

Management Report

for

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

June 30, 2024

THIS PAGE INTENTIONALLY LEFT BLANK



PRINCIPALS

Thomas A. Karnowski, CPA
Paul A. Radosevich, CPA
William J. Lauer, CPA
James H. Eichten, CPA
Aaron J. Nielsen, CPA
Victoria L. Holinka, CPA/CMA
Jaclyn M. Huegel, CPA
Kalen T. Karnowski, CPA

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, 2024. We have organized this report into the following sections:

- Audit Summary
- Financial Trends in 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 27, 2024

THIS PAGE INTENTIONALLY LEFT BLANK

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 TITLE 2 U.S. CODE OF FEDERAL REGULATIONS PART 200, *UNIFORM ADMINISTRATIVE REQUIREMENTS, COST PRINCIPLES, AND AUDIT REQUIREMENTS FOR FEDERAL AWARDS (UNIFORM GUIDANCE)*

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, 2024. Professional standards require that we provide you with information about our responsibilities under auditing standards generally accepted in the United States of America, *Government Auditing Standards*, and the Uniform Guidance, 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 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 OPINIONS AND FINDINGS

Based on our audit of the District's financial statements for the year ended June 30, 2024:

- We have issued unmodified opinions on the District's basic financial statements. Our report included a paragraph emphasizing the District's implementation of new Governmental Accounting Standards Board (GASB) authoritative literature which changed the requirements for accounting for groups of similar capital assets this 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 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 types of compliance requirements that could have a direct and material effect on each of its major federal programs.
- We reported no deficiencies in the District's internal controls over compliance that we considered to be material weaknesses with the types of compliance requirements that could have a direct and material effect on each of its major federal programs.
- We reported no findings based on our testing of the District's compliance with Minnesota laws and regulations.

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, 2024. However, the District implemented the following GASB guidance change during the year:

As described in Note 1 of the notes to basic financial statements, the District implemented new GASB guidance related to capital assets during the fiscal year ended June 30, 2024. This new guidance requires governments to capitalize groups of similar assets if significant, even when individually they are below the government's capitalization threshold. This change resulted in a restatement, which increased beginning net position in the government-wide Statement of Activities by \$4,487,100 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 Minnesota Department of Education (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/amortization 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 above and 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. Management has corrected all such misstatements. In addition, none of the misstatements detected as a result of audit procedures and corrected by management 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 27, 2024.

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 supplementary information accompanying the financial statements, and the separately issued Schedule of Expenditures of Federal Awards and the Uniform Financial Accounting and Reporting Standards Compliance Table, which are not RSI. With respect to this supplementary 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 supplementary 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.

FINANCIAL TRENDS IN PUBLIC EDUCATION IN MINNESOTA

This section provides some state-wide funding and financial trends in public education in Minnesota.

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 \$143 for fiscal 2025. 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.

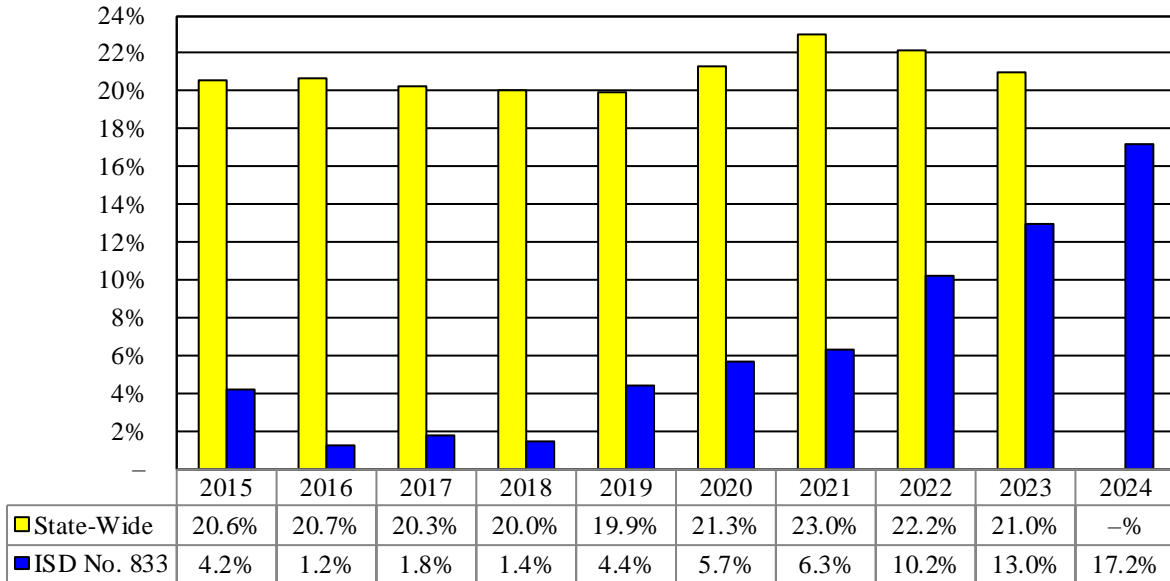
<u>Fiscal Year</u> <u>Ended June 30,</u>	Formula Allowance	
	Amount	Percent Increase
2015	\$ 5,831	2.00 %
2016	\$ 5,948	2.00 %
2017	\$ 6,067	2.00 %
2018	\$ 6,188	2.00 %
2019	\$ 6,312	2.00 %
2020	\$ 6,438	2.00 %
2021	\$ 6,567	2.00 %
2022	\$ 6,728	2.45 %
2023	\$ 6,863	2.00 %
2024	\$ 7,138	4.00 %
2025	\$ 7,281	2.00 %

