

Administration

General Agency Provisions

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Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
Email: fiscal.bureau@legis.wisconsin.gov • Website: <http://legis.wisconsin.gov/lfb>

Joint Committee on Finance

Paper #110

Overtime, Standby Pay, and Night and Weekend Differential Reestimates and Base Budgets (Administration -- General Agency Provisions)

[LFB 2025-27 Budget Summary: Page 22, #3 and #4]

CURRENT LAW

The federal Fair Labor Standards Act (FLSA) covers all classified and certain unclassified employees in state service. Employees covered by FLSA may be categorized as "exempt" or "nonexempt" with respect to overtime compensation requirements. The provisions of FLSA generally require employers to pay nonexempt, covered employees time-and-a-half (premium overtime, 150% of the rate of pay) when they work more than 40 hours in a work week.

Standby pay is provided to employees who are directed to remain available to work during off-duty hours and be able to report to work in less than one hour, typically to respond to emergencies or provide essential services. Under the 2023-25 compensation plan, the Department must provide \$2.25 per hour an employee who is on standby and is FLSA-nonexempt.

The payment of night and weekend differential is mandatory for all qualifying work hours of state employees who are FLSA-nonexempt if the hours are required by the agency. Employees who work between the hours 6:00 pm and 6:00 am and on Saturday and Sunday are required to be compensated an extra \$0.80 per hour.

The Department utilizes positions that are eligible for overtime, standby pay, and night and weekend compensation to ensure the continuity of government operations beyond standard business hours. These roles are involved in areas such as facilities management and information technology (IT) services, where immediate or around-the-clock support may be required.

The Department's Division of Enterprise Technology (DET) provides information technology (IT) support to various executive branch agencies. The relevant state agencies must pay DOA for services rendered from budget authority provided under state operations appropriations. The Department's Division of Personnel Management (DPM) administers human

resources services (HR) for most executive branch agencies, such as payroll and benefits administration, employment training initiatives, and labor relations, under an HR shared services model. The Department's Division of Facilities and Transportation Services (DFTS) is responsible for the operation and maintenance of state office buildings. The Division manages and operates over 30 state-owned buildings and facilities throughout the state, including the State Capitol, Executive Residence, and staff office buildings in Madison, Milwaukee, and several other locations throughout Wisconsin.

DISCUSSION POINTS

Establish Overtime and Night/Weekend Differential Base Budgets

1. According to the Department, as shown in Table 1 below, overtime and standby pay costs for DET were \$480,600 in 2022-23 and \$494,500 in 2023-24, with an additional \$7,100 in 2022-23 and \$9,700 in 2023-24 for night and weekend differential costs. Overtime costs for DPM were \$119,100 in 2022-23 and \$112,500 in 2023-24, while night and weekend differential costs were \$700 in 2022-23 and \$600 in 2023-24. Note that the table includes costs for salaries only, and does not include the cost of variable fringe benefits. Currently, DET and DPM do not have budgeted expenditure authority for such purposes. DET utilizes these arrangements to allow staff to respond to system maintenance, network disruptions, or cybersecurity concerns that require timely attention outside of the regular workday. In DPM, similar compensation may be necessary during periods of high activity or in response to personnel-related issues that arise unexpectedly and require immediate support. These compensation structures are used to ensure coverage and responsiveness during non-standard hours, when specific technical or personnel services may still be required.

TABLE 1

DET and DPM Overtime, Standby Pay, and Night/Weekend Salary Costs, 2022-23 and 2023-24

<u>Category</u>	<u>Description</u>	<u>DET</u>		<u>DPM</u>	
		<u>2022-23</u>	<u>2023-24</u>	<u>2022-23</u>	<u>2023-24</u>
Overtime & Standby	Holiday Half-Time	\$5,100	\$5,600	\$200	\$600
	Regular Overtime	21,100	14,200	13,400	17,900
	Premium Overtime	5,400	1,600	105,500	94,000
	Standby Pay	<u>449,000</u>	<u>473,100</u>	<u>0</u>	<u>0</u>
	Subtotal	\$480,600	\$494,500	\$119,100	\$112,500
Night & Weekend	Night Differential	\$4,300	\$6,400	\$400	\$400
	Weekend Differential	<u>2,800</u>	<u>3,300</u>	<u>300</u>	<u>200</u>
	Subtotal	\$7,100	\$9,700	\$700	\$600
Total		\$487,700	\$504,200	\$119,800	\$113,100

2. According to the Department, in 2023-24, of the total spent on overtime, standby pay, and night and weekend differential pay for DET (\$504,200), the following position classifications represented the majority of the costs: (a) information systems (IS) enterprise technology services specialists (\$251,700); (b) IS enterprise technology services consultants/administrators (\$107,500); and (c) IS enterprise network services specialists (\$43,000). Depending on the position, some of the responsibilities of these positions include, but are not limited to: (a) installing, configuring, and troubleshooting software and operating systems; (b) maintaining and operating major applications used by state agencies; (c) conducting security risk and vulnerability assessments of information systems; (d) managing complex IT projects; and (e) providing agency end user support at the Femrite Data Center, which is a state-owned facility in Madison that stores servers and IT infrastructure for executive branch agencies (excluding the UW System). For example, DET provides standby pay primarily for operations at the Femrite Data Center for responsibilities such as monitoring systems, responding to incidents, and delivering technical support as needed.

3. Similarly, in 2023-24, of the total spent on overtime and night and weekend differential pay for DPM (\$113,100), the following position classifications represented the majority of the costs: (a) payroll benefits system coordinators - senior (\$52,800); (b) payroll benefits specialists - advanced (\$13,500); and (c) HR assistants (\$12,400). Depending on the position, some of the responsibilities of these positions include, but are not limited to: (a) administering payroll and accounting processing for state agencies; (b) scheduling and coordinating state-wide leave accounting system activities; (c) processing state employee benefits through the state enterprise resource planning system (known as STAR); and (d) providing technical assistance regarding human resource policies and procedures and employment opportunities. According to the Department, DPM's overtime and night/weekend differential expenditures are necessary to meet service level expectations and complete tasks that extend beyond the standard workweek or workday, including high-volume recruitments and policy developments. Further, the Department indicates overtime is primarily used by DPM's central Bureau of Human Resources Information System Administration and Management to support IT systems and by HR shared services staff serving the Department of Health Services and Department of Corrections. These agencies experience higher turnover and more complicated recruitment processes, requiring additional staffing support that DPM cannot provide without the use of overtime, standby pay, and night and weekend differential pay.

4. As no specific budget has been established, such as related to readiness at the Femrite Data Center, the Department included in its agency biennial request a provision for ongoing expenditure authority to support DET and DPM overtime, standby pay, and night and weekend differential costs. The Department indicates DET and DPM have relied on annual salary pay plan supplements reallocated from other appropriations within the same fund source to provide salary expenses for overtime and night and weekend differential costs. Additionally, DPM has relied upon available expenditure authority to the extent allowable in other appropriations, such as the employee development and training services appropriation, to provide sufficient funding for overtime expenditures.

5. Under Senate Bill 45/Assembly Bill 50, \$709,200 PR annually would be provided to establish budgets for overtime and standby pay and night and weekend differential pay for DET (\$574,300 annually) and DPM (\$134,900 annually). The recommendation is based on average actual

salary expenditures for such purposes in 2022-23 and 2023-24 in addition to the variable fringe benefits costs incurred for such expenses (15.8% in the 2025-27 biennium). Given the amount expended on these costs, as indicated by the Department, the Committee could choose to provide expenditure authority for such purposes in the amounts under the bill [Alternative A1].

6. The Committee could choose to take no action and DET and DPM would continue to incur and manage to the extent possible [Alternative A2]. However, according to the Department, reallocating funding and relying on pay plan supplements alone is not sustainable and the Department no longer has the capacity to absorb such costs. Under this alternative, if DOA is not able to absorb the costs, it could submit a passive review request to the Committee for increased expenditure authority.

