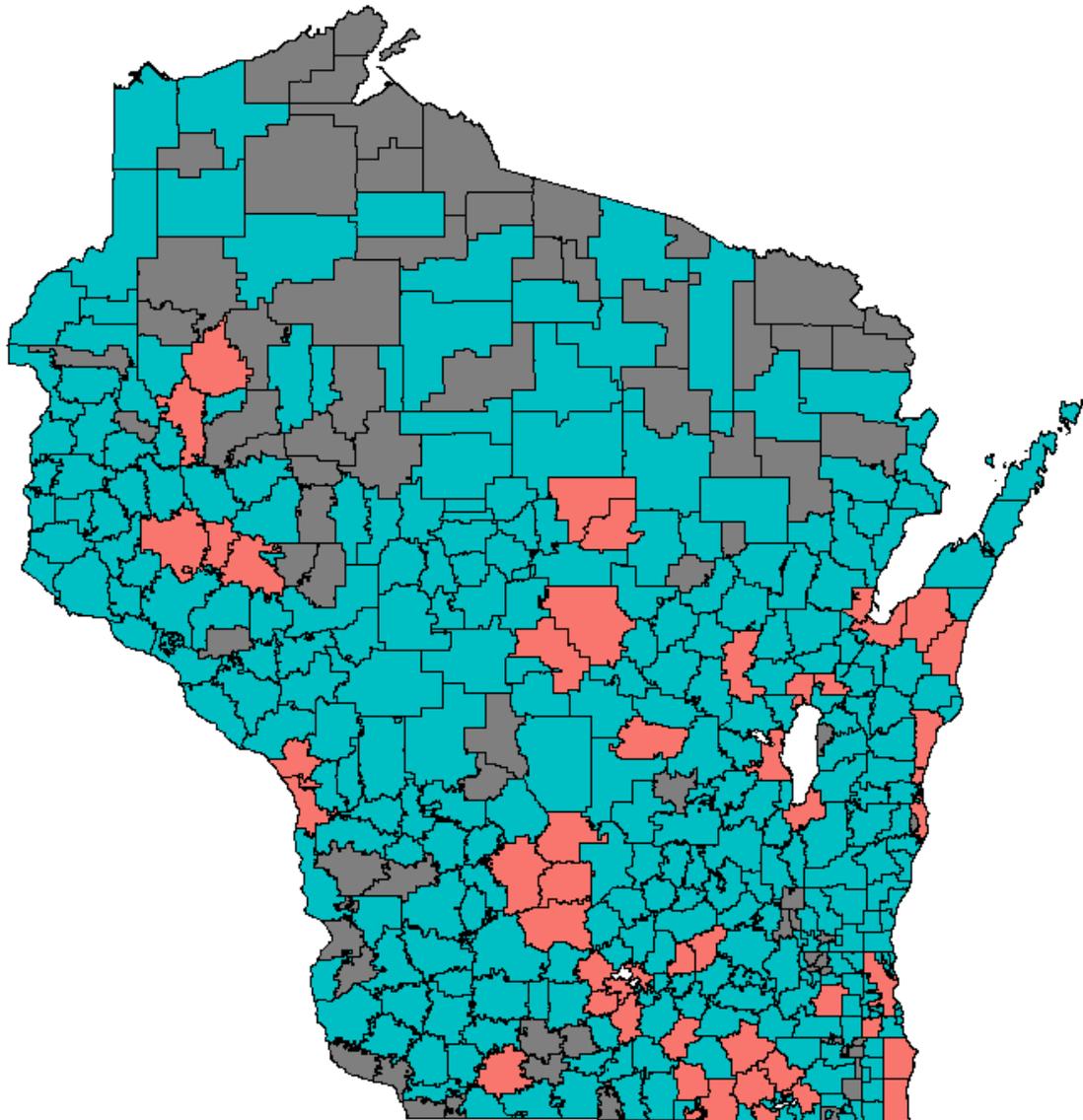
	FY20	FY21
Number of Non- Aided ELs	23,625	23,646
Estimated Payments	\$2,362,500	\$2,364,600
Rounded (nearest \$100,000)	\$2,400,000	\$2,400,000
Less Base Funding	\$0	\$0
Request	\$2,400,000	\$2,400,000

Statutory Language

The department is proposing statutory language related to this request.

APPENDIX A (DIN 6042)

School districts with required BLBC programs, school districts without required BLBC programs (but serving ELs), and school districts not serving ELs (no ELs enrolled). Data from 2016-17 school year.



served ■ BLBC Program ■ No BLBC Program ■ NA

Source: Annual EL Census and BLBC aid Reports

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6043 – TARGETED AID FOR ENGLISH LEARNERS

*259 – Bilingual bicultural education; targeted aid
s. 20.255 (2) (ce) - NEW*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$3,400,000	\$3,400,000
Less Base	\$0	\$0
Requested Change	\$3,400,000	\$3,400,000

Request

The department requests \$3,400,000 GPR in FY20 and \$3,400,000 in FY21 to create a new categorical aid program to provide aid to school districts in an amount equal to \$100 for each English Learner student (EL) whose English language proficiency is classified at a level 1, 2, or 3 on the annual English Language Proficiency Assessment. School districts would receive aid under this new program regardless of the district's eligibility for the current law Bilingual-Bicultural (BLBC) Aid program, or the department's proposed new Supplemental BLBC Aid program (see DINs 6041 and 6042).

Background

School districts in Wisconsin provide programming and service for ELs, to help ELs become proficient in academic English, in order to better prepare them for college and career after high school. In FY17, Wisconsin served nearly 50,000 ELs. There are over 137 non-English languages spoken by Wisconsin students, with Spanish-speaking students comprising the largest group, and Hmong-speaking students comprising the second largest group of ELs educated in Wisconsin's public schools.

Generally, the later an EL enters an English-speaking school, the more difficult it is for them to gain proficiency in English. The majority of ELs start in Pre-Kindergarten or Kindergarten, and take upwards of five years to exit services. These ELs are substantially less likely to exit services if they enter an English-speaking school for the first time after 2nd or 3rd grade, and have a low initial English language proficiency level.

That being said, most ELs enter school at the lower levels of English proficiency. For FY16, data shows that 6.8 percent of all ELs were new to Wisconsin public schools. Since FY06, Wisconsin school districts have enrolled 70,030 new ELs. Table 1 (next page) shows the grade level and English language proficiency (ELP) level at which these 70,030 EL pupils entered a public school. Of the total number of ELs entering public school during this time period, nearly half (49.6 percent) entered school in the third grade or later; 27.6 percent entered school in seventh grade or later. The table also shows that 42 percent of ELs entered school at the ELP Level 1; more than three-quarters (76 percent) entered at ELP levels 1, 2 or 3. (The distinction between the six ELP levels is detailed in a later section of this paper).

Educating ELs requires schools to provide additional services. The costs to educate the significant number of ELs enrolled in Wisconsin schools presents financial challenges for many schools, particularly smaller schools and districts that are new to supporting ELs or seeing EL population increases.

Table 1. Distribution of ELs New to Wisconsin Public School (FY06 – FY16)

Starting Grade	ELP Level 1	ELP Level 2	ELP Level 3	ELP Level 4	ELP Level 5	ELP Level 6	Total for Grade	Percent in Grade
KG	15,751	4,062	2,609	1,238	794	581	25,035	35.7%
1	2,055	1,251	1,394	459	252	161	5,572	8.0%
2	1,475	873	1,244	687	285	149	4,713	6.7%
3	1,232	841	902	753	380	229	4,337	6.2%
4	1,079	727	817	785	316	318	4,042	5.8%
5	1,011	602	715	714	426	379	3,847	5.5%
6	872	592	653	540	225	283	3,165	4.5%
7	1,039	543	672	490	229	276	3,249	4.6%
8	973	537	655	518	306	310	3,299	4.7%
9	1,856	746	685	608	296	614	4,805	6.9%
10	976	520	507	422	224	404	3,053	4.4%
11	707	426	471	404	232	465	2,705	3.9%
12	418	349	414	359	218	450	2,208	3.2%
Total for ELP Level	29,444	12,069	11,738	7,977	4,183	4,619	70,030	
Percent in ELP Level	42.0%	17.2%	16.8%	11.4%	6.0%	6.6%		

Source: Department of Public Instruction, Individual Student Enrollment System, most recent data available.

While school districts are eligible to receive federal aid under Title III (ESSA), at an average of \$145 per EL (FY16), to support the educational needs of these students, state support for EL programs is currently limited. Under current law, the state requires school districts to establish a BLBC program if there are enough ELs enrolled in the school district to reach specified concentrations of ELs from the same language group within an individual school in the district. Aid is provided as a reimbursement of expenditures that are incurred by a school district on behalf of the ELs for whom a school district is required to establish a BLBC program under current law. Funding for that state aid program is inadequate, resulting in reimbursements to school districts of approximately \$0.08 for every dollar spent on ELs served under a BLBC programs. The limited funding is the topic of the department’s request under DIN 6041.

Furthermore, the existing BLBC state aid program does not serve all ELs, as it is targeted to just those school districts that are required to establish a BLBC program under current law. The limited reach of the current law BLBC state aid program is addressed in the department’s request to create a supplemental BLBC state aid program (see DIN 6042).

The department’s proposal to provide school districts with additional resources to serve ELs is ultimately driven by the goal of supporting ELs in becoming proficient in English, as a means of ensuring success after high school, in college and career. One indication of a student’s overall academic success, and preparedness for life after high school, are the results from the federal and state required academic assessments. Data indicate that ELs are one subset of pupils that tend to have lower achievement results

on statewide assessments, compared to their peers. But of particular concern is the fact that ELs have the lowest achievement scores among other pupil subsets, including students from economically disadvantaged families and students with disabilities.

See Table 2 below for the results of the Forward Assessment conducted in the 2016-17 school year, indicating the proportion of all students, and subsets of students, achieving a score of proficient or advanced on two core subject areas: math and English and language arts (ELA).

Table 2. Performance on the Forward Assessments, School Year 2016-17

Subject	Group	Percent Proficient or Advanced
Math	All Students	42.8%
Math	Economically Disadvantaged Students	24.2%
Math	Students with a Disability	14.5%
Math	English Learner Students	12.0%
ELA	All Students	44.5%
ELA	Economically Disadvantaged Students	26.3%
ELA	Students with a Disability	13.1%
ELA	English Learner Students	10.0%

Source: Department of Public Instruction, WISEdash public reporting portal for student enrollment data.

The focus of this proposal – to create a targeted EL aid program – is to provide additional resources to all school districts to allow them to better serve ELs enrolled in the school district who have been assessed in the lower three levels of the annual English Language Proficiency Assessment. The department makes this request in recognition of the fact that ELs who have been assessed at the first three levels are the very students who require the most intense services. While some might argue that the bulk of ELs are young (Kindergarten, first and second grades) and are likely learn more quickly, the fact remains that public schools do serve a significant number of ELs at levels 1, 2 and 3 at higher grade levels, as well. In fact, the data show small (but noticeable) surges in the number of ELs in the lower levels, especially level 1, around grades seven and nine. The sheer number of ELs who enter public school with such limited English proficiency requires the state to allocate resources in a manner that targets those ELs who are most in need of services, for whom school districts will have to focus a substantial amount of energy to successfully educate.

Assessment of English Language Proficiency

Federal and state laws require that students identified as ELs be assessed annually to determine their level of ELP and ensure that they are progressing in achieving full English proficiency. The federal government sets requirements and provides supplemental funding for ELs through the Title III program. Title III of the federal No Child Left Behind (NCLB) Act of 2001 was reauthorized in 2015 as the Every Student Succeeds Act (ESSA). Federal law ensures that ELs, including immigrant children and youth, develop English proficiency and meet the same academic content and academic achievement standards that other children are expected to meet. Specifically, under ESSA, states are required to:

- adopt ELP standards that align to the state’s academic standards;
- address the differing proficiency levels of ELs; and
- administer an ELP assessment (or an alternate ELP assessment for students with significant cognitive disabilities) aligned to the ELP standards on an annual basis.

Wisconsin has adopted the WIDA⁶ English Language Development (ELD) standards and ACCESS⁷ assessment suites to meet these objectives. In 2016, WIDA revised the ACCESS assessment suites to more accurately align with college and career ready standards, resulting in an increased rigor of the ACCESS assessments.

Under Wis. Stat. sec. 115.96 (1), each school board is required to “conduct a count of the limited English proficient pupils in the public schools of the district, assess the language proficiency of such pupils and classify such pupils by language group, grade level, age and English language proficiency”, on or before March 1 of each year.

The department’s administrative rule PI 13 (Limited English Proficient [LEP] Pupils) delineates the responsibilities of school boards and the department pertaining to the education of ELs, and the requirements for school boards in establishing a BLBC program. Under PI 13.06, (Identification of LEP Pupils), each school board is required to identify potential ELs within the school district as part of the enrollment process, using a home language survey and department approved English proficiency assessment, as described under Wis. Admin. Code sec. PI 13.07 (English Proficiency Assessment).

School boards are required to identify students meeting any of the following criteria:

- students who communicate in a language other than English;
- students whose families use a language other than English; or
- students who use a language other than English in daily non–school surroundings.

Under this section of the administrative rule, each school board is required to determine the English proficiency level of a student identified under Wis. Admin. Code sec. PI 13.06, and then required to place the EL in an appropriate education program. Further, under Wis. Admin. Code sec. PI 13.09 (Testing of LEP Pupils), the school board is required to use a department approved assessment instrument, maintain all assessment records, and report information to the department.

Finally, under Wis. Admin. Code sec. PI 13.08, each school board is required to classify each student who has been assessed for English proficiency under one of ELP levels one through six. See Appendix B for descriptions of each of the six ELP levels.

As mentioned previously, recent changes by WIDA to the ACCESS test to better align it with college and career ready standards has made the assessment more rigorous. As a result, the number of ELs exiting the program fell dramatically and the total number of EL pupils testing at the three lower levels (1, 2 and 3) increased over 50 percent from 22,596 in FY 16 to 33,443 in FY17.

The data from the most recent two years (FY17-FY18) shows the number of EL pupils at levels 1, 2, or 3 was 33,443 in FY17 and 34,804 in FY18. Due to the relatively recent changes to the ACCESS test, it is not clear if the increase between FY17 and FY18 in the number of ELs assessed at an ELP level 1, 2, or 3 is a trend, or part of growth trend. Since it is unknown if that number will continue to increase, the department assumed 34,000 EL pupils will be classified at ELP levels 1, 2, or 3 for both FY19 and FY20

⁶ In 2002 an EAG grant provided initial funding for the organization that would become **WIDA**. Three states were involved in the grant: Wisconsin (WI), Delaware (D), and Arkansas (A), so the acronym WIDA was chosen for the name. At the last minute, however, Arkansas dropped out, and World-class Instructional Design and Assessment was created to fit the acronym. As WIDA grew, however, the original name no longer adequately described its mission. Recently WIDA decided to stop using the acronym definition. Now WIDA simply means WIDA.

⁷ [ACCESS for ELLs®](#) is designed to measure English language proficiency. It is a largescale assessment that is based on the [WIDA Consortium’s ELD Standards](#) that form the core of Wisconsin’s approach to instructing and testing ELs.

(aid payments are to be calculated on prior year counts). Historic data on the number of EL pupils who were placed at ELP levels 1, 2 or 3, from FY06 through FY18 along with estimated numbers for FY19-21 are shown in Table 3 below.

Table 3. ELs Assessed at ELP Levels 1, 2, or 3

Fiscal Year	EL Pupils Assessed at Levels 1, 2, or 3	Fiscal Year	EL Pupils Assessed at Levels 1, 2, or 3
FY06	27,919	FY14	22,459
FY07	25,215	FY15	22,171
FY08	25,211	FY16	22,094
FY09	23,607	FY17	33,443
FY10	22,545	FY18	34,804
FY11	22,630	FY19 (est.)	34,000
FY12	22,040	FY20 (est.)	34,000
FY13	21,810	FY21 (est.)	34,000

Source: Department of Public Instruction, WISEdash public reporting portal for student enrollment data.

Proposal

Because the largest number of ELs entering schools tend to be in one of the three lower proficiency levels, the department believes that targeting state aid based on the number of ELs in levels 1, 2, or 3 will be the most effective way to support school districts in educating ELs with the greatest needs. Further, this new state aid could prove especially beneficial to school districts with start-up EL programs and services, allowing them to build capacity to better serve their EL populations. Providing support for ELs at the lower ELP levels will also be particularly helpful to school districts in managing increases and/or influxes of new ELs at lower ELP levels.

School districts eligible for BLBC state aid payments under Wis. Stat. sec. 115.97 (2), (3) and (4) would also be eligible for aid under this new program for each EL pupils at ELP levels 1, 2, or 3. Thus, this new program would serve ELs at the lowest ELP levels in every school district throughout the state, regardless of the district’s eligibility for the current law BLBC Aid program, or the department’s proposed new Supplemental BLBC Aid program (see DIN 6042). Table 4 below shows the projected cost of providing school districts with \$100 per eligible EL in FY20 and FY21 under the department’s proposal for a targeted aid program for EL pupils.

Table 4: Cost Projections for Targeted Aid for ELs, FY20 and FY21

	FY20	FY21
EL pupils at ELP levels 1,2, or 3 (prior year count)	34,000	34,000
Annual aid amount based on \$100 per eligible EL pupil	\$3,400,000	\$3,400,000
Less: Base Funding	\$0	\$0
Request	\$3,400,000	\$3,400,000

Statutory Language

The department is proposing statutory language related to this request.

APPENDIX A (DIN 6043)

English Language Proficiency (ELP) Levels

Level 1 – Beginning Preproduction. A student is classified level 1 if the student does not understand or speak English, with the exception of a few isolated words or expressions.

Level 2 – Beginning Production. A student is classified level 2 if all of the following criteria are met:

- the student understands and speaks conversational and academic English with hesitancy and difficulty;
- the student understands parts of lessons and simple directions; and
- the student is at a pre-emergent or emergent level of reading and writing in English, significantly below grade level.

Level 3 – Intermediate. A student is classified level 3 if all of the following criteria are met:

- the student understands and speaks conversational and academic English with decreasing hesitancy and difficulty;
- the student is post-emergent, developing reading comprehension and writing skills in English; and
- the student's English literacy skills allow the student to demonstrate academic knowledge in content areas with assistance.

Level 4 – Advanced Intermediate. A student is classified level 4 if all of the following criteria are met:

- the student understands and speaks conversational English without apparent difficulty, but understands and speaks academic English with some hesitancy; and
- the student continues to acquire reading and writing skills in content areas needed to achieve grade level expectations with assistance.

Level 5 – Advanced. A student is classified level 5 if all of the following criteria are met:

- the student understands and speaks conversational and academic English well;
- the student is near proficient in reading, writing, and content area skills needed to meet grade level expectations; and
- the student requires occasional support.

Level 6 – Formerly EL Now Fully English Proficient. A student is classified level 6 if all of the following criteria are met:

- the student was formerly limited-English proficient and is now fully English proficient; and
- the student reads, writes, speaks and comprehends English within the academic classroom setting.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6044 – GRANTS TO SUPPORT ENGLISH LEARNERS AND BILINGUAL-BICULTURAL EDUCATION PROGRAMS

260 – Grants for bilingual-bicultural and English learner education programs (NEW)
s. 20.255 (2) (cb) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$5,000,000
Less Base	\$0	\$0
Requested Change	\$0	\$5,000,000

Request

The department requests \$5,000,000 GPR annually, beginning in FY21, to create a new, discretionary grant program to support educational programming for English Learner students (ELs) and for bilingual-bicultural education in schools. The department envisions a grant program that will provide flexibility to school districts and independent charter schools to design programs tailored to meet the specific needs of their students, within the unique circumstances of the district or school.

Background

State law, under Wis. Stat. sec. 115.97 (2), recognizes the state’s obligation to serve all EL students:

“ (2) It is the policy of this state to provide equal educational opportunities by ensuring that necessary programs are available for limited-English proficient⁸ students while allowing each school district maximum flexibility in establishing programs suited to its particular needs. To this end, this subchapter establishes bilingual-bicultural education programs for students in school districts with specified concentrations of limited-English proficient students in the attendance areas of particular schools.”

The appropriation for the BLBC aid program has been flat-funded since FY12 while eligible expenditures have increased most years. As a result, the reimbursement rate for eligible expenditures has decreased over time, from 32 percent in FY95 to 8.1 percent in FY18. The department is submitting a separate request under DIN 6041, seeking additional funding in order to raise the reimbursement rate to 20 percent in FY20 and 30 percent in FY21.

School districts that are not required to establish a BLBC program under current law do not qualify for BLBC state aid, even though they are required to educate all ELs enrolled in the district. According to FY17 data, there were 305 school districts serving nearly 22,949 ELs that did not qualify for BLBC aid. In addition to this request to create a new grant program for ELs and BLBC education programs, the department’s 2019-21 budget proposal includes requests to create two new supplemental aid programs for all school districts serving ELs (see DINs 6042 and 6043).

⁸ Note that the Every Student Succeeds Act (ESSA) introduced and uses the term English Learner (EL), rather than English language learner (ELL) or limited-English proficient (LEP). This change may initially cause some confusion until the terminology is updated within the educational community as well as in Wisconsin state statutes (which uses the term limited-English proficient). To provide consistency, the term English Learner (EL) is used in this paper.

Flexible Grants to Meet District-Specific Challenges

Districts would surely benefit from additional state support to address the needs of ELs, as requested by the department for the existing BLBC Education Aid program and for the two proposed new aid programs (Supplemental BLBC Aid and Targeted Aid for ELs). However, schools throughout the state face challenging circumstances with respect to providing EL services, whether arising from a sudden influx of ELs or a steadily growing EL population in the district. See Appendix A for examples of the various programming that could be implemented under a flexible grant for EL and BLBL education programming.

The proposed discretionary grant program would be open to all school districts, regardless of a district's eligibility for the existing BLBC Education Aid or the two new programs proposed by the department. The department proposes that independent charter schools also be eligible for this grant. As demonstrated in Table 1, below, the number and percentage of ELs enrolled in independent charter schools has increased over the past five years, from 311 ELs in FY14 (3.7 percent of enrollment), to 769 ELs in FY18 (9.4 percent of enrollment). While the number of independent charter schools has remained relatively constant during this five year period, both the number and the percent of EL students attending these schools have increased by about 250%.

Table 1. Number of EL Students in Independent Charter Schools

School Year	Schools	EL Students*	Total Students*	Percent EL
2013-14	23	311	8,376	3.71%
2014-15	23	529	8,830	5.99%
2015-16	24	617	9,243	6.68%
2016-17	22	695	7,902	8.80%
2017-18	23	769	8,184	9.40%

*Count of students who were enrolled in schools and counted in the third Friday of September count.

The grant program would be structured so as to provide flexibility to grantees in designing programs best suited to the particular needs of the EL population within the district or school and the unique circumstances of the district or school. Eligible activities under this grant program would include: targeted staff training;

- designing or procuring specialized curriculum
- providing in-class support for classroom teachers
- establishing early childhood (pre-kindergarten) bilingual education opportunities
- establishing new dual language immersion programming
- working in collaboration with educator preparation program to provide add-on licenses for English as a Second Language and/or bilingual education

The goal of the grant program is to support educational programming and services that will help districts and schools achieve positive outcomes for ELs, including increased English language proficiency and general academic improvement, with the larger goal of ensuring that all students – including ELs – are prepared to pursue postsecondary training and education opportunities that will position them for

success beyond high school. The department envisions activities that will facilitate systemic improvements in serving ELs, including (but not limited to) the following examples:

- including ELs in early childhood and/or Head Start programming
- implementing programs specifically for “newcomer” middle and high school ELs (i.e., those entering an English-speaking classroom at an older age)
- building college- and career-readiness pathways for ELs, e.g., specialized high school-to-technical college pathways, training programs for ELs to become qualified translator or interpreters student

Dual Language Immersion Programs

Dual language programs seek to help students develop high levels of proficiency and literacy in English and a non-English partner language, as well as improve levels of academic achievement generally. Students in dual language programs also gain an appreciation and understanding of multiple cultures. Research indicates that, in addition to providing a benefit to English-speaking students, dual language programs also provide more opportunities for ELs to attain higher levels of academic achievement, serving as a complement to other types of EL programs.

Additionally, according to research conducted by the U.S. Department of Education (Dual Language Education Programs: Current State Policies and Practices, April, 2015) there are multiple benefits to students and society from having proficiency in more than one language and from the interaction between cultures that language learning provides. Developing proficiency in more than one language enhances career opportunities, improves communication skills, and promotes cultural understanding. The research also shows that ELs benefit from continuing to learn in their native language, and are less likely to fall behind in core subject areas, if they are able to continue learning grade-level content in their home language while acquiring proficiency in English.

School districts face a number of challenges when establishing dual language programs. In addition to finding qualified teachers to teach in dual language programs, dual language programs can incur additional costs compared to other instructional programs, particularly in the startup phase. Textbooks and other materials in the non-English partner language were reported to add costs to dual language programs. The need for specialized professional development in order to adhere to the program model also may contribute to higher program costs.

As part of its 2017-19 biennial budget request, the department proposed creating a Dual Language Immersion (DLI) start up grant program, at \$750,000 GPR annually, beginning in FY19. Rather than request a separate DLI startup grant program, the department believes that the proposed EL and BLBC education program grant include, as one of the allowable uses of the grant, planning and startup of new DLI programs.

See Appendix B for additional information about DLI programs.

Building Capacity for Bilingual- and ESL-Licensed Educators

The state currently has a shortage of bilingual and ESL teachers, and an increasing number of citizens who do not speak English as their first language. According to US Census data, Wisconsin has seen the number of people who do not speak English as their primary language increase from 7.3 percent in 2000, to 8.6 percent in 2010, a 17.8 percent increase.

As part of its 2017-19 biennial budget request, the department proposed creating a grant program to support Bilingual/ESL capacity building in school districts, at \$750,000 GPR annually, beginning in FY19. Rather than request a separate grant program for this purpose, the department believes that the proposed EL/BLBC Education Programs grant include, as one of the allowable uses of the grant, using grant funds to work with educator preparation programs to build internal capacity for bilingual- and ESL-licensed educators.

The goal is to encourage school districts to build capacity within the school district for ESL and bilingual education teachers by providing districts with the resources to “grow their own” qualified ESL/bilingual education staff. Currently, a college student seeking ESL certification at the University of Wisconsin-Madison (UW-Madison) is required to complete 18 credits of coursework starting over the summer and continuing through the following academic year. In order to acquire the additional bilingual certification, a student must complete the 18 credits required for the ESL certification first, then complete an additional four credits of field work.