For fiscal 2026 and beyond, the actual increase will be equal to the Consumer Price Index-Urban (CPI-U), with a floor of 2.00 percent and a cap of 3.00 percent. CPI-U is determined based upon the prior two fourth-quarter totals. The inclusion of inflationary increases to this formula does not prevent future legislative increases from being approved.

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 2024.

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 has been relatively stable over the last decade, ranging from 20.6 percent at the end of fiscal 2015 to 21.0 percent at the end of fiscal 2023, with a slight uptick during the fiscal years impacted by the COVID-19 pandemic.

The District's unrestricted operating fund balance as a percentage of operating expenditures was 17.2 percent at the end of the current year, as compared to 13.0 percent at June 30, 2023.

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.

GOVERNMENTAL FUNDS REVENUE

The table below shows a comparison of governmental funds 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 (when applicable). 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			
	2022	2023	2022	2023	2022	2023	2024	
General Fund								
Property taxes	\$ 2,645	\$ 2,760	\$ 3,506	\$ 3,704	\$ 3,517	\$ 3,782	\$ 4,042	
Other local sources	571	742	446	595	267	391	528	
State	10,504	10,771	10,536	10,792	10,251	10,435	11,775	
Federal	1,335	1,344	1,397	1,441	553	520	329	
Total General Fund	15,055	15,617	15,885	16,532	14,588	15,128	16,674	
Special revenue funds								
Food Service	803	676	770	649	709	605	788	
Community Service	731	795	836	919	730	784	836	
Debt Service Fund	1,508	1,579	1,537	1,595	1,724	1,769	2,061	
Total revenue	\$ 18,097	\$ 18,667	\$ 19,028	\$ 19,695	\$ 17,751	\$ 18,286	\$ 20,359	
ADM served per MDE School District Profiles Report (current year estimated)					<u>18,627</u>	<u>18,812</u>	<u>19,049</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 \$387,811,822 in the governmental funds reflected above in fiscal 2024, an increase of \$43,806,633 (12.7 percent) over the prior year. Total revenue per ADM served increased by \$2,073 per student. The increase was spread across most sources presented in the above table. General Fund spending was up \$1,546 per student. Property taxes were up as approved through the annual tax levy process. Other local sources increased over the prior year, largely due to more investment earnings. State sources were up with growth in the basic formula allowance, along with added funding for basic skills and special education programming. Federal revenues in the General Fund were down with the final spending and the end of several COVID-19 pandemic-related entitlements. Food service revenues were up with state legislative changes effective in the current year to provide free meals for all students. Increased programming and participation contributed to the additional funding in the Community Service Special Revenue Fund. Debt Service Fund revenue per capita was up in the current year, due to an increase in property taxes, investment earnings, and state aid to support financing of debt service.

