



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

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Wisconsin Department of Public Instruction

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

Developed by
Bilingual/English Learner Education Program
Department of Public Instruction



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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 2023-24 school year (paid during FY 2025).

Chapter 115, Subchapter VII, Wisconsin Statutes 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. It is the only state funding source for students classified as English Learners and supports districts in providing instructional services that foster language proficiency development and leverage students' linguistic assets for academic learning.

It should be noted this report will use the term English Learner (EL) rather than Limited English Proficient student, the term used in state statute. This follows the precedent set in the reauthorization of ESEA, as amended by the Every Student Succeeds Act.

Language Programs and Locations

In 2023-24, 377 local education agencies (LEAs) in Wisconsin enrolled one or more English Learner students, totaling 53,474 English Learner students enrolled in public and independent charter school districts statewide.² Fifty-seven³ districts applied to receive state bilingual-bicultural categorical aid for the 2023-24 school year. Those districts served 26,948 ELs who were eligible for state aid.⁴ This equates to 50.4 percent of all English Learners enrolled Wisconsin public and independent charter school districts receiving bilingual-bicultural services that

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 The number of LEAs reporting EL students includes both public school districts and independent charters. Only public school districts may participate in Wisconsin's bilingual-bicultural state aids program. In 2023-24, 357 public school districts had at least one EL student enrolled.

³ Lake Geneva J1 School District and Lake Geneva-Genoa City UHS School District receive a single payment that is paid to Lake Geneva-Genoa City UHS. However, the districts report data separately and are counted as separate LEAs for the purpose of this report.

⁴ An EL student is eligible for state aid if they are part of a language group that meets statutorily set numbers and are served by appropriately qualified staff.

were partially reimbursed by the state. Students from ten language backgrounds were supported by the state bilingual-bicultural aid program: Afghan Persian/Dari, Arabic, Chinese, Hmong, Korean, Mandingo, Nepali, Somali, Spanish, and Swahili.

Bilingual programs provide EL students with instructional support in their home language. This instruction can be delivered 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 state BLBC categorical aid reimbursement.

The table below includes information about the number of identified EL students in all Wisconsin Local Education Agencies (LEAs), the number of identified ELs in the state’s public-school districts, the number of EL students served in state-reimbursed programs, and the number and locations of state-reimbursed programs serving EL students. The data in this table and the rest of this report is drawn from WISEdata and the bilingual-bicultural end-of-year report that participating districts are required to complete on an annual basis.

2023-24: Languages and Program Locations	
Number of identified EL students in all LEAs	53,474
Number of EL identified students in public school districts	52,062
Number of EL students served in state-reimbursed programs	26,948
Number of state-reimbursed programs ⁵	57
Names of public-school districts receiving state categorical BLBC aid	Abbotsford, Appleton, Arcadia, Ashwaubenon, 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, Johnson Creek, Kenosha, Kewaunee, La Crosse, Lake Geneva J1, Lake Geneva-Genoa City UHS, Luxemburg-Casco, Madison, Manitowoc,

⁵ See footnote 3, above.

	Marshall, Menasha, Menomonie, Middleton-Cross Plains, Milwaukee, New London, Onalaska, Oregon, Oshkosh, Racine, Reedsburg, Sauk Prairie, Sheboygan, Stevens Point, Sun Prairie, Verona, Walworth J1, Waterloo, Watertown, Waukesha, Waunakee, Wausau, West Bend, Whitewater, Wisconsin Dells, and Wisconsin Rapids
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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. Eleven districts were eligible for this set-aside in 2023-24: Abbotsford, Arcadia, Beloit, Darlington, Delavan-Darien, Green Bay, Madison, Milwaukee, 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;
- Program and service delivery model, such as in-class vs. pull-out programs, or self-contained programs (e.g., dual language immersion);
- Staff/student ratio;
- Amount of instructional contact time;
- Instructional resources provided (e.g., texts, equipment, primary/home language materials/assessments);
- Growth of program and the need to purchase additional materials
- English-language proficiency level of students and range of proficiency levels among students in a classroom or in a school;
- 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; 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 that program. There are several reasons why this could be so: 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.

