

Management Report

for

Independent School District No. 194  
Lakeville, Minnesota  
June 30, 2012



PRINCIPALS

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To the School Board of  
Independent School District No. 194  
Lakeville, Minnesota

We have prepared this management report in conjunction with our audit of Independent School District No. 194, Lakeville, Minnesota's (the District) financial statements for the year ended June 30, 2012. The purpose of this report is to communicate information relevant to the financing of public education in Minnesota and to provide comments resulting from our audit process. We have organized this report into the following sections:

- Audit Summary
- Basic Funding for Public Education in Minnesota
- Financial Trends of Your District
- Accounting and Auditing Updates
- Legislative Summary

We would be pleased to further discuss any of the information contained in this report or any other concerns that you would like us to address. We would also like to express our thanks for the courtesy and assistance extended to us during the course of our audit.

This report is intended solely for the information and use of management, those charged with governance of the District, and those who have responsibility for oversight of the financial reporting process. It is not intended to be, and should not be, used by anyone other than these specified parties.

*Malloy, Montague, Karnowski, Radosевич, & Co., P.A.*

October 8, 2012

## AUDIT SUMMARY

The following is a summary of our audit work, key conclusions, and other information that we consider important or that is required to be communicated to the School Board, administration, or those charged with governance of the District.

### **OUR RESPONSIBILITY UNDER AUDITING STANDARDS GENERALLY ACCEPTED IN THE UNITED STATES OF AMERICA, *GOVERNMENT AUDITING STANDARDS*, AND THE U.S. OFFICE OF MANAGEMENT AND BUDGET (OMB) CIRCULAR A-133**

We have audited the financial statements of the governmental activities, each major fund, and the aggregate remaining fund information of the District as of and for the year ended June 30, 2012. Professional standards require that we provide you with information about our responsibilities under auditing standards generally accepted in the United States of America, *Government Auditing Standards*, and OMB Circular A-133, as well as certain information related to the planned scope and timing of our audit. We have communicated such information to you verbally and in our audit engagement letter. Professional standards also require that we communicate to you the following information related to our audit.

### **PLANNED SCOPE AND TIMING OF THE AUDIT**

We performed the audit according to the planned scope and timing previously discussed and coordinated in order to obtain sufficient audit evidence and complete an effective audit.

### **AUDIT OPINION AND FINDINGS**

Based on our audit of the District's financial statements for the year ended June 30, 2012:

- We have issued an unqualified opinion on the District's annual financial statements.
- We noted no matters involving the District's internal control over financial reporting that we consider to be material weaknesses.
- The results of our testing disclosed no instances of noncompliance that are required to be reported under *Government Auditing Standards*.
- We noted that the Schedule of Expenditures of Federal Awards is fairly stated, in all material respects, in relation to the basic financial statements.
- The results of our tests indicate that the District has complied, in all material respects, with the compliance requirements that could have a direct and material effect on each major federal program.
- We reported no deficiencies in the internal controls over compliance and its operation that we consider to be material weaknesses in our testing of major federal programs.
- We reported no findings based on our testing of the District's compliance with Minnesota laws and regulations.

### **EXTRACURRICULAR STUDENT ACTIVITY ACCOUNTS**

In accordance with Minnesota Statutes, the District's School Board has elected not to exercise control over the transactions of the extracurricular student activity accounts maintained at various district sites. Consequently, the cash receipts and disbursements of the District's extracurricular student activity accounts are reported in a separate set of financial statements, rather than being reported within the District's General Fund. We have issued an opinion on these separate financial statements, stating that they fairly present the recorded cash transactions of these accounts for the year ended June 30, 2012.

We also issued a report on compliance with the Minnesota Department of Education's (MDE) *Manual for Activity Fund Accounting*, in which we reported two findings for having deficit spending accounts and receipts not deposited on a timely basis.

## **FOLLOW-UP ON PRIOR YEAR FINDINGS AND RECOMMENDATIONS**

As a part of our audit of the District's financial statements for the year ended June 30, 2012, we performed procedures to follow-up on the findings and recommendations that resulted from our prior year audit. The following is a summary of these findings and recommendations along with the results of our follow-up:

### **Borrowing for Operating Costs**

As a part of our audit of the District's financial statements for the year ended June 30, 2011, we noted the District borrowed funds from the Debt Service Fund in violation of Minnesota Statute, Section 123B.78, Subd. 4, which does not allow the borrowing of funds to support current operating costs. We recommended that the District review its cash flow projections to ensure the Capital Projects – Building Construction Fund, Debt Service Fund, and trust and agency funds will not be used for cash flow purposes of other funds. We are pleased to report that this was not a finding in the fiscal 2012 audit.

### **SIGNIFICANT ACCOUNTING POLICIES**

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the District are described in Note 1 of the notes to basic financial statements. No new accounting policies were adopted and the application of existing policies was not changed during the year ended June 30, 2012.

We noted no transactions entered into by the District during the year for which there is a lack of authoritative guidance or consensus. All significant transactions have been recognized in the financial statements in the proper period.

### **ACCOUNTING ESTIMATES AND MANAGEMENT JUDGMENTS**

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimates affecting the financial statements were:

General education revenue and certain other revenues are computed by applying an allowance per student to the number of students served by the District. Student attendance is accumulated in a state-wide database—MARSS. Because of the complexity of student accounting and because of certain enrollment options, student information is input by other school districts and the MARSS data for fiscal year 2012 is not finalized until well into fiscal year 2013. General education revenue and certain other revenues are computed using preliminary information on the number of students served in the resident district and also utilizing some estimates, particularly in the area of enrollment options.

Special education state aid includes an adjustment related to tuition billings to and from other school districts for special education services which are computed using formulas derived by the MDE. Because of the timing of the calculations, this adjustment for fiscal 2012 is not finalized until after the District has closed its financial records for the fiscal period. The impact of this adjustment on the receivable and revenue recorded for state special education aid is calculated using preliminary information available to the District.

The District has recorded a liability in the Statement of Net Assets for severance benefits payable for which it is probable employees will be compensated. The “vesting method” used by the District to calculate this liability is based on assumptions involving the probability of employees becoming eligible to receive the benefits (vesting), the potential use of accumulated sick leave prior to termination, and the age at which such employees are likely to retire.

The District has recorded activity for other post-employment benefits (OPEB) and pension benefits. These obligations are calculated using actuarial methodologies described in Governmental Accounting Standards Board (GASB) Statement Nos. 27 and 45. These actuarial calculations include significant assumptions, including projected changes, healthcare insurance costs, investment returns, retirement ages, and employee turnover.

The depreciation of capital assets involves estimates pertaining to useful lives.

The District’s self-insured activities require recording a liability for claims incurred but not yet reported, which are based on estimates.

We evaluated the key factors and assumptions used by management in the areas discussed above in determining that they are reasonable in relation to the financial statements taken as a whole.

#### **CORRECTED AND UNCORRECTED MISSTATEMENTS**

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management. Where applicable, management has corrected all such misstatements. In addition, none of the misstatements detected as a result of audit procedures and corrected by management, when applicable, were material, either individually or in the aggregate, to each opinion unit’s financial statements taken as a whole.

#### **DIFFICULTIES ENCOUNTERED IN PERFORMING THE AUDIT**

We encountered no significant difficulties in dealing with management in performing and completing our audit.

#### **DISAGREEMENTS WITH MANAGEMENT**

For purposes of this letter, professional standards define a disagreement with management as a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditor’s report. We are pleased to report that no such disagreements arose during the course of our audit.

