



Agency Budget Request
2013 – 2015 Biennium
September 17, 2012
and
November 12, 2012

Tony Evers, PhD
State Superintendent

2013-2015 Biennial Budget Request

Decision Item Narratives and Statutory Language

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September 17, 2012

To the Citizens of Wisconsin:

Wisconsin public high schools lead the nation in graduation rates. Additionally, our graduation rates have increased dramatically in the past year. Our students are second in the nation on the ACT and lead the Midwest region in achievement on Advanced Placement coursework. Wisconsin public libraries are among the most used in the country. In addition, we have launched Agenda 2017, a comprehensive plan with important education initiatives around the areas of: standards and instruction; assessments and data systems; school and educator effectiveness; and school finance reform.

But we also know there is much more to do, while building on our long tradition of excellent public schools. My 2013-15 biennial budget request calls on the state to invest in our schools to move forward with essential improvements and reforms that will benefit all our schools, teachers, parents, and students. My budget recommends funding for: expanding early literacy screening based on the Read to Lead task force; continued implementation of a statewide student information system; leveraging technology to facilitate robust instruction, blending learning, and informed decision making; implementing rigorous next generation assessments; and using the ACT package of tests, EXPLORE/PLAN/ACT and WorkKeys in all Wisconsin high schools to measure student college and career readiness.

School finance reform remains a critical part of our future educational success. In partnership with stakeholders and policymakers, we are working to reform Wisconsin's school finance system through our "Fair Funding for Our Future" framework to make it fair, sustainable, transparent, and accountable for results. Funding reform and our innovation efforts have one goal: improved achievement for all students. I will submit revisions to the Wisconsin school finance system and other school finance-related parts of the DPI biennial budget request later this fall, after we are able to use certified data from the October 15, 2012, general school aid distribution. Let's work together to reinvest in our schools and pass Fair Funding in this budget.

I call on your support during the 2013-15 biennial budget process to renew our commitment to education and to ensure every child is a graduate. Public education builds our workforce and middle class prosperity, and we must prepare all our students to be ready for careers and college. Education is an investment that pays lifetime dividends.

Sincerely,



Tony Evers, PhD
State Superintendent

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Agency Total by Fund Source

Department of Public Instruction

1315 Biennial Budget

Source of Funds		ANNUAL SUMMARY						BIENNIAL SUMMARY			
		Prior Year Total	Adjusted Base	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE	Base Year Doubled (BYD)	Biennial Request	Change From (BYD)	Change From BYD %
GPR	A	\$202,062,171	\$221,178,000	\$249,505,200	\$281,820,100	0.00	0.00	\$442,356,000	\$531,325,300	\$88,969,300	20.1%
GPR	L	\$4,733,762,748	\$4,911,807,800	\$5,059,280,400	\$5,393,854,400	0.00	0.00	\$9,823,615,600	\$10,453,134,800	\$629,519,200	6.4%
GPR	S	\$26,251,422	\$29,460,100	\$52,954,000	\$47,685,500	257.43	257.43	\$58,920,200	\$100,639,500	\$41,719,300	70.8%
Total		\$4,962,076,341	\$5,162,445,900	\$5,361,739,600	\$5,723,360,000	257.43	257.43	\$10,324,891,800	\$11,085,099,600	\$760,207,800	7.4%
PR	L	\$9,361,274	\$10,998,000	\$10,007,500	\$10,007,500	0.00	0.00	\$21,996,000	\$20,015,000	(\$1,981,000)	-9.0%
PR	S	\$21,379,500	\$28,868,400	\$35,570,700	\$36,922,600	84.14	84.14	\$57,736,800	\$72,493,300	\$14,756,500	25.6%
Total		\$30,740,774	\$39,866,400	\$45,578,200	\$46,930,100	84.14	84.14	\$79,732,800	\$92,508,300	\$12,775,500	16.0%
PR Federal	A	\$56,858,123	\$56,644,900	\$56,644,900	\$56,644,900	0.00	0.00	\$113,289,800	\$113,289,800	\$0	0.0%
PR Federal	L	\$738,559,930	\$666,122,800	\$671,223,500	\$666,223,500	0.00	0.00	\$1,332,245,600	\$1,337,447,000	\$5,201,400	0.4%
PR Federal	S	\$48,965,079	\$47,687,300	\$51,042,600	\$50,753,700	297.39	291.39	\$95,374,600	\$101,796,300	\$6,421,700	6.7%
Total		\$844,383,132	\$770,455,000	\$778,911,000	\$773,622,100	297.39	291.39	\$1,540,910,000	\$1,552,533,100	\$11,623,100	0.8%
SEG	L	\$50,073,100	\$54,573,100	\$63,399,000	\$65,693,700	0.00	0.00	\$109,146,200	\$129,092,700	\$19,946,500	18.3%
SEG	S	\$872,925	\$1,144,500	\$1,167,200	\$1,167,200	0.00	0.00	\$2,289,000	\$2,334,400	\$45,400	2.0%
Total		\$50,946,025	\$55,717,600	\$64,566,200	\$66,860,900	0.00	0.00	\$111,435,200	\$131,427,100	\$19,991,900	17.9%
Grand Total		\$5,888,146,272	\$6,028,484,900	\$6,250,795,000	\$6,610,773,100	638.96	632.96	\$12,056,969,800	\$12,861,568,100	\$804,598,300	6.7%

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 4000 – NEXT GENERATION ASSESSMENTS AND ACT SUITE

101 – General program operations

s. 20.255 (1) (a)

105 – Pupil assessment

s. 20.255 (1) (dw)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding (101)	\$11,173,400	\$11,216,200
	2.0 FTE	2.0 FTE
Less Base	\$11,032,700	\$11,032,700
Requested Change	\$140,700	\$183,500
	2.0 FTE	2.0 FTE

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding (105)	\$6,310,400	\$14,014,500
Less Base	\$4,578,300	\$4,578,300
Requested Change	\$1,732,100	\$9,436,200

Request/Objective

The department requests \$1,550,600 GPR in FY14 and \$2,782,500 GPR in FY15 to fully fund the Wisconsin Knowledge and Concepts Examination (WKCE) in FY14, to implement the SMARTER Balanced and Dynamic Learning assessment systems in FY15 and replace the Science and Social Studies portions of the WKCE in FY15.

The department requests \$322,200 GPR and 2.0 GPR FTE in FY14 and \$6,837,200 GPR and 2.0 GPR FTE in FY15 to implement the ACT suite, including Explore, Plan, ACT, and Workkeys in FY15.

The department also requests statutory changes to allow the state superintendent to approve or adopt an assessment for grades 9 and 11 to allow for implementation of the full ACT suite.

Background/Analysis of Need

Common Core Standards and Future Federal Testing Requirements

The Common Core State Standards Initiative is a state-led effort coordinated by the National Governors Association Center for Best Practices (NGACBP) and the Council of Chief State School Officers (CCSSO). The standards were developed in collaboration with teachers, school administrators, and experts, to provide a clear and consistent framework to prepare children for

college and the workforce. The Common Core Standards outline the preparation in mathematics and English language arts that pupils need to be ready for college and careers.

The Common Core Standards reflect the knowledge and skills needed for success in entry-level college courses and in workforce training programs. They are clear, understandable, and consistent, containing rigorous content and application of knowledge through high-order skills. The standards are based on and aligned with evidence on college and workforce training expectations.

At a spring 2007 summit, business leaders shared their expectations for pupils graduating in the next 5 to 10 years. The department recognized the need to keep schools and pupils competitive by adopting standards that prepare pupils for the workforce and college education and worked with the NGACBP and CCSSO to develop the Common Core Standards.

Wisconsin adopted the new Common Core Standards on July 14, 2010. Forty-five states and three territories have adopted the standards through July 2012. New standards by themselves do not impact pupils, curricula, or assessments, but must be aligned to the standards to ensure their success and impact.

Wisconsin is a governing state in the SMARTER Balanced Assessment Consortium (SBAC). The SBAC is a collection of 31 states that have been working collaboratively since December 2009 to develop a pupil assessment system aligned to a common core of academic content standards using a Race-to-the-Top Assessment grant. Governing states, as defined by the U.S. Department of Education are those that (a) are members of only one consortium applying for a grant in the competition category, (b) have an active role in policy decision-making for the consortium, and (c) are committed to using the assessment system or program developed by the consortium. The SBAC received an initial \$160 million federal grant from the U.S. Department of Education and a second grant for \$16 million. The SBAC will develop an assessment system that measures the Common Core Standards and is aligned with federal accountability programs.

The SBAC assessment system will include computer adaptive tests that consist of multiple choice questions, computer-enhanced items, and performance tasks. Computer adaptive testing adjusts the difficulty level of questions based on prior answers to accurately measure a pupils' knowledge. The system will provide benchmark tools and data to continuously guide instruction and provide classroom teachers with timely feedback. In addition, pupils will have multiple opportunities to take the assessments, ensuring all pupils can be tested and providing further feedback to teachers and parents.

The SBAC assessment system will replace the Mathematics, Reading, and English Language Arts portions of the WKCE in grades 3, 4, and 8 when it is rolled out. Until the new assessments are implemented, Wisconsin is required to administer the federally approved summative test, WKCE, used for accountability.

The SBAC assessment system will not replace the Science and Social Studies portions of the WKCE.

The SBAC assessment will not replace the Wisconsin Alternate Assessments for Students with Disabilities (WAA-SwD). The WAA-SwD will be replaced by Dynamic Learning, an assessment system also being developed by a similar consortium as the SBAC assessments.

The Dynamic Learning assessment system will replace the Mathematics, Reading, and English Language Arts portions of the WAA-SwD when it is rolled out. It will not replace the Science portion of the WAA-SwD. The Social Studies portion of WAA-SwD is a locally administered assessment that is not part of the state's costs.

Current Wisconsin Testing Environment

The Wisconsin Student Assessment System (WSAS) consists of the WKCE general assessment for pupils working toward attainment of the Wisconsin state content standards and the WAA-SwD for approximately one percent of all pupils who are working toward attainment of the Wisconsin Extended Grade Band Standards.

In 1992-93, the department made available to districts examinations to evaluate the knowledge obtained by eighth and tenth graders. Participation by districts was voluntary in the 1992-93 school year, and required beginning in 1993-94.

1995 WI Act 27 added a fourth grade exam. Participation in this exam by school districts was voluntary in the 1995-96 school year, and required beginning in 1996-97.

The WKCE was administered in the past to approximately 190,000 pupils. Beginning in 2005-06, the WKCE-CRT was administered to roughly 500,000 pupils because of the expanded assessment requirements imposed on the state by federal No Child Left Behind (NCLB), which resulted in four new grades being added to the test (Grades 3, 5, 6, and 7). This addition of about 310,000 pupils represented an increase of 163.2 percent in the number of tests taken.

Federal and state assessment requirements overlapped to a degree, but there were still significant differences. Those differences meant Wisconsin had to expand its testing efforts.

STATE: Section 118.30, Wis. Stats. requires assessment in the fourth, eighth, and tenth grade in reading, language arts/writing, mathematics, science, and social studies. Section 121.02 (1) (r) requires assessment for third grade reading.

FEDERAL: NCLB requires assessment of reading and mathematics in grades 3-8 and once in high school, and science assessment once at each level: elementary, middle, and high school.

The WAA-SwD assessment is completely standardized, electronically scored, and based on the development and use of Extended Grade Band Standards.

The Extended Grade Band Standards are designed to shape expectations for severely cognitively disabled pupils from the grade-level expectations of their chronological peers. This means that under the current exam a cognitively disabled pupil would be tested on academic skills that stem directly from what his or her age-peers are learning. Expectations are modified, however, for the given abilities of the cognitively disabled pupils. This helps cognitively disabled pupils move beyond life skills learning and into the realm of academic achievement. For this reason, cognitively disabled pupils benefit from inclusion with typically-developing peers. Just as the WKCE tests what all pupils should know and be able to do, WAA-SwD tests what pupils with significant disabilities should know and be able to do.

In addition to their use for assessment purposes, Extended Grade Band Standards also guide instruction and curriculum planning for pupils with significant disabilities. These standards have been established in reading, mathematics, and science.

In addition to the assessment of academic content standards, the state also assesses how well English Language Learners (ELLs) are learning English. Assessing Comprehension and Communication in English for ELLs (ACCESS for ELLs) is a large-scale test that addresses the English language development standards that form the core of Wisconsin’s approach to instructing and testing ELL pupils. These standards incorporate a set of model performance indicators (PIs) that describe the expectations educators have of ELL pupils’ English proficiency at five different grade level clusters, assessing their progress with English listening, speaking, reading, and writing.

ACCESS for ELLs measures language proficiency and does not assess content area knowledge, unlike the WKCE which assesses a pupil’s comprehension in the content area. Wisconsin is a lead state in a consortium developing a new online test based on ACCESS, in partnership with the University of Wisconsin and 29 other states. These assessments will not be completed or administered in the current biennium, but will replace ACCESS for ELLs in the 2015-16 school year.

Historical Wisconsin Assessment Funding

In the 2007-09 and 2009-11 bienniums, \$2,313,400 of GPR funding was withheld from the assessment appropriation. The funds were held in the Joint Committee on Finance (JCF) to be requested by the department using a s. 13.10, Wis. Stats. request. The department requested these funds in all four years. In FY08 and FY09 the request was denied and the department utilized federal funds to cover the funding gaps. In FY10 and FY11 the request was granted, reducing the funding gaps needing to be covered by federal funds by more than 90 percent.

In the 2011-13 biennium, funding for state assessments was not withheld by JCF, however available GPR funding was reduced by \$2,624,100 in FY12 and \$841,600 in FY13 compared to FY11. The department was directed to use federal carryover funds in order to cover the assessment shortfalls in the first year of the biennium, and a portion of the shortfalls in FY13. The funding history for state required assessments is detailed in the table below:

Year	Cost of state required assessments	GPR funding	Additional GPR funding	Funding gap
FY08	\$6,654,000	\$3,110,700	\$0	(\$3,543,300)
FY09	\$6,687,600	\$3,110,700	\$0	(\$3,576,900)
FY10	\$5,741,400	\$3,106,500	\$2,313,400	(\$321,500)
FY11	\$5,715,900	\$3,106,500	\$2,313,400	(\$296,000)
FY12 (est.)	\$5,919,800	\$2,795,800	\$0	(\$3,124,000)
FY13 (est.)	\$5,919,800	\$4,578,300	\$0	(\$1,341,500)

ACT Suite

The ACT suite is designed to measure pupils’ performance from middle school through high school to determine their readiness for life after high school, whether that is continuing education or joining the workforce. It is comprised of four tests: EXPLORE, PLAN, ACT, and WorkKeys.

EXPLORE tests pupils in grades 8 or 9, helping them consider options for their future, both in high school and post high school. PLAN, administered in grades 9 or 10, helps pupils continue on their path towards college and career readiness. Both exams help pupils prepare for taking the ACT in grade 11. The department is proposing to administer the tests in grades 9 and 10, respectively.

The combination of EXPLORE and PLAN, along with the ACT, adds a growth measurement point, allowing pupils to organize courses and requirements for remaining years in high school as well as life after high school, identify potential areas for improvement, and encourages them to consider college and other career options at an earlier age. Using both EXPLORE and PLAN allows assessment of how a pupil is performing throughout all of their high school years, instead of just a single year. Testing earlier can identify interventions needed to help pupils succeed on the ACT. By remediating earlier, pupils are more likely to be college- or career-ready upon graduation.

The ACT measures pupil achievement and academic readiness for college or career options. The test assesses pupils based on curriculum they should have learned throughout high school. The test also includes a career exploration component that helps pupils identify career options based on their performance. Providing the ACT opens opportunities for pupils, encouraging either continuing education after high school since many universities (including those in Wisconsin) use it as their entrance exam or career paths the pupil may otherwise never have considered.

The final component of the full suite, WorkKeys is a job skills assessment used to help individuals prepare for the workforce and help employers select, hire, train, develop, and retain a high-performance workforce. WorkKeys tests identify the specific skills needed for particular jobs and assess an individual's relevant, current skill levels in order to show which areas are still in need of training. WorkKeys is available for high school pupils to identify necessary coursework still needed. It provides another pathway indicator for career readiness, focusing on the direct application of basic skills to solving problems.

ACT offers a National Career Readiness Certificate (NCRC) that one can earn by passing three WorkKeys exams: Applied Mathematics, Reading for Information, and Locating Information. NCRC benefits jobseekers, employers, and educators by preparing the best workforce possible. As of May 2012, Wisconsin had issued 5,027 NCRC at varying levels depending on an individual's score on the assessment. Currently in Wisconsin, WorkKeys is offered at a total of 13 sites in the state: 4 workforce development centers, 4 job and career centers, and 5 technical colleges. The Wisconsin Job Center acknowledges several benefits of attaining an NCRC:

- It demonstrates the basic skill levels in three specific areas to employers.
- It gives job-seekers an advantage when applying for jobs.
- Once employers know an individual's skill levels, they can determine if he or she is a qualified candidate for their job openings, as the NCRC complements a pupil's diploma and resume.
- Employers across all businesses and industries are looking for a reliable way to measure foundational skills to ensure they are hiring qualified candidates.
- An NCRC increases the likelihood that an individual will be successful in a particular job.

Using the ACT Suite Statewide

Currently, approximately 61 percent of high school pupils take the ACT. However, there are many pupils who have limited access to the test, either for financial or geographic reasons. Many families are not able to afford the cost of the test, while pupils attending high schools in more rural portions of the state are multiple hours from the nearest ACT approved testing centers. By choosing to implement the full ACT suite statewide, these barriers would be eliminated. The costs would be covered by the state, and tests would be administered in schools pupils attend every day.

Using EXPLORE and PLAN would help the state and districts determine growth in pupil achievement attributable to high schools, which is not possible if there is only one assessment data point from high school. This provides data that can monitor whether or not schools are adequately preparing pupils and improving their learning and teaching throughout high school.

In addition, using the ACT statewide would provide a common test taken by all high school pupils in the same year, allowing the state to utilize it as its high school assessment for state and federal accountability in math, reading, and language arts. The state would effectively be using one test to account for pupil performance as well as provide a college and career readiness assessment. Because the ACT counts as a college admission score, pupils may take it more seriously than previous tests that seemingly had no effect on their futures.

Wisconsin's accountability report card system also includes growth as a measurement for performance. By administering the entire ACT suite, the state would be able to measure schools' performance over time.

Utilizing the ACT suite statewide helps prepare the future of all Wisconsin pupils, whether they choose to attend college or pursue a career directly after high school.

Proposed Assessments

The department is proposing using the SBAC assessment system in grades 3, 4, 5, 6, 7, and 8 beginning in the 2014-15 school year.

Instead of using the SBAC assessment in grade 11, the department is proposing using the complete ACT suite in high school in grades 9, 10, and 11. Implementing the ACT suite in place of a state test in 10th grade will require statutory changes as requested in the statutory language portion of this request.

The department is proposing using a science and social studies test to be developed to meet the state requirements for testing in grades 4, 8, and 10.

The overall assessments proposed by grade are detailed in the table below:

Grade	Assessment for Reading, English Language Arts, and Mathematics	Assessment for Science and Social Studies	Required by
3	SMARTER		State and Federal
4	SMARTER	Replacement for current WKCE science and social studies	State and Federal
5	SMARTER		Federal
6	SMARTER		Federal
7	SMARTER		Federal
8	SMARTER	Replacement for current WKCE science and social studies	State and Federal
9	EXPLORE		State
10	PLAN	Replacement for current WKCE science and social studies	State
11	ACT & WorkKeys		State and Federal

SBAC Rollout and Estimated Costs

The SMARTER Balanced Assessments will be implemented statewide in the 2014-15 school year. Baseline testing will be conducted in the 2013-14 school year as part of the federal grant to SBAC. The state will not incur costs for baseline testing.

The department is proposing to implement the SMARTER Balanced Assessments at grades 3, 4, 5, 6, 7, and 8, but to not implement the assessment for grade 11. The projected costs for SMARTER based on current enrollment data are detailed in the table below:

Grade	FY12 Statewide Enrollment	Per Pupil Cost	Total Cost
3	60,216	\$26	\$1,565,616
4	60,094	\$26	\$1,562,444
5	60,958	\$26	\$1,584,908
6	61,816	\$26	\$1,607,216
7	61,442	\$26	\$1,597,492
8	61,413	\$26	\$1,596,738
Total	365,939		\$9,514,414

The costs of SMARTER for the grades required under state statute are detailed in the table below:

Grade	FY12 Statewide Enrollment	Per Pupil Cost	Total Cost
3	60,216	\$26	\$1,565,616
4	60,094	\$26	\$1,562,444
8	61,413	\$26	\$1,596,738
Total	121,507		\$4,274,798

In addition to the cost of the SMARTER assessments the department will provide training, guidance, and support to school districts, private schools participating in parental choice programs, and charter schools that will be using the assessments. The department plans to utilize existing staff to complete this work, however there will be some costs related to test security in the online testing environment, training materials for in-person and online training, and regional travel throughout the state to meet with school district and CESA staff. The department estimates the cost for this preparatory work will be \$209,100 in FY14.

ACT Suite Estimated Costs

The cost to administer the ACT suite to pupils in grades 9, 10, and 11 is detailed in the table below. These costs are only for the assessment itself.

	Grade	9	10	11	
Cost per test	# of pupils	67,529	65,474	66,798	Total
\$8.50	Explore	\$573,997			\$573,997
\$11.25	Plan		\$736,853		\$736,853
\$49.50	ACT			\$3,306,501	\$3,306,501
\$16.50	WorkKeys			\$1,102,167	\$1,102,167
	Total	\$573,997	\$736,853	\$4,408,668	\$5,719,247

In addition to the cost of the ACT suite assessments, the department anticipates additional costs based on the experience of Michigan, who has already implemented the ACT as their high school assessment for accountability. These costs included certifying all high schools to be ACT administration sites, data integration to connect the state’s systems to the ACT systems for direct downloads, training materials, and ACT management costs. In addition to these costs, Michigan has 6.0 FTE dedicated to the ACT portion of their state assessments. The department believes that by repurposing existing staff that only 2.0 additional FTE will be needed to work on the ACT suite in Wisconsin. The overall anticipated costs are detailed in the table below.

	FY14	FY15
ACT Site Training	\$181,453	\$362,907
DPI Staff (2.0 FTE)	\$140,700	\$183,400
Data Integration	\$0	\$67,701
ACT Project Management	\$0	\$347,920
WorkKeys National Career Readiness Certificates	\$0	\$156,140
Total	\$322,153	\$1,117,968

By using the ACT for accountability in grade 11, the department will not need to implement the SMARTER assessment in grade 11, which would have had an estimated cost of \$1,736,748.

Dynamic Learning Rollout and Estimated Costs

Dynamic Learning Maps (DLM) will be implemented statewide in the 2014-15 school year. The projected costs for the new assessment are estimated to be consistent with existing WAA-SwD costs; however as part of the federal grant to develop the new assessment the cost to administer the assessments in the first year (FY15) is covered.

The estimated annual costs for DLM in future years are detailed in the table below:

Grade	Total Cost
3	\$103,239
4	\$195,611
5	\$195,611
6	\$195,611
7	\$195,611
8	\$195,611
10	\$195,611
Total	\$1,276,905

The costs of DLM for the grades required under state statute are detailed in the table below:

Grade	Total Cost
3	\$103,239
4	\$195,611
8	\$195,611
10	\$195,611
Total	\$692,072

Replacement for Science and Social Studies

The new assessments will not replace the science and social studies portion of the WKCE or the science portion of the WAA-SwD as these tests are not included in the scope of the SBAC assessments or DLM.

The current assessments are part of the statewide contract for all subjects that ends with the 2013-14 school year. In order to meet statutory requirements, the department will need to utilize a separate assessment for these subjects beginning in 2014-15, and continuing until science and social studies consortiums complete their adaptive, online assessments in future years.

The department estimates that the cost to continue with the existing assessments will not be consistent with current costs for several reasons. The existing contract was based on the provision of assessments across seven grades and five subjects, the new assessment will be based on providing assessments across just three grades and two subjects. It is believed that everything else being equal, some of the economies of scale will be lost. In addition, the department had aggressively negotiated price on prior contracts. This will be more difficult to do for a smaller set of assessments that are known to be a “temporary fix” until consortium developed assessments are available.

The department researched available “off the shelf” examinations and other states’ costs for science and social studies assessments. Based on this research, the department estimates that it will be able to obtain a replacement for the science and social studies portions of the WKCE at a cost of \$12.00 per pupil with a one-time development cost of \$145,000.

The department’s best estimate of the cost to replace the science portion of WAA-SwD is that costs will be consistent with existing expenditures.

The total costs of replacing the science and social studies portions of the WKCE are detailed in the tables below:

Grade	Cost to administer replacement for WKCE- Science and Social Studies	Cost to administer replacement for WAA- SwD Science	Total
4	\$721,128	\$82,410	\$803,538
8	\$736,956	\$82,410	\$819,366
10	\$785,688	\$82,410	\$868,098
Total	\$2,243,772	\$247,230	\$2,491,002

One-time expenditures to replace WKCE-Science and Social Studies	Cost
Development and Production	\$30,000
Research and Analysis	\$5,000
Program Management	\$30,000
Scoring	\$25,000
Reporting	\$50,000
Other Costs	\$5,000
Total	\$145,000

Total Costs of State Required Assessments and State Funding

The projected state costs of all current and proposed assessments and implementation expenditures for the next three years are detailed in the table below:

State Required Assessments	FY13	FY14	FY15
WKCE assessments	\$4,982,500	\$4,982,500	\$0
WKCE Sci & SS replacement	\$0	\$0	\$2,243,800
Sci & SS replacement start-up costs			\$145,000
SMARTER Balanced assessments	\$0	\$0	\$4,724,800
SMARTER supplies & services	\$0	\$209,100	\$0
ACT assessments	\$0	\$0	\$5,719,200
ACT supplies & services	\$0	\$322,200	\$1,118,000
WAA-SwD	\$937,300	\$937,300	\$0
WAA-SwD Sci replacement	\$0	\$0	\$247,200
Dynamic Learning Maps	\$0	\$0	\$0
Total	\$5,919,800	\$6,451,100	\$14,198,000

Current state funding for assessment does not cover the entire cost of administering the required state assessments. The projected shortfall in funding is detailed in the table below:

Year	Assessment Costs	State Funding	Balance/Shortfall
FY13	\$5,919,800	\$4,578,300	(\$1,341,500)
FY14	\$6,451,100	\$4,578,300	(\$1,872,800)
FY15	\$14,198,000	\$4,578,300	(\$9,619,700)

In past years the department has been able to use carryover from federal funds to make up shortfalls in the assessment appropriation. However, existing and projected federal carryover

will not continue to fund future shortfalls. If state funding is not increased, the department will lack funds to continue to pay for state and federally mandated assessments by the end of the biennium.

Statutory Language

The department is proposing statutory language related to this request to allow the state superintendent to approve or adopt an assessment for grades 9 and 11 and to require schools to administer the chosen assessment in these grades.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 4000*)

Subject: Next Generation Assessments and ACT Suite

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department is requesting that the state superintendent be directed to adopt or approve examinations designed to measure pupil attainment of knowledge and concepts in the 9th and 11th grades in addition to the currently required 4th, 8th, and 10th grades. This would allow for the state to adopt the ACT suite, comprised of Explore, Plan, ACT, and WorkKeys for all high school pupils statewide.

The department is also requesting that each school board, operator of a charter school under s. 118.40 (2r), governing body of each private school participating in the program under s. 119.23, and governing body of each private school participating in the program under s. 118.60 be required to administer the 9th and 11th grade examinations adopted or approved by the state superintendent under to all pupils attending those grades.

Related Stat. Citations:

Modify s. 118.30 (1), 118.30 (1m), 118.30 (1r), 118.30 (1s), 118.30 (1t)

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 4001 – READING ASSESSMENT

115 – Assessments of reading readiness *s. 20.255 (1) (f)*

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$2,296,000	\$2,151,000
Less Base	\$800,000	\$800,000
Requested Change	\$1,496,000	\$1,351,000

Request/Objective

The department requests \$1,496,000 GPR in FY14 and \$1,351,000 GPR in FY15 to phase in the reading assessment program by adding pupils in grades 4K through 2 over the biennium. The reading assessment was first required for kindergarten pupils in the 2012-13 school year in 2011 Wisconsin Act 166.

Problem/Background/Analysis

In 2011, Governor Walker convened the Read to Lead Task Force with State Superintendent Evers serving as the Vice Chair. The task force focused on reading being one of the most important skills to future success and the literacy skills a child acquires early in life providing the foundation for all later learning. Since there are still achievement gaps that are too large, far too many Wisconsin children entering school lacking basic literacy skills and reading below grade level, the task force's mission became to ensure reading achievement is increasing and ensuring a pupil's ability to read by the end of the third grade.

2011 Wisconsin Act 166, based on the recommendations of the task force, was signed into law in April 2012. One of the requirements of Act 166 is that beginning in the 2012-13 school year, each school board and the governing body of each charter school established under s. 118.40 (2r) shall, using the appropriate, valid, and reliable assessment of literacy fundamentals selected by the department, annually assess each pupil enrolled in kindergarten in the school district or in the charter school for reading readiness. The department shall ensure that the assessment evaluates whether a pupil possesses phonemic awareness and letter sound knowledge.

The department has chosen to work with the Southern Virginia Higher Education Center (SVHEC) to purchase the Phonological Awareness Literacy Screening (PALS) as the kindergarten reading assessment that meets all of the necessary criteria discussed above.

PALS is the state-provided screening tool for Virginia's Early Intervention Reading Initiative (EIRI). The purpose of the EIRI is to reduce the number of children with reading problems by detecting those problems early and providing research-based, small-group intervention.

PALS consists of three instruments, PALS-PreK (for preschool pupils), PALS-K (for kindergartners), and PALS 1-3 (for pupils in grades 1-3). PALS assessments are designed to

identify pupils in need of additional reading instruction beyond that provided to typically developing readers. PALS also informs teachers' instruction by providing them with explicit information about their pupils' knowledge of literacy fundamentals. Mid-year assessment and PALS Quick Checks allow for ongoing pupil progress monitoring throughout the year to see how pupils are responding to the instruction or interventions that are being administered.

PALS-PreK was designed as a diagnostic tool to help guide teachers' literacy instruction. This stands in contrast to PALS-K and PALS 1–3, which were designed to serve a screening function in identifying children who probably need additional instruction beyond that typically provided in classroom literacy instruction. It may not be appropriate to use these ranges to “identify” pupils; they are intended to help teachers target and plan future literacy instruction.

The following is a table showing the minimum requirements for using the PALS assessment in school districts. Many districts, however, may decide they want to go beyond this minimum and require that all pupils be assessed at every window because they plan to rely on PALS for diagnostic and progress monitoring information.

Who Will Be Assessed?

Grade	Fall	Spring
4K	All pupils	All pupils
5K	All pupils	All pupils
First	New pupils to the state; Pupils that received intervention during summer	All pupils
Second	New pupils to the state; Pupils that received intervention during summer	All pupils except those meeting high benchmark in spring of first grade or fall of second grade
Third	New pupils to the state; Pupils that received intervention during summer	Optional (pupils take the state assessment)

Testing pupils in the fall that have attended summer school can record whether any summer progress has been made. At the same time, it could be beneficial to test all pupils in the fall to catch anyone who may have lost knowledge over the summer without continued instruction. Some districts may rely on the outcomes of the PALS assessment to plan instruction; thus, understanding where pupils are can be very crucial.

Pupils identified as "high benchmark" are pupils performing independently at least one year above grade level and therefore unlikely to be in need of intervention.

During the Read to Lead Task Force, the group discussed that implementing a reading screener is only as good as the training that goes with it because if the screener flags some concerns of reading readiness, the teacher then needs to know how to modify his/her instruction to hopefully help the pupil attain his/her goals. Thus, the professional development is an essential component to the PALS reading assessment.

The Read to Lead Task Force specifically recommended assessing 4K-2 pupils, first prioritizing the 5K assessment followed by the 4K assessment before adding additional grades. Pupils in grade 3 participate in the state reading test already; thus, the task force did not believe it was essential to include them at this time.

The proposal

A contract has been secured between the department and SVHEC for \$780,000 to purchase the PALS assessment for up to 100,000 pupils in 5K during the 2012-13 school year. Also included in that cost are Quick Checks to be used for monitoring progress and the professional development for kindergarten teachers on administering and scoring the test, pupil data upload, progress monitoring, resources for support options, and other training on using the data to drive instruction.

5K pupils will first be given the PALS assessment in the fall 2012. This assessment will identify those pupils who need intervention in the kindergarten year. 5K pupils will again take the assessment in the spring to determine who needs intervention in first grade.

The department is proposing to phase in the reading assessment over the 2013-15 biennium. The reading assessment is being administered first to 5K in the 2012-13 school year. It is proposed that the 4K and first grade classes be added in the 2013-14 school year, and second grade in 2014-15.

Proposed Phase In of Reading Assessment

2012-13 School Year	2013-14 School Year	2014-15 School Year
5K	4K	4K
	5K	5K
	First	First
		Second

Because the money appropriated in 2011 Act 166 is only enough to provide the assessment for 5K pupils, the department is requesting funding to implement the recommendation of the Read to Lead Task Force, to expand the reading assessment to additional pupils and the related professional development for teachers.

The vendor has provided the following estimates for Wisconsin to phase in implementation of PALS.

School Year	2012-13	2013-14	2014-15
Number of Pupils Assessed	60,000	180,000	240,000
Grade Levels Using PALS Assessment	5K	4K, 5K, 1,	4K, 5K, 1, 2
Cost Per Pupil	\$13.00	\$12.76	\$8.96
Overall Cost	\$780,000	\$2,296,000	\$2,151,000

Included in these cost estimates is an expectation that 15 percent of classroom kits and 8 percent of administrator kits would be replaced annually. It is also expected that after initial training, 10 percent of teachers would be new each year and thus require training. Further, after the initial year of using the PALS assessment (2012-13), web-based continuing PALS training and online professional development courses in literacy would be implemented as broader offerings.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 4001*)

Subject: Reading Assessment

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to modify Wis. Stats. 118.016 (1) to include additional grades. The current law requires the reading readiness assessment for only kindergarten pupils. DIN 5002 would expand the reading readiness assessment for use in grades 4K-2, thus, requiring statutory language to include those grade levels as well.

