Management Report

for

Independent School District No. 280
Richfield, Minnesota
June 30, 2013

MMKR
CERTIFIED PUBLIC ACCOUNTANTS

To the School Board and Management 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, 2013. 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
- Legislative Summary
- Accounting and Auditing Updates

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.

The purpose of this report is solely to provide those charged with governance of the District, management, and those who have responsibility for oversight of the financial reporting process comments resulting from our audit process and information relevant to school district financing in Minnesota. Accordingly, this report is not suitable for any other purpose.

Malloy, Montague, Karnowski, Radosevich & Co., P.A.

Minneapolis, Minnesota
November 13, 2013

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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, 2013, and the related notes to the financial statements. 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, 2013:

- We have issued an unmodified 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 reported one matter involving the internal control over compliance and its operation that we consider to be a significant deficiency in our testing of major federal programs.

    - For the child nutrition cluster, the District's controls were not adequate to assure that it was not contracting for goods or services with parties that are suspended or debarred, or whose principals are suspended or debarred.

- We reported no findings based on our testing of the District's compliance with Minnesota laws and regulations.

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, 2013, we performed procedures to follow-up on any findings and recommendations that resulted from our prior year audit. During the prior year audit, it was determined that an adjusting entry was necessary to keep the financial statements from being misstated by a material amount, which was considered a material weakness in internal control over financial reporting. No similar findings were noted in the current year.

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 fiscal year ended June 30, 2013, the District implemented Governmental Accounting Standards Board (GASB) Statement No. 63, *Financial Reporting of Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position*, and GASB Statement No. 65, *Items Previously Reported as Assets and Liabilities*.

GASB Statement No. 63 changed how governmental entities present a statement of net position, adding two new basic financial statement elements, and replacing "net assets" with "net position" as the terminology used to describe the difference between the other four elements. The two basic financial statement elements added are "deferred inflows of resources" and "deferred outflows of resources." These new elements are differentiated from assets (deferred outflows of resources) and liabilities (deferred inflows of resources), but have similar effects on net position.

GASB Statement No. 65 identifies specific items previously presented as assets that will now be presented as either deferred outflows of resources or outflows (expenses/expenditures), and items previously reported as liabilities that will now be presented as deferred inflows of resources or inflows (revenues).

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 the current year is not finalized until after the District has closed its financial records for the fiscal period. 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 the current year 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 Position 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 Nos. 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.

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 November 13, 2013.

OTHER INFORMATION IN DOCUMENTS CONTAINING AUDITED FINANCIAL STATEMENTS

With respect to the supplemental information, Schedule of Expenditures of Federal Awards, and Uniform Financial Accounting and Reporting Standards (UFARS) Compliance Table accompanying the 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 and reconciled the supplemental information, Schedule of Expenditures of Federal Awards, and the UFARS Compliance Table to the underlying accounting records used to prepare the basic financial statements or to the basic financial statements themselves.

With respect to the introductory section and other district information 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. A summary of legislative changes affecting school districts and charter schools included later in this report gives an indication of how complicated the funding system is. This 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. 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 of general education aid with federal fiscal stabilization funds in fiscal 2010.

Fiscal Year Ended June 30	Formula Allowance Amount	Formula Allowance Percent Increase
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 %
2014	$ 5,302	1.5 %
2015	$ 5,806	1.5 % *

* The $504 increase in 2015 was offset by changes to pupil weightings and the general education aid formula that reduced the increase to the equivalent of $80 or 1.5% state-wide.

In recent years, the modest 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 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		
	2011	2012	2011	2012	2011	2012	2013
General Fund							
Property taxes	$ 2,130	$ 1,550	$ 2,811	$ 2,019	$ 3,482	$ 2,383	$ 2,490
Other local sources	432	448	358	378	431	410	458
State	7,213	7,920	7,063	7,949	7,460	8,336	8,360
Federal	720	588	755	621	784	562	524
Total General Fund	10,495	10,506	10,987	10,967	12,157	11,691	11,832
Special revenue funds							
Food Service	474	488	470	483	401	442	489
Community Service	513	525	619	633	292	276	280
Debt Service Fund	1,053	1,088	1,131	1,180	930	900	832
Total revenue	$ 12,535	$ 12,607	$ 13,207	$ 13,263	$ 13,780	$ 13,309	$ 13,433
ADM served per MDE School District Profiles Report (current year estimated)					4,284	4,442	4,560

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 $61.3 million in the governmental funds reflected above in fiscal 2013, an increase of $2.1 million (3.6 percent) from the prior year. Total revenue per ADM served increased by $124 per student. District revenues increased $141 per student in the General Fund, mainly in property taxes. Food service revenue was also $47 per student higher than last year, primarily in federal meal reimbursements. Debt service revenue, on the other hand, declined $68 per student, as revenue from the District's debt service related tax levy was lower than the previous year.

Revenue neutral adjustments attributable to legislatively-approved tax shift have significantly impacted the recognition of property taxes and state sources from year-to-year, as presented in the table above.

