

Management Report

for

Independent School District No. 833
South Washington County Schools
Cottage Grove, Minnesota

June 30, 2022

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To the School Board and Management of
Independent School District No. 833
Cottage Grove, Minnesota

We have prepared this management report in conjunction with our audit of Independent School District No. 833's (the District) financial statements for the year ended June 30, 2022. 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

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 District's financial reporting process comments resulting from our audit 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
December 21, 2022

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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 AND *GOVERNMENT AUDITING STANDARDS*

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, 2022. Professional standards require that we provide you with information about our responsibilities under auditing standards generally accepted in the United States of America and *Government Auditing Standards*, 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.

The District is subject to a Single Audit of its federal awards expenditures for the year ended June 30, 2022, which is required to be performed in accordance with Title 2 U.S. Code of Federal Regulations, Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). It was originally planned that the Single Audit would be completed and issued, along with the District's financial statement audit by December 31, 2022. Due to the significant increase in pandemic-related federal funding received by Minnesota school districts this year, the Minnesota Department of Education (MDE) has extended the due date for Single Audits to coincide with the federal deadline of March 31, 2023. The District plans to issue its audited Schedule of Federal Awards Expenditures and related reports separately by this deadline.

AUDIT OPINION AND FINDINGS

Based on our audit of the District's financial statements for the year ended June 30, 2022:

- We have issued an unmodified opinion on the District's basic financial statements. Our report included a paragraph emphasizing the District's implementation of Governmental Accounting Standards Board (GASB) Statement No. 87, *Leases*, during the year. Our opinion was not modified with respect to this matter.
- We reported no deficiencies in the District's internal control over financial reporting that we considered to be material weaknesses. It should be understood that internal controls are never perfected, and those controls, which protect the District's funds from such things as fraud and accounting errors, need to be continually reviewed by management and modified as necessary.
- The results of our testing disclosed no instances of noncompliance required to be reported under *Government Auditing Standards*.
- We reported one finding based on our testing of the District's compliance with Minnesota laws and regulations.
 1. For one of five bids tested, the approved contract did not contain required subcontractor language or the responsible contractor language, as mandated by state statute, which is further described in the Schedule of Findings and Questioned Costs as finding 2022-001.

SIGNIFICANT ACCOUNTING POLICIES

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the District are described in Note 1 of the notes to basic financial statements. No new accounting policies were adopted and the application of existing policies was not changed during the fiscal year ended June 30, 2022. However, the District implemented the following governmental accounting standard during the year:

As described in Note 1 of the notes to the basic financial statements, the District implemented GASB Statement No. 87, *Leases*, during fiscal year ended June 30, 2022. As described in Note 1 of the basic financial statements, this standard changed the way lease transactions are reported by the District, but did not result in a restatement of net position in the current year.

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 fiscal year is not finalized until after the District has closed its financial records. General education revenue and certain other revenues are computed using preliminary information on the number of students served in the resident district and also utilizing some estimates, particularly in the area of enrollment options.

Special education state aid includes an adjustment related to tuition billings to and from other school districts for special education services, which are computed using formulas derived by the MDE. Because of the timing of the calculations, this adjustment for the current fiscal year is not finalized until after the District has closed its financial records. 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 activity for other post-employment benefits (OPEB) and pension benefits. These obligations are calculated using actuarial methodologies, primarily described in GASB Statement Nos. 68, 73, 74, and 75. These actuarial calculations include significant assumptions, including projected changes, healthcare insurance costs, investment returns, retirement ages, proportionate share, 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 to develop the estimates discussed on the previous page in determining that they are reasonable in relation to the financial statements taken as a whole.

Certain financial statement disclosures are particularly sensitive because of their significance to financial statement users. The disclosures included in the notes to the basic financial statements related to OPEB and pension benefits are particularly sensitive, due to the materiality of the liabilities, and the large and complex estimates involved in determining the disclosures.

The financial statement disclosures are neutral, consistent, and clear.

DIFFICULTIES ENCOUNTERED IN PERFORMING THE AUDIT

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

CORRECTED AND UNCORRECTED MISSTATEMENTS

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are clearly trivial, and communicate them to the appropriate level of management. There were no misstatements detected as a result of audit procedures that were material, either individually or in the aggregate, to each opinion unit's financial statements taken as a whole.

DISAGREEMENTS WITH MANAGEMENT

For purposes of this letter, a disagreement with management is 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 REPRESENTATIONS

We have requested certain representations from management that are included in the management representation letter dated December 21, 2022.

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.

OTHER MATTERS

We applied certain limited procedures to the management's discussion and analysis and the pension and OPEB-related required supplementary information (RSI) that supplement the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.

We were engaged to report on the supplemental information accompanying the financial statements and the separately issued Uniform Financial Accounting and Reporting Standards Compliance Table, which are not RSI. With respect to this supplemental information, 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 to the underlying accounting records used to prepare the financial statements or to the financial statements themselves.

We were not engaged to report on the introductory section and statistical section, which accompany the financial statements, but are not RSI. Such information has not been subjected to the auditing procedures applied in the audit of the basic financial statements and, accordingly, we do not express an opinion or provide any assurance on it.

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. This section provides selected 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.