Overtime Reestimate for DFTS

7. Employees in DFTS may be required to work overtime or may receive night and weekend differential pay due to the nature of their responsibilities. These can include responding to maintenance issues at state-owned facilities, performing work that must occur outside regular business hours to avoid disrupting operations, and supporting events held during evenings or weekends. Additionally, some positions, such as custodial or security staff, may involve regular night or weekend shifts to maintain necessary coverage.

8. Under Senate Bill 45/Assembly Bill 50, \$201,600 PR annually would be provided on an ongoing basis to increase DFTS's overtime and night and weekend differential pay budgeted expenditure authority under the facility operations and maintenance; police and protection functions appropriation. The increase would include \$188,200 annually for overtime costs to operate and maintain state-owned and leased properties and \$13,400 annually to fully fund night and weekend differential budgets. According to the Department, the requested increase is based on the difference between funding provided in standard budget adjustments for the same purpose and average actual expenditures in 2022-23 and 2023-24.

9. As shown in Table 2 below, overtime and standby pay costs for salaries were \$306,300 in 2022-23 and \$309,200 in 2023-24 (an average of \$307,800) and night and weekend differential costs for salaries were \$17,500 in 2022-23 and \$22,100 in 2023-24 (an average of \$19,800). In 2023-25, DFTS's overtime standard budget adjustment was \$145,300 annually for salaries and the night and weekend differential standard budget adjustment was \$8,300 annually for salaries. The Department calculated the requested increases by accounting for the differences between the averages and 2023-25 standard budget adjustment for the same purposes, and applying a 15.8% variable fringe rate.

TABLE 2

DFTS Overtime, Standby Pay, and Night/Weekend Salary Costs, 2022-23 and 2023-24

<u>Category</u>	<u>Description</u>	<u>2022-23</u>	<u>2023-24</u>
Overtime & Standby	Holiday Half-Time	\$11,200	\$14,300
	Regular Overtime	23,100	29,900
	Premium Overtime	188,800	174,500
	Standby Pay	<u>83,200</u>	<u>90,600</u>
	Subtotal	\$306,300	\$309,200
Night & Weekend	Night Differential	\$11,000	\$14,600
	Weekend Differential	<u>6,500</u>	<u>7,500</u>
	Subtotal	\$17,500	\$22,100
Total		\$323,800	\$331,400

10. Given the unpredictability of facility maintenance issues that require certain positions to work outside of standard hours, as well as regular night and weekend duties performed by employees in DFTS, the Committee could choose to provide \$201,600 annually, based on actual recent costs, for an ongoing increase to DFTS's overtime budget [Alternative B1].

11. If the Committee takes no action, DFTS would continue to operate with existing expenditure authority for overtime, standby pay, and night and weekend differential pay [Alternative B2]. However, according to the Department, without additional expenditure authority for such costs, DFTS would experience issues with timely completion of infrastructure projects for which overtime and night and weekend differential are necessary.

ALTERNATIVES

A. Establish Overtime and Night/Weekend Differential Base Budgets

1. Provide \$709,200 PR annually to establish budgets for overtime and standby pay and night and weekend differential pay for the Division of Enterprise Technology (\$574,300 PR annually) and Division of Personnel Management (\$134,900 PR annually).

ALT A1	Change to Base
PR	\$1,418,400

2. Take no action.

B. Overtime Reestimate for DFTS

1. Provide \$201,600 PR annually for an ongoing increase to the Division of Facilities and Transportation Services' overtime, standby pay, and night and weekend differential expenditure authority under the facility operations and maintenance; police and protection functions appropriation.

ALT B1	Change to Base
PR	\$403,200

2. Take no action.

Prepared by: Mitch Wenzel



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
Email: fiscal.bureau@legis.wisconsin.gov • Website: <http://legis.wisconsin.gov/lfb>

Joint Committee on Finance

Paper #111

Grants for Local Construction Projects (Administration -- General Agency Provisions)

[LFB 2025-27 Budget Summary: Page 22, #5]

CURRENT LAW

Under 2023 Act 19, a grant program was established under the Building Commission, and \$50 million of segregated revenue (which was transferred from the general fund) was provided, to assist nonstate organizations in carrying out construction projects having a statewide public purpose. Act 19 required that the Building Commission determine that the organization carrying out the project has secured additional funding for the project from non-state revenue sources in an amount that is equal to at least 50% of the construction project cost. The Act specifies that the Building Commission could not make a grant for a project unless the Department of Administration (DOA) had reviewed and approved plans for the project, although DOA could not supervise any services or work or let any contracts for the project. Under the program, if the Building Commission made a grant for this purpose, the state would retain an ownership interest in a space constructed with the grant equal to the amount of the state's grant if, for any reason, the constructed space is not used for one or more of the public purposes determined by the Building Commission.

The Department of Administration started accepting applications for the program in November, 2023, with applications due by January 31, 2024. DOA reviewed over 250 applications and recommended 50 recipients for consideration to the Building Commission at its October, 2024, meeting. The Building Commission approved the list of recipients and the release of the \$50 million SEG-REV for the grants. Therefore, no money remains for this purpose. For reference, the Attachment provides information on the award recipients and grant amounts. Grants for eligible recipients ranged from \$30,000 to \$2,000,000.

The local government fund is a segregated fund created under 2023 Act 12. The Act provides revenues to the local government fund and funds several aid programs from the fund that

provide payments to local governments. Act 19 requires that 20% of state sales and use taxes in 2024-25 be transferred from the general fund to the local government fund, representing a transfer of \$1,563.4 million to the fund. In addition, on July 1, 2024, one-time funding amounts for continuing appropriations of \$300.0 million associated with an innovation grant program and \$3.0 million associated with innovation planning grants were transferred to the local government fund. Thus, in 2024-25, a total of \$1,866.4 million is transferred into the local government fund.

In 2025-26, and each year thereafter, the amount of the annual transfer from the general fund to the local government fund will equal the sum of the following: (a) the amount that was transferred in the previous fiscal year (for 2025-26, this equals only the \$1,563.4 million associated with the transfer of 20% of state sales and use taxes); and (b) the amounts available for distribution in the previous fiscal year as county and municipal aid and supplemental county and municipal aid, multiplied by the percentage change in the estimated amount of state sales and use tax revenues.

DISCUSSION POINTS

1. Local projects typically involve a non-state entity, such as a nonprofit organization or local government, requesting state aid in the construction or renovation of a facility. Since 1997, the Building Commission and the Legislature have included a number of local projects in biennial state building programs.

2. Under Senate Bill 45/Assembly Bill 50, two appropriations would be created and provide funding as follows: (a) a continuing GPR appropriation titled "Grants for local projects" with \$125,000,000 GPR in 2025-26 for one-time funding to award grants to eligible nonstate organizations for construction projects that have a statewide public purpose; and (b) a continuing SEG appropriation titled "Local construction project grants" with \$23,400,000 SEG in 2025-26 and \$16,700,000 SEG in 2026-27, which would be funded from interest earnings of the state segregated local government fund, to award grants to eligible local and tribal governments for construction projects that have a statewide public purpose. The bill specifies that a separate account would be established in the local government fund that is designated the "local construction project grants account" for this purpose. The construction projects funded from both appropriations would be subject to Building Commission approval and eligible recipients must secure at least 50% of the total cost of the project from nonstate revenues.