If districts were permitted to use the proposed EL/BLBC Education Program grant for this purpose, they would have access to a tool to address ESL/bilingual education teacher shortages in a way that avoids the potential for poaching of qualified staff from other school districts. Additionally, using the grant award to pay the costs for existing staff to obtain additional training and eventual ESL/bilingual education certification, while still employed with the school district, would allow those paraprofessionals and teachers to avoid a disruption in their employment (i.e., they would not have to leave employment to pursue continued education and training).

Allowing the grant to be used for this purpose would encourage school districts that lack qualified bilingual and ESL teachers to support their existing teachers and paraprofessionals in efforts to acquire either a bilingual or ESL supplemental license, for the benefit of ELs enrolled in the district.

Proposal

The department requests \$5,000,000 GPR annually, beginning in FY21, to create a new grant program that will support EL and bilingual-bicultural education programs, providing districts and schools the flexibility to design programs tailored to meet the specific needs of the EL population they serve, within the unique circumstances of the district or school.

Statutory Language

The department is requesting statutory language related to this request.

APPENDIX A (DIN 6044)

Use Cases for English Learner Discretionary Grant Funds

Adaptive Response

Some districts are faced with significant increases in a specific student population over a short period of time. Several districts have seen a surge in students arriving from Puerto Rico after Hurricane Maria. Based on the federal definition of immigrant, students from Puerto Rico (PR) are not eligible for Title III Immigrant and Youth grant funding; however, since the language spoken is primarily Spanish, students are most often ELs and entitled to language support services. PR represents a unique scenario in that students are within the same educational system as in the rest of the United States; however, schooling is in Spanish. Districts need to customize assessment (student records and transcripts may not be available), and offer instruction and social emotional support to integrate students either temporarily or more permanently with as little interruption as possible. Grant funds may be offered to develop a more customized program to this specific circumstance.

Transitions in Language Spoken by EL Populations

To receive state BLBC categorical state aid requires a district to hire a bilingual teacher to support students of a single language cohort. The most effective supports for language development is to offer instruction in a student's first language via one-way or two-way dual language immersion models. This is usually Spanish or Hmong. To support these programs, districts create instructional learning models with teachers, paraprofessionals, counselors, community liaisons, and other specialists. The arrival of a new language group leads to unique challenges. The district must continue to support its bilingual initiatives, but must also develop a language learning infrastructure to support these new groups as well. This is a real challenge for both large and mid-sized districts. The discretionary grant can be used to create a learning infrastructure to help the schools develop program models and provide supplemental support for ELs from these new language groups. We see instances of this in Milwaukee with a rise in Arabic, Congolese, and Karin speakers; in Green Bay with a significant increase in Somali speakers, and places like Appleton and Lacrosse where there has been a shift from Hmong to Spanish, but both languages (and others) are represented.

Grow Your Own Dual Language Educator Program

Districts may find it beneficial to initiate a grow-your-own program for students, paraprofessionals, community liaisons, translators, and eventually teachers. This is a strategic approach for increasing staff proficient in some of these new languages and to staff dual language programs since bilingual teachers are a high teacher shortage area. Discretionary funds would be a great way to support or simply kick-start grow your own programs. Such grants could support smaller-scaled projects similar to those supported by the National Professional Development (NPD) grants, which foster collaboration between Institutes of Higher Education (IHEs) and districts to embed professional learning and licensing course work. These type of projects allow for more customization and paid training at satellite or underserved regions within the state. When a district receives an EL students for the first time, it struggles to find the resources to hire and train staff to support the student. Discretionary funds could be used to kick-start its program.

Startup Planning Grants (Dual Language Immersion)

Some districts face steady increases in population of a specific language (Spanish being the most common). Districts see that Dual Language Immersion (DLI) is a highly effective model that qualifies as an eligible BLBC program. The district wants to be thoughtful in its approach and undertakes a strategic

planning initiative to determine the feasibility of DLI within its community as well as research to the best model to implement for its district. The district wishes to hire a consultant team, train key staff, train community leaders to understand and interpret data, develop parent educational material, and potentially acquire curriculum. Funding to support these efforts would be particularly helpful for smaller and mid-sized rural or suburban districts that would not otherwise have the resources to support a planning initiative. There are more examples of DLI programming in either resource-rich communities or communities with longer-term high Latino/a populations but less models of such initiatives in rural communities. Districts focus mainly on hiring licensed staff, but not necessarily envisioning a program and building the infrastructure to support students and staff. These grants would allow smaller districts to build higher quality, more equitable learning opportunities for its ELs and be more proactive and less reactive in developing its model.

Summer and Customized Programs

A rural district, with an increased number of recently-arrived ELs that does not have a summer school program at its school, could use funds to support summer content rich activities for English learners in the community. The funds could be used for operating an ESL summer enrichment program. This would require the ability to support multiple elements of the program, such as transportation, classes, curriculum, and supplies. Afterschool programs function in a similar way. In some cases, it is appropriate for ELs to participate in the same class; in other cases, a more special focus or curriculum may be appropriate. Schools can offer afterschool bilingual classes or family biliteracy as well.

First-time EL Grant

For districts which have never had ELs attending their schools, there is a steep learning curve for how to effectively instruct and support EL students. Districts reach out to our state, CESAs, and the Response to Intervention (RtI) Center to provide this support; targeted training is often needed beyond the scope of what Title III (and other Title funds) can provide via work within consortia. Districts would benefit with a one-time targeted learning grant to obtain training on English language development, literacy instruction, culturally responsive practices, legal requirements, and family engagement. We see a need for this throughout the state, but especially in the CESA 4, CESA 3, CESA 7, and CESA 9.

Newcomer Initiatives at the Secondary level

One of the biggest challenges faced by small and large districts alike, is how to support newcomers with limited or interrupted formal education who arrive in schools at the secondary-level. Districts may have an EL program in place to support EL students in younger grades, when most ELs enter Wisconsin's educational system. Most EL programs are for students K-5. Students need highly customized programming by trained or qualified teachers. That programming needs to be specific to supporting curriculum, language learning, and access to appropriate grade-level materials and content that is provided either directly at the high school or in conjunction with a technical school. EL discretionary funds could be used to staff and support these initiatives on a 6-month to two-year basis (an appropriate time for newcomer programming). Districts could use funding for staffing, curriculum, transportation, training, and creating alternative or dual-credit options.

APPENDIX B (DIN 6044)

Dual Language Immersion Programs

The three most common types of dual language programs are two-way dual language programs, one-way dual language programs, and developmental bilingual education programs.

Two-way dual language programs (two-way bilingual or dual language immersion programs) enroll EL students and non-EL students in equal proportion, and instruct both groups in English and the non-English partner language. The goals of a two-way dual language program include improved academic achievement, bilingualism, biliteracy, and biculturalism. Programs generally follow either a 50:50 model, with 50 percent of instruction taking place in English and 50 percent taking place in the partner language; 90:10 model, which begins by delivering 90 percent of instruction in the partner language and 10 percent of instruction in English, and then gradually transitions to a 50:50 balance of instruction between the two languages over the course of several years. Programs may balance languages by dividing instructional time based on content area, class period, instructor, day, week, unit, or semester. Each group of students acquires language and content-area knowledge in their own language, as well as in the partner language.

One-way dual language programs (also known as world language immersion programs) are very similar to two-way dual language programs in terms of implementation, but have different composition of students. In one-way dual language programs, students are predominantly from one language group and are usually native English speakers, although programs may also include some EL students or heritage language learners of the partner language.

Developmental bilingual education programs (also referred to as maintenance bilingual programs) are generally for EL students only. These programs offer a balance of instruction in the non-English partner language and in English, to promote academic achievement, bilingualism, and biliteracy. Programs follow either a 50:50 model or a 90:10 model and may balance languages by dividing instructional time based on content area, class period, instructor, day, week, unit, or semester. Students acquire language and content-area knowledge in English and the non-English partner language (Faulkner-Bond et al., 2012).

A December 2015 report entitled “Dual Language Education Programs: Current State Policies and Practices” was released by the U.S. Department of Education’s (DOE) Office of English Language Acquisition. This report provides several examples of various approaches taken by other states. The report found information indicating that six states (Delaware, Georgia, Indiana, Kentucky, Oregon, and Utah) have recently offered funding opportunities to school districts specifically for dual language programs.

In **Georgia**, six new dual immersion elementary schools were awarded start-up grants (\$15,000 each) to support the purchase of materials and professional development, and ultimately to implement dual-immersion instruction in languages deemed vital to the economic development of the state and region.

In **Oregon**, the Dual Language/Two-Way Bilingual Grant is available to assist school districts, charter schools, or consortia thereof, with the design, implementation, and improvement of dual language/two-way bilingual programs across the state. Seven school districts were awarded a grant under this program; six districts received \$120,000 and the seventh was awarded \$160,000. Grant funds could be used for staffing costs (including substitutes), supplies, travel, and consultation fees.

In **Utah**, state funding provides for the addition of new dual language programs in approximately 20 to 25 schools per year. Districts request program funding and receive a base of \$10,000 and, if necessary,

additional funding for cost-sharing staff in particular instances where it is necessary and would be cost effective. Target languages include Chinese, French, Portuguese, and Spanish.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6051 – PER PUPIL AID

279 – Per pupil aid
s. 20.255 (2) (aq)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$545,700,000	\$543,800,000
Less Base	\$549,098,400	\$549,098,400
Requested Change	-\$3,398,400	-\$5,298,400

Request

The department requests a decrease in expenditure authority of \$3,398,400 in FY20 and a decrease of \$5,298,400 in FY21 to continue funding Per Pupil Aid at the FY19 payment of \$654 per pupil.

Background

Per Pupil Aid is provided to school districts as a statutorily defined amount per revenue limit member. It is received outside a district's revenue limit, and is paid on the fourth Monday in March.

Established as Per Pupil Adjustment Aid in the 2011 Wisconsin Act 32 (the 2011-13 biennial budget), the aid amount to school districts was computed as \$50 multiplied by the district's current three-year average revenue limit membership. Aid was prorated for districts that chose to under levy, in proportion to the specific under levy for the district. School districts automatically received this aid in FY13 with no other eligibility criteria. The appropriation in FY13 was \$42,500,000 GPR.

The appropriation for Per Pupil Aid was modified in the 2013-15 biennial budget (2013 Wisconsin Act 20), such that a district's eligibility for Per Pupil Aid was no longer dependent on whether or not the district levied to the full amount allowed under its revenue limit. Additionally, the appropriation for Per Pupil Aid was changed from annual, sum-certain appropriation to a sum-sufficient appropriation; thus, every district receives the full amount for which the district is eligible (no proration of aid payments).

Each school district received a \$75 per member aid payment in FY14 and a \$150 per member payment in FY15. In total, school districts received \$63,462,200 in FY14 and \$126,840,150 in FY15. Per Pupil Aid is paid on the fourth Monday in March each year.

The table below shows the per member payment amount, and the total Per Pupil Aid payments in each year, from FY14 through FY18, and estimates for FY19 through FY21.

Table 1. Per Pupil Aid Total and Estimated Payments, FY14 through FY21

	Aid Per Member	Total Revenue Limit Members	Total Aid Payment
FY14	\$75	846,029	\$63,462,200
FY15	\$150	845,615	\$126,840,150
FY16	\$150	843,945	\$126,859,800
FY17	\$250	841,911	\$210,477,750
FY18	\$450	839,835	\$377,925,750
FY19 (est.)	\$654	839,600	\$549,098,400
FY20 (current law)*	\$630	834,400	\$525,672,000
FY21 (current law)*	\$630	831,500	\$525,845,000
Department's Proposal:			
FY20 (rounded to \$100,000)	\$654	834,400	\$545,700,000
FY21 (rounded to \$100,000)	\$654	831,500	\$543,800,000

* Per 2017 Act 59, the per member payment is reduced, from \$654 in FY19, to \$630 in FY20 and each year thereafter.

Proposal

The department proposes to continue funding Per Pupil Aid at the FY19 level of \$654 per revenue limit member in FY20 and FY21. While the FY19 appropriation (\$549,098,400) would support payments of \$654 per member for 839,600 members statewide, the department currently projects statewide revenue limit membership at 838,300 for FY19. The department projects further decreases in revenue limit membership, to 834,400 in FY20 and 831,500 in FY21.

As such, the projected decreasing revenue limit membership calls for the requested decrease in expenditure authority of \$3,398,400 in FY20 and \$5,298,400 in FY21, to continue funding Per Pupil Aid at \$654 per pupil in both years of the 2019-21 biennium. The requested change to expenditure authority is based on rounding the appropriation to the nearest \$100,000. Because the appropriation is sum-sufficient, school districts will receive the full amount of Per Pupil Aid for which they are eligible.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6052 – AFTERSCHOOL PROGRAM GRANT

283 – Afterschool program grants
s. 20.255 (2) (dk) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$20,000,000
Less Base	\$0	\$0
Requested Change	\$0	\$20,000,000

Request

The department requests an increase of \$20,000,000 GPR beginning in FY21 to create an afterschool grant program to provide ongoing support to afterschool program sites and out-of-school time programs.

Background

According to the Afterschool Alliance, in their work titled [Afterschool Programs: Making a Difference in America's Communities by Improving Academic Achievement, Keeping Kids Safe and Helping Working Families](#) (February 2008, updated 2013), decades of research show that afterschool programs help kids learn, grow, and avoid risky behaviors.

Programs spark interest in learning so students attend school more often, get better grades, and improve their behavior in class. Through new learning experiences, young people discover what they love to do and gain the skills that will serve them academically and emotionally. They also build essential skills, such as perseverance and critical thinking, which helps prepare them for participating actively in their communities and in the workforce following their K-12 education.

There are several benefits to students associated with attending afterschool programs:

- roughly 50 percent improve their math and reading grades;
- nearly 60 percent improve their behavior in class.
- around 65 percent improve their homework completion and class participation; and
- more than 70 percent in afterschool programs focused on STEM activities express more interest in, and knowledge about, careers in these fields.

The Afterschool Alliance study states that:

The Promising Afterschool Programs Study, a study of about 3,000 low-income, ethnically-diverse elementary and middle school students, found that those who regularly attended high-quality programs over two years demonstrated gains of up to 20 percentiles and 12 percentiles in standardized math test scores respectively, compared to their peers who were routinely unsupervised during the afterschool hours. (Policy Studies Associates, Inc., 2007)

Afterschool Alliance also provides a solid return on investment figure. According to the Afterschool Alliance, research shows that every \$1 invested in afterschool programs saves at least \$3 by increasing kids' learning potential, improving kids' performance at school, and reducing crime and juvenile delinquency.

The Afterschool Alliance has reported that demand for afterschool programs is so great that two out of every three applications cannot be funded. According to the Afterschool Alliance, throughout the country, there are 10.2 million students enrolled in 21st Century Community Learning Center afterschool programs (more information below) and 19.4 million that would participate if a program were available.

21st Century Community Learning Centers

The only dedicated source of support for local communities' afterschool and summer programs comes from 21st Century Community Learning Center (21 CLC) federal grant, governed by Title IV, Part B, of the Every Student Succeeds Act (ESSA). The purpose of the 21 CLC program is to create community learning centers that provide students with academic enrichment opportunities, as well as additional activities designed to complement their regular academic program. Community learning centers must also offer literacy and related educational development to the families of students served by the program.

The community learning centers can be located in elementary or secondary schools, or other similarly accessible facilities; they provide a range of high-quality services to support student learning and development, including tutoring and mentoring, homework help, academic enrichment (such as hands-on science or technology programs), community service opportunities, as well as music, arts, sports, and cultural activities. At the same time, centers help working parents by providing a safe environment for students when school is not in session.

The 21 CLC funds support centers that primarily serve students from schools that have at least 40 percent of their students who qualify for free and reduced lunch, although other sources of objective data in addition to free and reduced lunch count may be used to establish eligibility. In addition, eligible applicants proposing to primarily serve students from schools with significant academic deficiencies will receive priority for grant awards.

Afterschool Programs in Wisconsin

Over 77,000 Wisconsin students participate in afterschool and out-of-school term (OST) programs; the majority of these students are eligible for free or reduced lunch. Currently in Wisconsin, these afterschool and OST programs are funded through a mix of federal 21 CLC startup grants, local funds, and philanthropic dollars, as well as Wisconsin Shares (the public child care subsidy program), for programs that are structured as child care centers. However, the amount of available federal funding and philanthropic dollars is inadequate to support programming in many places throughout the state, leaving a substantial amount of unmet need.

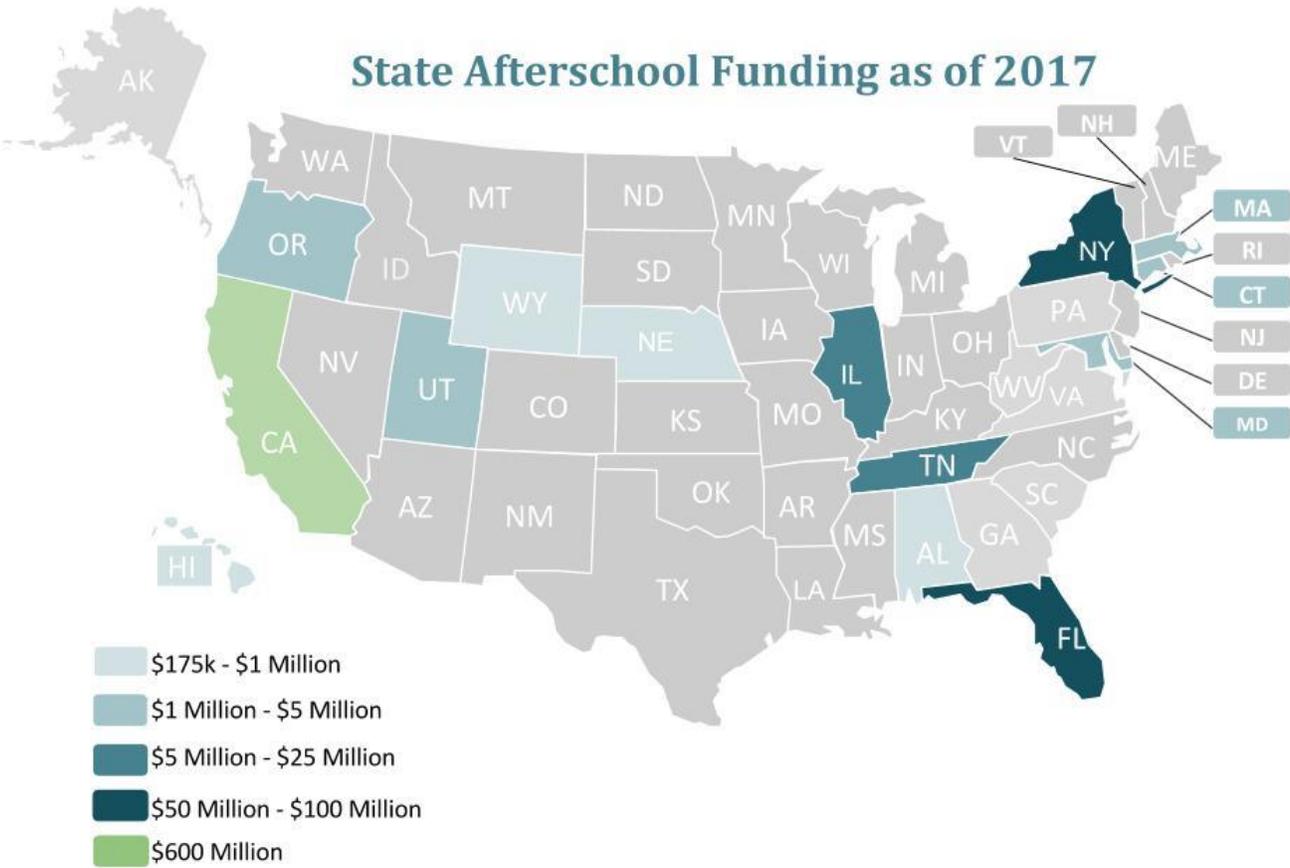
In the most recent 21 CLC grant competition for the 2018-19 school year, 142 CLC centers requested over \$17 million, but only \$4.35 million was available to support 37 sites – roughly one-quarter of demand could be met with the 21 CLC resources. As a result, many existing, high-quality programs that previously received funding are without federal grant support. Additionally, while a few new sites were awarded funds, the demand for expansion greatly exceeds capacity and competes with the need for ongoing, sustainable funding. This cycle of lost and limited funding has been problematic for more than a decade.

State Support for OST programs in Other States

According to a January 2018 report by the National Conference of State Legislatures (NCSL) there are about 14 states with state-dedicated funding, ranging from \$175,000 in Nebraska to \$600,000,000 in California, and include various sources of funding streams. Examples of those funding streams include lottery revenues, state funds, and a mix of private and public matching funds. The report also notes that while there are several potential sources of afterschool funding, parents and families pay the largest share of costs, which is a barrier for students whose families are of limited financial means (i.e., low income students).

The 14 states cited in the report are: Alabama, California, Connecticut, Florida, Hawaii, Illinois, Maryland, Massachusetts, Nebraska, New York, Oregon, Tennessee, Vermont, and Wyoming. See the map in Figure 1, below, for information on the magnitude of state-dedicated funding for afterschool programming in those states. Following the map is a brief summary of a few of those state programs.

Figure 1. State Funding Levels for Afterschool Programs (2017)



Source: Afterschool Alliance and the National Conference of State Legislatures Paper (Jan 4, 2018)

State Program Summaries

Tennessee created a state lottery in 2002, and the state’s legislature established that part of the profits from the lottery be used to create the Lottery for Education AfterSchool Program. Lottery profits are

deposited into an afterschool account for the purpose of administering competitive grants and technical assistance to eligible organizations providing afterschool education programs in the state. The goal of the program is to provide students with academic enrichment opportunities that reinforce and complement the regular academic program.

Illinois Teen Reach was first implemented in 1998 and serves students ages 6 through 17. Under this program, 70 percent of population served must be youth who are 11 to 17 years old. The Illinois Department of Human Services oversees the program, but it is administered through a variety of local organizations such as health departments, social service agencies, faith-based organizations and community coalitions that receive state funding. The program was funded at \$12.5 million in 2018.

California created an AfterSchool Education and Safety (ASES) program in 2006 with an annual investment of \$550 million to serve students in grades K-9. In June 2017, the state's legislature recommended a \$50 million increase to ASES and the governor signed the increase into law, raising the total funding to \$600 million. ASES programs serve students in grades K-9 students and leverage partnerships between schools and local communities. Every 3 dollars of state investment requires a local match of 1 dollar. California reserves half of the federal funds it receives through 21 CLC for afterschool programs for high school students through the High School AfterSchool Safety and Enrichment for Teens (ASSETs) program.

New York spends nearly \$95 million annually on several afterschool programs. The Empire State Afterschool Programt received \$35 million in new funding in 2017-18. Eligible school districts include those in the 16 cities participating in the Empire State Poverty Reduction Initiative, school districts and counties with a child poverty rate over 30%, and school districts with a child poverty count between 5,000 and 20,000. The program is administered by the New York State Education Department and the Office of Children and Family Services. Under this program, funding flows through the State Education Department to the Office of Children and Family Services. The Advantage AfterSchool Program funded at \$19.8 million in 2017-18, is administered by the Office of Children and Family Services. The focus of the program are youth development programs with priority target of "disconnected/high-need" youth.

Proposal

To address the significant unmet need for afterschool and OST programming, the department is requesting \$20,000,000, beginning in FY21, to create a sustainable, state-funded program to provide ongoing support to afterschool sites and OST programs. The primary goal will be to sustain highquality programs, while expanding access to underserved communities. Program parameters are described below.

- Individual grants ranging from \$50,000-\$100,000.
- Additional funds would be available for transportation to eliminate that barrier.
- To support areas that lack robust OST summer programming and to also address "the summer slide" additional funding would be available for OST summer programming.
- Provide for renewable multi-year grants in order to create sustainability.
- Providing flexibilities to address differences or special needs of applicants.
- Priority to be given to programs lacking community resources, e.g., rural afterschool programs.
- Tracking program requirements on mid-year and/or end-of-year reporting basis. This will help guide program evaluation in future years and contribute to continous program improvement.

Therefore, the department requests \$20,000,000 GPR beginning in FY21 to create an afterschool grant program to provide ongoing support to afterschool sites and out-of-school time (OST) programs.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6053 – DRIVER EDUCATION AID

278 – Driver education aid
s. 20.255 (2) (cv) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$2,500,000
Less Base	\$0	\$0
Requested Change	\$0	\$2,500,000

Request

The department requests an increase of \$2,500,000 GPR beginning in FY21 to create a new categorical aid program to offset the costs of providing driver education (DE) instruction. Under the new aid program, school districts, independent charter schools, and Cooperative Educational Services Agencies (CESAs) – collectively, Local Education Agencies (LEAs) – would be eligible to receive state aid based on the number of economically disadvantaged students who, in the prior school year, have completed a department-approved driver education course of instruction, including both in-classroom and behind the wheel (BTW) instruction.

For each qualified student, the LEA would be eligible to receive up to \$200 in state aid. In order for a LEA to count a student for purposes of the proposed new aid program, the student must meet the criteria for a free or reduced-price lunch (i.e., FRL-eligible), and the LEA would have to demonstrate to the department that the fee normally charged to students for DE was waived or reduced for the qualified student, by at least the amount of the per-student aid amount under the DE aid program. The funds would be appropriated in a new annual appropriation; if the appropriation were insufficient to fully pay all eligible claims, aid to LEAs would be prorated.

Background

Wisconsin requires the satisfactory completion of a DE course of instruction, including in-classroom and BTW instruction, for persons under 18 years of age electing to be licensed after the age of 16. For many (if not most) students of this age, having access to the required DE course and BTW instruction within the school they attend is the most convenient way to prepare for obtaining their driver’s license. For many students, it may be the only practical way to access that necessary instruction; this may be particularly true for students in very rural school districts, and students from economically disadvantaged families.

Prior to FY05, the state provided aid to school districts operating high school grades, County Children with Disabilities Education Boards (CCDEBs) that provide the substantial equivalent of a high school education, and technical college districts, to “promote a uniformly effective driver education program among high school and technical college students”. From FY98 through FY04, the driver education aid program paid school districts up to \$100 for each high school student who successfully completed the in-classroom and BTW phases of a department-approved DE course of instruction. The program and its funding was eliminated, effective in FY05, under 2003 Act 33 (the 2003-05 biennial budget).

