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Report on the Status of Bilingual- Bicultural Education Programs in Wisconsin

December, 2023

**Wisconsin Department of Public Instruction
Jill K. Underly, PhD, State Superintendent**

Report on the Status of Bilingual- Bicultural Education Programs in Wisconsin, Chapter 115, Subchapter VII, § 115.996, Wis. Stats.

**Prepared by the Bilingual/EL Education Program
Department of Public Instruction**



**Wisconsin Department of Public Instruction
Jill K. Underly, PhD, State Superintendent
Madison, Wisconsin**

This report is available from:

Literacy and Mathematics Team
Wisconsin Department of Public Instruction
125 South Webster Street
PO Box 7841
Madison, WI 53703
(608) 264-9331
<http://dpi.wi.gov/english-learners>

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Report on the Status of Bilingual-Bicultural Education Programs in Wisconsin

Background

Under Section 115.996, Wisconsin Statutes, the state superintendent is required to report to the legislature on the status of bilingual-bicultural education programs funded under this authority. This report provides the specific information required by law for the 2022-23 school year (paid during FY 2024).

Wisconsin school districts view Chapter 115, Subchapter VII, Wisconsin Statutes, as vital. It provides partial, yet critical, funding for English learner (EL)¹ students in the state whose language education needs must be met by the districts in which they are enrolled.

Language Programs and Locations

In the 2022-23 school year, 372 public school districts in Wisconsin had one or more English learner students enrolled, totalling 51,638 English learner students statewide. Fifty two school districts applied to receive state bilingual-bicultural categorical aid. Those districts served 25,155 ELs who were eligible for state aid.² This equates to 48.7 percent of all English learners in the state receiving bilingual-bicultural services that were partially reimbursed by the state. Students from eight language backgrounds were supported by the state bilingual-bicultural aid program: Arabic, Burmese, Chinese, Hmong, Korean, Somali, Spanish, and Swahili.

The number of English learners included in this report is drawn from WISEdata, the bilingual-bicultural end-of-year report, and the ACCESS for ELLs assessment, which is the state's annual English language proficiency assessment that meets criteria under the Elementary and Secondary Education Act (ESEA). It should be noted this report will use the term English learner (EL) rather than Limited English Proficient student, which follows the precedent set in the reauthorization of ESEA, as amended by the Every Student Succeeds Act. The table below includes information about the number of EL students identified in the state, the number of

¹ An English learner (EL) student is defined in federal law as a student whose proficiency in English impacts their academic performance. The complete definition can be found here: [20 USC § 7801\(20\)](#)

² An EL student is eligible for state aid if he or she is part of a language group that meets statutorily set numbers and is served by appropriately qualified staff.

EL students served in state-reimbursed programs, and the number of state-reimbursed programs serving EL students.

2022-23: Languages and Program Locations	
Number of EL students identified	51,638
Number of EL students served in state-reimbursed programs	25,155
Number of state-reimbursed programs	52 Abbotsford, Appleton, Baraboo, Barron, Beloit, Clinton, Clintonville, DC Everest, Darlington, Delavan-Darien, Eau Claire, Edgerton, Elk Mound, Elkhorn, Fond du Lac, Franklin, Green Bay, Holmen, Howard-Suamico, Janesville, 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, North Fond du Lac, Onalaska, Oregon, Oshkosh, Racine, Reedsburg, Sauk Prairie, Sheboygan, Stevens Point, Verona, Walworth J1, Waterloo, Watertown, Waukesha, Wausau, Whitewater, Wisconsin Dells, and Wisconsin Rapids

Program Costs for Categorically Aided District Programs

When the bilingual-bicultural state aids program was first established, the appropriation from the state legislature was divided evenly among districts so that each received the same percentage of reimbursement for its approved expenditures. In 1999, Wisconsin Act 9 (the biennial budget) set aside \$250,000 from the bilingual-bicultural appropriation. This set-aside was to be divided proportionally among school districts participating in the bilingual-bicultural aid program whose enrollments in the previous school year were at least 15 percent English learners. The remainder of the appropriation was divided evenly among all the districts according to their approved total budgets. The same formula continues through the current fiscal year. Nine districts were eligible for this set-aside in 2022-23: Abbotsford, Beloit, Darlington, Delavan-Darien, Green Bay, Madison, Sheboygan, Waterloo, and Whitewater.