3. Of the total funding, the bill specifies that grants would be made to the following nonstate recipients from the GPR appropriation for local projects: (a) \$4,000,000 to the New Community Shelter, Inc. in Brown County to support a permanent housing facility; (b) \$6,000,000 to the YMCA of Metropolitan Milwaukee, Inc. and Community Smiles Dental for renovation costs of the historic Wisconsin Avenue School in the City of Milwaukee for use as a health and wellness center; (c) \$15,000,000 to the Second Harvest Foodbank of Southern Wisconsin, Inc., to construct a new facility for food processing, storage, and distribution; (d) \$860,000 to the Colfax Railroad Museum, Inc. for construction and renovation costs of museum facilities in the Village of Colfax to protect and display historical railroad artifacts; and (e) \$2,500,000 to Wellpoint Care Network, Inc. for renovating a facility to create a child care center in the City of Milwaukee. Additionally, the bill

specifies that grants would be made to the following recipients from the SEG appropriation for local government construction projects: (a) \$3,000,000 to the City of Green Bay for the construction of a public market; and (b) \$4,250,000 to the City of Glendale for construction of a new library. Further, the bill specifies that a grant of \$2,000,000 may be made to any municipality or nongovernmental organization for the purchase, construction, or renovation of a child care facility in the southwest region of the state, for which the fund source would depend on the recipient (GPR for a nongovernmental organization or SEG for a municipal recipient). In total, \$28,360,000 GPR, \$7,250,000 SEG, and the additional \$2,000,000 (GPR or SEG) for a child care center would be awarded to the specific recipients listed above.

4. The remainder of the funding (\$94.6 million to \$96.6 million GPR and \$30.9 million SEG to \$32.9 million SEG) would be available on a competitive application basis, similar to the program under Act 19. In addition, as proposed, the bill would establish base funding of \$16.7 million SEG annually for grants to local governments in future years. The Administration indicates DOA would be responsible for administering the local grants program and the Building Commission would retain authority for approval of the projects that are recommended by DOA. Additionally, the bill would provide \$136,400 GPR in 2025-26 and \$175,300 GPR in 2026-27 for 2.0 grants specialist - advanced positions to DOA's general program operations GPR appropriation to administer the local project grant programs created in the bill.

5. As previously noted, given that demand for the most recent local project grant program (250 applications requesting \$126.5 million) exceeded available funding of \$50,000,000 which was provided to only 50 applicants, the Committee could choose to provide \$125,136,400 GPR and \$23,400,000 SEG in 2025-26, \$175,300 GPR and \$16,700,000 SEG in 2026-27, and 2.0 GPR positions annually to implement the program, provide funding to specific recipients identified in the bill, and potentially support a larger pool of recipients [Alternative A1]. According to the Administration, funding would be provided to DOA since the Department's Division of Facilities Development, which supports the Building Commission and the state building program, is budgeted under DOA. The Building Commission would retain decision-making authority for each project recommended by DOA.

6. Alternatively, the Committee could choose to create the GPR and SEG appropriations under the Building Commission and provide the funding amounts under the bill for grants [Alternative A2]. As previously mentioned, the local projects grant program was included in the 2023-25 building program under the Building Commission to assist non-state organizations in carrying out construction projects having a statewide purpose. Under this alternative, funding for grants would again be provided to the Building Commission.

7. As previously noted, the local projects program under 2023 Act 19 was funded with \$50 million to assist nonstate organizations in carrying out construction projects having a statewide purpose. The Committee could similarly choose to provide a lesser amount of GPR than the bill (\$125,000,000 GPR in 2025-26). For example, the Committee could modify the provisions in the bill to specify an amount of GPR in 2025-26 for grants to eligible nonstate organizations for construction projects that have a statewide purpose such as: (a) \$100,000,000 GPR under DOA [Alternative A3a]; (b) \$100,000,000 GPR under the Building Commission [Alternative A3b]; (c) \$50,000,000 GPR

under DOA [Alternative A4a]; or (d) \$50,000,000 GPR under the Building Commission [Alternative A4b]. If the Committee were to approve funding for the earmarked nongovernmental recipients under the bill (a total of \$30,400,000 GPR to \$32,400,000 GPR), the aforementioned alternatives would have sufficient funding to provide the earmarked amounts with remaining GPR left over. The Committee could instead choose to provide a different amount of GPR in 2025-26 than the aforementioned alternatives.

8. The Committee could choose to modify the use of funding by specifying a different number of earmarked recipients in the bill or modifying the amounts for each recipient, which are included in the total funding amounts. The Committee could choose to take no action, in which case no funding would be provided for local projects under the proposed structure [Alternative A5].

Grants to Specific Nonstate Entities

9. New Community Shelter, Inc. is a nonprofit organization in Green Bay that provides housing and case management services to individuals who are experiencing homelessness, including substance abuse counseling. According to the organization, it is the only emergency shelter in Brown County that is open year-round. Additionally, the organization provides meals, counseling more generally, and vocational assistance for residents. According to the Department, funding under the bill would be used for a new 40 to 50-unit permanent housing facility for those who have successfully completed the shelter's program but remain vulnerable to relapse or reoccurrence due to addiction or mental health challenges. The Department anticipates construction would begin in September, 2025, and be completed by August, 2026. The Committee could specify that \$4,000,000 GPR of the total funding under the bill be provided (with at least \$4,000,000 of matching grantee funds) to New Community Shelter, Inc. for a permanent housing facility [Alternative B1].

10. The YMCA of Metropolitan Milwaukee, Inc. is a nonprofit organization that focuses on strengthening communities through youth development, healthy living, and social responsibility. Community Smiles Dental, Inc. is a nonprofit organization that provides dental care to low-income children, pregnant women, special needs patients, and other adults in the greater Milwaukee area. The YMCA of Metropolitan Milwaukee, Community Smiles Dental, and Advocate Health are partnering to renovate the historic Wisconsin Avenue School, located at 2708 West Wisconsin Avenue in Milwaukee, and open the facility as a health and wellness center. According to the Department, the center would include licensed childcare and a youth/teen area, gymnasium, adaptive sports and recreation programs, new ADA-compliant front entrance and lobby, teaching kitchen and gathering space, dental clinic, and an outpatient mental and behavioral health clinic. Further, the Department indicates the project would yield a return on investment to the state by making early education more accessible, promoting workforce readiness, addressing and preventing chronic disease, and advancing resident health and wellness.

11. According to public real estate transfer records, Aurora (Advocate) Health Care purchased the former Wisconsin Avenue School in May, 2025, for \$1.75 million. According to Advocate Health, it plans to open the center in early 2027. The Committee could specify that \$6,000,000 GPR of the total funding under the bill (with grantee matching funds of at least \$6,000,000) be provided to the YMCA of Metropolitan Milwaukee, Inc. and Community Smiles Dental to renovate the historic Wisconsin Avenue School as a health and wellness center [Alternative

B2].

12. The Second Harvest Foodbank of Southern Wisconsin, Inc. is a nonprofit organization that provides hunger relief services to community partners such as food pantries, residential programs, meal sites, schools, and community centers in 16 counties. The organization provides a wide variety of services, including a mobile food pantry program, cooking classes and demonstrations, and health and wellness initiatives. According to the organization's website, 26.9 million pounds of food were distributed to over 300 partner agencies and supporting programs in 2024. According to the Department, funding under the bill would be provided to construct a new 140,000 gross square foot facility in Madison to consolidate all food processing, storage, distribution, and administrative functions. Further, the Department indicates Second Harvest Foodbank's current facility was originally constructed in 1996, with renovations in 2007 and 2017, and is no longer capable of meeting the needs of the organization. The Department anticipates construction would begin in March, 2026, and be complete by December, 2027. The Committee could specify that \$15,000,000 GPR (with at least \$15,000,000 of grantee matching funds) be provided from the total funding under the bill to the Second Harvest Foodbank of Southern Wisconsin, Inc., to construct a new facility for food processing, storage, and distribution [Alternative B3].

13. The Colfax Railroad Museum is operated by a nonprofit organization of the same name and which officially opened in 1999. The museum houses a large collection of historic railroad equipment and memorabilia, housed in the Village of Colfax's third depot, which was constructed around 1915. According to the Department, the project would construct a shelter to house outdoor displays, install a facility-wide security system, add 4,200 of gross square feet for exhibit space and 320 gross square feet of storage space to replace rented space, construct signage to increase visibility, provide equipment to expand the miniature railroad ride, expand the event center and library operations, and provide higher-efficiency utilities with a new solar power array. Construction is anticipated to start in July, 2025, and be complete by January, 2028. The Committee could choose to specify that \$860,000 GPR be provided to the Colfax Railroad Museum, Inc. (which would be matched with at least \$860,000 from grantee funds) for construction and renovation costs of museum facilities in the Village of Colfax to protect and display historical railroad artifacts [Alternative B4].