While current law, under Wis. Stat. sec 121.41, authorizes school boards and technical colleges to establish and collect reasonable fees for any DE program, or part of a program which is neither required for nor credited toward graduation, there is currently no state aid dedicated to assist school districts (or technical colleges) with the costs of providing DE instruction. School boards and technical colleges are permitted to waive any fee established for the DE instruction for any indigent pupil.

Prior Law Driver Education State Aid

The prior law driver education aid program was supported by a GPR, annual (sum certain) appropriation (see Table 1 below for appropriations). During the seven-year period between FY98 through FY04, the amount expended from the prior law program varied each year, with a high of \$4,124,900 being paid in FY99, to a low of \$3,418,000 paid in FY04, the last year of the aid program's operation.

Table 1. Appropriation and Expenditure History for Drivers Education Aid

	Appropriation	Expenditures*	Unused (Lapse)
FY98	\$4,498,400	\$4,051,300	\$447,100
FY99	\$4,493,700	\$4,124,900	\$368,800
FY00	\$4,493,700	\$4,101,100	\$392,600
FY01	\$4,493,700	\$4,058,600	\$435,100
FY02	\$4,345,600	\$3,677,900	\$667,700
FY03	\$4,304,700	\$3,606,116	\$698,584
FY04	\$3,804,700	\$3,417,500	\$387,200

*Expenditures include amounts paid to the other (non-school district) entities that were eligible for aid under prior law.

In FY03, of the total 426 school districts in the state, 45 were K-8 districts (thus would not offer DE instruction). Of the 381 school districts with high schools, 328 (86 percent) offered DE instruction. In contrast, in FY17, of the 378 school districts that operated a high school (of 422 total districts) just 134 (35 percent) were offering DE courses to their students. Current data from school districts for the 2018-19 school year indicate that just 95 school districts will directly offer DE instruction to high school students.

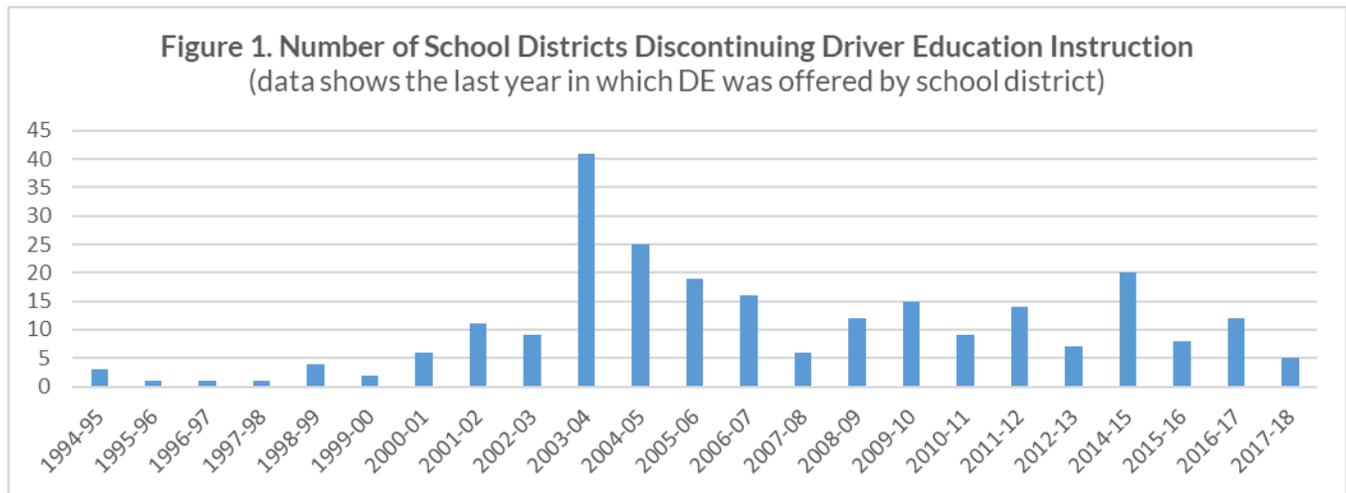
The expenditure data from the prior law aid program shows that generally, expenditures from the appropriation decreased, thus it is assumed that the number of aidable students declined during the life of the aid program (particularly since FY99) despite relatively constant (slightly increasing) general aid membership over the same years. The decrease in aidable students over those years may have been attributable to a number of factors. According to the budget paper prepared by the Legislative Fiscal Bureau during the 2003-05 biennial budget deliberations, the flat \$100 per student state aid amount was generally not sufficient to cover school districts' costs of offering the program. Rather than continue to subsidize drivers education courses with state general aid and/or property tax revenues, school districts may have opted to stop offering the courses.

Another factor may have been increased interest by families in obtaining drivers education services provided by non-school organizations (e.g., private driving schools and CESAs). It's unknown whether the increased availability of DE instruction services by CESAs and private organizations was more of a cause or the effect of decreased participation in school district offered DE instruction. Finally, it is possible that

students and their parents increasingly chose to delay DE until the student was older, thereby shifting demand for drivers education services to a higher age, when the individual was no longer in high school.

Decline in DE Instruction Programs

Clearly, the number of school districts offering DE instruction continues to decrease. As demonstrated in Figure 1, below, the year in which the greatest number of school districts (41) ceased offering DE instruction was FY05 (following FY04, the last year for which DE aid was paid to school districts). That year was followed by three more years of relatively significant decreases in the number of districts that ceased offering DE instruction – 60 districts from FY06 to FY08.



It is worth noting that students from several school districts can be served by CESA 2, which provides a department-approved DE program to high school students throughout Wisconsin (though the majority of districts served by CESA 2 are member school districts). Additionally, CESA 2 offers DE program to virtual charter and private schools. For 2018-19, data indicate that CESA 2 serves students in 36 school districts, two virtual charter schools, and one private school (located in Madison). It is important to acknowledge that the DE program offered by CESA 2 fills a gap in DE instruction for students who no longer have access through their school. However, many students live and attend school in parts of the state that do not have a robust, non-school provider for DE instruction. The CESA 2 model work well for the region of the state it serves; this type of model may be more feasible in some areas of the state than others.

Importance of Access to Drivers Education

Some have argued that eliminating state aid for the program has made it more difficult for some students to afford DE, particularly students from economically disadvantaged families. For young people, having a driver's license and access to a vehicle may be an important factor for being able to hold a job and for getting to and from school. However, since persons who are under the age of 18 cannot get a driver's license unless they have completed a DE course, obtaining a license may be difficult for some if the cost of the course is too burdensome.

To the extent that the cost of, or lack of convenient access to, DE instruction is a barrier to economically disadvantaged students or those students in very rural parts of the state; there can be negative and sometimes significant outcomes. Some teens who are unable to obtain a driver's license due to cost of instruction may choose to drive without a license in order to hold a job, or to get to and from school. If

stopped, these teens may be issued a traffic citation which can result in additional financial burdens. Teens repeatedly caught driving without a license may eventually face more severe consequences including falling into the juvenile justice system.

Budget Proposal History

In its 2007-09 biennial budget request, the department requested \$100,000 GPR annually to create a new categorical aid program to provide \$150 per pupil for MPS students taking an approved DE course. To qualify for aid, eligible students' families or guardians would need to be free or reduced-price lunch income-eligible, and MPS would reduce their DE student fee by \$150. The governor included the proposal in his budget bill, but the legislature eliminated it.

In the governor's 2009-11 budget bill, a new, annual appropriation of \$3,960,000 SEG (state's Transportation Fund) was requested to award grants for DE courses. Under that proposal, the Department of Transportation (DOT) was charged with developing and administering a program to provide grants to providers of DE instruction, to offset the cost of providing DE instruction to economically disadvantaged individuals. The DOT was to promulgate rules to implement and administer the program, including rules establishing criteria and standards for grant eligibility for DE instruction providers, definition of "economically disadvantaged" individuals, criteria and standards for evaluating and ranking grant applications, and for determining the amount of the grants awarded.

The Joint Committee on Finance agreed the program was a worthy idea, but the state could not afford the program at the time. The committee deleted the provision, but directed the department (public instruction) to include a proposal for a DE grant program in its 2011-13 budget request, along with proposed administrative rules for the program.

The department did include a DE aid proposal in its 2011-13 budget request, under which aid would be provided at a rate of \$150 per economically disadvantaged student that completed department-approved in-classroom and BTW instruction. The thought was that the proposed DE grant program could encourage some school districts without DE programs to start offering courses, because it would lower the costs that must be recovered from student fees and other school revenues. For that proposal, the department requested \$1,020,000 SEG (from the state's Transportation Fund), to provide \$150 per student, estimating approximately 6,800 income-eligible students in grades 10 attending school in 186 districts that offered both classroom and BTW instruction. However, that proposal was not adopted.

Cost of DE Instruction Programs

In preparing this request, the department reviewed the costs associated with both public and private DE instruction programs:

Public programs:

- Sun Prairie High School currently offers a quarter credit for classroom instruction. Since the course is for high school credit there is no fee charged to the student. According to school officials it costs the district about \$125 to \$130 per student for the classroom portion only. The cost of BTW instruction depends on the provider used by the student.
- CESA 2, which offers a large DE instruction program serving students in many school districts (36 for the 2018-19 school year), charges \$400 to \$425 for a package of classroom and BTW instruction, comprised of \$150 for classroom (\$175 if the online course is taken) and \$250 for BTW instruction.

Private programs:

- AAA charges approximately \$400 for both classroom and BTW instruction combined.
- Four Lakes Driving School, located in the Madison area, charges \$450 for a classroom and BTW instruction package, or \$300 for BTW instruction only.

Estimated Aid Eligibility

To estimate the number of students who could be determined qualified for purposes of determining a LEA's aid eligibility, the department reviewed enrollment data from 2017-18 to first determine the number of economically disadvantaged students in grades 10, 11, and 12, as a proxy for the number of age-eligible and FRL-eligible students in LEAs.

Table 2. Number and Percent of Economically Disadvantaged Students in Grades 10, 11, 12 (Combined School Districts and Independent Charter Schools, 2017-18 School Year)

Grade	Economically Disadvantaged Students*^	Total Students^	Percent Economically Disadvantaged*^	Estimated Rate of "Take-Up"	Estimated Number of Aided Students
10	23,555	64,069	37%	35%	8,244
11	22,214	64,198	35%	15%	3,332
12	22,176	66,843	33%	5%	1,109
TOTAL	67,945	195,110	35%		12,685
Aid per qualified student:					\$200
Estimated total cost of aid:					\$2,537,030
Request amount (rounded):					\$2,500,000

*Economically disadvantaged (ED): student meets criteria for a free or reduced-price lunch.

^Figures above include the following enrollments for students enrolled in an independent charter school (ICS): 233 ED of 275 total in grade 10 (85% ED); 231 ED of 280 total in grade 11 (83% ED); and 214 ED of 252 total in grade 12 (85% ED). The total number of ED students enrolled in an ICS in grades 10 through 12 represents one percent to the combined total ED students in grades 10 through 12.

The department recognizes that not every economically disadvantaged student in grades 10 through 12 would be aided under the new aid program, because: some will have already obtained a driver's license (hence the decreasing assumed take-up rate from grade 10 to 12); and some will choose not to pursue a driver's license. Furthermore, since 18-year old students would not be statutorily required to complete a DE course of instruction as a part of the licensing process, they would be less inclined to pursue a DE course of instruction. Finally, it is unlikely that every school district in the state that does not currently offer a DE instruction program would start up (or restore) a program immediately; because aid would be based on prior year completion of instruction, the DE instruction program would have to be in place for the 2019-20 school year (FY20) for aid eligibility in FY21.

Proposal

The department proposes to provide (up to) \$200 per qualified student – one who has completed both the classroom and BTW components of DE instruction and was determined to be FRL-eligible in the prior school year – to LEAs that provide the instruction. The LEA would have to demonstrate to the department

that it waived the fee normally charged to a student for DE instruction, or reduced that fee by at least \$200, for the qualified student. As an annual appropriation, aid payments would be prorated if the appropriation were insufficient to fully pay all eligible claims.

The proposed new aid program would help to offset costs to LEAs of providing DE instruction, either in a new program, or to additional students in an existing program. However, the larger goal of the proposal is to expand access to DE instruction for students who currently face barriers to accessing DE instruction services, whether it be due to lack of economic means to pay for the instruction, or residence in a part of the state that is not served (or is underserved) by existing DE instruction programs. The department believes that the continued decline in the number of school districts offering DE instruction will have detrimental impacts on a large portion of Wisconsin's students. The proposed aid program could reverse the decline, through a combination of ensuring that existing DE instruction programs in school districts remain in operation, and by encouraging other LEAs to start up (or restore) a DE instruction program.

Students acquire skills beyond core academic competencies during their K-12 education that help prepare them for a successful transition to adulthood – the world of post-secondary education and work, and engagement in their communities. Working to make sure that all students have access to the supports they require, at the right time in their education, is part of the department's larger mission to ensure equity for all students.

The department therefore requests \$2,500,000 GPR annually, beginning in FY21, to create a new categorical aid program to provide \$200 per qualified student to LEAs that provide DE instruction high school age students.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6054 MILWAUKEE MATHEMATICS PARTNERSHIP GRANT

**285 – Milwaukee Mathematics Partnership
s. 20.255 (2) (de) – NEW**

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$2,500,000	\$10,000,000
Less Base	\$0	\$0
Requested Change	\$2,500,000	\$10,000,000

Request

The department requests \$2,500,000 GPR in FY20 and \$10,000,000 in FY21 to create a mathematics partnership of the Milwaukee Public Schools district (MPS) and the University of Wisconsin – Milwaukee (UWM) to select, train, place, and support a Mathematics Teacher Leader (MTL) in every school building in MPS, as part of a systemic and comprehensive plan for improving mathematics teaching and learning. This initiative is referred to as the Milwaukee Mathematics Partnership (MMP).

Background

A similarly named project (the Milwaukee Mathematics Partnership), which ran from 2003 through 2013, was funded in part with a Mathematics and Science Partnership grant from the National Science Foundation (MSP-NSF). At \$20 million, the MSP-NSF grant supported the teaching and learning of mathematics, for students in kindergarten through high school and college (i.e., K-16), by implementing reform efforts in mathematics education, as developed via a partnership among MPS, UWM, and the Milwaukee Area Technical College (MATC).

During that period, 2007 Act 20 (Act 20, the 2007-09 biennial budget) was enacted and created a new appropriation, grants for Improving Pupil Academic Achievement (IPAA), specifically for MPS (prior law, Wis. Stat. sec. 115.395).

Under Act 20, the MPS school board was granted authority to apply to the department for an annual grant, up to \$10 million, which could be used to implement initiatives to improve student academic achievement in all grades. The statute identified allowable grant activities, including (but not limited to): employing licensed teachers to tutor students who are struggling academically; employing persons to coordinate the districts' instructional programs and provide ongoing professional development for teachers. The school board was required to include criteria for evaluating the effectiveness of the initiatives, such as high school graduation rates or the results of the statewide assessments under Wis. State. sec. 118.30.

Milwaukee Mathematics Partnership (MMP) from 2003 through 2013

The MMP began in 2003. Beginning in FY09, MPS received state funds under the IPAA grant. MPS requested grant funds be used to strengthen and extend the work of the MMP, specifically targeting the ongoing professional development of teachers. The state grant funding was combined with the MSP-NSF grant, and was used to implement programming to further the goals of the MMP. With support from

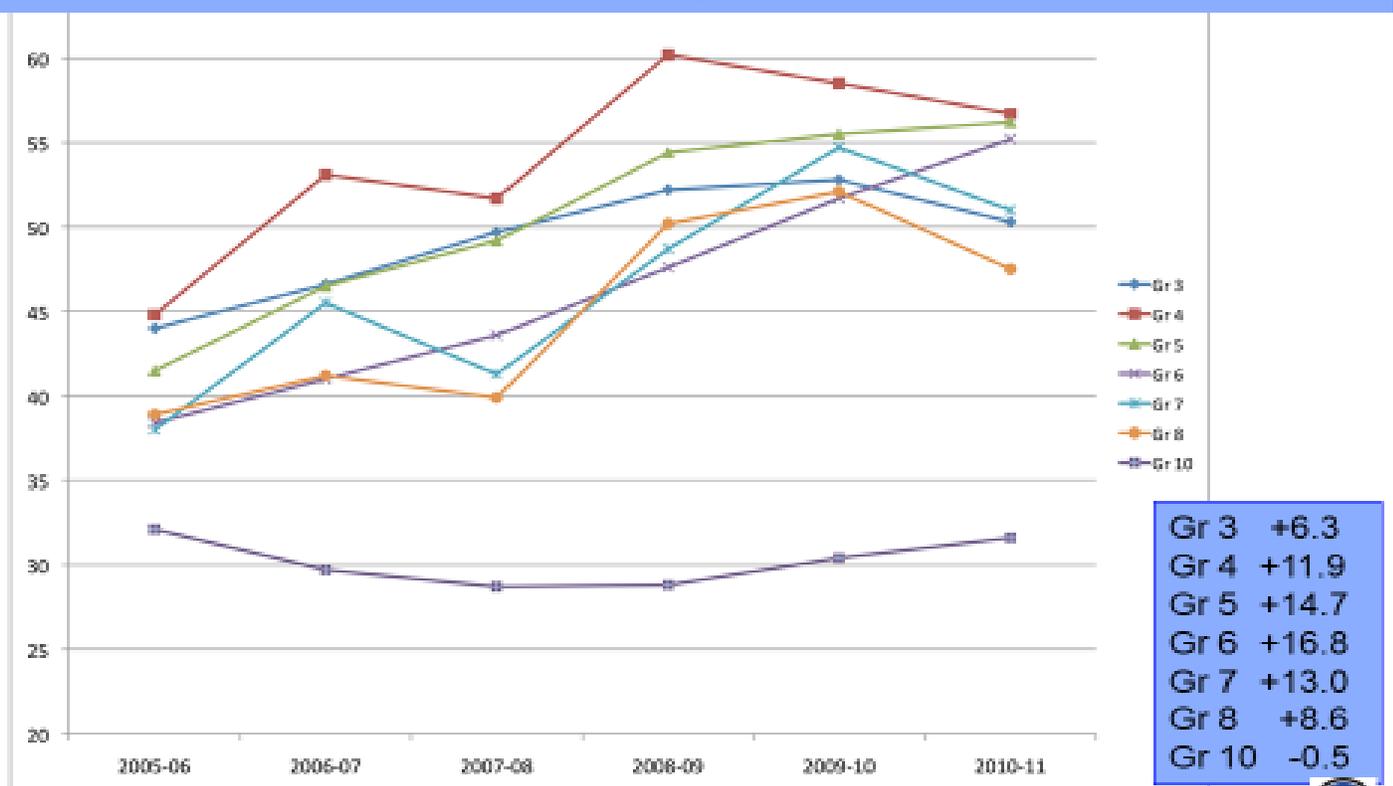
grants, MPS was able to place a Mathematics Teacher Leader (MTL) in 114 schools, serving 90 percent of MPS students. The MTLs' role was to support teachers in their school buildings in implementing the changes that would positively impact student achievement in mathematics. Examples of this include the following activities:

- The MTLs coached teachers to translate professional development training into action in classrooms.
- The MTLs continued to learn from UWM mathematics education faculty to build their capacity in providing content-expertise in mathematics.
- This scope of both the MSP-NSF grant, and the state IPAA grant, focused on K-12 and were applied to all schools in MPS.

In terms of outcomes, schools with an MTL presence saw steady increases in student math achievement over the time period in which state and federal grants supported the MTL placements. Figure 1, below, shows how achievement in math scores generally improved. Highlights include one K-5 school that improved by 25.6 percentage points, and a K-8 school that improved by 15.5 percentage points, on the Wisconsin Knowledge and Concepts Exam (WKCE), from 2005 to 2010 (WKCE was the student assessments in use prior to the current Wisconsin Forward Exam).

Figure 1.

WKCE Mathematics Trends, Milwaukee Public Schools



Percent of Students Proficient & Advanced, WKCE & WAA Combined, Milwaukee FAY. WINSS (<http://dpi.wi.gov/sig>)



Table 2 below displays the percentage point change for MPS and for Wisconsin. The greatest gain for MPS was at Grade 7 with an increase of 16.1 percentage points, which is twice the gain made at this grade level

for the state. Grades 4 and 5 in MPS had increases of 13.2 percentage points, compared to increases of 7.5 and 6.2, respectively, for the state.

Table 1. WKCE Mathematics Percentage Point Change (2005 to 2009)

Grade	MPS	State
3	7.6	3.3
4	13.2	7.5
5	13.2	6.2
6	12.2	6.0
7	16.1	8.0
8	12.7	5.0
10	-2.4	-0.2

Using a status-based comparison, the proportion of students proficient or advanced in 2005 was compared to the proportion of students scoring proficient or advanced in 2010. The results showed that statistically significant increases were seen at grades 3-8, but not at grade 10, which had a slight non-significant decrease. The largest changes were at grades 5 and 6, with percentage point increases of 14.7 and 16.8, respectively. Strong improvements were also made at grades 4 and 7 with respective changes of 11.9 and 13.0 percentage points. See tables 2 and 3, below.

Table 2. Percent Proficiency MPS Students WKCE Math (2005 and 2010)

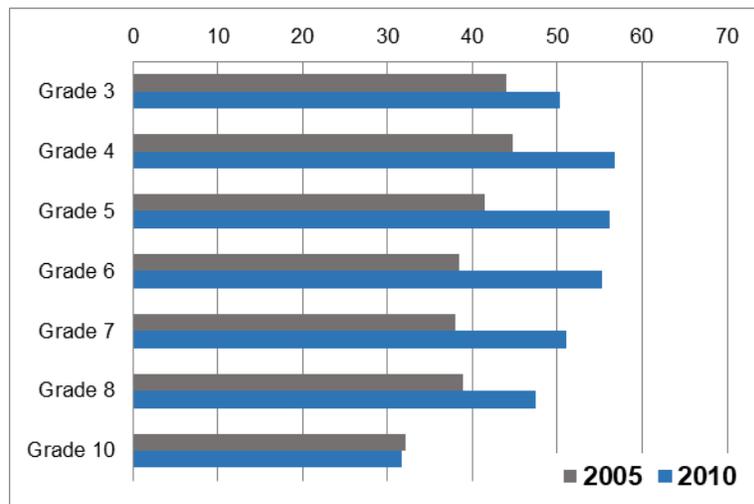


Table 3. MPS Students Scoring Proficient or Advanced on the WKCE (2005 and 2010)

	MPS November 2005		MPS November 2010		Analysis of MPS Change		Percentage Point Change in Proficiency from 2005 to 2010		
	Enrolled	Percent Proficiency	Enrolled	Percent Proficiency	z	p	MPS	State	Difference
Grade 3	5,567	44.0%	5,077	50.3%	6.50	0.00	6.3	2.1	4.2
Grade 4	5,808	44.8%	5,073	56.7%	12.39	0.00	11.9	6.7	5.2
Grade 5	5,715	41.5%	4,970	56.2%	15.17	0.00	14.7	6.8	7.9
Grade 6	5,966	38.4%	4,760	55.2%	17.35	0.00	16.8	6.9	9.9
Grade 7	5,923	38.0%	4,560	51.0%	13.30	0.00	13.0	5.4	7.6

Grade 8	6,084	38.9%	4,399	47.5%	8.79	0.00	8.6	4.1	4.5
Grade 10	5,718	32.1%	4,597	31.6%	-0.54	0.71	-0.5	-0.8	0.3

State funding for the IPAA grant continued into FY10 and FY11, albeit at a lower rate, as a result of across the board budget cuts made to most state appropriations, under 2009 Act 28 (the 2009-11 biennial budget). Then, under 2011 Act 32 (the 2011-13 biennial budget), the IPAA grant program was repealed.

Proposal – Continuation of the MMP

The department proposes to restore state support for the important and impactful work of the MMP, in the form of an annual grant to MPS specifically for the purpose of supporting the MMP. The goal of the MMP will continue to be to raise student mathematics achievement and narrow persistent achievement gaps in mathematics. The school district plan will be developed in partnership with content experts through the UWM Center for Mathematics and Science Education Research (UWM-CMSER). The plan will seek to accomplish the following:

- Establish a collaborative leadership team consisting of professionals from MPS, UWM, and the department, to provide guidance, oversight, and monitoring for the MMP initiative.
- Develop mechanisms for examining systemic and structural inequities that marginalize students.
- Describe the MTL models to be used at the elementary, middle, and high school levels.
- Build the content-focused expertise, effective teaching competencies, and leadership skills of the MTLs, to facilitate the establishment and ongoing support of equitable mathematics environments in classrooms.
- Engage administrators in content-focused learning for leading equitable mathematics environments in schools.
- Allocate a portion of the funds to the UWM-CMSER to collaborate in leadership, teacher professional learning, and capacity building of the math teacher leaders.

The department therefore requests \$2,500,000 GPR in FY20 and \$10,000,000 in FY21 to restore state support for the Milwaukee Mathematics Partnership. The MPP grant funds would be provided directly to MPS for the purpose of implementing the overarching goals of the MMP – to improve mathematics teaching and learning in MPS schools.

The department proposes that one of the specific purposes for which the MMP grant to MPS could be used would be to support MPS in the placement of a Mathematics Teacher Leader (MTL) in every school building in MPS, which would include staff selection, training, and after placement, providing support for the MLTs. The department requests that in the first year of the grant (FY20), the MPS board would be authorized to request and receive up to \$2.5 million to begin implementation (i.e., the department estimates that the MMP could select, train, and place MTLs in roughly one-quarter of schools in MPS in the initial year of the grant). Thereafter, the MPS board could request and receive up to \$10 million annually for the MMP.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6062– GIFTED AND TALENTED PROGRAM GRANT

202 – Grants to support gifted and talented pupils
s. 20.255 (2) (fy)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,000,000	\$1,000,000
Less Base	\$237,200	\$237,200
Requested Change	\$762,800	\$762,800

Request

The department requests an increase of \$762,800 GPR in FY20 and \$762,800 GPR in FY21 to increase the appropriation for grants to support gifted and talented programs, in order to reach more students in more schools.

Background

Of the approximately 860,000 students enrolled in Wisconsin’s public schools in FY18, students with exceptional intellectual ability represent an estimated 43,000 (five percent) of that total. That number soars to an estimated 103,000 (12 percent) if gifted and talented students in the areas of specific academic, creative, artistic, and leadership areas are included.

Current state law requires school districts to provide access to an appropriate program for students identified as gifted and talented, under Wis. Stats. sec.121.02 (1) (t), as one of the statutorily enumerated school district standards. Current law also requires school districts to establish programs for gifted and talented students who need services not ordinarily provided in a regular school program, and establishes a state funded categorical aid grant program, under Wis. Stats. sec.118.35.