Program costs vary from district to district due to several factors, including, but not limited to, the following:

- Number of students served;
- Base cost for a language program;
- Variety of languages spoken by students and families in a district;
- English-language proficiency level of students and range of proficiency levels among students in a classroom or in a school;
- Amount of previous schooling of English learners;
- Staff/student ratio;
- Amount of instructional contact time;
- Instructional resources provided (e.g., texts, equipment, native language materials/assessments);
- Type of program, such as in-class vs. pull-out programs, or self-contained (e.g., two-way dual language); and
- Outreach and services to EL students and families, immigrant children and youth, or refugee status of students and families.

It is important to note that, even if a school district has English learners and a bilingual program, it does not necessarily mean that all ELs in the district are enrolled in the bilingual program. This could be for several reasons: the bilingual program may be targeted at specific grade levels; the bilingual program may be offered at some schools in the district, but not others; or there could be a bilingual program for one language group in the district that meets the statutorily set threshold numbers, but not for students speaking other languages.

Bilingual programs provide EL students with some measure of instructional support in their home language. This support can be provided by a teacher with a bilingual license or, for students who are not Spanish speakers, by a teacher with an English as a Second Language (ESL) license and a bilingual aide. EL students not receiving bilingual services must be served by other types of language instruction educational programs, such as English as a Second Language (ESL) program models. Per Wisconsin Statute 115.95, only students served in bilingual programs are eligible for reimbursement.

The following data tables demonstrate the costs of educating ELs in bilingual programs, as reported by participating districts, and the reimbursement rate for 2022-23 costs (paid in 2023-24).

2022-23 Program Costs for Categorically Aided District Programs		
Average approved cost/EL student		\$4,274
Average state reimbursement/EL student		\$391
Number of state-reimbursed programs		52
Percentage of Reimbursement to Categorically Aided District Programs (to be Paid in FY24)		
Percent of reimbursement to all aided districts except those receiving set-aside	Formula = $\frac{\$10,089,800 - 250,000}{107,517,324}$	9.15183%
Districts receiving set-aside (EL enrollments of at least 15% of their student enrollment receive a percentage of the set-aside of \$250,000)	Abbotsford, Beloit, Darlington, Delavan-Darien, Green Bay, Madison, Sheboygan, Waterloo, and Whitewater	

Historical Profile: Fully English Proficient Students

The following statistics trace the history of bilingual education in Wisconsin over the past 20 years. This data includes the number of students served in programs receiving categorical aid and the number of students in those programs who became fully English proficient during the school year. Both the total number of eligible students and the number of districts eligible for bilingual-bicultural categorical aid have grown significantly over the years. However, the percentage of approved costs being reimbursed by state aid has significantly decreased. The reimbursement rate for FY 24 is slightly higher due to an increase of \$1.5 million to the bilingual-bicultural categorical aid allocation. Despite the increase, the reimbursement rate represents a small portion of the actual costs incurred by districts.

Historical Demographic Data

School Year	Number of Districts Reporting EL Students	Number of EL Students Reported	Number of Aided Districts	Number of EL Students in Aided Programs Reclassified as Fully English Proficient	Number of Eligible EL Students Served	Number of Non-Aided Districts	"Balance" of EL Students
2022-23	372	51,638	52	1207	25,155	320	26,483
2021-22	369	49,812	51	1,302	26,610	318	23,202
2020-21	362	49,528	50	204 ³	27,129	312	22,399
2019-20	361	51,706	51	1,748	29,321	310	22,385
2018-19	365 ⁴	51,825	53	1,588	27,532	321	24,293
2017-18	361	52,446	53	1,308	27,961	308	24,485
2016-17	357	49,670	52	496 ⁵	26,721	305	22,949
2015-16	355	48,405	51	2,336	25,692	304	22,713
2014-15	356	49,309	50	2,031	24,998	306	24,311
2013-14 ⁶	351	49,560	51	2,319	23,716	300	25,844
2012-13	355	50,052	52	2,910	26,426	303	23,626
2011-12	354	51,727	59	2,627	27,220	295	24,507
2010-11	352	51,944 ⁷	58	1,846	28,086	294	23,858
2009-10	361	52,100	55	1,860	26,954	306	25,146
2008-09	358	51,772	56	1,401	27,663	302	24,109
2007-08	328	45,651	54	1,415	27,031	274	18,620
2006-07	289	40,752	52	644	26,331	237	14,421
2005-06	183	33,402 ⁸	51	641	25,081	132	8,321
2004-05	267	39,255	49	1,921	24,672	218	14,583
2003-04	247	35,602	49	1,443	22,311	189	13,291
2002-03	211	34,199	43	1,076	22,136	168	12,063