#### **MANAGEMENT CONSULTATIONS WITH OTHER INDEPENDENT ACCOUNTANTS**

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a “second opinion” on certain situations. If a consultation involves application of an accounting principle to the District’s financial statements or a determination of the type of auditor’s opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

## **OTHER AUDIT FINDINGS OR ISSUES**

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as the District's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

## **MANAGEMENT REPRESENTATIONS**

We have requested certain representations from management that are included in the management representation letter dated October 8, 2012.

## **OTHER INFORMATION IN DOCUMENTS CONTAINING AUDITED FINANCIAL STATEMENTS**

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the District's basic financial statements. Other information, including the introductory section, supplemental information, other information section, and the Schedule of Expenditures of Federal Awards, accompanying the basic financial statements are presented for purposes of additional analysis and are not required parts of the basic financial statements.

With respect to the supplemental information and Schedule of Expenditures of Federal Awards accompanying the basic financial statements, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with accounting principles generally accepted in the United States of America, the method of preparing it has not changed from the prior period, and the information is appropriate and complete in relation to our audit of the financial statements. We compared information to the underlying accounting records used to prepare the basic financial statements or to the basic financial statements themselves.

With respect to the introductory and other information sections accompanying the financial statements, our procedures were limited to reading this other information, and in doing so we did not identify any material inconsistencies with the audited financial statements.

## FUNDING PUBLIC EDUCATION IN MINNESOTA

Due to its complexity, it would be impossible to fully explain the funding of public education in Minnesota within this report. The last section of this report, which contains a summary of legislative changes affecting school districts, gives an indication of how complicated the funding system is. The following section provides some state-wide funding and financial trend information.

### STATE FINANCIAL OUTLOOK

The 2011 legislative session began with a projected budget deficit of \$6.2 billion (later revised down to \$5.0 billion in the February 2011 economic forecast) and strong disagreement between the Democratic Governor and Republican controlled Legislature on how to address the deficit. As the 2011 regular legislative session ended, the Governor vetoed eight major state appropriation bills and the omnibus tax bill passed by the Legislature, leaving the majority of state agencies without a budget for the next fiscal year. This resulted in the longest government shutdown in Minnesota history, with all “nonessential” state agencies closed from July 1, 2011 until the passing of appropriation bills in a special session on July 19th and 20th. As was the case in the last biennium, the state budget finally adopted for 2012–2013 utilized several large “accounting shifts” in an attempt to minimize the need for tax increases or state aid cuts to balance the budget. The accounting shifts included delaying an even higher percentage of estimated state aid payments to school districts and charter schools than was already being delayed, and a small expansion of the “tax shift,” which accelerates the recognition of district tax levy revenue with an off-setting reduction in state aid. Both of these types of shifts significantly reduce the amount of operating cash available to Minnesota school districts and charter schools, but were intended to be revenue neutral, thereby sparing districts from deeper funding cuts.

The 2012 legislative session began on a much more positive note, with the November 2011 economic forecast projecting an unexpected surplus of \$876 million for the remainder of the biennium. Even year legislative sessions are not typically budget years, but recently the Legislature has often had to adopt supplemental budgets in even year sessions to address large projected shortfalls. The projected surplus, which had increased another \$323 million by the February 2012 economic forecast, eliminated any need for a supplemental budget and allowed Legislators to pay down some state borrowing. This resulted in Minnesota school districts receiving a slightly higher percentage of their estimated state aid entitlements by June 30, 2012 than anticipated. Unfortunately, this short-term improvement in the state’s financial condition is not expected to continue. The same February 2012 economic forecast that projected a surplus for the remainder of current biennium anticipates a \$1.1 billion deficit for the 2014–2015 biennium.

## BASIC GENERAL EDUCATION REVENUE

The largest single funding source for Minnesota school districts is basic general education aid. Each year, the Legislature sets a basic formula allowance. Total basic general education revenue is calculated by multiplying the formula allowance by the number of pupil units for which a district is entitled to aid. Pupil units are calculated using a legislatively determined weighting system applied to average daily membership (ADM). Over the years, various modifications have been made to this calculation, including changes in weighting and special consideration for declining enrollment districts.

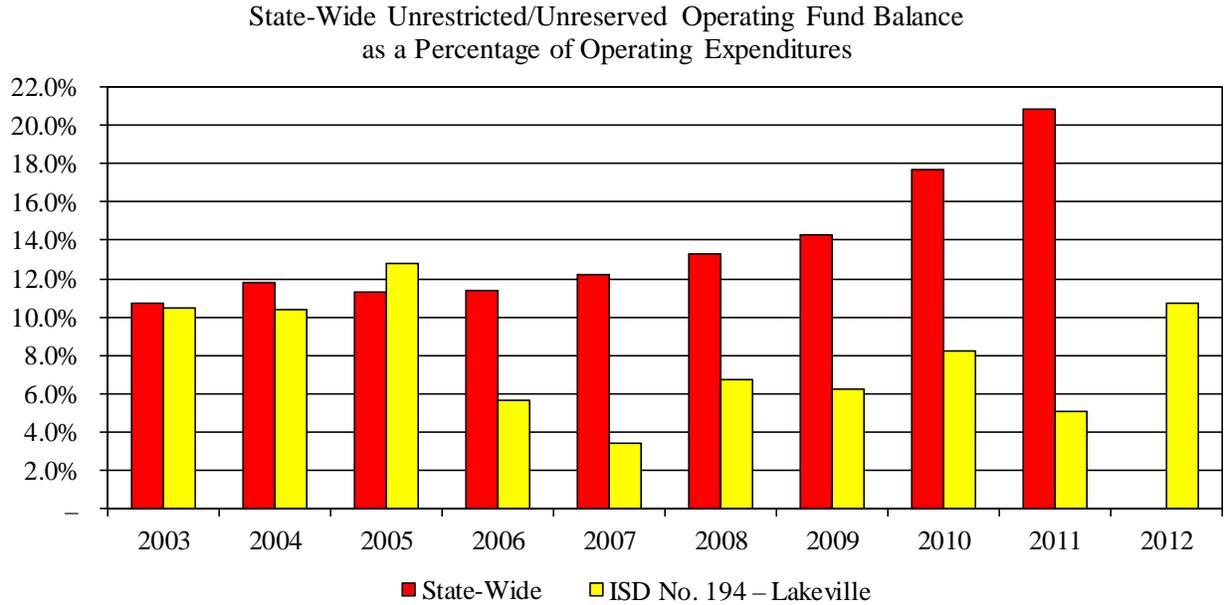
The table below presents a summary of the formula allowance for the past decade and as approved for the next fiscal year. The amount of the formula allowance and the percentage change from year-to-year excludes non-comparable changes such as temporary funding increases, the “roll-in” of aids that were previously funded separately, and the one-time replacement of a portion general education aid with federal fiscal stabilization funds in fiscal 2010.

<u>Fiscal Year Ended June 30,</u>	<u>Formula Allowance</u>	<u>Percent Increase</u>
2003	\$ 4,601	2.6 %
2004	\$ 4,601	– %
2005	\$ 4,601	– %
2006	\$ 4,783	4.0 %
2007	\$ 4,974	4.0 %
2008	\$ 5,074	2.0 %
2009	\$ 5,124	1.0 %
2010	\$ 5,124	– %
2011	\$ 5,124	– %
2012	\$ 5,174	1.0 %
2013	\$ 5,224	1.0 %

As noted in the table above, after having been frozen at the same level for the last three years, the Legislature added \$50 to the basic formula allowance for both fiscal 2012 and 2013. In recent years, the limited increases, if any, in the formula allowance have forced many districts to continually cut expenditure budgets or seek increased referendum revenue in order to maintain programs.