GOVERNMENTAL FUNDS EXPENDITURES

The following table reflects similar comparative data available from the MDE for all governmental funds expenditures, excluding the Capital Projects – Building Construction and Post-Employment Benefits Debt Service Funds (when applicable). 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		
	2022	2023	2022	2023	2022	2023	2024
General Fund							
Administration and district support	\$ 1,249	\$ 1,300	\$ 1,300	\$ 1,320	\$ 1,019	\$ 930	\$ 976
Elementary and secondary regular instruction	6,494	6,646	6,838	7,019	6,218	6,432	6,696
Vocational education instruction	210	224	191	198	115	165	213
Special education instruction	2,724	2,892	2,883	3,059	2,700	2,869	3,469
Community service	–	–	–	–	8	6	13
Instructional support services	816	861	939	1,030	634	687	860
Pupil support services	1,429	1,553	1,558	1,712	1,445	1,631	1,832
Sites, buildings, and other	1,113	1,201	1,076	1,171	1,817	1,867	1,806
Total General Fund – noncapital	<u>14,035</u>	<u>14,677</u>	<u>14,785</u>	<u>15,509</u>	<u>13,956</u>	<u>14,587</u>	<u>15,865</u>
General Fund capital expenditures	876	960	897	959	166	318	467
Total General Fund	<u>14,911</u>	<u>15,637</u>	<u>15,682</u>	<u>16,468</u>	<u>14,122</u>	<u>14,905</u>	<u>16,332</u>
Special revenue funds							
Food Service	670	706	659	693	606	608	655
Community Service	689	763	774	865	687	774	883
Debt Service Fund	<u>1,599</u>	<u>1,626</u>	<u>1,561</u>	<u>1,652</u>	<u>1,737</u>	<u>1,802</u>	<u>1,982</u>
Total expenditures	<u>\$ 17,869</u>	<u>\$ 18,732</u>	<u>\$ 18,676</u>	<u>\$ 19,678</u>	<u>\$ 17,152</u>	<u>\$ 18,089</u>	<u>\$ 19,852</u>
ADM served per MDE School District Profiles Report (current year estimated)					<u>18,627</u>	<u>18,812</u>	<u>19,049</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 District spent \$378,145,474 in the governmental funds reflected above in fiscal 2024, an increase of \$37,848,055 (11.1 percent) over the prior year. On a per-student basis, this represents an increase of \$1,763. General Fund expenditures increased by \$1,427 per student, spread across most categories as presented above. Spending was up in elementary and secondary regular instruction (\$264 per student) and special education instruction (\$600 per student), largely in salaries and benefits due to the contractually approved increases and more positions in the current year, an increase in purchased services, and curriculum spending. Food service and community service spending was up with more program participation. Debt service increased as anticipated with new debt issue costs this year.

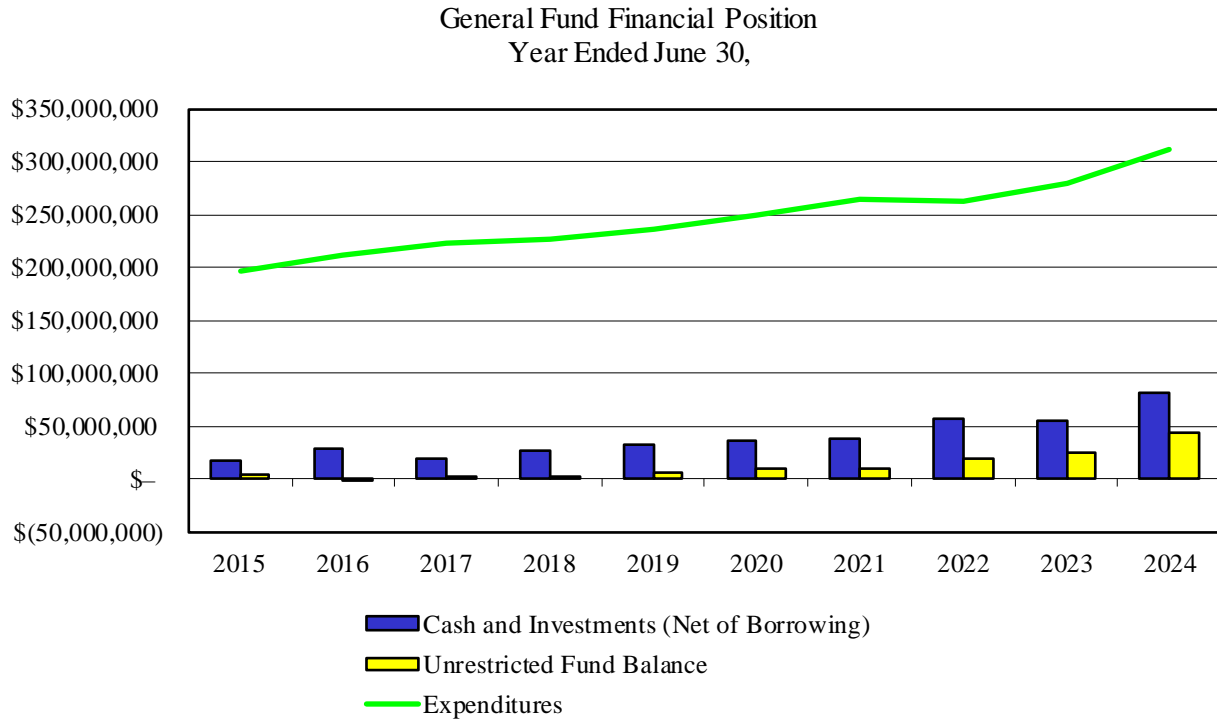
SUMMARY

District school boards and administrators continue to face significant financial challenges as they strive to provide a safe and effective learning environment for their students. Factors such as the sunset of large pandemic-related federal funding programs, state legislative funding changes and mandates, shifting student populations, tight labor markets, heightened safety concerns, increasing transportation costs, and other inflationary pressures continue to make it difficult to allocate limited resources amongst many competing demands.