Related Stat. Citations:

Modify s. 118.016 (1), Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 4002 – SCHOOL SUPPORT GRANTS

101 – General Program Operations

s. 20.255 (1) (a)

217 – School support grants

s. 20.255 (2) (e) – New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$114,900 2.0 FTE	\$10,149,000 2.0 FTE
Less Base	\$0	\$0
Requested Change	\$114,900 2.0 FTE	\$10,149,000 2.0 FTE

Request/Objective

The department requests \$114,900 GPR and 2.0 GPR FTE in FY14 and \$10,149,000 GPR and 2.0 GPR FTE in FY15 to fund support efforts in schools meeting certain criteria on the School Report Card under the new school accountability system.

Background/Analysis of Need

In February 2012, Wisconsin submitted an Elementary and Secondary Education Act (ESEA) flexibility request to the U.S. Department of Education (USED). The request was developed by the department in conjunction with educators, policymakers, parents, and other stakeholders including the School and District Accountability Design Team. On July 6, 2012, USED approved Wisconsin's ESEA flexibility waiver request.

Under the No Child Left Behind (NCLB) waiver, the state is setting higher expectations for pupils, educators, and schools with a clear focus on graduates being college and career ready. The reform agenda is based on college and career ready expectations, increased academic rigor, and a multiple measures approach to assessment and accountability for pupils and schools. Under the waiver, the state will:

- change academic standards, instructional practices, and assessments;
- more accurately and meaningfully assess and report how schools are doing;
- recognize schools that are doing well at educating pupils and closing achievement gaps and provide support for those schools that need to do better; and
- provide a fair, performance-based educator evaluation system to ensure pupils have effective teachers.

The waiver details Wisconsin's plans to meet federal accountability requirements using a comprehensive statewide accountability system. The system will include all public schools. This includes Title I schools, non-Title I schools; district, non-district, and non-instrumentality charter

schools. As part of Title I requirements, a school's Title I status cannot be considered when funding decisions are made under a state accountability system.

The state's accountability system will be based on a School Report Card built using a comprehensive accountability index that replaces the current Adequate Yearly Progress system. Support and intervention efforts will be focused on both high and low performing schools as identified on the School Report Card.

School Report Card

On October 22, 2012, the department released the first School Report Card. The School Report Card measures each school based on a combination of metrics from four priority areas:

- Pupil achievement
- Pupil growth
- Closing gaps
- On-track to graduation and postsecondary readiness

Additional factors incorporated into the accountability score include test participation, absenteeism, and drop-out rates. Failure to meet the statewide standard on these factors results in a point deduction from a school's score. The combination of all of these indicators will result in schools receiving an overall rating. The five rating categories are detailed in the table below:

Category	Minimum Score	Maximum Score
Significantly Exceeds Expectations	83	100.0
Exceeds Expectations	73	82.9
Meets Expectations	63	72.9
Meets Few Expectations	53	62.9
Fails to Meet Expectations	0	52.9

Proposed School Turn-Around Activities

The department is proposing to establish competitive three year grants to schools rated in the "Significantly Exceeding Expectations" category to host school-based demonstration visits and professional development for lower performing schools to observe and learn about effective instructional practices. These grants would be similar to the existing charter school dissemination grants. The featured practices must be based on the results of an externally facilitated diagnostic review. The grants would be a maximum of \$25,000 per year and be provided to an estimated 25 schools. The department is requesting \$625,000 annually beginning in FY15.

The department is also proposing to establish competitive grants for schools in the "Fails to Meet Expectations" and "Meets Few Expectations" categories to fund reading and/or math coaches in those schools. These grants would be available to all schools in this category; however preference would be given to schools that had completed a diagnostic review and aligned the coaching position requested to the results of the diagnostic review. The department anticipates grants at 250 schools in the "Fails to Meet Expectations" and "Meets Few Expectations" categories, providing 0.50 FTE at each school at a cost of \$37,500 per 0.50 FTE, with a total cost of \$9,375,000 annually. Coaches would work with teachers and school

administrators to develop instructional practice, advancing pupil learning and closing achievement gaps in reading and mathematics. Grant applications could also include a focus on developing school leadership to ensure that there is consistent educator training, role expectations, and development across critical structures in the school. Grants would be made for the initial cohort for three years, with a new cohort being identified after three years. Where geographically feasible, multiple schools could be served by a single reading or math coach.

Schools receiving a competitive grant for a reading coach would be required to ensure their district meets the current law requirement that every district have a reading specialist (Wis. Stats. 118.015 (2)). The reading specialist differs from the reading coach because the specialist is responsible for the overall district literacy program. On the other hand, the reading coach works as a mentor for teachers helping them improve teaching the reading program in their individual classrooms.

Schools applying for a competitive grant for a coach would also be required to submit their school district's department-approved K-12 literacy or mathematics plan. During the Read to Lead Task Force, representatives from the state of Florida discussed their belief that some of their success in boosting reading achievement was due to such a requirement.

Improving low-performing schools must begin with a focus on curriculum, assessment, and instruction. The strategies provided in this proposal are the basis of turnaround efforts supported by research underway in many other states. The professional development opportunities available to staff in low-performing schools during visits to higher performing schools are a dissemination model used effectively in Reading First and Title I. In addition, reading coaches were included as part of the Reading First program, which along with professional school librarians/library media specialists in the participating schools were particularly important to improving reading in low-performing schools.

It is important to note that this request would be just the start of a comprehensive support system that will help all of the state's struggling schools in their efforts to improve and close achievement gaps. The department is proposing these reform efforts as an initial investment toward a comprehensive full scale school turn-around program tied to a statewide school accountability system. As legislation is developed and passed into statute a truly comprehensive support system will:

- Develop principal leadership.
- Recruit and retain highly effective teachers to the lowest performing schools.
- Redesign the school day, week, or year to add additional instruction time.
- Strengthen the school's instructional program based on pupil needs.
- Develop data systems to inform instruction.
- Ensure the school environment is safe and disciplined.
- Provide ongoing mechanisms for family and community engagement.

The department does not currently have the capacity to implement and administer the requested school support grant program. The department requests the following resources to successfully administer these grants:

	FTE	FY14 Cost	FY15 Cost	Function/Need
Education Consultant	1.0	\$70,400	\$91,800	<ul style="list-style-type: none"> • Monitor reform implementation • Develop grant guidelines • Coordinate grant review and approval • Validate and evaluate reform efforts • Technical assistance
Operations Program Associate	1.0	\$44,500	\$57,200	<ul style="list-style-type: none"> • Maintain records • Manage contracts • Assist in grant review and processing
Total Costs	2.0	\$114,900	\$149,000	

The total costs of the department's proposal are detailed in the table below:

	FY14	FY15
Dissemination grants to schools in the "Significantly Exceeds Expectations" category	\$0	\$625,000
Reading and math coach grants in the "Fails to Meet Expectations" and "Meets Few Expectations" categories	\$0	\$9,375,000
Staffing Costs	\$114,900	\$149,000
Total Costs	\$114,900	\$10,149,000

Statutory Language

The department is requesting statutory authority to award grants based on criteria determined by the State Superintendent.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 4002*)

Subject: School support grants

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests a GPR appropriation of \$10,000,000 in FY15 for the purpose of providing school support grants to districts to fund turn-around efforts in schools and to provide dissemination grants in high-performing schools.

The department is requesting statutory authority to award school support grants based on criteria determined by the State Superintendent.

Related Stat. Citations:

Create s. 20.255 (2) (e), Wis. Stats., School support grants.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 4003 – EDUCATOR EFFECTIVENESS

109 – Educator Effectiveness

s. 20.255 (1) (ee) – New

139 – Educator Effectiveness State Model

s. 20.255 (1) (kr) – New

220 – Grants for Educator Effectiveness

s. 20.255 (2) (ek) – New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$6,864,600	\$6,719,300
Less Base	\$0	\$0
Requested Change	\$6,864,600	\$6,719,300

Request/Objective

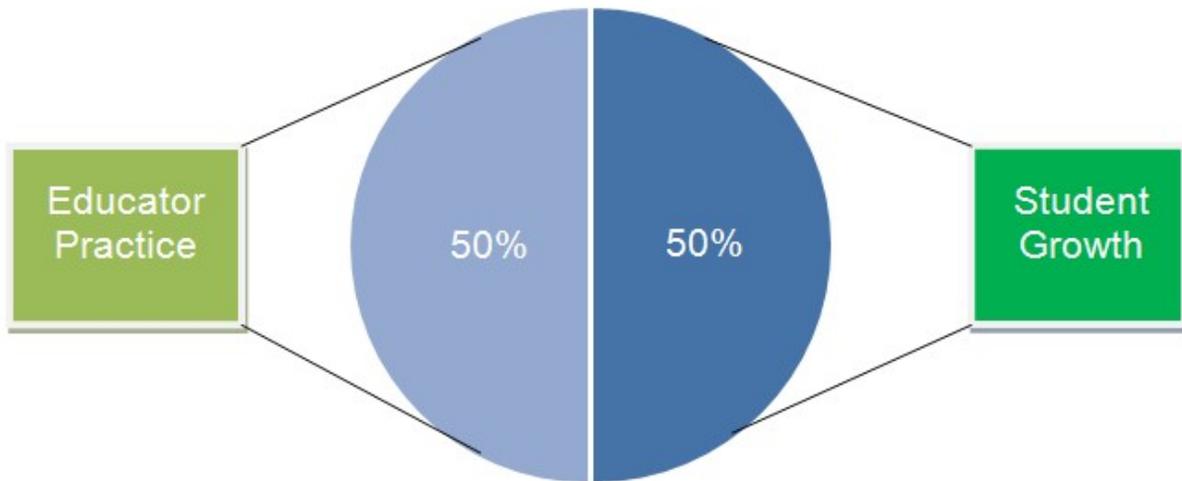
The department requests \$1,118,600 GPR in FY14 and \$973,300 GPR in FY15 to fund agency operations related to the Educator Effectiveness System (EE) for student outcomes, including value added, development, and infrastructure costs, as mandated by s. 115.415, Wis. Stats.

The department also requests \$5,746,000 GPR in FY14 and FY15 as an aid appropriation to districts at \$80 per user to purchase the educator practice model of the state's new EE.

The department also requests an all moneys received continuing appropriation to receive money from districts that choose to use the state model for the educator practice portion of the EE. The state estimates that about 75 percent of districts will choose to use the state model, thus the appropriation is funded at \$4,309,500 in each year.

Background/Analysis of Need

Subchapter II of ch. 115 Wis. Stats. governs the EE and requires fifty percent of the EE shall be based on student performance measures and fifty percent on educator practice—whether teacher practice meets the standards of the 2011 Interstate Teacher Assessment and Support Consortium or whether principal practice meets the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards. Additionally, subchapter II of ch. 115 Wis. Stats. requires the state to develop an equivalency process aligned with the state EE and ensure that districts seeking to utilize an alternative process to measure educator practice meet the state standards.



Developing the effectiveness of teachers and principals is one of the most direct and promising school-based strategies for improving public education to ensure that every child is a graduate. As such, Wisconsin's EE aims to support a system of continuous improvement of educator practice – from pre-service through in-service – that leads to improved student learning. The system will evaluate teachers and principals through a fair, valid, and reliable process using multiple measures across two main areas: educator practice and student outcomes.

An overarching goal of the department's EE is to incorporate a “multiple measures” approach, which draws upon multiple sources of evidence to evaluate educator performance, in order to provide a holistic view that is not overly dependent on any one source of data. Specifically, the system requires that evaluations utilize multiple measures of educator practice, as well as student growth.

After accounting for all costs to provide licensing, training, and regional support, DPI concludes that \$80 per user gives each district the opportunity to choose which model for educator practice is most beneficial for their district (e.g., the state model or other equivalent models). Because the portion of the system addressing student outcomes is not subject to equivalence, the department did not determine a per user cost for Student Outcome measurement.

Timeline

Developmental Pilot (July 2012 – June 2013). Ninety-four districts volunteered to receive training and participate in the developmental pilot of the evaluation of teacher practice, principal practice, or student learning objectives. Participants will provide the state with ongoing feedback regarding these specific components of the EE. Work teams comprised of DPI staff and external stakeholders will analyze the feedback to provide recommendations for system modification prior to full implementation.

Statewide Pilot (July 2013 – June 2014). The statewide pilot will allow schools and districts to implement the EE in its entirety. Specifically, schools will evaluate educator practice, using the components piloted and modified based on feedback in 2012-13, as well as student outcome measures, as available. Again, DPI will utilize ongoing feedback and recommendations from staff implementing the system across the state, as well as external stakeholders, to identify areas requiring modification and refinement within the system and its associated supports.

Statewide Implementation (July 2014 – June 2015). Per 2011 Act 166, schools and districts statewide must fully implement the EE in FY15. The full system will align with feedback and recommendations received from external work teams and pilot participants across the pilot years to ensure the system meets its intended purpose—improving educator professional practice and student outcomes. DPI commits to ongoing evaluation and further refinement of the system as necessary.

Educator Practice

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$5,746,000	\$5,746,000
Less Base	\$0	\$0
Requested Change	\$5,746,000	\$5,746,000

Educator practice comprises one half of educators’ evaluation score.

Teachers. Pre-service and in-service teachers must fully engage in their own evaluation, professional development plans, and license renewal processes in order to experience improved practice, as well as outcomes. Wisconsin has adopted Charlotte Danielson’s *2011 Framework for Teaching* (FFT), a research-based model used to assess effective teaching practices within four domains (planning and preparation, classroom environment, instruction, and professional responsibilities) across four levels of performance. Each component within the domains seeks to identify explicit, observable areas for improvement in instructional practice, regardless of a teacher’s overall performance level.

Principals. Similarly, principals must engage in their own evaluation process to ensure their leadership practices continually improve and student and school outcomes improve accordingly. Wisconsin developed a principal evaluation rubric based on versions developed in Indiana, Colorado, and Illinois and by referencing other research-based models (e.g., Douglas Reeves’ approach), which aligned to the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards, in order to ensure the rubric allowed for local Wisconsin context.

Implementation. DPI will provide training to all schools and districts that choose the state model, Teachscape, for measuring educator practice. This training will occur regionally across the state to support the statewide implementation of the new system in the summer of 2013-14, which will inform participants of state requirements associated with the EE, including:

- The evaluation of student outcomes (described in greater detail in following sections);
- How evaluators and educators can use Teachscape effectively; and
- The evaluation or observation process, including certification of evaluators.

Additionally, DPI will provide ongoing training sessions and professional development to support identified areas of need through ongoing systems of formative feedback, as necessary.

Teachscape. The Teachscape Effectiveness Platform is an FFT-based, integrated, secure platform that supports the development of effective teaching practices throughout an educator’s

career. The platform provides school districts with tools for classroom observation and evaluation, learning management, talent management, and collaboration.

Teachscape’s tools are designed to work in concert to systematically improve teaching.

- At the core of this work is to define effective teaching; what are its practices, what does it look like?
- After defining effective teaching, then begins the cyclical process of assessing teaching effectiveness to benchmark teachers against the common definition.
- But just measuring and gathering data is not enough. It requires using data to help teachers improve their knowledge and skills so they can continue to grow and develop as professionals and improve their effectiveness in the classroom.

(Teachscape Proposal, 2012)

Functionalities for Evaluators. Teachscape’s Framework for Teaching Proficiency Series (FFTPS) provides evaluator training, scoring practice, and proficiency tests. The FFTPS also provides evaluators the ability to reflect on their current evaluation practices, as well as learn from online video libraries about observable differences in instructional performance levels. The system not only increases local capacity to evaluate staff with the inclusion of tools to support walk-throughs, formal observations, video observations, and collection of other evidence, but also increases the quality of evaluations by ensuring evaluators understand and recognize the discreet, observable differences in various levels of performance across Danielson’s four domains. As a means to ensure this, the tool also includes calibration and certification software. Calibration refers to a method of improving the reliability of the evaluator’s teacher evaluation. By watching the same teacher, two different evaluators should reach the same conclusion about their practices. Teachscape software requires evaluators to complete a certification process and participate in ongoing calibration.

Functionalities for Teachers. Teachscape’s Framework for Teaching Effectiveness Series (FFTES) is comprised of online modules based on FFT to deepen teachers’ skills and knowledge, reflect on their own performance, and apply their learning in the classroom. The tool provides educators the ability to collect multiple sources of evidence to support the evaluation, reflection, and improvement of their instructional practice. The tool provides integrated professional development opportunities directly aligned to the needs of educators, as identified within evaluations and documented within the tool. The professional development system supports improvement in pedagogy, as well as subject-area knowledge.

Development. In collaboration with Teachscape, DPI will develop additional online content and tools to support the evaluation of principals (i.e., training and calibration for the evaluation of principal practice and professional development modules to improve principal practice) and education specialists (i.e., training and calibration for the evaluation of education specialists—pupil services—and professional development directly targeted to the unique needs and roles of education specialists).

Table 1: Costs Associated with Statewide Educator Effectiveness: Educator Practice

	2013-14	2014-15
Principal/Teacher Training	\$576,000	\$432,000
Teachscape Licenses	\$4,363,600	\$3,639,800
Teachscape Development	\$250,000	\$500,000
Regional Liaisons for Training and Support	\$343,900	\$961,700
WCER Practice Support	\$212,500	\$212,500
Total	\$5,746,000	\$5,746,000

Principal/Teacher Training. In order to increase the impact of the new statewide EE, DPI will rely heavily on training to ensure educators and evaluators understand how to use the system effectively (i.e., certification of evaluators, baseline data analyses, rigorous goal setting, collection of appropriate evidence sources, appropriate use of assessments, self-reflection, and professional growth). In FY14, \$576,000 goes to training teachers and principals to understand the new EE in its entirety, including assessment and analysis of student outcomes, as well as using Teachscape software to certify evaluators and help educators set appropriately rigorous goals, collect evidence sources, and refine practice. This estimate consists of logistical costs associated with renting venue space and providing food to participants for three days at each of the 12 regional sessions provided across the state. Costs to train educators in FY15 (\$432,000) will reduce, as most state educators will have received training associated with the statewide pilot. The training costs for FY15 estimate nine additional regional training sessions for educators across the state comprised of new educators or those who chose to wait until statewide implementation, as mandated by Act 166, to implement the system.

Teachscape Licenses and Development. According to Teachscape, licenses for evaluators and educators to access the system will cost the state an estimated \$4,363,600 in FY14. The cost for licenses include evaluators' access to training and proficiency tests associated with scoring performance and certification, calibration, tools for evidence collection, and the ability to analyze data. Additionally, the cost includes educators' access to evidence collection, professional growth planning, and embedded, individualized professional development aligned to each user's needs, as identified by evaluations and documented evidence. In FY15, Teachscape licenses will cost an estimated \$3,639,800. The cost variation across years can be attributed to the various prices for licenses associated with different roles. For example, a new evaluator's license will cost more than a returning evaluator. Within the first year of the biennium, when the state moves to a statewide pilot, the number of new evaluators (and their higher costs) will be greater than in future years.¹

The state also wishes to develop evaluator training, certification, and calibration for the evaluators of principals and education specialists, as well as professional development components directly aligned to principal and education specialist practice in order to ensure a comprehensive, fair system statewide. Based on estimates provided by Teachscape, this development will cost \$250,000 in FY14 to create the principal components and \$500,000 in FY15 to continue the principal work and begin development of the education specialist component.

Regional Liaisons for Training and Support. To provide regional trainings (as previously noted), DPI will contract for regional liaisons to facilitate initial state training to educators and evaluators and provide regional support to all districts as needed for roughly \$343,900 in FY14 and \$961,700 in FY15. The estimate for FY14 will pay 12 regional liaisons \$600 a day to serve their region approximately 48 days a year (or 0.18 FTE). In FY15, the cost associated with regional liaisons will increase as DPI reduces its central role in training and support and, instead, builds local capacity and systems of support to promote sustainability. As such, the

¹ FY14 assumes 3,000 new evaluators at \$349; 63,000 teachers at \$10; reflection and analysis software for all users at \$10; and embedded professional development for all teachers at \$28. FY15 assumes 250 new evaluators at \$349; 2,750 existing evaluators at \$149 (calibration); 63,000 teachers at \$10; reflection and analysis software for all users at \$10; and embedded professional development for all teachers at \$28. These estimates draw upon current employment data by role.

costs will provide 20 regional liaisons at \$600 a day to serve their region an increasingly larger portion of their time (80 days or approximately 0.31 FTE).

Developmental Support. DPI will contract with the Wisconsin Center for Education Research (WCER) to support the development of new components associated with measuring educator practice. Specifically, WCER will help DPI and external stakeholders develop rubrics to measure practice of educational specialists, as well as assist in the development of new components within Teachscape. Additionally, WCER will assist DPI in the development and facilitation of training to schools and districts participating in the statewide pilot and statewide implementation of the EE, create methods to collect ongoing feedback from the field to inform modifications to the system and its associated support, and develop systems to build local capacity and implementation sustainability. According to WCER estimates, this support will cost \$212,500 in each year of the biennium.

Educator Practice: Total Costs. These components sum to a total cost of \$5,746,000 in each year of the biennium, or \$80 per user (\$5,746,000 divided by 72,500 total educators). DPI estimates that it will cost \$80 per user to finalize development of the system and provide initial training, Teachscape licenses, professional development, and ongoing systems of support. Due to the initial costs associated with system development and the high volume of training and support associated with implementing statewide, DPI estimates the costs associated with Educator Practice will be highest in this biennium. Costs will potentially increase in the following year (FY16) due to additional licenses required for new evaluators of subsequently developed components (i.e., principal evaluation and education specialist evaluation) and the associated professional development costs. After that, DPI believes that ongoing per user costs may reduce to less than \$80 per educator.

The department is requesting \$5,746,000 each year as an aid appropriation to districts at \$80 per user to purchase the educatory practice model. By giving districts \$80 per user, they can choose which EE model would be most beneficial to them. The state model, Teachscape, requires districts to then give money back to DPI to communicate with Teachscape and provide licenses, training, professional development, and ongoing support. The department believes that \$80 per user should cover buying into alternative models as well.

Student Outcomes

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$1,118,600	\$973,300
Less Base	\$0	\$0
Requested Change	\$1,118,600	\$973,300

Student growth measurements comprise the second half of an educator’s effectiveness score. Specifically, an educator’s student outcomes score consists of growth as measured by a value-added state assessment, a district assessment, student/school learning objectives, school-wide graduation in high school or school-wide reading in elementary and middle schools, and district choice.

Value-Added State Assessment. The Value-Added Research Center (VARC) at UW-Madison has developed a means to incorporate a value-added analysis of teacher contribution to student performance. Through VARC’s research, the state will assess teachers’ direct contribution on their students’ outcomes. As part of the EE, VARC will apply this methodology to state assessment data, when available (i.e., tested grades and subjects).

District Assessment. When available, districts may draw upon standardized tests administered consistently across the district to measure student growth in tested subjects and grades.

Student/School Learning Objectives (SLOs). SLOs provide educators an opportunity to set detailed, measurable goals for student and school academic growth, based on baseline data, to be achieved in a specified period of time. SLOs provide educators with opportunities to demonstrate their students’ academic growth.

School-wide Graduation or Reading Scores. All educators in schools graduating students will receive a score, constituting a small portion of their overall score, which measures student growth of school-wide graduation rates. All educators in schools not graduating students will receive a score, constituting a small portion of their overall score, which measures student growth of school-wide reading scores in tested grades and subjects.

District Choice. All educators will receive a score, constituting a small portion of their overall score, which demonstrates the amount of student growth towards an initiative identified as a priority by a district administrator (e.g., attendance, behavior, college and career readiness, etc).

Table 2: Costs Associated with Statewide Educator Effectiveness: Student Outcomes

	2013-14	2014-15
Value Added Research Center	\$884,100	\$810,000
WCER Outcomes Support	\$212,500	\$106,300
IT Costs	\$22,000	\$22,000
Evaluation Design	--	\$35,000
Total Student Outcomes	\$1,118,600	\$973,300

Value-Added. The estimated costs associated with providing teacher-level value added data in this biennium will represent higher costs than future years due to the need to develop an interim system for data collection and integration, as well as roster verification, in the absence of the statewide student information system (SSIS). According to estimates provided by VARC, this work will cost \$884,100 in FY14 and \$810,000 in FY15. The estimate provided for FY14 consists of the following one-time costs: \$62,500 to gain licenses to an interim system, \$21,600 in integrating data systems, and \$50,000 to compensate staff hours required to align the systems. Additionally, the FY14 estimate includes ongoing costs of \$750,000 to analyze the value-added data. The FY15 estimate represents the ongoing costs of \$750,000 for data analysis and \$60,000 for annual maintenance and roster verification. DPI estimates that the costs associated with value added analysis will decrease upon completion of the SSIS, at which point the estimated cost will be approximately \$750,000 annually for analysis.

Developmental Support. WCER will provide support to develop processes associated with the measurement of student outcomes at \$212,500 in FY14 and \$106,300 in FY15. In the first year of the biennium, this assistance would help to provide guidance on appropriate usage of

assessments across various components of the student outcome portion of the system and determine how to combine outcome scores and practice scores for an overall educator performance rating. In the second year of the biennia, the cost decreases slightly to account for the ongoing nature of refining the usage and integration of outcome measures and scores.

Infrastructure Costs. Additionally, the integration and alignment of interim data systems will cost approximately \$22,000 for each year in the biennium to support in-house, IT costs in order to align the system with the online resources available to DPI.

Evaluation. In FY15, DPI, in collaboration with external stakeholders and experts, will begin to design an evaluation of the statewide EE at a cost of \$35,000. Specifically, the evaluation will measure the impact of the system on instructional practice and student outcomes. DPI will begin designing the evaluation in FY15, prior to developing a Request for Bid (RFB) for an external evaluator, and initiating a statewide evaluation in future years.

Student Outcomes: Total Costs. These components sum to a total cost of \$1,118,600 FY14 and \$973,300 in FY15. As previously noted, these costs will decrease slightly after the biennium and upon implementation of the SSIS. These student outcome costs are budgeted directly in the department.

Table 3: Total Biennium Costs

Total FY14	\$6,864,600
Total FY15	\$6,719,300
Total 2013-15 Biennium	\$13,583,900

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 4003*)

Subject: Educator Effectiveness
Request Date: November 12, 2012
Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

Educator Effectiveness

The department requests \$1,118,600 GPR in FY14 and \$973,300 GPR in FY15 to fund agency operations related to Educator Effectiveness for student outcomes, including value added, development, and infrastructure costs, as mandated by s. 115.415, Wis. Stats.

Educator Effectiveness State Model

The department requests an all moneys received continuing appropriation to receive money from districts who want to use the state educator effectiveness model as defined by s. 115.415. The state expects to receive approximately \$4,309,500 each year from the districts to be spent on the state model.

Grants for Educator Effectiveness

The department requests statutory language to provide districts with \$80 per user to purchase an educator effectiveness model as defined under s. 115.415. The state will provide a model for this amount, or the district may choose an equivalent alternative to evaluate their educators.

Related Stat. Citations:

Create s. 20.255 (1) (ee), Wis. Stats. to provide an annual appropriation to allow the department to pay for operations related to Educator Effectiveness.

Create s. 20.255 (1) (kr), Wis. Stats. to provide an all moneys received continuing appropriation in order to spend the money districts pay to the department for the statewide educator effectiveness model.

Create s. 20.255 (2) (ek), Wis. Stats., and appropriate \$5,746,000 in FY14 and FY15 to provide money for districts to participate in an educator effectiveness system as defined by s. 115.415, Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 4004 – TEACHER RECRUITMENT SCHOLARSHIPS

High need teacher scholarships
s. 20.235 (1) (tbd) – New in HEAB

FISCAL SUMMARY	
2013-14 Request	2014-15 Request
\$0	\$1,000,000

Request/Objective

The department requests \$1,000,000 GPR in FY15 to create a new High Need Teacher Scholarship Program at the Higher Educational Aids Board (HEAB).

Background/Analysis of Need

A highly qualified teacher is one of the most important components, if not *the* most important component, in student learning. Wisconsin has long been known for the high quality of its teaching workforce. However, an increasing number of Wisconsin teachers are reaching retirement age and a shortage of teachers in critical subject areas continues to grow. This growing challenge makes it more important than ever for Wisconsin's public schools to attract and retain exceptional, diverse individuals who have the talent and desire to improve educational opportunities for the state's children.

Recruitment and retention of highly qualified teachers is particularly important in Wisconsin's higher poverty school districts. Districts with concentrated pupil poverty experience higher rates of teacher turnover and transfer, higher absenteeism, and fewer applications for open positions. All Wisconsin pupils, regardless of where they live or their economic circumstance, should have access to highly qualified teachers.

Teacher attrition has attracted considerable attention as many federal, state and local policies intended to improve pupil outcomes focus on recruiting and retaining more qualified and effective teachers.

Education incentives may help to address these staffing shortages and promote high quality educational opportunities for Wisconsin pupils.

Under current law, HEAB administers various student loan programs under which certain percentages of the loans are forgiven for each year that a loan recipient is employed in certain professions after completion of the recipient's program of study. Those programs include loans that are forgiven after the recipient has been employed as a nurse in this state, as a teacher in the Milwaukee Public Schools, as a teacher of visually impaired pupils or as an orientation and mobility instructor in this state.

To address the immediate need to recruit and retain qualified, diverse teachers in shortage areas and higher poverty school districts, the department proposes that the following program be established at HEAB starting in FY15:

- **High Need Teacher Scholarship Program.** This new program will attract teachers to higher poverty schools and/or critical shortage subject areas and would have criteria similar to the Minority Teacher Loan Program. For instance, the recipient must be a Wisconsin resident junior, senior, or graduate student who is enrolled at least half-time in a program leading to teacher licensure at an independent or University of Wisconsin institution. Other criteria of the program would include the following:
 1. Create an annual appropriation of \$1,000,000 GPR. This would fund 200 students per year at \$5,000 each.
 2. Allow a maximum award of \$5,000 per year for a total of \$10,000.
 3. As a stipulation for receiving the scholarship, the recipient must agree to do one of the following for 4 years: 1) Teach in a Wisconsin public school district in which at least 40 percent of the pupils enrolled are eligible for free or reduced-priced lunch under 42 USC 1758 (b). Approximately 200 districts would be eligible. Or, 2) Hold one of the following licenses issued by the Wisconsin Department of Public Instruction and be teaching in the subject area/grade level of the license held:
 - a. A license in mathematics and assigned to teach in that subject at the middle or high school level.
 - b. A license in a science subject and assigned to teach in that science subject at the middle or high school level.
 - c. A license in technology education and assigned to teach in a technology education program at the middle or high school level.
 - d. A license in English as a second language (ESL) and assigned to teach ESL at any developmental level.
 - e. A bilingual-bicultural license and assigned to teach in a bilingual program at any developmental level.
 - f. A special education license and assigned to teach in a special education program at any developmental level.
 - g. A world language license and assigned to teach in that subject at any developmental level.
 4. If the recipient does not complete four years of teaching in an eligible subject area, school or developmental level, or school district within eight years of receiving their initial educator license, the scholarship must be repaid at 5 percent interest, with 25 percent reduced from the scholarship total for each year the recipient teaches.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 4004*)

Subject: Teacher Recruitment Scholarships

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

To address the immediate need to recruit and retain qualified, diverse teachers in shortage areas and higher poverty school districts, the department proposes establishing the High Need Teacher Scholarship Program at the Higher Educational Aids Board (HEAB). This new program will attract teachers to higher poverty schools and/or critical shortage subject areas and would have criteria similar to the Minority Teacher Loan Program. For instance, the recipient must be a Wisconsin resident junior, senior, or graduate student who is enrolled at least half-time in a program leading to teacher licensure at an independent or University of Wisconsin institution. Other criteria of the program would include the following:

1. Create an annual appropriation of \$1,000,000 GPR at HEAB. This would fund 200 students per year at \$5,000 each.
2. Allow a maximum award of \$5,000 per year for a total of \$10,000.
3. As a stipulation for receiving the scholarship, the recipient must agree to do one of the following for 4 years: 1) Teach in a Wisconsin public school district in which at least 40 percent of the pupils enrolled are eligible for free or reduced-priced lunch under 42 USC 1758 (b). Approximately 200 districts would be eligible. Or, 2) Hold one of the following licenses issued by the Wisconsin Department of Public Instruction and be teaching in the subject area/grade level of the license held:
 - a. A license in mathematics and assigned to teach in that subject at the middle or high school level.
 - b. A license in a science subject and assigned to teach in that science subject at the middle or high school level.
 - c. A license in technology education and assigned to teach in a technology education program at the middle or high school level.
 - d. A license in English as a second language (ESL) and assigned to teach ESL at any developmental level.
 - e. A bilingual-bicultural license and assigned to teach in a bilingual program at any developmental level.
 - f. A special education license and assigned to teach in a special education program at any developmental level.
 - g. A world language license and assigned to teach in that subject at any developmental level.
4. If the recipient does not complete four years of teaching in an eligible subject area, school or developmental level, or school district within eight years of receiving their initial

educator license, the scholarship must be repaid at 5 percent interest, with 25 percent reduced from the scholarship total for each year the recipient teaches.

Related Stat. Citations:

Create a new annual appropriation in HEAB: High need teacher scholarships - s. 20.235 (1) (tbd), Wis. Stats.

Create the High Need Teacher Scholarship program in Chapter 39, Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 5000 – STATEWIDE STUDENT INFORMATION SYSTEM

106 – Student information system
s. 20.255 (1) (e)

131 – Data Processing
s. 20.255 (1) (ks)

137 – Student information system fees
s. 20.255 (1) (ed) - NEW

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested GPR Funding (106)	\$13,875,900 1.0 FTE	\$0 1.0 FTE
Less Base	\$0	\$0
Requested Change	\$13,875,900 1.0 FTE	\$0 1.0 FTE

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested PR-S Funding (131)	\$4,834,200 2.0 FTE	\$4,877,000 2.0 FTE
Less Base	\$4,693,500	\$4,693,500
Requested Change	\$140,700 2.0 FTE	\$183,500 2.0 FTE

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested PR-S Funding (137)	\$1,449,800 1.0 FTE	\$2,771,700 1.0 FTE
Less Base	\$0	\$0
Requested Change	\$1,449,800 1.0 FTE	\$2,771,700 1.0 FTE

Request/Objective

The department requests \$13,875,900 GPR, 1.0 GPR FTE, \$1,590,500 PR-S, and 3.0 PR-S FTE in FY14 and 1.0 GPR FTE, \$2,955,200 PR-S, and 3.0 PR-S FTE in FY15 to continue to procure, implement, and support the statewide student information system (SSIS) as required by 2011 WI Act 32, the biennial budget bill.

