

Management Report

for

Independent School District No. 280
Richfield, Minnesota
June 30, 2011



PRINCIPALS

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To the School Board of
Independent School District No. 280
Richfield, Minnesota

We have prepared this management report in conjunction with our audit of Independent School District No. 280, Richfield, Minnesota's (the District) financial statements for the year ended June 30, 2011. 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
- Funding 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, Radosevich & Co., P.A.

November 10, 2011

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 U.S. OFFICE OF MANAGEMENT AND BUDGET 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, 2011. 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 the U.S. Office of Management and Budget 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, 2011:

- We have issued an unqualified opinion on the District's annual financial statements.
- We reported no deficiencies in the District's internal control over financial reporting that we considered 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 requirements applicable to each major federal program.
- We noted no matters involving the internal control 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.

OTHER OBSERVATIONS AND RECOMMENDATIONS

We offer the following observations and recommendations for the continued improvement of the District's financial records and controls. We noted a lack of segregation of duties in the controls over cash receipts collected outside of the District's Business Office. Typically, one employee is responsible for collecting, depositing, and initiating the recording of cash and checks received at the various district school sites. Due to the availability of an online payment option via credit card for many student fees, the amount of cash and checks taken in at the school sites is relatively small. Therefore, this control deficiency was not reported as a material weakness. However, since this is an area prone to fraud and abuse, we recommend that the District review the controls over these receipts and consider implementing additional controls to mitigate this deficiency wherever practical.

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. For the year ended June 30, 2011, the District has implemented Governmental Accounting Standards Board (GASB) Statement No. 54, "Fund Balance Reporting and Governmental Fund Type Definitions." This statement established new fund balance classifications that comprise a hierarchy based primarily on the extent to which a government is bound to observe constraints imposed upon the use of the resources reported in governmental funds.

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 2011 is not finalized until well into fiscal year 2012. 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 Minnesota Department of Education (MDE). Because of the timing of the calculations, this adjustment for fiscal 2011 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 expenditures and assets/liabilities for pension benefits and other post-employment benefits (OPEB). These obligations are calculated using actuarial methodologies described in GASB Statements No. 27 and 45, as applicable. 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.

Management expects any differences between estimates and actual amounts of these estimates to be insignificant. 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 November 10, 2011.

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.

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 two fiscal years. We have adjusted the percentage change from year to year for non-comparable changes such as referendum reduction and aids that were previously separately funded and subsequently “rolled-in” or “rolled-out” to general education revenue.

Fiscal Year Ended June 30,	Formula Allowance	
	Amount	Percent Increase
2002	\$ 4,068	2.6 %
2003	\$ 4,601	2.6 % (1)
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 %

(1) Percentage adjusted to eliminate changes caused by referendum reduction and rolled-in (out) aids which does not affect total district revenue.

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

The table above does not reflect temporary funding changes such as the \$51 per pupil unit one-time additional general education aid school districts and charter schools received in 2008–2009, or the technology and operating capital aid received by school districts and charter schools in 2007–2008 (\$40 per pupil unit) and 2008–2009 (\$55 per pupil unit). It also does not reflect the one-time replacement of a portion of a district’s general education aid with federal fiscal stabilization funds in fiscal 2010.

STATE OUTLOOK AND EFFECT ON INTERNAL CONTROLS

The 2011 legislative session began with the Governor and Legislature facing a projected budget deficit of \$6.2 billion (later revised down to \$5.0 billion in the February 2011 Economic Forecast) for the 2012–2013 biennium. In addition, the 2010 election had dramatically changed the state’s political landscape. A Democratic Governor was in power for the first time since 1991, while the Republicans had majority control of both the House and the Senate for the first time since 1971. Predictably, as the session progressed it became clear that the Governor and Legislature were having difficulty agreeing on a state budget for the next biennium. Shortly after the 2011 regular session ended, the Governor vetoed eight major state appropriation bills and the omnibus tax bill passed by the Legislature, which left the majority of state agencies without a budget for the next fiscal year. This resulted in a shutdown of “nonessential” state agencies that began July 1, 2011 and effectively ended with the passing of appropriation bills in a special session on July 19th and 20th.

The large projected budget deficit facing the 2011 Legislature was typical of the financial challenges the state has experienced in recent years. Unfavorable economic conditions have caused a steady deterioration of the state’s financial condition, which has resulted in series of cuts and holdbacks in state aids to local governments and other entities. As was the case in the last biennium, the adopted state budget 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, further explained in the Legislative Summary section of this report, included delaying an even higher percentage of estimated state aid payments to school districts and charter schools, 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 are intended to be revenue neutral. While these shifts have spared districts from deeper aid cuts in the short-term, some argue that their use does not address the state’s budget woes, but only delays them. If the economy remains sluggish, further state budget shortfalls are likely.