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 2024 with a General Fund cash balance of \$81,523,055 (net of interfund borrowing), an increase of \$26,431,278 from the prior year. The unrestricted fund balance in the General Fund at year-end was \$44,353,068 (excluding restricted fund balance deficits), an increase of \$18,639,325.

Total fund balance of the General Fund increased by \$10,246,922, compared to a fund balance increase of \$1,664,183, approved in the final budget. The District reported a change within the financial reporting entity that increased cash and committed fund balance to start the year by \$2,669,799 with the closure of the internal service funds as described later in this report.

GENERAL FUND COMPONENTS OF FUND BALANCE

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

	June 30,				
	2020	2021	2022	2023	2024
Nonspendable fund balances	\$ 1,791,502	\$ 4,015,380	\$ 3,549,624	\$ 5,549,532	\$ 699,190
Restricted fund balances (1)	4,020,978	3,458,155	3,841,565	3,803,569	2,931,307
Unrestricted fund balances					
Committed	2,557,546	2,379,759	3,006,324	3,377,959	5,452,555
Assigned	6,819,346	—	—	—	5,058,554
Unassigned	823,865	8,011,723	16,936,126	22,335,784	33,841,959
Total fund balance	\$ 16,013,237	\$ 17,865,017	\$ 27,333,639	\$ 35,066,844	\$ 47,983,565
Unrestricted fund balances as a percentage of total expenditures	<u>4.1%</u>	<u>3.9%</u>	<u>7.6%</u>	<u>9.2%</u>	<u>14.3%</u>
Unassigned fund balances as a percentage of total expenditures	<u>0.3%</u>	<u>3.0%</u>	<u>6.4%</u>	<u>8.0%</u>	<u>10.9%</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 the total General Fund unrestricted fund balance and percentages, which differs from those used in the previous discussion of state-wide fund balances, which 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, 2024, the unrestricted fund balance in the General Fund calculated to 14.3 percent of total expenditures, as presented in the table above, or seven weeks of operations assuming level spending throughout the year.

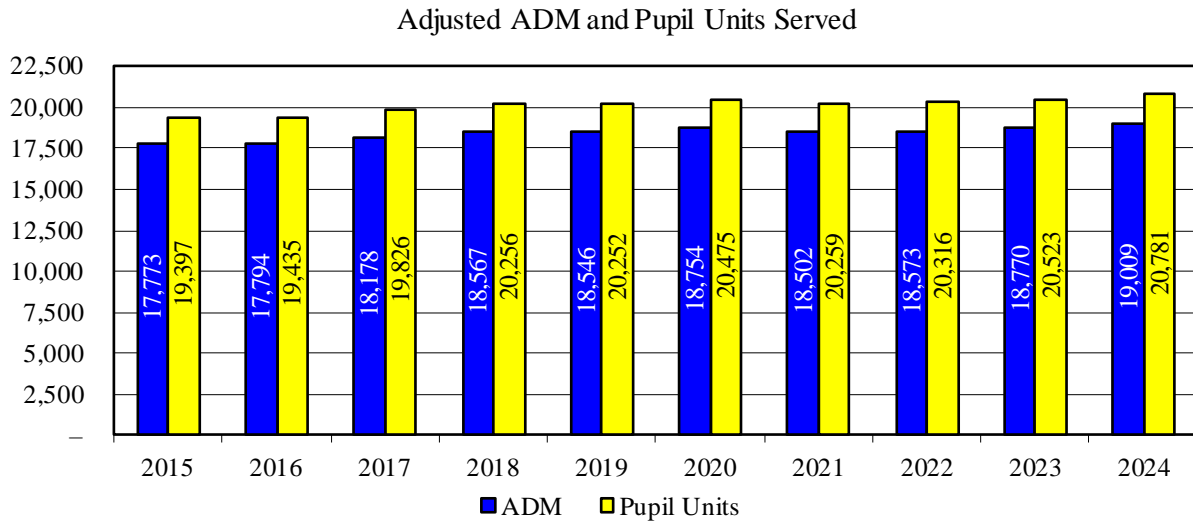
Minimum Fund Balance Policy

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, 2024, the District has met that goal with the unrestricted fund balance equaling 17.2 percent, as calculated in accordance with the District's policy.

