

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

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



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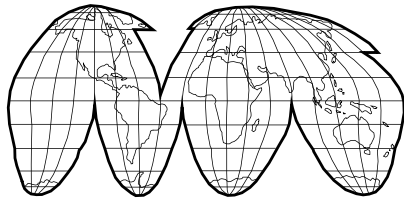
Bulletin No. 16047

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**REPORT ON THE STATUS OF BILINGUAL-  
BICULTURAL EDUCATION PROGRAMS IN  
WISCONSIN  
SUBCHAPTER VII of CHAPTER 115,  
WISCONSIN STATUTES,  
SCHOOL YEARS 2012-2013 and 2013-2014**

## ***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 2012-2013 and 2013-2014 school years (paid during FY 2014 and FY 2015, respectively).

Wisconsin school district personnel view Chapter 115, Subchapter VII, Wisconsin Statutes, as very important. It provides partial but critical funding for student populations whose language education needs must be served. The department's federally funded (Title III, No Child Left Behind) bilingual/English as a second language (ESL) education program staff provided extensive technical assistance, disseminated materials statewide, provided regional staff development activities, and conducted training for local bilingual/ESL program administrators and teachers.

## ***Languages/Program Locations***

Statewide, approximately 15% of districts reporting LEP pupils for each of the two school years had the language concentration numbers as set forth in state statute from at least one language population, and provide the appropriate staff, to be eligible to receive state bilingual-bicultural categorical aids. During the 2012-2013 school year, approximately 53% of the English language learners in the state were served in these state reimbursed districts. That percentage fell to approximately 48% during the 2013-2014 school year. The following chart contains demographics from the March 2013 and March 2014 Census of Limited-English Proficient Students, as well as the number of students and the language populations served in bilingual-bicultural program districts during 2012-2013 and 2013-2014.

The number of English language learners (ELLs) used in this report come from the annual Census of Limited-English Proficient Pupils in Wisconsin. ACCESS for ELLs™ (Assessing Comprehension and Communication in English State-to-State for English Language Learners<sup>1</sup>), the state's English language proficiency (ELP) assessment meeting Elementary and Secondary Education Act (ESEA) criteria, is the main source for the census, which also includes those ELLs who do not have a composite ACCESS score, but have an ELP level in the ISES.

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<sup>1</sup> While state and federal law refer to students with limited English proficiency as LEP students, currently educators refer to these students as English language learners or ELL students.

<b>2012-2013: Languages/Program Locations</b>	
Number of LEP students identified.	49,994
Number of LEP students served in state reimbursed programs.	26,426
Number of state reimbursed programs.	52 Appleton, Baraboo, Barron, Beloit, Burlington, DC Everest, Darlington, Delavan-Darien, Eau Claire, Edgerton, Elk Mound, Elkhorn, Fond du Lac, Green Bay, Holmen, Howard-Suamico, Janesville, Kaukauna, Kenosha, Kewaunee, LaCrosse, 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, South Milwaukee, Stevens Point, Verona, Walworth J1, Waterloo, Waukesha, Wausau, Wautoma, Whitewater, Wisconsin Dells, and Wisconsin Rapids
Number of LEP students (by language) served in state reimbursed programs.	Spanish – 18,597; Hmong – 6,958; Mandarin – 175; Karen, S'gaw – 146; Somali – 138; Arabic - 99; Nepali – 73; Korean – 71; French – 55; Khmer – 47; Lao – 38; Tibetan – 19; and Albanian (Gheg) – 10.

