

May 2009

The Honorable School Board  
St. Cloud Area School District 742  
St. Cloud, Minnesota

Dear Board Members:

We submit and recommend to you a budget for St. Cloud Area School District 742 (the District) for the fiscal year ending June 30, 2010. The budget includes all Governmental and Fiduciary Funds of the District. The District Superintendent and the Executive Director of Business Services assume responsibility for the data accuracy and completeness of this budget. The budget presents the District's finance and operations plan and all necessary disclosures.

The District's mission statement, which reflects the highest aspirations of the St. Cloud Area School District, states:

*The mission of District 742 is to prepare all learners, in partnership with their families and the community, to live and contribute within a changing and diverse world.*

## **BUDGET PRESENTATION**

The development of the 2009-10 Governmental Funds Budget was completed with a detailed review of revenue and expenditure items within the context of the District's mission and operating policies. The Governmental Fund Budget includes the General Fund (Operating, Transportation and Operating Capital), Special Revenue (Food Service and Community Education Funds), Capital Projects (Construction Projects), Debt Service. There is one Fiduciary Fund which includes the Scholarship Trust. Information on each of the fund budgets is provided in the budget document.

A fund is described as a fiscal and accounting entity with a self balancing set of accounts. Each fund is established under state law to report specific activities or to attain certain objectives in accordance with special regulations, restrictions or limitations. It is important to note transfers between funds can only be made when authorized by state law. Taxes and state aid are provided for specific purposes and must be accounted for within the specific fund established for that purpose.

The budget document and the year-end Comprehensive Annual Financial Report (CAFR) are the primary vehicles to present the financial plan and results of operations.

Our most important concern in the presentation of budget data is to provide quality information to our community about the 2009-10 District educational programs and services, which have been translated into a financial budget plan. The material in the budget document incorporates decisions made by the School Board and staff throughout the planning process.

## **SIGNIFICANT BUDGETARY TRENDS**

### **General Fund Budget:**

The school district Operating Fund, which is part of the General Fund group of accounts, is the primary focus of budget decisions by the School Board and administration. Included in the operating funds are the resources used to pay teacher and support staff salaries, purchased services and supplies, administrative costs, building operations and maintenance cost. Other funds included in the General Fund include Transportation and Operating Capital (long term assets). Internally the General Fund includes Fund 01 - Operating Budget, Fund 03 - Transportation, and Fund 05 - Operating Capital.

### **Funding for St. Cloud Area School District 742 is Legislatively Determined:**

Revenue from local sources and state sources is legislatively controlled with little or no opportunity for locally elected school boards to increase the level of revenue. Funding for the St. Cloud Area School District is determined by the state legislature based on a set of pupil driven General Education formulas. The basic per pupil unit funding formula was increased by 1% to \$5,124 for FY 2009, and will not increase for FY 2010.

Voter approved operating referendums are also included in the state definition of General Education revenue. In 2007 the legislature set the per pupil unit cap for voter approved operating referendum at \$1,571.56 for FY 2010. Including the operating referendum, approximately 91% of General Fund revenue is determined by various General Education revenue formulas. This includes state funding for special education.

*Special Education:* Two formulas have been legislatively established to fund special education; a basic formula and an excess cost formula. For 08-09 basic special education aid, the legislature has appropriated 85.1% of local district entitlements. Excess cost special education aid is funded at 67.1% of the entitlements.

Federal funding for special education is currently 18% of cost as compared to the federal target of 40% established when congress implemented current special education mandates. The federal and state funding shortfall is covered by a cross subsidy from the regular program revenue. For FY 2008-09 special education programs, taking into consideration both state and federal aid along with the basic state aid generated by special education students, are under funded by approximately \$5.9 million. The following graph shows the history and projection of the funding shortfall for special education in St. Cloud.