14. Wellpoint Care Network, Inc. is a nonprofit organization in the greater Milwaukee area that provides a variety of case management services, including: (a) mental health support such as outpatient mental health, occupational therapy, and medication management; and (b) child and family programs, such as foster care and child welfare services. According to the organization's 2023 annual report, the organization provided services to over 6,500 individuals from 33 counties. The Committee could choose to provide \$2,500,000 (which would be matched with at least \$2,500,000 of grantee funds) to Wellpoint Care Network, Inc. for renovating a facility to create a child care center in the City of Milwaukee [Alternative B5].

Grants to Specific Governmental Entities

15. On Broadway, Inc. is a nonprofit corporation that will own and operate the Green Bay Public Market. According to the Green Bay Public Market's website, construction for the market began on October, 2024, to renovate the Old Fort Square Building in downtown Green Bay and is anticipated to be completed by early 2026 at a cost of approximately \$18.3 million. Further, the

website indicates that the project will consist of space for 26 merchant booths, a facility for security, and staff to operate the market. The public market project previously received \$500,000 from the state building program from funding in 2023 Act 19's Local Project Program and originally requested \$6,067,400 (shown in Attachment 1).

16. The current North Shore Library in Glendale was established in 1986 and the construction of a new library is in progress. The North Shore Library comprises a group of municipal members including Glendale, River Hills, Bayside, and Fox Point. The library project is part of a mixed-use property project which entails a new five-story, 24,000-square foot building, including retail shops and nearly 100 multifamily apartment units, which is anticipated to cost \$200 million. Ground breaking for the project began in May, 2023, and is anticipated to be complete by the end of 2025. According to City of Glendale's Administrator, the total cost of the library project is anticipated to be \$8.2 million and the construction bid is valid until the end of May, 2025. At the City of Glendale's City Council meeting on May 12, 2025, the City of Glendale Administrator informed the City Council that only \$5.7 million has been raised of the total estimated \$8.2 million cost of the project and \$2.5 million is still needed.

17. The Committee could choose to specify that \$3,000,000 SEG be provided to the City of Green Bay (which would be matched with at least \$3,000,000 of grantee funds) for the construction of a new public market [Alternative B6]. While the Committee could additionally specify that \$4,250,000 SEG of the total funding under the bill be provided to the City of Glendale for the construction of a new library, the total estimated cost of the project is only \$8.2 million and a shortfall of only \$2.5 million has been identified. Thus, a grant of \$2.5 million for the library project (which could be matched with at least \$2,500,000 of grantee funds) may be more appropriate [Alternative B7].

Grant for a Child Care Facility

18. Additionally, the bill would specify that a grant of \$2,000,000 may be made to any governmental or nongovernmental organization for the purchase, construction, or renovation of a child care facility in the southwest region of the state. The fund source would depend on the awarded recipient (GPR for a nongovernmental organization or SEG for a governmental recipient). The Committee could specify that \$2,000,000 of the total funding under the bill be provided to a municipality or nongovernmental organization in the southwest region of the state (which would be matched with at least \$2,000,000 from grantee funds) for the purchase, construction, or renovation of a child care facility [Alternative B8].

19. Alternatively, the Committee could choose to not provide funding to any of the earmarked recipients under the bill [Alternative B9].

Bonding Authority for Specific Recipients

20. Since 1997, the Building Commission and the Legislature have included a number of local projects in biennial state building programs which have been financed by general fund supported borrowing. Based on this historical practice, the Committee could choose to enumerate earmarked projects under the bill and provide bonding authority, rather than earmarking funds provided to the

continuing GPR and SEG appropriations under the bill [Alternative C]. To enumerate a project, the Legislature lists the project title, budget, and funding source in a nonstatutory provision enacted as part of the biennial budget bill.

21. It should be noted the enumerations contained in the biennial building program, as with all legislative enactments, including the aforementioned earmarks in SB 45/AB 50, are subject to veto by the Governor. The 2023-25 building program relating to funding for local projects, as passed by the Legislature under Senate Bill 70, was modified by the Governor through partial veto to delete language related to: (a) the maximum amount a project could be awarded; (b) the requirement that the Joint Committee on Finance approve the grants and make a determination of statewide public purpose; (c) and the requirement that municipalities would have to apply for the grants on behalf of the nonstate organizations.

ALTERNATIVES

A. Grants for Local Construction Projects

1. Create two appropriations under DOA and provide funding as follows: (a) a continuing appropriation with \$125,000,000 GPR in 2025-26 for one-time funding to award grants to eligible nonstate organizations for construction projects that have a statewide public purpose; and (b) a continuing appropriation with \$23,400,000 SEG in 2025-26 and \$16,700,000 SEG in 2026-27, which would be funded from interest earnings of the state segregated local government fund, to award grants to eligible local construction projects that have a statewide public purpose. Further, provide \$136,400 GPR in 2025-26 and \$175,300 GPR in 2026-27 and 2.0 grants specialist - advanced positions annually to DOA's general program operations appropriation. Include bill provisions relating to eligibility, required matching funds, Building Commission approval, and amounts to be provided to specific recipients.

ALT A1	Change to Base	
	Funding	Positions
GPR	\$125,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$165,411,700	2.00

2. Create two appropriations under the Building Commission and provide funding as follows: (a) a continuing appropriation with \$125,000,000 GPR in 2025-26 for one-time funding to award grants to eligible nonstate organizations for construction projects that have a statewide public purpose; and (b) a continuing appropriation with \$23,400,000 SEG in 2025-26 and \$16,700,000 SEG in 2026-27, which would be funded from interest earnings of the state segregated local government fund, to award grants to eligible local construction projects that have a statewide public purpose. Further, provide \$136,400 GPR in 2025-26 and \$175,300 GPR in 2026-27 and 2.0 grants specialist - advanced positions annually to DOA's general program operations appropriation to administer the grants. Include bill provisions relating to eligibility, required matching funds, Building Commission approval, and amounts to be provided to specific recipients.

ALT A2	Change to Base	
	Funding	Positions
GPR	\$125,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$165,411,700	2.00

3. Specify that the provision be modified to provide \$100,000,000 GPR in 2025-26 (rather than \$125,000,000 GPR) under:

- a. the Department of Administration (in the manner described in Alternative A1).

ALT A3a	Change to Base	
	Funding	Positions
GPR	\$100,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$140,411,700	2.00

- b. the Building Commission (in the manner described in Alternative A2).

ALT A3b	Change to Base	
	Funding	Positions
GPR	\$100,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$140,411,700	2.00

4. Specify that the provision be modified to provide \$50,000,000 GPR in 2025-26 (rather than \$125,000,000 GPR) under:

- a. the Department of Administration (in the manner described in Alternative A1).

ALT A4a	Change to Base	
	Funding	Positions
GPR	\$50,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$90,411,700	2.00

- b. the Building Commission (in the manner described in Alternative A2).

ALT A4b	Change to Base	
	Funding	Positions
GPR	\$50,311,700	2.00
SEG	<u>40,100,000</u>	<u>0.00</u>
Total	\$90,411,700	2.00

5. Take no action.

B. Grants to Specific Recipients

Modify the earmarked funds for local projects under Alternatives A1 or A2 to only include the alternatives selected below:

1. Specify that \$4,000,000 GPR of the total funding in 2025-26 be provided for the New Community Shelter, Inc. for a permanent housing facility.
2. Specify that \$6,000,000 GPR of the total funding in 2025-26 for the YMCA of Metropolitan Milwaukee, Inc. and Community Smiles Dental, Inc. to renovate the historic Wisconsin Avenue School as a health and wellness center.
3. Specify that \$15,000,000 GPR of the total funding in 2025-26 be provided for the Second Harvest Foodbank of Southern Wisconsin, Inc. to construct a new facility for food processing, storage, and distribution.
4. Specify that \$860,000 GPR of the total funding in 2025-26 be provided for the Colfax Railroad Museum for construction and renovation costs.
5. Specify that \$2,500,000 GPR of the total funding in 2025-26 be provided for the Wellpoint Care Network, Inc. for renovation costs to create a child care facility.
6. Specify that \$3,000,000 SEG of the total funding in 2025-26 be provided to the City of Green Bay for the construction of a new public market.
7. Specify that \$2,500,000 SEG of the total funding in 2025-26 be provided to the City of Glendale for the construction of a new library.
8. Specify that \$2,000,000 GPR or SEG of the total funding be provided to any governmental or nongovernmental organization for the purchase, construction, or renovation of a child care facility in the southwest region of the state. Source of funding would depend on the recipient.
9. Specify that no funding be provided to the earmarked recipients under Alternatives B1 to B8.