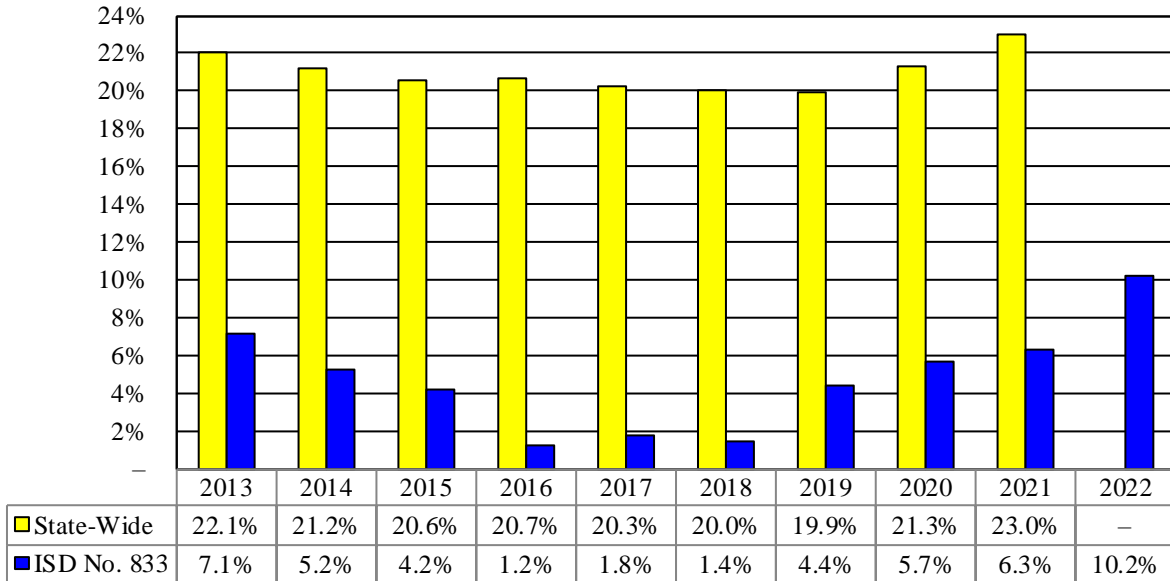
The table below presents a summary of the formula allowance for the past decade and as approved for the next fiscal year. The Legislature approved a per pupil increase of \$135 for fiscal 2023. The amount of the formula allowance and the percentage change from year-to-year excludes temporary funding changes, the “roll-in” of aids that were previously funded separately, and changes that may vary dependent on actions taken by individual districts. The \$529 increase in 2015 was offset by changes to pupil weightings and the general education aid formula that resulted in an increase equivalent to approximately \$105, or 2.00 percent, state-wide.

Fiscal Year Ended June 30,	Formula Allowance	
	Amount	Percent Increase
2013	\$ 5,224	1.00 %
2014	\$ 5,302	1.50 %
2015	\$ 5,831	2.00 %
2016	\$ 5,948	2.00 %
2017	\$ 6,067	2.00 %
2018	\$ 6,188	2.00 %
2019	\$ 6,312	2.00 %
2020	\$ 6,438	2.00 %
2021	\$ 6,567	2.00 %
2022	\$ 6,728	2.45 %
2023	\$ 6,863	2.00 %

STATE-WIDE SCHOOL DISTRICT FINANCIAL HEALTH

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

State-Wide Unrestricted Operating Fund Balance
as a Percentage of Operating Expenditures



Note: State-wide information is not available for fiscal 2022.

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

The average unrestricted fund balance as a percentage of operating expenditures maintained by Minnesota school districts decreased gradually from 22.1 percent at the end of fiscal 2013 to 19.9 percent at the end of fiscal 2019, a period of relative stability in the state’s economic condition and school funding. This ratio began rising again during the fiscal years impacted by the COVID-19 pandemic increasing to 23.0 percent at the end of fiscal 2021.

The District’s unrestricted operating fund balance as a percentage of operating expenditures was 10.2 percent at the end of the current year, as compared to 6.3 percent at June 30, 2021.

Having an appropriate fund balance is an important factor in assessing the District’s financial health because a government, like any organization, requires a certain amount of equity to operate. It is important to review fund balance levels on an ongoing basis to ensure a sufficient equity reserve is available to support programs and cash flow of the District.

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

Governmental Funds Revenue per Student (ADM) Served								
	State-Wide		Metro Area		ISD No. 833 – South Washington			
	2020	2021	2020	2021	2020	2021	2022	
General Fund								
Property taxes	\$ 2,345	\$ 2,576	\$ 3,100	\$ 3,411	\$ 3,103	\$ 3,400	\$ 3,518	
Other local sources	538	438	417	323	246	178	267	
State	10,144	10,514	10,127	10,517	9,699	10,069	10,252	
Federal	480	992	499	956	276	566	553	
Total General Fund	13,507	14,520	14,143	15,207	13,324	14,213	14,590	
Special revenue funds								
Food Service	554	576	539	568	409	336	709	
Community Service	632	612	732	684	705	520	730	
Debt Service Fund	1,322	1,512	1,385	1,549	1,660	1,650	1,724	
Total revenue	\$ 16,015	\$ 17,220	\$ 16,799	\$ 18,008	\$ 16,098	\$ 16,719	\$ 17,753	
ADM served per MDE School District Profiles Report (current year estimated)					<u>18,801</u>	<u>18,550</u>	<u>18,626</u>	
Note: Excludes the Capital Projects – Building Construction and Post-Employment Benefits Debt Service Funds.								
Source of state-wide and metro area data: School District Profiles Report published by the MDE								

ADM used in the table above and on the next page are based on enrollments consistent with those used in the MDE School District Profiles Report, which include extended time ADM, and may differ from ADM reported in other tables. Changes in enrollment also impact comparisons in the table above and on the next page when revenue and expenditures are based on fixed costs, such as debt levies and principal and interest on outstanding indebtedness.

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 \$330,670,863 in the governmental funds reflected above in fiscal 2022, an increase of \$20,538,872 (6.6 percent) over the prior year. Total revenue per ADM served increased by \$1,034 per student. Total General Fund revenue increased \$377 per ADM in the current year. The increase in the basic formula allowance, as discussed earlier, along with an increase in special education, contributed to the overall revenue growth. The District also approved an increase in the General Fund property tax levies, which contributed to the increase in total revenues in the General Fund. Programing changes, with easing restrictions and more students returning to the classroom, contributed to the per student revenue increases in other local sources in the General Fund and in total revenue for the Food Service and Community Service Special Revenue Funds. Debt Service Fund revenues were up in the current year, as anticipated with debt financing plans approved in recent years.