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		
	2011	2012	2011	2012	2011	2012	2013
General Fund							
Administration and district support	$ 813	$ 823	$ 788	$ 805	$ 863	$ 834	$ 790
Elementary and secondary regular instruction	4,829	4,866	5,107	5,103	5,799	5,592	5,542
Vocational education instruction	144	138	136	136	171	157	117
Special education instruction	1,904	1,866	2,015	2,004	2,116	2,149	2,234
Instructional support services	446	459	526	537	264	259	238
Pupil support services	874	895	937	957	1,013	1,056	1,057
Sites and buildings and other	811	802	765	755	1,627	1,549	1,534
Total General Fund – noncapital	9,821	9,849	10,274	10,297	11,853	11,596	11,512
General Fund capital expenditures	452	462	419	410	624	656	537
Total General Fund	10,273	10,311	10,693	10,707	12,477	12,252	12,049
Special revenue funds							
Food Service	469	486	469	480	416	441	455
Community Service	515	526	623	630	302	286	267
Debt Service Fund	1,111	1,337	1,208	1,312	963	926	921
Total expenditures	$ 12,368	$ 12,660	$ 12,993	$ 13,129	$ 14,158	$ 13,905	$ 13,692
ADM served per MDE School District Profiles Report (current year estimated)					4,284	4,442	4,560

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 $62.4 million in the governmental funds reflected above in fiscal 2013, an increase of $0.7 million (1.7 percent) from the prior year. However, due to the increase in ADM, total expenditures per student decreased by $213.

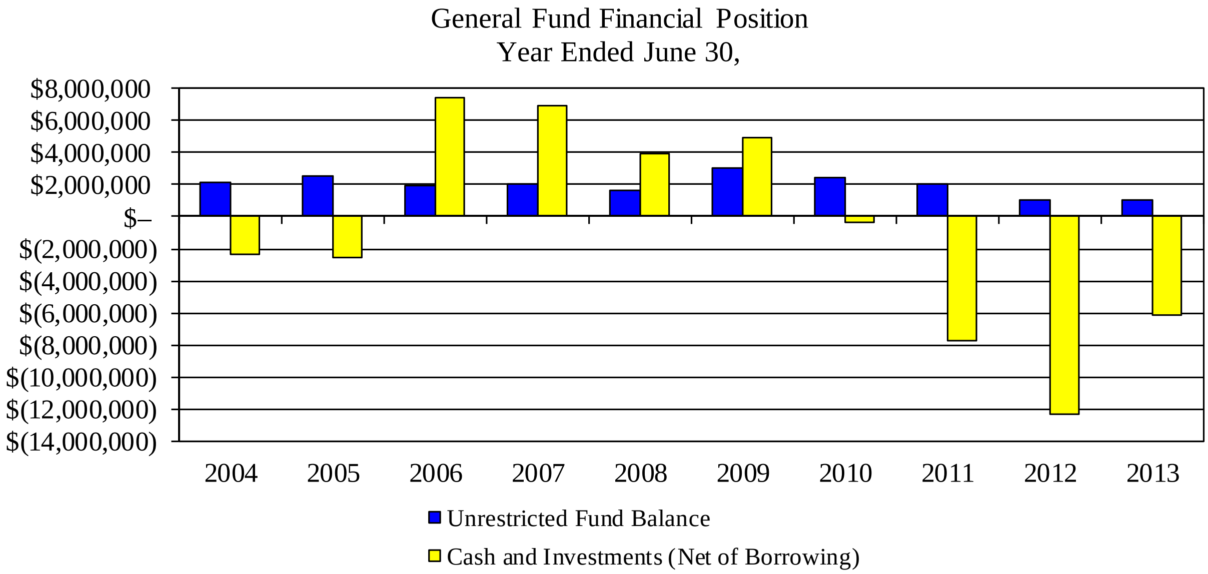
SUMMARY

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 in terms of unrestricted 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 2013 with an unrestricted fund balance of $1,007,277, a decrease of $82,585 from the prior year. General Fund cash and investments (net of cash flow and interfund borrowing) at year-end was a deficit of ($6,140,535), which is an improvement of $6,150,110 from last year, mainly due to the change in the metering of state aid payments.