C. Bonding Authority for Specific Recipients

Modify the earmarked projects under the bill to be enumerated and provide bonding authority under the building program for the enumerated projects. The Committee may choose any number of specific recipients under alternatives B1 to B8 to be enumerated.

Prepared by: Mitch Wenzel
Attachment

ATTACHMENT

Funding Breakdown for the Local Project Program (2023 Act 19)

<u>Grantee</u>	<u>Project Title</u>	<u>Total Project Cost</u>	<u>Grantee Funds</u>	<u>State Grant Requested</u>	<u>State Grant Recommended and Approved</u>
Door County Historical Society	Eagle Bluff Lighthouse Barn Reconstruction	\$1,000,000	\$500,000	\$500,000	\$500,000
Bergstrom- Mahler Museum of Glass	Bergstrom-Mahler Museum of Glass Museum Renovation	500,000	250,000	250,000	250,000
MENOMINI YOU	The Menomini yoU, Inc. Waqsecewan Language Campus	5,000,000	2,500,000	2,500,000	850,000
Weill Center Foundation, Inc.	Weill Center Transformation	5,569,631	2,784,816	2,784,816	2,000,000
On Broadway, Inc.	Green Bay Public Market	12,500,000	6,432,600	6,067,400	500,000
Mosaic Family Health, Inc.	Mosaic Family Health	3,000,000	1,500,000	1,500,000	1,500,000
Primary Connection Health Care, Inc.	Bridge Community Health Clinic Impact Expansion	6,351,800	3,175,900	3,175,900	2,000,000
La Clinica De Los Campesinos, Inc.	Family Health La Clinica Expansion of FQHC Services in Portage County	10,000,000	5,000,000	5,000,000	2,000,000
Sokaogon Chippewa Community	Sokaogon Chippewa Community New Health Clinic Expansion (SCHC)	9,000,000	4,500,000	4,500,000	1,200,000
Boys & Girls Club of the Tri- County Area, Inc.	Ripon Building Project	3,000,000	1,500,000	1,500,000	551,000
Outagamie County	Appleton International Airport (ATW) Concourse Expansion	22,471,151	15,971,151	6,500,000	2,000,000
Remington Volunteer Fire Department	RVFD Building Addition for decontamination and training	150,000	75,000	75,000	75,000
Appleton Public Library	Appleton Public Library Building Project	40,400,000	39,400,000	1,000,000	274,000
Barron County Historical Society, Inc. dba Pioneer Village Museum	Welcome Center	1,554,799	779,799	775,000	90,000
Shell Lake Arts Center	Shell Lake Arts Center - ACT II, the Capital Campaign	7,217,400	3,608,700	3,608,700	410,000
Riverwood Nature Center	Riverwood Nature Center Rural Development Project	1,900,000	950,000	950,000	950,000
Northwood Technical College	Medical Laboratory Education Center	3,888,000	2,288,000	1,600,000	250,000
LCO Community Health Foundation	Lac Courte Oreilles New Clinic Project	24,265,789	20,265,789	4,000,000	2,000,000
Tamarack Health Hayward Medical Center	Tamarack Health Cable Clinic	3,000,000	1,500,000	1,500,000	1,500,000
Tellurian Behavioral Health, Inc.	Jackson House- Mental Health Crisis Stabilization/ Hospital & Jail Diversion	379,964	189,982	189,982	30,000
Western Wisconsin Health	Saving Rural Obstetrics and providing for our patients	6,800,000	3,500,000	3,300,000	570,000
Wisconsin Vietnam Veterans Memorial Fund, Inc.	The Highground Multi-Use Visitor Center Project	2,400,000	1,600,000	800,000	800,000
Boys and Girls Club of Greater Chippewa Valley	Lee & Mary Markquart Boys & Girls Club Facility Renovation	1,446,000	726,000	720,000	700,000
Center for Black Excellence and Culture	Center for Black Excellence and Culture	23,398,346	20,398,346	3,000,000	1,000,000
Madison Area Rehabilitation Centers	MARC Mount Horeb Capital Campaign	5,318,729	2,918,729	2,400,000	800,000

<u>Grantee</u>	<u>Project Title</u>	<u>Total Project Cost</u>	<u>Grantee Funds</u>	<u>State Grant Requested</u>	<u>State Grant Recommended and Approved</u>
Affordable Dental Care, Inc.	Expanding access to emergency and ongoing dental health	\$1,400,000	\$700,000	\$700,000	\$700,000
Badger Prairie Needs Network	Badger Prairie Needs Network Warehouse Expansion	3,521,500	1,760,750	1,760,750	1,600,000
Sun Prairie Public Library Foundation	Sun Prairie Public Library Next Chapter Expansion and Renovation	20,000,000	19,500,000	500,000	500,000
Town of Rutland	New Town Hall Garage	2,206,000	1,206,000	1,000,000	300,000
Milwaukee Repertory Theater	Associated Bank Theater Center	4,000,000	2,000,000	2,000,000	1,900,000
Milwaukee Habitat for Humanity Northwest Side Community Development Corporation	Neighborhood Revitalization Program	2,703,000	1,953,000	750,000	750,000
United Community Center - Milwaukee	High Quality Early Childhood Education Center	2,674,892	1,337,446	1,337,446	500,000
Center for Veterans Issues, Inc.	Bruce-Guadalupe Community School Expansion	6,000,000	4,000,000	2,000,000	750,000
	Milwaukee Soldiers Home National Historic Landmark District - Ward Memorial Hall	16,500,000	15,000,000	1,500,000	1,050,000
Meta House, Inc.	Project Horizon	5,000,000	2,500,000	2,500,000	1,750,000
Milwaukee Mitchell International Airport Riverside & Great Northern Preservation Society	South Cargo Logistics Hub at MKE	103,000,000	80,000,000	23,000,000	1,200,000
Children's Museum of Rock Co.	"Beyond the Rails" Enhancing Visitor Experience and Educational Outreach	1,600,000	800,000	800,000	800,000
Green County Family YMCA, Inc.	Children's Museum of Rock County, Inc. - New Museum in Downtown Janesville	8,428,882	5,428,882	3,000,000	600,000
Carthage College, Wisconsin	Building A Stronger Community	25,750,000	25,000,000	750,000	750,000
	Expansion of Nursing Laboratories and Classrooms at Carthage College	2,640,000	1,320,000	1,320,000	1,320,000
Green County Development Corporation	Green County Workforce Development - Growing Green Trades Center	11,140,000	7,140,000	4,000,000	2,000,000
SAFE Haven of Racine, Inc.	The Academy Early Learning Center	3,900,000	1,950,000	1,950,000	830,000
Vernon Memorial Healthcare Foundation	Enhancing Access to Healthcare: MRI Construction	4,917,277	2,458,639	2,458,638	2,000,000
KANDU Industries, Inc.	Milton Expansion	2,416,448	1,216,448	1,200,000	1,200,000
Family Services of S. WI & N. IL, Inc.	Next Steps Family Resilience Center	4,000,000	2,000,000	2,000,000	2,000,000
Mile Bluff Medical Center	Gateway Building & Emergency Department Expansion	2,000,000	1,000,000	1,000,000	800,000
Waukesha County Community Foundation	The Parade Memorial at Grede Park	1,588,000	1,030,000	558,000	558,000
Boys & Girls Club of Janesville, Inc.	Boys & Girls Club of Janesville Capital Project	8,973,353	7,223,353	1,750,000	1,750,000
Kenosha Public Library	Uptown Children's Library	2,342,550	1,342,550	1,000,000	159,200
City of Baraboo	Baraboo Emergency Response Upgrade	<u>25,000,000</u>	<u>15,500,000</u>	<u>9,500,000</u>	<u>1,432,800</u>
	Total	\$472,213,511	\$345,681,880	\$126,531,632	\$50,000,000