## STATE-WIDE SCHOOL DISTRICT FINANCIAL HEALTH

One of the most common and comparable statistics used to evaluate school district financial health is the unrestricted (formerly unreserved) operating fund balance as a percentage of operating expenditures.



Note: State-wide information is not available for fiscal 2012.

The calculation above reflects only the unrestricted/unreserved fund balance of the General Fund, and the corresponding expenditures, which is the same method the state uses for the calculation of statutory operating debt (SOD). We have also included the comparable percentages for your district.

Even with limited funding increases, school district unrestricted/unreserved fund balance has been increasing as a percentage of operating expenditures on a state-wide basis in recent years. This trend is the result of many factors, including districts reducing operating expenditures, adapting to funding restrictions, efforts to maintain fund balance for cash flow purposes, and in some cases community support in the form of operating referendums.

As of June 30, 2011, this ratio was 5.07 percent for the District, as compared to a state-wide average of 20.8 percent. The District's unrestricted operating fund balance as a percentage of operating expenditures was 10.73 percent at the end of the current year.

The table below shows a comparison of governmental fund revenue per ADM received by Minnesota school districts and your district. Revenues for all governmental funds are included, except for the Capital Projects – Building Construction Fund, Post-Employment Benefits Debt Service Fund, Internal Service Fund, and fiduciary funds. Other financing sources, such as proceeds from sales of capital assets, insurance recoveries, bond sales, loans, and interfund transfers, are also excluded.

<b>Governmental Funds Revenue per Student (ADM) Served</b>								
	State-Wide		Seven-County Metro Area		ISD No. 194 – Lakeville			
	2010	2011	2010	2011	2010	2011	2012	
<b>General Fund</b>								
Property taxes	\$ 1,473	\$ 2,130	\$ 1,968	\$ 2,811	\$ 1,448	\$ 1,936	\$ 1,460	
Other local sources	435	432	372	358	225	230	261	
State	7,119	7,213	7,143	7,063	6,498	6,575	7,366	
Federal	1,233	720	1,274	755	858	332	412	
<b>Total General Fund</b>	<b>10,260</b>	<b>10,495</b>	<b>10,757</b>	<b>10,987</b>	<b>9,029</b>	<b>9,073</b>	<b>9,499</b>	
<b>Special revenue funds</b>								
Food Service	469	474	465	470	457	473	473	
Community Service	503	513	604	619	499	507	506	
Debt Service Fund	1,040	1,053	1,137	1,131	1,527	1,602	1,774	
<b>Total revenue</b>	<b>\$ 12,272</b>	<b>\$ 12,535</b>	<b>\$ 12,963</b>	<b>\$ 13,207</b>	<b>\$ 11,512</b>	<b>\$ 11,655</b>	<b>\$ 12,252</b>	
ADM served per MDE School District Profiles Report (current year estimated)					<u>11,242</u>	<u>11,197</u>	<u>10,958</u>	
Note: Excludes the Capital Projects – Building Construction Fund, Post-Employment Benefits Debt Service Fund, Internal Service Fund, and fiduciary funds.								
Source of state-wide and seven-county metro area data: School District Profiles Report published by the MDE								

The mix of local and state revenues vary from year to year primarily based on funding formulas and the state's financial condition. The mix of revenue components from district to district varies due to factors such as the strength of property values, mix of property types, operating and bond referendums, enrollment trends, density of population, types of programs offered, and countless other criteria.

The District earned approximately \$134.2 million in the governmental funds reflected above in fiscal 2012, an increase of \$3.7 million (2.9 percent) from the prior year. Total revenue per ADM served increased by \$597 per student. General Fund tax revenue decreased \$476 per student, mainly due to an increase in the tax shift in fiscal 2011. General Fund revenue from federal grants increased by \$80 per student, primarily due to the new Education Jobs Fund dollars received by the District in fiscal 2012. General Fund state aid revenues were \$791 per student more than last year due to the combination of the effects of the tax shift, additional general education funding generated by the increase in the formula, and additional special education state aid funding received.

It is important to note that the District's Debt Service Fund per student information includes crossover refunding bond escrow activity.

The following table reflects similar comparative data available from the MDE for all governmental fund expenditures, excluding the Capital Projects – Building Construction Fund, Post-Employment Benefits Debt Service Fund, Internal Service Fund, and fiduciary funds. Other financing uses, such as bond refundings and transfers, are also excluded.

<b>Governmental Fund Expenditures per Student (ADM) Served</b>								
	State-Wide		Seven-County Metro Area		ISD No. 194 – Lakeville			
	2010	2011	2010	2011	2010	2011	2012	
Administration and district support services	\$ 807	\$ 813	\$ 781	\$ 788	\$ 751	\$ 822	\$ 711	
Elementary and secondary regular instruction	4,885	4,829	5,069	5,107	4,110	4,272	4,010	
Vocational education instruction	149	144	150	136	77	88	73	
Special education instruction	1,832	1,904	1,992	2,015	1,693	1,789	1,830	
Instructional support services	461	446	550	526	355	372	378	
Pupil support services	861	874	937	937	900	945	945	
Sites, buildings, and other	794	811	755	765	864	883	906	
Total General Fund operating expenditures (excluding capital)	9,789	9,821	10,234	10,274	8,750	9,171	8,853	
General Fund capital expenditures	440	452	414	419	177	246	199	
Special revenue funds								
Food Service	458	469	456	469	448	471	480	
Community Service	513	515	618	623	495	504	510	
Debt Service Fund	1,129	1,111	1,184	1,208	1,606	1,634	1,780	
Total expenditures	<u>\$ 12,329</u>	<u>\$ 12,368</u>	<u>\$ 12,906</u>	<u>\$ 12,993</u>	<u>\$ 11,476</u>	<u>\$ 12,026</u>	<u>\$ 11,822</u>	
ADM served per MDE School District Profiles Report (current year estimated)					<u>11,242</u>	<u>11,197</u>	<u>10,958</u>	
Note: Excludes the Capital Projects – Building Construction Fund, Post-Employment Benefits Debt Service Fund, Internal Service Fund, and fiduciary funds.								
Source of state-wide and seven-county metro area data: School District Profiles Report published by the MDE								

Expenditure patterns also vary from district to district for various reasons. Factors affecting the comparison include the growth cycle or maturity of the District, average employee experience, availability of funding, population density, and even methods of allocating costs.

The differences from program to program reflect the District’s particular character, such as its community service programs, as well as the fluctuations from year to year for such things as capital expenditures.

The District experienced a decrease in total expenditures per student in fiscal 2012 of \$204, or 1.7 percent, due mostly to a 5.5 decrease in operating expenditures due to planned staffing reductions, combined with a 1.7 percent decrease in ADM. As the table reflects, the District has traditionally expended less per ADM on general operating costs and total costs than either the state-wide or the seven-county metro area averages.