	Actual	Actual	Actual	Actual	Readopted		Projected
	2004-05	2005-06	2006-07	2007-08	Budget	Budget	2010-11
	Year	Year	Year	Year	2008-09	2009-10	Year
<b>Revenues</b>							
Federal	\$2,229,177	\$2,979,230	\$2,602,762	\$2,700,440	\$2,518,765	\$2,455,977	\$2,450,000
State Regular	8,679,851	8,223,195	7,484,048	8,454,724	8,719,254	8,414,621	8,900,000
State Transportation	1,261,018	1,129,205	1,193,378	1,493,450	1,581,093	1,614,099	1,700,000
State Excess Aid	2,322,507	2,070,668	2,290,690	2,590,229	2,200,000	2,038,146	1,936,057
Q-Comp	0	513,261	266,414	466,942	0	0	0
Tuition	1,079,130	782,388	966,754	618,665	900,000	700,000	700,000
Third Party Billing	127,475	184,373	306,917	361,187	375,000	425,000	425,000
General Ed.-Tuition	214,794	207,272	0	0	0	0	0
General Ed.-Residents	2,589,614	2,568,047	2,608,130	2,663,850	2,690,100	2,690,100	2,690,100
<b>Total Revenues</b>	<b>18,503,566</b>	<b>18,657,639</b>	<b>17,719,093</b>	<b>19,349,487</b>	<b>18,984,212</b>	<b>18,337,943</b>	<b>18,801,157</b>
<b>Expenditures</b>							
<b>Special Education</b>							
Federal	2,229,177	2,979,230	2,601,773	2,700,440	2,518,765	2,455,977	2,450,000
Q-Comp	0	513,261	266,414	466,942	0	0	0
State Salaries & Benefits	18,736,931	19,158,207	19,572,272	19,586,010	19,674,397	19,780,180	19,850,000
Other State Expenditures	1,970,364	1,926,412	1,128,974	914,839	1,000,817	1,082,849	1,050,000
Transportation	1,487,157	1,624,692	1,701,874	1,708,040	1,678,501	1,958,053	2,000,000
<b>Total Expenditures</b>	<b>24,423,629</b>	<b>26,201,802</b>	<b>25,271,307</b>	<b>25,376,271</b>	<b>24,872,480</b>	<b>25,277,059</b>	<b>25,350,000</b>
<b>Funding Shortfall</b>	<b>(\$5,920,063)</b>	<b>(\$7,544,163)</b>	<b>(\$7,552,214)</b>	<b>(\$6,026,784)</b>	<b>(\$5,888,268)</b>	<b>(\$6,939,116)</b>	<b>(\$6,548,843)</b>

*Operating Referendum:* On November 4, 2008, District residents approved a six year operating referendum in the amount of \$555 per pupil unit.

As noted above, the 2005 legislature increased the FY 2009 per pupil referendum cap for St. Cloud Area Schools to \$1,571.56 by state law. The state formula referendum cap is inflation adjusted annually. Referendum revenue for FY 2010 is based upon the voter approved amount of \$555 multiplied by projected resident pupil units. The determination of current year revenue reflects current revenue plus prior year adjustments. The Minnesota Department of Education will adjust subsequent year levies in 2010 and 2011 to reflect actual enrollment for previous years estimates.

Use of operating referendum revenue to support public education in Minnesota has become the norm with approximately 90% (with over 300 districts out of 340 Minnesota districts) having voter approved operating referendums.

#### Budget Management Decisions for 2009-10

Budget adjustments in the amount of \$1,500,000 were made for FY 2008-09. District administration also made budget adjustments in the amount of \$1,850,000 for FY 2009-10. The District used about \$1,500,000 of federal stimulus funds towards the \$1,850,000 of budget adjustments. The remaining amount was in the areas of all-day kindergarten, third party billing and other miscellaneous areas.