Under Wis. Stats. sec.118.35 (4), “the department shall award grants to nonprofit organizations, CESAs, institutions within the University of Wisconsin System (UWS), and school districts, for the purpose of providing to gifted and talented pupils those services and activities not ordinarily provided in a regular school program that allow such pupils to fully develop their capabilities”. Grant recipients are required to provide evidence of the impact of their projects on students and that grant-funded projects are connected to the school district’s curriculum. The state appropriation for grants to support gifted and talented programs (\$237,200 GPR annually) supports the gifted and talented mandates under Wis. Stats. sec. 118.35, 121.02 (1) (t).

The state’s grant for gifted and talented program has fostered genuine interest, and has culminated in many accomplishments, in gifted education throughout Wisconsin in recent years. School districts are increasingly committed to writing and revising plans that meet their statutory obligations. Approved gifted and talented license programs jointly offered through UW-Stevens Point and UW-Whitewater and another offered through Concordia University has generated a great deal of interest among educators in the state. Additionally, incorporating gifted education into Response to Intervention (RtI) frameworks has gained considerable traction around the state.

However, attention has also been drawn to several areas of compelling need:

- Identification of and programming for historically underserved students;
- Programming for students in rural communities; and
- Identification of and programming for leadership, creativity, and the visual and performing arts (encouraged under the criteria for the present grant).

Other states have recognized the need to invest in gifted and talented education. According to the National Association for Gifted Children, and the Council of State Directors of Programs for the Gifted report “State of the States in Gifted Education”, in FY13, Minnesota provided over \$11 million in gifted and talented funding to local educational agencies; Illinois does not provide any funding; Indiana provides \$13 million in funding; Iowa provides over \$35 million in funding; and Ohio provides over \$40 million in funding. See Table 1 below for funding levels in FY15 for selected states where data was available.

Table 1: State Comparison of Gifted and Talented Education in FY15

State	FY15 Funding Dollars	Total Number of K-12 Students	FY15 Dollars Per K-12 Student
Iowa	\$37,675,133	477,422	\$78.28
Virginia	\$46,445,227	1,248,139	\$26.32
Kansas	\$11,370,281	492,906	\$23.06
Colorado	\$11,907,091	889,006	\$13.39
Indiana	\$12,548,096	1,028,654	\$12.61
Kentucky	\$6,300,000	680,519	\$9.26
Alabama	\$1,100,000	744,238	\$1.48
Wisconsin	\$237,200	870,652	\$0.27
Montana	\$0	144,532	\$0.00

Source: 2014-2015 State of the States in Gifted Education report, 2014-2015 (most recent year for which data is available).

Current Gifted and Talented Program Grants

The state’s gifted and talented program grants are small scale, due to the low overall funding amount and the limited purpose for which the grants may be used. The department uses the \$237,200 appropriation to serve the estimated 104,000 gifted and talented students in Wisconsin. As a result of this low funding amount, the department has capped the maximum individual grant award at \$30,000, in order to distribute funding as widely as possible.

Activities for which the grant funds may be used are limited to educational programming not ordinarily provided in a regular school program. This restriction prevents school districts from using the funding to provide training for educators to successfully identify, engage, and challenge gifted and talented students within the classroom.

Trends also indicate that a significant number of students with exceptional abilities are either not identified or do not receive educational services that address their unique strengths and characteristics. Those underrepresented groups include students of color, economically disadvantaged students, English

learners, and high ability/high potential students with physical or learning disabilities, often referred to as “twice-exceptional”.

Prior to 2017 Act 59 (Act 59, the 2017-19 biennial budget), the Milwaukee Public Schools (MPS) district was the only school district that was eligible to apply for a grant (along with CESAs, nonprofit organizations, and UWS institutions). As part of the department’s 2017-19 biennial budget request, the department requested that the grant program be expanded, by increasing funding for the grant program (to \$1 million annually), as well as by allowing all school districts to compete for a grant and allowing the grant to be used to provide professional development and training as a means of better preparing educators to unlock the potential of gifted and talented students. In addition, that request proposed that the overarching goal of the program be revised, to focus on serving historically underserved student populations. While Act 59 did include the language change that allows all school districts to apply for this grant, none of the other language changes were included, and the funding remained at the base level of \$237,200 annually. As a result of the language change included in Act 59, the department is left with the same amount of funding to spread over potentially far more applicants, further exacerbating the small-scale scope of this program. As such, the state’s support for gifted and talented programs missed thousands of gifted and talented students.

Listed below are a few examples of past projects funded by the state gifted and talented grant appropriation:

- CESA 3 created a Lead to Succeed Leadership Academy for high school sophomores identified for gifted programming. Students from local districts participated in a year-long series of leadership activities as they worked toward completion of the DPI Leadership Certificate.
- CESA 10 coordinated an Emergent Writers Workshop and Emergent Illustrators Workshop for talented writers and artists in grade 5. Student writers learned about creative writing from a published author and student artists learned about illustrating from a local artist. The student writers and artists collaborated for several months to create a book when they returned to their schools.
- CESA 11 created a hands-on program in Science Technology, Engineering and Mathematics (STEM) called Ignite STEM for students in grade 2-5 related to problem-solving in engineering design. They also provided additional STEM/biotechnology activities for students in grades 6-12 to support college and career readiness.
- CESA 12 completed a Writers Workshop with seven school districts and a total of 102 students in grades 4-10. Over the course of the year, the students were lead through a series of activities on story writing and publishing, including a culminating daylong activity with published adult authors on the writing process and techniques.
- GSAFE (Gay Straight Alliance for Safe Schools) provided leadership opportunities for students in grades 9-12 in the Madison Metropolitan School District, with an emphasis on increasing the number of students of color. The organization offered a weekly leadership development class with curriculum focused on building effective communication, peer motivation, initiative development, goal-setting, group facilitation, problem-solving, decision-making, value/ethic development, mentoring, and building self-confidence skills.

Proposal

The department is requesting an increase in funding state grants to support gifted and talented programming in school districts, to \$1,000,000 annually, to increase the capacity within schools to build gifted and talented programming that is more systematic, comprehensive, and sustainable.

Additionally, to make the most effective use of state support for this grant program, the department proposes two policy changes along with the request for additional funding:

1. Modify the program so as to give applicants flexibility in the strategies they pursue to support gifted and talented students, specifically, allow applicants to use grant funds to provide professional development and training as a means of better preparing educators to unlock the potential of gifted and talented students. Without adequate preparation for educators, the success of activities and programs for gifted and talented students will be limited. Additionally, allow applicants to use grant funds to support gifted and talented students in the classroom all day long.
2. Modify the overarching goal of the gifted and talented grant program to serve students that have been historically under-identified, and hence underrepresented in gifted and talented programming. These underrepresented students include economically disadvantaged students, students of color, English learners, and students with physical or learning disabilities.

Statutory Language

The department is proposing statutory language related to this request to modify the categorical aid appropriation for gifted and talented students.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6063 – TRIBAL LANGUAGE REVITALIZATION GRANTS

222- Tribal language revitalization grants s. 20.255 (2) (km)

FISCAL SUMMARY - grants		
	2019-20 Request	2020-21 Request
Requested Funding	\$222,800	\$485,000
Less Base	\$222,800	\$222,800
Requested Change	\$0	\$262,200

175 - Tribal language revitalization operations s. 20.255 (1) (kt) - NEW

FISCAL SUMMARY - operations		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$100,000
Less Base	\$0	\$0
Requested Change	\$0	\$100,000

Request

The department requests \$362,200 PR-S in FY21 for a new Young Learners Tribal Language Revitalization initiative, including \$262,200 PR-S to increase the existing funding for grants and \$100,000 PR-S to fund operations of programs in partnership with Great Lakes Inter-Tribal Council, Inc. (GLITC). The source of PR-S funds is Tribal Gaming Revenues received by the state.

Background

Over 30 years of education-related research indicates that for American Indian students, proficiency in a tribal language and the associated cultural competencies contributes to gains in key measures such as attendance, achievement, attainment, and parent/community involvement. The presence of a tribal language program in school similarly leads to increases in attendance, identification with the school, and levels of parental and community involvement (Rudin, 1989; Kawagley and Barnhardt, 1999; Peacock and Day, 1999; McCarty, 2011).

Most of the Wisconsin school district Tribal Language Revitalization grant applicants currently offer programming in high schools. The high school years provide a limited window of time to improve academic and achievement trends. The new Young Learners program would provide tribal heritage language and cultural learning experiences for Wisconsin's American Indian students as they progress from Head Start or four-year-old Kindergarten (4K) through eighth grade.

Current funding levels for the Tribal Language Revitalization Grant program provide limited resources for about one-fourth of the approximately 38 school districts that the department currently identifies as

possible grant applicants. These school districts are located in close proximity to reservations in Wisconsin and/or have a significant number or percentage of enrollment of American Indian students. In addition, grant awards currently ranging from \$2,000 to \$30,000 are not large enough to incent some districts, already operating with limited resources, to offer new tribal language programs or to continue to offer existing programs.

Many of the eleven Wisconsin tribal governments have a language program in place, funded through a combination of tribal funds, federal funds, and private grants; however, these programs often lack a connection to school classrooms. These tribal programs are operating primarily in community-based settings (outside of schools), some in tribally-operated Head Start and child care centers, and others in tribally-operated schools and colleges.

There has been a loss in native language fluency over generations due to cultural, economic, and societal factors. As a result, today there are few native language speakers in Wisconsin. There are concerted efforts across the nation to restore native languages due to the observed benefits among American Indian students who study native languages.

In many Wisconsin tribal communities, the number of individuals who are fluent in their tribal heritage languages is limited. It is estimated that currently only one half of one percent of the membership of American Indians in Wisconsin can be considered a fluent speaker in one of the six tribal heritage languages (Ho-Chunk, Menominee, Mohican/Munsee, Ojibwe, Oneida, and Potawatomi).

There are around 11,000 American Indian students in Wisconsin. Approximately 7,300 live in the 38 school districts that are either in close proximity to reservations and/or have a significant number or percentage of enrollment of American Indian students. Currently, 15 to 20 of the 421 public school districts offer instruction in a tribal heritage language. One charter school, Waadookodaading, uses a tribal language (Ojibwe) as the medium of instruction.

Proposal

The Young Learners Tribal Language Revitalization initiative calls for a targeted program within the current tribal language revitalization grant. This initiative will provide enhanced tribal heritage language programming to American Indian students at younger ages, with the goal of improving achievement prior to high school, and shrinking the achievement and graduation gaps at the high school level. This initiative will begin the exposure and development of the tribal heritage languages starting with Head Start and 4K and continue implementation of the program in Kindergarten through eighth grade in future biennia. The department proposes to partner with the GLITC to offer this initiative.

Specifically, the department proposes the creation of a new Young Learners Tribal Language Revitalization initiative within the current grant program and a new appropriation to fund the GLITC work for the new initiative. The Young Learners initiative would be phased in over several biennia to create a seamless program model for students as they progress from Head Start/4K through eighth grade. The first phase of the Young Learners Tribal Language Revitalization initiative in the 2019-21 biennium (beginning in FY21) would provide grants for programming in Head Start and 4K programs to Head Start centers, school districts, and Cooperative Educational Service Agencies (CESAs) that have a significant number and percentage of American Indian students enrolled.

Under this proposal, Head Start centers, school districts, and CESAs could apply for two-year grants. The grantees would create the curriculum/program during the first year of the grant and implement the program the following grant year. Grantees would apply in future biennia for two-year grants to continue the program in current grade levels and to add additional grade levels. Head Start centers, school districts

and CESAs could start a Young Learners Tribal Language Revitalization initiative during future biennia (after the 2019-21 biennium) in Head Start and 4K programs and add additional grades in the subsequent years. See Appendices A and B for the Young Learners Tribal Language Revitalization initiative costs and implementation schedule.

The department would partner with GLITC to create and evaluate grant applications and administer the implementation of the program. GLITC would provide technical support and consultation regarding new programming to grantees. Additionally, they would work with and advise grantees regarding curriculum and integration with other content taught at the appropriate grade levels. GLITC would provide ongoing in-service for the instructors and school personnel. They would also provide for the sharing of promising practices and networking opportunities between all stakeholders. GLITC would serve as the connecting force between Head Start centers, school districts, CESAs, and tribes, and provide assistance in navigating any issues that might arise with implementation and administration of the program. The Tribal Language Revitalization operations funding (\$100,000) would be used for GLITC staff costs such as salary, travel, equipment, and supplies.

Head Start centers, school districts, and CESAs would work in collaboration with GLITC and tribal elders in the creation of the curriculum/program for Head Start centers and school districts. The tribe elders would also work with teachers to deliver the curriculum to students in classrooms. A tribal elder would be the lead teacher in most cases. The Head Start, school district, and CESA teachers over time would develop language skills by working in collaboration with tribal elders and could apply for and receive an Indian History and Culture Teacher certification if they meet the requirements.

The department's proposed Young Learners Tribal Language Revitalization initiative addresses both the linguistic and cultural needs of tribal communities and the shared interest of tribal and non-tribal citizens of Wisconsin in having well-educated community members. Under the department's proposal, an enhanced Tribal Language Revitalization grant program will address concerns about the vitality of tribal heritage languages and the academic achievement of American Indian students by implementing a coordinated approach across a wide age group of American Indian students in Wisconsin. Also, under the department's proposal, a partnership between tribal heritage language programs and educational institutions will combine the tribe's linguistic expertise, in terms of language speakers and language documentation, with the school system's instructional capacity, leveraging the benefits of both.

The department projects that all nine Head Start centers that serve American Indian populations and the 12 school districts with substantial numbers and proportion (>18 percent) of American Indian students will seek to participate in the Young Learners initiative when it begins in FY21. Appendix C contains more information on location, enrollment, and startup costs of these Head Start centers and school districts.

Therefore, the department requests a total of \$362,200 PR-S from Tribal Gaming Revenues received by the state to fund a new Young Learners Tribal Language Revitalization grant program and support from GLITC in implementation and administration of the proposed grant program.

Statutory Language

The department is proposing statutory language related to this request.

APPENDIX A (DIN 6063)

The department projected the cost of the Young Learner's Tribal Language Revitalization initiative as follows:

- Program and curriculum planning at \$3,500 per grade level.
- Startup costs of equipment, books, materials, etc., for every 17 Head Start students, 20 4K students, 22 K-4 students, and 25 grades 5-8 students.

Grade Level	Startup Cost
HS	\$2,000
4K	\$2,000
Grades K through 4	\$2,500
Grades 5 through 8	\$3,000

- Tribal elder teacher cost for each school year
 - Teaching time: \$2,200 per class (\$20 per hour x 3 hours per week x 36 weeks)
 - Preparation time (first year): \$1,500 per grade level (\$20 per hour x 2 hours per week x 36 weeks)
 - Preparation time (ongoing): \$800 per grade level (\$20 per hour x 1 hour per week x 36 weeks)

The charts on the following page include costs using the above pricing and show the following three phases of the Young Learners Tribal Language Revitalization initiative:

1. Create phase: includes one-time program and curriculum planning and one-time startup costs.
2. Implement phase: includes teaching costs and teacher preparation time for first year of initiative.
3. Maintain phase: includes teaching costs and teacher preparation time for ongoing years of program.

APPENDIX B (DIN 6063)

Young Learners Tribal Language Revitalization Initiative Timeline

	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32
Head Start (HS)	Create	Implement	Maintain	Maintain								
4K	Create	Implement	Maintain	Maintain								
Kindergarten (K)		Create	Implement	Maintain	Maintain							
Grade 1			Create	Implement	Maintain	Maintain						
Grade 2				Create	Implement	Maintain	Maintain	Maintain	Maintain	Maintain	Maintain	Maintain
Grade 3					Create	Implement	Maintain	Maintain	Maintain	Maintain	Maintain	Maintain
Grade 4						Create	Implement	Maintain	Maintain	Maintain	Maintain	Maintain
Grade 5							Create	Implement	Maintain	Maintain	Maintain	Maintain
Grade 6								Create	Implement	Maintain	Maintain	Maintain
Grade 7									Create	Implement	Maintain	Maintain
Grade 8										Create	Implement	Maintain

Young Learners Tribal Language Revitalization Initiative Cost

	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32
Head Start (HS)	\$130,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700	\$125,700
4K	\$132,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Kindergarten (K)		\$155,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Grade 1			\$155,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Grade 2				\$155,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Grade 3					\$155,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Grade 4						\$155,100	\$119,200	\$110,800	\$110,800	\$110,800	\$110,800	\$110,800
Grade 5							\$177,300	\$108,200	\$99,800	\$99,800	\$99,800	\$99,800
Grade 6								\$177,300	\$108,200	\$99,800	\$99,800	\$99,800
Grade 7									\$177,300	\$108,200	\$99,800	\$99,800
Grade 8										\$177,300	\$108,200	\$99,800
Total Cost	\$262,800	\$400,000	\$510,800	\$621,600	\$732,400	\$843,200	\$976,200	\$1,076,000	\$1,175,800	\$1,275,600	\$1,198,100	\$1,189,700

Notes:

- Head Start centers and school districts could start the program in a future biennium.
- The department would determine monies requested in future budget biennia based on the districts offering existing programs and the districts planning on starting new programs.
- The numbers above are based on targeted districts beginning participation in FY21 (nine American Indian Head Start centers and 12 school districts with American Indian student populations >18 percent).

APPENDIX C (DIN 6063)

The Head Start centers below would be the likely applicants of a new Young Learners Tribal Language Revitalization initiative, which would commence in FY21. Wisconsin has 9 Head Start centers serving American Indian children.

Teacher costs based on a Head Start class size of approximately 17 students

American Indian Head Start Centers				Young Learners Costs				
Program Name	Feeds School Districts	City	Head Start 2017-2018	Curriculum Program Planning (Create)	Startup Cost per 17 Students (Create)	Classes Needed	Tribe Elder Teacher Cost for 36 Weeks (Implement)	Tribe Elder Teacher Cost for 36 Weeks (Maintain)
Red Cliff	Bayfield	Bayfield	53	\$ 3,500	\$ 6,200	3	\$ 8,100	\$ 7,400
Ho-Chunk	Black River Falls	Black River Falls	136	\$ 3,500	\$ 16,000	8	\$ 19,100	\$ 18,400
Stockbridge-Munsee	Bowler	Bowler	25	\$ 3,500	\$ 2,900	2	\$ 5,900	\$ 5,200
Oneida Tribe of Indians of Wisconsin	Green Bay	Green Bay	157	\$ 3,500	\$ 18,500	9	\$ 21,300	\$ 20,600
Lac Courte Oreilles Tribal	Hayward	Hayward	109	\$ 3,500	\$ 12,800	6	\$ 14,700	\$ 14,000
Menominee Nation Early Childhood	Menominee Indian	Keshena	191	\$ 3,500	\$ 22,500	11	\$ 25,700	\$ 25,000
Zaasijwan	Lac Du Flambeau/Lakeland Union	Lac Du Flambeau	71	\$ 3,500	\$ 8,400	4	\$ 10,300	\$ 9,600
Bad River Tribal Council	Ashland	Odanah	62	\$ 3,500	\$ 7,300	4	\$ 10,300	\$ 9,600
St. Croix Tribal	Webster	Webster	39	\$ 3,500	\$ 4,600	3	\$ 8,100	\$ 7,400
Totals			843	\$ 31,500	\$ 99,200	50	\$ 123,500	\$ 117,200

Likewise, the school districts below would be the likely applicants of the new Young Learners Tribal Language Revitalization initiative. These Wisconsin public schools have both a significant number and percentage of American Indian students enrolled. The following chart shows the costs for various grades for each school district. Costs are calculated using the Kindergarten class size of 2017-18 as the class size number for all grades. Costs are based on the school district providing programming for all students in the Teacher costs based on approximate class size by grade: 4K=20 students, K-4=22 students; and 5-8=25 students.

School District	American Indian		Kindergarten Enrollment	Young Learners Costs 4K				
	Total in School District	% Total Enrollment in District		Curriculum Program Planning (Create)	Startup Cost per 20 Students (Create)	Classes Needed	Tribe Elder Teacher Cost for 36 Weeks (Implement)	Tribe Elder Teacher Cost for 36 Weeks (Maintain)
Menominee Indian	820	92.4	62	\$ 3,500	\$ 6,200	3	\$ 8,100	\$ 7,400
Lac du Flambeau #1	421	81.4	60	\$ 3,500	\$ 6,000	3	\$ 8,100	\$ 7,400
Bayfield	281	76.6	34	\$ 3,500	\$ 3,400	2	\$ 5,900	\$ 5,200
Bowler	123	36.4	14	\$ 3,500	\$ 1,400	1	\$ 3,700	\$ 3,000
Gresham	95	31.7	25	\$ 3,500	\$ 2,500	1	\$ 3,700	\$ 3,000
Crandon	270	30.4	82	\$ 3,500	\$ 8,200	4	\$ 10,300	\$ 9,600
Hayward Community	500	24.4	160	\$ 3,500	\$ 16,000	8	\$ 19,100	\$ 18,400
Black River Falls	393	23.0	139	\$ 3,500	\$ 13,900	7	\$ 16,900	\$ 16,200
Ashland	428	20.3	138	\$ 3,500	\$ 13,800	7	\$ 16,900	\$ 16,200
Shawano	381	19.7	102	\$ 3,500	\$ 10,200	5	\$ 12,500	\$ 11,800
Wabeno Area	77	19.2	57	\$ 3,500	\$ 5,700	3	\$ 8,100	\$ 7,400
Siren	86	18.0	28	\$ 3,500	\$ 2,800	2	\$ 5,900	\$ 5,200
Total	3,875		901	\$ 42,000	\$ 90,100	46	\$ 119,200	\$ 110,800

Red = Receiving Current Tribal Language Grant in 2017-18

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6065 – ROBOTICS LEAGUE PARTICIPATION GRANTS

*216 – Robotics league participation grants
s. 20.255 (2)(dr)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$500,000	\$500,000
Less Base	\$250,000	\$250,000
Requested Change	\$250,000	\$250,000

Request

The department requests an increase of \$250,000 GPR in FY20 and \$250,000 GPR in FY21 to fully fund the anticipated demand for Robotics League Participation (RLP) grants.

Background

The RLP grant program was created by 2015 Act 280, which appropriated \$250,000 GPR in FY17 to award grants to public high school student teams to fund participation in robotics competitions. As created, the RLP grant program was funded for just one year, in FY17; the appropriation was scheduled to sunset on June 30, 2017. However, 2017 Wisconsin Act 59 (Act 59) modified the program to be an ongoing grant program, providing base funding (\$250,000) annually. Act 59 also expanded the program to include teams of private school high school students as eligible for the grants. Subsequently, 2017 Wisconsin Act 315 further modified the RLP grant program to allow teams of high school students to include students in grades 6 through 8.

The RLP grant program supports students who participate in competitions that requires teams of students (with one adult mentor) to design, construct, program, and operate robots. The grant may be used to offset the costs of competition fees and the required kits and supplies that student teams must use to participate in a robotics competition. The grant may also be used to offset expenses incurred to travel to robotics competitions for eligible team members, as well as to provide a stipend for the mentor of the team.

Each grant applicant must demonstrate that it has secured matching funds, in an amount equal to the amount requested in the grant application, as a condition of eligibility for the RLP grant. Finally, the RLP grants may be used only for competitions that are sponsored by a nonstock, nonprofit corporation (as described under section 501 (c) (3) of the Internal Revenue Service), whose organizational purpose is to encourage young people to develop an interest in science, engineering, technology, and mathematics (STEM).

The RLP grant was created to provide students with opportunities to learn about, and enhance their existing skills in, STEM activities outside of the classroom. Employers are increasingly looking for individuals with STEM skills and institutions of higher education are looking to reach more students interested in pursuing STEM education. Participation in robotics competitions help foster students' interest in STEM fields while improving their technical skills and knowledge in these areas, putting students in a better position to pursue STEM as a career.

Current RLP Grant Program

Over 120 eligible applicants were awarded grants in both FY 17 and FY 18. The total amount of requested funding by applicants in both years also exceeded the \$250,000 base funding level. As a result, grant awards have been prorated, providing only slightly more than half of the amount requested. See Table 1 for information on grant activity in FY17 and FY18. Growing interest in STEM related activities, along with the expansion of the program to include students from grades 6 through 8 on teams, is likely to increase demand for RLP grants. The department believes that without additional funding for the program, RLP grants will continue to be prorated, and likely at lower levels than for FY17 and FY18.

Table 1. Robotics League Participation Grants (FY17 and FY18)

School year	Number of Applications	# of Awards	Available Grant Funding	Total Funds Requested	Amount Not Funded	Proration
2016-17	131	122	\$250,000	\$466,219	\$216,219	56%
2017-18	121	121	\$250,000	\$482,272	\$232,272	52%

Proposal

The department requests an increase of \$250,000 GPR in FY20 and \$250,000 GPR in FY21 to address the growing interest and demand for RLP grants and to reduce or eliminate the need to prorate awards. The department also requests a technical change to the statutory language under Wis. Stats. sec. 115.45, to allow for grants to be used for more than one robotics competition in the year for which the grant is awarded.

Statutory Language

The department is proposing a technical change to statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6072 – SCHOOL BREAKFAST REIMBURSEMENT

215 – Grants for school breakfast programs s. 20.255 (2)(cm)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$5,300,000	\$5,400,000
Less Base	\$2,510,500	\$2,510,500
Requested Change	\$2,789,500	\$2,889,500

Request

The department requests a total increase of \$2,789,500 GPR in FY20 and \$2,889,500 GPR in FY21 for state aids for reimbursements under the School Breakfast Program (SBP) at 15.0 cents for each breakfast served. Of the total, \$2,653,100 in FY20, and \$2,778,800 in FY21, is requested to fully fund reimbursements to school districts and private schools under current law.

The department also requests \$120,000 GPR in FY20 and FY21 to fund reimbursements under the SBP at 15.0 cents for each breakfast served in institutions that are not eligible for reimbursement under current law: 1) independent charter schools (charter schools), under Wis. Stat. sec. 118.40 (2r) and (2x); 2) the Wisconsin Educational Services Program for the Deaf and Hard of Hearing (“School for the Deaf”) under Wis. State. sec. 115.52; 3) the Wisconsin Center for the Blind and Visually Impaired (“School for the Blind”), under Wis. Stat. sec. 115.525; and 4) residential care centers for children and youth (RCCs), as defined under Wis. Stat. sec. 115.76 (14g). In this paper, the School for the Deaf and the School for the Blind are referred to collectively as the state’s residential schools.