³ This number is low due to the impact of the COVID-19 pandemic on some districts' ability to administer the ACCESS test.

⁴ This number was updated on 11/18/2020 from 374 to 365.

⁵ This number is low compared to previous years due to a new standard for exiting on the ACCESS test; more information on the WIDA web page.

⁶ 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 in the shaded cells might differ if compared to an earlier report.

⁷ Beginning with the March 2011 census, data sources differ from previous years and numbers for PK students identified as EL are again included. The change has caused an apparent drop in the number of ELs, though that drop is more than likely due to the change in data sources.

⁸ This count appears low because it does not include most EL migrant students or ELS students in PK.

Data Displays

Statewide data from school districts receiving categorical aid for the 2022-23 school year is presented in the following tables.

TABLE NO.	TITLE - 2022-23 Bilingual-Bicultural (BLBC) Education
Table 1	Students Served by Language
Table 2	District Costs/Reimbursement Report
Table 3	Student Participation by District Language

Table 1: 2022-23 BLBC Education: Students Served by Language

Language Served	Grade Group PK-3	Grade Group 4-8	Grade Group 9-12	Language Total
Arabic	426	381	0	807
Burmese	26	13	0	39
Chinese	44	0	0	44
Hmong; Mong	1,853	1,862	872	4,587
Korean	12	0	0	12
Somali	79	0	0	79
Spanish; Castilian	7,706	7,681	4,134	19,521
Swahili	29	0	37	66
Totals:	10,175	9,937	5,043	25,155

Table 2: 2022-23 BLBC Education: District Costs and Reimbursement Report

District Name	Eligible EL Students	Wages and Other Approved Costs	Aid Payment	Approved Costs Per Eligible EL Student	Aid Payment Per Eligible EL Student
Abbotsford School District	368	\$517,377	\$54,108	\$1,406	\$147
Appleton Area School District	407	\$5,543,181	\$507,302	\$13,620	\$1,246
Baraboo School District	73	\$244,535	\$22,379	\$3,350	\$307
Barron Area School District	71	\$397,994	\$36,424	\$5,606	\$513
Beloit School District	1,035	\$2,834,064	\$276,921	\$2,738	\$268
Clinton Community School District	54	\$182,255	\$16,680	\$3,375	\$309
Clintonville School District	21	\$71,890	\$6,579	\$3,423	\$313
D C Everest Area School District	282	\$901,329	\$82,488	\$3,196	\$293
Darlington Community School District	184	\$363,424	\$36,077	\$1,975	\$196
Delavan-Darien School District	290	\$2,013,295	\$191,297	\$6,942	\$660
Eau Claire Area School District	197	\$2,529,737	\$231,517	\$12,841	\$1,175
Edgerton School District	57	\$87,115	\$7,973	\$1,528	\$140
Elk Mound Area School District	14	\$91,716	\$8,394	\$6,551	\$600
Elkhorn Area School District	148	\$415,907	\$38,063	\$2,810	\$257
Fond du Lac School District	16	\$135,849	\$12,433	\$8,491	\$777
Franklin Public School District	59	\$127,135	\$11,635	\$2,155	\$197
Green Bay Area Public School District	2,649	\$12,495,319	\$1,220,252	\$4,717	\$461
Holmen School District	124	\$1,036,891	\$94,894	\$8,362	\$765
Howard-Suamico School District	37	\$160,865	\$14,722	\$4,348	\$398
Janesville School District	102	\$371,968	\$34,042	\$3,647	\$334
Kenosha School District	212	\$385,665	\$35,295	\$1,819	\$166
Kewaunee School District	70	\$167,391	\$15,319	\$2,391	\$219
La Crosse School District	223	\$1,440,443	\$131,827	\$6,459	\$591
Lake Geneva J1 School District	110	\$477,559	\$43,705	\$4,341	\$397
Lake Geneva-Genoa City UHS School District	63	\$286,226	\$26,195	\$4,543	\$416
Luxemburg-Casco School District	28	\$139,020	\$12,723	\$4,965	\$454
Madison Metropolitan School District	4,106	\$20,706,259	\$1,992,359	\$5,043	\$485
Manitowoc School District	207	\$1,558,521	\$142,633	\$7,529	\$689

