

BUDGET MANAGEMENT AND COMPENSATION RESERVES

Budget Change Items

1. COMPENSATION RESERVES [LFB Papers 215, 216, 217, 218, 219, and 220]

Governor: Provide, in the 2023-25 general fund condition statement, total compensation reserves of \$667,480,900 in 2023-24 and \$1,001,825,800 in 2024-25 for cost increases related to state and UW System employee salaries and fringe benefits. Total compensation reserve amounts by fund source and fiscal year are shown in the following table.

<u>Fund Source</u>	<u>2023-24</u>	<u>2024-25</u>
General Purpose Revenue	\$365,260,700	\$581,614,700
Federal Revenue	80,773,600	112,308,700
Program Revenue	141,762,100	197,108,000
Segregated Revenue	<u>79,684,500</u>	<u>110,794,400</u>
Total	\$667,480,900	\$1,001,825,800

The schedule of compensation reserves above indicates GPR funding that would be reserved for anticipated cost increases to state agencies and the UW System under the Administration's plans for compensation, including prior period and inflationary increases for fringe benefits. The GPR funding reserve is a component of the general fund condition statement. Amounts for FED, PR, and SEG reflect the estimated all-funds impact to state agencies (excluding UW System) of such cost increases for compensation, which would be paid from FED, PR, and SEG revenue balances in agency appropriations.

The GPR compensation reserve amounts under the bill related to state and UW System employee fringe benefits include the following: (a) \$45,809,700 in 2023-24 and \$85,931,300 in 2024-25 to support prior period and inflationary increases for fringe benefits; (b) \$5,216,900 in 2023-24 and \$5,351,400 in 2024-25 to reduce the health insurance waiting period for new permanent and project employees by one month; and (c) \$2,182,500 annually to provide sick leave for limited-term employees of non-UW executive branch agencies and temporary employees of the UW System. [For additional information regarding the proposed reduction to the health insurance waiting period, see "Employee Trust Funds." For additional information regarding the proposal to provide sick leave for limited-term employees and temporary UW System employees, see "Administration -- Personnel Management."]

The GPR compensation reserve amounts under the bill related to salaries for employees include the following: (a) \$114,434,800 in 2023-24 and \$301,269,900 in 2024-25 intended to support a 5% general wage adjustment for state and UW System employees on July 1, 2023, as well as another 3% general wage adjustment (GWA) for state and UW System employees on July

1, 2024; (b) \$63,258,300 in 2023-24 and \$60,915,100 in 2024-25 to continue paying the \$5 per hour high vacancy correctional security add-on and incorporate a \$4 per hour pilot add-on (currently supported by American Rescue Plan Act funds) into base pay of correctional security employees; (c) \$85,119,800 in 2023-24 and \$82,408,200 in 2024-25 to enhance the existing correctional security pay progression, increase minimum pay for correctional officers, correctional sergeants, youth counselors/advanced, and psychiatric care technicians/advanced, and provide parity pay for security supervisors; (d) \$20,240,000 in 2023-24 and \$19,490,400 in 2024-25 to support market wage and parity adjustments for specific, targeted classifications; (e) \$18,301,000 in 2023-24 and \$17,630,200 in 2024-25 to support a \$1 per hour add-on for correctional security positions at medium-security institutions and to increase the maximum-security add-on from \$2 to \$4 per hour; (f) \$16,705,600 in 2023-24 and \$17,373,900 in 2024-25 for a paid family and medical leave program for state and UW System executive branch employees that would provide 12 weeks of leave annually; (g) \$9,244,800 in 2023-24 and \$9,636,400 in 2024-25 for a probation and parole agent pay progression; (h) \$1,121,300 in 2023-24 and \$3,218,200 in 2024-25 for a pay progression that would provide seniority-based pay increases to employees in various position classifications; (i) \$1,491,900 in 2023-24 and \$3,103,200 in 2024-25 to establish June 19 and November 11 as paid holidays for state and UW System executive branch employees; (j) \$2,129,700 in 2024-25 for information technology position market adjustments; (k) \$916,200 in 2023-24 and \$1,131,000 in 2024-25 to fund market adjustments for classified attorneys not eligible for pay progression; (l) \$307,700 in 2023-24 and \$320,100 in 2024-25 to modify the vacation allowance structure for non-UW executive branch employees with between two and five years of service to improve employee retention; and (m) \$134,500 annually to fund a pay progression for Natural Resources wardens and Wisconsin State Capitol Police. [For additional information regarding the proposals to establish June 19 and November 11 as paid holidays, create a paid family and medical leave program, and modify the vacation allowance structure, see "Administration -- Personnel Management."]