The department requests a statutory language change to direct the department to make payments to the institutions described above (i.e., extend eligibility for state reimbursement under the SBP to these entities). Additionally, the department requests a change in statute to cease payment of aid under the SBP to an institution that ceased to operate at any point during or at the end of the previous school year.

Background

Studies have concluded that students who eat breakfast at the start of the school day have increased math and reading scores, as well as improvements in their speed and memory in cognitive tests. Additionally, children who eat breakfast closer to class and test-taking time perform better on tests. Many children do not eat a nutritious breakfast every morning and children who eat school breakfast tend to have a more nutritious breakfast.

The federal SBP provides cash assistance to states to operate nonprofit breakfast programs in schools and RCCs. School breakfasts are available to all students.

Participating entities receive cash subsidies from the U.S. Department of Agriculture (USDA) for each meal they serve. In return, they must serve breakfasts that meet federal requirements, and they must offer free or reduced-price breakfasts to eligible children. Eligibility criteria, student costs, and USDA

reimbursement rates for free, reduced, and full-price meals during the 2017-18 school year are as follows in Table 1 below:

Table 1. School Breakfast Program Eligibility Criteria, Student Costs, and Reimbursement Rates

	Eligibility Criteria	Amount Student's Family Pays	Amount USDA Reimburses Participating Entity
Free meals	Children from families with incomes at or below 130 percent of the federal poverty level.	\$0.00	\$1.75 per meal
Reduced-price meals	Children from families with incomes between 130 percent and 185 percent of the federal poverty level are eligible for reduced-price meals.	No more \$0.30 per meal	\$1.45 per meal
Full-price meals	Children from families with incomes over 185 percent of the federal poverty level pay full price.	Schools set their own prices for breakfasts served, though they must operate their meal services as non-profit programs.	\$0.30 per meal

However, as a result of decreases in federal funding since the 1980s, payments to local child nutrition programs have not been sufficient in covering the total cost of providing school breakfast.

In addition, the state provides GPR to reimburse participating entities at a rate of \$0.15 per each breakfast served, regardless of a student's eligibility for free or reduced-price meals, unless the appropriation under Wis. Stats. 20.255 (2) (cm) is insufficient to pay the full amount of aid, in which case the department must prorate state aid payments.

The state reimbursement for SBP was created under 1993 Act 168, first providing aid in FY95. When the appropriation was first created, it was designed to assist in establishing a SBP. The department awarded startup grants, not to exceed \$10,000, to school districts and private schools to reimburse them for certain nonrecurring costs associated with establishing breakfast programs. Only school districts or private schools with 20 percent of their students eligible to receive free or reduced-price lunch were eligible to receive a startup grant. Then, under 1999 Wisconsin Act 9, beginning in FY01, the startup grants were eliminated; instead, each eligible institution was reimbursed 10 cents per breakfast served in the prior school year. The appropriation was increased, from \$150,000 for just startup grants, to \$892,100 for the reimbursements based on the number of breakfasts served.

State aid payments have been prorated since FY06 as a result of the increase in school breakfast participation. For FY15, payments were prorated at \$0.0849 per breakfast served. Payments are estimated to decrease to less than \$0.08 per breakfast for FY16 (final figures are not yet available) and are projected to continue to decrease, assuming the appropriation for school breakfast aid remains flat.

Table 2 shows the history of the school breakfast aid appropriation, reimbursement rates and proration of aid as well as projected reimbursements for FY18 through FY21. Note that FY01 was the first year that reimbursements were provided on the basis of breakfasts served; prior to FY01, grants were provided to school districts and private schools to establish a SBP.

Table 2. School Breakfast Program Reimbursement History and Projections (FY01 – FY21)

Year	Beginning Balance*	Appropriation	Eligible Expenditures	Breakfasts Served Prior Year**	Percent Change in Breakfasts Served	Reimbursement Per Breakfast Served	Statutory Reimbursement	Proration Rate
FY01	\$145,400	\$892,100	\$990,100	9,901,000		\$0.09	\$0.10	90%
FY02	\$47,400	\$1,055,400	\$907,000	9,070,000	-8.40%	\$0.10	\$0.10	100%
FY03	\$195,800	\$1,055,400	\$983,700	9,837,000	8.50%	\$0.10	\$0.10	100%
FY04	\$267,500	\$1,055,400	\$1,047,000	10,470,000	6.40%	\$0.10	\$0.10	100%
FY05	\$275,900	\$1,055,400	\$1,138,400	11,384,000	8.70%	\$0.10	\$0.10	100%
FY06	\$192,900	\$1,055,400	\$1,259,020	12,590,201	10.60%	\$0.08	\$0.10	84%
FY07	\$0	\$1,055,400	\$1,457,735	14,571,109	15.70%	\$0.07	\$0.10	72%
FY08	\$0	\$2,513,500	\$2,790,711	18,604,737	27.70%	\$0.14	\$0.15	90%
FY09	\$0	\$2,890,600	\$3,049,800	20,331,997	9.30%	\$0.14	\$0.15	95%
FY10	\$0	\$2,789,400	\$3,318,607	22,124,048	8.80%	\$0.13	\$0.15	84%
FY11	\$0	\$2,789,400	\$3,652,322	24,348,813	10.10%	\$0.11	\$0.15	76%
FY12	\$0	\$2,510,500	\$3,967,706	26,451,375	8.60%	\$0.09	\$0.15	63%
FY13	\$0	\$2,510,500	\$4,267,700	28,451,334	7.60%	\$0.09	\$0.15	59%
FY14	\$0	\$2,510,500	\$4,381,380	29,209,199	2.70%	\$0.09	\$0.15	57%
FY15	\$0	\$2,510,500	\$4,574,820	30,498,801	5.10%	\$0.08	\$0.15	55%
FY16	\$0	\$2,510,500	\$4,737,226	31,491,967	3.26%	\$0.08	\$0.15	53%
FY17	\$0	\$2,510,500	\$4,925,768	31,502,783	0.03%	\$0.08	\$0.15	53%
FY18 (est.)	\$0	\$2,510,500	\$4,911,977	32,746,517	3.95%	\$0.08	\$0.15	51%
FY19 (est.)	\$0	\$2,510,500	\$5,037,762	33,585,083	2.56%	\$0.07	\$0.15	50%
FY20 (est.)	\$0	\$2,510,500	\$5,163,547	34,423,650	2.50%	\$0.07	\$0.15	49%
FY21 (est.)	\$0	\$2,510,500	\$5,289,332	35,262,216	2.44%	\$0.07	\$0.15	47%

* The school breakfast appropriation is a continuing appropriation; therefore, any unspent funds or ending balance becomes the subsequent year's beginning balance.

** The number of breakfasts served do not include the breakfasts served in independent charter schools, the state's residential schools, and RCCs. These entities do not receive reimbursement from the SBP under current law.

In the initial years of the program, the appropriation was sufficient to cover all claims, and unexpended funds carried over into the subsequent fiscal year. As a result of the increase in school breakfast participation, appropriated and carryover funds were fully expended in FY06. This is the first time claims were not paid at 100 percent. Actual payments were prorated to 8.38 cents per breakfast served in FY06. Despite an increase in the appropriation in FY08, payments have been prorated in subsequent years, as indicated in Table 2 above.

During FY17, reimbursements were provided to 361 participating public school districts (1,795 public schools), and 97 participating private schools (at 130 sites). It is anticipated that the number of school breakfasts served will continue to increase by at least 2.4 percent annually in FY19, FY20, and FY21, based on a linear projection of participation in the last five years. This projection is reflective of the fact that new Community Eligibility Provisions (CEP) require that free breakfasts be served to every student in a participating CEP school. The base appropriation of \$2,510,500 will be insufficient to fully fund (at 15 cents per meal) the projected number of meals for which schools may be reimbursed. Without an increase in the state school breakfast appropriation, the department estimates that reimbursement rates to public and private schools will continue to decrease in FY17 and throughout FY18 and FY19:

- FY19 – 7.48 cents per breakfast served
- FY20 – 7.29 cents per breakfast served
- FY21 – 7.12 cents per breakfast served

The combination of a flat state appropriation and continued growth in participation in SBPs will result in lower reimbursement rates for participating schools. Continued reductions in the state reimbursement rate for schools under the SBP may result in decreased program viability and has the potential to reduce the number of schools that are able to continue to offer school breakfast programs.

Program Changes

Expanding Reimbursements to Other Institutions

Currently, only public and private schools receive the state reimbursement for breakfasts served. This is not consistent with the state matching program for the federal school lunch program, under which independent charter schools, the state's residential schools, and RCCs are eligible for state reimbursement. Besides the state school lunch aid program, independent charter schools are eligible to receive state Special Education categorical aid as well as state aid for student transportation. It is difficult to project the number of breakfasts served by these entities due to being ineligible for reimbursement; however, Table 3 below details the breakfasts served in independent charter schools, the state's residential schools, and RCCs, as well as eligible expenditures if these entities were reimbursed at the same rate as participating institutions.

Table 3. Charter Schools, State Residential Schools & RCCs

Year	Estimated Breakfasts Served	Percent Change in Breakfasts Served	Reimbursement at \$.150
FY13	840,983		\$126,147
FY14	924,822	9.97%	\$138,723
FY15	900,783	-2.60%	\$135,117
FY16	762,152	-15.39%	\$114,323
FY17	795,437	4.37%	\$119,316

Students attending an independent charter school should have access to school breakfast to the same degree as students attending any other public or private school in the state. Allowing independent charter schools to receive state reimbursement for school breakfast could incentivize them to expand the number of students receiving school breakfast, or, to offer a school breakfast program if a school does not already have a program. The department also believes that extending SBP eligibility to these entities will create stability in program participation and prevent the large swings in breakfasts served, as demonstrated in the table above, which benefit the students in attendance at those entities. Regardless of whether a child is enrolled in a public, private, or independent charter school, or receiving their education at one of the state’s residential schools or an RCC, state reimbursement supports the SBP, also to the benefit of the child. Although the department does not oversee RCCs, it is the state education agency responsible for disbursing federal USDA funds to RCCs, thus the inclusion of those institutions in the department’s request.

School Closures

Under current law, the department reimburses SBP participants for breakfasts served in the prior school year; reimbursements are made for all breakfasts served, whether a school operates its SBP for the full year or just part of the year. Under current law, if a school were to actually cease operations, the department would be required to attempt to make payments for SBP reimbursements for the prior year breakfasts served. If an individual public school were to cease operations, SBP aid payments would still be made to the school district of the closed school; and in the case of school district consolidation, aid payments could be made to the newly consolidated district (based on the eligibility of the individual districts prior to consolidation). However, closure of a private school (or a charter school, RCC, or the state’s residential schools) presents a unique challenge, in that there simply would be no existing institution to which the department could make payments after a school closure.

This contrasts with state aid payments under the School Lunch Program, which requires that a school must participate in the program through the following year to receive the reimbursement for program participation in the previous year. The department does not propose the exact same treatment for the SBP. However, establishing an exception in the statute for private schools, charter schools, RCCs, and the residential schools, that absolves the department from making payments for meals served in the prior school year, would be beneficial.

Proposal

The department requests an increase to the appropriation for SBP reimbursements in order to fully fund eligible claims from participating public and private schools, as well as charter schools, RCCs, and the states residential schools, in FY20 and FY21, at 15 cents per breakfast served, as shown in table 4, below.

Table 4. Projected Costs of Providing Full Reimbursement at 15 cents per Breakfast

	FY20	FY21
Meals Served - Current Law	34,423,650	35,262,216
Meals Served - Charter Schools, Residential Schools, RCCs	800,000	800,000
Cost of Reimbursements at \$0.15 / Meal (rounded)	\$5,300,000	\$5,400,000
FY19 Base	\$2,510,500	\$2,510,500
Request	\$2,789,500	\$2,889,500

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6073 – SCHOOL DAY MILK PROGRAM

214 – *Wisconsin school day milk programs. 20.255 (2)(cp)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,000,000	\$1,000,000
Less Base	\$617,100	\$617,100
Requested Change	\$382,900	\$382,900

Request

The department requests an increase of \$382,900 GPR in FY20 and FY21 to increase the reimbursement rate for the Wisconsin School Day Milk Program (SDMP) from 58 percent (in FY17) to 100 percent of eligible expenditures.

Background

First established under 1987 Wisconsin Act 27, the Wisconsin SDMP was created as a categorical aid program to reimburse schools for a portion of their costs for serving milk to prekindergarten through grade 5 students who are eligible for free or reduced price meals. Only one half-pint of milk may be claimed per eligible student per school day. If milk served to students is claimed under the federal Special Milk Program, it may not be claimed under the Wisconsin SDMP.

Statutes provide that the department shall pay each participating school the full cost of beverages served to eligible children in the prior school year. Both public schools (including independent charter schools) and private schools are eligible for aid under this program. If the appropriation in any fiscal year is insufficient to pay the full amount of aid under this section, state aid payments shall be prorated among the schools entitled to such aid. Information regarding participation in the program by public and private schools, and total consumption (aided), is included in Appendix A to this paper.

The total eligible claims are a function of both consumption and the price per unit. The department is not able to estimate changes in milk prices as part of the cost projections. To project claims and program costs, the department relied on total claims through FY17 as the basis for estimating eligible claims in future years. While the general trend in the SDMP has seen increases in eligible claims during FY09 through FY14, then decreasing claims since FY14; the trend in consumption of milk aided through this program was also increasing until FY11, but has decreased steadily since FY11. Therefore, the department assumes continued decreases in eligible claims and estimates the amount required to fully fund all claims.

The department believes that increases to the appropriation will both offset costs related to serving milk to eligible pupils to a greater degree, while encouraging school districts and private schools that may have ceased participation in the SDMP to resume participation in the program, or to participate for the first time, for the benefit of students statewide.

The department projects participation in the program that follows general trends (decreasing), while modifying the trend somewhat, beginning in FY21, to reflect that participation may begin to increase. As such, an additional \$382,900 GPR in FY20 and FY21 is required to increase the reimbursement rate for the Wisconsin SDMP to 100 percent of eligible expenditures.

Statutory Language

The department is not proposing any statutory language related to this request.

School Day Milk Program Statistics

School Year	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Claiming Agencies:									
Public	259	258	249	253	245	242	242	245	241
Private	40	38	39	35	33	29	27	21	17
Total	299	296	288	278	278	271	269	266	258
Total Units	6,538,826	6,938,274	7,325,408	7,102,530	7,046,250	6,651,339	5,955,179	5,748,155	5,008,050
Total Claims	\$1,168,143	\$1,260,478	\$1,455,425	\$1,479,856	\$1,531,266	\$1,582,308	\$1,344,444	\$1,191,313	\$1,066,736
Reimbursements:									
Public	\$659,088	\$657,603	\$592,092	\$591,514	\$595,084	\$594,669	\$591,296	\$594,106	\$610,081
Private	\$26,612	\$28,097	\$25,008	\$25,586	\$22,016	\$22,431	\$25,804	\$22,994	\$7,019
Total	\$685,700	\$685,700	\$617,100	\$617,100	\$617,100	\$617,100	\$617,100	\$617,100	\$617,100
Aid Proration	58.7%	54.4%	42.4%	41.7%	40.3%	39.0%	45.9%	51.8%	57.9%
Claim/Unit	\$0.1786	\$0.1817	\$0.1987	\$0.2084	\$0.2173	\$0.2379	\$0.2258	\$0.2073	\$0.2130

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6076 – ECCP TUITION REIMBURSEMENT TO SCHOOLS

*205 – Tuition reimbursement; early college credit program aid for schools
s. 20.255 (2) (cj)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,753,500	\$1,753,500
Less Base	\$0	\$0
Requested Change	\$1,753,500	\$1,753,500

Request

The department requests an increase of \$1,753,500 GPR in FY20 and \$1,753,500 GPR in FY21 to reflect the transfer of the appropriation for tuition reimbursements to schools under the Early College Credit Program, from the Department of Workforce Development (DWD) to the department. While this request represents an increase to the department’s appropriations schedule, it would be offset by an equal reduction to DWD’s appropriations schedule, under Wis. Stat. Chapter 20.

Background

The Early College Credit Program (ECCP) is a new program, beginning with the 2018-19 school year, that replaces the former Youth Options (YO) and Course Options (CO) programs that existed under prior law. Under 2017 Act 59 (Act 59, the 2017-19 biennial budget), the YO and CO programs were eliminated. The YO program was replaced with the ECCP, and the part-time open enrollment program was restored to replace the CO program.

Under Wis. Stat. sec. 118.55, the ECCP generally governs matters related to dual enrollment, whereby high school students take college level coursework and upon successful completion, obtain college and/or high school credit associated with the course. Under current law, the ECCP governs dual enrollment for students enrolled in a public or private high school who take college level courses through a University of Wisconsin System (UWS) institution (two-year colleges and four-year universities), or a private university located in the state that is a member of the Wisconsin Association of Independent Colleges and Universities (WAICU). While the former YO program included the Wisconsin Technical College System (WTCS) institutions, the WTCS is not included in the ECCP under current law. Rather, WTCS has authority under current law to enter into dual enrollment arrangements with high school.

Tuition Reimbursement (State Aid)

The ECCP provides for a cost sharing structure for ECCP-eligible college courses⁹, which distributes the cost associated with high school students taking college courses across the respective institution of

⁹ An “ECCP-eligible course” generally includes any course offered by an IHE for which the high school student’s own district or school does not offer a comparable course. However, provisions under 2017 Act 307 (which was enacted after Act 59) exempted certain college courses from the statute governing the ECCP statute, specifically, those taught by a teacher who is an employee of the school district or private school but is certified as an instructor for the college course by the IHE offering the course, at a high school in the district or private school. For these types of courses, the tuition charge and the party responsible for paying the tuition charge is the subject of an agreement between the IHE and the district or private school.

higher educations (IHEs), in this case, UWS and WAICU institutions, the school district or private school, the state (via aid to schools), and in some cases, the student's family.

- The IHE share of costs is in the form of a maximum tuition charge, varying from one-third to one-half (depending on the institution) of the tuition charge for a resident undergraduate student at the institution.
- The school district or private school is required to pay the tuition charge directly to the IHE after conclusion of the semester, thereby initially incurring the full cost of the allowable tuition charge.
- The state provides aid, in the form of a tuition reimbursement to the district or school; the amount of state aid is 50 percent of the tuition charge to the district or private school, except that if the student takes the course for high school credit (even if also for college credit), the state aid is 25 percent of the tuition charge.
- The student is responsible for paying 25 percent of the tuition charge for a course that the students take for just college credit, unless it is determined that payment would cause undue financial burden to the student, as defined by the department.

Act 59 appropriated \$1,753,500 GPR in a new annual appropriation, beginning in FY19, within DWD's appropriations schedule, under Wis. Stat. sec. 20.445 (1)(d), "reimbursement for tuition payments". Under current law, school districts and private schools are required to report to the department (i.e., Department of Public Instruction) the number of students who take college courses under the ECCP, the number of courses taken and type of credit (high school or college) granted for each course, and the total tuition charges incurred by the school district or private school.

The department is responsible for calculating state aid eligibility for school districts and private schools, and then must request release of the funds from DWD, so that the department can make the aid payments directly to the school districts and private schools that are eligible for state aid. Because the state aid amounts are dependent on ECCP participation, the aid payments will be made at the end of FY19 at the very earliest (and possibly, funds will have to be encumbered into FY20 to allow for all claims to be fully paid out to all school districts and private schools).

Proposal

The department proposes two changes to the current law structure of the ECCP state aid program to facilitate the administration of this new state aid program.

1. The department requests that the appropriation for ECCP-related tuition reimbursement (state aid) be transferred from DWD to the department.

The transfer of the appropriation would ease the administration of the state aid program. The department is already responsible for receiving the report data from school districts and private schools and calculating aid eligibility, as well as making aid payments (the department has an aid payment infrastructure in place to pay all local educational agencies). The ECCP statutes specifies no other role for DWD, with respect to the ECCP itself (e.g., the department is responsible for addressing student- or parent-initiated appeals under the ECCP, as it was under the former YO program). Locating the appropriation in the department's own appropriations schedule will avoid unnecessary delays in the processing of state aid payments to schools.

Current law appropriation: Wis. Stat. sec. 20.445(1)(d), *Reimbursement for tuition payments*

Proposed appropriation: Wis. Stat. sec. 20.255(2)(cj), *Tuition reimbursement; early college credit program aid for schools*

2. The department requests the state aid program be modified to explicitly pay aid based on data for ECCP participation in the prior school year, in order to avoid complicated accounting measures and to avoid lapsing monies to the state general fund that may be needed to fully pay aid claims.

Because aid payments are dependent on districts and schools reporting data to the department after the end of the semester in which students complete ECCP-eligible courses, aid payments cannot be calculated for the first year of the ECCP (2018-19 school year), until it receives the necessary data. Because IHEs tend to conclude the winter/spring semester in May, and the schools have 30 days to pay the tuition charge to the IHE, the data required for FY19 aid eligibility will not be complete until very late in FY19 (during June at the earliest). The statute as presently constructed does not direct the department to use prior year data for the aid calculation, as is the case for the vast majority of categorical aid payments to schools. The department is concerned that there simply will not be sufficient time to verify all the data, perform aid calculations to determine eligibility, get the transfer of monies from DWD processed in the state's accounting system, and finally, processing the payments for distribution to school districts and private schools.

The department can address the lack of sufficient turnaround time for FY19 aid payments in one of two ways: 1) request that DWD either encumber the full appropriation, so that the budgeted funding for 2018-19 aid is available to draw on to make payments after July 1, 2019; or 2) transfer the full appropriation to the department, during FY19, but prior to aid computations being completed (perhaps even prior to all necessary data being received by the department). Either of these approaches would allow for the ECCP state aid that is appropriated for FY19 to be carried forward until aid eligibility can be determined (submitted claims verified, aid amounts calculated) and the aid payments can be fully processed and distributed to school districts and private schools. Regardless of the approach taken to manage aid payments under the ECCP, it is extremely unlikely that the payments to districts and private schools could be distributed within the same fiscal years as the costs incurred by the school district or private school.

In the interest of transparency and reducing the need for complicated accounting transactions, the department proposes that the aid appropriation be moved to the department's appropriation schedule, and that the department be directed to determine aid eligibility based on prior year participation in the ECCP. The practical outcome for school districts and private schools that are eligible for ECCP state aid is no different than current law; they would receive aid payments from the department, but after the close of the school year in which the costs were incurred.

Statutory Language

The department is proposing a statutory language change related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6077 – AID FOR EARLY COLLEGE CREDIT PROGRAM TRANSPORTATION

271 – Aid for transportation; open enrollment [and early college credit program]
s. 20.255 (2) (cy)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$434,200	\$434,200
Less Base	\$454,200	\$454,200
Requested Change	(\$20,000)	(\$20,000)

272 – Aid for transportation; early college credit program
s. 20.255 (2) (cz) – NEW

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$0	\$0
Less Base	\$20,000	\$20,000
Requested Change	\$20,000	\$20,000

Request

The department requests a statutory change to separate the appropriation language governing the program that provides aid to parents who incur transportation costs related to their child (or children) participating in the Open Enrollment (OE) program and/or the Early College Credit Program (ECCP). As part of this request, the amount currently appropriated for the single appropriation under Wis. Stat. sec. 20.255 (2)(cy) would be reduced by \$20,000 GPR in both FY20 and FY21, as an offset to the department’s request to provide the \$20,000 GPR in both FY20 and FY21 in a new, annual appropriation specifically for ECCP transportation aid payments.

Background

The appropriation under Wis. Stat. sec. 20.255 (2)(cy) provides aid payments to reimburse parents directly for costs associated with transporting their child (or children) to school, for students participating in OE and/or the ECCP. Under the OE transportation aid statute [Wis. Stat. sec. 118.51 (14)(b)], the parent of a student who satisfies the income eligibility criteria for a free or reduced-price lunch (FRL) under [42 USC 1758](#) (b) (1) and who will be attending public school in a nonresident school district in the following school year under OE, may apply to the department for the reimbursement of costs incurred for the transportation of the student to and from their residence and the school that they will be attending. The reimbursement amount may not exceed the lesser of the actual transportation costs incurred by the parent or three times the statewide average transportation cost per student.

Prior to July 1, 2018, there was also an appropriation, under Wis. Stat. sec. 20.255 (2)(cw), which provided reimbursement of transportation costs incurred to enroll in an institution of higher education (IHE) as

part of the former Youth Options program [prior law, under Wis. Stat. sec. 118.55 (7g)]. That statute required the department to give preference to students who satisfied the FRL income eligibility criteria.

Under 2017 Act 59 (Act 59, the 2017-19 biennial budget), the ECCP was created to provide students in grades 11 and 12, in public and private high schools, the opportunity to enroll in courses offered by an IHE and to receive high school and/or college credit for the that course. The ECCP replaced the prior law Youth Options program. As part of the change to the ECCP, Act 59 also consolidated the two separate appropriations for transportation aid for OE and Youth Options, and renamed the appropriation to reflect the new ECCP, effective July 1, 2018. . The consolidated appropriation provided \$454,200 GPR annually, including \$20,000 to reflect the funding level for the former Youth Options transportation aid appropriation, and the remainder from the FY17 base for OE transportation aid.

Proposal

There are some practical concerns with administering the two distinct transportation aid programs for OE and ECCP from a single appropriation. The payments to parents are made under different timelines: OE transportation aid payments are provided on an annual basis, while ECCP transportation aid will likely have to be provided on a semester basis (as it was under the former Youth Options program). In addition, aid is calculated with different eligibility requirements: pupils meeting the income criteria for FRL eligibility are given priority for aid under the ECCP transportation aid statute, but under the OE transportation aid statute, aid is available only for those students who meet the FRL eligibility criteria.

For these reasons, the department proposes to separate the single appropriation governing transportation aid for students participating in OE and/or the ECCP, into two distinct appropriations at the amounts indicated at the beginning of this DIN. This change would revert to the structure that was in place prior to the ECCP, and would facilitate the efficient administration of both aid programs.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6081 – INDEPENDENT CHARTER SCHOOL PROGRAMS REESTIMATES

218 – Charter schools s. 20.255 (2) (fm)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$76,019,400	\$82,830,500
Less Base	\$68,920,000	\$68,920,000
Requested Change	\$7,099,400	\$13,910,500

289 – Charter schools; office of educational opportunity s. 20.255 (2) (fp)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$3,130,800	\$4,579,100
Less Base	\$0	\$0
Requested Change	\$3,130,800	\$4,579,100

Request

The department requests an increase of \$7,099,400 GPR in FY20 and \$13,910,500 GPR in FY21, to reflect estimates for state aid payments for the legacy “2r” independent charter schools (ICS) authorized by the City of Milwaukee, University of Wisconsin-Milwaukee, and the University of Wisconsin-Parkside, under Wis. Stat. sec. 118.40 (2r).