<b>2013-2014: Languages/Program Locations</b>	
Number of LEP students identified.	49,560
Number of LEP students served in state reimbursed programs.	23,716
Number of state reimbursed programs.	51 Appleton, Baraboo, Barron, Beloit, Burlington, DC Everest, Darlington, Delavan-Darien, Eau Claire, Edgerton, Elk Mound, Elkhorn, Green Bay, Holmen, Howard-Suamico, Janesville, Kaukauna, Kenosha, Kewaunee, LaCrosse, 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, South Milwaukee, Stevens Point, Verona, Walworth J1, Waterloo, Waukesha, Wausau, Wautoma, Whitewater, Wisconsin Dells, and Wisconsin Rapids
Number of LEP students (by language) served in state reimbursed programs.	Spanish – 16,996; Hmong – 5,942; Mandarin – 176; Arabic - 153; Somali – 105; Nepali – 76; Lao – 66; Khmer – 55; Burmese – 41; French – 38; Korean – 37; Tibetan – 21; and Albanian (Gheg) – 10.

### **Program Costs for Categorically Aided District Programs**

Originally, the appropriation from the state legislature was divided evenly among districts so that each received the same percentage of reimbursement for their approved expenditures. In 1999 Wisconsin Act 9 (the biennial budget), \$250,000 was set aside from the bilingual-bicultural appropriation. This set-aside was to be divided proportionally among school districts whose enrollments in the previous school year were at least 15% limited-English proficient students. The remainder of the appropriation was divided evenly among all the districts according to their approved total budgets. This same formula continues through the current fiscal year. Ten districts were eligible for this set-aside for FY14 and nine for FY15.

The chart below illustrates the various levels of spending by the categorically aided districts during the 2012-2013 and 2013-14 school years. Program costs vary from district to district due to, but not limited to:

- Number of students served and the impact on cost effectiveness;
- English-language proficiency level of students and range of proficiency levels among students in a classroom;
- Amount of previous schooling of LEP students;
- Staff/student ratio (both teacher/student and bilingual aide/student);
- Amount of instructional contact time;
- Instructional resources provided, e.g., texts, equipment, technology, native language materials/assessments;
- Type of program, such as in-class vs. pull-out programs, or self-contained (e.g., two-way immersion);
- Cultural differences in learning;
- Degree of parental involvement, which, for LEP students, includes providing a home environment rich in the native language; and,
- Outreach and services to LEP students, immigrant children and youth, or refugee families.

<b>2012-2013: Program Costs for Categorically Aided District Programs</b>		
Average approved cost/LEP student		\$3,238
Average state reimbursement/LEP student		\$325
Lowest/highest approved costs/LEP student		\$909/ \$9,460
Number of of state reimbursed programs		52
Number of districts spending < \$1500/LEP student		9
Number of districts spending \$1500-\$3000/LEP student		18
Number of districts spending > \$3000/LEP student		25
<b>2012-2013: Percentage of Reimbursement to Categorically Aided District Programs Paid in FY14<sup>2</sup></b>		
Percent of reimbursement to all aided districts except those receiving set-aside.	Formula = $\frac{(8,589,800-250,000)}{97,474,337}$	8.55589%
Districts receiving set-aside and resulting percentage reimbursed.	Beloit – 10.21% Delavan-Darien – 9.79% Green Bay – 9.09% Lake Geneva J1 – 9.36% Madison – 9.02% Menasha – 8.90% Sheboygan – 9.06% Walworth J1 – 11.86% Waterloo – 20.67% Wausau – 8.84% Whitewater – 9.98%	

<sup>2</sup> Note: The reimbursement for all districts is determined after the set aside amount (\$250,000) is subtracted from the appropriation. The remaining appropriation is divided among the districts based on each district's approved costs. Those districts with LEP enrollments equal to at least 15% of their student enrollment receive a percentage of the set-aside. For the 2012-13 school year, only Beloit, Delavan-Darien, Green Bay, Lake Geneva J1, Madison, Menasha, Sheboygan, Walworth J1, Waterloo, Wausau, and Whitewater qualified.