The amounts budgeted in compensation reserves also include an assumed lapse of 5% in each year, reducing total funding by \$19,224,300 in 2023-24 and \$30,611,300 in 2024-25.

With regard to the 5% general wage adjustment on July 1, 2023, and 3% general wage adjustment on July 1, 2024, for state and UW System employees, amounts in compensation reserves: (a) are adjusted to account for groups of employees who would be ineligible to receive the pay increases (assistant and deputy district attorneys, assistant state public defenders, and assistant and deputy attorneys general), or who would receive pay increases as elected officials on a later date (state legislators, constitutional officers, and elected district attorneys); and (b) due to an inadvertent calculation error, funding in 2024-25 is \$114.4 million higher than would be necessary to support the intended pay increases.

Under the Wisconsin State Constitution, the compensation of a public officer may not be increased or decreased during the term of office, except that: (a) any increase in the compensation of members of the Legislature takes effect, for all Senators and Representatives, after the next general election beginning with the new Assembly term; and (b) any increase or decrease in the compensation of Justices of the Supreme Court or judges of any other court becomes effective for all Justices or judges, upon the election or appointment of any Justice or judge. Further, under state statute, the salary of each elected district attorney is established at the rate that is in effect for their

office in the state employee compensation plan on the second Tuesday of July preceding the commencement of their term of office. Therefore, state legislators would next be eligible for a pay increase in January, 2025; the State Superintendent would next be eligible for a pay increase when assuming office in July, 2025; other constitutional officers would be eligible for a pay increase in January, 2027; and elected district attorneys would be eligible for a pay increase when assuming office in January, 2025.

In addition, the Department of Justice is authorized under current law to utilize existing resources to support annual salary increases for assistant attorneys general under a pay progression plan. Further, additional funding for salary increases is provided separately elsewhere in the budget for assistant and deputy district attorneys, assistant attorneys general, and assistant state public defenders. Information relating to these increases may be found under sections of this document for "District Attorneys," "Justice," and "Public Defender."

Generally, compensation reserves represent funding set aside in the budget to provide for any increases in state employee salary and fringe benefit costs that may be required in the biennium, but for which funding is not included in individual agency budgets as a part of the biennial budget. The reserve funds are not allocated at the time of budget development to individual agencies because neither the amount of any salary or fringe benefit cost increases, nor the specific amount of funding needed by each individual agency, is known at the time of budget development. Typically, amounts within compensation reserves are funds to pay for: (a) the employer share of increased premium costs in the forthcoming fiscal biennium for state employee health insurance; (b) the costs of any general wage adjustments or other proposed pay increases; (c) increases in the employer share of contributions to the state retirement fund for employees' future state retirement benefits; and (d) the accumulated sick leave conversion credit program, income continuation benefits, and payments for pension obligation bonds issued to cover the state's unfunded prior service liability for retirement benefits and unfunded liability for sick leave conversion credits.

Joint Finance/Legislature: Provide total funding to compensation reserves of \$311,180,900 GPR in 2023-24 (\$559,532,000 all funds) and \$397,930,000 GPR in 2024-25 (\$693,952,500 all funds). Amounts provided to compensation reserves by fund source are shown in the table below.

Compensation Reserves by Fund Source, As Modified by the Legislature

<u>Fund Source</u>	<u>2023-24</u>	<u>2024-25</u>
General Purpose Revenue	\$311,180,900	\$397,930,000
Federal Revenue	66,376,100	79,117,100
Program Revenue	116,493,800	138,855,000
Segregated Revenue	<u>65,481,200</u>	<u>78,050,400</u>
Total	\$559,532,000	\$693,952,500

Funding would be provided for the following items, net of a 5% reduction in each year associated with a higher than usual level of position vacancies: (a) prior period and inflationary

increases for fringe benefits, \$43,519,200 GPR in 2023-24 and \$81,634,700 GPR in 2024-25; (b) general wage adjustments of 4% on July 1, 2023, and 2% on July 1, 2024, \$88,718,100 GPR in 2023-24 and \$132,414,000 GPR in 2024-25; (c) market wage and parity adjustments, \$2,000,000 GPR annually; (d) probation and parole agent pay progression, \$2,850,000 GPR in 2023-24 and \$2,964,000 GPR in 2024-25; (e) funding to continue non-security pilot add-ons applicable to the Departments of Administration, Corrections, Health Services, Military Affairs, Safety and Professional Services, and Veterans Affairs, \$3,573,800 GPR in 2023-24 and \$3,445,500 GPR in 2024-25; (f) information technology position generated market adjustments, \$1,187,500 GPR in 2024-25; (g) one-year extension of the retention incentive award program for protective status employees of Corrections and Health Services, \$545,200 GPR in 2023-24; and (h) modifications to the Natural Resources warden and Capitol Police pay progression, \$127,800 GPR annually.