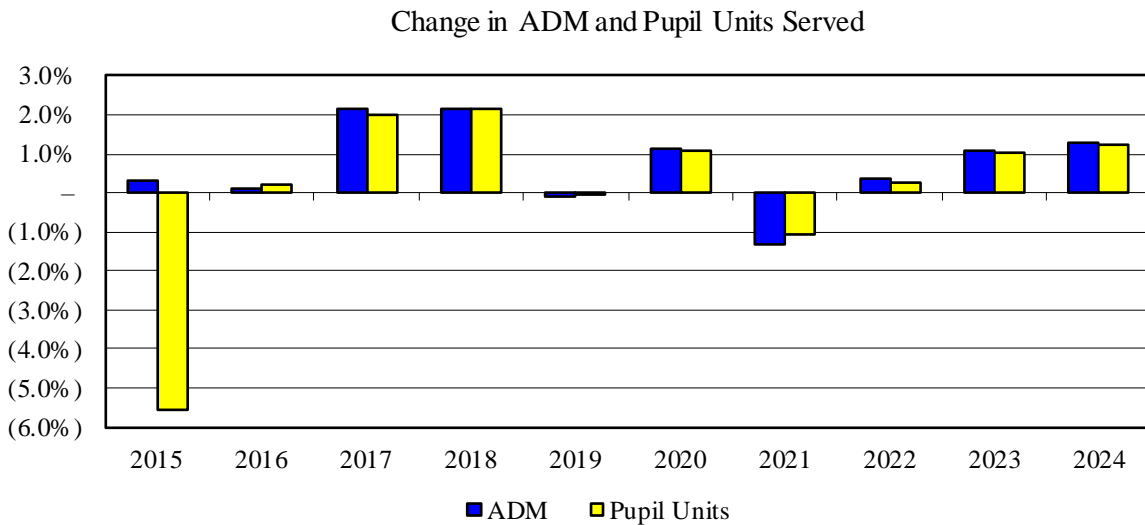
Through legislative changes in funding, public school districts have become extremely dependent on state revenues to finance operations. Considering the demands placed on the state's limited resources, we believe it is particularly important to maintain an adequate level of fund balance. We want to emphasize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

AVERAGE DAILY MEMBERSHIP (ADM) 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:



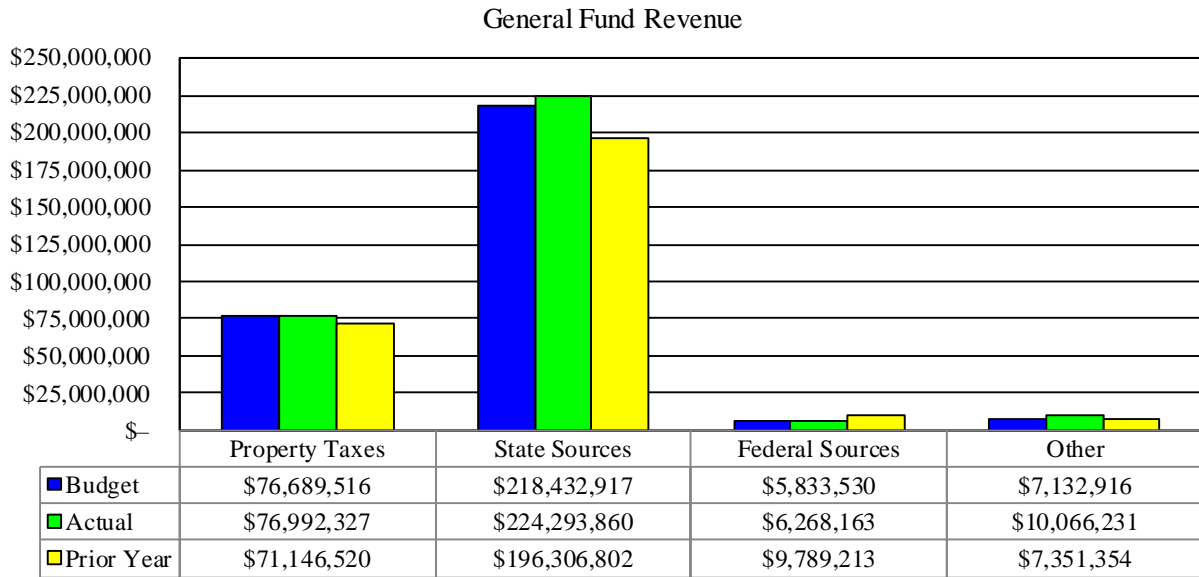
Note: The change in pupil units for 2015 includes the effect of legislative reductions to pupil units.

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 19,009 in 2024, an increase of 239 ADM (1.3 percent) from the prior year. The resulting pupil units served by the District increased by 258 to 20,781.