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

Governmental Funds Expenditures per Student (ADM) Served							
	State-Wide		Metro Area		ISD No. 833 – South Washington		
	2020	2021	2020	2021	2020	2021	2022
General Fund							
Administration and district support	\$ 1,093	\$ 1,184	\$ 1,100	\$ 1,205	\$ 906	\$ 1,017	\$ 1,019
Elementary and secondary regular instruction	5,881	6,198	6,231	6,527	6,038	6,261	6,219
Vocational education instruction	186	197	171	179	122	115	115
Special education instruction	2,481	2,626	2,626	2,792	2,445	2,600	2,700
Community service	–	–	–	–	11	14	8
Instructional support services	683	812	787	917	612	722	634
Pupil support services	1,203	1,228	1,316	1,285	1,359	1,389	1,445
Sites, buildings, and other	952	1,083	910	1,052	1,384	1,719	1,818
Total General Fund – noncapital	<u>12,479</u>	<u>13,328</u>	<u>13,141</u>	<u>13,957</u>	<u>12,877</u>	<u>13,837</u>	<u>13,958</u>
General Fund capital expenditures	748	793	717	815	407	398	166
Total General Fund	<u>13,227</u>	<u>14,121</u>	<u>13,858</u>	<u>14,772</u>	<u>13,284</u>	<u>14,235</u>	<u>14,124</u>
Special revenue funds							
Food Service	556	532	548	522	432	322	606
Community Service	661	610	774	682	736	556	687
Debt Service Fund	<u>1,360</u>	<u>1,576</u>	<u>1,379</u>	<u>1,609</u>	<u>1,606</u>	<u>1,680</u>	<u>1,737</u>
Total expenditures	<u>\$ 15,804</u>	<u>\$ 16,839</u>	<u>\$ 16,559</u>	<u>\$ 17,585</u>	<u>\$ 16,058</u>	<u>\$ 16,793</u>	<u>\$ 17,154</u>
ADM served per MDE School District Profiles Report (current year estimated)					<u>18,801</u>	<u>18,550</u>	<u>18,626</u>
Note: Excludes the Capital Projects – Building Construction and Post-Employment Benefits Debt Service Funds.							
Source of state-wide and metro area data: School District Profiles Report published by the MDE							

Expenditure patterns also vary from district to district for various reasons. Factors affecting the comparison include the growth cycle or maturity of the District, average employee experience, availability of funding, population density, and even methods of allocating costs. The differences from program to program reflect the District’s particular character, such as its community service programs, and the fluctuations from year-to-year for things such as capital expenditures.

The District spent \$319,473,195 in the governmental funds reflected above in fiscal 2022, an increase of \$7,956,786 (2.6 percent) over the prior year. On a per-student basis, this represents an increase of \$361. Expenditure increases in the General Fund were primarily in special education instruction and purchased services in sites and buildings. The Food Service and Community Service Special Revenue Funds reported an increase in per student spending, with the return of students to the classroom and easing restrictions on group activities. Debt Service Fund spending increased, as approved with individual bond financing plans.

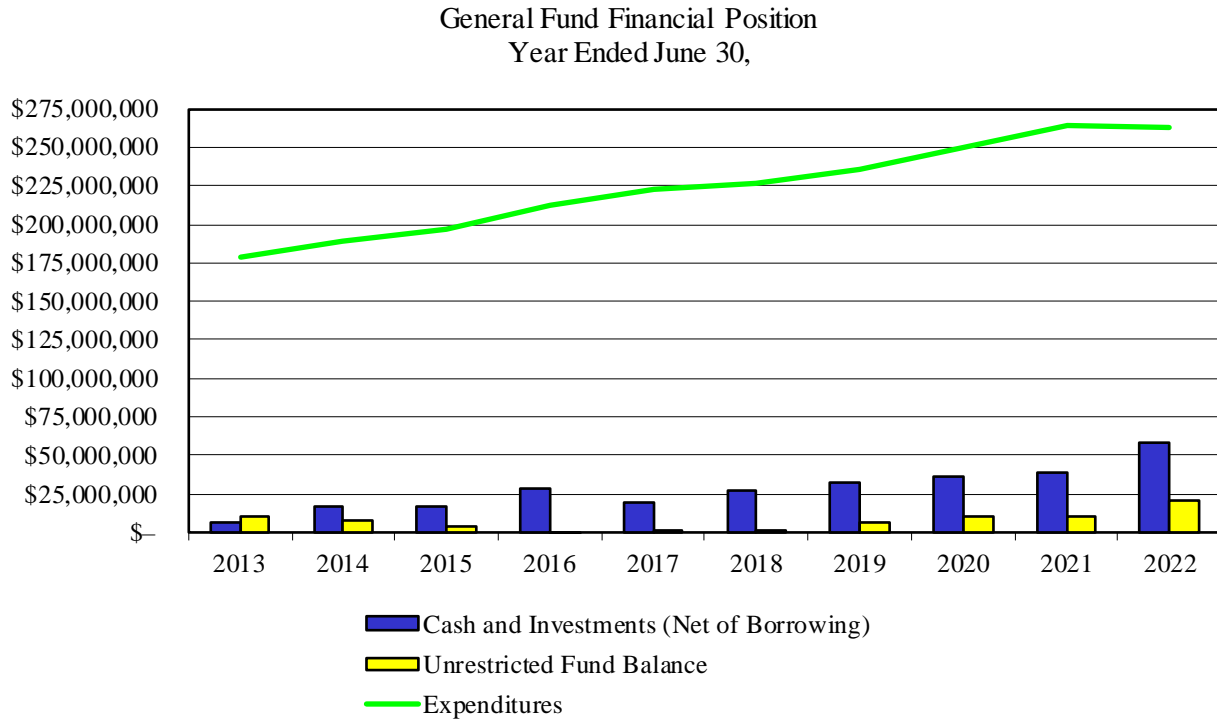
SUMMARY

The COVID-19 pandemic caused numerous financial and operational challenges for districts in recent years; creating instability in student populations, requiring numerous shifts in the delivery of educational services, and resulting in substantial new and unfamiliar federal revenue streams, to name a few. District school boards, administrators, and employees continue to face many challenges, as districts strive to provide a safe and effective learning experience for their students in this uncertain and unprecedented environment.