The following data tables demonstrate the costs of educating ELs in bilingual programs, as reported by participating districts, and the reimbursement rate for FY 25.

2023-24 Program Costs for Categorically Aided District Programs	
Average approved cost/EL student	\$4,271.14
Average state reimbursement/EL student	\$374.42
Number of state-reimbursed programs	57

Percentage of Reimbursement to Categorically Aided District Programs Paid in FY25		
Percent of reimbursement to all aided districts except those receiving set-aside	Formula = $\frac{\$10,089,800 - 250,000}{115,098,701.50}$	8.54901%
Districts receiving set-aside (EL enrollments of at least 15% of total student enrollment receive a percentage of the set-aside of \$250,000)	Abbotsford, Arcadia, Beloit, Darlington, Delavan-Darien, Green Bay, Madison, Milwaukee, Sheboygan, Waterloo, and Whitewater	

Reimbursement Rates over Time

Both the total number of eligible students and the number of districts eligible for bilingual-bicultural categorical aid have increased over the years, as have the approved costs submitted by participating districts. When the funding source was first established in 1975, it reimbursed school districts for a substantial percentage of their allowable costs. However, the percentage of approved costs being reimbursed by state aid has significantly decreased since that time. The amount allocated to BLBC state aids was reduced in FY10 and FY12 and was then flat funded until FY23. During that time, the reimbursement rate fell to a low of 7.7 percent in FY23. As a part of the 2023-25 state budget, the appropriation was increased by \$1,500,000 for FY24 and FY25. As a result, the reimbursement rate

increased slightly to 9.15 percent in FY24. The reimbursement rate fell to 8.55 percent in FY25 due to an increase in the number of districts participating in the program. Despite the increase in funding, the current reimbursement rate represents a small portion of the actual costs incurred by districts. Additionally, due to the requirements of the state statute, districts receive no reimbursement for language education services provided approximately half of identified ELs in the state. This means that the vast majority of costs associated with providing these required services have to be paid for with local funds.

Historical Demographic Data and Number of Reclassified Students

The statistics in the table below trace the history of participation in the state bilingual-bicultural aids program 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. The data comes from the certified enrollment data available in WISEdash and the bilingual-bicultural end-of-year report completed by participating districts.

School Year	Number of LEAs 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
2023-24	377	53,474	57	1,444	26,948	320	26,526
2022-23	373 ⁶	51,638	52	1,207	25,155	321 ⁷	26,483
2021-22	369	49,812 ⁸	51	1,302	26,610	318	23,202
2020-21	362	49,528	50	204 ⁹	27,129	312	22,399
2019-20	361	51,706	51	1,748	29,321	310	22,385
2018-19 ¹⁰	365 ¹¹	51,825	53	1,588	27,532	312 ¹²	24,293
2017-18	361	52,446	53	1,308	27,961	308	24,485
2016-17	357	49,670	52	496 ¹³	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 ¹⁴	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

⁶ This number was updated from 372 to 373 on 12/17/2024.

⁷ This number was updated from 320 to 321 on 12/17/2024.

⁸ Due to the impact of COVID-19 on the EL screening process, this number reflects corrected data that was submitted by districts and differs from certified enrollment data.

⁹ This number is low due to the impact of the COVID-19 pandemic on some districts’ ability to administer the ACCESS test.

¹⁰ Except for 2020-21, from 2018-19 on, the data source used to determine the number of LEAs enrolling EL students and the total number of EL students is the certified enrollment data for all LEAs (i.e., both public school districts and independent charter schools) available in WISEdash. Prior to that year, different data sources were used, which may complicate comparisons of data from 2017-18 and prior years to data from 2018-19 and subsequent years.

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

¹² This number was updated from 321 to 312 on 12/17/2024.

¹³ 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](#).

¹⁴ 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.