Source: Department of Administration



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
Email: fiscal.bureau@legis.wisconsin.gov • Website: <http://legis.wisconsin.gov/lfb>

Joint Committee on Finance

Paper #112

Limited-Term Employment Reestimates (Administration – General Agency Provisions)

[LFB 2025-27 Budget Summary: Page 28, #12]

CURRENT LAW

Limited-term employment (LTE) is an arrangement in which employment is limited to 1,039 hours per appointment in a 12-month period. Fringe benefits (with the exception of deferred compensation plan participation, worker's compensation, unemployment insurance, group insurance where eligible, retirement in certain cases, and Social Security) are not provided to LTEs. Additionally, LTEs do not qualify for tenure, vacation, paid holidays, sick leave, and performance awards. The Department of Administration (DOA) uses LTEs in a variety of program areas due to their flexible hourly schedules.

Under the 2023-25 compensation plan, LTEs must be paid at least the state or federal minimum wage, whichever is greater. Further, LTEs are generally eligible to receive minimum compensation for similar types of services provided on a permanent basis. Hourly rates for DOA's LTEs range from \$13.15 to \$42.87 (an average of \$20.48), depending on the LTE classification.

DISCUSSION POINTS

1. In the Department's agency biennial budget request in September, 2024, DOA requested \$1,268,500 PR annually for LTE costs for all annual PR appropriations for which such costs exceeded the average budgeted amounts in 2022-23 and 2023-24. Increases for LTE costs were requested for the following appropriations: (a) processing services, \$3,400 PR annually; (b) materials and services to state agencies and certain districts, \$29,200 PR annually; (c) transportation and records, \$54,100 PR annually; (d) capital planning and building construction services, \$115,300 PR annually; (e) financial services, \$57,700 PR annually; (f) printing, mail, communications, document sales, and information technology services, \$142,300 PR annually; (g) legal services and relocation assistance,

\$4,800 PR annually); (h) personnel management general program operations, \$212,200 PR annually; (i) risk management administration, \$19,200 PR annually; (j) National and Community Service Board administrative support, \$1,800 PR annually; (k) hearings and appeals fees, \$78,300 PR annually; (l) facility operations and maintenance and police and protection functions, \$530,500 PR annually; (m) general program operations; Indian gaming, \$7,000 PR annually; and (n) general program operations; raffles and bingo, \$12,700 PR annually.

2. Under Senate Bill 45/Assembly Bill 50, \$32,500 GPR annually would be provided in addition to what the Department requested in September, 2024. The GPR amounts would be provided to the Department's GPR general program operations appropriation (\$30,600 GPR annually) and Women's Council operations (\$1,700 GPR annually). As of January 1, 2025, the most common LTE classifications among the appropriations under the bill were: custodians, human resource assistants, tour guides at the State Capitol, aircraft pilots, and human resource assistants - advanced. However, due to the temporary nature of these positions, the number and type of LTEs would likely change throughout the year.

3. As shown in the Attachment, the Department calculated the requested increase in LTE expenditure authority by taking the average LTE-related salary expenditures from 2022-23 and 2023-24 and subtracting existing expenditure authority. Further, the Department applied a fringe benefits rate of 7.65% associated with federal payroll taxes for each appropriation's salary increase. In the past, the Department has reallocated expenditure authority to cover the costs of LTE expenditures.

4. The Committee could choose to provide the funding under Senate Bill 45/Assembly Bill 50 to provide additional expenditure authority for the appropriations under the bill, as indicated by the Department, for LTE budgets [Alternative 1]. Under this alternative, \$32,300 GPR and \$1,268,500 PR annually would be provided the aforementioned appropriations under the bill.

5. If the Committee takes no action, the Department would be required to use existing expenditure authority to fund LTE-related costs [Alternative 2]. The Department could submit a passive review request to the Committee if additional PR expenditure authority is needed.

ALTERNATIVES

1. Provide \$32,300 GPR and \$1,268,500 PR annually for limited-term employee (LTE) costs to appropriations in DOA for which such costs exceeded budgeted amounts in 2022-23 and 2023-24.

ALT 1	Change to Base
GPR	\$64,600
PR	<u>2,537,000</u>
Total	\$2,601,600

2. Take no action.

Prepared by: Mitch Wenzel
Attachment

ATTACHMENT

LTE Salary Expenditures by Appropriations and Increases, Under the Senate Bill 45/Assembly Bill 50

<u>Appropriation</u>	<u>2022-23 Expenditures</u>	<u>2023-24 Expenditures</u>	<u>Average Expenditures</u>	<u>Expenditure Authority</u>	<u>Recommended Salary Increase</u>	<u>Recommended Fringe Increase</u>	<u>Total Recommended Increase</u>
GPR							
General Program Operations	\$33,600	\$23,100	\$28,400	\$0	\$28,400	\$2,200	\$30,600
Women's Council Operations	<u>2,500</u>	<u>700</u>	<u>1,600</u>	<u>0</u>	<u>1,600</u>	<u>100</u>	<u>1,700</u>
GPR Subtotal	\$36,100	\$23,800	\$30,000	\$0	\$30,000	\$2,300	\$32,300
PR							
Processing Services	\$500	\$5,800	\$3,200	\$0	\$3,200	\$200	\$3,400
Materials and Services to State Agencies	32,100	23,300	27,700	600	27,100	2,100	29,200
Transportation, Records, and Document Services	113,000	138,000	125,500	75,200	50,300	3,800	54,100
Capital Planning and Building Construction Services	140,200	95,500	117,800	10,700	107,100	8,200	115,300
Financial Services	41,600	80,300	61,000	7,400	53,600	4,100	57,700
Printing, Mail, Communications, and IT Services	194,900	116,300	155,600	23,400	132,200	10,100	142,300
Legal Services	4,000	5,000	4,500	0	4,500	300	4,800
General Program Operations, Personnel Management	418,000	633,200	525,600	328,500	197,100	15,100	212,200
Risk Management Administration	19,900	15,700	17,800	0	17,800	1,400	19,200
NCSB; Administrative Support	3,400	0	1,700	0	1,700	100	1,800
Hearings and Appeals Fees	52,400	92,900	72,700	0	72,700	5,600	78,300
Facility Operations and Maintenance	876,200	959,300	917,800	425,000	492,800	37,700	530,500
General Program Operations; Indian Gaming	3,300	9,700	6,500	0	6,500	500	7,000
General Program Operations; Raffles and Bingo	<u>20,500</u>	<u>22,000</u>	<u>21,300</u>	<u>9,500</u>	<u>11,800</u>	<u>900</u>	<u>12,700</u>
PR Subtotal	\$1,920,000	\$2,197,000	\$2,058,500	\$880,300	\$1,178,400	\$90,100	\$1,268,500
Total	\$1,956,100	\$2,220,800	\$2,088,500	\$880,300	\$1,208,400	\$92,400	\$1,300,800



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One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
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Joint Committee on Finance

Paper #113

Position Reallocations (Administration -- General Agency Provisions)

[LFB 2025-27 Budget Summary: Page 29, #15]

CURRENT LAW

The Department of Administration (DOA) is the administrative agency for certain functions of the State of Wisconsin. The Department's key areas of responsibility include the support of state agencies and programs by providing services, such as financial management, centralized purchasing services, management and protection of state facilities, and information technology services.