FINANCIAL TRENDS OF YOUR DISTRICT

GENERAL FUND FINANCIAL POSITION

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



The District ended fiscal year 2022 with a General Fund cash balance of \$57,896,331 (net of interfund borrowing), an increase of \$18,833,439 from the prior year. The unrestricted fund balance in the General Fund at year-end was \$19,942,450 (excluding restricted fund balance deficits), an increase of \$9,550,968.

Total fund balance of the General Fund increased by \$9,468,622, compared to a fund balance increase of \$804,798, approved in the final budget.

The change in financial position of the General Fund, along with modifications in the metering of state aid payments to school districts and in the tax shift, as legislatively-approved, has significantly impacted cash and investment balances in the years presented in the graph above.

GENERAL FUND COMPONENTS OF FUND BALANCE

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

	June 30,				
	2018	2019	2020	2021	2022
Nonspendable fund balances	\$ 1,396,426	\$ 1,952,300	\$ 1,791,502	\$ 4,015,380	\$ 3,549,624
Restricted fund balances (1)	5,721,348	7,209,146	4,020,978	3,458,155	3,841,565
Unrestricted fund balances					
Committed	2,698,868	2,384,590	2,557,546	2,379,759	3,006,324
Assigned	-	1,147,687	6,819,346	-	-
Unassigned	(1,404,393)	3,274,893	823,865	8,011,723	16,936,126
Total fund balance	\$ 8,412,249	\$ 15,968,616	\$ 16,013,237	\$ 17,865,017	\$ 27,333,639
Unrestricted fund balances as a percentage of total expenditures	<u>0.6%</u>	<u>2.9%</u>	<u>4.1%</u>	<u>3.9%</u>	<u>7.6%</u>
Unassigned fund balances as a percentage of total expenditures	<u>(0.6%)</u>	<u>1.4%</u>	<u>0.3%</u>	<u>3.0%</u>	<u>6.4%</u>
(1) Includes deficits in restricted fund balance accounts allowed to accumulate deficits under UFARS, which are part of unassigned fund balance on the accounting principles generally accepted in the United States of America-based financial statements.					

The table above reflects unrestricted and unassigned balances as a percentage of total General Fund expenditures, which differs from those used in the previous discussion of state-wide fund balances and are based on a state formula. 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.

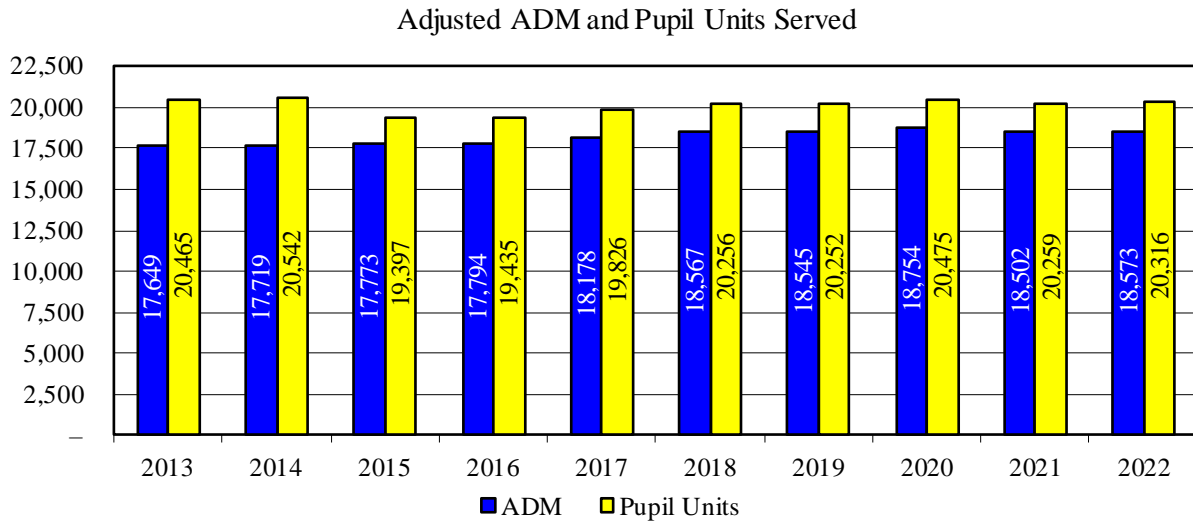
At June 30, 2022, the unrestricted fund balance in the General Fund calculated to 7.6 percent of total expenditures, as presented in the table above, or just under 4 weeks of operations assuming level spending throughout the year.

The School Board-approved fund balance policy states that the District will endeavor to reach an unrestricted fund balance of 16.6 percent of the General Fund unrestricted operating expenditure budget by the end of fiscal year 2026. As of June 30, 2022 the unrestricted fund balance was 10.2 percent, as calculated in accordance with the District's policy.