These circumstances have resulted in a sustained cycle of budget reductions for many Minnesota school districts and charter schools, forcing many to make significant staffing cuts or reassignments. In some cases, such measures have weakened internal controls by reducing the segregation of accounting duties or delaying the performance of key control procedures. Unfortunately, the economic downturn has also placed additional financial strain on many individuals, elevating the risk of fraud and theft. Recent communications from the Minnesota Office of the State Auditor have reported a substantial increase in incidents of fraud and theft involving local governments. A comprehensive and functioning system of internal controls is critical to safeguarding public assets and producing the accurate and timely financial information necessary to effectively manage a school district. When faced with difficult budgetary decisions, we encourage our clients to be mindful of these factors and to continue to make sound financial controls a priority.

STATE-WIDE SCHOOL DISTRICT FINANCIAL TRENDS

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 and Post-Employment Benefits Debt Service Fund. Other financing sources such as proceeds from sales of capital assets, insurance recoveries, bond sales, loans, and interfund transfers are also excluded.

Revenue per Student (ADM) Served							
	State-Wide		Seven-County Metro Area		ISD No. 280 – Richfield		
	2009	2010	2009	2010	2009	2010	2011
General Fund							
Property taxes	\$ 1,371	\$ 1,473	\$ 1,833	\$ 1,968	\$ 2,503	\$ 2,716	\$ 3,492
Other local sources	458	435	381	372	483	437	432
State	7,859	7,119	7,920	7,143	8,470	7,641	7,481
Federal	452	1,233	489	1,274	561	1,350	786
Total General Fund	<u>10,140</u>	<u>10,260</u>	<u>10,623</u>	<u>10,757</u>	<u>12,017</u>	<u>12,144</u>	<u>12,191</u>
Special revenue funds							
Food Service	454	469	453	465	358	406	403
Community Service	507	503	613	604	286	307	292
Debt Service Fund	<u>1,034</u>	<u>1,040</u>	<u>1,131</u>	<u>1,137</u>	<u>970</u>	<u>985</u>	<u>932</u>
Total revenue	<u>\$ 12,135</u>	<u>\$ 12,272</u>	<u>\$ 12,820</u>	<u>\$ 12,963</u>	<u>\$ 13,631</u>	<u>\$ 13,842</u>	<u>\$ 13,818</u>
ADM served per MDE School District Profiles Report (current year estimated)					<u>4,213</u>	<u>4,137</u>	<u>4,272</u>
Note: Excludes the Capital Projects – Building Construction and Post-Employment Benefits Debt Service funds.							
Source of state-wide and seven-county metro area data: School District Profiles Report published by the MDE							

The ADM served used in the table above and on the following page is based on enrollments consistent with those used in the MDE School District Profiles Report, which include extended time and shared time ADM, and may differ from the ADM reported elsewhere in this report.

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 \$59.0 million in the governmental funds reflected above in fiscal 2011, an increase of \$1.8 million (3.1 percent) from the prior year. Total revenue per ADM served decreased by \$24 per student due to the increase in students served. General Fund tax revenue increased \$776 per student, mainly due to a \$3.9 million increase in the tax shift. General Fund revenue from federal grants declined by \$564 per student, primarily due to a one-time \$2.7 million replacement of general education aid with federal fiscal stabilization funds in fiscal 2010. General Fund state aid revenues were \$160 per student less than last year due to the combination of the effects of the tax shift and federal stabilization funding changes, along with approximately \$1.3 million of additional general education funding generated by an increase in the number of students served.

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

Expenditures per Student (ADM) Served								
	State-Wide		Seven-County Metro Area		ISD No. 280 – Richfield			
	2009	2010	2009	2010	2009	2010	2011	
General Fund								
Administration and district support	\$ 854	\$ 807	\$ 876	\$ 781	\$ 1,097	\$ 863	\$ 865	
Elementary and secondary regular instruction	5,112	4,885	5,411	5,069	7,408	5,676	5,816	
Vocational education instruction	153	149	152	150	237	189	171	
Special education instruction	1,817	1,832	2,002	1,992	2,610	2,192	2,122	
Instructional support services	502	461	598	550	380	337	265	
Pupil support services	874	861	968	937	1,206	1,050	1,016	
Sites and buildings and other	850	794	824	755	1,806	1,616	1,631	
Total General Fund expenditures (excluding capital)	10,162	9,789	10,831	10,234	14,744	11,923	11,886	
General Fund capital expenditures	466	440	443	414	577	521	626	
Special revenue funds								
Food Service	454	458	453	456	440	387	417	
Community Service	522	513	634	618	357	307	303	
Debt Service Fund	1,244	1,129	1,334	1,184	1,021	1,005	965	
Total expenditures	<u>\$ 12,848</u>	<u>\$ 12,329</u>	<u>\$ 13,695</u>	<u>\$ 12,906</u>	<u>\$ 17,139</u>	<u>\$ 14,143</u>	<u>\$ 14,197</u>	
ADM served per MDE School District Profiles Report (current year estimated)					<u>4,213</u>	<u>4,137</u>	<u>4,272</u>	
Note: Excludes the Capital Projects – Building Construction and Post-Employment Benefits Debt Service 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 District spent approximately \$60.7 million in the governmental funds reflected above in fiscal 2011, an increase of \$2.1 million (3.7 percent) from the prior year. However due to the increase in ADM, total expenditures per student increased by only \$54. The largest spending increases were in elementary and secondary regular instruction (up \$140 per student) and General Fund capital (up \$105 per student).