The department requests an increase of \$3,130,800 GPR in FY20 and \$4,579,100 GPR in FY21 to reflect estimates for state aid payments for the new “2x” ICS authorized by the Office of Educational Opportunity (OEO) within the University of Wisconsin System (UWS), under Wis. Stat. sec. 118.40 (2x).

Background

Under current law, state aid for legacy “2r” ICS is paid from a separate sum-sufficient charter school appropriation. The amount of state aid paid to these ICS is withheld proportionately from state general equalization aid payments under Wis. Stat. sec. 20.255 (2) (ac), for the state’s 416 public school districts that receive state general aid (five districts no longer receive any state general aid and therefore do not have an aid deduction for this program).

To determine the state aid reduction for each school district, the department multiplies the estimated total number of FTE students expected to enroll in legacy “2r” ICS each year by the statutorily required per FTE student payment amount to arrive at an overall legacy “2r” ICS cost.

The department then calculates an overall proportional reduction that it applies to each school district, based on the total legacy “2r” ICS cost as a percentage of the state general equalization aid appropriation. In FY19, the current estimate is 1.45 percent of all general school aids from the July state general aids

estimate. This amount is deducted from each school district’s state general aid entitlement and shown on each district’s state aid worksheet each year.

The state aid that is withheld then from each school district lapses to the state’s general fund per state law. School districts are allowed to increase their property tax levies under their revenue limit to recover the loss of this state aid. Students in legacy “2r” ICS are not counted by any school district in their membership for state general aid or revenue limit purposes.

“Legacy” Independent Charter School Program Reestimates

Table 1 below shows the state’s legacy “2r” ICS funding history and estimated payments for the 2019-21 biennium:

Table 1. Independent Charter School Program Funding (Legacy “2r” ICS)

Fiscal Year	Legacy “2r” ICS FTE Pupil	Legacy “2r” ICS State Aid Payment per FTE Pupil	School Districts State Aid Reduction for Legacy “2r” ICS
FY99	55	\$6,062	\$350,000
FY00	193	\$6,272	\$1,210,000
FY01	1,590	\$6,494	\$9,160,000
FY02	2,031	\$6,721	\$13,750,000
FY03	3,402	\$6,951	\$24,212,000
FY04	3,600	\$7,050	\$26,400,000
FY05	4,066	\$7,111	\$29,949,700
FY06	4,489	\$7,519	\$35,465,100
FY07	4,830	\$7,669	\$39,900,000
FY08	5,487	\$7,669	\$44,492,300
FY09	5,296	\$7,775	\$48,350,000
FY10	6,124	\$7,775	\$49,101,000
FY11	7,159	\$7,775	\$58,242,500
FY12	6,863	\$7,775	\$55,637,900
FY13	7,459	\$7,775	\$57,993,700
FY14	7,964	\$7,925	\$63,114,700
FY15	8,413	\$8,075	\$68,637,500
FY16	8,807	\$8,079	\$71,151,700
FY17	7,529	\$8,188	\$61,647,500
FY18	7,813	\$8,395	\$65,590,100
FY19 (est)	8,200	\$8,619	\$70,761,800
FY20 (est)	8,600	\$8,819	\$76,019,400
FY21 (est)*	9,150	\$9,023	\$82,830,500

*FY21 FTE estimate includes 150 additional FTE to reflect the department’s proposal to allow schools providing full-day 4K programming to count eligible students as 1.0 FTE.

NOTE: ICS students are eligible for summer school funding starting in FY19.

As allowed by state law, all school districts that are eligible for state general equalization aid may increase their property taxes to recover these reduced state general aids for students enrolling in legacy “2r” ICS.

This state general aid reduction from public school districts throughout the state is estimated to increase from \$70.7 million in FY19 to \$76 million in FY20 and \$82.8 million in FY21.

“2x” ICS Reestimates-Office of Educational Opportunity

Under current law, state aid for new “2x” ICS is paid from a separate sum sufficient charter school appropriation. Students enrolled in new “2x” ICS are funded through a reduction in the state general aid of the student’s resident school district. Affected districts are allowed to count resident “2x” ICS students in their membership for revenue limit purposes, which may or may not generate actual additional revenue limit/property tax authority for them

Unlike the funding mechanism identified for legacy “2r” ICS noted above, affected school districts are allowed to count these new “2x” ICS students in their membership for state general aid purposes. However, not all school districts are eligible for state general aid nor do all school districts generate any additional state general aid by adding more students to their membership. At the same time, there is a resulting redistribution of state general aid among most districts in the state.

Historical funding for new “2x” ICS, as well as the department’s projections for the 2019-21 biennium, is provided in Table 2.

Table 2. Independent Charter School Program Funding (New “2x” ICS)

Fiscal Year	New “2x” ICS FTE Pupils	New “2x” ICS Student State Aid Payment per FTE Pupil	Affected School Districts State Aid Reduction for New “2x” ICS
FY19 (est)	250	\$8,619	\$2,154,800
FY20 (est)	350	\$8,819	\$3,130,800
FY21 (est)	500	\$9,023	\$4,579,100

*FY21 FTE estimate includes 10 additional FTE to reflect the department’s proposal to allow schools providing full-day 4K programming to count eligible students as 1.0 FTE.

NOTE: ICS students are eligible for summer school funding starting in FY19.

As allowed by state law, affected school districts share of paying for students in new “2x” ICS are estimated at \$2.2 million in FY19, \$3.1 million in FY20 and \$4.6 million in FY21.

Any resulting property tax levy increases may be modestly offset in some districts with new “2x” ICS students through increased state general aid as resident districts count these students in their state general aid membership. However, it is impossible to estimate that impact in any given year due to the complexity of the state’s general equalization aid formula, the fact that not all districts with resident ICS students receive additional state aid by counting these students, and not knowing the amount of funding appropriated in the state school aid formula in future years.

Payment Adjustment for ICS

Under current law, indexing of the payment per FTE student for both of the state’s independent charter programs is equal to the current year’s per student revenue limit adjustment plus the per member change in categorical aids. The latter is calculated by dividing the dollar change in categorical aids appropriations over the prior year by the prior year’s statewide revenue limit membership. The department recommends changing this calculation to include just two factors: 1) the dollar amount of the revenue limit adjustment

per revenue limit member; and 2) the dollar increase in the payment per revenue limit member under the Per Pupil Aid program [Wis. Stats. Sec. 115.437], beginning in FY20.

In a separate DIN for Per Pupil Aid funding (6051), the department proposes to hold the Per Pupil Aid payment to the FY19 amount of \$654 per pupil (no increase in FY20 or FY21). Thus, the proposed per pupil increase for students enrolled in the ICS will be an additional \$200 in FY20 and another \$204 in FY21. These figures will represent annual increases of 2.3 percent for ICS. (The adjustment will amount to a 2.4 to 2.6 percent increase to the per pupil payment for private parental choice schools in FY20 and FY21, respectively, depending on the grade in which students are enrolled, as there are two payments levels under current law – one for students in kindergarten through grade eight, and a higher payment for students in grades nine through 12).

Finally, there are 26 overall “legacy” and new “2x” independent charter schools in existence in the 2018-19 school year, as shown in Table 3 below.

Table 3. Legacy “2r” and new “2x” Independent Charter Schools in 2018-19

Charter School Authorizer	Charter School	Grades
City of Milwaukee	Central City Cyberschool	K4-08
City of Milwaukee	Darrell Lynn Hines (DLH) Academy	K4-08
City of Milwaukee	Downtown Montessori Academy	K3-08
City of Milwaukee	Escuela Verde	07-12
City of Milwaukee	Milwaukee Academy of Science	K4-12
City of Milwaukee	Milwaukee Collegiate Academy	09-12
City of Milwaukee	Milwaukee Math and Science Academy	K4-08
City of Milwaukee	Rocketship Southside Community Prep	K4-05
City of Milwaukee	Rocketship Northside Community Prep*	K4-05
UW-Milwaukee	Bruce Guadalupe Community School	K4-08
UW-Milwaukee	Capitol West Academy	K4-08
UW-Milwaukee	La Casa de Esperanza Charter School	K4-08
UW-Milwaukee	Milwaukee Scholars Charter School	K4-08
UW-Milwaukee	Pathways High School	09-12
UW-Milwaukee	Penfield Montessori Academy	K4-08
UW-Milwaukee	School for Early Development & Achievement (SEDA)	K3-02
UW-Milwaukee	Seeds of Health Elementary School	K4-08
UW-Milwaukee	Stellar Collegiate Academy	K4-05
UW-Milwaukee	Tenor High School	09-12
UW-Milwaukee	UCC Acosta Middle School	06-08
UW-Milwaukee	Veritas High School	09-12
UW-Milwaukee	Woodlands School	K4-08
UW-Milwaukee	Woodlands School East (WSE)	K4-08
UW-Parkside	21st Century Preparatory School	K4-08
UW-System (2x)	Isthmus Montessori Academy Public*	K4-09
UW-System (2x)	One City Senior Preschool*	K4-K5

*New ICS in 2018-19.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6082 – PRIVATE SCHOOL PARENTAL CHOICE PROGRAMS REESTIMATES

235 – Milwaukee parental choice program s. 20.255 (2) (fu)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$241,991,200	\$260,680,800
Less Base	\$222,227,100	\$222,227,100
Requested Change	\$19,764,100	\$38,453,700

224 – Parental choice program for eligible school districts s. 20.255 (2) (fr)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$107,557,000	\$136,230,300
Less Base	\$82,428,100	\$82,428,100
Requested Change	\$25,128,900	\$53,802,200

Request

The department requests an increase of \$19,764,100 GPR in FY20 and \$38,453,700 GPR in FY21 to continue to fund the Milwaukee Parental Choice Program (MPCP) under Wis. Stats. Sec. 119.23.

The department requests an increase of \$25,128,900 GPR in FY20 and \$53,802,200 GPR in FY21 to continue to fund the Racine Parental Choice Program (RPCP) and the Wisconsin Parental Choice Program (WPCP) under Wis. Stats. Sec. 118.60.

Background and Reestimates

Milwaukee Parental Choice Program Reestimates

Under current law, the costs of the MPCP are borne by both the state and Milwaukee Public Schools (MPS). The MPS share is paid for via a reduction to the school district's state general aid payment; that aid reduction then lapses back to the state's general fund, to offset the state's costs of funding the MPCP.

The share of costs borne by MPS and the state has changed over the years, since the inception of the MPCP in FY91. While MPS formerly paid 100 percent of the costs of the MPCP from FY91 through FY99, it was allowed to count MPCP students in its membership for purposes of calculating state aid and revenue limits during that time. The 1999-01 biennial budget (1999 Act 9) changed state law to remove MPCP students from MPS' membership calculation for school aid and revenue limit purposes, effective in FY00.

In the 2001-03 biennial budget (2001 Act 16), state law was changed to have the state pay 55 percent of the MPCP, with MPS picking up the remaining 45 percent through a state general aid reduction. The

2009-11 biennial budget (2009 Act 28) changed the split again to 58.4 percent state funding and 41.6 percent MPS share in FY10, and then 61.6 percent state funding and 38.4 percent MPS share in FY11.

More recently, 2013 Wisconsin Act 20 (Act 20, the 2013-15 biennial budget) put into place a new funding mechanism by which the state's share of MPCP costs will increase by 3.2 percent points each year (beginning in FY14) in effect phasing in full state funding for the MPCP over 12 years. When Act 20 was signed into law, the state's share of the MPCP was 61.6 percent (FY13). The state's share is 80.8 percent for FY19 and under current law it will increase to 84 percent in FY20 and 87.2 percent in FY21.

Table 1 below shows the state's history of funding the MPCP since its inception in FY91.

Table 1. MPCP Students and Funding History

Fiscal Year	MPCP FTE Pupils	MPS State Aid Reduction (\$ in millions)	Other School Districts State Aid Reduction (\$ in millions)	Total MPCP Cost/Payments (\$ in millions)
FY91	300	\$0.7	\$0	\$0.7
FY92	512	\$1.4	\$0	\$1.4
FY93	594	\$1.6	\$0	\$1.6
FY94	704	\$2.1	\$0	\$2.1
FY95	771	\$2.5	\$0	\$2.5
FY96	1,288	\$4.6	\$0	\$4.6
FY97	1,616	\$7.1	\$0	\$7.1
FY98	1,497	\$7.0	\$0	\$7.0
FY99	5,761	\$28.7	\$0	\$28.7
FY00	7,575	\$19.4	\$19.4	\$38.7
FY01	9,238	\$24.5	\$24.5	\$49.2
FY02	10,497	\$26.7	\$0	\$59.3
FY03	11,304	\$29.5	\$0	\$64.7
FY04	12,882	\$33.9	\$0	\$75.1
FY05	14,071	\$39.3	\$0	\$82.6
FY06	14,604	\$41.3	\$0	\$91.9
FY07	17,088	\$49.5	\$0	\$110.1
FY08	18,558	\$53.8	\$0	\$119.5
FY09	19,428	\$57.2	\$0	\$127.1
FY10	20,372	\$49.8	\$0	\$129.7
FY11	20,256	\$49.6	\$0	\$129.2
FY12	22,220	\$54.7	\$0	\$142.4
FY13	23,789	\$59.4	\$0	\$152.7
FY14	24,776	\$56.7	\$0	\$159.2
FY15	25,745	\$60.7	\$0	\$189.6
FY16	26,470	\$56.6	\$0	\$195.5
FY17	26,913	\$52.1	\$0	\$201.9
FY18	27,698	\$48.3	\$0	\$213.5
FY19 (est)	29,100	\$44.4	\$0	\$231.1
FY20 (est)	29,700	\$38.7	\$0	\$242.0
FY21 (est)*	31,200	\$33.4	\$0	\$260.7

*FY21 FTE estimate includes 900 additional FTE to reflect the department's proposal to allow schools providing full-day 4K programming to count eligible 4K students as 1.0 FTE.

As allowed by state law, MPS generally increases its local property tax levy to replace these reduced state general school aids. The MPS share of paying for this program is estimated at \$44.8 million in FY19, \$39.1 million in FY20 and \$33.7 million in FY21 under current law.

As part of the department’s Fair Funding proposal (see DIN 6001), the department proposes to repurpose \$16.8 million GPR in High Poverty Aid into state general equalization aid beginning in FY21. Thus, there will no longer be a separate High Poverty Aid program. MPS currently receives \$6.3 million annually from the High Poverty Aid program, which the district is statutorily required to utilize to reduce the property tax levy resulting from the MPCP related aid reduction applied to MPS’ general aid.

Racine and Wisconsin Parental Choice Program Reestimates

Under current law, students enrolled in the RPCP and WPCP prior to FY16 are paid 100 percent with state GPR funding throughout their enrollment. Thus, state GPR funding of the RPCP/WPCP will continue to decrease going forward as these students graduate or exit these programs. Since FY16, all new (“incoming”) RPCP and WPCP choice students have been funded through local school district property taxes: these students are funded via a reduction in the state aid of the student’s resident school district; districts receive a revenue limit exemption equivalent to their state aid reduction to recover these lost state aids.

Unlike the MPCP, the Racine Unified School District (RUSD) and other school districts affected by the WPCP are allowed to count these “incoming” RPCP and WPCP students in their membership (on a prior year basis) in the state general equalization aid formula. However, not all school districts are eligible for equalization aid, or even special adjustment aid (i.e., no state general aid whatsoever); as such, increasing membership does not generate aid for these districts. Additionally, not all school districts generate additional state general equalization aid as a result of increasing membership to reflect resident parental choice students. At the same time, there is a resulting redistribution of state general aid among most districts in the state.

Historical funding for the RPCP and WPCP, as well as the department’s projections for the 2019-21 biennium, are detailed in Tables 2 and 3 below.

Table 2. RPCP Students and Funding History

Fiscal Year	RPCP Students (FTE)	State GPR (\$ in millions)	RUSD State Aid Reduction (\$ in millions)	Total RPCP Cost/Payments (\$ in millions)
FY12	219	\$0.9	\$0.5	\$1.4
FY13	485	\$1.9	\$1.2	\$3.1
FY14	1,169	\$7.5	\$0.0	\$7.5
FY15	1,659	\$12.2	\$0.0	\$12.2
FY16	2,057	\$10.8	\$4.3	\$15.1
FY17	2,420	\$9.5	\$8.5	\$18.0
FY18	2,852	\$8.3	\$13.6	\$21.9
FY19 (est)	3,320	\$7.3	\$19.0	\$26.3
FY20 (est)	3,720	\$7.2	\$23.0	\$30.2
FY21 (est)*	4,160	\$6.7	\$27.9	\$34.6

*FY21 FTE estimate includes 40 additional FTE in the RPCP to reflect the department’s proposal to allow schools providing full-day 4K programming to count eligible 4K students as 1.0 FTE.

Table 3. WPCP Students and Funding History

Fiscal Year	WPCP FTE Pupils	State GPR (\$ in millions)	WPCP State Aid Reduction (\$ in millions)	Total WPCP Cost/Payments (\$ in millions)
FY14	499	\$3.2	\$0	\$3.2
FY15	994	\$7.3	\$0	\$7.3
FY16	2,483	\$6.6	\$11.8	\$18.4
FY17	2,978	\$5.9	\$16.5	\$22.4
FY18	4,359	\$5.1	\$28.5	\$33.6
FY19 (est)	6,950	\$4.6	\$50.6	\$55.2
FY20 (est)	9,500	\$4.4	\$73.0	\$77.4
FY21 (est)*	12,175	\$4.1	\$97.5	\$101.6

*FY21 FTE estimate includes 175 additional FTE in the WPCP to reflect the department’s proposal to allow schools providing full-day 4K programming to count eligible 4K students as 1.0 FTE.

As allowed by state law, RUSD and other school districts affected by the WPCP in the state increase their property taxes to recover these reduced state general aids for students enrolling in the RPCP and WPCP since FY16. The RUSD share of paying for the RPCP is estimated at \$19 million in FY19, \$23 million in FY21 and \$27.9 million in FY21. Other district’s share of paying for the WPCP is expected to increase from \$50.6 million in FY19 to \$73 million in FY20 and \$97.5 million FY21.

To some degree, these property tax levy increases may be offset in some districts with RPCP or WPCP students through increased state general aid, as resident districts count these students in state general aid membership. However, it is impossible to estimate that impact in any given year due to the complexity of the state’s general equalization aid formula, the fact that not all districts with resident choice students receive additional state aid by counting these students, and not knowing the amount of funding appropriated in the state school aid formula in future years.

Payment Adjustment for MPCP, RPCP and WPCP

Under current law, indexing of the payment per FTE student for both of the state’s independent charter programs is equal to the current year’s per student revenue limit adjustment plus the per member change in categorical aids. The latter is calculated by dividing the dollar change in categorical aids appropriations over the prior year by the prior year’s statewide revenue limit membership.

The department recommends changing this calculation to include just two factors: 1) the dollar amount of the revenue limit adjustment per revenue limit member; and 2) the dollar increase in the payment per revenue limit member under the Per Pupil Aid program [Wis. Stats. Sec. 115.437], beginning in FY20.

In a separate DIN for Per Pupil Aid funding (6051), the department proposes to hold the Per Pupil Aid payment to the FY19 amount of \$654 per pupil (no increase in FY20 or FY21). Thus, the proposed per pupil increase for students enrolled in the parental choice programs will be an additional \$200 in FY20 and another \$204 in FY21. These figures will represent annual adjustments of 2.4 to 2.6 percent increase to the per pupil payment for private parental choice schools in FY20 and FY21, respectively, depending on the grade in which students are enrolled, as there are two payments levels under current law – one for students in kindergarten through grade eight, and a higher payment for students in grades nine through 12. (The per pupil adjustment amount to annual increases of 2.3 percent for Independent Charter Schools.)

Program Language Changes

The department proposes a statutory change to repeal Wis. Stats. Sec. 121.137, an unnecessary mechanism under current law. This section requires that 6.6 percent of the state general aid reduction to MPS related to the MPCP be paid directly to the City of Milwaukee and then requires the City to pay that same amount back to MPS. This payment back and forth between the City of Milwaukee and MPS serves no useful purpose. Under current law, the MPS share will be reduced by 3.2 percent points each year, to eventually phase out the MPS share of the MPCP costs.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 6083 – SPECIAL NEEDS SCHOLARSHIP PROGRAM REESTIMATE AND FUNDING CHANGES

*250 - Special needs scholarship program
s. 20.255 (2) (az)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$12,694,000	\$16,898,800
Less Base	\$9,320,300	\$9,320,300
Requested Change	\$3,373,700	\$7,578,500

Request

The department requests \$3,373,700 GPR in FY20 and \$7,578,500 GPR in FY21 to continue funding the Special Needs Scholarship Program (SNSP) under Wis. State. sec. 115.7915. In addition, the department recommends several changes to existing SNSP statutory language.

Background

The 2015-17 biennial budget, under 2015 Wisconsin Act 55, created the SNSP, making it effective for students to enroll in eligible private schools that chose to participate in the program beginning in FY17. Under current law, SNSP students are funded via a reduction in the state general aid of the student’s resident school districts. Affected school districts count resident SNSP students in their membership for state general aid purposes and receive a revenue limit exemption equivalent to their state general aid reduction to recover the lost funds by increasing their property tax levy.

Any property tax increases may be modestly offset in some districts with SNSP students to some degree through increased state general aid as resident districts count these students in their state general aid membership. However, it is impossible to estimate the impact in any given year due to the complexity of the state’s general equalization aid formula, the fact that not all districts with resident SNSP students receive additional state aid by counting these students, and not knowing the amount of funding appropriated in the state school aid formula in future years.

The table below shows the state’s history of funding the SNSP and the department’s projected costs for the 2019-21 biennium.

Table 1. Estimated Costs under the SNSP

Fiscal Year	SNSP FTE Pupils	Total SNSP Cost
FY17	214.9	\$2,578,800
FY18	246.8	\$2,996,300
FY19 (est)	700	\$8,736,700
FY20 (est)	1,000	\$12,694,000
FY21 (est)*	1,310	\$16,898,800

*FY21 FTE estimate includes 10 additional FTE to reflect the department's proposal to allow schools providing full-day 4K programming to count 4K students as 1.0 FTE.

NOTE: Starting in FY19, SNSP schools are eligible for summer school payments.

In FY18, there were 28 private schools in the SNSP with students residing in 25 public school districts. There are no income eligibility requirements for SNSP students. Students may apply at any time during the school year, to a participating private school.

Payment Adjustment for SNSP

Under current law, indexing of the payment per FTE student for both of the state's independent charter programs is equal to the current year's per student revenue limit adjustment plus the per member change in categorical aids. The latter is calculated by dividing the dollar change in categorical aids appropriations over the prior year by the prior year's statewide revenue limit membership.

The department recommends changing this calculation to include just two factors: 1) the dollar amount of the revenue limit adjustment per revenue limit member; and 2) the dollar increase in the payment per revenue limit member under the Per Pupil Aid program [Wis. Stats. Sec. 115.437], beginning in FY20.

In a separate DIN for Per Pupil Aid funding (6051), the department proposes to hold the Per Pupil Aid payment to the FY19 amount of \$654 per pupil (no increase in FY20 or FY21). Thus, the proposed per pupil increase for students enrolled in the SNSP will be an additional \$200 in FY20 and another \$204 in FY21. These figures will represent annual increases of 1.6 percent for schools in the SNSP. (The adjustment will amount to a 2.4 to 2.6 percent increase to the per pupil payment for private parental choice schools in FY20 and FY21, respectively, depending on the grade in which students are enrolled, as there are two payments levels under current law – one for students in kindergarten through grade eight, and a higher payment for students in grades nine through 12).

Program Language Changes

The department proposes changes to the SNSP statutory language, under Wis. Stat. sec. 115.7915. The requested changes to existing state law, and rationale for each change, are enumerated below.

1. The department recommends eliminating provisions in current law that provide an increased per pupil payment amount to private schools in the program above the statutory figures provided above if a school submits a financial statements stating their costs for educating an eligible pupil was above that figure. The provisions related to the payments are not workable and create issues for schools, parents, school districts, and the department. Specifically, combining a prior year cost payment requirement with a current year payment requirement creates financial hardship and uncertainty for schools and districts.
2. The department recommends eliminating the language in s. 115.7915(2)(f), Wis. Stats., which provides that students may apply at any time in a school year and begin attending at any time during the school year, and instead specify that SNSP schools must accept students on a random selection basis not first come first serve. This is consistent with the Private School Choice Programs.
3. The department recommends removing the requirement that schools can be approved as a private school by the state superintendent and replace it with the requirement that schools obtain preaccreditation if they are not accredited. Current law requires that schools either be approved as a private school by the state superintendent or be accredited. This change would create consistent requirements between the Private School Choice Programs and the SNSP.

4. The department recommends specifying that any schools that first participate in the SNSP in the 2019-20 school year must also participate in at least one of the Private School Choice Programs. This provision would ensure that private schools participating in the SNSP are also meeting the requirements such as school accountability, financial viability, and teacher credentials.
5. The department recommends allowing students to opt out of religious activities as provided for under the Private School Choice Programs.
6. The department recommends specifying that the provisions governing the charging of fees and tuition that apply in the Private School Choice Programs apply in the SNSP. Currently, all SNSP students can be charged tuition regardless of grade level or income. Under the Private School Choice Programs only students in grades 9-12, that have a family income greater than 220%, may be charged tuition.

Statutory Language

The department is proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7001 – PUBLIC LIBRARY SYSTEM AID

361 – Aid to public library systems
s. 20.255 (3) (qm)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$17,013,100	\$19,013,100
Less Base	\$15,013,100	\$15,013,100
Requested Change	\$2,500,000	\$4,000,000

Request

The department requests increases of \$2,500,000 SEG in FY20 and \$4,000,000 SEG in FY21 for the appropriation for aid to public library systems to support the operations and maintenance of public library services in Wisconsin.

Background

There are 16 public library systems in Wisconsin. Over the past 30 years, these systems have developed strong programs of service for their member libraries, including resource sharing and open access for all state residents. The Public Library System Aid Program is the primary state mechanism to support public library services in Wisconsin.

Aid is paid to library systems based on the formula specified in Wis. Stat. sec. 43.24. Each system must have on file a plan approved by the department for the use of state aid it will receive as a condition of receiving aid. No more than 20 percent of the aid received can be used for administrative purposes.