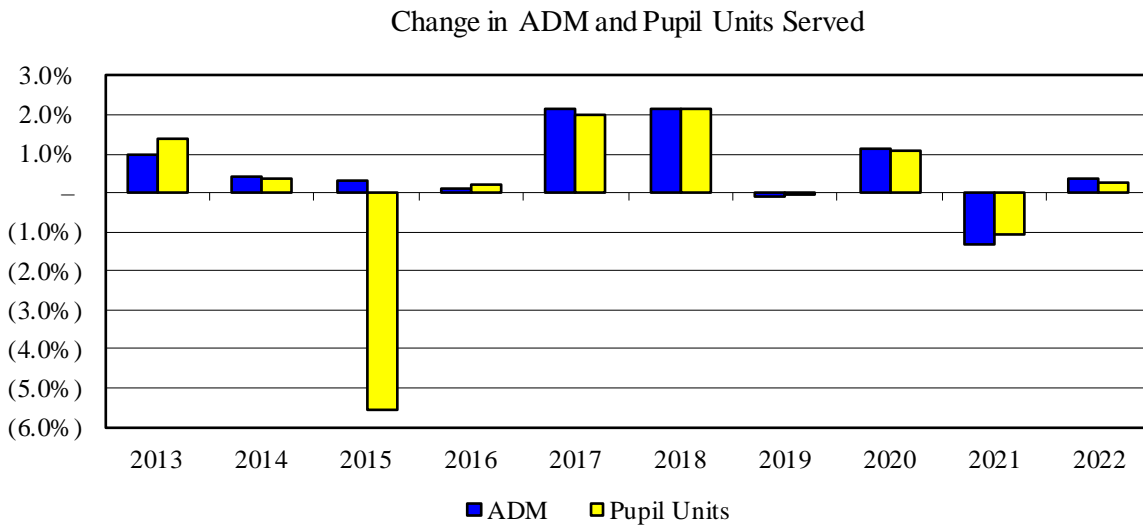
Through legislative changes in funding, public school districts have become extremely dependent on state revenues to finance operations. Considering the demands placed on the state's limited resources, we believe it is particularly important to maintain an adequate level of fund balance. We want to emphasize the importance of maintaining an adequate fund balance and the importance of reviewing these fund balance levels on a continuing basis.

AVERAGE DAILY MEMBERSHIP AND PUPIL UNITS

The following graph presents the District's adjusted ADM and resulting pupil units for the past 10 years:



The following graph shows the rate of change in ADM served by the District from year-to-year, along with the change in the resulting pupil units:



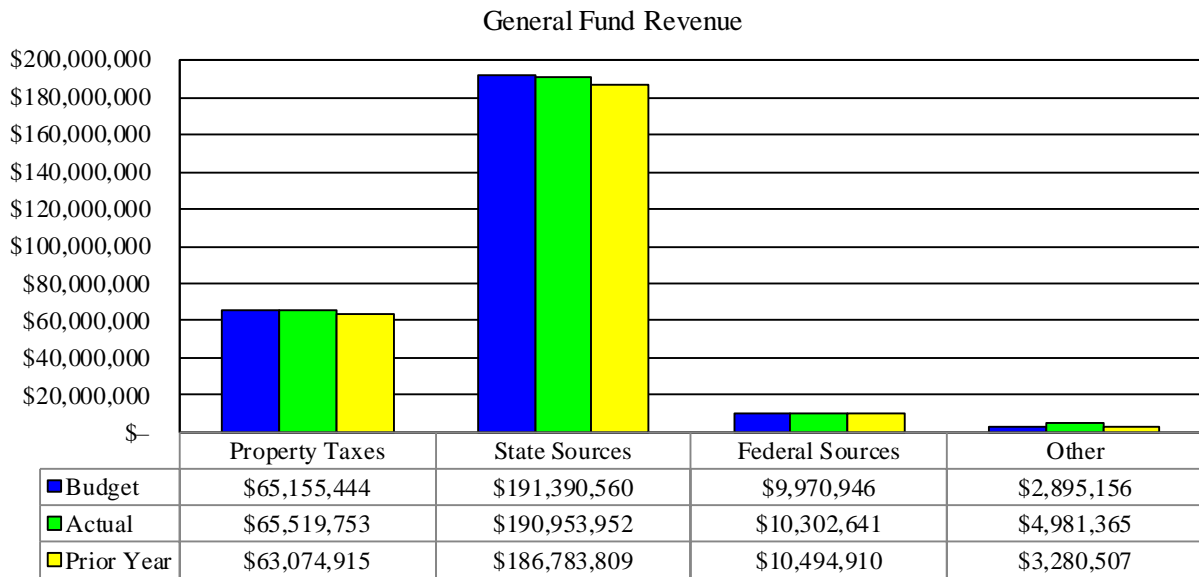
The change in pupil units for 2015 includes the effect of legislative reductions to pupil units.

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

The District served an estimated adjusted ADM of 18,573 in 2022, an increase of 71 ADM (0.4 percent) from the prior year. The resulting pupil units served by the District increased by 57 to 20,316.

GENERAL FUND REVENUES

The following graph presents the District's General Fund revenues for 2022:



For 2022, revenues of \$271,757,711 were over budget by \$2,345,605, or 0.9 percent, and were \$8,123,570, or 3.1 percent, more than the prior year.