The department also requests that appropriation s. 20.255 (1) (e), Wis. Stats. be changed to a continuing appropriation.

The department requests that a new continuing PR-S appropriation be created in FY14 for the purpose of collecting fees from users of the SSIS to pay for vendor per pupil fees and operating costs.

Background/Analysis of Need

2011 WI Act 32, the biennial budget bill, required the state superintendent to establish a SSIS to collect and maintain information about pupils enrolled in public schools, including their academic performance and demographic information, aggregated by school district, school, and teacher. The act also required the state superintendent to ensure that within five years of the establishment of the system, every school district is using the system.

2011 WI Act 32 created a biennial appropriation s. 20.255 (1) (e) to pay for costs associated with the establishment of the SSIS and the conversion of school districts from their existing system to the statewide system. A total of \$15,000,000 GPR was placed in the Joint Committee on Finance (JCF) appropriation and the state superintendent and governor were required to present a plan for the system to JCF in order for the funds to be released.

The state superintendent presented the plan for the SSIS to JCF in August 2011, requesting the full \$15,000,000. In November 2011, JCF released \$5,000,000 to s. 20.255 (1) (e), Wis. Stats. while holding another \$5,000,000 for the department and the governor to request again in FY13. The remaining \$5,000,000 was lapsed back to the general fund.

The department does not project to spend the entire \$5,000,000 remaining in the 2011-13 biennium. This will result in the \$5,000,000 GPR that is being held by the JCF to be lapsed back to the general fund as well as any amount short of \$5,000,000 that is spent by the end of FY13.

Request for Proposal

The department has worked with the Department of Administration (DOA) to solicit bids for the SSIS through the state's procurement process with initial bids due July 10, 2012. The Request for Proposal (RFP) is currently on target but faces a rigorous schedule. The RFP timeline is detailed below:

	Date
RFP release date	5/2/2012
RFP due date	7/10/2012
Proposal evaluation	July/August 2012
Vendor demonstrations	October 2012
Final scoring of bids	October 2012
Best and Final Offer(s) due date	November/December 2012
Contract Award	November/December 2012

System Rollout

Based on the RFP schedule, a final decision on the vendor will be made by the end of calendar year 2012, with implementation beginning in 2013. Once the vendor contract is signed the next

steps will be to prepare the statewide database, accounts for department staff, training for department staff, and Alpha testing.

Beta testing is planned for the first quarter of the 2013 calendar year. Testing will be comprised of school districts with varying pupil populations and multiple current student information system (SIS) vendors currently being used at the districts. The pilot districts will not be confirmed until after a vendor is selected; however, they are expected to comprise more than 50,000 pupils and be determined by considering a number of factors including district size, district location, the district's current SIS vendor, and the expiration date of the district's existing SIS contract.

After the completion of beta testing, the department is planning for eight to ten waves of districts with fifty to eighty districts in the implementation process at all times throughout the statutory five year window. Implementation timelines are subject to local decisions regarding how each individual school district will manage the implementation process in conjunction with the department, the selected vendor, and any other project partners. Implementation schedules will also relate to an overall planning and timeline framework across the entire state; however, it should be noted that the department does not have authority to compel an individual district to switch at a specific time.

School districts will be required to transition to the SSIS within five years of the implementation of the system. Districts will incur costs to make this transition for preparing their data for migration to the new system and for training a core group of users who will be the primary contacts during the district's implementation. Project expenses will vary by district based on district size and whether or not the district is currently using the vendor ultimately chosen to provide the SSIS. Average district costs are projected to be between \$15,000 and \$60,000 for a one-time transition, although exceptions may arise given the wide range of district sizes based on pupil enrollment. As part of the RFP process, potential vendors are required to identify these costs as part of their bid.

The department's implementation plan consists of importing five years of pupil data and connecting third party software to the statewide system specifically for the use at the district. Districts will not incur costs for implementation unless they choose to import more than five years of data or if they need custom connections to third party software. The department's project team will make efforts to re-use data connections across other districts where possible to maximize the investment of time and funding.

Additional costs of SSIS implementation are defined in the RFP; however, until the RFP process is complete the department can only estimate these costs. Once bids are revealed by DOA, the department will have a more accurate estimate of total implementation costs. Estimated costs are detailed in the table below:

SSIS Implementation	Estimated Cost
Consulting and project management	\$200,000
Interface between SSIS and existing state data warehouse (WISEdash)	\$400,000
SSIS vendor consulting to connect SSIS and WISEdash	\$44,200
Connection between SSIS and existing state and federal data collections	\$200,000
School district implementation costs	\$11,671,500
Custom work to add additional years of pupil data or to	\$0

connect third party software to the SSIS for an individual district – to be paid by school district	
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As part of the implementation process, the department will provide management and oversight. The department is requesting 1.0 GPR FTE and \$496,700 annually to cover the costs of supporting the SSIS implementation. The details of staff and functions are listed in the table below and are consistent with the plan for the SSIS submitted to JCF on November 10, 2011. That plan projected 4.0 contractors at an annual cost of \$540,000. This request, however, is for 1.0 permanent FTE in addition to utilizing three contractors. In addition to cost savings, the department believes that potential staff with expertise in the implementation of student information systems will be already employed and difficult to recruit for a non-permanent opportunity.

Position	GPR FTE	Contractors	Annual Cost (Salary & Fringe)
Project Manager	1.0		\$91,700
Technical Lead		1.0	\$135,000
Data Analyst		2.0	\$270,000
Total Annual Costs	1.0	3.0	\$496,700

Current Biennium Expenditures

The department has already begun work in the 2011-13 biennium utilizing the funds provided in the biennial appropriation. The department is projected to spend \$1,124,119 GPR by the end of FY13. These estimated costs are detailed in the table below:

	Actual FY12 Costs	Projected Cost through June 30, 2013	Total Projected Costs
Project management and operational cost	\$121,119	\$463,000	\$584,119
Third part auditor for RFP		\$40,000	\$40,000
Pilot school district and system implementation costs		\$500,000	\$500,000
Total 2011-13 Biennial Expenditures	\$121,119	\$1,003,000	\$1,124,119

Based on these estimates, the department is projected to lapse \$3,875,900 of the initial \$5,000,000 GPR allocation.

Ongoing Costs and Staff – Post Rollout / Ongoing Maintenance Efforts

During and after the five-year implementation period there will be ongoing operational costs related to maintenance of the SSIS and management of the system. The department projects that they will need 2.0 FTE in the next biennium to complete this work.

Position	PR-S FTE	Annual Cost
ETL Developer/Quality Assurance	1.0	\$170,000
Help Desk	1.0	\$170,000
Total Costs	2.0	\$340,000

2011 WI Act 32, the biennial budget bill, provided the state superintendent with the authority to charge a fee to users of the SSIS. School districts will pay the per pupil fee for the SSIS to the department. The department will aggregate these funds and pay the selected vendor directly. This structure will require the department to contract with each individual school district to collect the district's fees and pay them to the vendor. In addition, the department will need to work directly with school districts on billing, payment, and reconciliation of per pupil fees. The department is requesting a 1.0 FTE contract specialist to complete this work, funded by school district fees.

Position	PR-S FTE	Annual Cost (Salary & Fringe)
Contract Specialist	1.0	\$79,600
Total Costs	1.0	\$79,600

Annual per Pupil Fees for SSIS

Based on the SSIS implementation experience of other states, the RFP required the vendors to identify annual per pupil pricing based on three different implementation models. School districts will have their choice of these options for implementing the SSIS. The options vary in price and the level of service provided by the vendor as well as additional costs the district may incur either to a third party or internally. The three options, intended to give school districts the flexibility to choose the environment that best serves their individual needs, are detailed below:

Option 1: Software as a Service (SaaS)

The vendor will own and operate all of the software and server hardware necessary. In addition, the vendor will be responsible for the data center, security, backups. The district users (including parents and pupils) will access the system through a web browser.

District pays for License fee, Support fee, and Hosting fee.

Option 2: Vendor hosts the application using contracted servers dedicated to a single district

The vendor will own and operate all of the software and server hardware necessary. In addition, the vendor will be responsible for the data center, security, backups. The district users (including parents and pupils) will access the system through a web browser. The difference between this option and the first option is that the server will be dedicated to one district. In situations where the district network and access to web bandwidth is limited, this option will improve performance for the district users.

District pays for License fee, Support fee, and Hosting fee.

Option 3: District hosts the application using district owned servers

The district will own and operate the server hardware necessary. The vendor will be responsible for the software and will provide districts access to it including updates. The district will be responsible for the data center, security, backups. The district users (including parents and pupilss) will also access the system through a web browser.

District pays for License fee and Support fee.

District pays any internal costs for servers.

The department will enter into a contract with each school district as the SSIS is implemented in their district. Under each contract, school districts will pay the per pupil fee determined by their specific implementation directly to the department. The department will then aggregate those payments and pay the selected vendor directly.

The department estimates that approximately 20 percent of the state's pupil population will be implemented by the end of 2013-14 and that 40 percent of the state's pupil population will be implemented by the end of 2014-15.

Statutory Language

The department is proposing statutory language to create the new continuing PR-S appropriation and to change the current biennial GPR appropriation to a continuing appropriation.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 5000*)

Subject: Statewide Student Information System

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department is requesting that an existing biennial appropriation be changed to a continuing appropriation and that a new continuing appropriation be created.

Wis. Stats. 20.255 (1) (e) contains GPR to be used for the Statewide Student Information System. Wis. Stats. 115.28 (12) (a) requires the department to establish a student information system to collect and maintain information about pupils enrolled in public schools, including their academic performance and demographic information, aggregated by school district, school, and teacher. In addition, statute requires the department to ensure that within five years of the establishment of the system, every school district is using the system. As part of the implementation, state funding is designated to pay for the costs school districts incur to switch to the statewide system. Changing the appropriation to continuing will allow the department to bring school districts onto the system as they are ready, during the five year implementation window, rather than as funds are available or according to a state determined schedule that does not meet the needs of individual districts.

Wis. Stats. 115.28 (12) (b) authorizes the department to charge a fee to any person that uses the system. It specifies that all fees shall be credited to the appropriation account under s. 20.255 (1) (jm), Wis. Stats. The department is requesting that a new continuing appropriation be created for all fees to be credited to instead of the existing appropriation. The majority of fees collected under this statute will be from school districts using the system for purposes of paying the contracted vendor and the associated costs of maintaining the system. These fees will be billed to and paid by school districts prior to payment being due to the contracted vendor. Creating a new continuing appropriation for user fees will allow the department to collect and pay fees based on the implementation schedule that best meets district needs, rather than allowing district implementation based on the authority to pay fees out to the contracted vendor. It will also ensure district fees are used for the purpose intended, separating them from fees paid for other programs or services.

Related Stat. Citations:

Modify s. 20.255 (1) (e), Wis. Stats., Student Information System.

Create s. 20.255 (1) (ed), Wis. Stats., Student Information System Fees.

Modify s. 115.28 (12) (b), Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 5001 – WISEDASH

108 – WISEdash

s. 20.255 (1) (ek) - NEW

131 – Data Processing

s. 20.255 (1) (ks)

141 – Federal aids; program operations

s. 20.255 (1) (me)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested GPR Funding	\$4,434,300	\$4,434,300
Less Base	\$0	\$0
Requested Change	\$4,434,300	\$4,434,300

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested PR-S Funding	\$8,305,400 1.0 FTE	\$8,305,400 1.0 FTE
Less Base	\$4,693,500	\$4,693,500
Requested Change	\$3,619,100 1.0 FTE	\$3,619,100 1.0 FTE

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested PR-F Funding	\$43,684,000 -1.0 FTE	\$43,684,000 -1.0 FTE
Less Base	\$43,733,100	\$43,733,100
Requested Change	-\$49,100 -1.0 FTE	-\$49,100 -1.0 FTE

Request/Objective

The department requests \$4,434,300 GPR in both FY14 and FY15 to maintain and develop the department’s data warehouse and reporting systems to meet the needs of education decision makers at both the state and local level as well as federal and state reporting requirements. The department requests that a new GPR appropriation be created for the purpose of maintaining and developing the longitudinal data system (LDS) and WISEdash as well as maintaining the other systems.

The department requests \$3,570,000 PR-S in both FY14 and FY15 in the department's data processing appropriation to utilize contractors to maintain and develop the department's data warehouse system and reporting system. The requested GPR will be used to fund the contractors.

The department also requests \$49,100 PR-S and 1.0 PR-S FTE, and -\$49,100 PR-F and -1.0 PR-F FTE in both FY14 and FY15 to convert an existing permanent federal position to program revenue.

Background/Analysis of Need

Longitudinal Data Systems

An LDS is comprised of a comprehensive data warehouse storing pupil and school data from a variety of sources, reporting tools to access the data and for users to use for reporting and analysis, multiple security components to ensure that only authorized personnel view confidential data, and professional development.

The federal government recognizes the value of longitudinal data and encourages the analysis of pupil-level information, over time. The U.S. Department of Education (USDoE) Institute for Education Sciences (IES) sponsors the State Longitudinal Data System (LDS) Grant Program.

Funding from that program allowed for the initial development of the department's data warehouse via an initial \$3.1 million grant for 2005-2009 (LDS I). Development of additional applications and data capacities continues via a \$5.5 million grant, received in mid-2009 and ending in April 2013 (LDS II).

In December 2009 the department applied for and received a third federal grant for \$13 million (LDS III) to enable Wisconsin to advance and enrich its current work. This grant ends in June 2013.

All objectives identified to the federal government in the original grant applications will be accomplished by the end of the grant period. The grants will be closed out and completed at the end of the grant period, June 30, 2013.

Through the implementation of these three grants, the department has made significant progress in building and utilizing longitudinal data capabilities. The data warehouse integrates data from a variety of data sources into one warehouse including:

- Individual Student Enrollment System (ISES).
- Wisconsin Student Assessment System (WSAS).
- ACCESS for English Language Learners (alternate assessment to Wisconsin Knowledge and Concepts Exam).
- ACT and Advanced Placement data.
- P-20 National Student Clearinghouse data.
- Student Growth Percentile data.

Reports built off data in the LDS include:

- Pupil level and aggregated data tracked over time.
- Pupil growth percentile reports.
- Postsecondary enrollment reporting data.
- School District Performance Report, the public report on school district performance required under state statute.

The department has developed a myriad of tools to benefit school districts that are integrated into the LDS. These include:

- Multi-dimensional analytic tool, enabling secure analysis in change of scale scores over time.
- A secure access file exchange, enabling secure distribution of files and reports to school districts from the department.
- A secure home page allowing users access to multiple tools from a single home page and other agency applications including the new Online School Directory.
- An application security manager, enabling school districts to manage user access in their districts.
- Coursework data collection, including a pupil-teacher course link.
- The WISEdash reporting and dashboard solution.

The department remains committed to continuing the development of the LDS to meet the goals of the grants and the needs of Wisconsin educators, parents, and pupils. Items currently in development include:

- Online education licensure system.
- Interoperable data systems allowing the assigning of the Wisconsin Student Number at the post-secondary level and the completion of data studies linking K-12 and post-secondary performance.
- Early childhood analysis to plan for the integration of early childhood data into the data warehouse and reporting environment.

WISEdash

The department's business intelligence tool, WISEdash, utilizes aggregate and detail data from a variety of sources to build dashboards and reporting for decision makers, department staff, school districts, and eventually the public. WISEdash includes the following components:

- An education data model structured to enable smart reporting on education data.
- A data warehouse to store and integrate data on a variety of subject areas, including data imported from the LDS data warehouse.
- Role-based data access and dashboards.
- Public and secured reporting through the same technology that can reach a wide variety of users with diverse data needs.
- Ad hoc reporting functionality (e.g. choose a district and demographic).
- Advanced reporting capabilities for a limited number of power users at the district and state level to create customizable reports including reports to meet federal, state and local requirements.

- Documentation, including professional development resources such as pre-made workbooks to guide understanding and use of dashboards and reports.

The department partnered with 21 school districts to pilot a secure release of WISEdash in June 2012. Initial data provided included:

- Enrollment and Attendance.
- Assessments (including WSAS, ACT and AP).
- Pupil Growth Percentiles.
- Pupil Profile (only available with a specific security role).
- Pupil Search (only available with a specific security role).

The department's ultimate goal is for WISEdash to be able to provide access to data on pupils as they transition from early childhood programs through K-12 schools, and on from K-12 to post-secondary institutions. Data and reporting available through WISEdash is critical to the long term success of major department and state-level initiatives, including:

- Statewide Student Information System.
- School accountability.
- Educator effectiveness.
- SMARTER Balanced Assessments and Dynamic Learning Maps.
- College and career readiness assessments.

Next Steps for WISEdash

All LDS and WISEdash work completed to date is almost solely based on funding from the three federally funded LDS grants. With the grants ending in June 2013, the department believes that it needs an alternate funding source to ensure maintenance and development of the tools to continue providing the value of data and analysis back to districts and schools. In addition, the department needs to be able to continue work on the various projects in the P-20 spectrum to build upon what has already been done and the relationships already built. The department believes that all of the work completed over the past seven years will be in vain unless alternative funding sources can be utilized in place of the grant funding.

The department has made considerable progress on building a data warehouse and tools to access the data. The department believes that a data warehouse and reporting solution is the foundation on which a robust system may be built. In addition to the information available for the pilot, the department currently has a list of more than 70 items to add to the data warehouse and/or the dashboard to enable even more robust research and analysis. These enhancements are related to major department and statewide initiatives and are critical to being able to provide aggregated reporting to policy decision makers. Examples of data and/or dashboards or reports that have been requested to be implemented within or integrated into WISEdash include:

- Statewide Student Information System (SSIS), including career and technical education (CTE) data and Gaining Early Awareness & Readiness for Undergraduate Programs (GEARUP) data. This includes both the increased volume of data and a more timely integration of that data, reducing the current delay of more than a year before data is available for informed decision making.
- Coursework Completion System (CWCS).
- SMARTER Balanced Assessment System (SBAC).
- Educator Licensing Online (ELO).
- Educator Effectiveness.

- Early Childhood.
- Postsecondary.

The department's current priorities for immediate development are listed below in order of importance:

1. Public reporting portal for WISEdash.
2. Integration of school report cards.
3. Early warning system dashboards.
4. Integration of value-added growth data.
5. Finalize integration of P-20 National Student Clearinghouse data.

It is important to note that the data connection between SSIS and WISEdash allows reporting and analysis not available directly in the SSIS. Importing the data into WISEdash allows for state and regional level analysis and also allows SSIS data to be connected to data from all of the other systems connected to WISEdash. Some analysis is available within the SSIS, however not to the robust level that is achieved by bringing that data into WISEdash.

Maintenance and Future Development of WISEdash

The LDS grants currently fund technical support and maintenance for WISEdash. These costs will continue after the expiration of the LDS grants in FY13. The table below shows the annual expenditures related to support and maintenance.

Hardware, software, and maintenance costs	Estimated FY13 cost	Estimated Annual Cost
Edvantage Maintenance	\$26,300	\$27,600
Edvantage Support	\$0	\$31,300
Oracle Maintenance and Licenses-Dev DW, Prod DW, ISES Prod	\$45,400	\$60,600
SQLServer Maintenance and Licenses	\$26,200	\$26,200
Hardware	\$300,000*	\$50,000
Visual Studio Licenses	\$3,600	\$3,600
Software Licenses	\$3,000	\$5,000
DOA Hosting Fees	\$4,900	\$5,000
Misc. Expenses	\$20,000	\$25,000
Training-Analysis Services		\$19,500
Total Non-Staffing Costs		\$253,800

*Hardware purchase will be in FY13, annual costs will be for maintenance in FY14 and FY15

The department remains committed to maintaining existing functionality and continuing the development of the LDS and WISEdash to meet the goals of the grants and the needs of Wisconsin educators, parents, and pupils. In order to meet these needs, the department is requesting funding for 21 contractors. The projected staffing costs to maintain, fully develop, and implement new features, dashboards, reporting, and technical requirements are detailed in the table below.

Position Description	Contractors	Annual Cost
EDEN Developer	1.0	\$170,000
Application Developer, ETL Developer, Security Solution Lead	1.0	\$170,000
ETL Developer	2.0	\$340,000
Data Governance Lead	1.0	\$170,000
Technical Lead	1.0	\$170,000
Business Analyst	1.0	\$170,000
Dashboard Administrator, Dashboard Technical Lead, Dashboard Developer	1.0	\$170,000
SQL Server Expert/Administrator	1.0	\$170,000
Education Consultant	1.0	\$170,000
QA Analyst/Help Desk	1.0	\$170,000
SQL Server Database Administrator	1.0	\$170,000
EDEN Coordinator	1.0	\$170,000
Report Developer	1.0	\$170,000
VersiFit Subcontracting	4.0	\$680,000
Business Analyst	1.0	\$170,000
Research Analyst Advanced	2.0	\$340,000
Staffing Total/Year:	21.0	\$3,570,000

The department is also requesting that funding be provided for work completed by PR-S staff in the data processing appropriation that has been billed to the LDS grant in the past. While these employees are not dedicated 100 percent to LDS work, they have provided key efforts in the development of the LDS and WISEdash. In addition, the department has an existing 1.0 PR-F FTE funded in the LDS grant. The department is requesting that this be converted to a 1.0 PR-S FTE in the data processing appropriation, billing against the new GPR appropriation.

Year	Hours of work on LDS	Total Cost
2010-11	7,328	\$622,894
2011-12	7,037	\$598,173
2 year average	7,183	\$610,513

Funding Alternatives

The department is requesting that the LDS and WISEdash be funded with GPR. High profile department initiatives including SMARTER Balanced Assessments, the accountability system, and educator effectiveness all rely on collecting and analyzing high quality, timely data to make important decisions regarding the future of education in Wisconsin. The department believes that the data warehouse, reporting tools, and analysis should not be funded by short-term grant commitments but instead be part of a wider agency initiative to sustain what has been built over the past few years to provide value to districts and department staff. GPR funding will allow the department to continue supporting the tools as well as to continue adding to the tools to provide ongoing value and to support the agency's goal of Every Child a Graduate.

Statutory Language

The department is proposing statutory language to create a new GPR appropriation.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 5001*)

Subject: WISEdash

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department is requesting that an annual GPR appropriation be created to maintain and develop the department's data warehouse and reporting systems to meet the needs of education decision makers at both the state and local level as well as federal and state reporting requirements.

Related Stat. Citations:

Create s. 20.255 (1) (ek), Wis. Stats., WISEdash.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 5002 – DIGITAL LEARNING PORTAL

110 – Digital Learning Portal
s. 20.255 (1) (e) - NEW

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$1,450,000 1.19 FTE	\$2,510,000 1.19 FTE
Less Base	\$0	\$0
Requested Change	\$1,450,000 1.19 FTE	\$2,510,000 1.19 FTE

Request/Objective

The department requests \$1,450,000 GPR and 1.19 GPR FTE in FY14 and \$2,510,000 GPR and 1.19 GPR FTE in FY15 to implement a statewide digital learning portal to facilitate blended learning environments for educators and pupils. The portal will include a learning management system, curricular and professional development content repository, web-conferencing package, and collaboration space (WISElearn) and provide funding for regional technical support centers.

Background/Analysis of Need

Cost Efficient Access to High Quality Educational Tools, Content, Training, and Technological Expertise

All Wisconsin pupils, educators, and residents have access to online resources such as BadgerLink which provide a wide variety of content at a huge cost savings. The cost for individual libraries or residents to purchase access to this content is in the tens of millions of dollars (more than \$70 million for BadgerLink alone). By purchasing access at a state level, the content is available to all state residents, the majority of whom would not otherwise have access.

Similarly, digital education materials are available online. However they are scattered across multiple websites, curated by multiple state agencies, other municipal organizations, and private organizations. In addition, content varies in which standards it is aligned to. Some are aligned with the Wisconsin Model Academic Standards, some are aligned to the Common Core State Standards, and some are aligned to both.

Wisconsin educators have access to much of this digital content; however, there is not a centralized location or system to easily find materials or store and collect relevant materials once identified. While individual disciplines and their organizations may offer online professional collaboration of teaching materials or pedagogy with other educators, there is no statewide or cross-discipline platform or venue.

In today's environment, professional development for educators is primarily done via face-to-face training sessions at conferences. There is not a delivery mechanism for high-level training and professional development to educators in their own schools and homes. A digital learning portal would allow educators and administrators access training materials and professional development anywhere they had internet access. While this would not replace the value of face-to-face interaction when necessary, it would provide training at a substantial cost savings to both staff and school districts.

As the state works to implement major initiatives such as Educator Effectiveness, content area development related to mathematics, reading, and STEM, and adopting the Common Core State Standards, the lack of a central, digital system presents a major challenge to deliver cost effective, timely, quality professional development to educators.

Equitable Access to High Quality Educational Tools, Content, Training, and Technological Expertise

Some school districts attempt to independently provide all of this functionality. However, having multiple districts each with unique programs does not allow for sharing easily, it duplicates efforts, and it enhances inequity issues between districts with disparity in financial resources.

School districts statewide possess varying degrees of technical expertise when it comes to information technology; some have little or no expertise in this area. This is particularly true of smaller school districts without dedicated information technology staff to maximize their existing broadband, connection, and software capabilities as well as their ability to allow pupils to access virtual courses where the district can afford them. This lack of expertise will only hinder these school districts further as technology continues to grow exponentially and department initiatives such as SMARTER assessments, the Statewide Student Information System (SSIS), Educator Effectiveness, and WISEdash are implemented.

Online Learning

The budget instructions released from the Department of Administration (DOA) included the following statement:

"We must also leverage new technology to increase online learning and allow students across Wisconsin access to world-class educators and industry leaders in other parts of the state."

In addition to providing digital opportunities for educators as technology continues to grow exponentially, it is of vital importance that school districts provide high quality, media rich online learning opportunities to their pupils. Offering this content to pupils:

- Prepares pupils for 21st century challenges in education, the workforce, and the global economy.
- Expands and implements the digital curriculum available to pupils.
- Maintains local control over virtual education policies and procedures.
- Keeps pupils in the district who want a virtual education option with blended or hybrid learning.
- Develops a virtual program without heavily investing in content development, server purchases, and curricular updates.

Wisconsin school districts currently have two options to provide online courses to their pupils. The Wisconsin Virtual School (WVS) provides online courses to school districts at a reasonable cost. In the 2010-11 school year, 230 districts partnered with WVS, making more than 100 courses available to their pupils, including 49 high school courses, 18 Advanced Placement courses, 14 credit recovery courses, and 25 middle school courses. In addition, Wisconsin school districts have been able to operate virtual charter schools since the 2002-03 school year, enrolling both pupils from the district and pupils attending through open enrollment. In the 2010-11 school year, 25 school districts operated virtual charter schools, serving 4,857 pupils.

However, similarly to digital opportunities for educators, digital opportunities for pupils vary widely from district to district. This disparity is often dependent on the financial resources available to school districts.

Digital Learning Advisory Council

In November 2011, the state superintendent appointed a Digital Learning Advisory Council (DLAC) comprised of educators, technology specialists, and other representatives from public and private schools, school districts, libraries, higher education institutions, and industry. The council was charged with crafting a digital learning plan that would serve as a blueprint for schools and their partners, such as public libraries, community organizations, and local employers to follow in order to maximize the impact of their work—not only in making learning more meaningful and relevant for pupils, but also more accessible for economically disadvantaged pupils and more cost-effective for school districts.

In February 2012, DLAC released a “Vision for Digital Learning” which included a plan comprised of 16 action items, many of which are addressed through the department’s vision for WISElearn. Other action items, such as the implementation of a SSIS and academic and career plans for all pupils, are being addressed in separate budget initiatives either within the department or by other state government entities.

The DLAC’s vision is summarized on their web page by three core values or elements:

- Equitable Access
- Personalized Learning
- Applied and Engaging Learning

The world has changed and will continue to change at an increasing pace. Both learning tools and the skills necessary to thrive in tomorrow’s digital world require a nimble and changing educational system. Today’s leaders will need a mind set and collection of tools that will empower dynamic change.

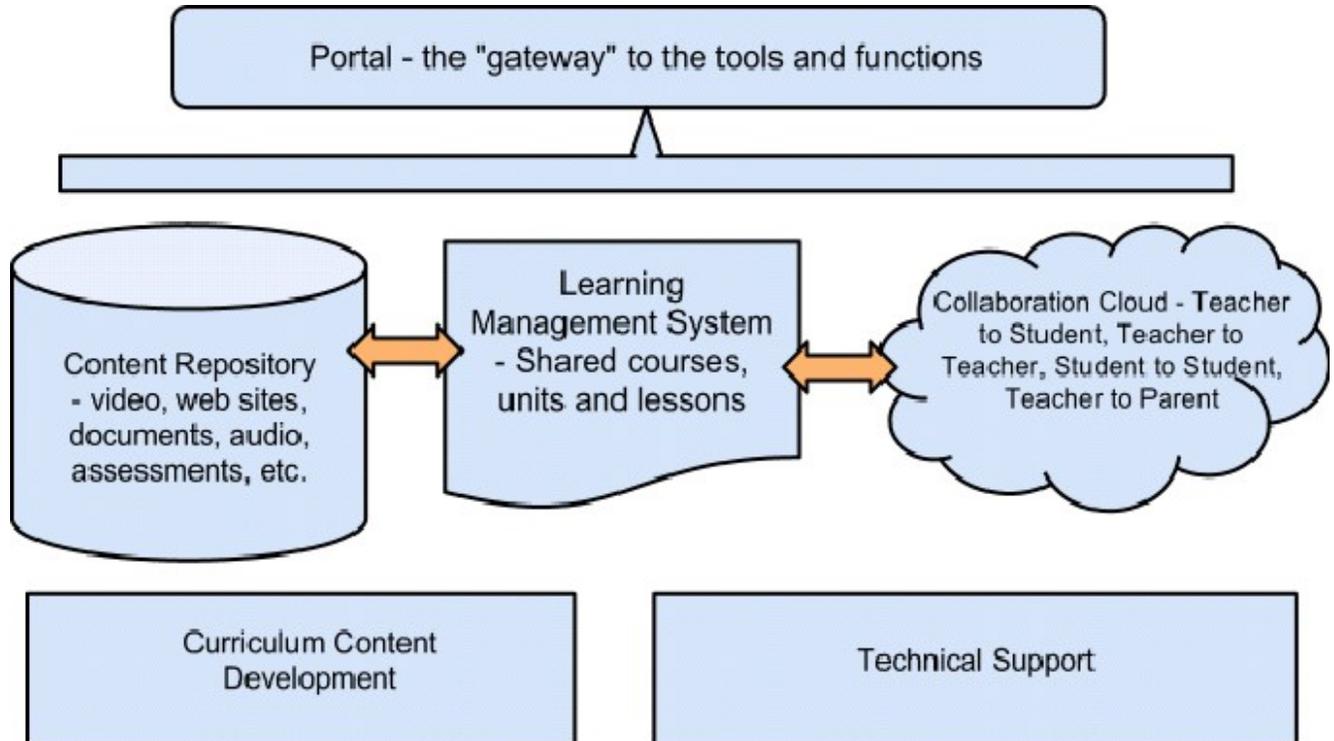
Effectively reforming the education system requires a commitment from all affected stakeholders. The request requires the active involvement of partners to ensure success and obtain the greatest value possible for the investment. These partners include those who can assist with funding, technical support, and delivering professional development.

- UW-Madison
- The Wisconsin Educational Communications Board (ECB)
- CESA Support Network
- Wisconsin Digital Learning Collaborative
- Wisconsin digital content providers

Education organizations

Proposal

The department is proposing to build a robust online resource, WISElearn, to address the lack of availability of digital content and resources, inequities in online learning opportunities for pupils, and the lack of technical expertise in school districts. WISElearn will be a foundation made up of multiple components that combine to deliver a high quality product to Wisconsin educators and pupils. The components of the system are represented in the following diagram:



The goal of this request is to provide high quality resources to all stakeholders while driving down overall costs by scaling these digital solutions statewide through volume discounts and pricing as well as by consolidating tasks and avoiding redundant work. This work includes both the technical tasks needed to manage software and databases as well as curriculum development. Just as it makes little sense to have technicians performing the same software and database upgrades and "fixes" across 424 school districts and 385 public libraries, it makes no sense for educators across Wisconsin to create the same curriculum content over and over. Instead, it should be developed once and shared over and over.

Digital Learning Portal

The first component of WISElearn is the digital learning portal, or web site, that is the starting site for users. It acts as an anchor, or central site, from which users can access all aspects of the WISElearn system, including the learning management system, content repository, and others. An example of a common portal is the Yahoo home page, which provides a central point to reach Yahoo mail, news stories, games, and other Yahoo content. Access to different

components of WISElearn will all be through the portal, with some users able to access different portions of the site depending on their role. For example, pupils will not be able to create lesson plans; however, they will be able to view content. Users will include educators, pupils, parents, and other stakeholders.

Using the picture above, one can think of the portal as the foundation or infrastructure in which to get to the other tools. The three areas below that foundation are individual pieces of software that will allow users to do different things. For example, the content repository will be accessible to any citizen wanting to know about something. Consider a parent wanting to help his/her child with fractions. The parent could search the content repository where items related to fractions will have been tagged and thus appear for the parent to review. The learning management system will be available to anyone teaching or learning (will be password protected but teachers/districts will have access and able to give access). This could be a teacher wanting to learn more precisely how to teach geometry to his/her pupils. It could also be a pupil taking a Spanish course that is otherwise not available to the pupil. The collaboration cloud will be an area in which communication can occur. These discussions might be between pupils and teachers, parents and teachers, or teachers and teachers, classrooms to classrooms, and classrooms to experts. Below those pieces of software are the features necessary to make the rest of the portal function. There will need to be content to put into the content repository and the learning management system (as discussed later, this will be using a great deal of material already available as well as creating new). There will need to be professional development or training on how to use the portal and its separate pieces. Finally, there will be a need to support those districts in need.