Prior to the passage of 2017 Act 59 (Act 59, the 2017-19 biennial budget), state statutes required the department to include in its biennial budget submission a request for a funding adjustment for public library system aid equal to 13 percent of (estimated) prior year local and county expenditures for all public library systems in the state. This formula was referred to public library system aid indexing, structuring state aid for public library systems as a reimbursement for county expenditures.

Indexing was recommended by a Legislative Council study committee in 1978 at a level of 20 percent. The legislature adopted system aid at 11.25 percent for 1981. The indexing level was increased to 13 percent in 1986 by the legislature, as a result of the Task Force on Library Legislation. The 1993-95 biennial budget bill (enacted as 1993 Wisconsin Act 16) eliminated the 13 percent indexing level. However, under 1997 Wisconsin Act 150, the indexing of public library system aid was again incorporated into state law. The department was required to include a biennial budget request to bring state funding for public library systems to the 13 percent index level. Finally, under Act 59, the indexing requirement was eliminated.

Funding History

Prior to the passage of 2003 Act 33 (Act 33, the 2003-05 biennial state budget), public library aids were fully funded with GPR. Under Act 33, a supplemental public library aid appropriation was created and funded with funds from the Universal Services Fund (USF), one of the state's segregated (SEG) funds. Public library systems were funded from a combination of the two appropriations through FY09. At that

time, approximately 15 percent of the total library system aid came from SEG funding; however, over the course of the next two biennia, the share of state aid funded with SEG funds increased to 33 percent, as the legislature shifted more funding from GPR to SEG. The 2009-11 biennial budget (2009 Act 28) deleted the GPR appropriation entirely and the SEG appropriation was increased, becoming the sole funding source for state aid to library systems.

Under 2011 Act 32 (Act 32, the 2011-13 biennial budget), funding was decreased, by \$1,668,100 SEG in both FY12 and FY13, representing a ten percent cut to the appropriation. In addition, Act 32 removed the requirement that municipalities, counties, and joint public libraries meet a maintenance of effort (MOE) requirement to maintain annual local expenditures for public libraries at the average of the prior three years as a condition for being a member of a public library system. The legislature continued to fund state aid for public libraries at a constant level throughout the 2013-15 and 2015-17 biennia. Finally, Act 59 provided additional funding, on a one-time basis, of \$500,000 SEG in FY18 and \$1,000,000 in FY19 above the FY17 base. As directed by Act 59, the FY19 base appropriation for Public Library System Aid will revert to the FY17 level of \$15,013,100 for the upcoming 2019-21 biennium.

Estimated Cost Increases

Local public library system expenditures are projected to grow by 1.6 percent annually in 2019 and 2020. Assuming this level of growth in local expenditures, if funding for state library system aid is not increased, then state aid, as a percent of local expenditures, will continue to fall, from 6.7 percent for FY19 (as a result of the one-time increase in system aid), to 6.2 percent in FY20 and 6.1 percent in FY21. Appendix A shows the history of local expenditures and state aid, from 2003 (FY04) through 2018 (FY19); as well as the projected local expenditures for 2019 (FY20) through 2020 (FY21).

Participation in public library systems is voluntary. The present level of funding jeopardizes the current status of full participation by all libraries in the state. If public libraries do not participate, access to public library service by non-residents is reduced or eliminated. In order to ensure continued participation by all public libraries, public library systems must provide a level of service that makes participation desirable and beneficial to its member libraries. Without adequate funding, public library systems will not be able to provide this level of service.

Proposal

The department is requesting an increase in funding aid to public library systems, by \$2,500,000 SEG in FY20 and \$4,000,000 SEG in FY21, to consistently support operations and maintenance of public library services in Wisconsin in a way that is sustainable for member libraries and the state's residents.

The funding is requested in part to maintain the one-time increases that were provided under the appropriation under 2017 Act 59. The Wisconsin Library Association has identified several priorities for which additional funding increases would be directed, to address workforce development, technology infrastructure, and promotion of lifelong learning. For example, additional funds could be used to expand online courses offerings and technology training opportunities to help people with new careers and mid-career changes; to expand technology services to all areas of the state, such rural or low-income communities, and include wireless hotspots, local area networks, technology equipment for maker spaces and digitization services; and to support various activities for residents of all ages that promote lifetime learning, such as early literacy, summer reading, and STEM programs.

Statutory Language

The Department is not proposing any statutory language related to this request.

APPENDIX A (DIN 7001)

Public Library Systems: History of Local Expenditures, Appropriations for State Aid and Indexing Levels

Calendar Year	Local Expenditures	Change from Prior Year	State Fiscal Year	Chapter 20 Appr.	Fund Source	Change in Appr.	Aid as Percent of Prior CY Expenditures	Applicable Index Level	Aid at Applicable Index Level	Funding Required to Meet Index
1995	\$112,166,202	4.3%	FY96	\$11,772,200	GPR	0.0%	10.5%	N/A^	N/A^	N/A^
1996	\$118,779,997	5.9%	FY97	\$11,772,200	GPR	0.0%	9.9%	N/A^	N/A^	N/A^
1997	\$124,853,188	5.1%	FY98	\$12,863,800	GPR	9.3%	10.3%	13.00%	\$16,230,900	\$3,367,100
1998	\$132,187,413	5.9%	FY99	\$13,249,800	GPR	3.0%	10.0%	13.00%	\$17,184,400	\$3,934,600
1999	\$138,103,970	4.5%	FY00	\$13,749,800	GPR	3.8%	10.0%	13.00%	\$17,953,500	\$4,203,700
2000	\$146,595,029	6.1%	FY01	\$14,749,800	GPR	7.3%	10.1%	13.00%	\$19,057,400	\$4,307,600
2001	\$156,544,138	6.8%	FY02	\$14,749,800	GPR	0.0%	9.4%	13.00%	\$20,350,700	\$5,600,900
2002	\$165,845,014	5.9%	FY03*	\$14,196,700	GPR	-3.7%	8.6%	13.00%	\$21,559,900	\$7,363,200
2003	\$172,147,125	3.8%	FY04	\$14,196,700	GPR/SEG	0.0%	8.2%	13.00%	\$22,379,100	\$8,182,400
2004	\$177,119,101	2.9%	FY05	\$14,196,700	GPR/SEG	0.0%	8.0%	13.00%	\$23,025,500	\$8,828,800
2005	\$185,169,732	4.5%	FY06	\$14,908,600	GPR/SEG	5.0%	8.1%	13.00%	\$24,072,100	\$9,163,500
2006	\$192,192,100	3.8%	FY07	\$15,521,200	GPR/SEG	4.1%	8.1%	13.00%	\$24,985,000	\$9,463,800
2007	\$197,355,785	2.7%	FY08	\$16,138,000	GPR/SEG	4.0%	8.2%	13.00%	\$25,656,300	\$9,518,300
2008	\$205,696,696	4.2%	FY09	\$16,783,500	GPR/SEG	4.0%	8.2%	13.00%	\$26,740,600	\$9,957,100
2009	\$211,137,195	2.6%	FY10	\$16,165,400	SEG	-3.7%	7.7%	13.00%	\$27,447,800	\$11,282,400
2010	\$215,123,445	1.9%	FY11	\$16,681,200	SEG	3.2%	7.8%	13.00%	\$27,966,000	\$11,284,800
2011	\$216,886,354	0.8%	FY12	\$15,013,100	SEG	-10.0%	6.9%	13.00%	\$28,195,200	\$13,182,100
2012	\$213,620,201	1.5%	FY13	\$15,013,100	SEG	0.0%	7.0%	13.00%	\$27,770,600	\$12,757,500
2013	\$217,095,564	1.6%	FY14	\$15,013,100	SEG	0.0%	6.9%	13.00%	\$28,222,400	\$13,209,300
2014	\$223,379,348	2.9%	FY15	\$15,013,100	SEG	0.0%	6.7%	13.00%	\$29,039,300	\$14,026,200
2015	\$232,086,772	3.9%	FY16	\$15,013,100	SEG	0.0%	6.5%	13.00%	\$30,171,300	\$15,158,200
2016	\$225,380,497	-2.9%	FY17	\$15,013,100	SEG	0.0%	6.7%	13.00%	\$30,774,700	\$15,761,600
2017-Prelim.	\$229,895,514	2.0%	FY18**	\$15,513,100	SEG	3.3%	6.7%	13.00%	\$31,390,200	\$16,377,100
2018-Est.	\$238,765,401	3.9%	FY19**	\$16,013,100	SEG	3.2%	6.7%	13.00%	\$32,018,000	\$17,004,900
2019-Est.	\$242,580,424	1.6%	FY20	\$15,013,100	SEG	-6.2%	6.2%	N/A^	N/A^	N/A^
2020-Est.	\$246,395,446	1.6%	FY21	\$15,013,100	SEG	0.0%	6.1%	N/A^	N/A^	N/A^

*FY03: The appropriation under 2001 Act 16 was \$14,749,800, but under 2001 Act 109 (budget adjustment bill), the appropriation was reduced to \$14,196,700.

**FY18 and FY19: The appropriation under 2017 Act 59 was increased funding on a one-time basis by \$500,000 SEG in FY18 and \$1,000,000 in FY19 above the FY17 base.

^NA: The requirement to index Public Library System Aid to 13% was eliminated under 1993 Act 16; then, under 1997 Act 150, the department was required to request funding in an amount that would bring state aid to the 13% index level. The 13% index requirement was again eliminated under 2017 Act 59.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7002 – LIBRARY SERVICE CONTRACTS

362 – *Library service contracts*
s. 20.255 (3) (r)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$1,307,500	\$1,342,400
Less Base	\$1,174,300	\$1,174,300
Requested Change	\$133,200	\$168,100

Request

The department requests an increase of \$133,200 SEG in FY20 and \$168,100 SEG in FY21 to fully fund the estimated costs of the library service contracts maintained by the department. The funding source for the library service contracts comes from the Universal Service Fund (USF), one of the state's segregated (SEG) funds.

Background

This request is to fully fund estimated costs of the library service contracts that the department is required to maintain pursuant to Wis. Stat. sec. 43.03 (6) and (7), under which the department is required to contract for services with libraries and other resource providers inside and outside of this state to serve as resources of specialized library materials and information that are not available in public libraries or the library operated by the Resources for Libraries and Lifelong Learning (RL&LL) Team. The department contracts with four providers: the Milwaukee Public Library (MPL), the University of Wisconsin-Madison (UW-Madison), the Wisconsin Talking Book and Braille Library (WTBBL), and the Cooperative Children's Book Center (CCBC).

The UW-Madison and MPL lend materials to residents living in all parts of the state in response to requests forwarded by the RL&LL staff or public library systems. The contracts with UW-Madison and MPL ensure access to the major collections and unique materials held by these libraries for patrons statewide. Funds are used to pay for staff to locate, retrieve, ship and shelve materials, and for supplies and postage to ship to those libraries that are not participating in the statewide delivery service.

Under current law, the department is required to enter into a contract annually with the public library in a first class city (Milwaukee), for the provision of library services to physically handicapped persons, including the blind and physically handicapped. Since 1961, this contract has been maintained with the WTBBL located in the MPL, which provides its space without charge. WTBBL provides specialized services to certified blind and physically handicapped persons throughout the state. The Library of Congress provides the recorded and braille materials (estimated at an annual value of \$376,700), but the state is obligated to provide for processing, maintenance, and circulation.

The CCBC is a children's and young adult literature book examination center located on the UW-Madison campus providing unique resources and reference services to adults whose studies and work intersects with books for youth. Funding through the contract with the department supports the CCBC in providing

information, outreach, and continuing education opportunities for Wisconsin public and school librarians, teachers, and others throughout the state.

Funding History

The budget for the library services contracts have undergone several major changes in the past two decades. The 2003-05 biennial budget reduced the appropriation for the contracts by \$154,800 GPR for both FY04 and FY05. Funding remained flat for several years, until the 2007-09 biennial budget provided increases of \$257,300 GPR in FY08 and \$220,300 GPR in FY09. These increases allowed the department to maintain existing services and to purchase a Digital Talking Books server.

Under 2009 Wisconsin Act 28 (Act 28, the 2009-11 biennial budget), the GPR funding for the contracts was replaced with SEG funds from the USF. Act 28 also provided an increase for the library service contracts, of \$37,100 SEG in FY10 and \$72,600 SEG in FY11. The increases allowed the department to maintain existing services. Funding for the contracts was modified several times in the past in the state's biennial budget process.

Table 1 below presents the library service contracts appropriation history since FY08.

Table 1. Library Service Contracts Appropriation History, FY08 through FY19

Year	Appropriation	Change Over Previous Year
FY08	\$1,134,200	
FY09	\$1,097,200	-3.3%
FY10	\$1,134,300	3.4%
FY11	\$1,169,800	3.1%
FY12	\$1,144,500	-2.2%
FY13	\$1,144,500	0.0%
FY14	\$1,167,200	2.0%
FY15	\$1,167,200	0.0%
FY16	\$1,167,200	0.0%
FY17	\$1,167,200	0.0%
FY18	\$1,170,400	0.3%
FY19	\$1,174,300	0.3%

The estimated cost increases are driven by general operating cost increases among the four contract entities, as shown in Table 2 below.

Table 2. Library Service Contracts 2020-21 Budget Projection

Contract	FY19 Base	FY20 Projection	FY21 Projection
UW	\$75,000	\$80,000	\$80,000
MPL - ILL	\$62,900	\$62,300	\$66,500
WTBBL	\$916,300	\$1,026,400	\$1,053,600

CCBC	\$120,200	\$138,800	\$142,300
Total Costs (Rounded)	\$1,174,300	\$1,307,500	\$1,342,400
Change to Appropriation	n/a	\$133,200	\$168,100

If the funding increase requested by the department is not provided (i.e., maintain base funding), the total number of items that can be requested from the MPL and the UW libraries will be capped. Requests are sent to all of the other libraries that don't charge for lending before they are sent to the MPL and UW. If borrowing from the MPL and UW libraries has to be capped, the impact is felt by library patrons. That is, Wisconsin residents may be denied access to the various materials available only from the MPL and UW libraries.

Therefore, the department requests \$133,200 SEG in FY20 and \$168,100 SEG in FY21 to maintain existing service levels under the library service contracts.

Statutory Language

The department is not proposing any statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7003 – BadgerLink

*360 – Periodical and reference information databases; newslines for the blind
s. 20.255 (3) (a)*

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$2,937,500	\$3,283,300
Less Base	\$2,937,500	\$2,937,500
Requested Change	\$0	\$345,800

Request

The department requests \$345,800 SEG in FY21 to increase funding for the contracts with all current BadgerLink vendors and to maintain the current level of services through Newsline for the Blind. The funding source for both services comes from the Universal Service Fund (USF), one of the state's segregated (SEG) funds.

Background

BadgerLink

BadgerLink is Wisconsin's online library which provides access to licensed content such as magazines, newspapers, scholarly articles, videos, images, and music. BadgerLink began operation in July 1998, with 3,500 full text magazines and other resources from EBSCO, as well as about 40 newspapers from ProQuest. BadgerLink provides increased access to information resources for Wisconsin residents in cooperation with the state's public, school, academic, and special libraries. Funding for BadgerLink has come from SEG funds since the early 2000's; state support for BadgerLink is provided in the same appropriation as for Newsline for the Blind.

The department currently contracts with five vendors (EBSCO, Encyclopaedia Britannica, Inc., Wisconsin Newspaper Association, ProQuest and TeachingBooks.net, LLC) to provide access to a large volume of full-text information. Users can search approximately 20,000 full-text magazines, journals, newspapers, reference materials, and other specialized information sources. Included are over 8,000 full text magazines and journals, over 1,500 newspapers and newswires, and approximately 6,800 full text books. Full text articles are taken from 2,900 historical newspaper titles. In addition, the BadgerLink vendors provide access to automobile repair manuals, company profiles, country economic reports, industrial reports and yearbooks, biographies, primary historical documents, charts, images, schematics, maps, poems, essays, speeches, plays, short stories, author audio programs and book readings, author video programs, book reviews or discussion guides, and many other full text resources not available through regular internet search engines. When these resources are available through search engines such as Google, it is because Wisconsin has licensed the content to appear when searched through these search engines. BadgerLink also connects users to WISCAT (the online catalog of Wisconsin library holdings), OCLC WorldCat (an international database of library holdings), directories of libraries, digitized library collections, and other information.

Statewide contracts provide cost savings. Local library staff do not have to review vendor services and bids, negotiate with the vendor, pay invoices, monitor vendor performance, and arrange for training. If libraries, schools, universities, and other organizations had to purchase the databases in BadgerLink directly, it is estimated that it would cost them approximately \$73-75 million.

Newsline for the Blind

Newsline for the Blind (Newsline) provides access to newspapers on a daily basis for people who cannot read print newspapers, using an automated electronic voice that can be accessed using a regular touch-tone telephone. The Regional Library for the Blind and Physically Handicapped assists in providing the service by registering new users, providing technical support, and placing Wisconsin announcements and local information on the Newsline local channel. Newsline provides access to 14 Wisconsin newspapers and over 365 national newspapers, news wire services, and some national magazines. The Wisconsin newspapers that are included in Newsline are: Appleton Post-Crescent, Fond du Lac Reporter, Green Bay Press-Gazette, Janesville Gazette, Herald Time Reporter (Manitowoc), La Crosse Tribune, Marshfield News-Herald, Milwaukee Journal Sentinel, Oshkosh Northwestern, Stevens Point Journal, The Sheboygan Press, Wausau Daily Herald, Wisconsin Rapids Daily Tribune, and Wisconsin State Journal/The Capital Times.

Newsline currently has more than 1,365 Wisconsin users registered. The average length of a call into Newsline is 15 minutes. Both usage and length of call have declined in recent years, peaking at over 2,300 registered users in 2008 and a call length of 25 minutes.

Non-statutory language included in 1997 Wisconsin Act 27 (the 1997-99 biennial budget) required the department to enter into a two-year contract with the National Federation for the Blind (NFB) to provide Newsline services from locations, Madison and Milwaukee. The department was directed to use USF funds transferred into the department's appropriation under Wis. Stat. sec. 20.255 (1) (ke), from the Public Service Commission (PSC), to fund the Newsline contract. Initially, the statutes directed specific amounts be transferred to fund Newsline. However, beginning in FY02, the legislature instead enumerated the Newsline program as an allowable purpose for which USF revenues received from the PSC, in the department's appropriation for Badgerlink, could be used.

Proposal

The Department estimates that an increase of \$345,000 SEG in FY21 is needed to support contracts with all current BadgerLink vendors and to maintain the current level of services through Newsline. During the regular procurement process with vendors, it was determined that Encyclopaedia Britannica made an error in their bid response during negotiations for the two year contract period covering FY19 and FY20. The vendor entered their one-year cost (\$264,500) rather than the total, two-year cost (\$549,000) for EB was obligated to honor that price for both FY19 and FY20, or pull their bid. As such, the vendor requested to be paid the full annual amount (\$264,500) for FY21, in order to maintain its services under BadgerLink. All other increases under the appropriation are a part of the regular procurement and bidding process reflecting maintenance of BadgerLink and Newsline operations.

Table 1 below shows the contracted vendors and the cost of each contract under BadgerLink, the current and projected costs under Newsline, and total costs under the appropriation.

Table 1. BadgerLink Contracts per Vendor / Newslines for the Blind Current and Projected Costs

	FY 19	FY20	FY21
<i>BadgerLink Databases</i>			
EBSCO (multiple databases)	\$1,817,200	\$1,817,200	\$2,010,200
Teaching Books	\$64,300	\$64,300	\$71,100
Proquest Multiple databases	\$442,600	\$442,600	\$455,900
Encyclopaedia Britannica	\$137,300	\$137,300	\$274,500
Wisconsin Newspaper Association	\$310,000	\$310,000	\$327,000
TOTAL BADGERLINK COSTS (rounded)	\$2,771,400	\$2,771,400	\$3,138,700
<i>Newslines for the Blind</i>			
NFB Newslines contract	\$38,500	\$38,500	\$38,500
NFB Telecom	\$13,900	\$15,300	\$16,900
WTBBL Staff Costs (Regional Library Contract)	\$78,400	\$78,400	\$78,400
Newspaper Contracts	\$10,000	\$10,000	\$10,000
Printing	\$800	\$800	\$800
TOTAL NEWSLINE COSTS (rounded)	\$141,600	\$143,000	\$144,600
TOTAL COSTS for Appropriation			
	\$2,913,000	\$2,914,400	\$3,283,300
FY19 Base appropriation	\$2,937,500	\$2,937,500	\$2,937,500
Required increase to fully fund (request)		\$0	\$345,800

Therefore, the department requests \$345,000 SEG in FY21 to increase funding for the contracts with all current BadgerLink vendors and to maintain the current level of services through Newslines.

Statutory Language

The department is not proposing any statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7022 – SPECIAL OLYMPICS WISCONSIN

308 - *Special Olympics*
s. 20.255 (3) (fg)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$100,000	\$100,000
Less Base	\$75,000	\$75,000
Requested Change	\$25,000	\$25,000

Request

The department requests \$25,000 GPR in FY20 and FY21 to increase funding for Special Olympics Wisconsin.

Background

Special Olympics Wisconsin has received \$75,000 GPR annually from the State of Wisconsin to be used to offset their administrative costs. This provision was included in 1979 Senate Bill 79, the 1979-1981 biennial budget.

In 2011 Wisconsin Act 32, the 2011-2013 biennial budget, the governor proposed and the legislature passed across-the-board reductions of ten percent in most GPR appropriations. Among these reductions was the appropriation in Wis. Stat. 20.255 (3)(fg) [Special Olympics Wisconsin], for FY12 and FY13. Funding was increased in the 2013-15 biennial budget (2013 Act 20), back to \$75,000 GPR annually.

According to Special Olympics Wisconsin, the organization provides year-round sports training and athletic competition in a variety of Olympic type sports for children and adults with intellectual disabilities. The organization gives athletes the opportunity to develop physical fitness, demonstrate courage, experience joy, and participate in the sharing of gifts, skills, and friendship with their families, other Special Olympics Wisconsin athletes, and the community.

Since 1979, Special Olympics Wisconsin has used its annual allocation to offset general administrative costs to fulfill its mission. It has grown from a grass-roots organization, to a staff of 37 paid individuals in seven cities across Wisconsin. The staff manage over 10,000 volunteers; nearly 10,000 athletes from ages two to 80, with and without intellectual disabilities; nearly 200 local training programs run by volunteers; and nearly 80 competitions year-round.

State support for Special Olympics Wisconsin has not been increased above its base level since funding was first provided in FY80. A modest increase would assist in providing the resources necessary to continue their outstanding programs for children and adults throughout Wisconsin. The department therefore requests \$25,000 GPR annually to provide the Special Olympics Wisconsin with additional resources to continue opportunities to participate in sports training and athletic competitions to children and adults with disabilities.

Statutory Language

The department is not proposing statutory language related to this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7023 – VERY SPECIAL ARTS WISCONSIN

309 – *Very special arts*
s. 20.255 (3) (fa)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$100,000	\$100,000
Less Base	\$75,000	\$75,000
Requested Change	\$25,000	\$25,000

Request

The department requests an increase of \$25,000 GPR in FY20 and \$25,000 GPR in FY21 to increase funding for Very Special Arts to \$100,000 annually.

Background

Very Special Arts Wisconsin (VSA) calls themselves a “nonprofit organization that that uses dance, drama, creative writing, music, and visual art to celebrate the creative power and artistic accomplishments of children and adults with disabilities throughout Wisconsin.” Incorporated in 1985, VSA programs began with a one-day festival for school-aged children. The program has grown through the years and now, statewide initiatives serve individuals across the age spectrum. According to VSA, they provide “choirs, artist residencies, and art classes and workshops provide an outlet for creative expression and unlimited possibilities for personal, academic, and professional success. Exhibitions, performances, and special events showcase the talents of people with disabilities.”

Under 1991 Act 39 (the 1991-93 biennial budget), a state appropriation was created within the department’s Chapter 20 appropriations schedule, in the amount of \$75,000 GPR annually for VSA, beginning in FY92. The state appropriation for VSA remained at this level until it was reduced to \$70,300 beginning in FY10, under the 2009-11 biennial budget (2009 Act 28), as part of across-the-board reductions to most non-federal appropriations (reduction of \$4,700, or 6.3 percent).

Subsequently, the 2011-13 biennial budget (2011 Act 32), further reduced this appropriation by \$7,000, to the current level of \$63,300, as part of across-the-board 10 percent budget reductions. In total, between FY10 and FY12, funding for VSA decreased by \$11,700 (-15.6 percent). In addition to the reduction in state funding, VSA staff indicated in early 2014 that the organization had also lost funding in the amount of \$15,000 from Northwestern Mutual. However, funding was restored to \$75,000 annually in the 2017-19 state budget (2017 Act 59).

Despite the modest increase provided to VSA under 2017 Act 59, state support for VSA has not been increased above its base level since funding was first provided in FY92. A modest increase would assist in providing the resources necessary to continue their outstanding programs for children and adults throughout Wisconsin. The department therefore requests \$25,000 GPR annually to provide the VSA with additional resources to continue providing the arts to children and adults with disabilities.

Statutory Language

The department is not proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7024 – WISCONSIN READING CORPS

316 – *Wisconsin reading corps*
s. 20.255 (3) (fr)

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Funding	\$700,000	\$700,000
Less Base	\$0	\$0
Requested Change	\$700,000	\$700,000

Request

The department requests an increase of \$700,000 GPR in FY20 and \$700,000 GPR in FY21 to restore funding for the Wisconsin Reading Corps (WRC) to the amount provided in FY19.

Background

Under 2017 Act 59 (Act 59, the 2017-19 biennial budget), the department was appropriated \$300,000 GPR in FY18 and \$700,000 GPR in FY19, for the purpose of making payments to the Wisconsin Reading Corps organization. The purpose of state funding was to support the WRC in providing one-on-one tutoring for students. The WRC is required under Act 59 to provide matching funds of \$250,000 in FY18 and in FY19, as a condition of receiving the payment from the state.

The Reading Corps (RC) is an AmeriCorps program that provides one-on-one literacy tutoring as a means of improving academic outcomes for students. According to the organization's general information, the RC has a presence in 12 states and Washington D.C., employing more than 1,700 tutors to help more than 35,000 students each year become successful readers. The program combines national service with literacy science to deliver proven approaches that help struggling learners develop literacy competencies.