School Year	Number of LEAs 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
2010-11	352	51,944 ¹⁵	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 ¹⁶	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

Data Displays

Statewide data from school districts receiving categorical aid for the 2023-24 school year is presented on the following pages:

TABLE NO.	TITLE
Table 1	2023-24 Bilingual-Bicultural Education: Students Served by Language
Table 2	2023-24 Bilingual-Bicultural Education: District Costs/Reimbursement Report
Table 3	2023-24 Bilingual-Bicultural Education: Student Participation by District Language

If additional information regarding any aspect of this report is needed, please contact Erin Fath, Director of the Policy, Research and Budget Team, at (608) 266-2804.

¹⁵ 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.

¹⁶ This count appears low because it does not include most EL migrant students or EL students in PK.

Table 1: 2023-24 Bilingual-Education: Students Served by Language

Language Served	Grade Group PK-3	Grade Group 4-8	Grade Group 9-12	Language Total
Afghan Persian, Dari	12	0	0	12
Arabic	373	414	20	807
Chinese	39	0	0	39
Hmong; Mong	1710	1956	846	4512
Korean	14	0	0	14
Mandingo	11	0	0	11
Nepali	14	0	0	14
Somali	64	0	0	64
Spanish; Castilian	8084	7891	5432	21407
Swahili	29	0	39	68
Totals:	10350	10261	6337	26948

Table 2: 2023-24 Bilingual-Bicultural Education: District Costs and Reimbursement Report

District Name	Eligible EL Students	Wages and Other Approved Costs	Reimbursement	Approved Costs per Eligible EL Student	Reimbursement per Eligible EL Student
Abbotsford School District	407	\$596,015	\$54,818	\$1,464	\$135
Appleton Area School District	580	\$5,369,613	\$459,049	\$9,258	\$791
Arcadia School District	21	\$278,598	\$29,480	\$13,267	\$1,404
Ashwaubenon School District	20	\$145,168	\$12,410	\$7,258	\$621
Baraboo School District	70	\$177,864	\$15,206	\$2,541	\$217
Barron Area School District	59	\$305,766	\$26,140	\$5,182	\$443
Beloit School District	988	\$3,699,605	\$325,796	\$3,745	\$330
Clinton Community School District	34	\$203,425	\$17,391	\$5,983	\$511
Clintonville School District	22	\$70,039	\$5,988	\$3,184	\$272
D C Everest Area School District	386	\$954,207	\$81,575	\$2,472	\$211
Darlington Community School District	211	\$388,322	\$34,801	\$1,840	\$165
Delavan-Darien School District	336	\$1,641,183	\$143,902	\$4,884	\$428
Eau Claire Area School District	305	\$2,286,307	\$195,457	\$7,496	\$641
Edgerton School District	39	\$168,521	\$14,407	\$4,321	\$369
Elk Mound Area School District	11	\$94,717	\$8,097	\$8,611	\$736
Elkhorn Area School District	155	\$447,700	\$38,274	\$2,888	\$247
Fond du Lac School District	224	\$298,702	\$25,536	\$1,333	\$114
Franklin Public School District	76	\$91,879	\$7,855	\$1,209	\$103
Green Bay Area Public School District	2853	\$13,710,492	\$1,213,333	\$4,806	\$425
Holmen School District	125	\$998,207	\$85,337	\$7,986	\$683
Howard-Suamico School District	37	\$139,469	\$11,923	\$3,769	\$322
Janesville School District	197	\$511,745	\$43,749	\$2,598	\$222
Johnson Creek School District	22	\$116,889	\$9,993	\$5,313	\$454
Kenosha School District	197	\$558,875	\$47,778	\$2,837	\$243