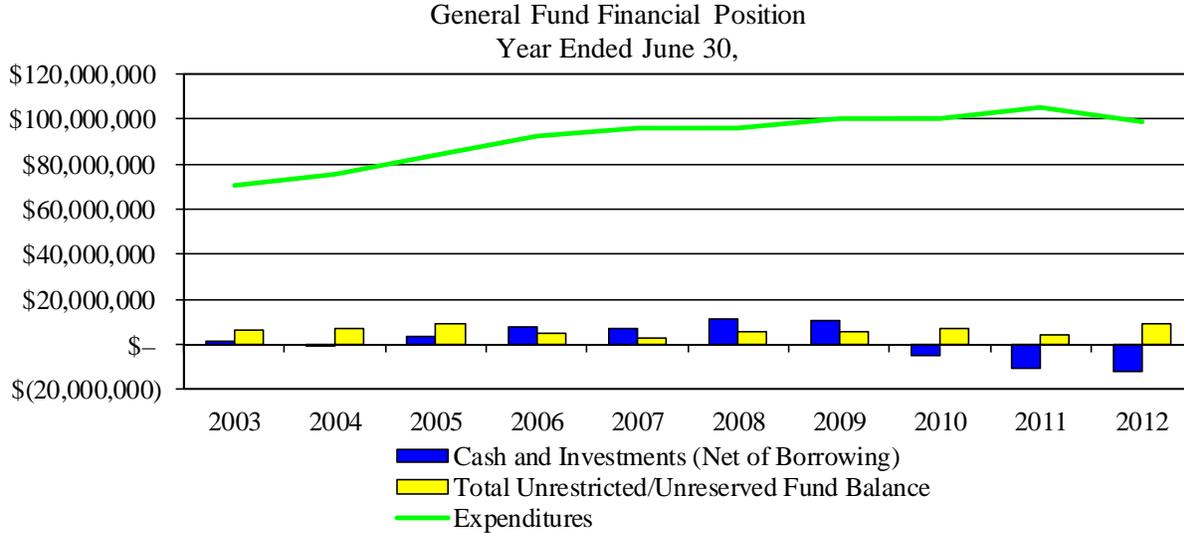
## SUMMARY

The funding for and financial position of Minnesota school districts has fluctuated significantly over the past several years due to a number of factors, including those discussed above. This situation continues to present a challenge for school boards, administrators, and management of these districts in providing the best education with the limited resources available in a climate of unknown future funding levels.

## FINANCIAL TRENDS OF YOUR DISTRICT

### GENERAL FUND FINANCIAL POSITION

The following graph displays the District's General Fund trends of financial position and changes in the volume of financial activity. Unrestricted (formerly unreserved) fund balance and cash balance are typically used as indicators of financial health, while annual expenditures are often used to measure the size of the operation.



The District's General Fund ended fiscal year 2012 with an unrestricted fund balance of \$9,258,194, an increase of \$4,197,168 from the prior year. The cash and investments balance, net of borrowing at year-end was a deficit balance of (\$12,297,023), an increase in the deficit of \$1,434,305 from the prior year.

The following table presents the components of the General Fund's balance for the past five years:

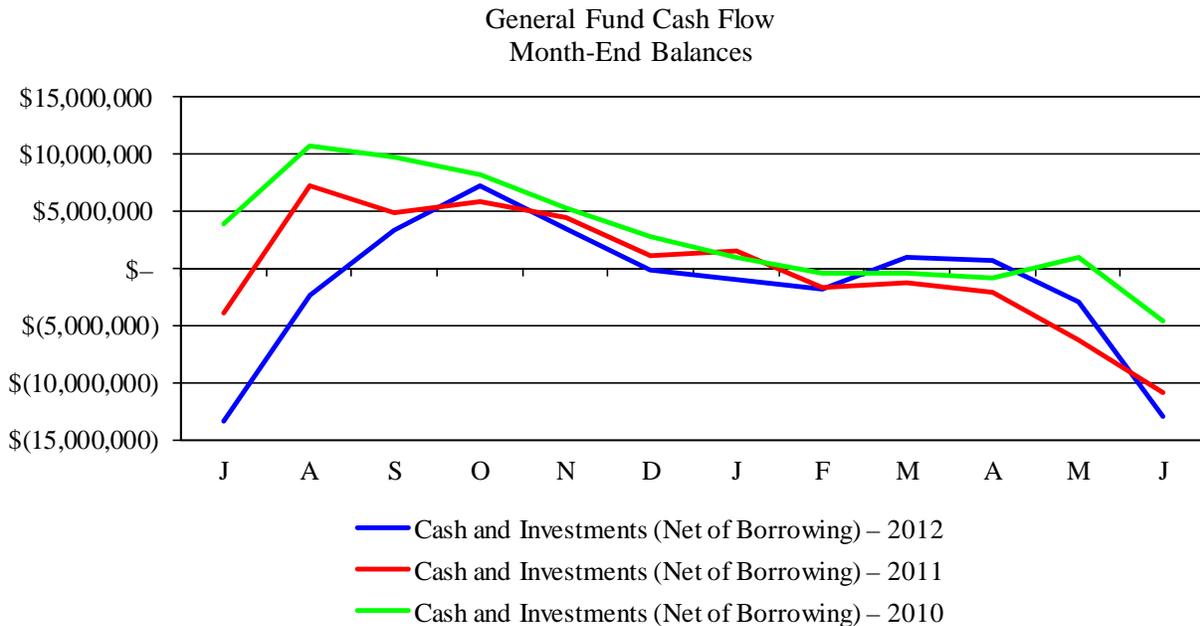
	Year Ended June 30,				
	2008	2009	2010	2011	2012
Nonspendable fund balances	\$ -	\$ -	\$ -	\$ 22,600	\$ 100
Restricted (formerly reserved) fund balances	1,635,954	1,397,031	805,822	732,508	827,346
Unrestricted (formerly unreserved) fund balances					
Assigned (formerly designated)	1,893,181	1,658,669	1,658,669	-	1,478,522
Unassigned (formerly undesignated)	3,822,191	3,815,181	5,558,601	4,435,964	7,779,672
<b>Total fund balance</b>	<b>\$ 7,351,326</b>	<b>\$ 6,870,881</b>	<b>\$ 8,023,092</b>	<b>\$ 5,168,472</b>	<b>\$ 10,085,640</b>
Unrestricted (formerly unreserved) fund balances as a percentage of expenditures	4.0%	3.8%	5.5%	4.2%	9.3%
Unassigned (formerly undesignated) fund balances as a percentage of expenditures	6.0%	5.5%	7.2%	4.2%	7.8%

In the preceding table, General Fund unrestricted/unreserved fund balances and the related percentages of total General Fund expenditures differ from those used in the previous discussion of state-wide fund balances, which are based on the state SOD formula.

The School Board has formally adopted a fund balance policy regarding the minimum unassigned fund balance for the General Fund. The policy states that the District will endeavor to maintain a General Fund unassigned fund balance of 4 to 8 percent of General Fund expenditures (excluding categorical funding). At June 30, 2012, the unassigned fund balance of the General Fund was 9.8 percent of the General Fund expenditures (excluding categorical funding).