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

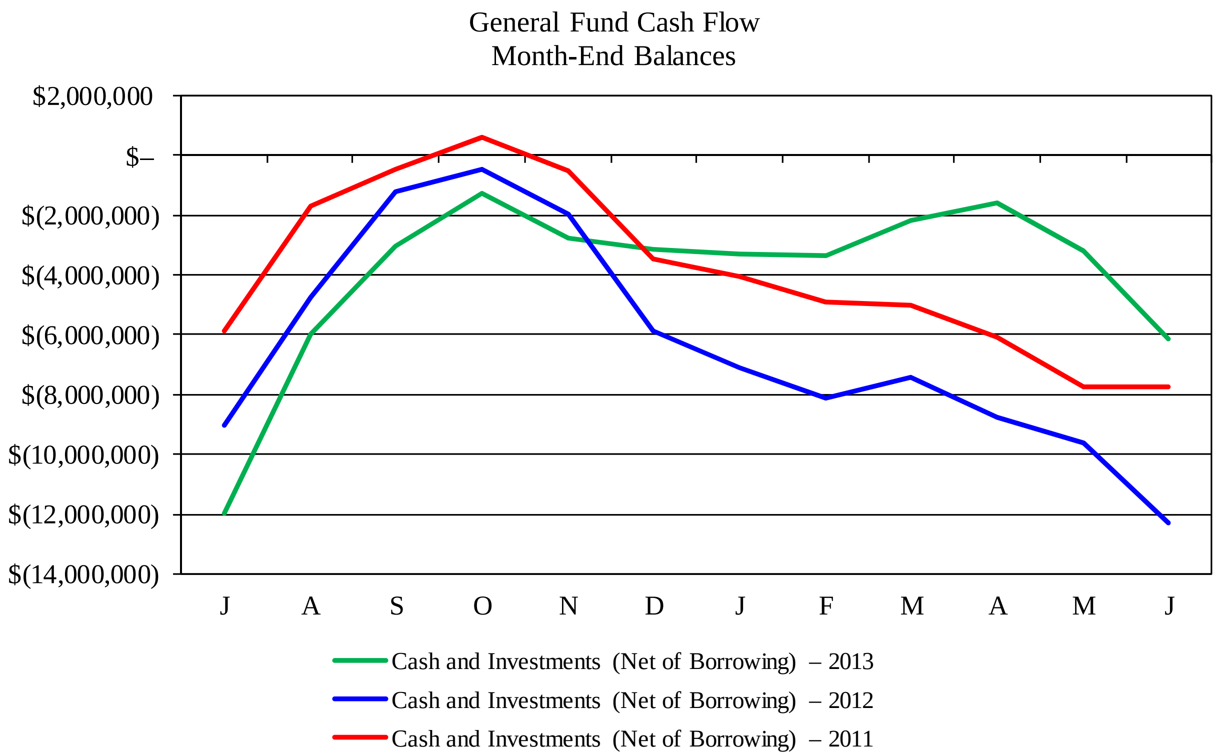
	June 30,				
	2009	2010	2011	2012	2013
Nonspendable fund balances	$ –	$ –	$ 608,995	$ 440,715	$ 302,585
Restricted fund balances (1)	2,346,919	2,059,603	857,113	(50,520)	(157,173)
Unrestricted fund balances					
Assigned	256,135	246,178	2,067,588	607,067	227,762
Unassigned	2,782,396	2,230,924	–	482,795	779,515
Total fund balance	$ 5,385,450	$ 4,536,705	$ 3,533,696	$ 1,480,057	$ 1,152,689
Unrestricted fund balances as a percentage of expenditures	4.7%	4.8%	3.9%	2.0%	1.8%

(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, 2013, the unrestricted balance in the General Fund represented 1.8 percent of annual expenditures, or about one week of operations, assuming level spending throughout the year.

GENERAL FUND CASH FLOW

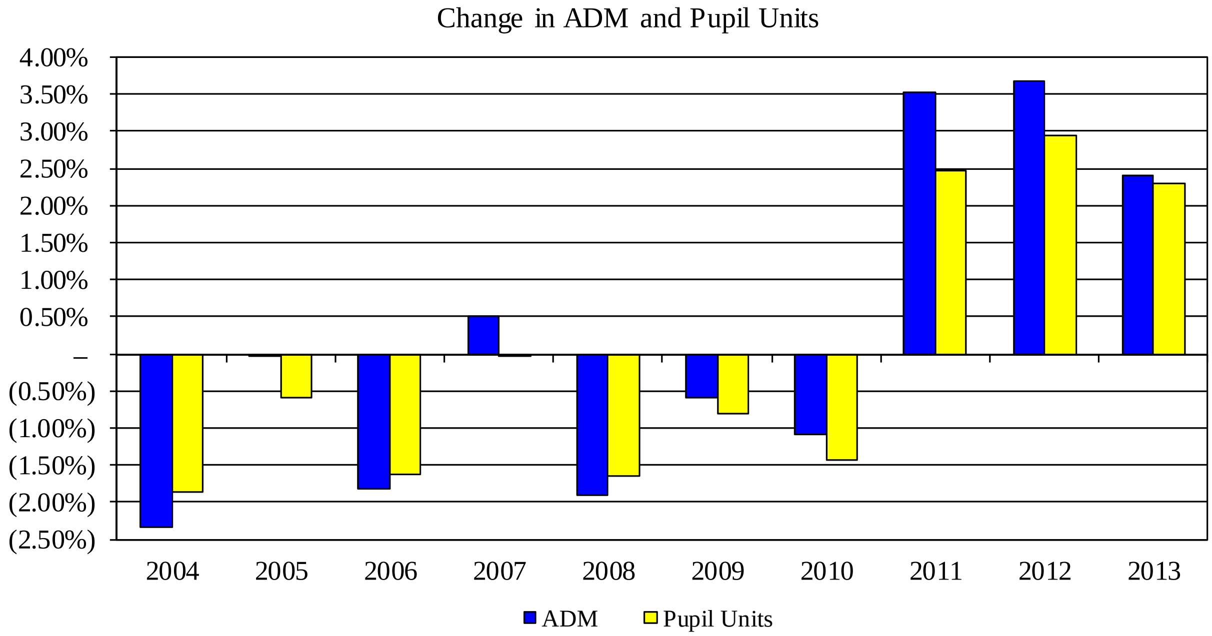
The level of cash and investments varies considerably during the year due to the timing of various revenues and expenditures. The following graph summarizes the level of cash and investments (net of short-term cash flow borrowing) over the past three years:



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 $10.7 million during fiscal 2013. Changes in the tax shift 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, the metering of state aids normally paid on a 90–10 schedule has changed several times over the last few years, with the state holdback as high as 40 percent at one point in fiscal year 2012. At June 30, 2013, the metering of state aids was being paid on a 86.4–13.6 schedule. Despite the improvement in state aid metering, the District's General Fund would have been in a deficit cash flow position for the entire year without short-term cash flow borrowing.