District Name	Eligible EL Students	Wages and Other Approved Costs	Reimbursement	Approved Costs per Eligible EL Student	Reimbursement per Eligible EL Student
Kewaunee School District	45	\$106,152	\$9,075	\$2,359	\$202
La Crosse School District	198	\$1,234,350	\$105,525	\$6,234	\$533
Lake Geneva J1 School District ¹⁷	116	\$603,205	\$51,569	\$5,200	\$445
Lake Geneva-Genoa City UHS School District	67	\$296,106	\$25,314	\$4,419	\$378
Luxemburg-Casco School District	53	\$310,382	\$26,535	\$5,856	\$501
Madison Metropolitan School District	4611	\$23,708,764	\$2,082,124	\$5,142	\$452
Manitowoc School District	85	\$1,613,564	\$137,944	\$18,983	\$1,623
Marshall School District	62	\$335,948	\$28,720	\$5,419	\$463
Menasha Joint School District	267	\$3,808,286	\$325,571	\$14,263	\$1,219
Menomonie Area School District	51	\$137,527	\$11,757	\$2,697	\$231
Middleton-Cross Plains Area School District	295	\$1,722,711	\$147,275	\$5,840	\$499
Milwaukee School District	6946	\$19,358,020	\$1,761,842	\$2,787	\$254
New London School District	113	\$200,693	\$17,157	\$1,776	\$152
Onalaska School District	156	\$607,394	\$51,926	\$3,894	\$333
Oregon School District	96	\$545,384	\$46,625	\$5,681	\$486
Oshkosh Area School District	281	\$807,714	\$69,052	\$2,874	\$246
Racine Unified School District	1619	\$3,878,136	\$331,542	\$2,395	\$205
Reedsburg School District	38	\$53,312	\$4,558	\$1,403	\$120
Sauk Prairie School District	152	\$166,641	\$14,246	\$1,096	\$94
Sheboygan Area School District	1346	\$4,735,671	\$421,769	\$3,518	\$313
Stevens Point Area Public School District	165	\$1,647,255	\$140,824	\$9,983	\$853
Sun Prairie Area School District	28	\$397,982	\$34,024	\$14,214	\$1,215
Verona Area School District	740	\$3,460,524	\$295,841	\$4,676	\$400

¹⁷ Lake Geneva-Genoa City UHS receives a single payment for both that district and Lake Geneva J1 School District. The total payment to Lake Geneva-Genoa City UHS for FY25 was \$76,882.22.

District Name	Eligible EL Students	Wages and Other Approved Costs	Reimbursement	Approved Costs per Eligible EL Student	Reimbursement per Eligible EL Student
Walworth J1 School District	11	\$57,769	\$4,939	\$5,252	\$449
Waterloo School District	103	\$296,429	\$26,781	\$2,878	\$260
Watertown Unified School District	147	\$712,677	\$60,927	\$4,848	\$414
Waukesha School District	818	\$5,353,415	\$457,664	\$6,545	\$559
Waunakee Community School District	60	\$451,380	\$38,589	\$7,523	\$643
Wausau School District	525	\$3,669,262	\$313,686	\$6,989	\$597
West Bend School District	63	\$278,365	\$23,797	\$4,418	\$378
Whitewater Unified School District	223	\$736,699	\$66,978	\$3,304	\$300
Wisconsin Dells School District	31	\$96,907	\$8,285	\$3,126	\$267
Wisconsin Rapids School District	62	\$456,767	\$39,049	\$7,367	\$630
Totals	26948	\$115,098,699	\$10,089,805		
Averages				\$4,271.14	\$374.42