Enrollment:

Approximately 85% of General Fund revenue is determined by pupil driven formulas. As a result, student enrollment is a critical component in the formulas used to generate General Fund resources. The following chart reflects enrollment for the past four years, the projected enrollment for the proposed budget, and the projection for the following budget year. For 2009-10 enrollment is projected to decrease by 116 students from the previous year.

		<b>Projection Based on End of Year Enrollment</b>					
		Kind	Gr 1-3	Gr 4-6	Gr 7-12	Total	% Change
2004-05	Actual	678	1,994	1,964	4,715	9,351	-4.18%
2005-06	Actual	644	1,945	1,937	4,700	9,226	-1.34%
2006-07	Actual	679	1,939	1,900	4,707	9,225	-0%
2007-08	Actual	730	2,005	1,939	4,584	9,258	.36%
2008-09	Budget	752	2,050	1,942	4,428	9,172	-.93%
2009-10	Budget	724	2,091	1,944	4,297	9,056	-1.26%
2010-11	Projected	757	2,070	1,994	4,216	9,037	-.21%

Operating Revenue

A two-year comparison of revenue sources available to support the proposed Operating Budget is presented in the chart below. The increase in local property tax resources is due to the six year 2008 excess operating referendum renewed in November of 2008. State per pupil funding, for budgeting purposes, stayed the same from \$5,124 in 2008-09 to \$5,124 for 2009-10. The District revenues for Quality Compensation (Q-Comp) will be reduced in 2008-09 since the District and teachers were unable to reach agreement with the MDE for an approved plan. Federal Revenue for 2009-10 is budgeted at the initial allocation set in early 2008 for Fiscal 2008-09. Note: It is necessary to project federal revenue based on the prior year as the District does not receive notification of the revenue for the current year until well after the beginning of the fiscal year.

<b>Resources to Support Operations</b>						
Excludes Transportation and Operating Capital Funds						
	2008-09		2009-10		Dollar Change	Percent Change
	Readopted	%	Proposed	%		
Local Property Tax Resources	\$3,239,189	3.8%	\$8,332,374	9.4%	\$5,093,185	157.2%
State Resources	72,736,538	85.3%	70,814,558	79.7%	(1,921,980)	(2.6%)
Federal Resources	6,557,403	7.7%	6,993,760	7.9%	436,357	6.7%
Other Local Resources	2,729,572	3.2%	2,675,000	3.0%	(54,572)	(2.0%)
Total Operating Fund Revenue	\$85,262,702	100%	\$88,815,692	100%	\$3,552,990	4.2%

### Modified Financial Statement Format:

What does it cost to educate a student in a Minnesota Public School District and how should that cost be portrayed on a school district's financial statement? The annual budget and audit reports are intended to communicate such pertinent financial data. However, readers not familiar with the jargon used in governmental accounting but familiar with private sector financial reports express frustration with the format and technology used in school financial reports. Currently the State requires the MDE report school funding in a revised format.

The financial report immediately following this Transmittal Letter is designed to bridge the gap between the financial statements commonly used by school districts and the financial statements familiar to the business community. An important part of bridging the gap is to re-order school district financial data using the private sector definition of "Cost of Goods Sold" into a category called "Cost of Teaching and Learning." A challenge exists in attempting to bridge that gap, both in terms of format and terminology. To begin with, it is important to understand the very different purpose of the financial report for a governmental body as compared to that of a private sector business.

The premise of governmental accounting is to accurately track the appropriations made by the legislative entity (legislature, board of supervisors, city council, or school board) to make certain funds are expended as appropriated. Resources are either provided by levy of taxes, by collection of fees, or by receipt of financial aid provided by a higher governmental level.

Taxes levied or aids received are tracked in account groups called funds. Every governmental entity has a general fund to track operating expenses. Federal and state law also requires the establishment of special funds (in a school district examples are food service, community education, debt service, construction) to track revenue collected for a specific purpose. Each fund is a separate accounting entity having an operating statement and balance sheet. Resources in categorical funds cannot be transferred to the general fund to subsidize revenue. For example, funds available in a food service fund or community education fund cannot be transferred to the general fund to subsidize an increase in salaries for staff.