District Name	Eligible EL Students	Wages and Other Approved Costs	Aid Payment	Approved Costs Per Eligible EL Student	Aid Payment Per Eligible EL Student
Marshall School District	87	\$265,603	\$24,307	\$3,053	\$279
Menasha Joint School District	249	\$4,209,812	\$385,275	\$16,907	\$1,547
Menomonie Area School District	58	\$130,349	\$11,929	\$2,247	\$206
Middleton-Cross Plains Area School District	252	\$1,311,178	\$119,997	\$5,203	\$476
Milwaukee School District	6,423	\$16,779,508	\$1,535,632	\$2,612	\$239
New London School District	106	\$283,034	\$25,903	\$2,670	\$244
North Fond du Lac School District	69	\$116,257	\$10,640	\$1,685	\$154
Onalaska School District	166	\$507,270	\$46,424	\$3,056	\$280
Oregon School District	48	\$358,739	\$32,831	\$7,474	\$684
Oshkosh Area School District	221	\$801,816	\$73,381	\$3,628	\$332
Racine Unified School District	1,730	\$3,432,137	\$314,103	\$1,984	\$182
Reedsburg School District	41	\$88,432	\$8,093	\$2,157	\$197
Sauk Prairie School District	48	\$88,702	\$8,118	\$1,848	\$169
Sheboygan Area School District	1,414	\$4,825,761	\$473,895	\$3,413	\$335
Stevens Point Area Public School District	208	\$1,392,458	\$127,435	\$6,695	\$613
Verona Area School District	659	\$2,674,131	\$244,732	\$4,058	\$371
Walworth J1 School District	10	\$53,413	\$4,888	\$5,341	\$489
Waterloo School District	122	\$278,465	\$28,302	\$2,283	\$232
Watertown Unified School District	113	\$662,301	\$60,613	\$5,861	\$536
Waukesha School District	887	\$6,965,397	\$637,461	\$7,853	\$719
Wausau School District	551	\$5,016,486	\$459,100	\$9,104	\$833
Whitewater Unified School District	403	\$962,557	\$94,793	\$2,388	\$235
Wisconsin Dells School District	20	\$92,431	\$8,459	\$4,622	\$423
Wisconsin Rapids School District	63	\$538,158	\$49,251	\$8,542	\$782
Totals:	25,155	\$107,517,324	\$10,089,800	\$252,856	\$23,331