## GENERAL FUND CASH FLOW

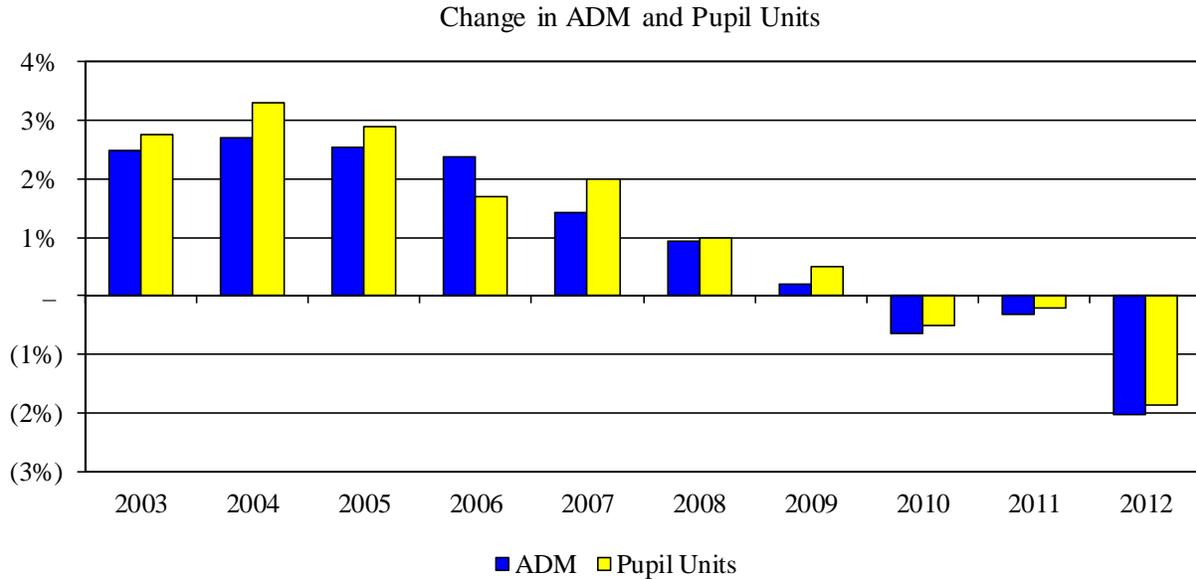
The level of cash and investments varies considerably during the year due to the timing of various revenues and expenditures. The following graph summarizes the level of cash and investments (net of short-term cash flow borrowing) over the past three years:



The graph above shows the peaks and valleys of the General Fund cash and investments balance (net of borrowing and interfund balances) on a monthly basis. The swing between its high and low month-end cash balances was about \$20.7 million for fiscal 2012. Changes in funding structure and state aid payment schedules significantly affect the cash flow of Minnesota school districts. As further described in the Legislative Summary section of this report, state aids normally paid on a 90–10 schedule were changed to a 73–27 schedule for fiscal 2010, 70–30 for fiscal 2011, and 64.3–35.7 for fiscal 2012. Beginning in fiscal 2011, a further delay in aid payments occurred with a significant increase in the tax shift. Because of these two factors, without short-term borrowing, the District’s General Fund would have been in a deficit cash flow position for much of the year.

## AVERAGE DAILY MEMBERSHIP AND PUPIL UNITS

The following graph shows the rate of ADM change from year to year, and the relationship of the resulting pupil units:

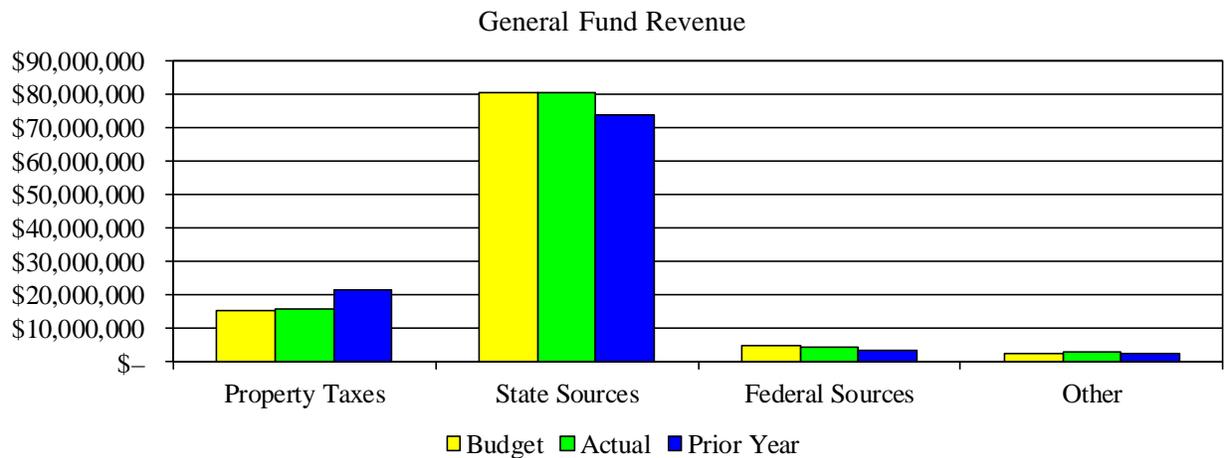


ADM is a measure of students attending class, which is then converted to pupil units (the base for determining revenue) using a statutory formula. Not only is the original budget based on ADM estimates, the final audited financial statements are based on updated, but still estimated, ADM since the counts are not finalized until around January of the following year. When viewing revenue budget variances, one needs to consider these ADM changes, the impact of the prior year final adjustments which affect this year's revenue, and also the final adjustments caused by open enrollment gains and losses.

The District experienced a decrease of 226 ADM from the prior year to 10,880 ADM served in the current year.

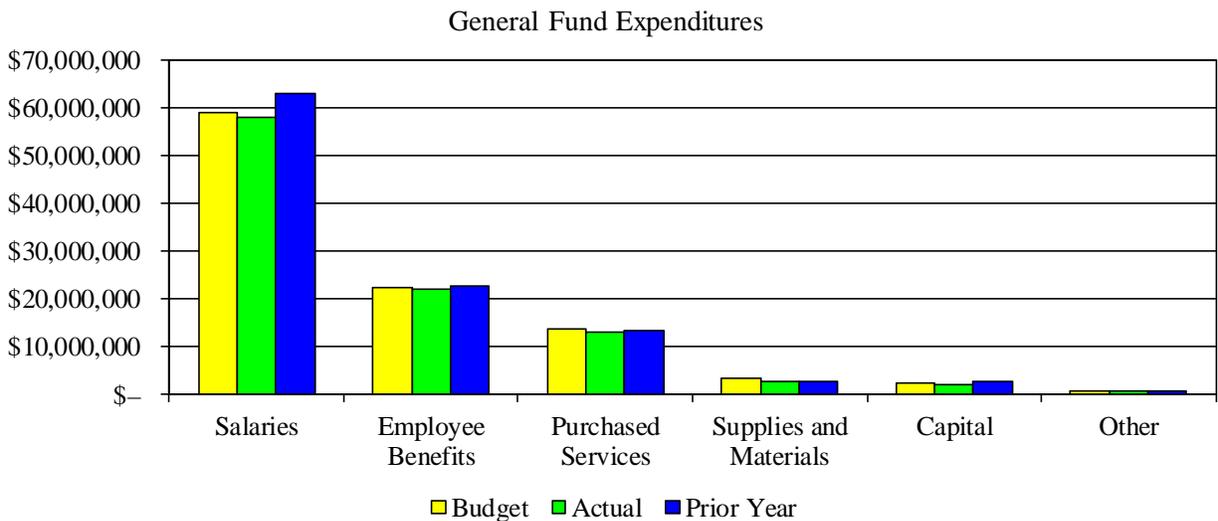
## GENERAL FUND REVENUE AND EXPENDITURES

The following graph summarizes the District's General Fund revenue for 2012:



Total General Fund revenues for 2012 were \$104,086,552, an increase of \$2,486,636 from the prior year, and \$987,815 over budget. The District's revenues were mostly over budget due to better than projected property tax collections in fiscal 2012 and higher than expected special education state aid. Revenues were more than the prior year mainly due to additional federal and state funding in the general education funding formula, education jobs fund federal funding, and state special education aid.