<b>2013-2014: Program Costs for Categorically Aided District Programs</b>		
Average approved cost/LEP student		\$3,981
Average state reimbursement/LEP student		\$362
Lowest/highest approved costs/LEP student		\$677/ \$8,755
Number of of state reimbursed programs		51
Number of districts spending < \$2000/LEP student		12
Number of districts spending \$2000-\$3500/LEP		19
Number of districts spending > \$3500/LEP student		20
<b>2013-2014: Percentage of Reimbursement to Categorically Aided District Programs Paid in FY15<sup>3</sup></b>		
Percent of reimbursement to all aided districts except those receiving set-aside.	Formula = $\frac{(8,589,800-250,000)}{94,412,758}$	8.83334%
Districts receiving set-aside and resulting percentage reimbursed.	Beloit – 10.14% Delavan-Darien – 9.52% Green Bay – 9.40% Lake Geneva J1 – 9.80% Madison – 9.32% Sheboygan – 9.76% Walworth J1 – 12.18% Waterloo – 10.47% Whitewater – 10.00%	

As mentioned above, a key point to remember is that not all districts qualify for state categorical aid, and those that do qualify enroll both eligible LEP students, those who meet the criteria in the statute to generate aids, and non-eligible LEP students, those who do not meet the criteria. The table that follows includes numbers for both “eligible” and “non-eligible” LEP students. The data in the census report do not account for students arriving in districts between the annual census and the following September.

The department collects data as required by state and federal law. These include data on:

- The number of LEP students as identified by Wisconsin school districts, and,
- The number of LEP students served under the bilingual-bicultural statute.

<sup>3</sup> Note: The reimbursement for all districts is determined after the set aside amount (\$250,000) is subtracted from the appropriation. The remaining appropriation is divided among the districts based on each district’s approved costs. Those districts with LEP enrollments equal to at least 15% of their student enrollment receive a percentage of the set-aside. For the 2013-14 school year, only Beloit, Delavan-Darien, Green Bay, Lake Geneva J1, Madison, Sheboygan, Walworth J1, Waterloo, and Whitewater qualified.

Data are not collected on the number of LEP students not served or underserved. For a history of aided and non-aided districts, and the numbers of students identified, please see the chart below.

<b>Historical Demographic Data: Aided and Non-Aided Districts</b>						
<b>School Year</b>	<b>Number of Districts Reporting LEP Students</b>	<b>Number of LEP Students Reported</b>	<b>Number of Aided Districts</b>	<b>Number of Eligible LEP Students Served</b>	<b>Number of Non-Aided Districts</b>	<b>"Balance" of LEP Students <sup>4</sup></b>
2013-14 <sup>5</sup>	351	49,560	51	23,716	300	25,844
2012-13	355	50,052	52	26,426	303	23,626
2011-12	354	51,727	59	27,220	295	24,507
2010-11	352	51,944 <sup>6</sup>	58	28,086	294	23,858
2009-10	361	52,100	55	26,954	306	25,146
2008-09	358	51,772	56	27,663	302	24,109
2007-08	328	45,651	54	27,031	274	18,620
2006-07	289	40,752	52	26,331	237	14,421
2005-06	183	33,402 <sup>7</sup>	51	25,081	132	8,321
2004-05	267	39,255	49	24,672	218	14,583
2003-04	247	35,602	49	22,311	189	13,291
2002-03	211	34,199	43	22,136	168	12,063
2001-02	199	32,588	45	22,016	154	10,572
2000-01	184	29,377	41	20,300	143	9,077
1999-00	171	27,184	38	19,003	133	8,181
1998-99	149	25,382	37	17,941	112	7,441
1991-92 <sup>8</sup>	154	13,325	35	10,680/1,515	119	2,645
1981-82	138	6,393	14	4,185	124	2,208
1977-78	138	5,504	8	2,200	130	3,304

### **Historical Profile: Fully English Proficient Students**

The following statistics trace the history of bilingual education in Wisconsin from the 1977-78 school year, the first year to implement the statute, to the present. Data include the number of students served in programs receiving categorical aid and numbers of students from these programs who became fully English proficient during the school year reported.