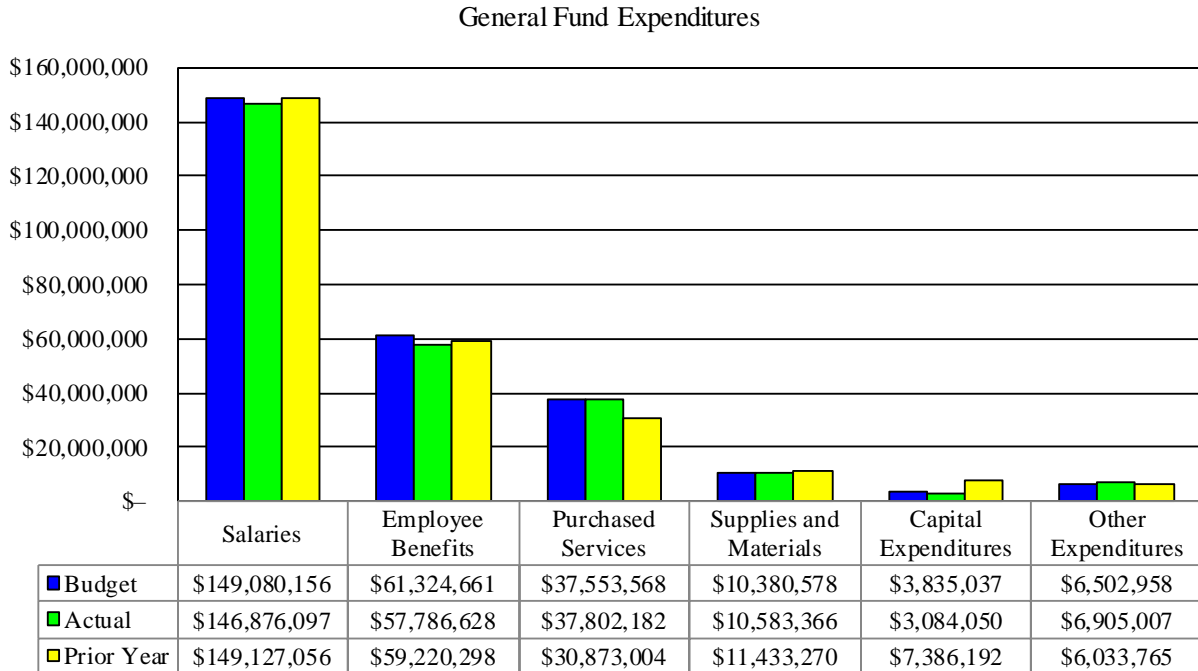
As noted above, revenues were close to budget. State sources were \$436,608 under budget, which was within 0.2 percent of the budget for this revenue source. Favorable variances in remaining sources with conservative budgeting, more than offset the shortfall in state revenues.

Revenues were up in property taxes, state sources, and other local sources. Property taxes were up, with an increase in the approved levy, as projected in the budget. Funding improvements in the basic formula allowance and additional special education funding contributed to the increase in state sources. Revenue from other sources was up, mainly due to increased fees and other local receipts with easing pandemic-related restrictions.

The graph above reflects the concentration of state sources (70.3 percent), followed by property taxes (24.1 percent) received to finance General Fund operations.

GENERAL FUND EXPENDITURES

The following graph summarizes the District's General Fund expenditures for 2022:



In 2022, expenditures of \$263,037,330 were \$5,639,628, or 2.1 percent, under the final budget, and were \$1,036,255, or 0.4 percent, less than the prior year.

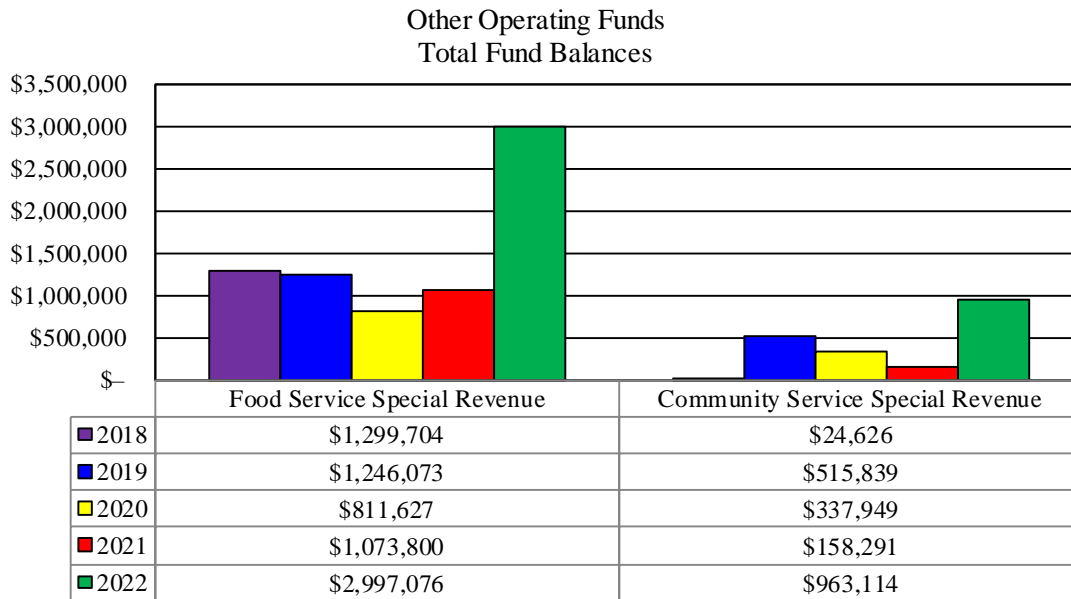
Salaries and benefits, which account for approximately 77.8 percent of General Fund expenditures, decreased by \$3,684,629, or 1.8 percent, from the prior year. This decrease was due to attrition and open positions throughout the year. Salaries and benefits were \$5,742,092 under budget, or 2.7 percent, with the largest underspending in elementary and secondary regular instruction and special education instruction.

Purchased services were up \$6,929,178 in the current year, primarily in the programs for elementary and secondary regular instruction, special education instruction, and in sites and buildings. Difficulty in filling open positions and programing changes impacted the spending for purchased services in the current year.

Capital expenditures were down \$4,302,142, which was largely due to the timing of projects in the sites and building program.

OTHER FUNDS OF THE DISTRICT

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



Food Service Special Revenue Fund

The District's Food Service Special Revenue Fund equity increased \$1,923,276 from the prior year, compared to an anticipated increase of \$1,019,888. Revenues were \$647,980 over budget and expenditures were \$255,408 under budget, respectively. Changes in programming and how meals are financed have further complicated the projection of operating results in recent years. The Food Service Special Revenue Fund had a year-end fund balance of \$2,997,076, representing 26.5 percent of annual expenditures totaling \$11,289,462.