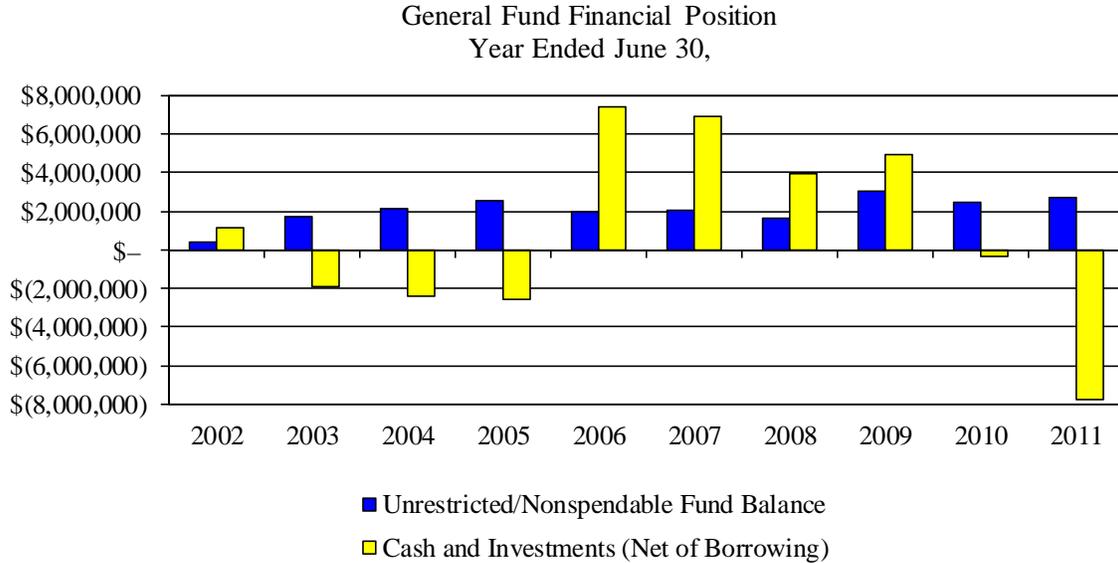
SUMMARY

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 has created a challenge for 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 in terms of unrestricted (formerly unreserved) fund balance and cash balance. For this analysis, nonspendable fund balances are included with unrestricted to be comparable to prior years.



The District's General Fund ended fiscal year 2011 with an unrestricted fund balance of \$2,676,583, an increase of \$199,481 from the prior year. General Fund cash and investments (net of cash flow and interfund borrowing) at year-end was a deficit of (\$7,718,943), which was \$7,379,551 lower than last year due to the change in the metering of state aid payments and increase in the tax shift in fiscal 2011.