<sup>4</sup> Data regarding the types of services received, if any, are not collected for "non-eligible" LEP students; most of these students are being served in second language acquisition programs.

<sup>5</sup> Also 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.

<sup>6</sup> Beginning with the March 2011 census, data sources differ from previous years and numbers for PK students identified as ELL are again included. The change has caused an apparent drop in the number of ELLs, though that drop is more than likely due to the change in data sources.

<sup>7</sup> As mentioned earlier, this count appears low because it does not include most LEP migrant students or LEP students in PK.

<sup>8</sup> Data collected by "regular" school year and summer school, resulted in some duplication of counts. Because individual student data were not collected, there is no way of determining where duplication exists. In other places on this report, the sum of the two is used. Here, both are used and the "balance" is between the number of LEP/ELL students counted on the census and the number served during the "regular" school year.

The first state census of limited-English speaking students was conducted in March of 1977<sup>9</sup>. A total of 6,055 students were identified in 46 districts. A total of 50 languages other than English were reported. However these included some that would not be considered a language in a current count, for example: "Chinese;" "Indian;" or "Iran-Pharsi."

The first report to the state legislature on bilingual-bicultural programs included data on eight districts eligible for categorical aids under the criteria included in the statute. The report indicates that a total of 2,200 "LES" students were served in the eight districts. Of these, 2,170 were Spanish speakers and the remaining 30 were Vietnamese speakers. Both the total number of eligible students and the number of districts eligible for bilingual-bicultural categorical aid have grown significantly in the subsequent years. However, reimbursement is at a significantly lower percentage of approved costs.

<b>Historical Demographic Data: Increase in LEP Student Population</b>				
<b>School Year</b>	<b>PreK-12 Public School Enrollment</b>	<b>Number of LEP/ELL Students Identified [K-12 only, for 2005-06 through 2007-08 School Years]</b>	<b>Number of LEP/ELL Students Served in Categorically Aided Programs</b>	<b>Number of LEP/ELL Students in Categorically Aided Programs Who Were Reclassified as Fully English Proficient</b>
2013-2014 <sup>10</sup>	873,531	49,560	23,716	2,319
2012-2013	871,551	50,052	26,426	2,910
2011-2012	870,470	51,727	27,022	2,627
2010-2011	871,550	51,944	28,086	1,846
2009-2010	871,252	52,100	26,954	1,860
2008-2009	872,311	51,772	27,663	1,401
2007-2008	873,690	45,651	27,031	1,415
2006-2007	875,543	40,752	26,331	644
2005-2006	874,098	33,402	25,081	641
2004-2005	863,495	39,255	24,672	1,921
2003-2004	880,031	35,578	22,311	1,443
2002-2003	879,225	34,199	22,136	1,076
2001-2002	877,535	32,588	22,016	1,406
1991-1992	814,671	13,325	12,195	1,004
1986-1987	767,819	8,019	7,533	927
1981-1982	804,262	6,215	4,185	545
1977-1978	917,863	6,055	2,200	Not reported

<sup>9</sup> The statute originally referred to limited-English speaking (LES) students and was later changed to limited-English proficient (LEP) students. For students to achieve academically, they need to be proficient in all four modalities of language (listening, speaking, reading, and writing), and the change in terms reflects this understanding.

<sup>10</sup> 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.



## **Accountability: Current Major Focus – English Language Development Standards and English Language Proficiency Assessments**

Wisconsin, working with the WIDA<sup>11</sup> consortium of states (for a list of the member states and territories, go to: <http://wida.us/membership/states/>), has produced a comprehensive series of English language proficiency standards that meet ESEA requirements and reflect best practice for ELLs. The core standards guide development of English language proficiency (ELP) test specifications and subsequent test item development. ACCESS for ELLs™, the ELP test, was piloted in spring 2004, with field testing in fall 2004, and final roll-out in Wisconsin beginning in December 2005.