The creation of a centrally located digital learning portal creates a visible Wisconsin presence for accessing high quality educational resources while reducing strain on decreasing school district budgets. In an era when technology changes at an ever increasing speed, the department's customers (educators, parents, and pupils) expect information to be easily and immediately accessible, current, and cost effective.

A digital learning resource portal will enable the improvement of instruction by creating professional learning networks (PLNs). A centrally located PLN creates a problem solving space to support educators as they build on current practice and move forward with more effective collaborative models. By immersing educators in the same online environments their pupils, parents, and community members use every day, educators will meet pupils where they are and speak their language. A Wisconsin PLN will increase capacity-building among educators and allow educators to learn from a larger network of peers, which research has shown is the best form of professional development to change classroom practice. It will also allow for the sharing of resources, best practices, mentoring and increased collaboration, especially in districts that are remote and have few resources for professional development.

A PLN will provide equity to districts that do not have an internal network of peers, budgets large enough to bring in outside expertise or a local level of staffing that supports off-site professional learning. Furthermore, at the local level, school library media specialists and technology coaches/integrators can provide models for professional and classroom collaboration, support for the PLNs, and professional development on using and accessing WISElearn.

PLNs also provide a platform for the delivery of professional development content developed both in the department and by other public and private organizations. As the state moves to

implement initiatives such as Educator Effectiveness, content area development related to mathematics, reading, and STEM, and adopting the Common Core State Standards the existence of digital PLNs in WISElearn will help facilitate training for educators more quickly and efficiently.

The department will develop basic instructional guidelines for persons wishing to learn how to use WISElearn and post it on the department's website and within the portal. Frequently asked questions and other trouble-shooting documents will be created as a means to facilitate the new user with WISElearn's functionality. In addition, the department intends to take advantage of the existing skill base in digital learning of school library media specialists and school librarians to collaborate with instructional technology educators, classroom educators, and administrators to build a solid basis of support for this development.

Content Repository

A content repository is a store of digital content with an associated set of data management, search, and connection methods allowing access to the content. It allows users to store and modify digital content in addition to searching and retrieving. As a logical storage facility for content, a content repository is a key component of a learning management system.

Learning Management System

A learning management system (LMS) is a software application for the administration, documentation, tracking, and reporting of training programs, classroom and online events, e-learning programs, and training content. Users take digital content from the content repository and combine it with additional content to make, use, and modify learning modules or classes which can be used in classrooms, as complete courses, or as individual online events. The LMS functions as a means to deliver the digital content in a consistent, efficient, and cost effective manner, both synchronously and asynchronously.

As virtual and blended education initiatives increase in number, the department believes the state has an obligation to provide a common LMS that can be accessed by all. Moodle (a common LMS platform) is currently in use in many school districts across the state, but unless it is available statewide it cannot address the learning needs of all pupils and educators. If the department is going to facilitate the building of professional learning communities and develop true collaboration, all educators must have access to a common LMS.

An online LMS provides opportunities for collaborative learning, a skill pupils need to have when they graduate. Currently, Janesville is an example of a district using school librarians and other educators to establish collaborative teaching teams to guide pupils who are pursuing answers to essential, unit, and content questions using print and digital resources from all schools and libraries. With an LMS available to districts and educators across the state, this capacity can be built across districts. The larger scale implementation of these types of learning opportunities will ultimately lead to graduates with increased potential for success in the workforce and/or in pursuing additional education.

Web conferencing

In the context of WISElearn, collaboration tools are defined as software to enable web-conferencing on a statewide basis. This tool will allow every school and district to easily host

and access one-time and recurring meetings, administrator and educator professional development sessions, and webinars from a desktop or Smartphone device. The system can reduce travel time and out of classroom time for educators. In addition, it can create efficiencies in districts where one person may take on multiple roles. Note that this is a different tool than the distance learning networks which deliver pupil courses.

Another application of this tool is the ability for educators to connect classrooms across schools or districts, bring in guest speakers from the academic and business communities, and bring the outside world into the classroom.

Finally, in combination with PLNs enabled by WISElearn, web conferencing capabilities can drive savings around future professional development of educators. WISElearn will be a major delivery mechanism for high level training and professional development to educators in their own schools and homes. Educators and administrators will be able to access training materials and professional development anywhere they have internet access. While this will not completely replace the value of face-to-face interaction when necessary, it will provide training at a substantial cost savings to both staff and school districts in staff time, hotel stays, food, and substitute teacher costs.

Digital Curricular Content

Digital curricular content can be defined as traditional educational materials (usually stored on paper, in documents, in textbooks, on graphs and charts, on maps, on records/tapes, and on videotape/film), lesson and unit plans, and learning modules that are stored in electronic or digital form that can be easily matched to state and Common Core standards. Digital curricular content is malleable, enabling educators and pupils to more easily share, consume, manipulate and leverage the content and information to address specific learning objectives and to better match individual learning modalities.

The department is proposing three approaches to content development: 1) locating and tagging existing content, 2) locating content for purchase, and 3) developing new content. There is a tremendous amount of existing digital learning content that is available to place into the content repository and the LMS. Much of that content is “open” without any cost for licensing it, including content from institutions such as Harvard and MIT. Other content is available because Wisconsin taxpayers already fund the acquisition of it through initiatives such as BadgerLink, WISTEM, and content produced by the Wisconsin Educational Communications Board (ECB), including Financial Literacy, PBS TeacherLine early literacy, and Into the Book. Once identified, these resources need to be “tagged” in the content repository so they can be easily searched and accessed by users within the WISElearn portal.

Pending a thorough review of these materials, and based on the feedback of educators about the quality of such content, the department may wish to acquire or develop new content for “tagging” and placement within the WISElearn portal. In these cases the department would seek to identify digital learning content available for purchase or development through the Wisconsin Digital Learning Collaborative and other Wisconsin based organizations such as the UW-Madison based Games, Learning, and Society Center. For content developed in state, the department would also seek to leverage the investment through a “trade”, or exchange, of digital content between Wisconsin and other states that have already developed alternative content that Wisconsin does not have.

As far as developing some of the new content, the department's newly created Common Core State Standards (CCSS) Implementation Team will be very involved as well. The team centralizes content experts and is focused on the development of high-quality, standardized resources and training plans related to the CCSS that will be easily accessed at low to no cost across the state.

With the goal of improving outcomes of all pupils, the CCSS Implementation Team will create resources for classroom educators and other educational stakeholders with a focus on improving instructional practices. Resources for classroom educators will focus on how they can improve their practices; resources for principals will focus on how they can best support their classroom educators' improvement; resources for other school and district staff will similarly focus on bringing the CCSS to life for each and every pupil. To do this, all resources will incorporate Universal Design for Learning principles, and will take advantage of technology to the fullest extent possible to ensure greater accessibility.

In addition, a statewide online course database integrated with the statewide student information system will provide a single point of access for online courses to all pupils statewide. This will be developed by the Wisconsin Digital Learning Collaborative, collaboration between the department, the Wisconsin Virtual School, and the Wisconsin eSchool Network.

Technical support

Regional technical support centers would provide professional support to the information technology staff within schools and libraries. These centers would be regionalized across the state and leverage the virtual tools available via WISElearn. These centers would be modeled on similar approaches adopted in other states such as the Utah Education Network (<http://www.uen.org/tech/>). Support centers would be based in organizations receiving grants from the department, such as CESAs, funding technical support staff.

Support centers will work directly with school districts that do not have a high degree of technical expertise when it comes to information technology; particularly smaller school districts without dedicated information technology staff. Staff will help districts maximize their existing broadband, connection, and software capabilities as well as their ability to allow pupils to access virtual courses where the district can afford them.

The support centers will also include the ability to share reference documents and other online resources, organized and indexed by subject areas. Documents can include example request for proposals, district created technical resources for school integration scenarios, links to external technical resources helpful in troubleshooting activities, recording the platforms and systems purchased by districts for assisting other districts in contacting and connecting with those who have prior experience with a given product/platform, and a series of guidelines of practice and "white papers" across an array of technology topics.

Support centers can also support public-private partnerships by facilitating both face-to-face and virtual technology forums that include participation from stakeholders such as school districts and technology providers. Regionally-based staff can work to identify how these forums best meet the individual needs of each part of the state.

Support centers will be in a position to pursue additional projects of benefit to schools, educators, and pupils including:

- Surveys of districts' technological use and capacity to identify future development priorities, create benchmark comparisons for districts, and identify potential collaboration partners for districts to maximize operational efficiency.
- Creation of support software application development groups, allowing districts to leverage development work completed elsewhere and eliminate redundant work.

WISElearn System Costs and Details

The projected costs for the various components of the WISElearn system are included in the table below along with projected FTE needs. In addition to the 1.19 FTE requested, the department has already repurposed 2.81 existing FTE to support this initiative.

WISElearn component	Purpose	FY14 Cost	FY15 Cost	Existing FTE (repurposed)	New FTE requested
Portal	Hardware equipment, BadgerLink Portal update and integration	\$100,000*	\$10,000*	1.00	
Learning management system	Hosting, digital course content management	\$850,000	\$850,000	1.81	0.19**
Collaboration tool(s)	Software licensing	\$500,000	\$500,000		1.00
Curriculum content	Partners, content acquisition, content creation, content tagging	\$0	\$500,000		
Technical support	Partners, professional network support	\$0	\$650,000		
TOTAL		\$1,450,000	\$2,510,000	2.81	1.19

* Hardware cost is for first year purchase and is projected to be at a lower maintenance level in future years.

** The request for 0.19 FTE under LMS is to bring a repurposed 0.81 FTE up to 1.00 FTE.

The ECB will be requesting funding to fund the content repository as part of their biennial budget request and providing access to all schools and libraries statewide. The ECB's existing relationships, including with the Public Broadcasting System, National Archives, the Library of Congress, NPR, NASA, the National Science Foundation, and the National Institutes of Health, make them the natural home for this function. This content repository is integral to the success of the WISElearn initiative and the department strongly supports the ECB's request for this funding of an integral part of the digital learning portal.

WISElearn component	Purpose	Projected Cost	FTE
Content repository	Software licensing and hosting	\$500,000	1.00

Statutory Language

The department is proposing statutory language to create the new GPR appropriation.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 5002*)

Subject: Digital Learning Portal

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department is requesting that an annual GPR appropriation be created to implement a statewide digital learning portal to facilitate blended learning environments for educators and pupils. The portal will include a learning management system, curricular and professional development content repository, web-conferencing package, and collaboration space (WISElearn) and provide funding for regional technical support centers.

Related Stat. Citations:

Create s. 20.255 (1) (el), Wis. Stats., Digital Learning Portal.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6000 – FAIR FUNDING FOR OUR FUTURE: SCHOOL FINANCE REFORM

201 – General equalization aids
s. 20.255 (2) (ac)

257 - General equalization aids - hold harmless
s. 20.255 (2) (af) - New

225 – Aid for high-poverty school districts
s. 20.255 (2) (bb)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$4,454,670,200	\$4,701,465,800
Less Base	\$4,293,658,000	\$4,293,658,000
Requested Change	\$161,012,200	\$407,807,800

Request/Objective

The department requests the following:

- Provide \$161,012,200 GPR in FY14 and \$407,807,800 GPR in FY15 to fund general equalization aids for public school districts in Wisconsin and implement the State Superintendent’s “Fair Funding for Our Future” (Fair Funding) school finance reform formula changes. The amounts reflect a 3.75 percent and 5.42 percent annual increase, respectively, over the biennium.
- Transfer the \$897,400,000 GPR combined from the School Levy Tax Credit (SLTC; \$747,400,000) and the First Dollar Credit (FDC; \$150,000,000) into general equalization aids beginning with the FY15 state aid payments. However, since the current SLTC and FDC are paid to municipalities in the subsequent state fiscal year, the general equalization aids appropriation [s. 20.255 (2) (ac), Wis. Stats.] will not reflect the transfer until FY16. The department proposes to have the SLTC and FDC amount paid to school districts from the FY16 appropriation and then reflected as a FY15 general equalization aid payment.
- Maintain the high poverty aid program at its current funding level for FY14. However, in FY15, the department proposes elimination of this program and the transfer of the base level funding of \$16.8 million into the general equalization aids appropriation.
- Modify statutory language to change the per pupil revenue limit adjustment.
- Increase the low revenue ceiling to \$9,300 per pupil in 2013-14 and \$9,600 in 2014-15 (current law sets it at \$9,100 in 2013-14 and thereafter). It is estimated 80-110 districts would be eligible to use this additional authority.

- Create a pathway to restoring the state’s former two-thirds funding commitment by 2017. Beginning in May 2014, and annually thereafter, direct DPI, the Department of Administration (DOA), and the Legislative Fiscal Bureau (LFB) jointly to determine the amount necessary to appropriate as general school aids in the following fiscal year to pay for the following portion of public school costs:
 - For the 2014-15 school year, 63 percent.
 - For the 2015-16 school year, 64.2 percent.
 - For the 2016-17 school year, 65.4 percent
 - For the 2017-18 school year, two-thirds.

Require the Joint Committee on Finance (JCF) to determine the amount appropriated as general school aids for FY15 and biennially thereafter. In addition, change the general equalization aids appropriation from annual to a sum-sufficient beginning in FY15.

Background/Analysis of Need

In June 2010, State Superintendent Evers outlined his “Fair Funding for Our Future” framework to start debate on school finance reform for the 2011-13 biennial budget. Superintendent Evers believes that regardless of economic times, the state can protect schools and enact school finance reform while holding the line on property taxes.

While the Governor and Legislature did not choose to implement the Fair Funding proposal in the 2011-13 biennial budget, the department has been working to build consensus among business, community, education and opinion leaders around a framework for school finance reform. This school finance reform plan provides solutions that are good education and public policy, as well as politically viable. It is a powerful first step that makes long overdue changes to the school aid funding formula, maximizes existing resources, and sets the stage for greater state support in future years.

With this proposal:

- Every school district will receive more state aid, which will reduce their gross tax levy.
- 95 percent of school districts are outright winners under this plan, and for \$5.2 million it will hold harmless the 22 districts that do not do better.
- An even bigger school property tax reduction will be delivered than when the state instituted two-thirds funding back in 1996 - and for a lot less money.

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

- Guaranteeing a minimum amount of state funding for every student (\$3,000), providing vital resources to the approximately 60 school districts that currently receive little or no state aid;
- Incorporating a poverty-factor into the formula (30 percent), accounting for family’s ability to pay -not just their property value;
- Making technical formula changes that strengthen rural, declining enrollment and negatively aided districts by increasing the secondary cost ceiling and hold harmless level;
- Increasing the per pupil revenue limit adjustment to \$225 per pupil in 2013-14 and \$230 per pupil in 2014-15 (current law takes it to \$0 beginning in 2013-14). These figures represent a 2.2-2.4% increase in annual revenues for the average school district;

- Directing the SLTC and the FDC into general school aids, increasing transparency and providing direct state support for schools.

Equalization Aid Formula

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$4,454,670,200	\$4,718,295,800
Less Base	\$4,293,658,000	\$4,293,658,000
Requested Change	\$161,012,200	\$424,637,800

The department requests \$161,012,200 GPR in FY14 and \$424,637,800 GPR (which includes \$16.8 million in high poverty aid) in FY15 to fund general equalization aids. Of the amount in FY15, \$5.2 million is to fund a hold harmless provision for approximately 22 districts that do not do better under the Fair Funding model.

Reallocation of SLTC and FDC

In addition to the amount shown in FY15 for equalization aids, the department is proposing to reallocate the full \$897.4 million from the SLTC and FDC into the equalization aid formula. The FY15 equalization aid formula would be run with the \$897.4 million included, for a total of \$5,610,500,700. Because the current SLTC and FDC are paid to municipalities in July, the \$897.4 million is not reflected in the FY15 equalization aid appropriation [s. 20.255 (2) (ac), Wis. Stats.]. School districts will receive the \$897.4 million in now-school aids in July 2015 (FY16) and have it attributable to FY15. This is the same mechanism that exists in current law for the \$75 million delayed school equalization aid payment under s. 121.15 (1m), Wis. Stats.

Ever since the two-thirds funding model was established in FY94, the state has been counting the SLTC, and subsequently the FDC, as part of the “state support for schools” calculation. The amount was added to general equalization aids, categorical aids and the state residential schools funding to determine the total amount of “state support” for schools as a percentage of district shared costs. Even though the two-thirds funding requirement expired in FY03, the state has continued to call SLTC/FDC “state support” for schools. Moving the SLTC/FDC into the equalization aids formula will use the money for what it has been called – state support for schools. Because the SLTC/FDC funds will be received by districts under existing revenue limits, there is no net statewide property tax impact of moving the funds to the equalization aid formula.

Minimum aid per pupil

In FY13, there are 20 districts that are completely out of the school aid formula due to their property wealth. These districts are not eligible to receive any state equalized aid; however, they are eligible to receive special adjustment, or hold harmless, aid that provides them 85 percent of the amount of aid they received in the prior year (see proposed change to special adjustment aid). In addition, there are approximately 41 districts receiving aid only at the primary level, meaning they receive a very small amount of state aid per pupil.

State Superintendent Evers believes the state should be providing a minimum level of state aid to every public school pupil, regardless of where they live. Therefore, the Fair Funding proposal will establish a minimum level of state aid at \$3,000/pupil. 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.

Weighting for income/poverty using free and reduced-priced lunch (FRL)

The current school aid formula operates under the principle of "equal tax rate for equal per pupil expenditures." The aim of the formula is to equalize the property tax base per pupil across districts. Conceptually, this means the formula uses property value as an indicator of the ability for school district residents to pay taxes to support local school district expenditures. As such, there is an inverse relationship between equalization aid and property value. Those districts with lower per pupil property values receive a larger share of their costs through the equalization formula than districts with higher per pupil property values.

State Superintendent Evers believes property value alone is no longer an adequate proxy for ability to pay. That factor doesn't serve areas of Wisconsin with high-priced vacation homes and large populations of year-round residents living in poverty. Family income must also be a factor in the distribution of equalization aids.

Thus, Fair Funding proposes that the number of low-income children in a district, as measured by FRL eligibility, is used to partially determine how much state aid a district will get. Specifically, Fair Funding will add 30 percent, or 0.30 FTE, to a district's pupil count for each FRL-eligible pupil. Increasing a district's pupil count will generally reduce its property value per pupil which will in turn drive more state school aid to the district through the equalization aid formula.

Secondary cost ceiling

One of the three levels of 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 equal to 90 percent of the prior year statewide shared cost per member. For FY13, the secondary cost ceiling is equal to \$10,005. Few of the state's school districts have shared costs below 90 percent of the statewide average, making it difficult to argue why the school aid formula only recognizes costs up to the 90th percentile.

Under the Fair Funding proposal, the secondary cost ceiling is raised to 100 percent of the statewide average shared cost per member.

Special adjustment aid

The state provides additional general school aid to districts to cushion the effect of reductions in general school aid from one year to the next, commonly referred to as a "hold harmless" payment. School districts that are in declining enrollment are the primary beneficiaries of this payment, but it also goes to 20 districts with property value in excess of the state "primary" guarantee of \$1,930,000 per pupil that receive no state equalization aid.

Under current law, the hold harmless aid ensures that a district's general school aid payment is no less than 85 percent of its prior year payment. In FY13, 81 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.

High Poverty Aid

FISCAL SUMMARY		
	2013-14 Request	2014-15 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 in 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 pupils eligible for FRL under 42 USC 1758 (b). The high poverty aid program was created at the Joint Committee on Finance stage of the 2007-09 biennial budget process 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 throughout the state that also had higher percentages of pupils eligible for FRL.

High poverty aid is received as a general (not categorical) 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 some of the MPCP aid reduction they receive.

As described earlier, the department is proposing to reflect income in the general school aid formula by weighting FRL-eligible pupils. As a result, the department proposes to eliminate the high poverty aid program in FY15, and move the base level funding to the general aid formula. In addition, this proposal will eliminate the link between high poverty aid and MPS' school levy related to MPCP. (See related Decision Item Number 6001)

Revenue Limit Per Pupil

2011 Act 32, the 2011-13 biennial budget, made significant changes to the per pupil revenue limit for the current biennium. The budget bill reduced base revenue per pupil under revenue limits for each school district by 5.5 percent in FY12 (about \$550 per pupil on a statewide average) and repealed the guarantee that total school district base revenues in the current fiscal year must be maintained at the prior year level. The bill provided a \$50 per pupil increase under revenue limits in FY13, but reverted to a \$0 increase for FY14 and beyond. The prior year revenue limit hold harmless was restored for FY14.

In order to provide additional needed resources to school districts, the department is proposing to increase the per pupil revenue limit adjustment to \$225 per pupil in 2013-14 and \$230 per pupil in 2014-15. These figures represent a 2.2-2.4 percent increase in annual revenues for the average school district.

Low-Revenue Ceiling

Revenue limits were imposed on school districts beginning in FY94 and have been in place for 20 years. One of the arguments against revenue limits made over time has been that frugal, “low spending” districts in FY93 have been “locked-in” as revenue limits have been calculated on a per pupil basis since their inception.

Since FY96, however, the state has established a per pupil “low-revenue” ceiling amount that allows districts to increase their per pupil revenues up to that ceiling without having to go to referenda. Use of the low-revenue ceiling is not required; rather, it is an option for districts to increase their revenues if they so choose. However, absent action in the 2013-15 biennium, the low-revenue ceiling will be held to \$9,100 (\$100 above the FY13 level) and assist few, if any, districts unless it is increased each year.

The low-revenue ceiling continues to provide the state’s lowest spending districts with the opportunity to narrow the disparity with the highest spending districts. To help soften the projected property tax impact in the 2013-15 biennium, the department is proposing to change the current-law increase in the low-revenue ceiling to \$9,600 by phasing-in the increase at \$9,300 in FY14 and the \$9,600 in FY15. It is estimated 80-110 districts would be eligible to use this additional authority.

Pathway to Return to State Two-Thirds Funding

As part of the “Fair Funding” proposal, the State Superintendent has promoted predictability and sustainability in the growth in state aids every year. State school aids have varied widely in recent years, leading to significant unpredictability for leaders in local school districts.

**Table 1
Trends in Equalization Aid, FY06-FY13**

	Total Equalization Aids*	Dollar Change to Prior Year	% Change to Prior Year
FY06	\$4,613,945,900		
FY07	\$4,722,745,900	\$108,800,000	2.36%
FY08	\$4,722,745,900	\$0	0.00%
FY09	\$4,799,501,900	\$76,756,000	1.63%
FY10	\$4,652,500,000	-\$147,001,900	-3.06%
FY11	\$4,652,500,000	\$0	0.00%
FY12	\$4,261,954,000	-\$390,546,000	-8.39%
FY13	\$4,293,658,000	\$31,704,000	0.74%

*Includes federal state fiscal stabilization fund support in FY09 and FY10

From FY97 through FY03, the state pledged to provide school districts with “two-thirds” funding of certain school revenues. State support was defined in statute based on the revenues received by school districts from state aid and the property tax levy. The “equation” was as follows:

State General Aid + State Categorical Aid + School Levy Tax Credit + State Residential Schools Aid

(State General Aid + State Categorical Aid + State Residential Schools Aid + School Property Tax Levies + State Computer Aid) Less Statutory Exceptions

The Legislature created a definition for the state to achieve two-thirds funding of what it identified as “partial school revenues” (the denominator in the equation), which directly related to addressing a school district’s impact on property tax levies.

In addition, the former statute never actually required the state to provide two-thirds funding of school districts; rather, it only required the department, DOA, and LFB staff to agree upon a number necessary to fulfill two-thirds of the above equation for the following year and provide that number to JCF by May 15th of the second year of each biennium. The former law left it up to JCF to determine whether it would vote to provide additional GPR funding if it was believed that appropriated state funding in the second year of the biennium was likely to be less than that necessary to achieve this target.

Nonetheless, the former commitment also provided that the state’s general school aid appropriation was a sum-sufficient, as opposed to a sum-certain, appropriation. Although the former appropriation was essentially a hybrid of both types of appropriations, it allowed for general school aids to be increased in the second year of the biennium without requiring the entire Legislature to approve such a change (it only required the JCF).

Although the state has not had a statutory two-thirds funding commitment for the past nine years, the LFB still annually publishes a report (the most recent version was just released on October 11, 2012) identifying the level of “state support” the state provided for that year, along with a listing of all school district’s respective levels of “state support” using the former definition. Table 2 provides further information on state support for schools using this former definition since 2003-04:

Table 2
State Support for K-12 Education History (Source: LFB)

Fiscal Year	State Support (\$ in Millions)	State Support %
2003-04	\$5,284.8	65.16%
2004-05	\$5,336.3	63.72%
2005-06	\$5,638.8	65.29%
2006-07	\$5,897.9	66.06%
2007-08	\$6,024.1	65.12%
2008-09	\$6,296.3	65.76%
2009-10	\$6,219.5	63.91%
2010-11	\$6,234.2	62.97%
2011-12	\$5,802.1	61.73%
2012-13	\$5,873.0	61.67% (est.)

The department is proposing to create a pathway to restoring the state’s former two-thirds funding commitment by 2017. Beginning in May 2014, and annually thereafter, the Fair Funding plan would direct DPI, DOA, and LFB jointly to determine the amount necessary to appropriate as general school aids in the following fiscal year to pay for the following portion of public school costs:

- For the 2014-15 school year, 63 percent.
- For the 2015-16 school year, 64.2 percent.
- For the 2016-17 school year, 65.4 percent
- For the 2017-18 school year, two-thirds.

The plan also requires JCF to determine the amount appropriated as general school aids for FY15 and biennially thereafter. In addition, change the general equalization aids appropriation from annual to a sum-sufficient beginning in FY15.

The department estimates that the increases requested under Fair Funding in general equalization aids will be sufficient to provide state support at 63 percent in FY15.

Putting the state back on the path towards two-thirds funding will:

- Support the “sustainable” part of the Fair Funding initiative/vision, which is to provide districts with predictable growth in state aids, creating a more sustainable and well-aligned funding structure; and
- Permit the state to reinvest in K-12 education and help hold down property taxes.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6000*)

Subject: Fair Funding for Our Future: School Finance Reform

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

To implement the State Superintendent's "Fair Funding for Our Future" (Fair Funding) school finance reform package and formula changes, the department requests the following:

- Create a new GPR sum sufficient appropriation [General equalization aids – hold harmless; s. 20.255 (2) (af), Wis. Stats.] in FY15. This hold harmless aid, paid as general equalization aid under revenue limits, assures no district receives less aid in FY15 than it received in FY14 from the following three payment streams: general equalization aid, high poverty aid, and School Levy Tax Credit (SLTC)/First Dollar Credit (FDC);
- Transfer the \$897,400,000 GPR combined from the SLTC (\$747,400,000) and the FDC (\$150,000,000) into general equalization aids beginning with the FY15 state aid payments. However, since the current SLTC and FDC are paid to municipalities in the subsequent state fiscal year, the general equalization aids appropriation [s. 20.255 (2) (ac), Wis. Stats.] will not reflect the transfer until FY16. The department proposes to have the SLTC and FDC amount paid to school districts from the FY16 appropriation and then reflected as a FY15 general equalization aid payment, similar to how the existing \$75 million delayed equalization aid payment works in s. 121.15 (1m), Wis. Stats.;
- Maintain the high poverty aid program at its current funding level for FY14. However, in FY15, the department proposes elimination of this program and the transfer of the base level funding of \$16.8 million into the general equalization aids appropriation [s. 20.255 (2) (ac), Wis. Stats.];
- Guaranteeing a minimum amount of state funding for every student (\$3,000), providing vital resources to school districts that currently receive little or no state aid;
- Incorporating a poverty-factor into the formula (30 percent), accounting for family's ability to pay - not just their property value. Specifically, Fair Funding will add 30 percent, or 0.30 FTE, to a district's pupil count for each free and reduced-priced lunch (FRL)-eligible pupil. Increasing a district's pupil count will generally reduce its property value per pupil which will, in turn, drive more state school aid to the district through the equalization aid formula.
- Increase the secondary cost ceiling from 90 percent of the prior year statewide shared cost per member to 100 percent;

- Increase the special adjustment aid from 85 percent to 90 percent of the prior year general aid payment;
- Set the per pupil revenue limit adjustment to \$225 per pupil in FY14 and \$230 per pupil in FY15. Increase the adjustment by an amount equal to the CPI beginning in the FY16 and thereafter.
- Increase in the per pupil low-revenue ceiling amount to \$9,300 in FY14 and to \$9,600 in FY15;
- Create a statutory pathway to restoring the state's former two-thirds funding commitment by 2017. Beginning in May 2014, and annually thereafter, direct DPI, DOA, and LFB jointly to determine the amount necessary to appropriate as general school aids in the following fiscal year to pay for the following portion of public school costs:
 - For the 2014-15 school year, 63 percent.
 - For the 2015-16 school year, 64.2 percent.
 - For the 2016-17 school year, 65.4 percent
 - For the 2017-18 school year, two-thirds.
- Require JCF to determine the amount appropriated as general school aids for FY15 and biennially thereafter. In addition, change the general equalization aids appropriation from annual to a sum-sufficient beginning in FY15. Set the FY15 general equalization aids appropriation at \$4,718,295,800.

Related Stat. Citations:

- General equalization aids – s. 20.255 (2) (ac), Wis. Stats.
- School formula changes (new hold harmless aid, minimum aid/pupil, poverty/income weighting, secondary cost ceiling) – Subchapter II, Chapter 121, Wis. Stats.
- Special adjustment aid – s. 121.105, Wis. Stats.
- SLTC/FDC transfer in FY15 – s. 20.835 (3) (b), Wis. Stats.; s. 79.10 (4) and (5m), Wis. Stats., current \$75 million delayed payment s. 121.15 (1m), Wis. Stats.
- Delete high poverty aid in FY15 – s. 20.255 (2) (bb), Wis. Stats.; s. 121.136, Wis. Stats.
- Per pupil revenue limit adjustment – s. 121.91 (2m) (r) 1. b., Wis. Stats.
- Low-revenue ceiling phase-in to \$9,600 – s. 121.905 (1), Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6001 – SUPPORTING PARENTAL OPTIONS

218 – Charter schools
s. 20.255 (2) (fm)

224 – Parental choice program for eligible school districts
s. 20.255 (2) (fr)

235 – Milwaukee parental choice program
s. 20.255 (2) (fu)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$244,243,900	\$276,291,100
Less Base	\$216,136,300	\$216,136,300
Requested Change	\$28,107,600	\$60,154,800

Request/Objective

The department requests an increase of \$6,627,500 GPR in FY14 and \$16,835,500 GPR in FY15 to fully fund the Milwaukee/Racine Charter Schools Program (MRCSP) under s. 118.40 (2r), Wis. Stats.

The department requests \$19,688,400 GPR in FY14 and \$39,494,500 GPR in FY15 to continue to fund the Milwaukee Parental Choice Program (MPCP) under s. 119.23, Wis. Stats.

In addition to a reestimate of the total costs of the MPCP for the 2013-15 biennium, this request includes a change in the state's share of funding for the program from the current 61.6 percent to 70 percent of the annual cost of the program in FY15.

The department requests \$1,791,700 GPR in FY14 and \$3,824,800 GPR in FY15 to continue to fund the Parental Choice Programs for Eligible School Districts in Racine Unified School District (RPCP) under s. 118.60, Wis. Stats.

In addition to a reestimate of the total costs of the RPCP for the 2013-15 biennium, this request includes a change in the state's share of funding for the program from the current 61.6 percent to 70 percent of the annual cost of the program in FY15.

Finally, the department requests a statutory change to the eligibility criteria for the Parental Choice Programs for Eligible School Districts under s. 118.60, Wis. Stats. The department is requesting to remove the reference to high poverty aid, while maintaining the requirement that at least 50 percent of the district's enrollment is eligible for the free or reduced-price lunch program.

Background/Analysis of Need

Milwaukee/Racine Charter School Program

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$68,800,000	\$79,008,000
Less Base	\$62,172,500	\$62,172,500
Requested Change	\$6,627,500	\$16,835,500

Aid for the MRCSP is paid from a separate sum sufficient charter school appropriation. The amount of aid paid is proportionately withheld from the general equalization aid payment under s. 20.255 (2) (ac), Wis. Stats., for all of the state's 424 public school districts. Changes enacted in 2009 Wisconsin Act 28 provided that this proportional reduction in general school aids for all school districts related to the MRCSP would be capped at the amount of the reduction taken in FY11. Beginning in FY12 and in future years, expenditures for the MRCSP above the FY11 reduction amount would be funded 100 percent from the general fund. 2011 Wisconsin Act 32 reversed this change and provided that all expenditures for the MRCSP would be proportionally withheld from general equalization payments.

In short, the department estimates the total number of pupils expected to enroll in MRCSP schools each year and then totals these funds together for an overall MRCSP figure. The department then calculates the percentage reduction (estimated to be 1.4 percent of all general school aids in FY13) and deducts this amount from each school district's aid entitlement and shows it on each school district's aid worksheet each year. The aid withheld lapses to the state's general fund. School districts are allowed to increase their property tax levy under their revenue limit to replace the loss of this state aid.

The state also made a payment to the unified school district, in which the school chartered by UW-Parkside is located, equal to that district's equalization aid per pupil amount multiplied by the number of pupils attending a charter school who were previously enrolled in that unified district. This additional aid was also drawn from the sum sufficient charter school appropriation. The Racine Unified School District (RUSD) was the only district that meets current law aid eligibility under this provision. 2011 Wisconsin Act 32 ends this payment after FY13.

1997 Wisconsin Act 27 authorized the City of Milwaukee, the UW-Milwaukee, and the Milwaukee Area Technical College to operate, or contract with another individual or group to operate, an independent charter school beginning June 1, 1998. 2001 Wisconsin Act 16 expanded the MRCSP to allow the UW-Parkside to establish, or contract to establish, one charter school in a unified school district (Racine) that is located in the county in which UW-Parkside is located or in an adjacent county.