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

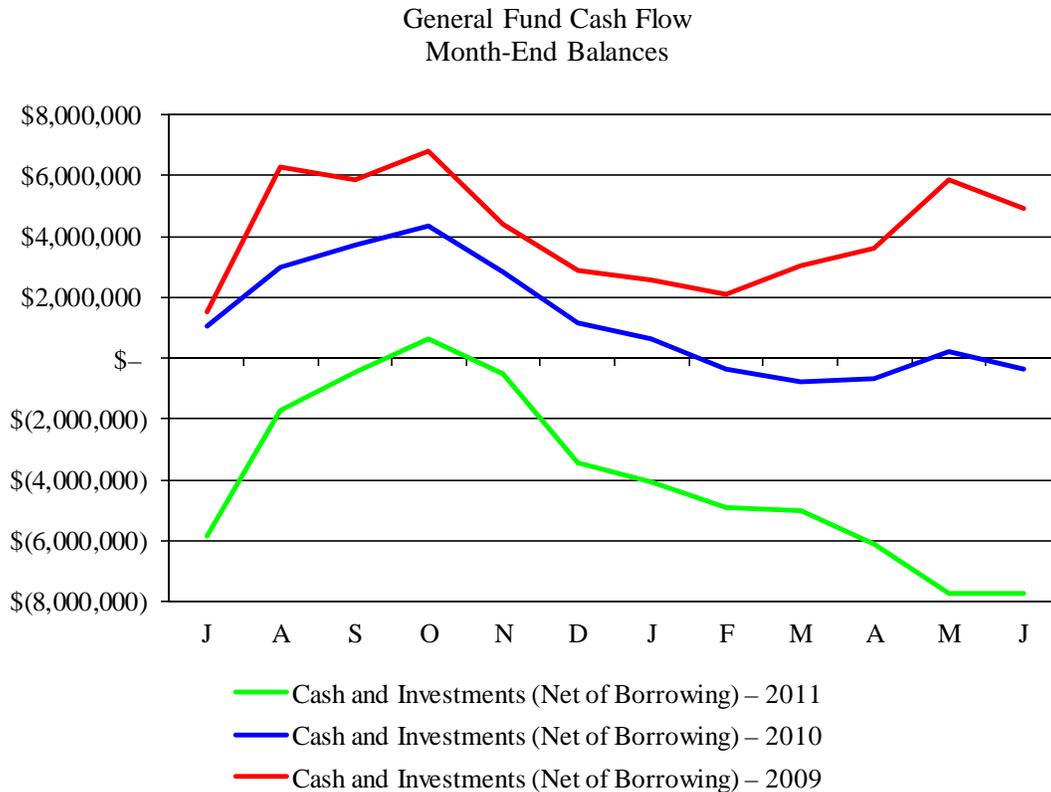
	June 30,				
	2007	2008	2009	2010	2011
Nonspendable (formerly unreserved) fund balances	\$ -	\$ -	\$ -	\$ -	\$ 608,995
Restricted (formerly reserved) fund balances (1)	5,818,591	2,748,059	2,346,919	2,059,603	857,113
Unrestricted (formerly unreserved) fund balances					
Assigned (formerly designated)	144,665	134,448	256,135	246,178	2,067,588
Unassigned (formerly undesignated)	1,942,338	1,516,153	2,782,396	2,230,924	-
Total fund balance	\$ 7,905,594	\$ 4,398,660	\$ 5,385,450	\$ 4,536,705	\$ 3,533,696
Unrestricted and nonspendable fund balances as a percentage of expenditures	4.1%	3.0%	4.7%	4.8%	5.0%

(1) Includes deficits in restricted fund balance accounts allowed to accumulate deficits under UFARS, which are part of unassigned fund balance on the accounting standards generally accepted in the United States of America-based financial statements.

Unrestricted fund balance as a percentage of expenditures is one key measure of a school district's financial health. The resources represented by this fund balance are critical to a district's ability to maintain adequate cash flow throughout the year, to retain its programs, and to cushion against the impact of unexpected costs or funding shortfalls. At June 30, 2011, the unrestricted/nonspendable fund balance in the General Fund represented 5.0 percent of annual expenditures, or about two and one-half weeks of operations, assuming level spending throughout the year.

GENERAL FUND CASH FLOW

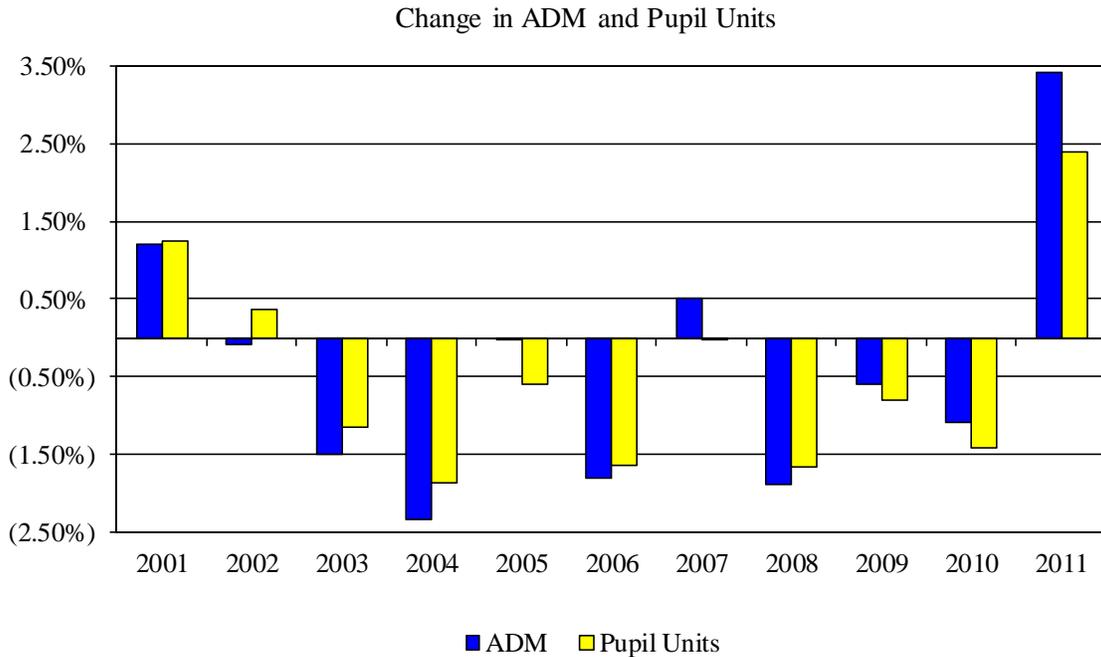
The level of cash and investments varies considerably during the year due to the timing of various revenues and expenditures. The following graph summarizes the level of cash and investments over the past three years:



The graph above shows the peaks and valleys of the General Fund cash and investments balance (net of borrowing) on a monthly basis. The swing between its high and low month-end cash balances was about \$8.4 million for fiscal 2011. 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 and 70–30 for fiscal 2011. Beginning in fiscal 2011, a further delay in aid payments occurred with a change in the recognition of property tax revenue. Because of these two factors, without short-term borrowing, the District’s General Fund would have been in a deficit cash flow position for the majority of the year.

ADM AND PUPIL UNITS

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

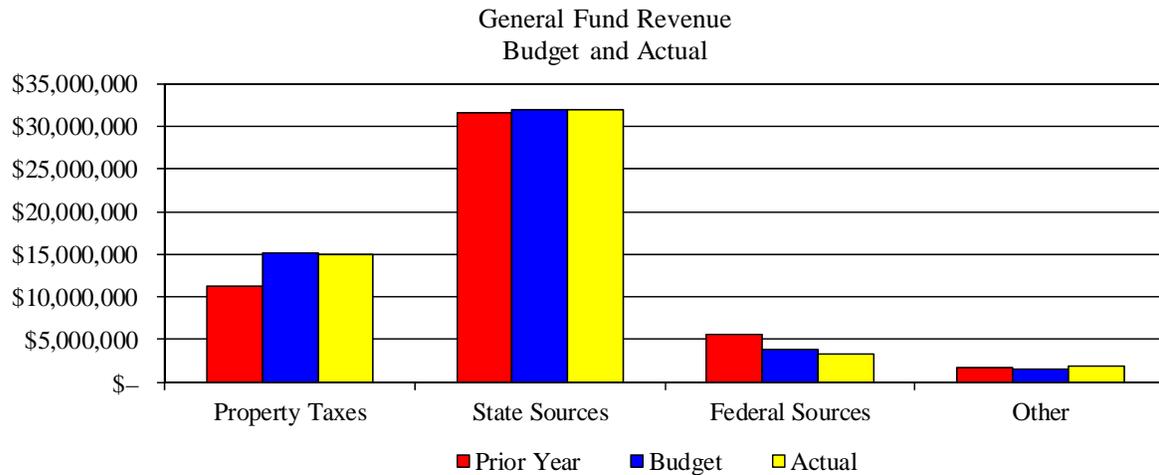


ADM is a measure of students attending class, which is then converted to pupil units (the base for determining revenue) using a statutory formula. Not only is the original budget based on ADM estimates, the final audited financial statements are based on updated, but still estimated, ADM since the counts 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 ADM served by the District for 2011 is estimated to be 4,152, an increase of 138 (or about 3.4 percent) from the prior year. The pupil units generated from this ADM were approximately 4,749, an increase of 111 pupil units (or 2.4 percent) from the prior year.

GENERAL FUND REVENUE AND EXPENDITURES

The following graphs summarize the District's General Fund revenues and expenditures for 2011:

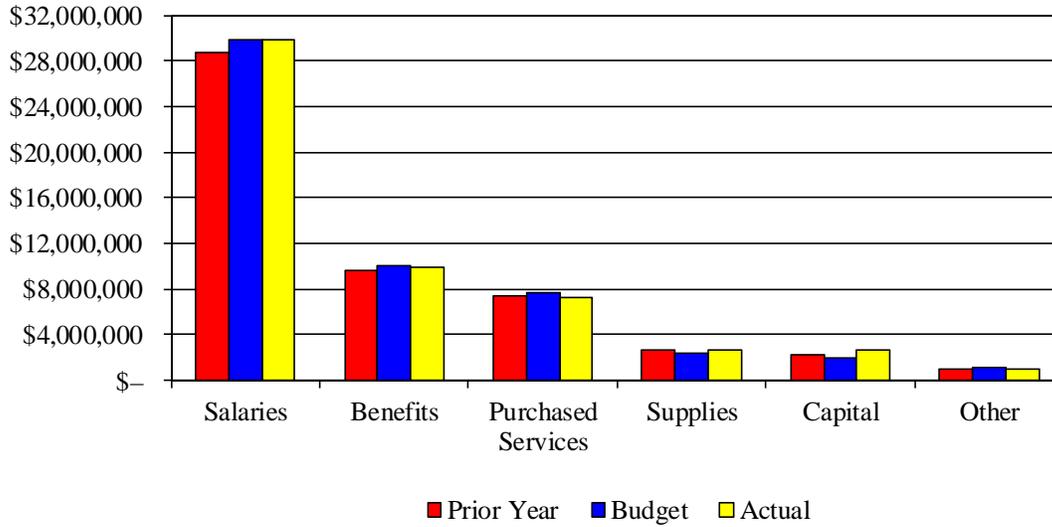


Total General Fund revenues were \$52,079,784 for the year ended June 30, 2011, which was \$526,512 (0.6 percent) under the final budget. Property tax revenue was under budget by \$283,191 due to an increase in delinquencies and abatements. Federal revenue was under budget by \$577,919, mainly in federal special education and Title I funding. Revenue from other local sources, including gifts, bequests, tuition, and rental income, were \$355,663 over budget. The District budgets conservatively in this area given the unpredictable nature of these revenue sources.

General Fund total revenues were \$1,841,748 higher than the previous year. As discussed earlier, an increase in the tax shift resulted in a shift of about \$3.9 million from state aids to taxes in fiscal 2011, and in fiscal 2010 about \$2.7 million of state general education aid was replaced with one-time federal stimulus funding. Neither of these factors changed the total revenue received in the District's General Fund, but they caused significant fluctuations between the various revenue sources, obscuring the true changes in revenue from year-to-year.

Excluding the impact of the tax shift, General Fund property tax revenue decreased by \$178,429. Excluding the impact of the one-time federal stimulus funding, revenue from federal sources increased \$451,813, mainly due to the District earning \$814,933 of funding through an Education Jobs Fund entitlement that was new this year. Excluding the impact of both factors, General Fund state aid revenue increased \$1,529,299 from the previous year. The District earned \$1,334,163 more general education aid in fiscal 2011 due to an increase in the number of students served. Revenue from other local sources was \$39,065 higher than last year.

General Fund Expenditures
Budget and Actual

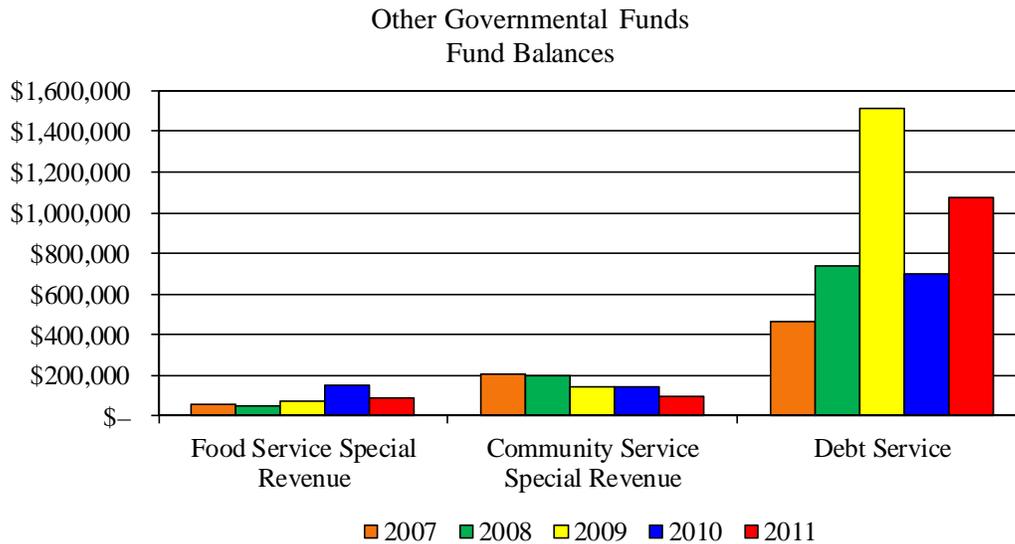


Total General Fund expenditures for 2011 were \$53,452,449, an increase of \$1,974,542 from the prior year. Most of the change was in employee salaries and benefits, which were \$1,519,817 more than last year due to the addition of teachers and scheduled contractual increases. Capital expenditures were also \$519,283 higher than the prior year due to several capital improvement projects at the high school.