Early Literacy Tutors

The centerpiece of the RC program is placing Elementary Literacy Tutors (tutors) to work one-on-one with students in grades K to 3 who need extra support learning to read. According to the Wisconsin Reading Corp website (<https://www.wisconsinreadingcorps.org/positions>):

Tutors are trained to use a variety of scripted Reading Corps literacy strategies, called interventions, to provide 20-minute, one-on-one sessions throughout the day. Tutors work with the same students every day. Tutors help their students practice fluency skills such as reading with expression, stopping at punctuation marks and reading without errors. Tutors are also trained and supported to conduct quick and easy literacy assessments, and enter the student data into an online data system each week. Tutors review student data on a regular basis with their literacy coach to monitor the progress of each student, and to know if they need to change their tutoring to better meet each student's needs. Tutors also help to support the school's before and/or after-school program.

Tutors attend required Reading Corps sponsored trainings to learn the literacy strategies, and will receive the support of a coach in order to implement the strategies successfully.

The 2018-19 school year marks the fourth year of the Reading Corps program in Wisconsin. In the 2017-18 school year, 18 AmeriCorps members served as literacy tutors in twelve schools in Milwaukee. In the 2018-19 school year, WRC will expand to additional schools in Milwaukee and Racine. The WRC is a replication of the successful Minnesota Reading Corps, which began in 2003.

The funding provided for the WRC under Act 59 was provided for FY18 and FY19, but on a one-time basis; the department is not authorized to expend or encumber funds from the appropriation after June 30, 2019.

The department believes that the work of the WRC provides a vital service to young students. As such, the funding for the WRC should be continued, as an ongoing appropriation, to ensure sustained support for this important work. Therefore, the department requests \$700,000 GPR annually, beginning in FY20, to restore funding for the WRC to the amount provided in FY19. The department recommends that requirement for WRC to provide matching funds continue as well.

Statutory Language

The department is proposing statutory language related to this request.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 7030 – STAFF SUPPORT FOR STATE PROGRAMS

**101 – General program operations
s. 20.255 (1) (a)**

FISCAL SUMMARY		
	2019-20 Request	2020-21 Request
Requested Position Authority	3.0 FTE	3.0 FTE
Requested Funding	\$12,557,500	\$12,627,700
Less Base	\$12,341,200	\$12,341,200
Requested Change	\$216,300	\$286,500

Request

The department requests an increase of \$216,300 GPR in FY20 and \$286,500 in FY21, and a total of 3.0 FTE GPR permanent positions in FY20 and FY21, in the appropriation under Wis. State. sec. 20.255(1)(a), the department’s appropriation for general program operations (excluding the residential schools). The request for additional permanent position authority includes: 1) support for the department’s work on the existing, state-funded Special Needs Scholarship Program; 2) support for the department’s current work on school mental health programs and the proposed expansion of school mental health and school safety programs; and 3) support for the work associated with the department’s proposal to expand state support for English Learner students and for Bilingual-Bicultural programs.

Special Needs Scholarship Program

Under 2015 Act 55 (Act 55, the 2015-17 binnial budget) the legislature created the Special Needs Scholarship program (SNSP). This new program, while patterned somewhat after the three existing private school parental choice programs, has significantly different eligibility and procedural provisions. Participating private schools are receiving \$12,431 per eligible full-time equivalent (FTE) student in FY19.

The total estimated cost of the SNSP in FY19 is \$9,350,000 GPR. In FY17, its first year of operation, 26 new schools and over 200 students participated in the SNSP. Within two years, the program has grown to nearly 80 private schools and 750 students. There has been (and will likely continue to be) a dramatic increase in the number of both private schools and students participating in the SNSP, as demonstrated in Table 1 below.

Table 1. SNSP Program History

Fiscal Year	Total FTE	Total Participating Schools	SNSP Program Cost
FY17	202	25	\$2.6 million
FY18	246	26	\$3.0 million
FY19 (est)	750	78	\$9.3 million
FY20 (est)	1,050	TBD	\$13.3 million
FY21 (est)	1,360	TBD	\$17.5 million

When the SNSP was created under Act 55, no position authority or funding was provided to the department for implementation and ongoing administration. Below is a list of some of the broad duties that are required of the department to administer the SNSP:

- create and update forms for the program (school and student applications, student and family rights comparison form, etc.);
- develop the programming needed to administer the program; including a system to process payments;
- promulgate administrative rules as required under statute;
- determine eligibiltiy of private schools to participate in the program, including review of financial information or surety bonds if a school expects to receive at least \$50,000 during a school year;
- review private school’s annual financial reports;
- verify student eligibility for the program;
- provide training for school district and participating private schools;
- provide assistance and guidance to school districts, private schools, and parents related to the program;
- ensure compliance with the program’s statutory and administrative rule requirements;
- pay and process the voucher to each private school; and
- ensure all calculations to the general school aid formula related to this program are conducted accurately and in a timely manner.

As part of, and in addtion to, the responsibilities noted above, this position would work directly with participating private schools, parents/guardians of current and prospective SNSP students, the governor, legislative offices, and other entities seeking information on the program.

While the department has managed the workload associated with implementing the SNSP to this point, it has done so by borrowing existing position authority from other areas of the department. This is not a sustainable situation for the department’s operations. The department therefore requests authority for 1.0 FTE GPR permanent position to create a School Administration Consultant position on the School Managment Services (SMS) team for continued administration of the SNSP. The amounts requested for this position are detailed below and assumes nine months of funding in FY20 and 12 months in FY21.

Table 2. Position for SNSP Program

School Administration Consultant (PR 13-02)	FY20	FY21
Salary	\$41,800	\$55,800
Fringe Benefits	\$17,800	\$23,700
Supplies/Services	\$12,500	\$16,000
Total Personnel Costs	\$72,100	\$95,500

School Mental Health and School Climate Programs

Under 2017 Act 59 (Act 59, the 2017-19 biennial budget), the department’s budget request included \$6.3 million GPR in new state support for the school mental health initiatives. This included \$2.5 million for a new competitive grant, and \$3 million for a new categorical aid, beginning in FY19; as well as \$840,000 over the biennium for school mental health training programs. The governor’s 2017-19 budget proposal included the department’s requests. The legislature increased funding for the grant program, and all new programs were enacted under Act 59. Table 3 below summarizes the department’s request for the upcoming 2019-21 biennium for school mental health and school climate programming.

Table 3. School Mental Health and School Climate Initiative

Program	FY19 Base	FY20	FY21	BIENNIUM
School-Based Mental Health Service Grant	\$3,250,000	\$10,250,000	\$10,250,000	\$14,000,000
Mental Health Categorical Aid	\$3,000,000	\$25,000,000	\$25,000,000	\$44,000,000
Mental Health & School Climate Training	\$420,000	\$3,000,000	\$3,000,000	\$5,160,000
Support for Youth Risk Behavior Survey	\$0	\$150,000	\$150,000	\$300,000
TOTAL	\$6,670,000	\$38,400,000	\$38,400,000	\$63,460,000

When the school mental health programs were approved under Act 59, the department received 1.0 FTE GPR position to manage and support the new programs. That position was filled during the 2017-18 school year, and focuses primarily on implementation and ongoing management of the School-Based Mental Health Service Collaboration grant program, as well as serving as a liaison with the Wisconsin Safe and Healthy Schools (WISH) Center for issues of school climate and school safety.

This additional 1.0 FTE GPR position provided much needed capacity on the Student Services/Prevention and Wellness (SSPW) team, which serves as a resource for schools, and administers state and federal programming pertaining to matters of student health (including mental health), safety, and prevention, as well as school climate and safety (i.e., bullying prevention, and safe and healthy schools) in the department’s Division for Learning Support. The SSPW has historically been funded largely with federal grants; state (GPR)-supported positions comprise fewer than 3.0 FTE positions on a team of 25.25 FTE in total.

The department believes that the expansion of the existing school mental health programs calls for an increased investment in state-supported permanent positions for the SSPW team. Federal funding, and program revenues received from other state agencies for stand-alone programs are provided for specific purposes. The department seeks to put into a place a comprehensive staff structure on the SSPW team that will be equipped to implement the proposed state supported programs and to enhance state support for existing team responsibilities. The department therefore requests authority for 1.0 FTE GPR permanent position to create an Education Consultant position on the SSPW team. The amounts requested for this position are detailed below and assumes nine months of funding in FY20 and 12 months in FY21.

Table 4. Position for School-Based Mental Health & School Climate Programs

Education Consultant (PR 13-02)	FY20	FY21
Salary	\$41,800	\$55,800
Fringe Benefits	\$17,800	\$23,700
Supplies/Services	\$12,500	\$16,000
Total Personnel Costs	\$72,100	\$95,500

Bilingual-Bicultural Programs and Supporting English Learners

As part of the 2019-21 budget request, the department proposes a significant investment of state funds to support Bilingual-Bicultural (BLBC) programs and additional supports for English Learner students (ELs). This includes increased funding under the current law BLBC state aid program, as well as the creation of three new programs to support ELs.

1. Supplemental BLBC state aid for districts in which too few ELs are enrolled to trigger the requirement for a BLBC program – and hence, BLBC state aid – even though the district must serve those ELs.
2. Targeted EL aid program for all school districts serving ELs that are at the lowest levels of English proficiency, based on the number of ELs meeting specified levels of English proficiency.
3. A new, \$5 million competitive grant program for school districts and independent charter schools (ICS), under which grants would be distributed to school districts and ICS to serve ELs in the district. The grant would provide flexibility to school districts and ICS to design programs tailored to meet the specific needs of their students, within the unique circumstances of the district or school.

The department receives federal funding under Title III, Language Instruction for English Learners and Immigrant Students, of the Every Student Succeeds Act (ESSA), Public Law 114–95, to support programming to help ELs succeed in school. Currently, a team of two positions supports all federal- and state-funded programs for ELs and for BLBC educational programming. This includes administration of aids to schools, serving as consultants to schools on matters related to BLBC education and serving ELs, as well as gathering and reporting data to meet state and federal reporting requirements. Both positions are funded entirely with federal Title III funds.

The proposed expansion of state-supported aid and grants for schools calls for additional state-supported capacity to manage programs. In particular, for the department’s proposed new grant program for EL/BLBC education, additional capacity is required to implement a new grant program. With a total requested funding level of \$5 million, the grant program would serve potentially over 100 schools (and likely generate more grant applications than that). The work involved in starting up a new grant program is significant; it involves establishing the grant program parameters, developing grant application materials and scoring rubrics, communicating grant information to potential applicants, providing technical assistance to applicants, reviewing and scoring application materials, determining grant award amounts, reviewing claims, and making grant payments.

The department believes that the infusion of state support for EL/BLBC education programs is a vital step to ensuring equitable educational opportunities for all students served in Wisconsin’s public schools. The successful implementation and sustainability of the program will require a state commitment to provide the resources to manage these important new programs. The department therefore requests authority

for 1.0 FTE GPR permanent position to create an Education Consultant position on the Content and Learning team, to administer the proposed new programs for EL/BLBC education. The amounts requested for this position are detailed below and assumes nine months of funding in FY20 and 12 months in FY21.

Table 5. Position for Bilingual-Bicultural Programs and Supporting English Learners

Education Consultant (PR 13-02)	FY20	FY21
Salary	\$41,800	\$55,800
Fringe Benefits	\$17,800	\$23,700
Supplies/Services	\$12,500	\$16,000
Total Personnel Costs	\$72,100	\$95,500

Position Costing

The department's request for funding to support these three positions are based on the following assumptions and individual line amounts are rounded to the nearest \$100.

- The minimum hourly rate for the School Administration Consultant and the two Education Consultant positions are \$26.82 (the minimum of Pay Range 13-02).
- Positions will be filled on a full time, permanent basis, at 2,080 hours annually.
- The agency's full fringe benefit rate is 42.48 percent (as specified in the biennial budget instructions for state agencies), applied to salary costs.
- Supplies and services costs that include the following components:
 - fixed costs at a rate of 15 percent of the salary cost;
 - IT desktop charge of \$5,600 per FTE position (internal chargeback); and
 - travel and professional training allowance of \$2,000 per FTE position.
- The amounts for salary, fringe benefits, fixed costs, and the IT desktop charge are prorated for FY20 to reflect just nine months of employment during FY20.

Statutory Language

The department is not requesting statutory language for this request.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

STATUTORY LANGUAGE CHANGES

The department requests the following changes to statutory language (changes that are associated with a specific funding request and are referred to in one of the department's DINs are indicated as such).

A. Eliminating Policy Changes Inserted at the End of the Budget Bill Process [2017 Act 59 and 2015 Act 55]

Several significant policy changes that are simply not good for Wisconsin's students have been inserted into prior biennial budget bills at the very end of the process, and then enacted into law with no real public deliberation. The department requests the repeal of the statutory language governing these policy changes.

1. **Actual cost basis for payments** to private schools participating in the Special Needs Scholarship Program (SNSP) for a child with a disability enrolled under the SNSP, and for students with special needs who open enroll to a school district other than their resident district (special education open enrollment, SEOE). [This request is noted within the department's DIN 6083 for SNSP Reestimates].

Wis. Stat. sec. 115.7915 (4c) [and related cross-references]: This statute permits private schools participating in the Special Needs Scholarship Program (SNSP) to submit an "actual cost" statement for the basis of determining the state payment to the private school for SNSP students. The statement may include the costs "of complying with" s. 115.7915 (6) (h) 1. [requirement to implement child's IEP or service plan], which includes "and related services agreed to by the private school and the child's parent that are not included in the child's individualized education program or services plan."

Wis. Stat. sec. 118.51 (12) [and related cross-references]: This statute permits a non-resident school district to submit an "actual cost" statement for the basis of determining the state payment to the non-resident school district for students with disabilities who are open-enrolled into the non-resident school district. The statement would indicate the actual costs the nonresident school board incurred to provide a free appropriate public education to the child during that school year.

The actual cost language for the SNSP and SEOE is problematic for a number of reasons:

- a. The private school or non-resident school district may submit to the department a financial statement and supporting documentation that includes the "actual costs" of serving a child with a disability, and the department must share it with the child's school district of residence. However, neither the department nor the school district of residency have the authority to question the contents of the financial statement. That is, there is no process for the statements to be reviewed, or for the data to be verified or audited. This is inconsistent with every other state aid program.
- b. Current law permits the financial statement to be used as the basis for payment to the private school (SNSP) or the non-resident school district (SEOE), rather than the statutorily-defined payment amounts. For a student enrolled in a private schools under the SNSP, the private school could receive up to 150% of the statutory payment amount from the resident school district (roughly \$18,950 for FY20 and \$19,250 for FY21, compare to \$12,631 and \$12,835, respectively, under the department's budget request. Then, the private school could collect the remaining costs, at a rate of 90 percent, as state aid. For special education students who are open-enrolled, the non-resident district could collect up to \$30,000 from the resident school district for the pupil.
- c. The actual costs basis provision included Act 59 will result in severe inequities between students with disabilities in private schools under the SNSP and those located in public schools, where the

current law reimbursement rate under the Special Education Categorical Aid program is only about 25 percent of aidable costs. While the department's request would raise that reimbursement rate significantly, there would still be a wide discrepancy between what public schools receive in state aid for educating students with disabilities, and what a private school in the SNSP could receive for students with disabilities.

- d. The statutorily set payment amount under the SEOE program was put into law under 2015 Act 55 (2015-17 biennial budget), and was designed to create consistency for school districts with respect to payments for students with disabilities who open enroll outside their resident district. It also provides certainty for school districts in budgeting. The actual costs basis provision is completely in opposition to the SEOE provisions put in place under Act 55, which was the result of collaborative work between the department and many stakeholders.

In summary, the provisions related to the payments based on actual cost statements are not workable and create issues for schools, parents, school districts, and the department. Specifically, combining a prior year cost payment requirement with a current year payment requirement creates financial hardship and uncertainty for schools and districts.

2. **Restrictions on scheduling of referenda for school boards.** Under Act 59, provisions were put in place that limit school boards to holding referenda no more than twice in a calendar year and only on regularly scheduled election dates (i.e., primaries and general elections), with an exception for districts that had experienced a natural disaster [provision under Wis. Stat. sec. 67.05 and 121.91]. Subsequently, 2017 Act 141 linked the authority of a school board to use the low revenue ceiling provision in current law to successful passage of referenda in prior years [Wis. Stat. sec. 121.905 (1)(b)]. Essentially, failed referenda within the three prior years make a school district ineligible to use the low revenue ceiling (some exceptions in current law for specific situations).

These provisions on the scheduling of referenda needlessly restrict school boards and prevent them from being responsive to the needs of the school district and the community in a timely fashion.

3. **Alternative educator preparation program.** Under Act 59, the department is required to grant an initial teaching license to an individual who has successfully completed an alternative teacher certification program operated by an alternative preparation program provider that is a non-profit organization under section 501 (c) (3) of the internal revenue code, that operates in at least five states and has been in operation for at least ten years, and that requires the candidate to pass a subject area exam and the pedagogy exam known as the Professional Teaching Knowledge exam to receive a certificate under the program (provided other licensing eligibility criteria are met). [Wis. Stat. sec. 118.197]

The specific provisions related to the alternative teacher preparation program describe the American Board for Certification of Teaching Excellence (ABCTE). The organization provides an on-line teacher preparation program (no face-to-face time with students is required). The provision should be eliminated to ensure that all educators are fully prepared to teach students in Wisconsin's K-12 schools.

4. **Opportunity Schools and Partnership Programs (OSPP).** The OSPP was initially created for MPS, under 2015 Act 55; subsequently, 2017 Act 59 added provisions for an OSPP for other eligible districts, as defined in statute. The premise of the OSPP is that schools receiving the lowest rating on the state's School Report Cards should be met with punitive measures – transferred to the OSPP – rather than working with those school districts to identify positive interventions to address core challenges to academic achievement and student outcomes.

The current law interventions in low-performing districts (OSPP), have not been effective in addressing student achievement for several reasons:

- District achievement has rendered the policy moot;
- Poorly constructed statutes make implementing the law nearly impossible; and
- Interventions are not research-based, eschewing more effective supports that positively impact student achievement.

The department recommends full repeal of the current OSPP language and replacing it with a set of supports for persistently struggling (low-performing) districts – as requested under the department’s Urban Excellence Initiative.

[Wis. Stat. sec. [115.999 \(4\)](#), [119.33 \(6\) \(a\)](#) to [\(c\)](#), and [119.9005 \(1\)](#) to [\(3\)](#) and related cross references].

B. Technical Changes to Facilitate Administration of New Programs Enacted under 2017 Act 59

- 1. Use current year enrollment** for basis of distributing aid among individual public schools within the school district, for the purpose of determining aid for the following programs:
 - Personal Electronic Computing Devices Grant, under Wis. Stat. sec. 115.438 (1) (a).
 - School Performance Improvement Grant, under Wis. Stat. sec. 115.387 (1) (d).

The statute refers to general aid membership for the Personal Electronic Computing Devices Grant, and to revenue limit membership for the School Performance Improvement Grant. In both cases, the use of membership (general aid or revenue limit) obscures the count for school districts, as compared to the other eligible schools (independent charter, private, and tribal). Membership reflects residents for whom the school district is responsible for paying the cost of education. As such, it includes open enrollment transfers, meaning the count includes resident student who do not attend the resident district and excludes non-resident students who actually attend the school. Also, the membership data is for the prior school year.

Using membership to calculate revenue limit authority and general state aid makes sense, as membership was designed as part of those school finance systems. But in the case of these two grant programs, for which all schools in the state are eligible, the basis of the count should be the same for all schools: current year enrollment. This will make the counts consistent between the public schools and the independent charter and private schools. Also, enrollment data is available by grade level (membership data is not); this is critical for the distribution of aid under the Personal Computing Devices Grant, which is allocated on the basis of 9th grade students.

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DPI 2019-21 BIENNIAL BUDGET REQUEST

STANDARD BUDGET ADJUSTMENTS

DECISION ITEM 3001 - TURNOVER REDUCTION

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2019-20 Request	2020-21 Request
101	s. 20.255 (1) (a)	-\$440,500	-\$440,500
102	s. 20.255 (1) (b)	\$0	\$0
141	s. 20.255 (1) (me)	-\$525,900	-\$525,900
Total		-\$966,400	-\$966,400

The department requests -\$440,500 GPR and -\$525,900 PR-F in FY20 and FY21 as the department's required turnover reduction in appropriations funding more than 50 FTE permanent positions.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 3002 – REMOVAL OF NONCONTINUING ITEMS FROM THE BASE

See appropriations below.

		FISCAL SUMMARY			
		2019-20 Request		2020-21 Request	
Numeric Appropriation	Alpha Appropriation	FTE	Dollars	FTE	Dollars
141	s. 20.255 (1) (me)	-5.00	-\$385,200	-5.00	-\$624,500
146	s. 20.255 (1) (pz)	-3.00	-\$58,700	-3.00	-\$220,600
Total		-8.00	-\$482,400	-8.00	-\$922,200

Under appropriation 141, the department is removing 5.00 FTE PR-F in project positions and \$385,200 PR-F in FY20. Additionally, the department is removing 5.00 FTE PR-F in project positions and \$624,500 PR-F in FY21.

Under appropriation 146, the department is removing 3.00 FTE PR-F in project positions and \$58,700 PR-F in FY20. Additionally, the department is removing 3.00 FTE PR-F in project positions and \$220,600 PR-F in FY21.

A detailed calculation is available on a separate spreadsheet from the Policy and Budget Team.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 3003 – FULL FUNDING OF CONTINUING SALARIES AND FRINGE

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2019-20 Request	2020-21 Request
101	s. 20.255 (1) (a)	\$386,800	\$386,800
102	s. 20.255 (1) (b)	\$39,100	\$39,100
122	s. 20.255 (1) (hg)	\$95,200	\$95,200
123	s. 20.255 (1) (j)	\$2,700	\$2,700
124	s. 20.255 (1) (i)	-\$7,700	-\$7,700
125	s. 20.255 (1) (jg)	\$30,600	\$30,600
130	s. 20.255 (1) (hj)	\$7,100	\$7,100
131	s. 20.255 (1) (ks)	\$129,200	\$129,200
132	s. 20.255 (1) (ke)	\$106,900	\$106,900
133	s. 20.255 (1) (kd)	\$6,200	\$6,200
134	s. 20.255 (1) (hm)	\$3,500	\$3,500
141	s. 20.255 (1) (me)	\$457,100	\$457,100
146	s. 20.255 (1) (pz)	\$686,200	\$686,200
Total		\$1,942,900	\$1,942,900

The Department requests \$425,900 GPR, \$127,900 PR, \$245,800 PR-S and \$1,143,300 PR-F in FY20 and FY21 to adjust the amount needed to bring salary and fringe amounts to FY19 levels. A detailed calculation is available on a separate spreadsheet from the Policy and Budget Team.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 3003 – FULL FUNDING OF CONTINUING SALARIES AND FRINGE

122 – *Personnel licensure, teacher supply, information and analysis and teacher improvement*

s. 20.255 (1) (hg)

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2019-20 Request	2020-21 Request
122	<i>s. 20.255 (1) (hg)</i>	\$8,900	\$8,900
Total		\$8,900	\$8,900

The department requests \$8,900 PR in FY20 and FY21 to fund a pending reclassification of a position that is completely funded by appropriation 122. The reclassification will be effective before 1 July 2019.

DPI 2019-20 BIENNIAL BUDGET REQUEST

DECISION ITEM 3007 – OVERTIME

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2017-18 Request	2018-19 Request
101	s. 20.255 (1) (a)	\$10,400	\$10,400
102	s. 20.255 (1) (b)	\$264,100	\$264,100
122	s. 20.255 (1) (hg)	\$2,900	\$2,900
124	s. 20.255 (1) (i)	\$500	\$500
125	s. 20.255 (1) (jg)	\$200	\$200
131	s. 20.255 (1) (ks)	\$100	\$100
132	s. 20.255 (1) (ke)	\$9,500	\$9,500
133	s. 20.255 (1) (kd)	\$600	\$600
141	s. 20.255 (1) (me)	\$36,200	\$36,200
146	s. 20.255 (1) (pz)	\$14,000	\$14,000
Total		\$338,500	\$338,500

The Department requests \$274,500 GPR, \$3,600 PR, \$10,200 PR-S and \$50,200 PR-F in FY20 and FY21 to restore funds for overtime differential removed in the full funding calculation. The amount requested is based on salary amounts approved in 2017 Wisconsin Act 59. Fringe benefits are calculated at the variable fringe rate of 15.30 percent.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 3008 – NIGHT AND WEEKEND DIFFERENTIAL

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2019-20 Request	2020-21 Request
101	s. 20.255 (1) (a)	\$500	\$500
102	s. 20.255 (1) (b)	\$55,000	\$55,000
132	s. 20.255 (1) (ke)	\$200	\$200
141	s. 20.255 (1) (me)	\$200	\$200
146	s. 20.255 (1) (pz)	\$200	\$200
Total		\$56,100	\$56,100

The Department requests \$55,500 GPR, \$200 PR-S and \$400 PR-F in FY20 and FY21 to restore funds for night and weekend differential removed in the full funding calculation. The amount requested is based on salary amounts approved in 2017 Wisconsin Act 59. Fringe benefits are calculated at the variable fringe rate of 15.30 percent.

DPI 2019-21 BIENNIAL BUDGET REQUEST

DECISION ITEM 3010 – FULL FUNDING OF LEASE AND DIRECTED MOVES COSTS

101 - General program operations
s. 20.255 (1) (a)

141 - Federal aids; program operations
s. 20.255 (1) (me)

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2019-20 Request	2020-21 Request
101	s. 20.255 (1) (a)	\$4,700	\$52,100
141	s. 20.255 (1) (me)	-\$10,500	-\$9,900
Total		-\$5,800	\$42,200

The Department requests \$4,700 GPR and -\$10,500 PR-F in FY20 and \$52,100 GPR and -\$9,900 PR-F in FY21 to fully fund the department’s lease costs. The amount requested is based on private lease and state-owned space expenditures in FY18 as provided by the Department of Administration.

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Please indicate any appropriation whose minimum level of funding to achieve objectives is less than the prior fiscal year's base funding [s. 16.423(3)(d)]. Add rows to the table as needed.

Chapter 20 Appropriation	Title	Prior Fiscal Year Budget	Prior Fiscal Year Expended	Minimum Budget Needed

The agency's mission and objectives can be found in the biennial budget submission at the following URL [s. 16.423(3)(e)]: <https://doa.wi.gov/Pages/StateFinances/CurrentBiennialBudget.aspx>. Please create an agency mission if your agency does not currently have a mission to include in its agency budget request.

OPTIONAL ANALYSIS

This section is available to agencies that want to describe why expenditures varied throughout fiscal quarters and/or years.

 State Superintendent
Signature, Title

September 17, 2018
Date

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