The MRCSP provides direct state assistance to operators of charter schools sponsored by the City of Milwaukee, UW-Milwaukee, Milwaukee Area Technical College, and UW-Parkside. Independent charter schools participating in the MRCSP are not considered to be an instrumentality of any public school district. There are no income eligibility criteria for pupils seeking to enroll in these independent charter schools nor is there any limit on the total number of pupils allowed to enroll in them.

There are 21 charter schools participating in the MRCSP for the 2012-13 school year, as shown in the table below.

Charter School Authorizer	Charter School	Grades
City of Milwaukee	Central City Cyberschool	K4-8
City of Milwaukee	CEO Leadership Academy	9-12
City of Milwaukee	Darrell L. Hines Academy	K4-8
City of Milwaukee	Downtown Montessori Academy	K4-8
City of Milwaukee	Escuela Verde	7-10
City of Milwaukee	King's Academy School	K4-8
City of Milwaukee	Milwaukee Academy of Science	K4-11
City of Milwaukee	Milwaukee Math and Science Academy	K4-12
City of Milwaukee	North Point Lighthouse	K-4
UW-Milwaukee	Bruce Guadalupe Community School	K3-8
UW-Milwaukee	Capitol West Academy	K4-8
UW-Milwaukee	Milwaukee College Preparatory School – 36 th Street	K4-8
UW-Milwaukee	Milwaukee Scholars	K-5
UW-Milwaukee	School for Early Development and Achievement	K3-2
UW-Milwaukee	Seeds of Health Elementary	K4-7
UW-Milwaukee	Tenor High School	9-12
UW-Milwaukee	Urban Day School	K4-8
UW-Milwaukee	Veritas High School	9-12
UW-Milwaukee	Woodlands School	K4-8
UW-Milwaukee	YMCA Young Leaders Academy	K4-8
UW-Parkside	21st Century Preparatory School	K4-8

The table below shows the state's history of funding the MRCSP since its inception in FY99 and estimated payments for 2013-15:

Fiscal Year	MRCSP Pupils	MRCSP Per Pupil State Aid Payment	School Districts Aid Reduction (includes Racine School District payment)
1998-99	55	\$6,062	\$350,000
1999-00	193	\$6,272	\$1,210,000
2000-01	1,590	\$6,494	\$9,160,000
2001-02	2,031	\$6,721	\$13,750,000
2002-03	3,402	\$6,951	\$24,212,000
2003-04	3,600	\$7,050	\$26,400,000
2004-05	4,066	\$7,111	\$29,949,700
2005-06	4,629	\$7,519	\$35,465,100
2006-07	4,830	\$7,669	\$39,900,000
2007-08	5,487	\$7,669	\$44,492,300
2008-09	5,296	\$7,775	\$48,350,000
2009-10	6,165	\$7,775	\$49,101,000
2010-11	7,491	\$7,775	\$58,242,500
2011-12	7,156	\$7,775	\$55,637,900
2012-13 (est.)	7,600	\$7,775	\$59,840,000

2013-14 (est.)	8,600	\$8,000	\$68,800,000
2014-15 (est.)	9,600	\$8,230	\$79,008,000

The per pupil estimate will increase by the dollar value of the per pupil revenue limit adjustment. The estimate above assumes an increase in the per-pupil adjustment of \$225 in FY14 and \$230 in FY15. In a separate decision, Decision Item 6000, the department is requesting this change.

The estimated amounts for FY14 and FY15 do not include any funding for a separate RUSD payment as it was eliminated by 2011 Wisconsin Act 32.

Milwaukee Parental Choice Program Reestimate and Funding Change

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$170,431,200	\$190,237,300
Less Base	\$150,742,800	\$150,742,800
Requested Change	\$19,688,400	\$39,494,500

Under current law, the state pays 61.6 percent of the total cost of the MPCP. MPS currently pays the remaining 38.4 percent of the MPCP through a reduction in its general equalization aid entitlement each year.

As allowed by state law, MPS generally increases its property tax levy to replace these reduced state general school aids, resulting in higher tax levies for its residents. While recent legislative changes have reduced MPS' aid reduction to pay for the MPCP, it is estimated MPS' share of paying for this program will likely increase from \$49.6 million in FY11 to roughly \$54.7 million in FY12 and \$59.4 million in FY13.

Under current law, the MPCP per student payment increases by the same percentage increase in state general school aid funding. Elsewhere in its 2013-15 biennial budget request, Decision Item 6000, the department is requesting annual increases in general equalization aids of 3.75 percent and 5.42 percent, respectively, in FY14 and FY15. Thus, according to the department's budget, the estimated MPCP per pupil payment will increase by \$242 over its FY13 level (\$6,442) in FY14 and by an additional \$362 over its FY14 level in FY15. The per pupil payment is estimated to be \$6,684 in FY14 and \$7,046 in FY15.

While MPS formerly paid 100 percent of the costs of the MPCP from FY91 through FY99, it also was allowed to count MPCP pupils in its membership for purposes of calculating general equalization aid and revenue limits during that time. The 1999-2001 biennial budget removed MPCP pupils from MPS' membership calculation for school aid and revenue limit purposes, effective in FY00.

In the 2001-03 biennial budget bill, the law was changed to require the state to pay 55 percent of the MPCP, with MPS picking up the remaining 45 percent through a general aid reduction. The 2009-11 biennial budget changed the split to 54.6 percent state funding/41.6 percent MPS share in FY10 and 61.6 percent state funding/38.4 percent MPS share in FY11. The table below shows the state's history of funding the MPCP since its inception in FY91:

Fiscal Year	MPCP Pupils (FTE)	MPS Aid Reduction (\$ in millions)	Other School Districts Aid Reduction (\$ in millions)	Total MPCP Cost/Payments(\$ in millions)
1990-91	300	\$0.7	\$0	\$0.7
1991-92	512	\$1.4	\$0	\$1.4
1992-93	594	\$1.6	\$0	\$1.6
1993-94	704	\$2.1	\$0	\$2.1
1994-95	771	\$2.5	\$0	\$2.5
1995-96	1,288	\$4.6	\$0	\$4.6
1996-97	1,616	\$7.1	\$0	\$7.1
1997-98	1,497	\$7.0	\$0	\$7.0
1998-99	5,761	\$28.7	\$0	\$28.7
1999-00	7,575	\$19.5	19.5	\$39.1
2000-01	9,238	\$24.5	24.5	\$49.0
2001-02	10,497	\$26.7	\$0	\$59.4
2002-03	11,304	\$29.5	\$0	\$65.6
2003-04	12,882	\$33.9	\$0	\$75.3
2004-05	14,071	\$39.3	\$0	\$82.6
2005-06	14,604	\$41.3	\$0	\$91.9
2006-07	17,088	\$49.5	\$0	\$110.1
2007-08	18,558	\$53.8	\$0	\$119.5
2008-09	19,428	\$57.2	\$0	\$127.1
2009-10	20,372	\$49.8	\$0	\$129.7
2010-11	20,256	\$49.6	\$0	\$129.2
2011-12	22,220	\$54.7	\$0	\$142.4
2012-13	24,000 (est.)	\$59.4	\$0	\$154.6

While the state currently pays for roughly 60-70 percent of MPS' shared costs in the current school aid formula, MPS' tax levy related to the MPCP is significant and should be addressed. In FY12, MPS' gross property tax levy was \$308 million, of which \$54.7 million (18 percent of the total) was directly tied to its share of funding the MPCP.

The department, therefore, recommends changing the current state funding split for the MPCP so that MPS residents do not pay more on a percentage basis in property taxes for an MPCP pupil than they do for an MPS pupil. The department requests the state share of funding the MPCP be increased from 61.6 percent to 70 percent of the annual cost of this program and that MPS' share be reduced from 38.4 percent to 30 percent beginning in FY15.

This proposal would increase MPS' general equalization aid indirectly by resulting in a smaller reduction than what it receives under current law. It would not provide MPS with any more money to spend since the additional aid it received would be inside its revenue cap. It would reduce the MPS property tax levy (and state school tax levies) by the same amount of the MPS general equalization aid increase. Lastly, it would not directly take away general equalization aids from any other school district.

In a separate decision, Decision Item 6000, \$16.8 million GPR is being removed from the high poverty aid appropriation in FY15 to be placed in the general equalization aid formula. Because the changes in the general aid formula will now account for poverty, there will not be a separate high poverty aid program. MPS has received approximately \$5 million annually from the high

poverty aid program, which the district is statutorily required to utilize to reduce the property tax levy due to the MPCP.

The table below shows the total state funding commitment if current law is amended in FY15 to require the state to pay 70 percent of MPCP costs, MPS to pay the remaining 30 percent of costs and the elimination of the high poverty aid program.

Fiscal Year	MPCP Pupils (FTE)	FTE Payment	Total MPCP Payment	State Share (61.6% in FY14, 70% in FY15)	MPS Share (38.4% in FY14, 30% in FY15)	MPS High Poverty Aid	Total Net State Aid for MPCP
2013-14	25,500 (est.)	6,684	\$170,431,163	\$104,985,596	\$65,445,566	\$5,000,000	\$109,985,596
2014-15	27,000 (est.)	7,046	\$190,237,269	\$133,166,088	\$57,071,181	\$0	\$133,166,088

The table below shows how the state's financial commitment as well as MPS' financial commitment differs between current law and this budget request. Because no changes are made until FY15, no differences are noted until that time. It should be noted, however, that despite the high poverty aid program going away in FY15, if the state picks up 70 percent of the MPCP in FY15, it is expected that Milwaukee taxpayers would see a \$10.98 million property tax decrease.

Fiscal Year	Current Law		Budget Request		Impact of Budget Request	
	State Share of MPCP	MPS Share of MPCP	State Share of MPCP	MPS Share of MPCP	Net Additional State School Aid to MPS	Net Lower Property Taxes in Milwaukee
2013-14	\$109,985,596	\$60,445,566	\$109,985,596	\$60,445,566	-	-
2014-15	\$122,186,157	\$68,051,111	\$133,166,088	\$57,071,181	\$10,979,931	-\$10,979,931

Parental Choice Programs for Eligible School Districts in Racine Unified School District Reestimate and Funding Change

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$5,012,700	\$7,045,800
Less Base	\$3,221,000	\$3,221,000
Requested Change	\$1,791,700	\$3,824,800

In the 2011-13 biennial budget, the Parental Choice Programs for Eligible School Districts was created. Under the program the department must bi-annually certify school districts eligible for a parental choice program if they meet four criteria.

1. In the most recent October 15 equalization run, the district's equalized value per member was no more than 80 percent of the statewide average.
2. In the most recent October 15 equalization run, the district's shared cost per member was no more than 91 percent of the statewide average.

3. The district was eligible for high poverty aid in the most recent determination of eligibility for that program (at least 50 percent of the district's enrollment is eligible for the free or reduced-price lunch program).
4. The district is located, in whole or in part, in a city of the second class.

The bill provided that no more than 250 full-time equivalent pupils may participate in the choice program for other eligible districts in the first school year of operation and that no more than 500 full-time equivalent pupils may participate in the choice program for other eligible districts in the second school year of operation. The bill provided that for the third school year and subsequent school years there would be no limit to participation in the choice program for other eligible districts.

During the first determination of eligibility conducted by the department, RUSD met all of the criteria and was declared eligible for the program. No other districts met all four criteria to be declared eligible. Pupils residing in RUSD were eligible to participate in the choice program for other eligible districts beginning in the 2011-12 school year.

2011 Wisconsin Act 215 changed the program so that no additional school districts could be qualified as an eligible school district after April 20, 2012. This act effectively "closed" the program to additional districts.

Under current law, the RPCP per pupil payment is identical to the MPCP per pupil payment. This request assumes there will be a 3.75 percent increase in the MPCP payment in FY14 and a 5.42 percent increase in FY15 (which will be \$6,442 per FTE in FY13), and an increase of roughly 250 FTE in FY14 and again in FY15. The per pupil payment is estimated to be \$6,684 in FY14 and \$7,046 in FY15.

Funding for the first two years of the RPCP is detailed in the table below:

Fiscal Year	RPCP Pupils (FTE)	Per Pupil Payment	Eligible School District Aid Reduction (\$ in millions)	Total RPCP Cost/Payments(\$ in millions)
2011-12	250	\$6,642	\$0.6	\$1.6
2012-13	500	\$6,642	\$1.2	\$3.2

While the state currently pays for roughly 60-70 percent of RUSD' shared costs in the current school aid formula, RUSD's tax levy related to the RPCP will continue to increase as the program grows. In FY12, RUSD's gross property tax levy was \$82 million, of which \$0.6 million (less than 1 percent of the total) was directly tied to its share of funding the RPCP.

In a separate decision, Decision Item 6000, \$16.8 million GPR is being removed from the high poverty aid appropriation in FY15 to be placed in the general equalization aid formula. Because the changes in the general aid formula will now account for poverty, there will not be a separate high poverty aid program. RUSD has received approximately \$1.4 million annually from the high poverty aid program. In addition, the elimination of the high poverty aid program will require a change in the eligibility criteria under s. 118.60, Wis. Stats. to remove the reference to high poverty aid while maintaining the requirement that at least 50 percent of the district's enrollment is eligible for the free or reduced-price lunch program.

The table below shows the total state funding commitment if current law is amended in FY15 to require the state to pay 70 percent of RPCP costs, RUSD to pay the remaining 30 percent of costs and the elimination of the high poverty aid program.

Fiscal Year	RPCP Pupils (FTE)	FTE Payment	Total RPCP Payment	State Share (61.6% in FY14, 70% in FY15)	RUSD Share (38.4% in FY14, 30% in FY15)	RUSD High Poverty Aid	Total Net State Aid for RPCP
2013-14	750	\$6,684	\$5,012,681	\$3,087,812	\$1,924,870	\$1,400,000	\$4,487,812
2014-15	1,000	\$7,046	\$7,045,825	\$4,932,077	\$2,113,747	\$0	\$4,932,077

Statutory Language

The department is proposing statutory language related to the Milwaukee Parental Choice Program and the Parental Choice Programs for Eligible School Districts funding splits in this request.

The department is proposing statutory language related to per pupil payment calculations for the Milwaukee Parental Choice Program and the Parental Choice Programs for Eligible School Districts.

The department is proposing statutory language related to the removal of references to the high poverty aid in the Milwaukee Parental Choice Program.

The department is also proposing statutory language to remove the specification of high poverty aid eligibility under the criteria for Parental Choice Programs for Eligible School districts eligibility. The department is requesting to maintain the requirement that at least 50 percent of the district's enrollment is eligible for the free or reduced-price lunch program.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6001*)

Subject: Supporting Parental Options

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests language to amend the funding split for the Milwaukee Parental Choice Program (MPCP) in FY15. Beginning in FY15, the state would be required to pay 70 percent of MPCP costs and the Milwaukee Public Schools (MPS) would be required to pay the remaining 30 percent of costs through a reduction in its general equalization aid entitlement.

The department also requests language to amend the funding split for the Parental Choice Programs for Eligible School Districts (RPCP), currently only in Racine Unified School District (RUSD), in FY15. Beginning in FY15, the state would be required to pay 70 percent of RPCP costs and RUSD would be required to pay the remaining 30 percent of costs through a reduction in its general equalization aid entitlement.

The department also requests to clarify the MPCP and RPCP per pupil payment calculations for FY15. Under current law, the MPCP and RPCP per pupil payments increase annually by the same percent increase in general school aids. In other decisions in the department's biennial budget request (Decision Item 6000), the department is requesting to increase general school aids in FY15 by the current funds in the school levy tax credit appropriation. Such a movement will cause a substantial increase in general school aids in FY15. It is not the department's intent to have the MPCP and RPCP funding levels increase by the full percent change that this movement causes. Instead, the department requests the MPCP and RPCP payments per pupil increase in FY15 and beyond only by the increment of increase in general school aids, not including the addition of the school levy tax credit funds to the general school aids appropriation.

The department also requests elimination of MPCP first class city school levy aid under s. 121.137, Wis. Stats., in FY15. This provision is no longer needed with the department's proposed 70/30 funding split proposal for FY15 described above.

In a separate budget decision (Decision Item 6000), the department is proposing to eliminate the high poverty aid program under s. 121.136, Wis. Stats., in FY13. The department requests that the link between MPS' school tax levy and the high poverty aid program under s. 119.46, Wis. Stats., be deleted.

The department also requests that the eligibility requirements for the Parental Choice Programs for Eligible School districts be changed to remove the specification of high poverty aid eligibility.

The department is requesting to maintain the requirement that at least 50 percent of the district's enrollment is eligible for the free or reduced-price lunch program.

Related Stat. Citations:

Amend s. 121.08 (4) (b), Wis. Stats., to change the funding split of the MPCP to 70 percent state and 30 percent MPS beginning in FY15.

Amend s. 121.08 (4) (br), Wis. Stats., to change the funding split of the RPCP to 70 percent state and 30 percent RUSD beginning in FY15.

MPCP payments – s. 20.255 (2) (fu), Wis. Stats.

RPCP payments – s. 20.255 (2) (fr), Wis. Stats.

Amend the MPCP per pupil payment calculation for FY16 - s. 119.23 (4) (b), Wis. Stats.

Amend the RPCP per pupil payment calculation for FY16 – s. 118.60 (4) (b), Wis. Stats.

First class city school levy aid - s. 121.137, Wis. Stats.

High poverty aid and MPS levy - s. 119.46, Wis. Stats.

Amend s. 118.60 (1) (am) 3., Wis. Stats. to remove the language related to the high poverty aid program, but retaining the requirement that at least 50 percent of the district's enrollment be eligible for the free or reduced-price lunch program.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6002 – SPECIAL EDUCATION CATEGORICAL AID

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$386,261,300	\$425,061,400
Less Base	\$368,939,100	\$368,939,100
Requested Change	\$17,322,200	\$56,122,300

Request/Objective

The department requests \$17,322,200 GPR in FY14 and \$56,122,300 GPR in FY15 to maintain the estimated FY13 special education categorical aid reimbursement rate of 26.64 percent in FY14 and to increase the reimbursement rate to 28 percent in FY15.

Problem/Background/Analysis

Federal and state categorical aids for special education have not increased at the same rate as costs. The categorical aid is the state's primary direct fund source to recognize the additional costs of educating children with disabilities. The state level of reimbursement fell below 30 percent of aidable costs starting in FY05 and is projected to fall below 25 percent in FY15 without additional state funding. Many believe that, under revenue limits, districts are being forced to take money from regular education to pay for special education.

Special education aids reimburse costs incurred in the prior school year by a school district, charter school, County Children with Disabilities Education Board (CCDEB), or Cooperative Educational Service Agency (CESA).

In July 2000, the Wisconsin Supreme Court articulated a new standard for a basic education in *Vincent v. 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 pupils and districts are not fungible (interchangeable) and takes into account the needs of disabled pupils.

The department has always used trend data to predict how aidable costs will change in the upcoming biennium. It is difficult, however, to predict local costs for the 2013-15 biennium using recent trends due to districts using federal American Recovery and Reinvestment Act of 2009 (ARRA) dollars in recent years to offset some of their local costs, a large one-time contribution to OPEB (other post employment benefits) by Milwaukee Public Schools, and the 2011 Wisconsin Act 10 changes. Therefore, the department has decided to estimate the increase in local aidable costs using an average of the changes over the last five years (using the increases from FY10-FY12 as if the ARRA costs had been local costs instead), which results in an annual increase of 4.7 percent.

It was expected that once the ARRA dollars were gone (FY13), all costs would shift off ARRA and back to local costs, resulting in a very large increase in aidable costs at that time. However, due to the passage of 2011 Wisconsin Act 10 in which many changes were made to government employees' retirement and other benefit contributions, this expected increase is estimated to somewhat balance out with the decrease in costs relative to employees, instead, paying more for benefits.

The following chart shows the history of special education aidable costs and reimbursement rates since FY94:

Aid Year	Prior Year Aidable Costs	Percent Change	GPR Appropriation	Reimbursement
1993-94	\$585,879,900	10.8%	\$261,330,400	44.6%
1994-95	\$625,111,900	6.7%	\$275,548,700	44.1%
1995-96	\$661,269,000	5.8%	\$275,548,700	41.7%
1996-97	\$698,164,300	5.6%	\$275,548,700	39.5%
1997-98	\$747,324,400	7.0%	\$275,548,700	36.9%
1998-99	\$799,556,100	7.0%	\$275,548,700	34.5%
1999-00	\$839,923,200	5.0%	\$288,048,700	34.3%
2000-01	\$880,915,600	4.9%	\$315,681,400	35.8%
2001-02	\$936,788,000	6.3%	\$315,681,400	33.7%
2002-03	\$994,520,000	6.2%	\$315,681,400	31.7%
2003-04	\$1,037,592,100	4.3%	\$316,466,900	30.5%
2004-05	\$1,069,500,000	3.1%	\$320,771,600	30.0%
2005-06	\$1,110,800,000	3.9%	\$320,771,600	28.9%
2006-07	\$1,162,200,000	4.6%	\$332,771,600	28.6%
2007-08	\$1,213,480,400	4.4%	\$350,192,500	28.9%
2008-09	\$1,285,385,300	5.9%	\$368,939,100	28.7%
2009-10	\$1,322,974,700	2.9%	\$368,939,100	27.8%
2010-11	\$1,312,271,300	-0.8%	\$368,939,100	28.1%
2011-12	\$1,385,983,300	5.6%	\$368,939,100	26.6%

As discussed, taking into account the ARRA expenditures along with the prior year aidable costs may allow for a more accurate picture of prior costs to use in projecting future costs.

Aid Year	Prior Year Aidable Costs	Prior Year ARRA IDEA Expenditures	Total Prior Year Costs (Aidable Costs and ARRA IDEA Expenditures)	Percent Change if all costs had been local	GPR Appropriation	Reimbursement if all costs had been local
2009-10	\$1,322,974,700	\$1,157,900	\$1,324,132,600	3.0%	\$368,939,100	27.8%
2010-11	\$1,312,271,300	\$95,747,000	\$1,408,018,300	6.3%	\$368,939,100	26.2%
2011-12	\$1,385,983,300	\$74,121,900	\$1,460,105,200	3.7%	\$368,939,100	25.3%
*2012-13	\$1,379,468,900	\$5,373,400	\$1,384,842,300	-5.2%	\$368,939,100	26.6%

* Estimated

It should be noted that the estimated aidable costs in the table for the FY13 calculation were derived using districts' FY12 budgeted costs and CCDEB, CESA, and 2r charter school actuals from FY11.

The projections for FY13, FY14 and FY15 special education aid estimated reimbursement rates, based on current law (no increase in the appropriation) are as follows:

Aid Year	Estimated Prior Year Aidable Cost	Percent Change	Appropriation	Estimated Reimbursement
2012-13	\$1,384,842,300**	-5.2%	\$368,939,100	26.6%
*2013-14	\$1,449,929,900	4.7%	\$368,939,100	25.4%
*2014-15	\$1,518,076,600	4.7%	\$368,939,100	24.3%

*Aidable costs are based on estimated 4.7% annual increases over the prior year.

**Includes estimates from school district FY12 budgets and ARRA expenditures from FY12.

The estimates above show that the reimbursement rate will continue to decline as special education costs increase.

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.

The remaining special education costs that are not reimbursed by the state or federal governments 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. Despite any increases in general equalization aids (which are inside the revenue limits), rising special education costs have essentially reduced the spending authority of some school districts for regular education.

By increasing special education categorical aid by \$17,322,200 GPR in FY14 and \$56,122,300 GPR in FY15, the estimated reimbursement will be as follows.

Aid Year	Estimated Prior Year Aidable Cost	Percent Change	Appropriation	Estimated Reimbursement
*2013-14	\$1,449,929,900	4.7%	\$386,261,300	26.6%
*2014-15	\$1,518,076,600	4.7%	\$425,061,400	28.0%

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6003 – HIGH-COST SPECIAL EDUCATION CATEGORICAL AID

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$5,000,000	\$5,000,000
Less Base	\$3,500,000	\$3,500,000
Requested Change	\$1,500,000	\$1,500,000

Request/Objective

The department requests \$1,500,000 GPR in FY14 and FY15 to increase the estimated reimbursement rate of high-cost special education claims to 55.0 percent and 52.3 percent, respectively. These numbers assume the continuation of \$1.9 million from the federal Individuals with Disabilities Education Act (IDEA).

Background/Analysis of Need

Children with severe disabilities often need costly nursing services 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 pupil.

Meeting the needs of pupils with low-incidence and high-cost special education requirements can be very costly for school districts. As a means to assist school districts in paying for such related costs, the department has created an additional special education aid appropriation for funding certain high-cost services. The department has also allocated approximately \$1.9 million annually in federal IDEA discretionary funding to continue its *Keeping the Promise* commitment to support pupils with severe or multiple disabilities. This initiative is intended to assist school boards, CESA boards of control, county children with disabilities education boards, and charter schools with meeting the needs of high-cost special education pupils.

Aidable costs under the program include all costs (except administration) related to educating a high-cost pupil with special educational needs. Costs reimbursed by IDEA flow-through funds, Medicaid, and special education categorical aids are deducted. Reimbursement is then calculated at 90 percent of the amount by which the total cost of providing special education and related services to an individual pupil exceeds \$30,000 in the prior year.

In 2009-10, the department's Special Education Team moved to a web-based claims submission and approval system. This resulted in tighter fiscal monitoring and ensured only eligible costs were aided. Due to this improvement, the department has seen a decrease in some cost categories submitted over the past two years as districts understand which costs are eligible for reimbursement. (For example, paraprofessionals have always been the majority of submitted costs – making up almost half of the costs claimed. Between 2009-10 and 2010-11, there was a significant (10 percent) decrease in the costs of paraprofessionals, due to the

software determining child specific costs versus costs pro-rated among many pupils. Between 2009-10 and 2010-11, there was an increase in the costs submitted for deaf and hard of hearing services and private education placements.)

The following chart shows the history of special education high-cost categorical aid and reimbursement rates since its inception in FY04:

Aid Year	Prior Year Aidable Cost	Percent Change	GPR Appropriation	FED Assistance	Reimbursement
2003-04	\$3,399,000	new	\$0	\$2,000,000	58.8%
2004-05	\$5,094,900	49.9%	\$0	\$2,000,000	39.3%
2005-06	\$6,432,600	26.3%	\$0	\$1,250,000	19.4%
2006-07	\$7,356,600	14.4%	\$3,500,000	\$1,921,700	73.7%
2007-08	\$8,843,600	20.2%	\$3,500,000	\$1,919,100	61.3%
2008-09	\$9,873,800	11.6%	\$3,500,000	\$1,944,100	56.7%
2009-10	\$11,110,900	12.5%	\$3,500,000	\$2,012,900	49.6%
2010-11	\$10,526,400	-5.3%	\$3,500,000	\$2,086,500	53.1%
2011-12	\$11,361,200	7.9%	\$3,500,000	\$2,086,500	49.2%

Based on a 3-year trend of high-cost claims from FY10 through FY12, the department would project a 5.1 percent annual growth in high-cost claims through the 2013-15 biennium.

Aid Year	Estimated Prior Year Aidable Cost	Percent Change	GPR Appropriation	FED Assistance	Estimated Reimbursement
2012-13	\$11,940,600	5.1%	\$3,500,000	\$1,900,000	45.2%
2013-14	\$12,549,600	5.1%	\$3,500,000	\$1,900,000	43.0%
2014-15	\$13,189,600	5.1%	\$3,500,000	\$1,900,000	40.9%

The estimates above show that without additional special education high-cost categorical aid, the reimbursement rate will continue to decline as claims increase.

It is necessary for reimbursement to keep pace with the rising costs of high-cost special education services so as not to burden already struggling districts with these additional costs, which, much like excess regular special education costs, must be covered under district revenue caps.

Increasing the state's commitment by \$1,500,000 GPR in FY14 and FY15 will increase the reimbursement level for high-cost special education to 55.0 percent and 52.3 percent, respectively.

Aid Year	Estimated Prior Year Aidable Cost	GPR Appropriation	FED Assistance	Estimated Reimbursement
2013-14	\$12,549,600	\$5,000,000	\$1,900,000	55.0%
2014-15	\$13,189,600	\$5,000,000	\$1,900,000	52.3%

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6004 – IMPROVING GRADUATION RATES

205 – Graduation aid
s. 20.255 (2) (dc) - New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$0	\$4,550,000
Less Base	\$0	\$0
Requested Change	\$0	\$4,550,000

Request/Objective

The department requests \$4,550,000 GPR in FY15 to establish a new categorical aid program focused on increasing graduation rates and reducing dropout rates in targeted school districts throughout Wisconsin.

Problem/Background/Analysis

According to a September 2010 FactSheet from the Alliance of Excellent Education titled High School Dropouts in America, nationwide, only about 70 percent of all high school pupils graduate on time, and graduation rates for poor and minority pupils are even lower. The failure to graduate every child prepared for the twenty-first century has serious consequences for individual pupils and their parents, but it also has major repercussions for American society at every level.

Wisconsin’s legacy graduation rate shows three years of steady progress. For the 2010-11 school year, Wisconsin had a legacy graduation rate of 90.5 percent, up six-tenths of a point from the previous year and 1.1 points from the 2008-09 school year. As measured by the federal four-year cohort rate, Wisconsin had 61,202 graduates for the 2010-11 school year. The state’s four-year cohort graduation rate of 87 percent is up 1.3 points from the 2009-10 school year.

Wisconsin has a fairly low dropout rate compared to other states; however, even one pupil dropping out is too many.

Pupils in Wisconsin that have Dropped Out of School

School Year	Pupils	Dropout Rate
2010-11	5,794	1.46%
2009-10	6,434	1.60
2008-09	6,678	1.63
2007-08	7,001	1.68
2006-07	6,724	1.59
2005-06	6,962	1.64
2004-05	7,326	1.73

The Alliance report provides research on why students drop out, and what the end cost of that decision is. The report states that:

While there is no single reason for why students drop out, research indicates that difficult transitions to high school, deficient basic skills, and a lack of engagement all serve as prominent barriers to graduation.

- Low attendance or a failing grade can identify future dropouts, and in some cases as early as sixth grade (C. Jerald, "Dropping Out is Hard to Do," (Washington, DC: The Center for Comprehensive School Reform and Improvement, 2006). Most dropouts are already on the path to failure in the middle grades and engage in behaviors that strongly correlate to dropping out in high school. Various researchers have identified low attendance or a failing grade as specific risk factors.
- Up to 40 percent of ninth-grade students in cities with the highest dropout rates repeat ninth grade; only 10 to 15 percent of those repeaters go on to graduate (R. Balfanz and N. Legters, "Closing 'Dropout Factories': The Graduation Rate Crisis We Know and What Can Be Done About It," *Education Week* 25, no. 42 (2006): 42–43.). Ninth grade serves as a bottleneck for many students who begin their first year only to find that their academic skills are insufficient for high school-level work.
- Over one third of all dropouts are lost in ninth grade (Editorial Projects in Education, "Diplomas Count 2007: Ready for What? Preparing Students for College, Careers, and Life After High School," special issue, *Education Week* 26, no. 40 (2007)). Academic success in ninth-grade coursework is highly predictive of eventual graduation; this is even more so than demographic characteristics or prior academic achievement (E. Allensworth and J. Easton, *What Matters for Staying On-Track and Graduating in Chicago Public High Schools: A Close Look at Course Grades, Failures and Attendance in the Freshman Year* (Chicago, IL: Consortium on Chicago School Research at the University of Chicago, University Publications Office, 2007)). Unfortunately, many students are not given the extra support they need to make a successful transition to high school and are lost in ninth grade.
- The six million secondary students who comprise the lowest 25 percent of achievement are twenty times more likely to drop out of high school than students in the top-performing quartile (A. Carnevale, *Help Wanted...College Required. ETS Leadership 2000 Series* (Princeton, NJ: Educational Testing Service, 2001). Among high school students whose test scores were in the top quartile of their senior class, less than one percent dropped out. Among the high school students whose test scores were in the bottom quartile of their senior class, twenty percent dropped out.
- Research shows that a lack of student engagement is predictive of dropping out even after controlling for academic achievement and student background (R. Rumberger, "Why Students Drop Out of School" in *Dropouts in America: Confronting the Graduation Rate Crisis* ed. G. Orfield, 131–155 (Cambridge, MA: Harvard Education Press, 2004). Both academic and social engagement are integral components of successfully navigating the education pipeline.

Dropouts suffer from reduced earnings and lost opportunities; there are also significant social and economic costs to the rest of the nation.

- Over the course of his or her lifetime, a high school dropout earns, on average, about \$260,000 less than a high school graduate (C. Rouse, "Labor Market Consequences of an Inadequate Education" paper prepared for the symposium on the Social Costs of Inadequate Education, October 24, 2005, New York).
- Dropouts from the Class of 2010 alone will cost the nation more than \$337 billion in lost wages over the course of their lifetimes (Alliance for Excellent Education, "The High Cost of High School Dropouts: What the Nation Pays for Inadequate High Schools," (Washington, DC: Author, 2008).
- If the United States' likely dropouts from the Class of 2006 had graduated, the nation could have saved more than \$17 billion in Medicaid and expenditures for uninsured health care over

- the course of those young people's lifetimes ("Healthier and Wealthier: Decreasing Health Care Costs by Increasing Educational Attainment," (Washington, DC: Author, 2006).
- If U.S. high schools and colleges were to raise the graduation rates of Hispanic, African American, and Native American students to the levels of white students by 2020, the potential increase in personal income would add more than \$310 billion to the U.S. economy ("Demography as Destiny: How America Can Build a Better Future," (Washington, DC: Author, 2006).
 - Increasing the graduation rate and college matriculation of male students in the United States by just 5 percent could lead to combined savings and revenue of almost \$8 billion each year by reducing crime-related costs ("Saving Futures, Saving Dollars: The Impact of Education on Crime Reduction and Earnings," (Washington, DC: Author, 2006).

While nearly every school district can work to improve graduation and dropout rates, some of the most pervasive graduation and dropout issues are limited to about 15-20 percent of Wisconsin school districts. For example:

- In 2010-11, 59 of Wisconsin's 363 districts reported on WINSS (363 is the number of districts in the state that were reported on WINSS that had pupils expected to graduate—the districts offering only grades K-8 were removed) had a 4-year cohort graduation rate less than the state average 4-year cohort rate of 87 percent.
- In 2010-11, 29 percent of Wisconsin dropouts were located in one district (Milwaukee Public Schools). 59 percent of Wisconsin's dropouts were concentrated in 12 school districts, and 80 percent were located in approximately 64 school districts across the state.