Table 3: 2022-23 BLBC Education: Student Participation by District and Language

District Name	Language Served	Grade Range	Eligible EL Students	Reclassified English Proficient
Abbotsford School District	Spanish; Castilian	K4-12	368	22
Appleton Area School District	Hmong; Mong	KG-12	369	51
	Spanish; Castilian	KG-03	38	0
Baraboo School District	Spanish; Castilian	KG-12	73	2
Barron Area School District	Somali	K4-04	47	6
	Spanish; Castilian	K4-03	24	1
Beloit School District	Spanish; Castilian	PK-12	1,035	14
Clinton Community School District	Spanish; Castilian	PK-06	54	5
Clintonville School District	Spanish; Castilian	KG-03	21	0
D C Everest Area School District	Hmong; Mong	KG-12	282	29
Darlington Community School District	Spanish; Castilian	K4-12	184	16
Delavan-Darien School District	Spanish; Castilian	K4-12	290	32
Eau Claire Area School District	Hmong; Mong	KG-12	172	13
	Spanish; Castilian	KG-03	25	0
Edgerton School District	Spanish; Castilian	K4-08	57	1
Elk Mound Area School District	Hmong; Mong	PK-03	14	0
Elkhorn Area School District	Spanish; Castilian	KG-12	148	13
Fond du Lac School District	Hmong; Mong	KG-03	16	0
Franklin Public School District	Arabic	KG-08	59	7
Green Bay Area Public School District	Hmong; Mong	K4-11	251	21
	Somali	K4-03	32	1
	Spanish; Castilian	K4-12	2,366	121
Holmen School District	Hmong; Mong	KG-12	124	17
Howard-Suamico School District	Hmong; Mong	KG-03	13	0
	Spanish; Castilian	KG-03	24	3
Janesville School District	Spanish; Castilian	KG-12	102	10
Kenosha School District	Spanish; Castilian	K4-08	212	7
Kewaunee School District	Spanish; Castilian	K4-12	70	3
La Crosse School District	Hmong; Mong	KG-12	223	15
Lake Geneva J1 School District	Spanish; Castilian	KG-05	110	23
Lake Geneva-Genoa City UHS School District	Spanish; Castilian	09-12	63	5
Luxemburg-Casco School District	Spanish; Castilian	K4-03	28	1
Madison Metropolitan School District	Arabic	K4-03	31	0
	Chinese	K4-03	44	2
	Hmong; Mong	K4-12	240	12
	Korean	K4-03	12	2

District Name	Language Served	Grade Range	Eligible EL Students	Reclassified English Proficient
	Spanish; Castilian	K4-12	3,779	121
Manitowoc School District	Hmong; Mong	KG-12	191	10
	Spanish; Castilian	KG-03	16	0
Marshall School District	Spanish; Castilian	PK-12	87	8
Menasha Joint School District	Hmong; Mong	KG-04	25	0
	Spanish; Castilian	KG-12	224	17
Menomonie Area School District	Hmong; Mong	KG-05	58	4
Middleton-Cross Plains Area School District	Spanish; Castilian	KG-12	252	12
Milwaukee School District	Arabic	K4-08	717	27
	Burmese	KG-05	39	0
	Hmong; Mong	K4-08	627	18
	Spanish; Castilian	K4-12	5,040	125
New London School District	Spanish; Castilian	KG-12	106	37
North Fond du Lac School District	Spanish; Castilian	KG-05	69	14
Onalaska School District	Hmong; Mong	KG-12	166	11
Oregon School District	Spanish; Castilian	KG-08	48	3
Oshkosh Area School District Oshkosh Area School District	Hmong; Mong	K4-12	155	11
	Swahili	KG-12	66	0
Racine Unified School District	Spanish; Castilian	KG-12	1,730	48
Reedsburg School District	Spanish; Castilian	03-05	41	11
Sauk Prairie School District	Spanish; Castilian	K4-05	48	3
Sheboygan Area School District	Hmong; Mong	K4-12	855	73
	Spanish; Castilian	K4-12	559	17
Stevens Point Area Public School District	Hmong; Mong	KG-12	208	29
Verona Area School District	Spanish; Castilian	KG-12	659	26
Walworth J1 School District	Spanish; Castilian	K4-KG	10	0
Waterloo School District	Spanish; Castilian	PK-08	122	4
Watertown Unified School District	Spanish; Castilian	KG-10	113	7
Waukesha School District	Spanish; Castilian	K4-12	887	33
Wausau School District	Hmong; Mong	K4-12	535	61
	Spanish; Castilian	KG-03	16	0
Whitewater Unified School District	Spanish; Castilian	K4-12	403	17
Wisconsin Dells School District	Spanish; Castilian	01-04	20	2
Wisconsin Rapids School District	Hmong; Mong	KG-08	63	3
		Totals:	25,155	1,207

End of Report