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

Community Service Special Revenue Fund

The District's Community Service Special Revenue Fund reported an increase in fund balance of \$804,823 over the prior year, compared to a budgeted increase of \$446,406. Revenues were \$563,559 over budget, while expenditures were over budget by \$205,142. Program participation and related program expenditures surpassed budget projections with easing pandemic restrictions in the current year. The Community Service Special Revenue Fund had a year-end fund balance of \$963,114, representing 7.5 percent of annual expenditures.

Year-end equity of the Community Service Special Revenue Fund is further divided through restricted fund balance components operating in this fund. While total equity is positive, the categories restricted for early childhood family education programs, school readiness, and community service are negative, as of June 30, 2022. While deficit balances are permitted for these restricted categories, we recommend the District review the programs to determine the best way to finance these operations if future revenue streams are insufficient to eliminate year-end deficits.

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

Capital Projects – Building Construction Fund

The Capital Projects – Building Construction Fund ended the year with a fund balance increase of \$18,121,258, compared to an increase of \$19,749,974 anticipated in the budget. At year-end, \$36,899,248 of fund balance remains restricted for future capital project needs of the District. The issuance of facilities maintenance bonds for district projects increased current year fund balance.

Debt Service Fund

The funding of debt service is controlled in accordance with each outstanding debt issue’s financing plan. It is important to remember that resources of the Debt Service Fund are restricted to the payment of outstanding debt obligations of the District. As of June 30, 2022, the District has \$6,718,407 available for debt service. The District issued bonds in the current year to refund outstanding debt to reduce future debt levies.

Proprietary Fund – Internal Service Funds

The District uses the internal service funds to account for the activity of certain retirement benefit obligations. The following table presents the activity reported for the past three fiscal years for the internal service funds:

	June 30,		
	2020	2021	2022
Operating revenue			
Contributions from governmental funds	\$ –	\$ –	\$ –
Operating expenses			
Post-employment severance and pension benefits	805,210	303,874	529,679
Operating income (loss)	(805,210)	(303,874)	(529,679)
Nonoperating revenue			
Investment earnings	71,503	2,206	7,378
Change in net position	(733,707)	(301,668)	(522,301)
Net position			
Beginning of year	1,186,527	452,820	151,152
End of year	<u>\$ 452,820</u>	<u>\$ 151,152</u>	<u>\$ (371,149)</u>

Other Post-Employment Benefits (OPEB) Trust Fund

The District has established the OPEB Trust Fund to account for an irrevocable trust account established to finance the District’s liability for post-employment healthcare benefits. At year-end, trust net position of \$3,125,163 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,		Change
	2022	2021	
Net position – governmental activities			
Total fund balances – governmental funds	\$ 74,911,484	\$ 43,787,803	\$ 31,123,681
Total capital assets, net of depreciation	475,096,203	464,832,947	10,263,256
PERA and TRA pension adjustments	(215,084,667)	(224,101,319)	9,016,652
OPEB adjustments	(17,368,645)	(17,506,730)	138,085
Other long-term debt	(351,706,624)	(339,017,111)	(12,689,513)
Other adjustments	(4,390,275)	(3,833,966)	(556,309)
Total net position – governmental activities	<u>\$ (38,542,524)</u>	<u>\$ (75,838,376)</u>	<u>\$ 37,295,852</u>
Net position			
Net investment in capital assets	\$ 162,606,035	\$ 147,166,352	\$ 15,439,683
Restricted	14,238,103	9,195,650	5,042,453
Unrestricted	<u>(215,386,662)</u>	<u>(232,200,378)</u>	<u>16,813,716</u>
Total net position	<u>\$ (38,542,524)</u>	<u>\$ (75,838,376)</u>	<u>\$ 37,295,852</u>

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 noncapital long-term obligations, such as compensated absences, severance benefits, pension liabilities, and net OPEB liabilities.

Total net position increased by \$37,295,852 during fiscal 2022. The District's net investment in capital assets increased \$15,439,683 this year. The change in this category of net position typically depends on the relationship of the rate at which the District is adding additional capital assets, the rate capital assets are being depreciated, and how that relates to the rate at which the District is repaying the debt issued to purchase or construct those assets. The increases the District has seen in recent years have also been impacted by facility-related levies, which have allowed the District to undertake improvement projects without additional debt.

The restricted portion of the District's net position increased, primarily in amounts restricted for capital asset acquisition, debt service, food service, community service, and for other state funding restrictions. The change in unrestricted net position includes changes in the District's proportionate share of the Public Employees Retirement Association (PERA) and the Teachers Retirement Association (TRA) pension plan liabilities and related deferments. The financial operations of the General Fund and internal service funds, as previously discussed, also contributed to the change in unrestricted net position.

ACCOUNTING AND AUDITING UPDATES

The following is a summary of Governmental Accounting Standards Board (GASB) standards expected to be implemented in the next few years. Due to the COVID-19 pandemic, the GASB has delayed the original implementation dates of these and other standards as described below.

GASB STATEMENT NO. 96, *SUBSCRIPTION-BASED INFORMATION TECHNOLOGY ARRANGEMENTS*

This statement provides guidance on the accounting and financial reporting for subscription-based information technology arrangements (SBITAs) for government end users (governments). This statement (1) defines a SBITA; (2) establishes that a SBITA results in a right-to-use subscription asset—an intangible asset—and a corresponding subscription liability; (3) provides the capitalization criteria for outlays other than subscription payments, including implementation costs of a SBITA; and (4) requires note disclosures regarding a SBITA. To the extent relevant, the standards for SBITAs are based on the standards established in Statement No. 87, *Leases*, as amended.

A SBITA is defined as a contract that conveys control of the right to use another party's (a SBITA vendor's) information technology (IT) software, alone or in combination with tangible capital assets (the underlying IT assets), as specified in the contract for a period of time in an exchange or exchange-like transaction. Under this statement, a government generally should recognize a right-to-use subscription asset—an intangible asset—and a corresponding subscription liability.