Wis. Stat. 118.153 (1) specifies that pupils in grades five through twelve are at-risk of dropping out of high school if they have poor school attendance, have low academic achievement, have problems with high school credit accumulation, are parents, are delinquent, or other issues. These pupils, along with those who have already dropped out, usually need additional services to support their successful completion of high school.

School districts are required to develop a plan to serve the pupils that have been identified at-risk of not graduating. Some school districts have successful, robust, highly effective graduation and workforce readiness programs to help at-risk pupils succeed. However, budget cuts are real barriers to offering such opportunities. If there were more dollars available, districts may be able to offer such programs so that pupils see the connection between school and careers after graduation. Where districts are already offering great programs, additional funding would allow them to reach more pupils that may not currently be receiving services.

There are several national, state and regional programs that are dedicated to preventing dropouts among young people who are most at-risk or helping those who dropout to become more self sufficient, contributing members of the community. By providing these persons an opportunity to gain employment training, education, independent living skills, and/or a chance to serve the community, they can overcome their frustration toward school work, feel valued, and have their hope restored.

These programs include:

- Counseling, skills development, career association, and experiential learning experiences that improve pupils' academic performance, school behavior, attendance, confidence, participation and self-esteem.

- Assistance to obtain a quality job leading to a career after graduation or enrollment in a postsecondary education and training program as well as how to navigate the financial aid process to pursue these opportunities.
- Services to identify and track barriers of traditional high school to help pupils overcome and/or cope more effectively with those barriers and earn a high school diploma.
- Service-learning, community-based projects.
- Field trips, guest speakers, job shadowing, mentors, tutors.
- Employer marketing and job development.
- Small group and one-on-one instruction.

Proposal

Since school districts are required to serve at-risk pupils, the department requests a new categorical aid program in which every five years eligible school districts would compete for multi-year grants to provide technical assistance and investment in pupils at-risk of dropping out of school. Because the issue of high dropout rates has remained in some districts over a period of time, drawing a new cohort of eligible districts each year does not seem necessary. It is expected that once every five years the department would inform districts that are eligible for Graduation Grants. The district could then choose to apply for a grant or not. The major focus of the funding would be to advance graduation outcomes in districts with the most persistent graduation and dropout issues.

The aid, tentatively called Graduation Grants, would be targeted to districts with persistently low graduation rates and persistently high dropout rates/numbers. Eligible districts are those persistently performing in the lowest 5 percent of districts for graduation rates, dropout rates, or dropout numbers over a rolling three year period. Districts would qualify by meeting one of the three thresholds.

The multi-year grant would be based on the fact that strategies will take several years to make an impact on the graduation/dropout rate, and that a multi-year timeframe will allow districts to focus on middle school and transition years as well as high school strategies. Districts would be required to submit a grant plan to the department that outlines their initiative(s). The department would then approve only those grants that meet the desired criteria.

A district may apply for funding of \$1,500 per pupil that dropped out of school in the most recent school year. If the district has met one of the three eligibility thresholds but has zero dropouts in the preceding year, an average of the three most recent years should be used to determine the aid amount. A district's proposal must commit to some local maintenance of effort, and describe in its proposal how the district will maintain funding for the program in the event that funding is reduced as a result of penalties for failing to meet "on-track" indicators.

The department would require local districts to advance the strategies or interventions that have been proven by the various other national, state or regional programs to advance graduation outcomes. District initiative(s) would need to meet one or more of the following parameters:

- No more than four hours per day in a classroom setting;
- Workplace or project site as part of each day (one to four hours daily);
- Dual enrollment courses;
- Working towards industry certificate;
- Mentors for pupils;
- Counseling, support system;

- Skill development or skill searching assistance; and
- Career placement assistance.

A district with up to 1,000 pupils (district-wide) would be eligible for no more than \$25,000 per year in graduation aid. A district with up to 5,000 pupils would be eligible for no more than \$100,000 per year in graduation aid. A district with up to 10,000 pupils would be eligible for no more than \$150,000 per year in graduation aid. A district with up to 20,000 pupils would be eligible for no more than \$300,000 per year in graduation aid. A district with up to 25,000 pupils would be eligible for no more than \$800,000 per year in graduation aid. Finally, a district with greater than 25,000 pupils would be eligible for no more than \$1,000,000 per year. There would also be a minimum grant award of \$20,000.

The maximum grant amount will only apply to the initial grant award. If it were to apply to each year, districts already receiving the maximum grant would have no ability to receive incentives. Years when the appropriation is insufficient to cover all awards, the funding to districts will be prorated. If there are years when the full appropriation is unused, the remaining money will lapse to the general fund.

It should be clarified that 2r charter schools would be eligible for Graduation Grants. Because 2r charters are not “school districts,” the category they will be in to determine their maximum grant will be based on the enrollment of their school. At the current time, all of the 2r charter schools except one have enrollment under 1,000 pupils.

To advance accountability for performance, a variable funding model would provide a set funding amount in the first year, and a variable funding model in subsequent years based on whether a district meets or misses its annual “on track” indicators. Districts that meet indicators may be eligible for additional bonus or incentive funds to continue to scale up successful programs, while districts that are not meeting targets may have funding reduced. Districts that receive additional bonus funds must commit those resources to advancing graduation outcomes and cannot supplant other funding. These annual “on track” indicators which research has demonstrated contribute to increased graduation outcomes must include, but are not limited to:

- Number of pupils passing core courses and earning sufficient credits to graduate high school.
- Attendance.
- Other locally determined indicators (i.e. suspension and/or expulsion reduction, etc.).

If a district meets half of its “on track” indicators after each year, the district will maintain the original funding amount, not to exceed five years total. If a district meets all of its “on track” indicators, the district would be awarded 25 percent more per pupil in the following year, not to exceed five years total. If a district fails to meet half of its “on track” indicators, the district would be awarded 60 percent of the prior year’s funding, not to exceed five years total.

The amount of the Graduation Grant would not change based on the number of pupils that dropped out in years one-five of the grant. The amount would be based on the number of dropouts from the year prior to the five year grant being awarded (and would change based on whether or not the “on track” indicators are met, but not based on the dropout numbers in each year).

Districts could be eligible to receive grant awards in subsequent 5-year grant cycles if they submit a district initiative that meets the required parameters each time, however, funding would start over with each new grant period (incentives or penalties would not continue from the previous grant).

Based on an initial analysis of current data, 43 urban and rural districts would be eligible to apply for funding under this proposal (listed in Table 1). The eligible districts will change with each five year cohort because the graduation and dropout information that determines eligibility will have changed in each year. For the first year, it is proposed that data from the 2010-11, 2011-12, and 2012-13 school years be used to establish the grant eligibility pool in spring of 2014 so that districts have time to complete Graduation Grant applications. (Because the department is using WINSS data with suppression for small sizes, small districts may not be included in these calculations due to suppression to comply with FERPA and state law for public reporting. The actual list for completion and dropout rates may change slightly to reflect the suppression.)

Using this current data, districts would qualify for the following grant awards: (It should be noted that this table has been provided for illustration purposes only. FY15 Graduation Grants would be based on the eligible districts at that time, including some that may have been suppressed from this information.)

Table 1

<u>District</u>	<u>Enrollment</u>	<u># of Dropouts in 2010-11</u> <u>(if 0, then avg of last 3 yrs)</u>	<u>Total Eligible Grant</u> <u>(\$1,500 * # of dropouts)</u>	<u>FY15-Base Grant</u> <u>(reflects maximum grant)</u>
Norris	52	3	\$4,500	\$20,000
Butternut	201	4	6,000	20,000
Granton Area	215	5	7,500	20,000
Winter	300	3	4,500	20,000
Bowler	391	3	4,500	20,000
Bayfield	419	8	12,000	20,000
BEAM	-	3	4,500	20,000
Siren	463	5	7,500	20,000
Milwaukee College Prep	496	4	6,000	20,000
YMCA Young Leaders	524	6	9,000	20,000
Royall	600	5	7,500	20,000
Gillett	645	10	15,000	20,000
Montello	700	2	3,000	20,000
Crivitz	734	2	3,000	20,000
Lakeland UHS	770	29	43,500	25,000
Menominee Indian	805	4	6,000	20,000
Crandon	930	4	6,000	20,000
Osseo-Fairchild	950	19	28,500	25,000

Mauston	1,500	20	30,000	30,000
Grantsburg	1,600	185	277,500	100,000
Hayward Community	2,000	27	40,500	40,500
Rhineland	2,500	31	46,500	46,500
Monroe	2,700	61	91,500	91,500
Franklin Public	4,300	127	190,500	100,000
Superior	4,800	49	73,500	73,500
Chippewa Falls Area	5,027	35	52,500	52,500
Manitowoc	5,300	35	52,500	52,500
Neenah	6,300	43	64,500	64,500
Middleton-Cross Plains	6,500	42	63,000	63,000
Beloit	7,000	74	111,000	111,000
Stevens Point Area	7,400	31	46,500	46,500
Fond du Lac	7,500	48	72,000	72,000
Oshkosh Area	10,000	58	\$87,000	\$87,000
Sheboygan Area	10,100	44	66,000	66,000
Janesville	10,300	80	120,000	120,000
Eau Claire Area	11,000	51	76,500	76,500
Waukesha	13,700	90	135,000	135,000
Appleton Area	15,100	85	127,500	127,500
Green Bay Area	20,600	209	313,500	313,500
Racine	20,800	434	651,000	651,000
Kenosha	22,900	142	213,000	213,000
Madison Metropolitan	26,800	245	367,500	367,500
Milwaukee	79,130	1690	2,535,000	1,000,000
				\$4,471,000*

*Note the total here is different than the funding being requested. The department is requesting \$79,000 not included in Table 1 due to some eligible districts likely not showing up in the table due to the suppression of data.

Because there are incentives in the Graduation Grant program, it will be necessary to ask for increased funds in the 2015-17 biennial budget. However, since only the first year of the program will occur in the 2013-15 biennium, no district will experience its second or third year of eligibility for graduation aid during this period. While highly unlikely, if every district meets their “on track” indicators in every year of the first cohort of Graduation Grants, it is expected that the following funding would be needed in future years.

FY16	FY17	FY18	FY19
\$5,588,800	\$6,985,900	\$8,732,400	\$10,915,500

While the dollar amount awarded for Graduation Grants is based on the number of pupils that dropped out in the year prior to the cohort being established, the purpose of the Graduation Grants is to provide services to others at the school to keep them from dropping out. So, while at a glance this program could be viewed as reactionary, the department is using this grant program to ascertain where the dropout problems are the most prominent and offer means for those districts to address them. Because the department does not collect data on the number of pupils at-risk of not graduating, the number of pupils who dropped out in the prior school year is the way that has been chosen to determine how much aid should be paid.

As early warning systems and/or the WiseDash system become available, the hope would remain that districts with the biggest dropout concerns could use the parameters set up for graduation aid to ensure pupils are graduating high school. It is possible that once WiseDash can flag pupils that are at-risk, the department may want to include a fourth threshold to qualify districts for Graduation Grants – those districts that have a certain percentage of pupils flagged as at-risk of not graduating.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6004*)

Subject: Improving Graduation Rates

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to establish a new categorical aid program focused on increasing graduation rates and reducing dropout rates in targeted school districts throughout Wisconsin.

Related Stat. Citations:

Create a new program in Wis. Stats. to develop Graduation Grants.

Create a new appropriation, 20.255 (2) (dc), Wis. Stats., Graduation aid.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6005 – SPARSITY AID

255 – Sparsity aid
s. 20.255 (2) (ae)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$16,753,800	\$16,753,800
Less Base	\$13,453,300	\$13,453,300
Requested Change	\$3,300,500	\$3,300,500

Request/Objective

The department requests \$3,300,500 GPR in FY14 and FY15 to fully fund estimated eligible costs for the sparsity aid categorical grant program.

The department also proposes eliminating the free or reduced-priced lunch (FRL) criteria for districts to qualify for sparsity aid.

Background/Analysis of Need

Many of the state's small, rural districts face a similar set of issues that include a lack of economies of scale, declining enrollment, rapidly rising property values, low median income, and large geographic boundaries. Further, a greater percentage of rural districts (as opposed to urban or suburban) are experiencing declining enrollment, which has further exacerbated issues related to their size and ability to maintain their core educational programs. In addition, some data indicate districts with the lowest pupil density, or pupils per square mile, are among the state's lowest wealth districts in terms of average income; have higher poverty rates, higher transportation costs, and in some cases have high property values that result in the district receiving lower levels of state aid due to the districts' property "wealth" as measured by the state school aid formula. It is also known that some programs are more costly for small, rural districts to operate or implement due to lower enrollments in programs that require teachers and staff with specific skills.

In response to these issues, the department's 2007-09 biennial budget request included a sparsity aid proposal as part of the State Superintendent's Rural Initiative. A scaled-down sparsity aid program was signed into law by the governor as part of 2007 Wisconsin Act 20, the 2007-09 biennial budget.

In order to qualify for sparsity aid, eligible school districts meet the following criteria: (a) an enrollment in the prior school year of less than 725 pupils; (b) population density of less than 10 pupils per square mile of district attendance area; and (c) at least 20 percent of pupils qualify for FRL under the National School Lunch Program in the prior year. A district is eligible to receive \$300 per pupil. The department is directed to prorate these payments if funding is insufficient to fully fund the program in a given year.

For FY13, there are 129 eligible school districts, using their 2011-12 school year data. However, aid payments will be prorated at 82 percent which translates into a per pupil aid

amount of \$246. The full-funding shortfall is \$2,941,400. Total eligible membership in the sparsity districts was 54,649 with an average of 47 percent eligible for FRL.

As discussed, one of the current eligibility criteria for sparsity aid is that at least 20 percent of pupils qualify for FRL under the National School Lunch Program in the prior year. In the first year of sparsity aid, FY09, 146 districts met that criteria; in FY13 only 52 meet it. Given that the statewide average FRL is now over 40 percent, the department proposes eliminating this 20 percent threshold as it is no longer relevant.

If the FRL requirement had been eliminated for FY13, only three additional districts would have qualified for sparsity aid: Barneveld, Elkhart Lake-Glenbeulah and Paris J1. Thus, there would only be a minimal fiscal impact to fully-fund sparsity aid with the FRL requirement eliminated.

The list of districts eligible for sparsity aid changes slightly from year to year, given changes in pupil enrollment. However, the department's budget request is based on an amount to be able to fully fund the eligible awards for FY13 in each year of the 2013-15 biennium. As under current law, if the amount is insufficient in any year to pay all eligible awards, the department would prorate all aid payments.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6005*)

Subject: Sparsity Aid

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

One of the current eligibility criteria for sparsity aid under 115.436, Wis. Stats., is that at least 20 percent of pupils in the school district qualify for free or reduced-priced lunch (FRL) under the National School Lunch Program in the prior year. In the first year of the sparsity aid program, FY09, 146 districts met that criteria; in FY13 only 52 meet it. Given that the statewide average FRL is now over 40 percent, the department proposes eliminating this 20 percent threshold as it is no longer relevant. Other criteria for the program would not change.

Related Stat. Citations:

Delete 115.436 (2) (b), Wis. Stats.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6006 – SCHOOL BREAKFAST REIMBURSEMENT

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$3,212,200	\$3,506,700
Less Base	\$2,510,500	\$2,510,500
Requested Change	\$701,700	\$996,200

Request/Objective

The department requests an increase of \$649,500 GPR in FY14 and \$943,400 GPR in FY15 in state aids to school districts and private schools to increase the state reimbursement rate for the School Breakfast Program (SBP) to 10.0 cents for each breakfast served.

The department also requests \$52,200 GPR in FY14 and \$52,800 in FY15 to fund the state reimbursement rate for the SBP at 10.0 cents for each breakfast served in (2r) charter schools and state schools.

Background/Analysis of Need

The federal SBP provides cash assistance to states to operate nonprofit breakfast programs in schools and residential childcare institutions. 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 are as follows:

Federal legislation revised the meal patterns and nutrition requirements for National School Lunch Program (NSLP) and the SBP to be consistent with the new Dietary Guidelines for Americans and the nutrient targets identified by the Institute of Medicine are being phased in beginning in school year 2012-13. When the updated meal pattern is fully implemented, the USDA estimates that food costs for the SBP may increase by as much as 14 cents per breakfast.

Schools that meet the new meal pattern and nutrition standard requirements in school year 2012-13 are eligible to receive an additional 6 cents for each reimbursable lunch served beginning October 1, 2012. However, in order to continue to be eligible to receive the additional 6 cents for lunch, schools must also meet the revised nutrition standards for the SBP beginning in the 2013-14 school year. The Healthy, Hunger-Free Kids Act did not provide any increase in the reimbursement rate for breakfast, even though to receive the increase for lunch service, schools must increase their costs for both lunch and breakfast. Although new meal patterns must be met, there is no additional federal money available for the SBP. The 6 cents

reimbursement amount will be available to school food authorities, and adjusted annually by the USDA. All schools are required to meet the new meal patterns that are being phased in beginning in school year 2012-13.

	Eligibility Criteria	Amount Student 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	\$1.51 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 than 30 cents	\$1.21 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.	27 cents per meal

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

Payments have been prorated since the 2005-06 school year as a result of the increase in school breakfast participation. For the 2011-12 school year, payments were prorated at \$0.09491 per breakfast served. A history of the school breakfast appropriation follows, as well as estimated future expenditures:

Year	Beginning Balance	Appropriation	Eligible Expenditures	Ending Balance	Breakfasts Served Prior Year	Percent Change in Breakfasts Served
2000-01	\$145,400	\$892,100	\$990,100	\$47,400	9,901,000	
2001-02	\$47,400	\$1,055,400	\$907,000	\$195,800	9,070,000	-8.4%
2002-03	\$195,800	\$1,055,400	\$983,700	\$267,500	9,837,000	8.5%
2003-04	\$267,500	\$1,055,400	\$1,047,000	\$275,900	10,470,000	6.4%
2004-05	\$275,900	\$1,055,400	\$1,138,400	\$192,900	11,384,000	8.7%
2005-06	\$192,900	\$1,055,400	\$1,259,020	\$0	12,590,201	10.6%
2006-07	\$0	\$1,055,400	\$1,457,735	\$0	14,571,109	15.7%
2007-08	\$0	\$2,513,500	\$2,790,711	\$0	18,604,737	27.7%
2008-09	\$0	\$2,890,600	\$3,049,800	\$0	20,331,997	9.3%
2009-10	\$0	\$2,789,400	\$3,318,607	\$0	22,124,048	8.8%
2010-11	\$0	\$2,789,400	\$3,652,322	\$0	24,348,813	10.1%
2011-12	\$0	\$2,510,500	\$3,967,706	\$0	26,451,375	8.6%
2012-13	\$0	\$2,510,500	\$4,336,703	\$0	28,911,353	9.3%

(est.)						
2013-14 (est.)	\$0	\$2,510,500	\$4,740,016	\$0	31,600,109	9.3%
2014-15 (est.)	\$0	\$2,510,500	\$5,180,838	\$0	34,538,919	9.3%

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

*Breakfasts served do not include (2r) charter schools, state schools, and residential child care institutions. These entities do not receive funds from the SBP.

It is anticipated that the number of school breakfasts served will continue to increase at 9.3 percent in FY13, FY14, and FY15 based on the average increase in the last two years.

Without an increase in the state school breakfast appropriation, participants will receive less reimbursement per meal served in the 2013-15 biennium. The proration rates assuming a 9.3 percent increase in eligible meals over the next three years are:

- 2012-13 – 8.69 cents
- 2013-14 – 7.95 cents
- 2014-15 – 7.27 cents

The department is proposing to reimburse schools in FY14 and FY15 at 10.0 cents per breakfast served. The projected reimbursement based on this rate is shown in the table below.

Year	Eligible Expenditures	Breakfasts Served Prior Year	Reimbursement at \$.100
2013-14 (est.)	\$4,740,016	31,600,109	\$3,160,000
2014-15 (est.)	\$5,180,838	34,538,919	\$3,453,900

Currently only public and private schools receive the state reimbursement for breakfasts served. This is not consistent with the other school nutrition programs including Matching Payments for School Lunch and Wisconsin School Day Milk Program. In addition to public and private schools, both (2r) charter schools and state schools are eligible for state reimbursement under those programs. The projected cost of breakfasts served in (2r) charter schools and state schools is detailed in the table below.

Year	Eligible Expenditures	Breakfasts Served Prior Year	Percent Change in Breakfasts Served	Reimbursement at \$.100
2013-14 (est.)	\$78,300	521,894	1.2%	\$52,200
2014-15 (est.)	\$79,200	528,062	1.2%	\$52,800

Studies show that pupils who consume breakfast have increased readiness to learn, exhibit fewer behavior problems, have a lower incidence of overweight and obesity, and are less likely to eat foods of minimal nutritional value (e.g. chips, soda) in place of a nutritionally balanced breakfast

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6006*)

Subject: School Breakfast Reimbursement

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The Department requests a statutory change to allow Wisconsin to pay the 15 cent reimbursement for breakfasts served to charter schools authorized under 118.40 (2r), Wis. Stats. ((2r) charter schools) and state schools authorized under s. 115.52, Wis. Stats. and s. 115.525, Wis. Stats. (state schools).

Section 115.341 (1), Wis. Stats., provides that the state superintendent shall reimburse each school board 15 cents for each breakfast served at a school that meets the requirements of 7 CFR 220.8 or 220.8a, whichever is applicable, and shall reimburse each governing body of a private school or tribal school 15 cents for each breakfast served at the private school or tribal school that meets the requirements of 7 CFR 220.8 or 220.8a, whichever is applicable

Related Stat. Citations:

Modify s. 115.34 (2), Wis. Stats., to allow Wisconsin to pay the 15 cent reimbursement for breakfasts served to (2r) charter schools and state schools.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6007-BILINGUAL-BICULTURAL EDUCATION AID

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$8,767,800	\$13,196,000
Less Base	\$8,589,800	\$8,589,800
Requested Change	\$178,000	\$4,606,200

Request/Objective

The department requests an increase of \$178,000 GPR in FY14 and \$4,606,200 GPR in FY15 to maintain 8 percent state reimbursement rate for bilingual-bicultural (BLBC) education programs in FY14 and increase the reimbursement rate in FY15 to 12 percent of approved prior year costs for school districts required to offer BLBC programs under ss. 20.255 (2) (cc) and 115.97 (2), (3), or (4), Wis. Stats.

Background/Analysis of Need

Subchapter VII of ch. 115, Wis. Stats. governs BLBC education and requires districts to establish a program if they meet a certain threshold of Limited English Proficient (LEP) pupils from the same language group within a given school. Section 115.97, Wis. Stats., establishes the following thresholds:

- 10 or more pupils in grades K-3.
- 20 or more pupils in grades 4-8.
- 20 or more pupils in grades 9-12.
-

Districts required to offer programs must notify parents of eligible pupils and obtain consent before placing the pupil in a BLBC program.

Programs are required to use a bilingual certified teacher; however, if one is not available then districts may use an English as a Second Language (ESL) certified teacher and a bilingual aide with the permission of the State Superintendent. This exception does not apply to BLBC programs serving Spanish-speaking pupils.

The State Superintendent has requested increases in BLBC aid as part of the department's biennial budget request for several years. In the 2011-13 biennial budget, the State Superintendent requested to increase GPR funding (\$522,500 in FY12 and \$1,111,500 in FY13) to maintain the reimbursement rate at approximately 9.1 percent of approved prior year costs for school districts required to offer BLBC education programs under ss. 20.255 (2) (cc) and 115.97 (2), (3), or (4) Wis. Stats. The department also requested \$3,400,000 GPR in FY13 to create a new annual appropriation to award up to \$100 per LEP to districts that have LEP populations below the statutory threshold and therefore do not qualify for categorical aid under s. 115.97 (2), (3), and (4), Wis. Stats. The governor's budget proposed 10 percent cuts (\$954,400) to BLBC programs and denied the request for the new annual appropriation for LEP

pupils who do not qualify for categorical aid. The governor’s request was approved by the legislature.

Tables 1 and 2 below illustrate various levels of spending by the categorically aided districts during the 2010-2011 school year. Program costs vary from district to district due to, but not limited to:

- Number of pupils served and the impact on cost effectiveness.
- English-language proficiency level of pupils and range of proficiency levels among pupils in a classroom.
- Amount of previous schooling of LEP pupils.
- Staff/pupil ratio (both teacher/pupil and bilingual aide/pupil).
- 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.
- Cultural differences in learning.
- Degree of parental involvement, which, for LEP pupils, includes providing a home environment rich in the native language.
- Outreach and services to LEP pupils, immigrant children and youth, or refugee families.

Table 1: BLBC Program Costs (2010-2011)

Average approved cost/LEP pupil	\$3,711
Average state reimbursement/ LEP pupil	\$309
Lowest/highest approved costs/ LEP pupil	\$645/\$6,096
No. of state reimbursed programs	58
No. districts spending < \$1500/LEP pupil	8
No. districts spending \$1500-\$3000/LEP pupil	26
No. districts spending > \$3000/LEP pupil	24

Table 2: BLBC Reimbursement (2010-2011)

2010-2011: Percentage of Reimbursement to Categorically Aided District Programs Paid in FY12²		
% reimbursement to all aided districts except those receiving set-aside	Formula = $\frac{(\$8,589,800 - \$250,000)}{\$104,221,057}$	8.0020%
Districts receiving set-aside and resulting % reimbursed	Beloit – 9.89% Delavan-Darien – 8.96% Green Bay – 8.54% Lake Geneva – 9.07% Madison – 8.49% Menasha -8.52% Sheboygan – 8.54% Walworth – 11.64% Wausau – 8.29% Whitewater – 9.78%	

² 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 pupil enrollment receive a percentage of the set-aside. For the 2010-11 school year, only Beloit, Delavan-Darien, Green Bay, Lake Geneva J1, Madison, Menasha, Sheboygan, Walworth J1, Wausau, and Whitewater qualified.

Table 3 below shows the number of pupils and the language populations served in BLBC program districts during the 2010-2011 school year.

Table 3: Language and Program Locations (2010-11)

No. LEP pupils identified	49,927
No. LEP pupils served in state reimbursed programs	28,086
No. state reimbursed programs	58 Appleton, Baraboo, Barron, Beloit, Burlington, Clintonville, DC Everest, Darlington, Delavan-Darien, Eau Claire, Edgerton, Elk Mound, Elkhorn, Fond du Lac, Franklin, 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, Neenah, New London, Oak Creek-Franklin, Onalaska, Oregon, Oshkosh, Racine, Reedsburg, Rice Lake, Sauk Prairie, Sheboygan, Shorewood, Somerset, South Milwaukee, Stevens Point, Two Rivers, Verona, Walworth J1, Waterloo, Waukesha, Wausau, Wautoma, Whitewater, Wisconsin Dells, and Wisconsin Rapids
No. LEP pupils (by language) served in state reimbursed programs	Spanish – 19,201; Hmong – 8,171; Somali – 242; Mandarin – 149; Korean – 55; Lao – 55; French – 43; Albanian (Gheg) – 42; Khmer – 42; Arabic - 40; Nepali – 32; and Tibetan – 14.

Table 4 below shows the number of LEP students reported, served, and not served based on district data and estimates the pupil enrollment for school years 2012 - 2014 using two- and three-year average growth rates (in Table 5 following). The two-year average rate is used to project 2011-12 school year enrollment, and the three-year average rate is used to project 2012-13 and 2013-14 enrollments.

Table 4: District and Enrollment Projections (2004 - 2015)

School Year	# districts reporting LEPs	# of LEPs reported	# eligible LEPs served	# LEPs not served in programs
2004-05	267	39,255	24,672	14,583
2005-06	183	33,402	25,081	8,321
2006-07	289	40,752	26,331	14,421
2007-08	328	45,651	27,031	18,620
2008-09	358	51,772	27,663	24,109
2009-10	361	52,100	26,954	25,146
2010-11	347	49,927	28,086	21,841
2011-12*	342	49,044	28,316	20,728
2012-13*	349	50,658	28,691	21,967
2013-14*	356	52,324	29,071	23,253

*Estimated

Table 5: Growth Rate Projections (2012 - 2014)

School Year	2012	2013 – 14
No. Districts Reporting LEPs	- 1.52%	2.04%
No. of LEPs Reported	- 1.77%	3.29%
No. eligible LEPs served	0.82%	1.32%

Table 6 below shows the growth projections for FY14 and FY15 based on a three-year average growth in number of eligible students served (1.32 percent) and the FY12 average cost per pupil (\$3,711) and the GPR needed to maintain an 8 percent state rate of reimbursement in FY14 and increase the reimbursement rate in FY15 to 12 percent.

Table 6: Cost Projections for FY14 and FY15

	FY14		FY15
Prior Year Total Costs	\$106,472,365	Prior Year Total Costs	\$107,883,058
8% Reimbursement	\$8,517,800	12% Reimbursement	\$12,946,000
Add: \$250K	\$250,000	Add: \$250K	\$250,000
Total Appropriation	\$8,767,800	Total Appropriation	\$13,196,000
Less: Base Funding	\$8,589,800	Less: Base Funding	\$8,589,800
GPR Request	\$178,000	GPR Request	\$4,606,200

Table 7 below provides a brief history of the aid for this program under the requirements of current law. Over the last three biennia, there have been significant cuts to the budget appropriations. These cuts, in addition to an increase in costs over the years, have led to a steady downward trend in district reimbursement percentages.

Maintaining the same level of categorical aid funding while BLBC costs continue to rise effectively shifts the funding source for BLBC education to general aids and property taxes.

Table 7: Historical Reimbursement Percentages (1994 – 2012)

Fiscal Year	Aidable Costs (Prior Year)	State Aid Appropriation	Percent Reimbursement
1994-95	\$25,008,400	\$8,291,400	33.2%
1995-96	\$27,492,801	\$8,291,400	30.2%
1996-97	\$29,579,615	\$8,291,400	28.0%
1997-98	\$32,747,337	\$8,291,400	25.3%
1998-99	\$35,989,940	\$8,291,400	23.0%
1999-00	\$38,984,609	\$8,291,400	21.3%
2000-01	\$41,714,528	\$8,291,400	19.9%
2001-02	\$44,788,051	\$8,291,400	18.5%
2002-03	\$48,234,013	\$8,291,400	17.2%
2003-04	\$58,388,591	\$8,291,400	14.2%
2004-05	\$63,122,890	\$8,291,400	13.1%
2005-06	\$70,463,780	\$8,291,400	11.8%
2006-07	\$76,776,410	\$9,073,800	11.8%
2007-08	\$83,181,974	\$9,890,400	11.9%
2008-09	\$85,602,541	\$9,890,400	11.6%

2009-10	\$96,009,054	\$9,544,054	9.7%
2010-11	\$98,498,9239	\$9,544,054	9.4%
2011-12	\$104,221,057	\$8,589,800	8.0%

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6008 – EXPANDED BILINGUAL-BICULTURAL EDUCATION AIDS

216 – Bilingual-bicultural education aids; supplemental s. 20.255 (2) (cd) – New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$0	\$2,325,300
Less Base	\$0	\$0
Requested Change	\$0	\$2,325,300

Request/Objective

The department requests \$2,325,300 GPR in FY15 to create a new annual appropriation to award up to \$100 per limited-English proficient (LEP) pupil to districts that have LEP populations below the statutory threshold and thus do not qualify for categorical aid under s. 115.97 (2), (3), and (4), Wis. Stats.

Background/Analysis of Need

Because the State only aids pupils in a statutorily required BLBC program, 43.7 percent of LEPs statewide received no additional state support in FY12. While districts generally received an average of \$123 per pupil in federal Title III aid in FY11 to support the educational needs of these pupils, the State does not provide any additional support (or impose any additional requirements).

In order to better meet the State's obligation to serve this population, the department proposes providing categorical aid to support LEP pupils in schools and language groups that do not meet the statutory BLBC threshold. This recommendation was included in Governor Doyle's 2004 Task Force on Educational Excellence.

Table 1 below shows the number of LEP students reported, served, and not served based on district data and estimates the pupil enrollment for school years 2012 – 2014.

Table 1: District and Enrollment Projections (2004 - 2015)

School Year	# districts reporting LEPs	# LEPs reported	# eligible LEPs in programs	# not served in programs
2004-05	267	39,255	24,672	14,583
2005-06	183	33,402	25,081	8,321
2006-07	289	40,752	26,331	14,421
2007-08	328	45,651	27,031	18,620
2008-09	358	51,772	27,663	24,109
2009-10	361	52,100	26,954	25,146
2010-11	347	49,927	28,086	21,841

2011-12*	342	49,044	28,316	20,728
2012-13*	349	50,658	28,691	21,967
2013-14*	356	52,324	29,071	23,253

*Indicates estimate

The department would reimburse districts \$100 per non-BLBC program LEP from the prior year. Thus, FY15 payments would be based on LEP counts from the 2013-14 school year. Based on an estimated 23,253 LEP pupils not served in a BLBC program in 2013-14, the department is requesting \$2,325,300 in FY15.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6008*)

Subject: Bilingual-Bicultural Education Supplemental Aid

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The current bilingual-bicultural aid program establishes limited-English Proficient (LEP) pupil thresholds that trigger required services and programs. Many districts with LEP enrollments below these thresholds are not required to establish LEP programs under state law and, if begun, their programs are not eligible for state aid. Districts are required to establish programs when there are:

- Within a language group, 10 or more LEP pupils in kindergarten to grade 3.
- Within a language group, 20 or more LEP pupils in grades 4 to 8 in elementary, middle or junior high school.
- Within a language group, 20 or more LEP pupils in grades 9 to 12 in high school.

The department recommends keeping the existing program and creating a new grant program in FY15 to aid programs for LEP pupils that are not eligible under s. 115.97, Wis. Stats.