State positions may generally be created only through legislation or by the Joint Committee on Finance under s. 13.10 of the statutes. Positions funded from program revenue can be created through a passive review request to the Committee. Positions funded from federal revenue can be created by the Governor. The Department indicates that, in general, it aims to utilize vacant position authority where possible in place of requesting creation of new positions.

DISCUSSION POINTS

1. In recent years, the Committee has approved proposed position reallocations under DOA for various purposes. For example, in 2023-25, -\$236,500 FED, \$152,200 PR, -2.0 FED positions, and 1.0 PR position annually was provided to DOA, which modified the Governor's recommendation by removing a reallocation of \$84,300 PR and 1.0 PR position annually from the enterprise resource planning system appropriation for the Office of Environmental Justice and instead deleting the position and associated funding.

2. Under Senate Bill 45/Assembly Bill 50, as shown in the Attachment, the Department would reallocate -\$911,100 FED annually and -6.5 FED positions, \$201,300 PR annually and 1.5 PR positions, and \$709,800 SEG annually and 5.0 SEG positions (cumulative net funding of \$0 and 0.0

positions). The Committee could choose to provide the amounts and positions proposed under the bill to reallocate positions among non-GPR appropriations [Alternative A1]. Under this alternative, according to the Department, positions would be authorized in the appropriations to which position costs are, or would be, charged. Thus, under the proposal, DOA would be able to appropriately charge such costs reflecting the duties of each position and purpose of each appropriation.

3. The Committee could choose to modify the reallocation of positions proposed under the bill by specifying a different combination of reallocated positions, as shown in Alternatives B1 to B5. Alternatively, the Committee could choose to take no action [Alternative A2]. According to the Department, if the proposed reallocations are not approved, the position authorizations and associated appropriation authority would be unchanged until the next opportunity to address position reallocations. However, as the paper will note under each section, the Department currently charges appropriations for each position depending on the time spent for certain activities. Thus, it is possible the Department will continue this practice without Committee approval.

Division of Energy, Housing and Community Resources Positions

4. Under the bill, \$709,800 FED annually and 5.0 FED positions (3.0 IS (information systems) business automation specialists, 1.0 budget and policy analyst, and 1.0 grants specialist) under the federal aid appropriation would be reallocated to the SEG general program operations: public utility benefits appropriation.

5. Currently, the 3.0 IS business automation specialists are funded from either the federal Low-Income Home Energy Assistance Program (LIHEAP) or Weatherization Assistance Program, and the budget analyst - advanced and grants specialist are funded from LIHEAP. According to the Department, filled positions under federal appropriations must report time spent on federal and non-federal programs, including SEG-funded programs in order to determine which appropriations to charge. Similarly, positions under non-federal appropriations must report time spent on federal programs. The Department indicates varying times were spent on FED- and SEG-funded activities among the 5.0 FTE between the federal aid appropriation and the SEG general program operations: public utility benefits appropriation. The Department indicates in 2024-25 through May 23, 2025, the 5.0 positions spent proportions of their time for SEG public utility benefits activities ranging from approximately 20% to 60%, in comparison with federally-funded appropriations.

6. As proposed, the positions would continue to be charged to the newly-assigned non-federal appropriation in proportion to the non-federal responsibilities of which its time is utilized. However, the Department indicates that reallocating the 5.0 FED positions to the SEG general program operations: public utility benefits appropriation would address the imbalance of time spent among the appropriations. In the event that federal aid is not provided for the positions, each of the 5.0 positions would be completely funded from the SEG appropriation.

7. The Committee could choose to reallocate \$709,800 FED and 5.0 FED positions annually from the federal aid appropriation to the general program operations: utility public benefits SEG appropriation [Alternative B1].

Division of Personnel Management Positions

8. Under the bill, \$78,500 PR and 0.50 PR human resources program officer position annually from the services to nonstate governmental units appropriation would be reallocated to the personnel management general program operations PR appropriation. According to the Department, the human resources program office position is the direct supervisor for Wisconsin Personnel Partners (WPP), which provides human resource services for non-state governmental entities. Further, the Department indicates WPP has experienced a reduction in need for services, and the position has been supervising and providing technical assistance for the Division of Personnel Management's Bureau of Merit, Recruitment, and Selection for enterprise-wide recruitment and outreach. According to the Department, the reallocation of a 0.50 position to the general program operations PR appropriation reflects the division of the human resources program officer's workload among the appropriations.

9. Additionally, \$118,300 PR and 1.0 training and development specialist - senior position annually from the employee development and training services appropriation would be reallocated to the personnel management general program operations PR appropriation. According to the position's classification, the position's duties are generally one of, or a combination of, the following: (a) instructional designer - develop eLearning curriculum through the use of project management tools to conduct needs assessments, develop, and implement appropriate online training programs; (b) learning management system administrator - design and configure learning management system structures to meet needs of relevant agencies; (c) employee development specialist - develop and implement training programs for state employees and consult with management to evaluate training needs; and (d) enterprise training coordinator - develop and deliver training on an enterprise basis to agency supervisors, managers, and human resources professionals.

10. The Committee could choose to reallocate \$196,800 annually and 1.50 positions from the following appropriations: (a) \$78,500 PR and 0.50 PR position from the services to nonstate governmental units appropriation to the personnel management general program operations PR appropriation; and (b) \$118,300 PR and 1.0 PR position annually from the employee development and training services appropriation to the personnel management general program operations PR appropriation [Alternative B2].

Division of Legal Services Reallocations

11. Under the bill, \$93,900 FED and 0.5 of 1.0 FED attorney supervisor position would be reallocated to the Division of Legal Services. The attorney supervisor position is currently funded from the American Rescue Plan Act's (ARPA) State Fiscal Recovery Fund (SFRF). According to the Department, the attorney supervisor position is currently responsible for legal compliance related to ARPA-funded programs, other temporary assistance programs, and continuing federal grant programs. The reallocation of the attorney supervisor position to the appropriation under the Division of Legal Services is intended to provide for the position's portion of federal compliance and reporting guidance that may be provided for DOA. Further, the Department indicates that the position was established as a permanent position and is anticipated to support ongoing administrative needs related to federally-funded programs, as well as being assigned as general legal counsel departmentwide, with the expectation that its duties would transition to be funded from other federal funding sources as ARPA funding expires. The Department indicates a variety of potential federal funding sources

could support the 0.5 FED position as ARPA funding expires, including the following sources: (a) Community Development Block Grants; (b) Home Investment Partnerships Program; (c) Emergency Solutions Grants; (d) LIHEAP; (e) Homeowner Assistance Fund; and (f) other federal Department of Housing and Urban Development-related grant programs.

12. Under the bill, \$50,800 PR and 0.25 of a 1.0 PR position for the Division of Gaming's unclassified assistant director - legal counsel position would be reallocated to the Division of Legal Services. According to the Department, the reallocation is intended to reflect the position's distribution of duties between Indian gaming-related matters and broader department legal counsel. The Department indicates that historically the position was completely funded from the Indian Gaming appropriation, which is funded by a proportion of net winnings from gaming facilities from each of the federally-recognized tribes in Wisconsin. However, from 2021-22 to 2023-24, approximately 5% to 17% of the position's time was allocated to general legal services due to reported additional legal needs during the pandemic. The Department reported that the proportion of general legal services for the position increased to 50% in 2024-25. However, the Department further indicates that with ARPA funding expiring and new forms of gaming arising in the state, the position's proportion for gaming-related activities is anticipated to increase in the 2025-27 biennium. It should be noted that the Division of Gaming legal counsel position is currently assigned both organizationally and at the physical location of the Division of Legal Services, and the Department anticipates that will continue in the 2025-27 biennium.

13. The Committee could choose to reallocate \$93,900 FED and 0.5 FED position annually from the federal aid appropriation and \$50,800 PR and 0.25 PR position annually from the general program operations: Indian Gaming appropriation to the Division of Legal Services for the aforementioned purposes [Alternative B3].