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:

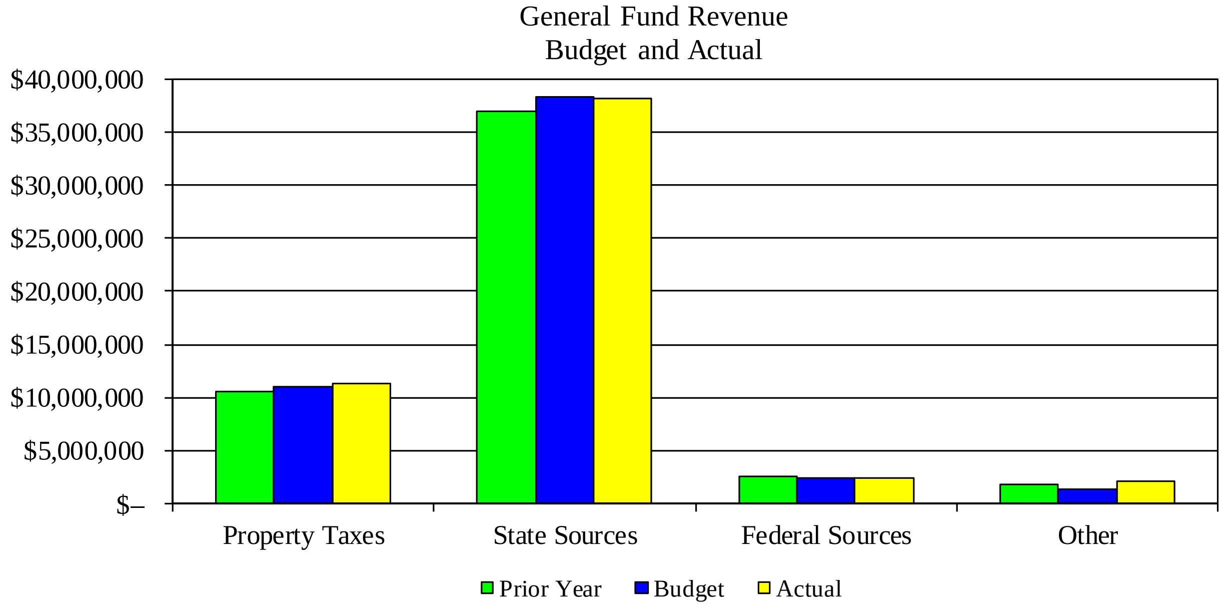


ADM is a measure of students attending class, which is then converted to pupil units (the base for determining revenue) using a statutory formula. Not only is the original budget based on ADM estimates, the final audited financial statements are based on updated, but still estimated, ADM since the counts 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 2013 is estimated to be 4,413, an increase of 104 (or about 2.4 percent) from the prior year. The pupil units generated from this ADM were approximately 5,005, an increase of 112 (or 2.3 percent) from the prior year. The District has experienced sustained growth over the last three years, due in part to the implementation of the District's all-day kindergarten program, dual language school, and a change in elementary school structure from Grades K–2 and 3–5 to Grades K–5 for all elementary schools.