The following graph presents the District's General Fund expenditures for 2012:



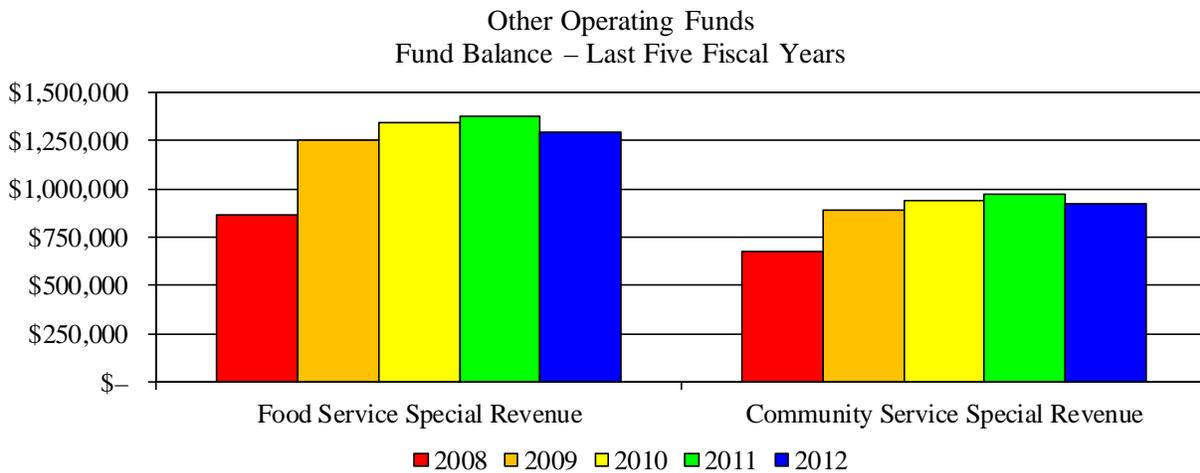
Total General Fund expenditures for 2012 were \$99,191,984, a decrease of \$6,240,491 from the prior year and \$2,960,469, or 2.9 percent, under budgeted amounts.

Total expenditures were under budgeted amounts in a number of areas, but mostly in special education services, including costs for paraprofessional and purchased services by around \$1.3 million. Purchased services and supplies and materials for sites and buildings were also under budgeted amounts by over \$1.0 million. The largest savings in this category was in the cost of heating facilities.

Expenditure decreases were mostly in instructional salary and benefit areas, including decreases in elementary and secondary regular instruction salaries and benefits of about \$4.2 million. This decline was mainly the result of planned cutbacks in the number of teaching staff at the District. District support services salaries and benefits also declined about \$500,000. A portion of this decline was due to the closure of one of the District's elementary schools. Capital expenditures in the General Fund also declined in fiscal 2012 by over \$500,000.

## OTHER FUNDS OF THE DISTRICT

The following graph shows what is referred to as the other operating funds. The remaining non-operating funds are only included in narrative form below, since their level of fund balance can fluctuate significantly due to such things as issuing and spending the proceeds of refunding or building bonds and, therefore, the trend of fund balance levels are not necessarily a key indicator of financial health. It does not mean that these funds cannot experience financial trouble or that their fund balances are unimportant.



### Food Service Special Revenue Fund

The District's Food Service Special Revenue Fund's financial condition has been stable for the past several years. In fiscal 2012, the fund experienced a \$76,354 decrease in fund balance, which was \$3,629 more than the planned decrease in fund balance.

Over the years, we have emphasized to our school district clients that food service operations should be self-sustaining, and should not become an additional burden on general education funds. This would include the accumulation of fund balance for future capital improvements to food service facilities and to provide a cushion in the event of a negative trend in operations.

### Community Service Special Revenue Fund

The District's Community Service Special Revenue Fund experienced a decrease in fund balance of \$48,625 for the year ended June 30, 2012, which was \$105,565 lower than the \$154,190 planned decrease in fund balance.

The Community Service Special Revenue Fund, like the Food Service Special Revenue Fund, needs to be self-sustaining. In addition to cost controls, financial analysis of the costs of providing programs, including overhead, is important. Fees and tuition charges should be sufficient to cover these costs as well as potential funding shortfalls from state, federal, or property tax sources.

### Capital Projects – Building Construction Fund

The District utilized \$2,580,185 of capital project funds during fiscal 2012. At June 30, 2012, this fund has \$9,331,983 of alternative facility funds available.

### Debt Service Fund

The funding of debt service is controlled in accordance with each outstanding debt issue's financing plan. It is important to remember that resources of the Debt Service Fund are dedicated to the payment of outstanding debt obligations of the District.

## Internal Service Fund

The Internal Service Fund is considered a proprietary fund and is used to account for dental insurance offered by the District to its employees as a self-insured plan.

## GOVERNMENT-WIDE FINANCIAL STATEMENTS

The District's financial statements include fund-based information that focuses on budgetary compliance, and the sufficiency of the District's current assets to finance its current liabilities. The GASB Statement No. 34 reporting model also requires the inclusion of two government-wide financial statements designed to present a clear picture of the District as a single, unified entity. These government-wide statements provide information on the total cost of delivering educational services, including capital assets and long-term liabilities.

Theoretically, net assets represent the resources the District has leftover to use for providing services after its debts are settled. However, those resources are not always in expendable form, or there may be restrictions on how some of those resources can be used. Therefore, the statement divides the net assets into three components: net assets invested in capital assets, net of related debt; restricted net assets; and unrestricted net assets. The following table presents a summarized conversion of the District's governmental fund balances (as discussed earlier) to net assets and the separate components for the last three years:

	June 30,		
	2010	2011	2012
<b>Net assets – governmental activities</b>			
Total fund balances – governmental funds	\$ 96,854,269	\$ 88,897,614	\$ 110,348,846
Capital assets, less accumulated depreciation	138,832,761	136,261,635	132,786,326
Long-term liabilities	(263,715,367)	(260,483,116)	(274,272,326)
Accrued interest payable	(4,411,321)	(4,455,192)	(4,590,085)
Other adjustments	586,016	775,400	861,829
<b>Total net assets – governmental activities</b>	<b>\$ (31,853,642)</b>	<b>\$ (39,003,659)</b>	<b>\$ (34,865,410)</b>
<b>Net assets</b>			
Invested in capital assets, net of related debt	\$ (30,411,034)	\$ (31,952,618)	\$ (30,732,082)
Restricted	4,044,717	3,368,202	3,415,431
Unrestricted	(5,487,325)	(10,419,243)	(7,548,759)
<b>Total net assets</b>	<b>\$ (31,853,642)</b>	<b>\$ (39,003,659)</b>	<b>\$ (34,865,410)</b>

Some of the District's fund balances translate into restricted net assets by virtue of external restrictions (statutory restrictions) or by the nature of the fund they are in (e.g. Food Service Special Revenue Fund balance can only be spent for food service program costs). The unrestricted net assets category consists mainly of the General Fund unrestricted fund balances, offset against non-capital long-term obligations such as vacation or severance payable. Consequently, many Minnesota school districts have accumulated deficits in this component of net assets.

Invested in capital assets, net of related debt is the ratio of capitalized asset purchases, net of any depreciation to the amount of outstanding debt obligations that were issued to finance these capital purchases.

Total net assets increased \$4,138,249 during fiscal 2012, including an increase in unrestricted net assets of \$2,870,484, which is mostly the result of the increase in the General Fund balance.