General Fund expenditures exceeded budget by \$277,872 for the year. Capital outlay expenditures were \$679,053 over budget. Most of this variance was due to capital expenditures for which the District is reimbursed. The District does not budget the expenditures or the related revenues/other financing sources in such cases. This included about \$370,000 of equipment purchased through capital lease agreements during the year. Conversely, purchased service costs were under budget by \$441,721, mainly in special education.

OTHER GOVERNMENTAL FUNDS

The following graph presents fund balances for the District's Food Service Special Revenue, Community Service Special Revenue, and Debt Service funds for the last five years:



Food Service Special Revenue Fund

The District's Food Service Special Revenue Fund ended the year with a total fund balance of \$92,409, a decrease of \$62,850 from the prior year, as compared to a budgeted increase of \$32,935. Revenues were \$58,903 over budget, mainly due to federal reimbursements earned for free and reduced price lunches and the school breakfast program. Expenditures were over budget by \$154,688, primarily in supplies and materials costs, due to the District changing its schools from a kindergarten to second grade structure to a kindergarten to fifth grade structure.

Community Service Special Revenue Fund

The District's Community Service Special Revenue Fund ended the year with a total fund balance of \$100,242, a decrease of \$45,776, as compared to a budgeted increase of \$1,061. Community Service Special Revenue Fund program revenues were \$49,751 under budget, mainly in taxes and state aids. Community service expenditures matched budgeted projections with a variance of \$2,914 (0.2 percent) under budget.

It is critical that the Food Service and Community Service Special Revenue Funds be self-sustaining, so as not to place an additional burden on the General Fund. As the graph above indicates, the District has been successful in maintaining the fiscal health of these two funds in recent years.

Capital Projects – Building Construction Fund

The Capital Projects – Building Construction Fund (not pictured) was closed as of June 30, 2011, and the remaining balance of \$485,560 balance was transferred to the Debt Service Fund.

Debt Service Fund

The funding of debt service is controlled in accordance with each outstanding debt issue's financing plan. At June 30, 2011, the Debt Service Fund had a fund balance of \$1,077,265 available for future debt service, an increase \$344,308 from last year, mainly due to the transfer from the Capital Projects – Building Construction Fund.

Post-Employment Benefits Trust Fund

In 2009, the District established a Post-Employment Benefits Trust Fund (not pictured) to account for an irrevocable trust account established to finance the District's liability for post-employment healthcare benefits. The District issued \$15,885,000 of General Obligation Taxable OPEB Bonds, the proceeds of which were contributed into the trust. During the year, this fund paid out \$831,882 for benefits that would have otherwise been paid from the District's governmental funds. At year-end, trust net assets of \$13,223,909 are available for future OPEB payments.

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 individually discussed earlier) to net assets and separate components over the last three years:

	June 30,		
	2009	2010	2011
Total fund balances – governmental funds	\$ 7,738,190	\$ 6,030,148	\$ 4,803,612
Capital assets, less accumulated depreciation	65,888,767	63,874,936	62,317,711
Long-term liabilities	(66,774,340)	(64,502,406)	(61,368,643)
(Negative) net pension/OPEB obligations	12,405,211	10,925,222	9,401,428
Other	(727,004)	(653,756)	(537,946)
Total net assets – governmental activities	<u>\$ 18,530,824</u>	<u>\$ 15,674,144</u>	<u>\$ 14,616,162</u>
Net assets			
Invested in capital assets, net of related debt	\$ 19,152,250	\$ 19,482,652	\$ 19,677,911
Restricted	3,213,164	2,587,007	1,510,272
Unrestricted	<u>(3,834,590)</u>	<u>(6,395,515)</u>	<u>(6,572,021)</u>
Total net assets	<u>\$ 18,530,824</u>	<u>\$ 15,674,144</u>	<u>\$ 14,616,162</u>

Some of the District's fund balances translate into restricted net assets by virtue of external restrictions (statutory reserves) or by the nature of the fund they are in (e.g. unreserved Food Service Special Revenue Fund balance can only be spent for food service program costs). Unrestricted net assets consists mainly of the General Fund unreserved 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.

Total net assets decreased \$1,057,982 during fiscal 2011. The District's investment in capital assets, net of related debt increased \$195,259, mainly due to capital additions financed through the use of aids, levies, and available district funds. Restricted net asset declined by \$1,076,735, primarily due to the use of net assets restricted for capital asset acquisition. Unrestricted net assets decreased \$176,506.