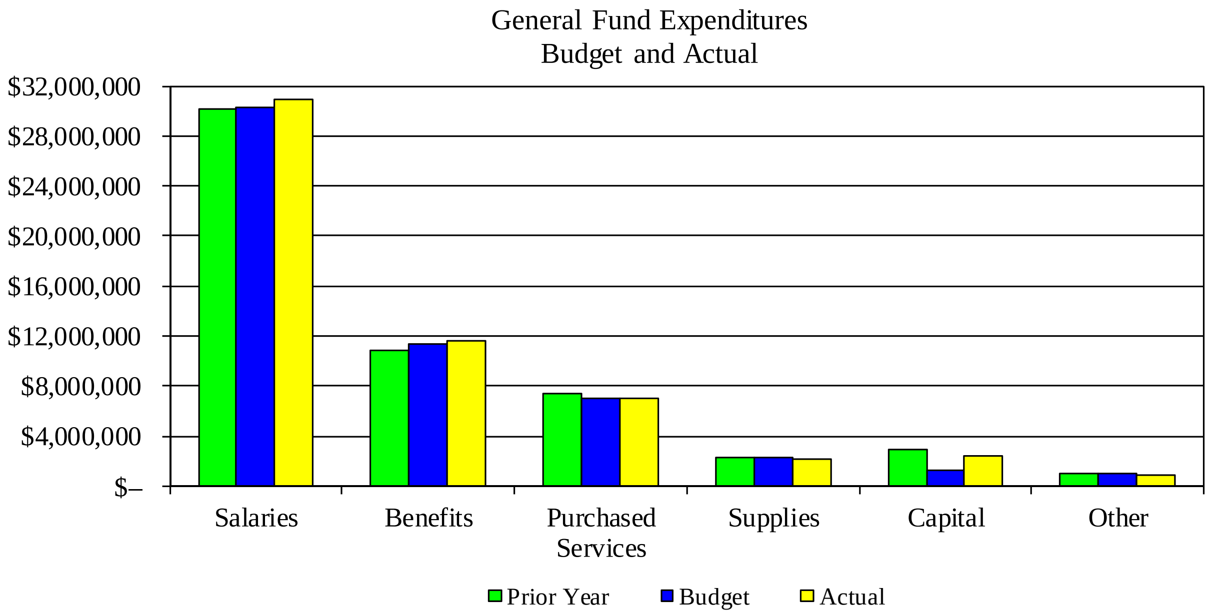
GENERAL FUND REVENUE AND EXPENDITURES

The following graphs summarize the District's General Fund revenues and expenditures for 2013:



Total General Fund revenues were $53,957,256 for the year ended June 30, 2013, which was $854,819 (1.6 percent) over the final budget. Property tax revenue was over budget by $388,565 and state aid revenue was under budget by $244,040, both due mainly to the tax shift, for which the District does not budget. Federal revenue was under budget by $32,016, mainly in federal Title I and Title III program funding. Revenue from other local sources, including investment income, gifts, bequests, tuition, and rental income, were $742,310 over budget. The majority of this variance was related to two grants received from Hennepin County to finance improvements to District athletic facilities and to build a playground. The District budgets conservatively in this area given the unpredictable nature of these revenue sources.

General Fund total revenues were $2,026,783 higher than the previous year. As discussed earlier, the relationship between property taxes and state sources was changed by about $409,000 due to the effects of the tax shift on the last two fiscal years. Excluding the impact of the tax shift, General Fund property tax revenue increased $357,773 from the prior year, due to a reduction in delinquencies and the elimination of the Homestead Market Value Credit Aid program (through which a portion of the District's levy was received as state aid in previous years). Revenues from state aids were $1,096,555 higher than last year, mainly due to an increase of $1,556,788 in general education aid caused by increases in both the number of students served and the basic general education allowance. The District also received $219,034 in literacy incentive state aid, a new categorical funding source this year. Revenue from federal sources decreased $105,693, mainly due to a reduction in available funding from the American Recovery and Reinvestment Act (ARRA). Revenue from other local sources was $269,637 higher than last year due to the two county grants received.

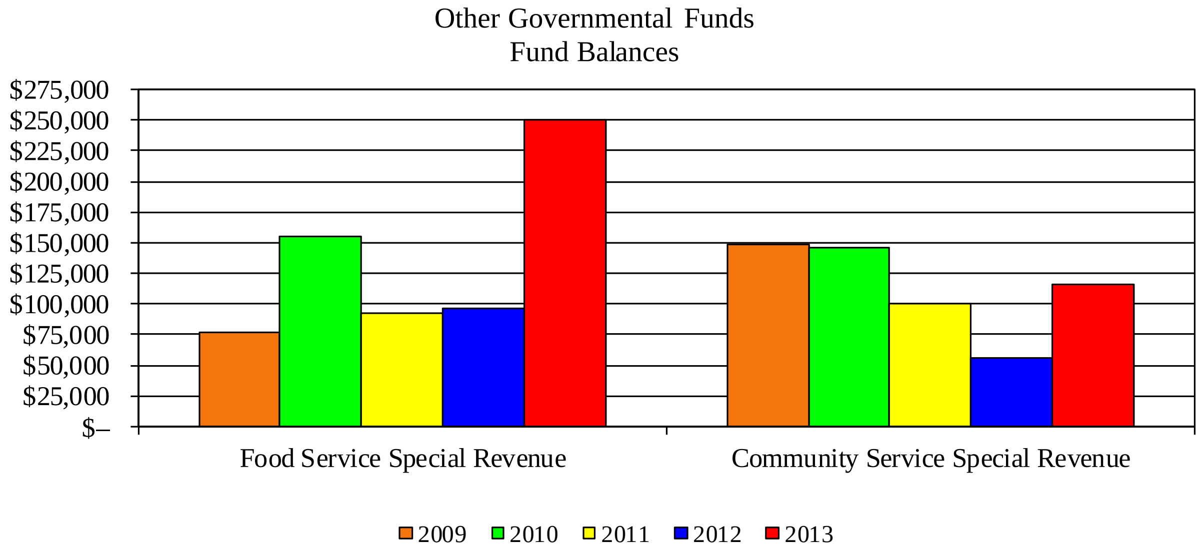


Total General Fund expenditures for 2013 were $54,936,852, an increase of $512,401 from the prior year. Salary and benefits costs were $1,496,156 higher than last year due to the addition of teachers, scheduled contractual increases, and inflationary increases in benefit costs. Expenditures were lower than last year in the remaining categories, with the largest decreases in capital expenditures ($466,794) and purchased services ($320,019).

General Fund expenditures exceeded budget by $1,751,387 for the year. Salaries and benefits expenditures were $761,764 over budget in total, mainly in the regular instruction and special education instruction program areas. Capital expenditures were over budget by $1,238,623, due in part to the purchase of $652,228 of capital assets using capital leases, for which the District does not budget.