## ACCOUNTING AND AUDITING UPDATES

### **GASB STATEMENT NO. 60 – ACCOUNTING AND FINANCIAL REPORTING FOR SERVICE CONCESSION ARRANGEMENTS**

This statement provides accounting and financial reporting guidance for governments that participate as either a transferor or an operator in a service concession arrangement (SCA). SCAs are arrangements whereby a government transfers the rights to operate one of its capital assets to a third party operator (either a private party or another government) for consideration, with the operator then being compensated from the fees or charges collected in connection with the operation of the asset. To qualify as an SCA, an arrangement must meet all of the following criteria: 1) the transferor must convey to the operator both the right and the obligation to use one of its capital assets to provide services to the public; 2) the operator must provide significant consideration to the transferor; 3) the operator must be compensated from the fees or charges it collects from third parties; 4) the transferor must have the ability to either determine, modify, or approve what services are to be provided to whom at what price; and 5) the transferor must retain a significant residual interest in the service utility of the asset. This statement provides guidance to governments that are party to an SCA for reporting the assets, obligations, and flow of revenues that result from the arrangement; along with the required financial statement disclosures. The requirements of this statement must be implemented for periods beginning after December 15, 2011, with earlier implementation encouraged.

### **GASB STATEMENT NO. 61 – THE FINANCIAL REPORTING ENTITY: OMNIBUS**

This statement amends the current guidance in GASB Statement No. 14, “The Financial Reporting Entity,” for identifying and presenting component units. This statement changes the fiscal dependency criterion for determining component units. Potential component units that meet the fiscal dependency criterion for inclusion in the financial reporting entity under existing guidance will only be included if there is also “financial interdependency” (an ongoing relationship of potential financial benefit or burden) with the primary government. This statement also clarifies the types of relationships that are considered to meet the “misleading to exclude” criterion for inclusion as a component unit; changes the criteria for blending component units; gives direction for the determination and disclosure of major component units; and adds a requirement to report an explicit, measurable equity interest in a discretely presented component unit in a statement of position prepared using the economic resources measurement focus. The requirements of this statement must be implemented for periods beginning after June 15, 2012, with earlier implementation encouraged.

### **GASB STATEMENT NO. 63 – FINANCIAL REPORTING OF DEFERRED OUTFLOWS OF RESOURCES, DEFERRED INFLOWS OF RESOURCES, AND NET POSITION**

This statement provides financial reporting guidance for deferred outflows of resources and deferred inflows of resources; which are defined as the consumption or acquisition of net assets, respectively, applicable to a future reporting period. The statement amends certain reporting requirements in GASB Statement No. 34 and related pronouncements, providing a format for a new Statement of Net Position, which reports deferred outflows of resources and deferred inflows of resources separately from assets and liabilities. It also renames the residual of assets, deferred outflows of resources, liabilities, and deferred inflows of resources as net position, rather than net assets. The requirements of this statement must be implemented for periods beginning after December 15, 2011, with earlier implementation encouraged.

### **GASB STATEMENT NO. 65 – ITEMS PREVIOUSLY REPORTED AS ASSETS AND LIABILITIES**

This statement establishes accounting and financial reporting standards that reclassify, as deferred outflows of resources or deferred inflows of resources, certain items that were previously reported as assets and liabilities and recognizes, as outflows of resources or inflows of resources, certain items that were previously reported as assets and liabilities.

This statement also provides other financial reporting guidance related to the impact of the financial statement elements deferred outflows of resources and deferred inflows of resources, such as changes in the determination of the major fund calculations and limiting the use of the term *deferred* in financial statement presentations. The provisions of this statement are effective for financial statements for periods beginning after December 15, 2012. Earlier application is encouraged.

**GASB STATEMENT NO. 67 – FINANCIAL REPORTING FOR PENSION PLANS – AN AMENDMENT OF GASB STATEMENT NO. 25**

The primary objective of this statement is to improve financial reporting by state and local governmental pension plans. GASB Statement No. 67 replaces the requirements of GASB Statements Nos. 25 and 50 for pension plans that are administered through trusts or equivalent arrangements that meet the following criteria: contributions from employers and nonemployer contributing entities to the pension plan and earnings on those contributions are irrevocable; pension plan assets are dedicated to providing pensions to plan members in accordance with the benefit terms; and pension plan assets are legally protected from the creditors of employers, nonemployer contributing entities, and the pension plan administrator. If the plan is a defined benefit pension plan, plan assets also are legally protected from creditors of the plan members. The requirements of GASB Statements No. 25 and No. 50 remain applicable to pension plans that are not administered through trusts covered by the scope of this statement and to defined contribution plans that provide post-employment benefits other than pensions. The statement makes a number of changes in the financial statement presentation, measurement, and required disclosures relating to the reporting of these types pension plans. This statement is effective for financial statements for fiscal years beginning after June 15, 2013. Earlier application is encouraged.

**GASB STATEMENT NO. 68 – ACCOUNTING AND FINANCIAL REPORTING FOR PENSIONS – AN AMENDMENT OF GASB STATEMENT NO. 27**

The primary objective of this statement is to improve accounting and financial reporting by state and local governments for pensions. This statement replaces the requirements of GASB Statements Nos. 27 and 50, as they relate to pensions that are provided through pension plans administered as trusts or equivalent arrangements that meet certain criteria (as described above for GASB Statement No. 67). The requirements of GASB Statements No. 27 and No. 50 remain applicable for pensions that are not covered by the scope of this statement. This statement establishes standards for measuring and recognizing liabilities, deferred outflows of resources, deferred inflows of resources, and expense/expenditures. In addition, this statement details the recognition and disclosure requirements for employers with liabilities (payables) to a defined benefit pension plan and for employers whose employees are provided with defined contribution pensions. This statement also addresses circumstances in which a nonemployer entity has a legal requirement to make contributions directly to a pension plan. This statement is effective for financial statements for fiscal years beginning after June 15, 2014. Earlier application is encouraged.

Included in this statement are major changes in how employers that participate in cost-sharing pension plans, such as TRA and PERA, account for pension benefit expenses and liabilities. In financial statements prepared using the economic resources measurement focus and accrual basis of accounting (government-wide and proprietary funds), a cost-sharing employer that does not have a special funding situation is required to recognize a liability for its proportionate share of the net pension liability of all employers with benefits provided through the pension plan. A cost-sharing employer is required to recognize pension expense and report deferred outflows of resources and deferred inflows of resources related to pensions for its proportionate share of collective pension expense and collective deferred outflows of resources and deferred inflows of resources related to pensions. In addition, the effects of (1) a change in the employer's proportion of the collective net pension liability and (2) differences during the measurement period between the employer's contributions and its proportionate share of the total of contributions from employers included in the collective net pension liability are required to be determined. These effects are required to be recognized in the employer's pension expense in a systematic and rational manner over a closed period equal to the average of the expected remaining service lives of all active and inactive employees that are provided with pensions through the pension plan.

## LEGISLATIVE SUMMARY

The following is a brief summary of recent legislative changes and issues affecting the funding of Minnesota school districts. More detailed and extensive summaries are available from the MDE.

**Basic General Education Revenue** – The per pupil basic general education formula allowance for fiscal year (FY) 2012 was \$5,174. The allowance will increase \$50 to \$5,224 for FY 2013.

**Small Schools Revenue** – Small schools revenue will be added as a new component of general education revenue beginning in FY 2013. School districts with less than 1,000 adjusted marginal cost pupil units (AMCPU) will qualify for an additional revenue allowance per AMCPU of: \$522.40 times (1,000 – AMCPU)/1,000. Charter schools are not eligible for this aid.

**Temporary Suspension of Reserved Revenue for Staff Development** – The temporary suspension of the requirement for school districts and charter schools to reserve 2 percent of their basic general education revenue for staff development, initially suspended for FY 2010 and FY 2011, was extended to include FY 2012 and FY 2013. The requirement for districts to allocate the reserved funds; 50 percent to sites on a per teacher basis, 25 percent for best practices, and 25 percent for district-wide staff development, has been repealed.