Accountant Position under Materials and Services to State Agencies and Certain Districts

14. Under the bill, \$107,400 FED and 1.0 FED accountant - journey position annually would be reallocated from the federal aid; state operations appropriation to the Department's materials and services to state agencies and certain districts PR appropriation. According to the Department, the accountant - journey position has historically provided accounting support, operational administration, and grant management for various DOA programs under the direction of the Bureau of Financial Management (BFM) and Division of Enterprise Operations. However, the Department indicates the position has been assigned to duties under the PR materials and services to state agencies and certain districts appropriations due to a shift in activity for accounting services to various non-federal programs that rely on accounting support from BFM. The PR under the materials and services to state agencies and certain districts appropriation is from assessments charged by the Department to the various programs it provides services for, including accounting services.

15. The Committee could choose to reallocate \$107,400 FED and 1.0 FED position annually from the federal aid: state operations appropriation to the materials and services to state agencies and certain districts PR appropriation [Alternative B4].

IS Comprehensive Services Position under Division of Intergovernmental Relations

16. Under the bill, \$42,800 PR and 0.45 PR IS comprehensive services - senior position from the risk management administration appropriation would be reallocated annually to the plat and proposed annexation review PR appropriation. The position is currently authorized 0.50 FTE under the plat and proposed annexation review appropriation and 0.45 FTE under the risk management administration PR appropriation. According to the Department, the former incumbent of the position retired in July, 2024 and Department intends to recruit for the position as a community services specialist - senior position due to technical changes to the position over time. Further, the Department indicates the position would provide technical assistance for plat review and other programs within the Division of Intergovernmental Relations. The Department notes that the position only being authorized 0.95 FTE presents a challenge for recruitment purposes since it is less than 1.0 FTE. The remaining 0.05 FTE for the position was proposed under the bill in relation to municipal records filings and boundary review. However, the provision was removed from budget consideration during an executive session of the Committee on May 8, 2025.

17. The Committee could choose to reallocate \$42,800 PR and 0.45 PR position annually from the risk management administration appropriation to the plat and proposed annexation review appropriation [Alternative B5].

ALTERNATIVES

A. Position Reallocations

1. Provide -\$911,100 FED, \$201,300 PR, \$709,800 SEG, -6.5 FED positions, and 1.5 PR, and 5.0 SEG positions annually to reallocate and repurpose existing positions within various DOA appropriations.

ALT A1	Change to Base	
	Funding	Positions
FED	-\$1,822,200	- 6.50
PR	402,600	1.50
SEG	<u>1,419,600</u>	<u>5.00</u>
Total	\$0	0.00

2. Take no action.

B. Specific Position Reallocations

Modify the reallocations under Alternative A1 to only include the reallocations selected below:

1. -\$709,800 FED and -5.0 FED positions annually from the federal aid appropriation to the SEG general program operations: utility public benefits appropriation of the total funding under the bill to be provided to reallocate: (a) 3.0 IS business automation specialists; (b) 1.0 budget and policy analyst - advanced; and (c) 1.0 grants specialist under the Division of Energy, Housing and

Community Resources.

ALT B1	Change to Base	
	Funding	Positions
FED	- \$1,419,600	- 3.00
SEG	<u>1,419,600</u>	<u>3.00</u>
Total	\$0	0.00

2. -\$78,500 PR and -0.50 PR position annually from services to nonstate governmental units' appropriation, -\$118,300 PR and -1.00 PR position annually from the employee development and training services appropriation, and \$196,800 PR and 1.50 positions annually for the personnel management general program operations PR appropriation to reallocate: (a) 1.0 training and development specialist - senior; and (b) 0.50 human resources program officer under the Division of Personnel Management.

3. -\$93,900 FED and -0.50 FED position annually from the federal aid appropriation, -\$50,800 PR and -0.25 PR position annually from the general program operations: Indian Gaming appropriation, and \$144,700 PR and 0.75 PR position annually for the legal services appropriation be provided to reallocate: (a) 0.50 attorney supervisor; and (b) 0.25 unclassified Division of Gaming assistant director (deputy chief counsel) to the Division of Legal Services.

ALT B3	Change to Base	
	Funding	Position
FED	- \$187,800	- 0.50
PR	<u>187,800</u>	<u>0.50</u>
Total	\$0	0.00

4. -\$107,400 FED and -1.0 FED position annually from the federal aid: state operations appropriation and \$107,400 and 1.0 PR position annually for the materials and services to state agencies and certain districts appropriation to reallocate 1.0 accountant journey position.

ALT B4	Change to Base	
	Funding	Position
FED	- \$214,800	- 1.00
PR	<u>214,800</u>	<u>1.00</u>
Total	\$0	0.00

5. -\$42,800 PR and -0.45 PR position annually from the risk management administration appropriation and \$42,800 PR and 0.45 PR position annually for the plat and proposed annexation review appropriation to reallocate 0.45 IS comprehensive services - senior position.

Prepared by: Mitch Wenzel
Attachment

ATTACHMENT

Annual Position Reallocations by Appropriation and Fund Source, Under SB 45/AB 50

<u>Appropriation and Position Type</u>	<u>Current FTE</u>	<u>FTE Change</u>	<u>Final FTE</u>	<u>Funding Change</u>
<i>Federal Aid (FED)</i>				
Attorney Supervisor	1.00	-0.50	0.50	-\$93,900
Budget and Policy Analyst - Advanced	1.00	-1.00	0.00	-147,600
Grants Specialist	1.00	-1.00	0.00	-102,300
IS Business Automation Specialist	<u>3.00</u>	<u>-3.00</u>	<u>0.00</u>	<u>-459,900</u>
Subtotal	6.00	-5.50	0.50	-\$803,700
<i>Federal Aid; State Operations (FED)</i>				
Accountant - Journey	<u>1.00</u>	<u>-1.00</u>	<u>0.00</u>	<u>-\$107,400</u>
FED Total	7.00	-6.50	0.50	-\$911,100
<i>Employee Development and Training Services (PR)</i>				
Training and Development Specialist - Senior	1.00	-1.00	0.00	-\$118,300
<i>Personnel Management General Program Operations (PR)</i>				
Human Resources Program Officer	0.00	0.50	0.50	\$78,500
Training and Development Specialist - Senior	<u>0.00</u>	<u>1.00</u>	<u>1.00</u>	<u>118,300</u>
Subtotal	0.00	1.50	1.50	\$196,800
<i>General Program Operations: Indian Gaming (PR)</i>				
Division of Gaming Legal Counsel	1.00	-0.25	0.75	-\$50,800
<i>Legal Services and Relocation Assistance (PR)</i>				
Attorney Supervisor	0.00	0.50	0.50	\$93,900
Division of Gaming Legal Counsel	<u>0.00</u>	<u>0.25</u>	<u>0.25</u>	<u>50,800</u>
Subtotal	0.00	0.75	0.75	\$144,700
<i>Materials and Services to State Agencies and Certain Districts (PR)</i>				
Accountant - Journey	0.00	1.00	1.00	\$107,400
<i>Plat and Proposed Annexation Review (PR)</i>				
IS Comprehensive Services - Senior	0.00	0.45	0.45	\$42,800
<i>Risk Management Administration (PR)</i>				
IS Comprehensive Services - Senior	0.45	-0.45	0.00	-\$42,800
<i>Services to Nonstate Governmental Units (PR)</i>				
Human Resources Program Officer	<u>1.00</u>	<u>-0.50</u>	<u>0.50</u>	<u>-\$78,500</u>
PR Total	3.45	1.50	4.95	\$201,300
<i>General Program Operations: Utility Public Benefit (SEG)</i>				
Budget and Policy Analyst - Advanced	0.00	1.00	1.00	\$147,600
Grants Specialist	0.00	1.00	1.00	102,300
IS Business Automation Specialist	<u>0.00</u>	<u>3.00</u>	<u>3.00</u>	<u>459,900</u>
SEG Total	0.00	5.00	5.00	\$709,800