OTHER GOVERNMENTAL FUNDS

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



Food Service Special Revenue Fund

The Food Service Special Revenue Fund ended the year with a total fund balance of $250,078, an increase of $153,951 from the prior year, compared to a break-even budget. Revenues were $272,688 over budget, mainly due to higher federal reimbursements earned for free and reduced price lunches and the school breakfast program. Expenditures were over budget by $118,737, primarily in personnel and purchased service costs.

Community Service Special Revenue Fund

The Community Service Special Revenue Fund ended the year with a total fund balance of $115,643, an increase of $59,380, compared to a break-even budget. Community Service Special Revenue Fund program revenues were $19,627 over budget, mainly in program tuition and fees. Community service expenditures were $39,753 under budget, mainly in salaries.

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.

Debt Service Fund

The funding of debt service is controlled in accordance with each outstanding debt issue's financing plan. At June 30, 2013, the Debt Service Fund (not pictured) had a fund balance of $629,825, a decrease of $353,237 from last year, within $1,820 of the reduction projected in the budget.

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 $801,901 for benefits that would have otherwise been paid from the District's governmental funds. At year-end, the trust's net position of $12,148,731 is 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 governmental 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 financial statements provide information on the total cost of delivering educational services, including capital assets and long-term liabilities.

Theoretically, net position represents district resources available 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, this statement divides net position into three components: net investment in capital assets, restricted, and unrestricted. The following table presents a summarized reconciliation of the District's governmental fund balances to net position, and the separate components of net position for the last two years:

	June 30,		Increase
	2013	2012	(Decrease)
Total fund balances – governmental funds	$ 2,148,235	$ 2,615,509	$ (467,274)
Capital assets, less accumulated depreciation	59,152,096	60,952,650	(1,800,554)
Long-term liabilities	(56,315,099)	(59,137,324)	2,822,225
Negative net OPEB obligations asset	5,941,245	7,853,526	(1,912,281)
Other	(195,335)	(893,337)	698,002
Total net position – governmental activities	$ 10,731,142	$ 11,391,024	$ (659,882)
Net position			
Net investment in capital assets	$ 21,746,464	$ 21,069,485	$ 676,979
Restricted	361,385	206,264	155,121
Unrestricted	(11,376,707)	(9,884,725)	(1,491,982)
Total net position	$ 10,731,142	$ 11,391,024	$ (659,882)

Some of the District's fund balances translate into restricted net position 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 position category consists mainly of the General Fund unrestricted fund balances, offset against non-capital long-term obligations such as severance payable. Consequently, many Minnesota school districts have accumulated deficits in this component of net position.

Total net position decreased $659,882 during fiscal 2013. The District's net investment in capital assets increased $676,979, mainly due to capital additions financed through the use of aids, levies, and available district funds. Restricted net position increased by $155,121, primarily due to the positive operating results in the District's food service and community service operations. Unrestricted net position decreased $1,491,982, primarily due to the unrestricted fund balance decrease in the General Fund and the reduction in the District's negative net OPEB obligations asset.

LEGISLATIVE SUMMARY

The 2013 legislative session began with a projected budget deficit of $1.1 billion, later revised down to a deficit of $627 million in the February 2013 economic forecast. With the Democrats controlling the House, Senate, and Governor's office, it was anticipated that setting the state's biennial budget would be an easier task than in recent contentious legislative sessions. However, the Governor's budget proposal included a number of highly controversial recommendations, including an additional state income-tax tier for the highest wage earners and an expansion of sales tax base to a number of services. As a result, the session went as long as was constitutionally allowable, with the last bill passed at midnight on the final day of the session.

The laws passed by the 2013 Legislature included a number of significant changes to Minnesota school district financing. Included were the reestablishment of a general education tax levy, revisions and reforms to district operating referendum levies, substantial overhauls of the general education and special education funding formulas, funding for all-day kindergarten, and a simplification of school district pupil accounting. Minnesota school districts will benefit from 1.5 percent increases to the basic general education formula allowance approved for each year of the biennium. Also passed was a one-time initiative to dedicate any further surplus accrued by the state through June 30, 2013 to accelerate the state aid payment schedule for school districts, potentially reducing the lingering negative impact of legislative shifts on their cash flow.

The following is a brief summary of recent legislation that has significantly affected the funding of Minnesota school districts:

Basic General Education Revenue – The per pupil basic general education formula allowance for fiscal year (FY) 2013 was $5,224. The allowance will increase $78 to $5,302 for FY 2014. The allowance for FY 2015 increases $504 to $5,806; however, simultaneous changes to pupil weights and the general education formula structure reduce the state-wide general education revenue increase to the equivalent of an $80 formula increase under the old pupil weights and formula structure.

Pupil Unit Weights – Pupil unit weights for FY 2014 are unchanged from FY 2013, with the clarification that a kindergarten pupil receiving at least 850 hours of instruction during the school year is considered to be a full-time pupil for calculating extended-time general education revenue. Pupil weights for FY 2015 have been reduced and simplified. Weights for students in pre-kindergarten through grade 6 will be 1.0 for districts with free all-day kindergarten, with the weighting set at 0.55 for kindergarten pupils receiving less than 850 hours of instruction during the school year or in an all-day kindergarten program that charges a fee. Pupil weights will be 1.2 for students in grades 7 through 12.