Funding would be provided for the following items, net of a 20% reduction in 2023-24 and 15% reduction in 2024-25 associated with a higher than usual level of correctional security position vacancies: (a) correctional security position and supervisor base pay increases, including minimum pay of \$33 per hour for correctional officers, youth counselors, and psychiatric care technicians, \$143,948,600 GPR in 2023-24 and \$147,655,400 GPR in 2024-25; and (b) continuing the \$5 per hour high-vacancy add-on and agents as officers add-on, increasing the maximum-security add-on applicable to Corrections from \$2 per hour to \$3 per hour, and creating a \$1 per hour medium-security add-on applicable to Corrections, \$25,898,200 GPR in 2023-24 and \$26,501,100 GPR in 2024-25.

In addition, SEG funding would be reserved for Department of Transportation-related compensation provisions as follows: (a) for potential pay increases of up to \$5 per hour for state patrol troopers and inspectors, subject to the current law collective bargaining process, which includes approval of a negotiated agreement by the Joint Committee on Employment Relations (JCOER) and the Legislature, \$5,399,300 SEG annually; and (b) for a 10% increase in base pay for positions in the civil engineer-transportation classification series, structural engineer-transportation classification series, or transportation specialist classification series, or who are classified as civil engineer-transportation supervisor, DOT engineering chief, DOT technical services chief, structural engineer-transportation-supervisor, or transportation specialist supervisor, \$2,535,500 SEG annually.

Specify that the administrator of the Division of Personnel Management in the Department of Administration must include an extension of the retention incentive award program for protective status employees of Corrections and Health Services through 2023-24 in the proposed 2023-25 compensation plan submitted to JCOER. One-time lump sum awards (bonuses) under the program would continue to be provided in 2023-24 as follows: (a) after completion of 10 years of service, \$250; (b) after completion of 15 years of service, \$500; (c) after completion of 20 years of service, \$750; and (d) after completion of 25 years of service and every five years thereafter, \$1,000.

With regard to the timing of base pay increases such as general wage adjustments, correctional security pay increases, market adjustments, DOT engineering pay increases, and pay progression modifications, to the extent that the implementation of the 2023-25 compensation plan would follow the planned implementation date for a provision, the intent would be for lump-sum

payments to be provided to eligible employees for hours in pay status dating back to the pay period of the proposed implementation date.

The following table identifies the components of the compensation reserves calculation, as recommended by the Governor, as well as the modifications made by the Legislature.

[Act 19 Sections: 49 and 9101(3)]

2. REQUIRED GENERAL FUND STATUTORY BALANCE [LFB Paper 225]

Governor: Provide that the required general fund statutory balance would be \$600 million beginning in fiscal year 2023-24 and in each fiscal year thereafter.

Under current law, the required balance is \$100 million in 2023-24 and \$105 million in 2024-25, and in future fiscal years the prior year amount plus \$5 million, but not to exceed 2% of total GPR appropriations plus GPR compensation reserves for each fiscal year.

Joint Finance/Legislature: Provision not included.

3. REQUIRED GENERAL FUND STRUCTURAL BALANCE [LFB Paper 221]

Joint Finance/Legislature: Suspend the statutory provision requiring a structural balance in 2024-25 so that it would not apply to any legislation enacted in the 2023-24 legislative session.

[Act 19 Section: 9128(1)]

4. NON-SUBSTANTIVE WORDING CHANGES

Senate/Legislature: In a number of places in the bill, make non-substantive changes to the wording as follows: (a) use the word "cannot" rather than "shall not" or "may not"; (b) use words to spell out a number rather than digits; (c) split a longer sentence into two shorter sentences; (d) replace the words "not less than" with "at least"; (e) replace the phrase "in the following year" with the appropriate fiscal year and replace a date with the phrase "the last day of the fiscal biennium"; (f) change the order of phrases in a sentence; (g) delete references to the last day in a month and, instead, refer only to the month; (h) when increasing a dollar amount referenced in the statute, specify the increase in a separate sentence rather than replacing the old dollar amount; (i) when reducing the tax rates in the statutory rate and bracket structure, make the change in a separate sentence rather than replacing the old tax rate; and (j) delete an extraneous word from a sentence.