This statement provides an exception for short-term SBITAs with a maximum possible term under the SBITA contract of 12 months, including any options to extend, regardless of their probability of being exercised. Subscription payments for short-term SBITAs should be recognized as outflows of resources.

This statement requires a government to disclose descriptive information about its SBITAs other than short-term SBITAs, such as the amount of the subscription asset, accumulated amortization, other payments not included in the measurement of a subscription liability, principal and interest requirements for the subscription liability, and other essential information.

The requirements of this statement are effective for fiscal years beginning after June 15, 2022, and all reporting periods thereafter.

GASB STATEMENT NO. 99, *OMNIBUS 2022*

The objectives of this statement are to enhance comparability in accounting and financial reporting and to improve the consistency of authoritative literature by addressing (1) practice issues that have been identified during implementation and application of certain GASB Statements and (2) accounting and financial reporting for financial guarantees. The practice issues addressed by this statement are as follows:

- Classification and reporting of derivative instruments within the scope of Statement No. 53, *Accounting and Financial Reporting for Derivative Instruments*, that do not meet the definition of either an investment derivative instrument or a hedging derivative instrument.
- Clarification of provisions in Statement No. 87, *Leases*, as amended, related to the determination of the lease term, classification of a lease as a short-term lease, recognition and measurement of a lease liability and a lease asset, and identification of lease incentives.
- Clarification of provisions in Statement No. 94, *Public-Private and Public-Public Partnerships and Availability Payment Arrangements*, related to (a) the determination of the public-private and public-public partnership (PPP) term and (b) recognition and measurement of installment payments and the transfer of the underlying PPP asset.

- Clarification of provisions in Statement No. 96, *Subscription-Based Information Technology Arrangements*, related to the subscription-based information technology arrangement (SBITA) term, classification of a SBITA as a short-term SBITA, and recognition and measurement of a subscription liability.
- Extension of the period during which the London Interbank Offered Rate (LIBOR) is considered an appropriate benchmark interest rate for the qualitative evaluation of the effectiveness of an interest rate swap that hedges the interest rate risk of taxable debt.
- Accounting for the distribution of benefits as part of the Supplemental Nutrition Assistance Program (SNAP).
- Disclosures related to nonmonetary transactions.
- Pledges of future revenues when resources are not received by the pledging government.
- Clarification of provisions in Statement No. 34, *Basic Financial Statements—and Management’s Discussion and Analysis—for State and Local Governments*, as amended, related to the focus of the government-wide financial statements.
- Terminology updates related to certain provisions of Statement No. 63, *Financial Reporting of Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position*.
- Terminology used in Statement No. 53, *Accounting and Financial Reporting for Derivative Instruments*, to refer to resource flows statements.

The requirements of this statement that are effective are as follows:

- The requirements related to extension of the use of LIBOR, accounting for SNAP distributions, disclosures of nonmonetary transactions, pledges of future revenues by pledging governments, clarification of certain provisions in Statement No. 34, as amended, and terminology updates related to Statement No. 53 and Statement No. 63 are effective upon issuance.
- The requirements related to leases, PPPs, and SBITAs are effective for fiscal years beginning after June 15, 2022, and all reporting periods thereafter.
- The requirements related to financial guarantees and the classification and reporting of derivative instruments within the scope of Statement No. 53 are effective for fiscal years beginning after June 15, 2023, and all reporting periods thereafter.

GASB STATEMENT NO. 100, ACCOUNTING CHANGES AND ERROR CORRECTIONS – AN AMENDMENT OF GASB STATEMENT NO. 62

The primary objective of this statement is to enhance accounting and financial reporting requirements for accounting changes and error corrections to provide more understandable, reliable, relevant, consistent, and comparable information for making decisions or assessing accountability.

The requirements of this statement will improve the clarity of the accounting and financial reporting requirements for accounting changes and error corrections, which will result in greater consistency in application in practice. In turn, more understandable, reliable, relevant, consistent, and comparable information will be provided to financial statement users for making decisions or assessing accountability. In addition, the display and note disclosure requirements will result in more consistent, decision useful, understandable, and comprehensive information for users about accounting changes and error corrections.

The requirements of this statement are effective for accounting changes and error corrections made in fiscal years beginning after June 15, 2023, and all reporting periods thereafter. Earlier application is encouraged.

GASB STATEMENT NO. 101, *COMPENSATED ABSENCES*

The objective of this statement is to better meet the information needs of financial statement users by updating the recognition and measurement guidance for compensated absences. That objective is achieved by aligning the recognition and measurement guidance under a unified model and by amending certain previously required disclosures.

This statement requires that liabilities for compensated absences be recognized for (1) leave that has not been used and (2) leave that has been used, but not yet paid in cash or settled through noncash means. A liability should be recognized for leave that has not been used if (a) the leave is attributable to services already rendered, (b) the leave accumulates, and (c) the leave is more likely than not to be used for time off or otherwise paid in cash or settled through noncash means. Leave is attributable to services already rendered when an employee has performed the services required to earn the leave. Leave that accumulates is carried forward from the reporting period in which it is earned to a future reporting period during which it may be used for time off or otherwise paid or settled.

This statement requires that a liability for certain types of compensated absences—including parental leave, military leave, and jury duty leave—not be recognized until the leave commences. This statement also requires that a liability for specific types of compensated absences not be recognized until the leave is used. This statement also establishes guidance for measuring a liability for leave that has not been used, generally using an employee’s pay rate as of the date of the financial statements. A liability for leave that has been used, but not yet paid or settled should be measured at the amount of the cash payment or noncash settlement to be made. Certain salary-related payments that are directly and incrementally associated with payments for leave also should be included in the measurement of the liabilities.

With respect to financial statements prepared using the current financial resources measurement focus, this statement requires that expenditures be recognized for the amount that normally would be liquidated with expendable available financial resources.

The requirements of this statement are effective for fiscal years beginning after December 15, 2023, and all reporting periods thereafter. Earlier application is encouraged.

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