Related Stat. Citations:

Create s. 20.255 (2) (cd), Wis. Stats., and appropriate \$2,325,300 in FY15 to create a new bilingual-bicultural categorical aid program to award up to \$100 per LEP pupil to districts that have LEP populations below the statutory threshold and thus do not qualify for categorical aid under s. 115.97 (2), (3) and (4), Wis. Stats.

Under subch. VII of ch. 115, Wis. Stats., create a new section or modify an existing section to establish the new grant program. If appropriated funds are insufficient, allow the department to prorate payments.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6009 – CAREER AND TECHNICAL EDUCATION INCENTIVE GRANTS

203 – Career and technical education incentive grants s. 20.255 (2) (ct) - New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$0	\$3,000,000
Less Base	\$0	\$0
Requested Change	\$0	\$3,000,000

Request/Objective

The department requests \$3,000,000 GPR in FY15 to establish a new incentive program that encourages school districts to increase the number of pupils graduating high school with an industry recognized credential in key occupations designated as being in highest need of additional skilled workers.

Problem/Background/Analysis

The State Superintendent's Every Child a Graduate, College and Career Ready, Agenda 2017 pushes the department's mission beyond high school graduation. Instead, it encourages schools, parents, and others to ensure children graduate ready for college or a career.

College and career readiness is also a priority at the federal level. For example, while the Elementary and Secondary Education Act (ESEA) has not yet been reauthorized, in the U.S. Department of Education's (DOE) blueprint for the reauthorization, it is noted that it is DOE's desire to ensure pupils are college and career ready by:

- Raising standards for all pupils in English language arts and mathematics;
- Developing better assessments aligned with college and career ready standards; and
- Implementing a complete education through improved professional development and evidence-based instructional models and supports.

In the same DOE blueprint, it is noted that focusing on college and career readiness is essential because four of every ten new college pupils, including half of those at two-year institutions, take remedial courses, and many employers comment on the inadequate preparation of high school graduates.

In January 2012, Governor Walker created the Wisconsin College & Workforce Readiness Council to recommend policies and programs to further improve pupils' college and career readiness. The Council discussed a variety of measures, including designing shorter and less costly degree programs aimed at filling high-need positions, and expanding dual enrollment and dual credit opportunities for high school pupils, allowing them to earn college and workforce training credits while in high school.

Aligning the state's education system with the needs of the workforce is a priority for the Council as well as the desire to expand career pathways such as helping pupils to more quickly earn credentials to enhance their employability or making it easier for working adults to earn additional credentials to advance their careers.

A group similar to the Council, Be Bold 2, is a joint venture of Competitive Wisconsin, Inc. and Manpower Group to focus on jobs and workforce training. Public outreach on the research and findings of Be Bold 2 is providing an opportunity for regional workforce development stakeholders to learn more about statewide initiatives, current regional efforts, challenges and opportunities within local workforces.

The following proposal will address the goals of the Governor's College & Workforce Readiness Council as well as Be Bold 2.

Proposal

The department proposes the creation of a Career and Technical Education (CTE) Incentive Grant Program, similar to a program recently implemented in Kansas. This new program is aimed at encouraging pupils to earn an industry recognized certificate in a high-need occupation before the pupil graduates from high school. The program establishes an incentive for school districts to get pupils involved in CTE education by giving districts \$1,000 for each pupil who graduates from that district with certain recognized CTE certificates.

This new program would be a win for Wisconsin pupils, for schools, and for industry. High school pupils will have more options, and graduates completing the program will obtain real world knowledge and have a sought after skill that industry really needs. They will have the ability to start a career right out of high school making a decent wage or to work during college to limit their debt. The incentive will give school districts an additional reason to encourage their pupils to seek CTE certification. Wisconsin companies will also get a greater number of their needs met in more highly skilled workers.

The list of occupations that are eligible for the incentive program in Kansas was produced from a collaborative effort between the Kansas Department of Labor, the State Department of Education and the Board of Regents. The following were determined to be high-need occupations that would yield the greatest benefit to the state's investment:

- Diesel engine specialists
- Automotive service technicians and mechanics
- Structural metal fabricators and fitters
- Assemblers and other fabricators
- Construction laborers
- Electricians
- Machinists
- Heating, air conditioning and refrigeration mechanics, and installers
- Cement masons and concrete finishers
- Plumbers, pipefitters and steamfitters
- Computer support specialists
- Sheet metal workers
- Carpenters

While some of these occupations could be on the high needs list for Wisconsin, there could be others as well. It is expected that the department would annually work with the labor statistics staff at the Department of Workforce Development (DWD) to determine which fields are facing the greatest skilled worker shortages in Wisconsin and thus which CTE certificates earned would result in an incentive for high schools. The Wisconsin Technical College System (WTCS) would also be involved.

Every school in the state of Wisconsin with an approved pathway that leads to a certification on the incentive list would be eligible for the incentive grant awards; there would be no application process.

Since the grants will not be awarded until FY15, the department would use the time from approval until FY15 to work with DWD, WTCS, and possibly others to identify the occupations as well as the standards for those specific certifications to ensure the certification programs are thorough and rigorous.

Kansas' program will allow incentives to schools for up to 1,500 pupils graduating with industry certificates, or 4.6 percent of their 12th grade population. If there are more pupils that graduate with industry certificates, the dollars to high schools will be prorated.

If Wisconsin predicts 4.6 percent of its 12th grade population will graduate with an industry recognized certificate, that would result in 3,000 pupils or \$3,000,000 in incentive payments to school districts.

Since it is difficult to predict how this new program will be received, the department proposes creating a sum sufficient appropriation for it. Without it, awards have the potential to be prorated which would reduce the enthusiasm and incentive for high schools to encourage pupils to pursue a specific pathway.

There would be no parameters on the incentive money. Districts would be able to spend it however they determined to do so. It is likely that districts will need to invest at least part of the incentive funds in their CTE program(s) in order to have the equipment and materials necessary to attract pupils to participate in and complete the program so the school district can continue receiving the incentive funds (if their certification program stays on the eligible list).

Since the department aids money to school districts, it would be the responsibility of the district to direct the incentive funds to the individual high school if they choose to do so. At the same time, it is possible the district will pay the costs of furnishing equipment, laboratories, supplies, etc. to enhance the school's CTE programs; thus, grant awards could stay at the district level as well.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6009*)

Subject: Career and Technical Education Incentive Grants

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to create a new program in Wis. Stats. to allow school districts with approved pathways to be eligible for incentives. Incentives would be paid at \$1,000 per pupil that graduates with an industry certification in certain high shortage occupations. Certifications that are eligible for incentives would be determined annually by the department, the Department of Workforce Development, and the Wisconsin Technical College System. Incentive money could be used by the district however it chooses.

Related Stat. Citations:

Create a new program in Wis. Stats. to develop career and technical education incentive grants.

Create a new sum sufficient appropriation, 20.255 (2) (ct), Wis. Stats., Career and technical education incentive grants.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6010 - PUPIL TRANSPORTATION AID

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested GPR Aid	\$23,915,600	\$23,915,600
Less Base	\$23,703,600	\$23,703,600
Requested Change	\$212,000	\$212,000

Request/Objective

The department requests an increase in the reimbursement rate for pupils transported over 12 miles from \$220 to \$275 per pupil in both FY14 and FY15. No additional GPR funds are needed; the base appropriation is projected to be sufficient.

The department requests \$212,000 GPR in both FY14 and FY15 to fund reimbursement of transportation costs to 2r charter schools. In addition, the department requests a statutory change to s. 121.58 to include the 2r charter schools in the state pupil transportation aid payments.

Background/Analysis of Need

Geographically large rural districts that transport pupils significant distances (over 12 miles) have been hardest hit by increasing transportation costs due to the longer bus routes they often incur. Individual district transportation costs vary widely among districts, from little more than \$50 per pupil in some districts (e.g. South Milwaukee) to nearly \$1,500 per pupil in others (e.g. North Lakeland).

Transportation costs have increased significantly over the past 20 years (labor, maintenance, insurance, fuel, etc.). Under current law, school districts are required to provide transportation services to 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 pupil transportation categorical aid is based upon a flat annual amount per transported student that was last changed in the 2007-09 biennial budget. Payments are based upon the distance a student travels to school from home (see table below).

Distance Traveled (one way)	# of districts receiving aid in category	Current Rate Per Pupil (Full Year)	Summer School Rates
0-2 miles (hazardous areas)	346	\$15	\$0
2-5 miles	418	\$35	\$4
5-8 miles	398	\$55	\$6
8-12 miles	367	\$110	\$6
12 plus miles	287	\$220	\$6

During the FY12 school year, 418 (out of 424) districts received state aid for transporting 493,800 public school pupils and 35,800 private school pupils.

It is estimated that total school district transportation costs for transporting students to and from school (not including co- and extra-curricular transportation or transportation for children with disabilities) are roughly \$420 million annually. Thus, state pupil transportation aid reimburses only roughly 5.5 percent of actual transportation costs, though unaided transportation costs are eligible to be aided through the state general equalization aid formula.

Using the state’s criteria for providing pupil transportation aid, state funding covered all allowable transportation aid claims for FY12. Due to the change in law, the department did not lapse back the projected \$973,998 in funds remaining in the appropriation. Instead these funds were paid out to school districts proportionally to their percentage of total approved claims in FY12. It is unknown if this will occur again in FY13.

Recent significant increases in fuel have affected many areas of the nation’s economy, both for businesses and consumers. School districts are no exception to these rising costs and have statutory requirements to transport all eligible public and private school students who reside within their boundaries.

With projected funds in the appropriation, it is possible for the department to propose increases in pupil transportation rates in the 2013-15 biennium without the need for additional GPR funds. Given that districts which are transporting students more than 12 miles each way are more adversely affected by increasing costs, one could argue that targeting rate increases to the over 12 mile rate would have a very positive impact on rural and sparse districts. The financial effects of changes to the over 12 mile rate are detailed in the table below.

Mileage	Current Rate	Proposed Rate	Rate Change	% Rate Change
0-2 miles	\$15	\$15	\$0	0
2-5 miles	\$35	\$35	\$0	0
5-8 miles	\$55	\$55	\$0	0
8-12 miles	\$110	\$110	\$0	0
Over 12 miles	\$220	\$275	\$55	25%

Currently, charter schools authorized under s. 118.40(2r) are not eligible to receive state pupil transportation aid, as they are not “school districts” under the statute. As these are public charter schools, it could be argued there is no sound policy reason to deny these schools access to state pupil transportation aid.

In FY12, there were an estimated 7,200 pupils in 2r charter schools. While it is not possible to know how many of these pupils would use school bus transportation, using MPS transportation data as a proxy, it is assumed that approximately 70% of 2r students will ride the bus. It is therefore estimated that it will cost approximately \$212,000 to add the 2r schools for pupil transportation aid.

Statutory Language

The department is proposing statutory language to increase the reimbursement rate for pupils being transported more than 12 miles and to change the eligibility of 2r charter schools for pupil transportation aid.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6010*)

Subject: Transportation Aid Rate Increase

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to increase the reimbursement rate for pupils transported over 12 miles from \$220 to \$275 per pupil for both years of the 2013-15 biennium.

The department is also requesting a statutory language change to make the independent 2r charter schools eligible for pupil transportation aid.

Related Stat. Citations:

Amend s. 121.58 (2) (a) 4, Wis. Stats. to change the reimbursement rate for pupils transported over 12 miles from \$220 to \$275 beginning in FY14.

Amend s. 121.58, Wis. Stats. to allow charter schools authorized under s. 118.40 (2r), Wis. Stats. to be eligible for pupil transportation aid.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6011 – HIGH COST PUPIL TRANSPORTATION AID

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested GPR Aid	\$0	\$7,318,400
Less Base	\$0	\$0
Requested Change	\$0	\$7,318,400

Request/Objective

The department requests \$7,318,400 GPR in FY15 to reimburse school districts for the high cost of pupil transportation. In addition, request a statutory change to s. 121.58 to pay 75 percent of school districts' pupil transportation costs per member incurred above 150 percent of the statewide average. In addition, request a new GPR aid appropriation.

The department requests that a new GPR appropriation be created for the purpose of providing aid to school districts whose per member transportation cost is more than 150 percent of the state average.

Background/Analysis of Need

Transportation costs have increased significantly over the past 20 years (labor, maintenance, insurance, fuel, etc.). Under current law, school districts are required to provide transportation services to 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.

High Cost Transportation Aid

Significant increases in fuel costs over the last several years have affected many areas of the nation's economy, both for businesses and consumers. School districts are no exception to these rising costs and have statutory requirements to transport all eligible public and private school students who reside within their boundaries.

In July 2012, the Legislative Fiscal Bureau (LFB) provided an analysis at the request of Senator Luther Olsen, analyzing transportation costs per member in FY11. The analysis looked at the average transportation cost per member and identified districts that incurred costs per member above 150 percent of the statewide average. The LFB then looked at the cost to reimburse those districts for 75 percent of their costs above the 150 percent threshold. The results of the LFB analysis are in the table below.

	2010-11
Statewide average transportation cost per member	\$490
150 percent of average transportation cost per member	\$735
Number of districts above threshold	83
Total costs above threshold	\$9,757,800
Proposed reimbursement of 75 percent of costs above threshold	\$7,318,400
Average increase in reimbursement in qualifying districts	\$88,200

The department is proposing a new categorical aid to address the significantly higher costs of pupil transportation in these districts using the parameters laid out in the June 2012, LFB analysis.

Statutory Language

The department is proposing statutory language to create a new GPR appropriation for the purpose of reimbursing school districts for a portion of their pupil transportation costs that exceed 150 percent of the state average.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6011*)

Subject: High Cost Transportation Aid

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests statutory language authorizing the department to pay school districts for 75 percent of their prior year pupil transportation costs per member incurred above 150 percent of the statewide average beginning in FY15.

The department also requests the creation of a categorical aid appropriation to reimburse school districts for 75 percent of their pupil transportation costs that exceed 150 percent of the state average.

Related Stat. Citations:

Amend s. 121.58, Wis. Stats. to authorize the reimbursement of 75 percent of a school districts costs above 150 percent of the state average in FY15.

Create s. 20.255 (2) (cq), Wis. Stats., Aid for high cost transportation.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6012 – STEM EDUCATION

101 – General Program Operations
s. 20.255 (1) (a)

227 – STEM Grants
s. 20.255 (2) (ds) – New

239 – STEM Gifts and Grants
s. 20.255 (2) (g) – New

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested GPR Funding	\$70,400 1.0 FTE	\$1,091,800 1.0 FTE
Less Base	\$0	\$0
Requested Change	\$70,400 1.0 FTE	\$1,091,800 1.0 FTE

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested PR Funding	\$0	\$0
Less Base	\$0	\$0
Requested Change	\$0	\$0

Request/Objective

The department requests \$70,400 GPR and 1.0 GPR FTE in FY14 and \$1,091,800 GPR and 1.0 GPR FTE in FY15 to drive the department’s Science, Technology, Engineering, and Mathematics (STEM) education vision in Wisconsin and provide money for grant programs for school districts to enhance STEM course offerings and educational opportunities.

The department also requests the creation of a continuing PR appropriation to receive gifts and grants from private citizens, businesses, and organizations intended to promote the department’s STEM vision in Wisconsin. The appropriation would allow for the expenditure of all monies received to carry out the purpose for which the gift or grant was made. Funds would be required to be used for the purpose designated by the individual making the gift or grant related to STEM education.

Background/Analysis of Need

The Wisconsin Technology Council (WTC) is the science and technology advisor to the Governor and the Legislature. Formally organized in 2001, the WTC is an independent, non-profit and non-partisan organization with members from tech companies, private equity

firms, public and private education, research institutions, government, and the legal profession. In 2009, the WTC released a report titled “Educating a Tech-Savvy Workforce for Wisconsin” detailing the challenges facing the state when pupils graduate without the skills necessary to succeed in the careers that will drive future economic growth. The report emphasizes the need for STEM education in Wisconsin as illustrated by the quote below from the report’s executive summary.

“The threat of an ill-prepared workforce is real. It is as tangible for Wisconsin as it is any state. Wisconsin's potential for economic growth will be diminished unless the state produces more graduates in science, technology, engineering and math; retains those graduates; and supports related initiatives for job creation and business growth. Wisconsin needs to invest in STEM education. STEM is a commonly used acronym used to abbreviate the keys that will unlock growth in the 21st century: science, technology, engineering, and math. Solutions to complex issues are rarely simple, but invigorated STEM education will replenish and enhance Wisconsin's human capital”.

STEMForward.org recently released a report detailing five success markers designed to be a navigational tool for STEM development in Wisconsin. The group’s report included contributions from school districts, technical colleges, CESAs, the WTC, private companies, and state agencies. The success markers are identified as:

- Eliminate barriers that prevent learners from exploring STEM careers.
- Emphasize acquiring STEM knowledge and skills for all learners.
- Increase public/private partnerships with a focus on STEM skills.
- Establish a statewide awareness campaign for STEM careers.
- Invest in pre- and post-professional development for educators to fully understand and integrate STEM throughout the curriculum.

It is vital to the success of future graduates and the state that all Wisconsin pupils have a solid foundation in these areas of study and that more pupils pursue either post-secondary studies or careers in STEM fields.

The UW System institutions do offer a variety of STEM related events, activities, professional development opportunities, and pupil experiences. In addition there are multiple federal grant programs that fund activities in STEM disciplines, including the National Science Foundation’s grant to UW-Platteville and the Mathematics and Science Partnership Grants at the department funded by Title II. However, there is not an overall direction or guiding principles to these programs.

Finally and perhaps most critically, there are pupil participation gaps in STEM that have the potential to widen the achievement gap if they are not successfully addressed soon. Data from the College Board, provider of advanced placement assessments, does show an achievement gap between males and females on mathematics and science assessments. The Nation’s Report Card (NAEP) indicates that the achievement gap in math has decreased slightly since 1971, but there has been no significant change in the gap for high school pupils. Wisconsin’s achievement data is consistent with this pattern, especially at the high school level. For example, Mathematics and Science ACT scores in Wisconsin show a long-term gap of approximately 1.5 and 1.0 points respectively between male and female pupils over the last fifteen years.

Wisconsin's STEM Vision

The department's vision for STEM is aligned with the success markers identified by STEMForward.org and includes but is not limited to all of the following:

- Emphasizing that STEM careers are for all pupils.
- Creating STEM public awareness.
- Developing public and private partnerships that have a vested interest in STEM education and careers.
- Eliminating barriers for pupils to participate in STEM opportunities.
- Providing guidance for STEM curriculum and career development.

The department believes that driving towards this vision will result in:

- Closing achievement and technical skill gaps.
- Increasing technological capacity for pupils.
- Increasing the number and diversity of pupils in STEM courses.
- Increasing pupil involvement in school STEM activities.

WisSTEM is the existing web-portal clearinghouse system "for all things STEM" in Wisconsin. The portal serves to connect three key stakeholders (K-12 educators, post-secondary educators, and workforce partners) in coordinating STEM educational and career opportunities in local communities throughout the state. The portal supports pupils as well as adults interested in pursuing STEM careers by linking them to supportive role models, excellent instruction and training, and real world applications and research opportunities. The information contained in WisSTEM would be absorbed into the new educator portal being proposed under the department's digital learning initiative as that is implemented in future years. WisSTEM is hosted and funded by the Education Communications Board.

Statewide STEM proposal

The department is proposing the creation of a statewide STEM Advisory Council. The Council would be comprised of members appointed by the state superintendent, including from public and private education, research institutions, private companies, and non-profit groups. The Council would act as an advocate statewide, advancing the department's STEM vision, working with business, educational institutions, nonprofit groups, and others to form partnerships that best meet local needs, interests, and resources. In addition, the Council could help leverage private and non-profit funding to help promote STEM education in Wisconsin consistent with the department's vision. The Council will offer a systematic and comprehensive approach to STEM education aligned to the department's vision and goals, while maintaining the flexibility to meet local needs.

The department is requesting a 1.0 GPR FTE, employed by the department, to staff the Council and oversee a statewide STEM grant program. Grants would be awarded to schools and groups that align their proposals and programs with the department's STEM vision and whose proposals extend across the STEM disciplines instead of being focused solely on a single discipline. Existing regional initiatives, whose goals are aligned with the grant programs, such as programs run through the individual UW System schools, would be eligible to apply for grants. The Council would serve in an advisory capacity to the department in determining the priorities and needs to be addressed by the grant program.

Gifts and grants to the department designated for a specific STEM purpose would be only used for the purpose designated by the individual making the gift or grant.

In addition the department is requesting \$1,000,000 GPR in FY15 to provide STEM grants.

The total projected costs are detailed in the table below:

		FY14	FY15
DPI costs	1.0 FTE – Education Consultant	\$70,400	\$91,800
Grant Program		\$0	\$1,000,000
Total		\$70,400	\$1,091,800

Statutory Language

The department requests a GPR appropriation for the purpose of providing grants to drive the department’s STEM vision statewide.

The department requests a continuing PR appropriation allowing for the expenditure of all monies received for statewide STEM efforts to carry out the purpose for which they are made, similar to 20.255 (jr) Gifts and Grants.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6012*)

Subject: STEM Education

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests a GPR appropriation of \$1,000,000 in FY15 for the purpose of providing grants to districts for Science, Technology, Engineering, and Math (STEM) education activities.

The department also requests a continuing PR appropriation allowing for the expenditures of all monies received for statewide STEM efforts to carry out the purpose for which they are made. The department requests that the new appropriation be similar to the existing appropriation, 20.255 (jr) Gifts and Grants.

Related Stat. Citations:

Create s. 20.255 (2) (g), Wis. Stats., STEM gifts and grants.

Create s. 20.255 (2) (ds), Wis. Stats., STEM grants.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6013 – SAGE REESTIMATE

275 – Achievement guarantee contracts s. 20.255 (2) (cu)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$109,184,500	\$119,801,300
Less Base	\$109,184,500	\$109,184,500
Requested Change	\$0	\$10,866,800

Request/Objective

The department requests \$10,866,800 GPR in FY15 to fully fund the Student Achievement Guarantee in Education (SAGE) grant program at \$2,250 per eligible pupil.

Background/Analysis of Need

SAGE aid to local school districts is currently authorized to be paid at the annual rate of \$2,250 per low income full-time equivalent (FTE) pupil.

SAGE is funded at \$109,184,500 GPR annually in both FY12 and FY13. After subtracting \$250,000 for the required SAGE evaluation, the appropriation can fund up to 48,415 eligible FTE pupils at \$2,250 annually.

2009 Wisconsin Act 301 changed current SAGE law by instituting alternative minimum class size requirements from 15:1 (15 pupils with one teacher) to either 18:1 (18 pupils with one teacher) or 30:2 (30 pupils with two teachers). This was seen as a way to let more pupils experience the learning benefits that SAGE offers and to provide districts and schools with more flexibility. Act 301 also repealed the department's authority to issue waivers for SAGE requirements in SAGE contracts. In addition, the bill authorized school boards a one-time opportunity to enter into a new five-year achievement guarantee contract in the 2010-11 school year.

2011 Wisconsin Act 32, the biennial budget bill, allowed former Preschool to Grade 5 schools to instead join the SAGE program in 2011-12 only.

2011 Wisconsin Act 105 added flexibility for school districts participating in the SAGE program. The bill allowed a school district under a SAGE contract to, in one or more years covered by the contract, choose not to comply with the requirement to reduce class size in grades 2 or 3, or both, in one or more schools in the district. In the 2012-13 school year, four schools took advantage of this flexibility.

Reporting for the 2012-13 program will be expanded to include the differential impact of SAGE based on 2011-12 Measures of Academic Progress® (MAP) results in reading and mathematics by student characteristics (including race, gender, free/reduced lunch status, English proficiency, and students with disabilities) and types of schools and types of districts

(rural/urban/suburban/town, percent free/reduced price lunch, percent minority). This report will include value-added results at the program level.

In FY13, there are 214 districts in SAGE and 458 SAGE schools. The total FTE pupil enrollment is 83,303 while the total low-income pupil enrollment is 53,245.

The table below shows the number of low-income FTE pupils in the SAGE program for each of the last five academic years and the percentage change in each number over the previous year. Beginning in FY08, the department has had to prorate eligible SAGE aid due to the higher total number of eligible FTE than what was appropriated. This is also detailed in the table below.

Academic Year	SAGE Low Income FTE	Percent Increase	Funding Needed (Includes evaluation costs)	GPR Appropriated	Shortfall	Per Pupil Payment
2007-08	49,803	2.63%	\$112,305,750	\$111,984,100	(\$322,650)	\$2,244
2008-09	49,934	0.26%	\$112,601,500	\$111,984,100	(\$617,400)	\$2,238
2009-10	52,401	4.94%	\$118,152,250	\$109,184,500	(\$8,967,750)	\$2,079
2010-11	53,449	2.00%	\$120,510,250	\$109,184,500	(\$11,325,750)	\$2,038
2011-12	52,378	(-2.00%)	\$118,100,500	\$109,184,500	(\$8,916,000)	\$2,080
2012-13	53,245	1.66%	\$120,051,300	\$109,184,500	(\$10,866,800)	\$2,046

The higher-than-normal growth in pupils eligible for SAGE aid in FY10 may have been due to more families being designated as low income because of the economic recession. The reduction experienced in FY12 may have been due to a combination of the reverse of this trend and school districts taking advantage of the new flexibility available in the program. However, this was reversed in FY13 with an increase of 1.38 percent, again possibly due to the economic recession.

The table below details the amount of GPR necessary to fully fund SAGE at \$2,250 per pupil in the 2013-15 biennium assuming that there is no change in low income FTE over the next biennium.

Academic Year	Projected FTEs	Annual Cost (includes \$250,000 for annual evaluation)	Base (FY13 Appropriation)	Per Pupil	GPR Needed to Fully Fund
2012-13	53,245	\$120,051,300	\$109,184,500	\$2,046	\$10,866,800
2013-14 (est.)	53,245	\$120,051,300	\$109,184,500	\$2,046	\$10,866,800
2014-15 (est.)	53,245	\$120,051,300	\$109,184,500	\$2,046	\$10,866,800

The department is requesting that the program be fully funded during the second year of the biennium.

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 6014 – DELETE ONE-TIME APPROPRIATION

**237 – Per pupil adjustment aid
s. 20.255 (2) (ap)**

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$0	\$0
Less Base	\$42,500,000	\$42,500,000
Requested Change	-\$42,500,000	-\$42,500,000

Request/Objective

The department requests to delete \$42,500,000 GPR in FY14 and FY15 from this one-time appropriation that was created in 2011 Wisconsin Act 32, Section 9137 (3r) to implement a non-statutory provision in the act.

Background/Analysis of Need

Wis. Stats. 20.255 (2) (ap) was created in 2011 Wisconsin Act 32 to pay per pupil adjustment aid in the 2012-13 school year, a non-statutory provision in the act. No moneys are to be encumbered from the appropriation after June 30, 2013.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 6014*)

Subject: Delete One-Time Appropriation

Request Date: November 12, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to delete this one-time appropriation that was created in 2011 Wisconsin Act 32, Section 9137 (3r) to implement a non-statutory provision in the act. No moneys are to be encumbered from the appropriation after June 30, 2013.

Related Stat. Citations:

Delete s. 20.255 (2) (ap), Wis. Stats., Per pupil adjustment aid.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7000 – PROGRAM REVENUE REESTIMATES

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
121	s. 20.255 (1) (g)	- \$700	- \$700
122	s. 20.255 (1) (hg)	\$267,500	\$267,500
124	s. 20.255 (1) (i)	- \$56,900	- \$56,900
125	s. 20.255 (1) (jg)	- \$3,386,200	- \$3,386,200
127/128	s. 20.255 (1) (jr)	- \$550,000	- \$550,000
129	s. 20.255 (1) (km)	- \$7,500	- \$7,500
130	s. 20.255 (1) (hj)	\$19,300	\$19,300
131	s. 20.255 (1) (ks)	\$1,046,700	\$1,003,900
136	s. 20.255 (1) (gt)	\$39,700	\$69,700
138	s. 20.255 (1) (gb)	- \$49,500	- \$49,500
172	s. 20.255 (1) (gL)	- \$6,100	- \$6,100
174	s. 20.255 (1) (gs)	- \$25,400	- \$25,400
232	s. 20.255 (2) (k)	- \$990,500	- \$990,500
Total		- \$3,699,600	- \$3,712,400

The department requests \$48,700 PR-S and -\$3,748,300 PR in FY14 and \$5,900 PR-S and -\$3,718,300 PR in FY15 to reflect projected revenues and expenditures.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7001 – FEDERAL PROGRAM REESTIMATES

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
141	s. 20.255 (1) (me)	\$2,266,900	\$2,266,900
242	s. 20.255 (2) (n)	\$5,000,000	\$0
343	s. 20.255 (3) (mm)	\$100,700	\$100,700
Total		\$7,367,600	\$2,367,600

The department requests an increase in expenditure authority of \$7,367,600 PR-F in FY14 and \$2,367,600 PR-F in FY15 to reflect an increase in projected revenues.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7002 – APPROPRIATIONS TO CONTINUING

124 – Publications

s. 20.255 (1) (i)

130 – General educational development and high school graduation equivalency

s. 20.255 (1) (hj)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$0	\$0
Less Base	\$0	\$0
Requested Change	\$0	\$0

Request/Objective

The department requests to modify two of its current appropriations by making them 'continuing' and 'all moneys received' instead of 'annual.'

Background/Analysis of Need

Wis. Stats. 20.255 (1) (i) contains revenue from the sale of curriculum guides, a statewide school directory, and other publications created by the department. In recent years as staff throughout the department has been reduced, the department has been less able to create such documents, therefore causing a reduction in revenue. Because it is uncertain from year to year when new guides will be released and often times sales cross fiscal years, the department would like to change this appropriation to 'continuing' instead of 'annual.' This change would allow the department to continue work in the program more effectively.

Wis. Stats. 20.255 (1) (hj) contains revenue related to the administrative costs of issuing general educational development certificates and declarations of equivalency of high school graduation. In recent years, the department has collected fees in excess of its spending authority in this appropriation. This has resulted in the need to cover costs using a different funding source, thus, hampering the new funding source by the end of the fiscal year. Since the number of general educational development certificates and declarations of equivalency of high school graduation vary each year, the department would like to make the related appropriation 'continuing' instead of 'annual.' This change would allow the fees that are collected for this program to be re-invested in the program instead of occasionally remaining in the appropriation due to inadequate spending authority (and the department having to use other funds instead). Changing the appropriation to 'continuing' would allow the department to adjust the spending authority to reflect variances, as necessary, without needing to convene under s. 13.10, Wis. Stats.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 7002*)

Subject: Appropriations to Continuing

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to modify two of its current appropriations by making them 'continuing' and 'all moneys received' instead of 'annual.'

Wis. Stats. 20.255 (1) (i) contains revenue from the sale of curriculum guides, a statewide school directory, and other publications created by the department. In recent years as staff throughout the department has been reduced, the department has been less able to create such documents, therefore causing a reduction in revenue. Because it is uncertain from year to year when new guides will be released and often times sales cross fiscal years, the department would like to change this appropriation to 'continuing' instead of 'annual.' This change would allow the department to continue work in the program more effectively.

Wis. Stats. 20.255 (1) (hj) contains revenue related to the administrative costs of issuing general educational development certificates and declarations of equivalency of high school graduation. In recent years, the department has collected fees in excess of its spending authority in this appropriation. This has resulted in the need to cover costs using a different funding source, thus, hampering the new funding source by the end of the fiscal year. Since the number of general educational development certificates and declarations of equivalency of high school graduation vary each year, the department would like to make the related appropriation 'continuing' instead of 'annual.' This change would allow the fees that are collected for this program to be re-invested in the program instead of occasionally remaining in the appropriation due to inadequate spending authority (and the department having to use other funds instead). Changing the appropriation to 'continuing' would allow the department to adjust the spending authority to reflect variances, as necessary, without needing to convene under s. 13.10, Wis. Stats.

Related Stat. Citations:

Modify s. 20.255 (1) (i), Wis. Stats., Publications.

Modify s. 20.255 (1) (hj), Wis. Stats., General educational development and high school graduation equivalency.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7003 – APPROPRIATION FUND SOURCE CHANGE AND LAPSE REDUCTION

125 – School lunch handling charges s. 20.255 (1) (jg)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
PR Lapse	- \$1,475,000	- \$1,475,000

Request/Objective

The department requests to modify the fund source of a current program revenue appropriation to program revenue-federal and reduce a lapse amount from 2011 Wisconsin Act 32.

Background/Analysis of Need

Wis. Stats. 20.255 (1) (jg) contains federal revenue received by the State of Wisconsin from the contracts with school districts for the transportation, warehousing, processing, and insuring of food products granted to this state by the federal government. Because this appropriation is not currently identified in Chapter 20 of the Wisconsin statutes as federal dollars, it has been subject to various lapse provisions in recent years. However, since the lapse provisions include a disclaimer about following guidelines in regards to federal dollars, the department has not been able to comply with such provisions as it relates to this appropriation. The department believes that more clearly defining this appropriation in the statutes as PR-F will alleviate future issues.

2011 Wisconsin Act 32, the biennial budget, prescribed various lapses of program revenue from state agencies. Section 9255 (1) (c) identified the department's lapse total as \$2,359,200 PR in the 2011-13 biennium and the 2013-15 biennium. Of this total, \$1,475,000 PR is from the school lunch handling charges appropriation described above that is not able to be lapsed. The department requests its lapse total in 2011 Wisconsin Act 32, Section 9255 (1) (c) be reduced accordingly for the 2013-15 biennium, from \$2,359,200 to \$884,200.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 7003*)

Subject: Appropriation to PR-F and Lapse Reduction From 2011 Wisconsin Act 32

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to modify the fund source of a current program revenue appropriation to program revenue-federal and reduce a lapse amount from 2011 Wisconsin Act 32.

Wis. Stats. 20.255 (1) (jg) contains federal revenue received by the State of Wisconsin from the contracts with school districts for the transportation, warehousing, processing, and insuring of food products granted to this state by the federal government. Because this appropriation is not currently identified in Chapter 20 of the Wisconsin statutes as federal dollars, it has been subject to various lapse provisions in recent years. However, since the lapse provisions include a disclaimer about following guidelines in regards to federal dollars, the department has not been able to comply with such provisions as it relates to this appropriation. The department believes that more clearly defining this appropriation in the statutes as PR-F will alleviate future issues.