Table 3: 2023-24 Bilingual-Bicultural 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	407	20
Appleton Area School District	Hmong; Mong	PK-12	476	116
	Spanish; Castilian	KG-06	104	6
Arcadia School District	Spanish; Castilian	KG-01	21	0
Ashwaubenon School District	Spanish; Castilian	KG-03	20	3
Baraboo School District	Spanish; Castilian	KG-08	70	7
Barron Area School District	Somali	KG-03	37	4
	Spanish; Castilian	KG-03	22	0
Beloit School District	Spanish; Castilian	KG-12	988	28
Clinton Community School District	Spanish; Castilian	K4-04	34	4
Clintonville School District	Spanish; Castilian	KG-03	22	1
D C Everest Area School District	Hmong; Mong	K4-12	371	58
	Spanish; Castilian	KG-03	15	1
Darlington Community School District	Spanish; Castilian	K4-12	211	14
Delavan-Darien School District	Spanish; Castilian	KG-12	336	28
Eau Claire Area School District	Hmong; Mong	KG-12	283	23
	Spanish; Castilian	KG-03	22	0
Edgerton School District	Spanish; Castilian	03-08	39	5
Elk Mound Area School District	Hmong; Mong	PK-03	11	0
Elkhorn Area School District	Spanish; Castilian	KG-12	155	21
Fond du Lac School District	Spanish; Castilian	KG-12	224	9
Franklin Public School District	Arabic	KG-12	76	11
Green Bay Area Public School District	Afghan Persian, Dari	KG-03	12	0
	Hmong; Mong	K4-08	226	34
	Somali	K4-03	27	0
	Spanish; Castilian	K4-12	2588	121
Holmen School District	Hmong; Mong	KG-12	125	13
Howard-Suamico School District	Hmong; Mong	KG-03	14	1
	Spanish; Castilian	KG-03	23	3
Janesville School District	Spanish; Castilian	KG-12	197	19
Johnson Creek School District	Spanish; Castilian	K4-03	22	1
Kenosha School District	Spanish; Castilian	KG-08	197	8
Kewaunee School District	Spanish; Castilian	KG-08	45	1
La Crosse School District	Hmong; Mong	KG-12	198	21
Lake Geneva J1 School District	Spanish; Castilian	KG-08	116	18
Lake Geneva-Genoa City UHS School District	Spanish; Castilian	09-12	67	3

District Name	Language Served	Grade Range	Eligible EL Students	Reclassified English Proficient
Luxemburg-Casco School District	Spanish; Castilian	K4-12	53	3
	Arabic	K4-03	21	0
	Chinese	K4-03	39	8
	Hmong; Mong	K4-12	265	17
	Korean	K4-03	14	3
	Mandingo	K4-03	11	0
	Nepali	K4-03	14	1
	Madison Metropolitan School District	Spanish; Castilian	K4-12	4247
Manitowoc School District	Hmong; Mong	KG-05	41	5
	Spanish; Castilian	KG-05	44	1
Marshall School District	Spanish; Castilian	K4-12	62	10
Menasha Joint School District	Hmong; Mong	KG-05	22	6
	Spanish; Castilian	KG-12	245	25
Menomonie Area School District	Hmong; Mong	KG-05	51	11
Middleton-Cross Plains Area School District	Spanish; Castilian	KG-12	295	16
Milwaukee School District	Arabic	KG-08	710	23
	Hmong; Mong	KG-08	514	13
	Spanish; Castilian	KG-12	5722	86
New London School District	Spanish; Castilian	KG-12	113	10
Onalaska School District	Hmong; Mong	KG-12	156	9
Oregon School District	Spanish; Castilian	KG-12	96	12
	Hmong; Mong	KG-12	213	7
Oshkosh Area School District	Swahili	KG-12	68	0
Racine Unified School District	Spanish; Castilian	K4-12	1619	74
Reedsburg School District	Spanish; Castilian	K4-02	38	0
Sauk Prairie School District	Spanish; Castilian	K4-12	152	4
	Hmong; Mong	K4-12	809	77
Sheboygan Area School District	Spanish; Castilian	K4-12	537	28
Stevens Point Area Public School District	Hmong; Mong	KG-12	165	9
Sun Prairie Area School District	Spanish; Castilian	KG-KG	28	0
Verona Area School District	Spanish; Castilian	KG-12	740	87
Walworth J1 School District	Spanish; Castilian	K4-01	11	0
Waterloo School District	Spanish; Castilian	PK-08	103	5
Watertown Unified School District	Spanish; Castilian	KG-12	147	11
Waukesha School District	Spanish; Castilian	KG-12	818	57
Waunakee Community School District	Spanish; Castilian	KG-12	60	1
Wausau School District	Hmong; Mong	KG-12	510	49
	Spanish; Castilian	KG-03	15	1
West Bend School District	Spanish; Castilian	KG-12	63	4

District Name	Language Served	Grade Range	Eligible EL Students	Reclassified English Proficient
Whitewater Unified School District	Spanish; Castilian	K4-12	223	11
Wisconsin Dells School District	Spanish; Castilian	KG-03	31	0
Wisconsin Rapids School District	Hmong; Mong	KG-08	62	7
		Totals:	26948	1444