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 PENSION EXPOSURE DRAFTS

In June, 2011 GASB issued two exposure drafts on accounting and reporting for pensions, one for the reporting of pension benefits within the financial statements of participating employers and the other for pension plan financial reporting. These two exposure drafts are intended to update or replace the current guidance for pension reporting in GASB Statement Nos. 25 and 27.

The exposure drafts propose a variety of changes in financial statement presentation, measurement, and required disclosures relating to pension benefits. Included are proposed major changes in how employers that participate in cost-sharing defined benefit pension plans, such as TRA and PERA, account for pension benefit expenses and liabilities. Currently, employers participating in such plans recognize pension expenses and liabilities only to the extent of their contractually required annual contributions to the plan. The exposure draft proposes that those employers recognize their proportionate share of the collective net pension liability and collective pension expense for all participating employers. If adopted, this guidance could have a significant impact on the financial statements of the participating employers, as participants in plans with a substantial unfunded liability would be required to report their proportionate share of the unfunded liability in their government-wide financial statements.

The proposed effective dates for both exposure drafts are for periods beginning after June 15, 2012, if certain conditions are met, otherwise for periods beginning after June 30, 2013.

FEDERAL FUNDING ACCOUNTABILITY AND TRANSPARENCY ACT (TRANSPARENCY ACT)

Effective October 1, 2010, the Transparency Act requires federal award recipients to report specific data, including compensation data in certain circumstances, related to subawards. One of the key requirements of the Transparency Act was the creation of a single, searchable website that provides the public with greater access to information on federal spending. The Transparency Act requires recipients to report first-tier subaward and executive compensation data for new federal grants as of October 1, 2010, if the initial award is equal to or over \$25,000. Pass-through entities (primary recipients) must report subaward data through the Federal Funding Accountability and Transparency Subaward Reporting System (FSRS) by the end of the month following the month in which the subaward obligation is made. For a more detailed discussion of the Transparency Act see Part 3, Section L of the 2011 Office of Management and Budget (OMB) A-133 Compliance Supplement available at www.whitehouse.gov/omb. The OMB has issued several documents that provide guidance on the Transparency Act, including *Open Government Directive – Federal Spending Transparency* and *Subaward and Compensation Data Reporting* available at www.whitehouse.gov/omb/open.

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) 2011 was \$5,124. The allowance will increase \$50 each of the next two years, to \$5,174 for FY 2012, and \$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.

Compensatory Pilot Project Formula Aid – The 20 largest school districts in the state in terms of adjusted pupil units may be eligible to 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.

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

State Aid Payment Deferral – State aids normally paid on a 90–10 schedule were changed to a 73–27 schedule for FY 2010 and 70–30 for FY 2011. Beginning in FY 2012, these aids will be paid on a 60–40 payment schedule, which will also apply to 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.

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 awards. Beginning in FY 2012, school districts and charter schools will no longer generate pupil units and the associated funding for early graduates participating in these programs.

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.

Licensed School Support Staff – The requirement for school districts to reserve \$3 per pupil of the safe schools levy proceeds for licensed school support staff, as well the maintenance of effort requirement relating to school counselors and other licensed support staff, have been eliminated.

Uses of Operating Capital Revenue – The use of operating capital revenue has been expanded to include costs associated with leasing vehicles, and costs directly associated with closing a school facility, including moving and storage costs.

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.

Teacher Contract Deadline – The January 15 deadline for settling teacher contracts and the related penalty have been eliminated.

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 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 \$85 times the school's enrollment from October 1 of the previous year times the school's proficiency index (the percent of third graders meeting or exceeding proficiency on the reading Minnesota Comprehensive Assessments (MCA) test, averaged across the previous three test administrations). Growth aid equals \$85 times the school's enrollment on the previous October 1 times the percentage of fourth graders making medium or high growth on the 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 for FY 2012 and FY 2013. The integration revenue statute is repealed in FY 2014, and the base appropriation for a new program is established for FY 2014 and FY 2015. The Commissioner of Education will convene a 12-member Integration Revenue Replacement Advisory Task Force to develop recommendations for repurposing integration revenue funds to create and sustain opportunities for students to achieve improved educational outcomes.

Property Tax Revenue Recognition Change (Tax Shift) – Beginning in FY 2011, 48.6 percent of property taxes levied for the next school year will be recognized as revenue in the current year, and state aids will be reduced by that same amount. The shift calculation was changed to use gross levies before state tax credits are deducted. Shifted amounts will be repaid (decreased) when the state attains certain specific financial goals, and the aid payment schedule is restored to 90–10.

Homestead Market Value Credit – The homestead market value credit, 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 neutralized 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 (instead of the lesser of \$80 times the District's ADM in Grades 10 through 12, or 25 percent of approved expenditures).

Fund Transfers – For FY 2012 and FY 2013 only, 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.

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.

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