2011 Wisconsin Act 32, the biennial budget, prescribed various lapses of program revenue from state agencies. Section 9255 (1) (c) identified the department's lapse total as \$2,359,200 PR in the 2011-13 biennium and the 2013-15 biennium. Of this total, \$1,475,000 PR is from the school lunch handling charges appropriation described above that is not able to be lapsed. The department requests its lapse total in 2011 Wisconsin Act 32, Section 9255 (1) (c) be reduced accordingly for the 2013-15 biennium, from \$2,359,200 to \$884,200.

Related Stat. Citations:

Modify s. 20.255 (1) (jg), Wis. Stats., School lunch handling charges.

Modify 2011 Wisconsin Act 32, Section 9255 (1) (c) related to the Public Instruction lapse total for the 2013-15 fiscal biennium.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7004 – APPROPRIATIONS REPEALED

240 – Federal aids; state allocations
s. 20.255 (2) (p)

242 – Federal aid; economic stimulus funds
s. 20.255 (2) (n)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$0	\$0
Less Base	\$0	\$0
Requested Change	\$0	\$0

Request/Objective

The department requests to delete two PR-F appropriations effective at the end of FY14.

Background/Analysis of Need

Wis. Stats. 20.255 (2) (p) and 20.255 (2) (n) contain revenue from the federal American Recovery and Reinvestment Act of 2009 (ARRA). The department has not had any revenue come into (2) (p) nor made any expenditures from (2) (p) in the last biennium. The department will expend funds in (2) (n) until September 30, 2013 at which time all the dollars must be expended or returned to the federal government. Thus, at the end of FY14, these appropriations should be deleted.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 7004*)

Subject: Appropriations Repealed

Request Date: September 17, 2012

Agency Contact: Mike Bormett, 266-2804

Brief Description of Intent:

The department requests to delete two PR-F appropriations effective at the end of FY14.

Wis. Stats. 20.255 (2) (p) and 20.255 (2) (n) contain revenue from the federal American Recovery and Reinvestment Act of 2009 (ARRA). The department has not had any revenue come into (2) (p) nor made any expenditures from (2) (p) in the last biennium. The department will expend funds in (2) (n) until September 30, 2013 at which time all the dollars must be expended or returned to the federal government. Thus, at the end of FY14, these appropriations should be deleted.

Related Stat. Citations:

Delete s. 20.255 (2) (p), Wis. Stats., Federal aids; state allocations.

Delete s. 20.255 (2) (n), Wis. Stats., Federal aid; economic stimulus fund.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7005 – SPECIAL OLYMPICS AID

308 – Special Olympics s. 20.255 (3) (fg)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$75,000	\$75,000
Less Base	\$67,500	\$67,500
Requested Change	\$7,500	\$7,500

Request/Objective

The department requests \$7,500 GPR in FY14 and FY15 to restore aid to Special Olympics Wisconsin.

Problem/Background/Analysis

Special Olympics Wisconsin celebrates its 40th anniversary this year. Since July 1979, 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 WI Stat. 20.255 (3) (fg), Special Olympics.

Due to the decrease in funding, Special Olympics Wisconsin received \$67,500 GPR in FY12 and will do so again in FY13.

Special Olympics Wisconsin 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. The organization has grown from a grass-roots organization to a staff of 37 paid individuals in seven cities across Wisconsin. The staff manage 11,200 volunteers; nearly 10,000 athletes from ages 2-80, both with and without intellectual disabilities; 189 local training programs run by volunteers, and 78 competitions year-round.

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7006 – MASTER EDUCATORS & NATIONAL TEACHER CERTIFICATION REESTIMATE

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

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$2,652,700	\$2,920,400
Less Base	\$2,440,600	\$2,440,600
Requested Change	\$212,100	\$479,800

Request/Objective

The department requests an increase of \$212,100 GPR in FY14 and \$479,800 GPR in FY15 as a reestimate of payments to teachers who are certified by the National Board for Professional Teaching Standards (NBPTS) or certified under the Wisconsin master educator assessment process. The appropriation is sum sufficient, requiring the department to make payments for as many teachers as are eligible in any fiscal year.

Background/Analysis of Need

There are two ways an individual may receive a grant under the national teacher certification or master educator licensure program under s. 115.42, Wis. Stats.:

- Through a national process by obtaining a national certificate issued by the National Board for Professional Teaching Standards (NBPTS).
- Through a state process by completing the Wisconsin Master Educator Assessment Process (WMEAP).

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 only.

Created in 1987, the NBPTS is an independent, nonprofit, nonpartisan organization governed by a 63-member board of directors. 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.

2007 Wisconsin Act 20 modified s. 115.42, Wis. Stats., to allow persons (other than administrators) receiving master educator licenses through the state process to also receive the grants. In addition, the Act provided an incentive to grant recipients to work in high poverty schools by providing \$5,000, rather than \$2,500, to persons applying for continuing grants if

they work in a school in which at least 60 percent of the pupils enrolled are eligible for free or reduced-priced lunch under 42 USC 1758 (b).

The WMEAP is as rigorous as the NBPTS process (maybe more because the applicant must have a master's degree) and offers licensure in subject areas not currently offered under the NBPTS, including but not limited to, school counselor, school social worker, and school psychologist. Eventually, the state process will offer licenses in the subject areas granted through the NBPTS as well.

The following tables reflect the department's estimates of new and continuing nationally-certified and master educators and associated funding needs in 2013-15:

2013-14 – Projections

	# of Applicants	Award Amount	Sub-Total Award Amount	x .0765 FICA for Continuing	Total Award Amount
Initial applications - NBPT	85	\$1,800	\$153,000	\$0	\$153,000
Continuing - NBPT	647	\$2,500	\$1,617,900	\$123,769	\$1,741,669
Continuing high poverty - NBPT	136	\$5,000	\$679,200	\$51,959	\$731,159
Initial applications- WEMEAP	0	\$1,800	\$0	\$0	\$0
Continuing - WEMEAP	4	\$2,500	\$10,000	\$765	\$10,765
Continuing high poverty - WEMEAP	3	\$5,000	\$15,000	\$1,148	\$16,148
TOTAL			\$2,475,100	\$177,641	\$2,652,741
Less Adjusted Base					\$2,440,600
Request					\$212,141

2014-15 – Projections

	# of Applicants	Award Amount	Sub-Total Award Amount	x .0765 FICA for Continuing	Total Award Amount
Initial applications - NBPT	85	\$1,800	\$153,000	\$0	\$153,000
Continuing - NBPT	718	\$2,500	\$1,794,275	\$137,262	\$1,931,537
Continuing high poverty - NBPT	150	\$5,000	\$751,450	\$57,486	\$808,936
Initial applications- WEMEAP	0	\$1,800	\$0	\$0	\$0
Continuing - WEMEAP	4	\$2,500	\$10,000	\$765	\$10,765
Continuing high poverty - WEMEAP	3	\$5,000	\$15,000	\$1,148	\$16,148
TOTAL			\$2,723,725	\$196,660	\$2,920,385
Less Adjusted Base					\$2,440,600
Request					\$479,785

Assumptions:

- 85 new NBPTS initial educators (average of FY11 & FY12) in FY13, FY14 and FY15.
- All new NBPTS applicants will receive ongoing grants the following year.
- 17 percent of NBPTS continuing applicants will get low-income bonus (based on FY12).

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7007 – PUBLIC LIBRARY SYSTEM AID

**361 – Aid to public library systems
s. 20.255 (3) (qm)**

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$28,809,100	\$29,097,200
Less Base	\$15,013,100	\$15,013,100
Requested Change	\$13,796,000	\$14,084,100

Request/Objective

The department requests an increase of \$13,796,000 SEG in FY14 and \$14,084,100 SEG in FY15 to fund public library system aid at a 13 percent index level. Current law under s. 43.24 (6), Wis. Stats., requires the department to include a 13 percent index level of funding for the public library systems in its biennial budget request.

Background/Analysis of Need

There are 17 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.

Public library system aid indexing means that system aids should be set at a percentage of local and county expenditures in the previous year.

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 State Superintendent's Task Force on Library Legislation.

1993 Wisconsin Act 16, the biennial budget bill, eliminated the 13 percent indexing level.

1997 Wisconsin Act 150 required the department to include a biennial budget request for library system aid equal to the 13 percent index.

In the 2009-11 biennial budget, the legislature removed all GPR funding for public library system aid and replaced it with SEG Universal Service Fund (USF) dollars. In addition, the legislature reversed action from the 2007-09 budget bill by removing \$11,297,400 GPR funding for public library system aid in FY09, and utilizing an equivalent amount of SEG-USF instead. Final result was \$16,165,400 SEG in FY10 and \$16,681,200 SEG in FY11 available for public

library system aid, a decrease of \$618,100 from the base in FY10 and an increase of \$515,800 in FY 11 over FY 10, one of the few funding increases provided in the budget.

In the 2011-13 biennial budget, the legislature applied a decrease of -\$1,668,100 SEG in both FY12 and FY13, a 10 percent cut. In addition the bill 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.

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.

The following table provides a history of indexing levels based on appropriations.

Fiscal Year	Index Level
1982	10.88% (11.25% index in effect)
1983	11.05
1984	11.25
1985	11.04
1986	10.77
1987	11.53 (13% index in effect)
1988	11.89
1989	11.97
1990	11.18
1991	12.26
1992	12.07
1993	12.08
1994	11.63 (13% index eliminated)
1995	11.38
1996	10.95
1997	10.49
1998	9.91 (DPI is required to request aid at 13% level)
1999	10.30
2000	10.02
2001	9.96
2002	10.08
2003	9.42
2004	8.56
2005	8.20
2006	8.00
2007	8.10
2008	8.10
2009	8.20
2010	8.20
2011	7.70

2012	7.80
2013 (est.)	6.90

In the 2013-15 biennium local expenditures are only expected to grow at a one percent annual rate due to state-imposed levy limits, flat state shared revenue payments, flat or decreasing property values, public pressure to limit tax rate increases during the economic downturn and recovery, and the elimination of the MOE requirements. Individual libraries experienced budget cuts in 2012 and are expected to experience similar cuts in 2013.

If state library system aid is not increased, and there is an assumed one percent annual local and county library system expenditure increase between FY12 and FY15, the index level of state aid will decrease to an estimated 6.8 percent in FY14 and 6.7 percent in FY15. The following table has the estimated expenditures and the index level of state aid.

Year	Public Library System Aid	Expenditures from County & Local Sources	Local Expenditure Percent Increase	Index – Aid Percent of Previous Year's Local Exp.	Additional aid needed to meet statutory requirement of 13.0%
2009	\$16,783,500	\$205,730,768	4.2%	8.2%	
2010	\$16,165,400	\$211,158,243	2.6%	7.7%	
2011	\$16,681,200	\$215,381,408	2.0%	7.7%	
2012	\$15,013,100	\$219,414,252	1.0%	6.9%	
2013	\$15,013,100	\$221,680,395	1.0%	6.8%	
2014	\$15,013,100	\$223,824,479	1.0%	6.8%	\$13,796,000
2015	\$15,013,100	\$226,062,724	1.0%	6.7%	\$14,084,100

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7008 – NEWSLINE FOR THE BLIND

**360 – Periodical and reference information databases; newsline for the blind
s. 20.255 (3) (q)**

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$2,560,000	\$2,560,400
Less Newsline Base	\$111,100	\$111,100
Less BadgerLink Base	\$2,448,900	\$2,448,900
Requested Change	\$0	\$400

Request/Objective

The department requests an increase of \$400 SEG in FY15 to continue to fully fund the Newsline for the Blind services.

Background/Analysis of Need

Newsline for the Blind (Newsline) provides access to newspapers on a daily basis for people who cannot read print newspapers. The service is provided by the National Federation of the Blind (NFB) using an automated electronic voice and 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 15 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.

Nonstatutory language provided in 1997 Wisconsin Act 27 (1997-1999 biennial budget) required the department to enter into a two-year contract with the National Federation of the Blind to provide Newsline from locations in Madison and Milwaukee. The department was directed to use money transferred into the department's appropriation s. 20.255 (1) (ke), Wis. Stats., from the Public Service Commission's (PSC) Universal Service Fund (USF) 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 the USF could be used. Newsline is currently funded from s. 20.255 (3) (q), Wis. Stats. The current appropriation is shared with BadgerLink.

The department is requesting \$400 SEG for FY15 from the USF to fully fund the Newsline services. The telecommunications costs are increasing based on estimates from the National Federation of the Blind, and the increased number of people registering for their services. The department wants to

increase awareness of the program, and will be promoting the program, especially at the Wisconsin Center for the Blind and Visually Impaired in Janesville.

The following table represents the current costs for the Newline services and the estimated increases for FY14 and FY15.

	FY13 Base	FY14	FY15
Newline Contract	\$40,000	\$40,000	\$40,000
Telecommunications	\$12,500	\$12,500	\$12,900
Regional Library Contract	\$52,400	\$52,400	\$52,400
Newspaper contracts	\$5,000	\$5,000	\$5,000
Printing	\$1,200	\$1,200	\$1,200
Total	\$111,100	\$111,100	\$111,500

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7009 – BADGERLINK

**360 – Periodical and reference information databases; newslines for the blind
s. 20.255 (3) (q)**

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Funding	\$2,583,900	\$2,590,100
Less BadgerLink Base	\$2,448,900	\$2,448,900
Less Newslines Base	\$111,100	\$111,100
Requested Change	\$29,900	\$36,100

Request/Objective

The department requests an increase of \$29,900 SEG in FY14 and \$36,100 SEG in FY15 to maintain the current level of services through BadgerLink and increase funding for the contract with the Wisconsin Newspaper Association to replace funding that is no longer covered by the Wisconsin Historical Society. The SEG funding source is the Universal Service Fund (USF).

Background/Analysis of Need

BadgerLink began operation in July 1998 with 3,500 full text magazines and other resources from EBSCO, and about 40 newspapers from ProQuest. It was a project with the goal of providing increased access to information resources for Wisconsin residents in cooperation with the state's public, school, academic, and special libraries. This project was the first priority recommended by the participants of the Wisconsin Technology Conference held in February 1998.

The department currently contracts with seven vendors (EBSCO, Encyclopedia Britannica, Inc., Gale/Cengage Learning, Heritage Microfilm, Inc., Wisconsin Newspaper Association (WNA), 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.

Prior BadgerLink Contracts

	FY07	FY08	FY09	FY10	FY11	FY12
EBSCO	\$1,211,400	\$1,234,700	\$1,258,400	\$1,658,400	\$1,658,400	\$1,658,400
Teaching Books	\$46,300	\$49,100	\$52,000	\$52,000	\$52,000	\$55,100
Heritage Microfilm	\$85,400	\$88,900	\$92,400	\$92,500	\$92,500	\$94,800
Gale Litfinder	\$72,300	\$74,100	\$77,800	\$26,000	\$26,000	\$26,000
Britannica	\$0	\$0	\$0	\$252,700	\$252,700	\$252,700
Proquest Newspapers	\$615,000	622,700	630,400	\$0	\$0	\$0
Proquest HeritageQuest	\$0	\$0	\$0	\$113,000	\$113,000	\$200,900
Wisconsin Newspaper Association	\$0	\$0	\$0	\$0	\$130,000	\$130,000
Central Authentication	\$0	\$0	\$0	\$25,000	\$25,000	\$25,000
Total	\$2,030,400	\$2,069,500	\$2,111,000	\$2,219,600	\$2,442,900	\$2,442,900

The current statewide contracts for all services except the Wisconsin Newspaper Association include rates for FY12. In order to get rates beyond that time, the department needed to contact each vendor. The current contract indicates the following about on-going costs: "Any increases upon renewal of additional two-year periods after the initial three-year contract periods shall be based upon documented cost increases and must not exceed any changes in the US Department of Labor Consumer Price Index (CPI) from the previous year to the year of each renewal process." Therefore, making projections is difficult at this time.

The current contract for the WNA includes rates for FY12 and FY13. The WNA allows Wisconsin residents access to newspapers not available anywhere else. The WNA began an initiative in 2005 to maintain an archive of Wisconsin newspapers for the benefit of their membership. The collection includes many weekly newspapers serving smaller and rural communities. The contract for FY11 was negotiated as a trial period with funding to increase by \$180,000 in FY12. The 2011-13 budget did not provide additional funding for BadgerLink. The department then negotiated with WNA, lowering the price to \$151,000 in FY12 and FY13. The Wisconsin State Historical Society provided the difference between available funds (\$130,000) and contracted costs (\$151,000) in FY12 and FY13. It is unknown if they will be able to provide this funding in FY14 and FY15. In addition it is unknown how long the WNA will be able to provide their product at the heavily discounted price. If funding is not available for this service, the department will either need to renegotiate or cancel the contract.

2013-15 Projected BadgerLink Contracts

	FY13	FY14	Percent Change	FY15	Percent Change
EBSCO	\$1,658,400	\$1,658,400	0.0%	\$1,658,400	0.0%
Teaching Books	\$55,100	\$55,100	0.0%	\$55,100	0.0%
Heritage Microfilm	\$94,800	\$97,700	3.1%	\$97,700	0.0%
Gale Litfinder	\$26,000	\$26,000	0.0%	\$26,000	0.0%
Britannica	\$252,700	\$252,700	0.0%	\$252,700	0.0%
Proquest HeritageQuest	\$200,900	\$206,900	3.0%	\$213,100	3.0%
Wisconsin Newspaper Association	\$130,000	\$151,000	16.2%	\$151,000	0.0%
Central Authentication	\$25,000	\$25,000	0.0%	\$25,000	0.0%
BadgerLink Total	\$2,442,900	\$2,472,800	1.2%	\$2,479,000	0.25%

2013-15 Appropriation Totals

	FY14	FY15
BadgerLink total	\$2,472,800	\$2,479,000
Newsline base	\$111,100	\$111,100
Appropriation total	\$2,583,900	\$2,590,100

The public has used the BadgerLink service extensively. In the 2011-13 biennium it is estimated that BadgerLink users will conduct over 192.6 million searches in the full-text resources. In the 2009-11 biennium BadgerLink users conducted over 36 million searches in the full-text resources. There is no direct comparison to data prior to 2009, because a federated search engine was introduced allowing users to search multiple databases with a single request. The Reference and Loan Library staff has worked with at least 224 Wisconsin Internet Service Providers (ISP) to bring this service to libraries, schools and individuals throughout the state.

Statewide contracts provide cost savings. Local library staff do not have to review vendor services and bids, negotiate with the vendors, 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.

Other benefits of Badgerlink include:

- Spanish language resources including EBSCOhost Español, Lexi-PALS Drug Guide, Enciclopedia Juvenil, Enciclopedia Universal en Español, Encyclopedia Britannica School Edition PreK-12 (has a one word Spanish translate feature), Learning Express Library, and TeachingBooks (contains Spanish language materials).
- BadgerLink provides professional education information. EBSCO's Professional Collection provides specialized materials for teachers and administrators. Other EBSCO features allow teachers to find information for students and to set up web pages with links to those resources.
- EBSCO's Kid's Search provides information for primary school children and the EBSCO host has images that can be used with younger children. EBSCO's Student Resource Center provides information for older students.
- LitFinder and TeachingBooks.net specifically focus on reading and literature. These full-text services provide reading material that can be accessed from home, school or the library. Students can learn how to do research and find materials independently.
- Statewide contracts equalize educational opportunity across the state for all school districts, particularly small and/or rural districts that may not otherwise be able to afford these services.

Another resource available in BadgerLink is the Learning-Express Library. The Learning-Express Library provides on-line practice tests and courses for elementary school, middle school, high school, college preparation, college students, GED preparation, U.S. citizenship, computer skills, and job and career resources for adults. Wisconsin is experiencing increased competition for college entrance and for jobs due to high unemployment.

During the current economic recession, tens of thousands of Wisconsin residents have become unemployed or underemployed. Wisconsin's 385 public libraries, with the assistance of the department and the Department of Workforce Development, have provided important services to the unemployed and those seeking to improve their job skills.

Almost all Wisconsin public libraries provide test preparation books to the public, but they are unable to fully meet demand because of limited resources. A statewide license to a wide range of online test preparation materials would greatly expand public access to these materials which are of great value to the unemployed and those seeking to improve their job skills. These materials are also of great value to students and aspiring students because they assist with preparation for the GED, ACT, SAT, and advanced placement tests.

The Learning-Express Library provides access to over 770 online practice tests and interactive skill building tutorials and an additional 130 eBook titles. The Learning-Express Library provides many services on a wider scale than individual libraries could provide on their own, including:

- Full practice tests, not just sample questions.
- Instant course feedback and diagnostic score reports so users can pinpoint strengths and weaknesses.
- Detailed answer explanations that guide students to understanding subject matter.
- Practice test that mimic the timing as well as the question and answer format of the official exams.
- Instant essay scoring for writing portions of the ACT, SAT, and GED practice tests.
- Ability to save work to complete at a later time.
- All work and score results are saved for unlimited period of time.

The Learning-Express Library provides all state residents with equal access to practice tests and courses enabling them to stay competitive as they pursue their education and employment opportunities. In addition, Spanish language courses are available for GED preparation, improving math skills, and improving literacy skills.

During the 2011-13 biennium this resource was funded by the department's federal funding through the Library Services and Technology Act (LSTA). The Learning-Express Library will continue to be funded by LSTA in the 2013-15 biennium.

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7010 – SCHOOL LIBRARY AIDS REESTIMATE

262 – School library aids
s. 20.255 (2) (s)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$32,000,000	\$34,000,000
Less Base	\$37,000,000	\$37,000,000
Requested Change	- \$5,000,000	- \$3,000,000

Request/Objective

The department requests -\$5,000,000 SEG in FY14 and -\$3,000,000 SEG in FY15 as a reestimate of projected school library aids.

Background/Analysis of Need

Aid to school libraries is distributed to school districts for the purchase of library books and other instructional materials for school libraries and for the purchase of instructional materials from the State Historical Society for use in teaching Wisconsin history. In addition, a school district may use Common School Funds received in a fiscal year to purchase school library computers and related software if the school board consults with the person who supervises the school district's libraries and the computers and software are housed in the school library. The aid is distributed on a per-capita basis according to the school census per district of persons between the ages of four and twenty.

Aid to school libraries is composed of interest paid yearly on loans from the Common School Fund (fund 44) and includes interest earned on the aid revenue, earned between the time revenue is deposited in the appropriation and the time it is distributed to school districts. The Common School Fund was created by the state constitution (article X, section 2) and is distributed according to s. 43.70, Wis. Stats.

Revenues deposited to the appropriation are distributed to school districts on or before May 1. Estimates of the amounts available for distribution are provided by the Office of the Board of Commissioners of Public Lands.

In FY12, the Common School Fund provided approximately \$32.5 million in aid to Wisconsin's public school libraries, paid in April 2012. The FY12 distribution was at a rate of more than \$26 per pupil. The Board estimates the amount will be \$32 and \$34 million in the 2013-15 biennium.

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7011 – LIBRARY SERVICE CONTRACTS

362 – Library service contracts **s. 20.255 (3) (r)**

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
Requested Aid	\$1,167,200	\$1,167,200
Less Base	\$1,144,500	\$1,144,500
Requested Change	\$22,700	\$22,700

Request/Objective

The department requests an increase of \$22,700 SEG (USF) in both FY14 and FY15 to continue four library contracts to supplement services provided by the Division for Libraries and Technology.

Background/Analysis of Need

This request is to continue four library contracts that are maintained in accordance with s. 43.03 (7), Wis. Stats., which requires the state superintendent 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 not available in public libraries or the library operated by the Resources for Libraries and Lifelong Learning (RL&LL) Team.

The four providers with whom the department contracts are the Milwaukee Public Library (MPL), Wisconsin Library Services (WiLS), the Wisconsin Talking Book and Braille Library (WTBBL), and the Cooperative Children's Book Center (CCBC). The WTBBL was formerly known as the Wisconsin Regional Library for the Blind and Physically Impaired (WRLBPH).

WiLS and MPL lend materials to all parts of the state in response to requests forwarded by the RL&LL staff or public library systems. The contracts with WiLS 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 not participating in the statewide delivery service.

Under s. 43.03 (6), Wis. Stats., the state superintendent is required to contract annually with a public library 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 MPL, which provides its space without charge. The 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 repository of children's tradebooks used by children's librarians and teachers throughout the state. It provides unique resources and services to educators and other citizens, especially on freedom of information issues. The contract provides partial funding for staff and center operations.

2001 Wisconsin Act 16, the 2001-03 biennial budget, provided \$161,600 PR-S (from the Wisconsin Advanced Telecommunication Fund's dissolution) in FY02 to replace a shared automated system at

WTBBL.

2003 Wisconsin Act 33, the 2003-05 biennial budget, reduced the appropriation by \$154,800 GPR for both years. In its 2005-07 biennial budget, the department requested \$154,800 GPR annually in FY06 and FY07 to bring the library services contract appropriation back to its FY03 funding level. However, the request was not included in the final budget.

Due to the 15 percent reduction for the 2003-05 biennium, the department was not able to maintain all its contracts. In particular, the interlibrary loan contracts with WiLS and MPL were cut substantially during the 2003-05 biennium. This meant that materials were not accessible from the University of Wisconsin – Madison (UW-Madison) and private academic libraries outside of Madison, and that there was not sufficient funding to fulfill all requests that could have gone to UW-Madison.

2007 Wisconsin Act 20, the 2007-09 biennial budget, provided \$257,300 GPR in FY08 and \$220,300 GPR in FY09. This allowed the department to maintain existing services, and the department purchased a Digital Talking Books server. Purchasing the server was a one-time cost in FY08, although there are annual maintenance costs for the server.

2009 Wisconsin Act 28, the 2009-11 biennial budget, removed all GPR funding for library service contracts. The legislature approved using an equivalent amount of funds from the SEG (USF) instead. An increase of \$37,100 SEG in FY10 and \$72,600 SEG (USF) in FY11 was also approved which allowed the department to maintain existing services.

2011 Wisconsin Act 32, the 2011-13 biennial budget reduced the appropriation by \$25,300 SEG (USF) for both years. This was a 10 percent cut for everything but WTBBL.

The following table presents the library service contracts appropriation history:

Year	Appropriation	Change Over Previous Year
FY96	\$865,100	0.0%
FY97	\$865,000	0.0%
FY98	\$945,300	9.2%
FY99	\$973,700	3.0%
FY00	\$1,012,000	3.93%
FY01	\$1,047,300	3.49%
FY02	\$1,047,300	0.0%
FY03	\$1,031,700	-1.49%
FY04	\$876,900	-15%
FY05	\$876,900	0.0%
FY06	\$876,900	0.0%
FY07	\$876,900	0.0%
FY08	\$1,134,200	29.3%
FY09*	\$1,097,200	-3.3%
FY10	\$1,134,300	3.3%
FY11	\$1,169,800	3.1%
FY12	\$1,144,500	-2.2%
FY13	\$1,144,500	0.0%

*Reductions due to loss of one-time funding in FY08 for Digital Talking Books Server

The 2013-15 budget request is broken down by contract as follows:

Contract	FY13 Base	FY14 Request	FY15 Request
WiLS	\$98,100	\$107,900	\$107,900
MPL	\$48,200	\$48,200	\$48,200
WTBBL	\$916,300	\$916,300	\$916,300
CCBC	\$81,800	\$94,800	\$94,800
Total	\$1,144,500	\$1,167,200	\$1,167,200

WiLS charges on a per transaction price for each service used. The WiLS contract cost is based on estimated costs to fulfill approximately 17,000 transactions for FY14 and 17,000 transactions for FY15. Interlibrary loan transactions are estimated to be charged at \$6.40 for FY14 and \$6.40 for FY15. This service may be transferred from WiLS to UW-Madison during the 2013-15 biennium.

The CCBC budget request is based on projections by CCBC in conjunction with UW-Madison to maintain existing services.

The department's request of \$22,700 SEG (USF) in FY14 for ongoing programs represents a 2.0 percent increase over the FY13 base. The department's request for FY15 of \$22,700 SEG (USF) represents a 2.0 percent increase over the FY13 base and 0.0 percent over FY14. This funding is needed to continue the library service contracts at their current service levels.

If funding remains at the FY13 base level service contracts would need to be reduced for CCBC and WiLS, reducing the volume of searches available to Wisconsin residents. Cuts to MPL and WTBBL would be possible only through MPL's negotiations with their unions.

Statutory Language

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

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 7012 – RETAIN TEACHER LICENSING FEE 10% LAPSE

122 – Personnel licensure, teacher supply, info. and analysis and teacher improv. s. 20.255 (1) (hg)

FISCAL SUMMARY		
	2013-14 Request	2014-15 Request
GPR-Earned	-\$349,000	-\$355,500

Request/Objective

The department requests a re-estimate of -\$349,000 GPR-earned in FY14 and -\$355,500 GPR-earned in FY15 to reflect a statutory language change that restores 100 percent of teacher certification revenues to the department. The remaining 90 percent of revenue is insufficient to fund teacher certification program operations.

The ten percent that is currently lapsed into the general fund will be retained by the department to fund ongoing costs and projects, incremental costs for the online licensing system, and the reallocated positions to support Educator Effectiveness.

Statutory Language

The department is proposing statutory language related to this request.

**DEPARTMENT OF PUBLIC INSTRUCTION
2013-15 BIENNIAL BUDGET
DRAFTING REQUEST TO THE LEGISLATIVE REFERENCE BUREAU**

Draft for Possible 2013-15 Budget Bill Introduction (*Agency Decision Item No. 7012*)

Subject: Retain Teacher Licensing Fee 10% Lapse

Request Date: September 17, 2012

Agency Contact: Mike Bormett, (608) 266-2804

Brief Description of Intent:

The department requests statutory language to allow the retention of 100 percent of the money received from the licensure of school and public library personnel under s. 115.28 (7) (d), Wis. Stats.

Related Stat. Citations:

Amend s. 20.255 (1) (hg), Wis. Stats., to eliminate the reference to "Ninety percent of."

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3001 – TURNOVER REDUCTION

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
101	s. 20.255 (1) (a)	- \$190,100	- \$190,100
102	s. 20.255 (1) (b)	- \$222,700	- \$222,700
141	s. 20.255 (1) (me)	- \$434,100	- \$434,100
Total		- \$846,900	- \$846,900

The department requests -\$412,800 GPR and -\$434,100 PR-F in FY14 and FY15 as the department's required turnover reduction in appropriations funding more than 50 FTE permanent positions. A detailed calculation is available on a separate spreadsheet from the Policy and Budget Team.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3002 – REMOVAL OF NONCONTINUING ITEMS FROM THE BASE

141 – Federal aids; program operations
s. 20.255 (1) (me)

FISCAL SUMMARY	
2013-14 Request	2014-15 Request
- \$233,500	- \$523,000
-6.80 FTE	-12.80 FTE

The department is removing 6.80 FTE PR-F project positions and \$233,500 in FY14. In addition, the department is removing another 6.0 FTE PR-F project positions in FY15 for a total of 12.80 FTE and \$523,000 in FY15.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3003 – FULL FUNDING OF CONTINUING SALARIES AND FRINGE

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
101	s. 20.255 (1) (a)	- \$109,200	- \$109,200
102	s. 20.255 (1) (b)	- \$596,400	- \$596,400
122	s. 20.255 (1) (hg)	- \$20,800	- \$20,800
123	s. 20.255 (1) (j)	\$100	\$100
124	s. 20.255 (1) (i)	\$800	\$800
125	s. 20.255 (1) (jg)	\$300	\$300
129	s. 20.255 (1) (km)	\$8,300	\$8,300
130	s. 20.255 (1) (hj)	- \$11,900	- \$11,900
131	s. 20.255 (1) (ks)	- \$13,500	- \$13,500
132	s. 20.255 (1) (ke)	- \$73,800	- \$73,800
133	s. 20.255 (1) (kd)	- \$8,600	- \$8,600
134	s. 20.255 (1) (hm)	\$900	\$900
141	s. 20.255 (1) (me)	\$1,647,600	\$1,647,600
146	s. 20.255 (1) (pz)	\$117,400	\$117,400
Total		\$941,200	\$941,200

The department requests -\$705,600 GPR, -\$31,500 PR, -\$86,700 PR-S, and \$1,765,000 PR-F in FY14 and FY15 to adjust the amount needed to bring salary and fringe amounts to FY13 levels. A detailed calculation is available on a separate spreadsheet from the Policy and Budget Team.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3007 – OVERTIME

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 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 FY14 and FY15 to restore funds for overtime that were removed in the full funding calculation. The amount requested is based on salary amounts approved in 2011 Wisconsin Act 32. Fringe benefits are calculated at the variable fringe rate of 15.75 percent.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3008 – NIGHT AND WEEKEND DIFFERENTIAL

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 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 FY14 and FY15 to restore funds for night and weekend differential that were removed in the full funding calculation. The amount requested is based on salary amounts approved in 2011 Wisconsin Act 32. Fringe benefits are calculated at the variable fringe rate of 15.75 percent.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3010 – FULL FUNDING OF LEASE AND DIRECTED MOVES COSTS

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
101	s. 20.255 (1) (a)	\$67,100	\$102,400
131	s. 20.255 (1) (ks)	- \$3,500	- \$3,500
141	s. 20.255 (1) (me)	- \$10,500	- \$9,900
Total		\$53,100	\$89,000

The department requests \$67,100 GPR, -\$3,500 PR-S and -\$10,500 PR-F in FY14 and \$102,400 GPR, -\$3,500 PR-S and -\$9,900 PR-F in FY15 to fully fund the department's lease costs. The amount requested is based on private lease and state-owned space expenditures in FY12 as provided by the Department of Administration.

DPI 2013-15 BIENNIAL BUDGET REQUEST

DECISION ITEM 3500 – PERMANENT GPR REDUCTIONS

See Appropriations Below

FISCAL SUMMARY			
Numeric Appropriation	Alpha Appropriation	2013-14 Request	2014-15 Request
101	s. 20.255 (1) (a)	- \$75,400	- \$75,400
102	s. 20.255 (1) (b)	- \$142,300	- \$142,300
Total		- \$217,700	- \$217,700

The department is removing \$217,700 GPR as a result of 2011 Wisconsin Act 32, Section 9255 (1) (d) and (e).