Other Pupil Accounting Changes – In addition to the simplification of pupil unit weights, the following changes were made to pupil accounting:

- Beginning in FY 2014, school districts are required to have at least 165 days of instruction for students in grades 1 through 11, unless the school district has a four-day week schedule approved by the Commissioner of Education.
- Beginning in FY 2014, school districts and charter schools will no longer generate extended time revenue for students in programs designed to accelerate their grade level advancement to enable them to graduate before their peers.
- Marginal cost pupil units are eliminated beginning in FY 2015 and a new declining enrollment revenue component of general education aid is established, equal the decline in adjusted pupil units between the prior year and current year times 28 percent of the basic general education aid allowance.

Other Changes to the General Education Formula – In addition to the basic formula allowance increase, a number of other changes were made to the general education formula for FY 2015 to neutralize the impact of pupil weighting changes, including:

- An increase in the extended time allowance from $4,601 to $5,017.
- An increase in the gifted and talented revenue allowance from $12 to $13.
- An increase in the small schools allowance from $522.40 to $544, along with a decrease in the qualifying threshold from 1,000 to 960 pupil units.
- An increase in the operating capital revenue from $73 per pupil unit + $100 times the building age index to $79 per pupil unit + $109 times the building age index.
- Increases in the equity revenue allowances, from $75 to $80 for sliding scale and from $46 to $50 for flat rate.
- The elimination of the pension adjustment reduction to general education aid, with districts having below average pension adjustment guaranteed to receive a minimum of the state average gain from the elimination of the pension adjustment.

Changes to the Uses of General Education Aid – The following changes and clarifications were made regarding the allowable uses of general education aid:

- Effective FY 2014, operating capital revenue may be used for hardware, software, and annual licensing fees related to the purchase or lease of computers.
- Effective FY 2014, staff development revenue may be used for teacher evaluation costs.
- Effective FY 2014, up to 5 percent of a district's compensatory revenue may be used for programs designed to prepare children for entry into school.
- Effective FY 2015, general education revenue generated for all-day kindergarten may be used for programs to meet the needs of three and four-year-olds within the district.
- Effective FY 2015, Q-Comp revenue is rolled out of the general education formula and established as a separate categorical aid.
- Effective FY 2015, the revenue set aside for learning and development is converted from an amount based on pupil unit weights to a flat amount per ADM of $299 per kindergarten student and $459 per student in Grades 1 through 6.

Special Education Funding Reform – Beginning in FY 2016, the state funding formulas for special education will change as follows:

- ***Special Education Regular Aid*** – Special education regular aid for FY 2016 will be limited to the lesser of:
    - 62 percent of old formula special education expenditures for the prior year,
    - 50 percent of nonfederal special education expenditures for the prior year, or
    - 56 percent of the amount calculated using a new pupil driven formula based on prior year data.
- ***Special Education Excess Cost Aid*** – Special education excess cost aid for FY 2016 will be the greater of the following, calculated using prior year data:
    - 56 percent of the difference between the district's unreimbursed nonfederal special education costs and 7 percent of the district's general education revenue, or
    - 62 percent of the difference between the district's unreimbursed old formula special education costs and 2.5 percent of the district's general education revenue.

Beginning in FY 2016, special education aid will be paid directly to cooperatives and intermediate districts, rather than flowing through the resident districts. Tuition bills will be reduced by the aid paid directly to these entities.

In transitioning to the new formula, during FY 2014 and FY 2015:

- ***Special Education Regular Aid*** – The current special education regular aid formula remains in place for these two years.
- ***Special Education Cross Subsidy Reduction Aid*** – A new special education cross subsidy reduction aid will be added for these two fiscal years only. Aid for FY 2014 will equal the lesser of $20 per ADM served or 1 percent of the amount generated for the district under the new pupil-based formula, with a state-wide limit of $13 million. Aid for FY 2015 will equal the lesser of $48 per ADM served or 2.27 percent of the amount generated for the district under the new pupil-based formula, with a state-wide limit of $30 million.
- ***Special Education Excess Cost Aid*** – the calculation of special education excess cost aid for these two fiscal years will use prior year data and will exclude special education tuition receipts and expenditures. The calculations will take into account special education cross subsidy aid and general education aid attributable to students served outside of the regular classroom more than 60 percent of the time.

Beginning in FY 2015, special education tuition billing is changed so that the resident district is responsible for 90 percent of unfunded costs (vs. 100 percent currently) and the serving district or charter school is responsible for 10 percent of unfunded costs for open-enrolled students. This does not apply to students placed by tuition agreement, or served by a charter school with at least 70 percent special education students.