The core standards focus on measurable performance objectives and address the four domains of listening, speaking, reading, and writing. They are also linked to academic standards from all the consortium states in English language arts, reading, math, science, and social studies.

The WIDA Consortium developed English language development (ELD) standards that were released for the 2012-13 school year and used in conjunction with the 2007 edition of the ELP standards.

## **Accountability: Looking Forward – Spanish Language Development Standards and Spanish Language Proficiency Assessments**

More and more Wisconsin districts are offering dual language education programming for students who are LEP. The most common type of dual language programs offered are developmental bilingual programs and two-way immersion programs. In the first type, LEP students of the same language background (usually Spanish speakers) are taught both English and the home language through the content areas; in the second type, both LEP students from the same language background and native English speakers are taught both languages through the content areas. Which content area is taught in which language varies by program. The goal of dual language education programs is for students to be fully bilingual and biliterate. Research continues to demonstrate the cognitive advantages for students and adults who are bilingual.

WIDA has developed Spanish language development (SLD) standards that outline the progression of Spanish language development in any prekindergarten through grade 12 classroom where Spanish is the language for content instruction.

The WIDA SLD Standards make explicit connections to the Common Core State Standards (CCSS), Next Generation Science Standards (NGSS), and other state content standards, as well as content standards from Puerto Rico, Mexico, and Chile.

WIDA's SLD standards were built upon the same framework as the WIDA English language development (ELD) standards, and feature the same aspects of academic language. However, while the ELD and SLD standards share the same features of academic language and a similar look and feel, the content within the SLD grade-level strands of model performance indicators (MPIs) is not a direct translation of the ELD. The

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<sup>11</sup>The consortium was named "WIDA" for the three original consortium members: Wisconsin, Delaware, and Arkansas. As the consortium continued to grow, WIDA was changed to mean: Worldclass Instructional Design and Assessment.

SLD strands were written to reflect authentic Spanish language development within a U.S. context.

WIDA has developed PODER (Prueba Óptima del Desarrollo del Español Realizado – a summative SLD assessment) and PUEDE (Prueba Útil y Eficaz del Desarrollo del Español – a screener) that are aligned to the WIDA SLD standards. As flexible, on-demand language proficiency assessments, PODER and PUEDE can be administered at any time during the school year, depending on the needs of the district, school, teacher, or student. Districts with dual language programs will have access to both of these assessments for a consistent statewide measure of SLD.

Because assessment should always be in the language of instruction, one of the drawbacks of dual language programs is that students in the earlier grades are assessed in content areas in English for which their instruction might have been in another language. Thus, what is assessed is language rather than content knowledge. Increasingly, districts with dual language education programs are adopting assessments in Spanish to measure the growth of content knowledge. The department is working with districts to identify appropriate Spanish content assessments.

### **Data Displays - (Remainder of Report)**

Statewide data from school districts receiving categorical aid for the 2012-2013 and 2013-2014 school years are presented on the following pages:

<b>TABLE NO.</b>	<b>TITLE</b>
Table 1	2012-2013 and 2013-14 Bilingual-Bicultural Education: <i>Students Served by Language</i>
Table 2	2012-2013 and 2013-14 Bilingual-Bicultural Education: <i>Student Participation by District by Language</i>
Table 3	2012-2013 and 2013-14 Bilingual-Bicultural Education: <i>District Staff FTE by Language</i>
Table 4	2012-2013 and 2013-14 Bilingual-Bicultural Education: <i>District Costs/Reimbursement Report</i>

If additional information regarding any aspect of this report should be needed, please contact Tom McCarthy, communications officer, at [thomas.mccarthy@dpi.wi.gov](mailto:thomas.mccarthy@dpi.wi.gov), or 608-266-3559.

We invite you to visit the Bilingual/ESL Education Program web pages at: <http://dpi.wi.gov/english-learners>.

December 2015