GENERAL FUND REVENUES

The following graph presents the District’s General Fund revenues for 2024:



For 2024, revenues of \$317,620,581 were over budget by \$9,531,702, or 3.1 percent, and were \$33,026,692, or 11.6 percent, more than the prior year.

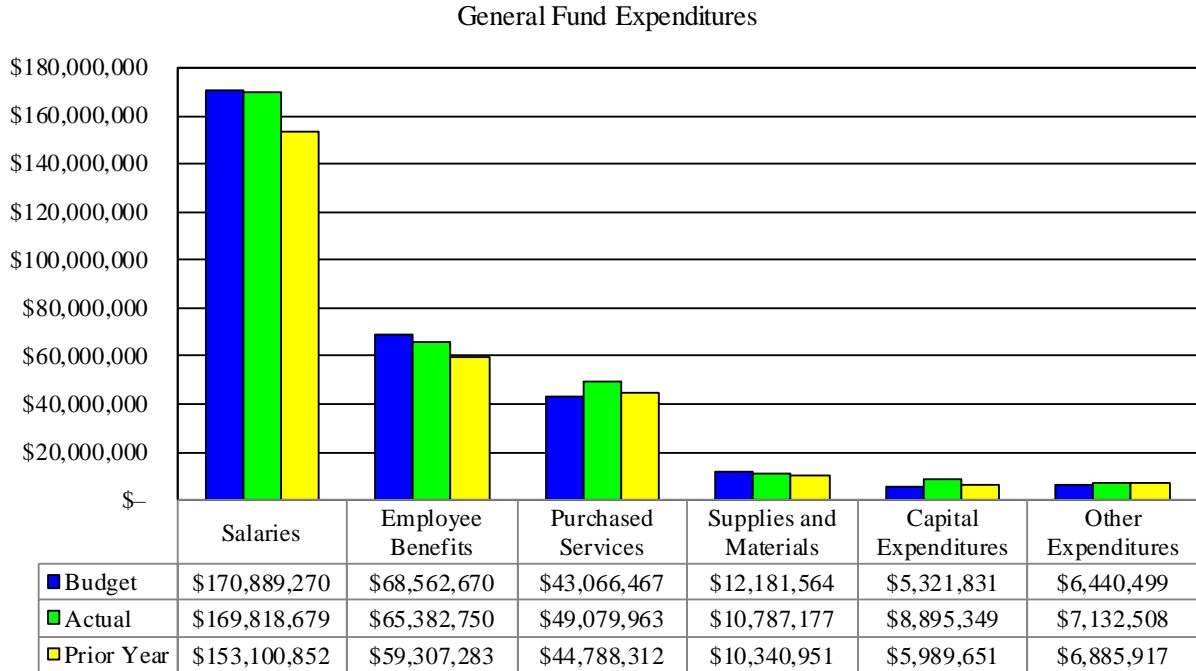
Revenues were over budget in each major revenue category presented in the table above. Conservative budgeting for students served, grant entitlements, and other local sources (including improvements in investment earnings) all contributed to revenues exceeding budget. A change to use federal entitlement for special education tuition bills also contributed to revenues exceeding budget and an increase over the prior year.

The District reported revenue increases over the prior year in property taxes, state, and other sources. An increase in the School Board-approved levy contributed to the growth in property taxes in the current year. State sources were up due to funding improvements in basic skills, general education, and special education funding formulas. Other revenues were up with more fees and other collections with increased program participation and improved investment earnings. Federal revenues were down as anticipated in the budget with the final spending and the end of several COVID-19 pandemic-related entitlements.

The graph above reflects the concentration of state sources (70.6 percent), followed by property taxes (24.2 percent) received to finance General Fund operations.

GENERAL FUND EXPENDITURES

The following graph summarizes the District’s General Fund expenditures for 2024:



In 2024, expenditures of \$311,096,426 were \$4,634,125, or 1.5 percent, over the final budget, and were \$30,683,460, or 10.9 percent, more than the prior year.