**Training and Experience Revenue** – Training and experience revenue was eliminated as a component of general education revenue effective FY 2012.

**Homeless Students** – For general education aid, the district where the parent or legal guardian of a homeless student resides is now considered their district of residence rather than the district where the homeless shelter is located, unless the parent or guardian lives outside the state, is imprisoned, or has had their parental rights terminated. If any of these three exceptions apply, the district of residence is the district in which the pupil resided when the qualifying event occurred. If the district of residence cannot otherwise be determined, it will be the district in which the pupil currently resides. Homeless students whose parent or legal guardian moves to another district are allowed to continue to enroll at the district they have been attending without the approval of either the resident or nonresident districts' boards. Transportation from the district of residence to and from the school of enrollment must be provided for homeless students by the serving district.

**State Aid Payment Deferral** – State aids normally paid on a 90–10 schedule were due to be paid on a 60–40 payment schedule beginning in FY 2012 for both school districts and charter schools. An exception was allowed for charter schools in which at least 90 percent of the enrollment receives special education services, accelerating regular special education aid payments only to a 90–10 payment schedule. Due to a projected budget surplus, the percentage of FY 2012 estimated state aids payable to districts and charter schools during the current year was increased to 64.3, beginning with the March 15, 2012 payment. The March 15th payment was adjusted to catch districts and charter schools up to amounts they would have received through that date had the current payment percentage been set at 64.3 percent throughout the year.

**Endowment/Permanent School Fund Payments** – Effective March 1, 2012, the distribution of endowment/permanent school fund revenue will be based on the adjusted average daily membership (ADM) pupils served by each school district rather than resident ADM pupils. Also, charter schools will qualify to receive endowment/permanent school fund payments beginning that same date.

**Compensatory Pilot Project Formula Aid** – The 20 largest school districts in the state in terms of adjusted pupil units may be eligible for this one-time aid for FY 2013. To be eligible, the district's compensatory revenue per compensatory pupil unit (free + 1/2 of reduced price lunch count) must be less than \$1,400. The aid, which can only be used for basic skills purposes, will equal the amount needed to bring the district's compensatory aid up to \$1,400 per compensatory pupil unit.

**Literacy Incentive Aid** – For FY 2013 and later, a new literacy incentive aid is available to school districts and charter schools. Only school sites that enroll students in Grades 3 and 4, with reading Minnesota Comprehensive Assessments (MCA) test results from the prior year, generate revenue. There is no requirement for the funds to be spent at the school generating the revenue. The aid may be used for any General Fund purpose.

Literacy incentive aid is the sum of two components, proficiency aid and growth aid. Proficiency aid equals the number of the school's third grade enrollment from October 1 of the previous year times the school's proficiency allowance (\$530 times the percent of third graders meeting or exceeding proficiency on the reading MCA test, averaged across the previous three test administrations). Growth aid equals the school's fourth grade enrollment on the previous October 1 times the school's growth allowance (\$530 times the percentage of students making medium or high growth on the fourth grade reading MCA, averaged across the previous three test administrations).

**Integration Aid** – The current integration rule remains in effect with no sunset. However, the current integration aid funding formula remains in place only through FY 2013. The integration revenue statute is repealed for FY 2014, and the base appropriation for a new program is established for FY 2014 and FY 2015. A 12-member Integration Revenue Replacement Advisory Task Force convened by the Commissioner of Education will develop recommendations for repurposing integration revenue funds to create and sustain opportunities for students to achieve improved educational outcomes.

**Homestead Market Value Credit (HMVC)** – The HMVC, which reduces the property taxes spread to homestead property based on net tax capacity and replaces it with state aid, is repealed effective for taxes payable in 2012. To help neutralize the impact of the credit repeal on homeowners, a portion of each homestead taxpayer's market value will be excluded in determining the property's net tax capacity for determining net tax capacity-based taxes. The exclusion starts at 40 percent of the value for homes valued up to \$76,000, and is gradually reduced as the home value increases, phasing out completely for homes valued over \$413,800.

**Career and Technical Levy** – Beginning with taxes payable in 2012, this levy is increased to the greater of \$80 times the district's ADM in Grades 9 through 12, or 35 percent of approved expenditures (simply 35 percent of approved expenditures for taxes payable in 2015 or later), rather than the old formula of the lesser of \$80 times the district's ADM in Grades 10 through 12, or 25 percent of approved expenditures.

**Early Graduation Programs** – Two programs were created that provide students that graduate early with awards between \$2,500 and \$7,500, depending on how many semesters early they graduate. Students qualifying for the Early Graduation Achievement Scholarship Program receive a scholarship award that may be used at any accredited higher education institution, and students qualifying for the Early Graduation Military Service Award Program receive a cash award equivalent to the scholarship program award amounts. Students are required to apply for these programs within two years of graduation. General education aid to school districts and charter schools is reduced for all early graduates, regardless of whether they participate in one of these programs.

**Post-Secondary Enrollment Options (PSEO)** – Eligibility to participate in PSEO programs has been expanded to include 10th graders who have passed the 8th grade reading MCA. Postsecondary institutions are now allowed to advertise and recruit students on educational and programmatic grounds only. The deadline for students to notify districts of plans to participate in PSEO was moved from March 30 to May 30, with the notification now binding on the student. Students will now receive both high school and college credit for PSEO courses. Parents or guardians can receive reimbursement for transportation from the postsecondary institution for travel between the secondary and postsecondary institutions.

**Innovation Zones Pilot Project** – A five-year pilot project (FY 2014–FY 2018) has been established to allow groups of school districts to collaborate in providing innovative education programs and activities and sharing district resources. Applications must be made to the MDE Commissioner by February 1, 2013.

**Fund Transfers** – For FY 2012 through FY 2015, school districts are authorized to transfer any money from one fund or account to another, excluding transfers from the food service or community service funds, as long as the transfer does not increase state aid obligations or increase local property taxes. School boards may only approve such transfers after they have adopted a resolution stating that the transfer will not diminish instructional opportunities for students.

**Purchase of Food Service Equipment** – The requirement for the MDE to approve capital expenditures from the food service fund is eliminated for food service equipment purchases made on or after July 1, 2012. However, the requirement remains that the cost of equipment purchased from the food service fund in any year cannot exceed the unreserved fund balance in the food service fund at the end of the previous fiscal year.

**Community Education Reserve Limits** – The limitations on the community education, early childhood family education, and school readiness reserve accounts and the associated aid and levy reductions have been repealed beginning in FY 2014.

**PERA and TRA Rates** – Contribution rates for employers and employees of the PERA Coordinated Plan increase by 0.25 percent effective January 1, 2011. Contribution rates for employers and employees for both the TRA Basic and Coordinated Plans increase by 0.5 percent each year through FY 2015. There is no additional aid to help fund these increases.

**Military Leave** – Effective July 1, 2012, school districts are required to pay the full salary for employees on active duty military leave that would have been paid to the employee during their leave for military service into a special service member's aggregate salary savings account. The district must use the combined proceeds in the account to pay the full salary differentials (the difference between the employee's base active duty military pay and the salary they would have been paid as an active district employee, including any adjustments they would have received) of all eligible deployed employees of the district. Districts are no longer allowed to reduce the salaries paid to employees on military leave by the costs of substitute teachers used to replace them.

**Minnesota Department of Education Budget** – The MDE budget has been reduced by 5.0 percent annually for FY 2012 and FY 2013.