Veto by Governor: When the Governor used his partial veto authority to delete substantive provisions that included these non-substantive wording changes, several of these sections were eliminated.

[Act 19 Sections: 2, 8, 23, 25, 48, 173, 194, 195, 245, 247, 255 thru 258, 283, 284, 286 thru 290, 293 thru 297, 301 thru 303, 312, 323, 325 thru 327, 330, 331, 334, 335, 341, 350, 357, 358,

362, 363, 367 thru 369, 372, 374, 377m, 380m, 399g, 409, 442, 452, 454g, 459, 472, 478, 9104(1), 9127(1), 9132(1), and 9143(1)]

[Act 19 Vetoed Sections: 144, 194, 282c, 328, 329, 332, 333, 336, 337, 377m, 401g, 476, 9132(1), and 9144(12)]

**GPR and All-Funds Compensation Reserves Components,
As Modified by the Legislature**

	<u>Governor</u>			<u>Jt. Finance/Legislature Modifications</u>			<u>Compensation Reserves Total</u>		
	<u>2023-24</u>	<u>2024-25</u>	<u>Biennium</u>	<u>2023-24</u>	<u>2024-25</u>	<u>Biennium</u>	<u>2023-24</u>	<u>2024-25</u>	<u>Biennium</u>
Prior Period and Inflationary Increases for Fringe Benefits	\$43,519,200	\$81,634,700	\$125,153,900	\$0	\$0	\$0	\$43,519,200	\$81,634,700	\$125,153,900
General Wage Adjustments (Governor: 5%/3%; Joint Finance: 4%/2%)	108,713,000	286,206,500	394,919,500	-19,994,900	-153,792,500	-173,787,400	88,718,100	132,414,000	221,132,100
Correctional Security Base Pay Increases (Including \$33 Minimum)	126,100,500	121,848,800	247,949,300	17,848,100	25,806,600	43,654,700	143,948,600	147,655,400	291,604,000
Correctional Security Add-on Pay	32,244,600	31,057,000	63,301,600	-6,346,400	-4,555,900	-10,902,300	25,898,200	26,501,100	52,399,300
Market Wage and Parity Adjustments	19,228,000	18,515,900	37,743,900	-17,228,000	-16,515,900	-33,743,900	2,000,000	2,000,000	4,000,000
Paid Family and Medical Leave	15,870,300	16,505,200	32,375,500	-15,870,300	-16,505,200	-32,375,500	0	0	0
Probation and Parole Agent Pay Progression	8,782,600	9,154,600	17,937,200	-5,932,600	-6,190,600	-12,123,200	2,850,000	2,964,000	5,814,000
Decrease Health Insurance Waiting Period	4,956,100	5,083,800	10,039,900	-4,956,100	-5,083,800	-10,039,900	0	0	0
Funding to Continue Pilot Add-ons	0	0	0	3,573,800	3,445,500	7,019,300	3,573,800	3,445,500	7,019,300
Sick Leave for Limited-Term Employees and Temporary UW Employees	2,073,400	2,073,400	4,146,800	-2,073,400	-2,073,400	-4,146,800	0	0	0
Enterprise Pay Progression	1,065,200	3,057,300	4,122,500	-1,065,200	-3,057,300	-4,122,500	0	0	0
Juneteenth and Veterans Day Holidays	1,417,300	2,948,000	4,365,300	-1,417,300	-2,948,000	-4,365,300	0	0	0
Information Technology Generated Market Adjustments	0	2,023,200	2,023,200	0	-835,700	-835,700	0	1,187,500	1,187,500
Market Adjustments for Classified Attorneys	870,400	1,074,400	1,944,800	-870,400	-1,074,400	-1,944,800	0	0	0
Retention Incentive Awards for Protective Employees of Corrections, Health Services	0	0	0	545,200	0	545,200	545,200	0	545,200
Vacation Allowance Modifications	292,300	304,100	596,400	-292,300	-304,100	-596,400	0	0	0
Natural Resources Warden and Capitol Police Pay Progression	127,800	127,800	255,600	0	0	0	127,800	127,800	255,600
Compensation Reserves Total - GPR	\$365,260,700	\$581,614,700	\$946,875,400	-\$54,079,800	-\$183,684,700	-\$237,764,500	\$311,180,900	\$397,930,000	\$709,110,900
Compensation Reserves Total - All Funds	\$667,480,900	\$1,001,825,800	\$1,669,306,700	-\$107,948,900	-\$307,873,300	-\$415,822,200	\$559,532,000	\$693,952,500	\$1,253,484,500