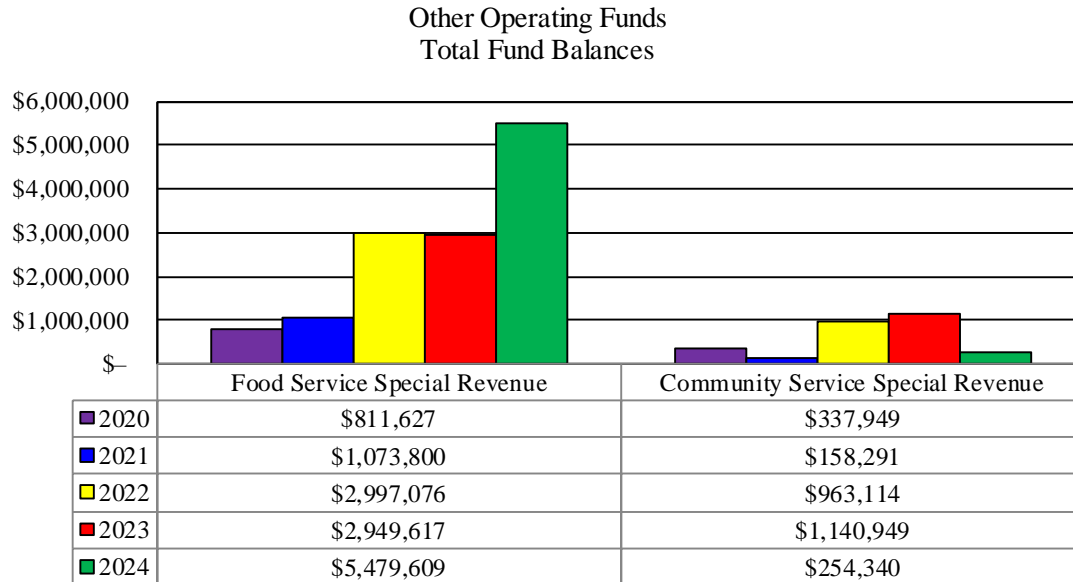
Salary and benefit-related charges, which account for 75.6 percent of General Fund expenditures, increased by \$22,793,294 (10.7 percent) and were \$4,250,511 (1.8 percent) under amounts planned in the budget. Conservative budgeting, attrition, and difficulty filling open positions contributed to salaries and benefits ending the year less than projected. The ability to fill certain open positions and increases approved in contracts contributed to the change over prior year.

Purchased services were up and over budget in the current year. The increase and variance to budget was primarily in the programs for elementary and secondary regular instruction, special education instruction, and in pupil support services. As discussed on the previous page, a change to used federal entitlement to pay tuition bills increase purchased services by \$3,000,000 over the prior year.

Capital expenditures also reported a large increase and variance to budget. The District reported a new lease for technology and security equipment along with a new subscription liability for software in the current year, which required the District to report capital expenditures with an equal amount of debt issued as an “other financing source.” The result is the District is over in capital spending with an equal offset in debt proceeds to balance this transaction, with no “bottom line” effect on the budget.

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 \$2,529,992 from the prior year, compared to an anticipated increase of \$736,540. Revenues were \$1,242,658 over budget and expenditures were \$550,794 under budget, respectively. Expenditures were under budget largely due to the timing and saving of expenditures for personnel, other spending, and capital outlay. The Food Service Special Revenue Fund had a year-end fund balance of \$5,479,609, representing 43.9 percent of annual expenditures totaling \$12,477,393.

Community Service Special Revenue Fund

The District's Community Service Special Revenue Fund reported a decrease in fund balance of \$886,609 from the prior year, compared to a budgeted decrease of \$245,884. Revenues were \$599,401 over budget, while expenditures were over budget by \$1,240,126. Program participation and related program expenditures surpassed budget projections in the current year. The Community Service Special Revenue Fund had a year-end fund balance of \$254,340, representing 1.5 percent of annual expenditures totaling \$16,819,060.

Year-end equity of the Community Service Special Revenue Fund is further divided through restricted fund balance components in this fund. While total equity is positive in the current year, the categories restricted for early childhood family education programs, school readiness, and community service are negative, as of June 30, 2024, with each deficit increasing compared to the prior year. 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 and the Food Service Special Revenue Fund, need 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 \$118,010,833, compared to an increase of \$92,627,833 anticipated in the budget. The District issued \$100,000,000 of school building bonds as approved by taxpayers. The District also issued \$19,415,000 of bonds for facilities maintenance. Capital outlay expenditures of \$14,435,414 were under budget by \$24,564,070, due to the timing of deferred maintenance and school building projects. At year-end, \$142,867,347 of fund balance remains restricted for projects funded by certificates of participation, long-term facilities maintenance, and capital projects.

Debt Service Fund

The funding of debt service is controlled in accordance with each outstanding debt issue's financing plan. It is important to remember that resources of the Debt Service Fund are dedicated to payment of outstanding debt obligations of the District. At year-end, the District had \$9,304,960 restricted for future debt service payments.

Total fund balance in the Debt Service Fund increased by \$3,190,082 in the current year, compared to the \$1,818,027 increase anticipated in the budget. The District approved issuance of \$13,600,000 of refunding bonds that were used to pay the General Obligation Alternative Facilities Bonds, Series 2014A in advance of their originally scheduled due date, to reduce future debt levies.