General Education Levy Reform – The following changes were made to various elements of the general education tax levy effective FY 2015:

- A uniform general education levy is reestablished, known as the "student achievement levy." All districts may levy up to the student achievement rate, which is set to raise $20 million state-wide in FY 2015. Districts that levy less than the maximum permitted rate will be subject to a proportionate reduction in its general education aid.
- The equalization factor for operating capital is increased to offset the impact of the student achievement levy.
- Operating referendum revenue is converted from an amount based on resident marginal cost pupil units to an amount based on adjusted pupil units (APUs), due to the elimination of marginal cost pupil units. The separate alternative attendance adjustment is eliminated and rolled into the allowance per APU. The allowance per APU will be set so the total revenue prior to applicable caps is the same as under the old law.
- Districts are allowed to convert up to $300 per APU of existing operating referendum revenue from voter approved to board approved. Districts with approved operating referendums of less than $300 per APU are permitted to authorize additional referendum revenue up to the $300 per APU limit. Operating referenda will be equalized based on a new, three-tiered formula.
- A new "location equity levy" is established, providing school districts with any land area in the seven-county metro area with authority for a location equity levy of $424 per APU. Districts with adjusted ADM of greater than 2,000 that do not qualify as metro districts are eligible for a location equity levy of $212 per APU. Both levies are equalized at $510,000. Districts may opt out of location equity revenue by a board vote taken by September 1 of the fiscal year preceding the fiscal year when the revenue takes effect (e.g. September 2013 for FY 2015 revenue).

Career and Technical Levy – Beginning in FY 2014, this levy is converted to an equalized aid and levy, with an equalization factor of $7,612. The state-wide limit for career and technical revenue is increased 34 percent to $20,657,000 for FY 2014. Revenue for FY 2014 will continue to be based on the current formula, with the proration factor adjusted to hit the state-wide revenue target. Beginning in 2015, the state-wide revenue limit expires, and funding will be based on 35 percent of approved program expenditures.

Safe Schools Levy – Beginning in FY 2015, the safe schools levy increases from $30 to $36 per pupil unit, with $4 of the increase representing new revenue and $2 to adjust for the changes to pupil weightings. The use of this levy is expanded to include facility security enhancements, efforts to improve school climate, and mental health services.

Achievement and Integration Revenue – Beginning in FY 2014, integration revenue is replaced with achievement and integration revenue. Revenue for FY 2014 consists of two components, initial revenue and incentive revenue. Initial revenue equals $350 per APU times a minority concentration factor, plus 66 percent of the difference between FY 2013 integration revenue and FY 2014 revenue computed using the new rate. Incentive revenue equals $10 per APU. Total achievement and integration revenue will be split between aid and levy.

Districts will be required to use at least 80 percent of achievement and integration revenue for innovative and integrated learning environments. Up to 20 percent of this revenue may be used for professional development. Administration expenditures may not exceed 10 percent of revenue. The MDE will keep 0.3 percent of each district's initial revenue for oversight costs.

Schools Lunch Aid – The state reimbursement rate for each school lunch served increases from 12 cents to 12.5 cents, effective July 1, 2013.

Early Learning Scholarships – Early learning program scholarships of up to $5,000 per year per child are available for families with a child age three or four on September 1st of the current year that have income equal to or less than 185 percent of the federal poverty level. Any sibling ages zero to five have access to a scholarship to attend the same program. Parents under the age of 21 pursuing a high school degree may be eligible for a scholarship for a child age 0 to 5.

Fund Transfers – For FY 2013 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. For FY 2014 and FY 2015 only, this authorization was modified to also prohibit transfers from the reserved account for staff development.

State Aid Payment Deferral – State aids normally paid on a 90–10 schedule have been paid on a deferred payment schedule since FY 2009 for both school districts and charter schools. Originally set to a 60–40 payment schedule for FY 2012, a series of operating surpluses have enabled the state to accelerate the aid payment schedule to 86.4–13.6 as of June 30, 2013. The Legislature created a one-time mechanism to use any state surplus that accumulates by June 30, 2013 to further repay school district aid payment shifts.

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 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.

ACCOUNTING AND AUDITING UPDATES

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 Statement 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 Statement Nos. 25 and 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 Statement 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 Statement Nos. 27 and 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.

GASB Statement No. 69 – Government Combinations and Disposals of Government Operations

This statement provides accounting and financial reporting guidance, including disclosure requirements, for government combinations and disposals of government operations. Government combinations include mergers, acquisitions, and transfers of operations. Included within the scope of this statement are combinations of governmental entities or combinations of governmental entities, with nongovernmental entities (such as a nonprofit entity) as long as the new or continuing organization is a government. This statement does not apply to combinations in which a government acquires an organization that continues to exist as a separate entity, or acquires an equity interest in an organization that remains legally separate from the acquiring government. A disposal of operations occurs when a government either transfers or sells specific operations. The provisions of this statement are effective for financial statements for periods beginning after December 15, 2013. Earlier application is encouraged.

Changes to Federal Grant Audit Requirements

The U.S. Office of Management and Budget (OMB) has issued *Proposed OMB Uniform Guidance: Cost Principles, Audit, and Administrative Requirements for Federal Awards*, which proposes broad revisions to OMB Circular A-133 and other key grant reforms. The proposed guidance includes a number of significant changes to the federal Single Audit process, including; an increase in dollar threshold for requiring a Single Audit, changes to the process for determining major programs, a reduction in the percentage of expenditures required to be covered by a Single Audit, revised criteria for determining low-risk auditees, a reduction in the types of compliance requirements to be tested, and an increase in the threshold for reporting questioned costs. The proposed guidance would also consolidate OMB circulars and cost principles; and change certain federal requirements related to indirect costs, time and effort reporting, and grant administration.