Proprietary Fund – Internal Service Funds

Beginning July 1, 2023, the District discontinued the use of internal service funds. These funds were previously used to account for severance benefit obligations (under GASB Statement No. 16) and pension benefit obligations (under GASB Statement No. 73) of the District. Moving forward, these obligations will be reported in the governmental funds of the District as required to make payments on a pay-as-you-go basis, with the long-term liabilities and other related accruals reported only in the government-wide financial statements as allowed under current standards. This change within the financial reporting entity resulted in an increase of \$2,669,799 in beginning fund balance in the General Fund for the move of applicable governmental fund-type assets. In the proprietary fund financial statements the combined internal service funds reported an increase to beginning net position of \$469,707 for the elimination of severance and pension benefit obligations that exceeded the value of financial resources previously held in the internal service funds. There was no adjustment to the government-wide financial statements for these changes since these related assets and obligations have always been reported as part of the government-wide financial statements.

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 \$3,246,056 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
	2024	2023	
Net position – governmental activities			
Total fund balances – governmental funds	\$ 205,889,821	\$ 70,128,802	\$ 135,761,019
Total capital assets, net of depreciation/amortization	489,202,563	479,357,460	9,845,103
Pension adjustments	(161,027,270)	(178,516,823)	17,489,553
OPEB adjustments	(17,597,239)	(17,226,938)	(370,301)
Other long-term debt	(429,406,345)	(325,227,673)	(104,178,672)
Other adjustments	(5,247,936)	(3,958,061)	(1,289,875)
Total net position – governmental activities	<u>\$ 81,813,594</u>	<u>\$ 24,556,767</u>	<u>\$ 57,256,827</u>
Net position			
Net investment in capital assets	\$ 207,153,348	\$ 180,900,775	\$ 26,252,573
Restricted	18,265,633	14,882,766	3,382,867
Unrestricted	<u>(143,605,387)</u>	<u>(171,226,774)</u>	<u>27,621,387</u>
Total net position	<u>\$ 81,813,594</u>	<u>\$ 24,556,767</u>	<u>\$ 57,256,827</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 \$57,256,827 during fiscal 2024, including the change in accounting principle. The District's net investment in capital assets increased \$26,859,047 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 amortized, 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 current year change in accounting principal for groups of similar assets also contributed to the current year increase in this category.

The restricted portion of the District's net position increased, primarily in amounts restricted for debt service, food service, and community service. The change in unrestricted net position includes changes in the District's proportionate share of the Public Employees Retirement Association and the Teachers Retirement Association pension plan liabilities and related deferments. The financial operations of the General Fund and the closure of the 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.

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.

GASB STATEMENT NO. 102, *CERTAIN RISK DISCLOSURES*

State and local governments face a variety of risks that could negatively affect the level of service they provide or their ability to meet obligations as they come due. The objective of this statement is to provide users of government financial statements with essential information about risks related to a government’s vulnerabilities due to certain concentrations or constraints.

This new guidance defines a concentration as a lack of diversity related to an aspect of a significant inflow of resources or outflow of resources. A constraint is a limitation imposed on a government by an external party or by formal action of the government’s highest level of decision-making authority. Concentrations and constraints may limit a government’s ability to acquire resources or control spending. This statement requires a government to assess whether a concentration or constraint makes the primary government reporting unit or other reporting units that report a liability for revenue debt vulnerable to the risk of a substantial impact. Additionally, this statement requires a government to assess whether an event or events associated with a concentration or constraint that could cause the substantial impact have occurred, have begun to occur, or are more likely than not to begin to occur within 12 months of the date the financial statements are issued.

If a government determines that those criteria for disclosure have been met for a concentration or constraint, it should disclose information in notes to financial statements in sufficient detail to enable users of financial statements to understand the nature of the circumstances disclosed and the government's vulnerability to the risk of a substantial impact. The disclosures should include actions by the government to mitigate the risk. The requirements of this statement will improve financial reporting by providing users of financial statements with essential information that currently is not often provided.

The requirements of this statement are effective for fiscal years beginning after June 15, 2024, and all reporting periods thereafter. Earlier application is encouraged.

GASB STATEMENT NO. 103, *FINANCIAL REPORTING MODEL IMPROVEMENTS*

This statement establishes new accounting and financial reporting requirements—or modifies existing requirements—related to the following:

- Management's discussion and analysis
- Unusual or infrequent items
- Presentation of the proprietary fund statement of revenues, expenses, and changes in fund net position
- Information about major component units in basic financial statements
- Budgetary comparison information
- Financial trends information in the statistical section

The objective of this statement is to improve key components of the financial reporting model to enhance its quality and effectiveness in providing information that is essential for decision making and assessing a government's accountability. This statement also addresses certain application issues.

The requirements of this statement are effective for fiscal years beginning after June 15, 2025, and all reporting periods thereafter. Earlier application is encouraged.