The accounting system in a business is designed to report on the financial management and the profitability of that business. The governmental accounting concept of "fund accounting" is foreign in the private sector. A business is a "going concern" formed for the purpose of generating revenue. The accounting system is designed to accurately record revenue earned and to match that revenue with the expenses incurred to earn it. The purpose of the private sector financial report is to reflect the success of the owners or management in generating a profit and to report on its financial management. The operating statement contains two major expenditure categories: "Cost of Goods Sold" and "General and Administrative Expenses." This is contrasted with the typical school budget report that has significantly more expenditure categories, each having a unique undefined title.

The chart of accounts called the Uniform Financial Accounting and Reporting System (UFARS) was established for Minnesota Public Schools by the state to report on the operations of local school districts. The system utilizes a seventeen-digit account number to track how public funds are utilized to operate local school districts. It essentially is a cost accounting system that, for example, will provide information on the cost of the math program or the science program or

will show the cost of providing student transportation. The system has its strengths and limitations. All districts are required to utilize the system, with each district at the end of the fiscal year electronically reporting the results of operations to the state. The system is closely monitored by the Minnesota Department of Education with frequent workshops conducted for local school accountants to assure consistency in the reporting. The financial reports from the system, however, are highly structured to reflect the amount spent on individual programs using educational jargon such as special education, regular education, vocational education, administration, transportation, etc. No attempt is made by school districts or by the state to reorganize the financial data in a format that more closely parallels the private sector in an effort to better communicate the cost of providing teaching and learning for students.

It is the intent of the modified report to make that transition by re-ordering the information provided by the traditional UFARS system into a format that more closely parallels private sector reporting and better communicates the financial operations of a local Minnesota school district. Key to this transition is to re-order school district financial data based upon the private sector definition of "Cost of Goods Sold" into a category called "Cost of Teaching and Learning."

Cost of Goods Sold (CGS) are the costs directly related to the purchase or productions of whatever a company sells. Costs typically included not only direct labor and material costs but also associated overhead costs such as plant operation and maintenance, plant management, employee benefits, delivery costs (transportation), insurance, supplies, etc.

In the cost of a school district, the product is education. Therefore, based on a parallel with the above private sector definition for Cost of Goods Sold, the Cost of Teaching and Learning includes all costs directly related to education the student. This would incorporate not only classroom teachers but also support staff such as paraprofessionals and secretaries, building principals, benefits, supplies, building operations (custodians and utilities) and building maintenance costs. It would also include curriculum development and staff development expenditures. On the attached financial statement, everything that occurs within a school district associated with the cost of providing teaching and learning is included within this category, similar to the definition of "Cost of Goods Sold" on a private sector financial statement. Without these expenditures, the educational process would not exist for the students.

In the modified financial report, 79% of General Fund resources are allocated to Teaching and Learning. Including Transportation, Facilities Operations and Maintenance and Operating Capital, 94% of the resources are focused on students. The remaining 6% funds School and District Level Administrative Expenses. Clearly the majority of General Fund resources are directed to serve the student and to provide a quality educational opportunity.

Growth in spending limited:

Over a six-year period, beginning in 2002-03 St. Cloud Area School District had an average percent increase per ADM (student) of 3.4% compared to 5.2% for the state. Source: MDE School Profiles for data from 2002-03 through 2007-08.

	<b>St. Cloud Area Schools</b>	<b>State</b>
2002-03	8,233	7,656
2003-04	8,366	7,946
Percent Change	1.6%	3.8%
2004-05	9,041	8,250
Percent Change	8.1%	3.8%
2005-06	9,256	8,616
Percent Change	2.4%	4.4%
2006-07	9,249	8,913
Percent Change	-.1%	3.5%
2007-08	9,626	9,639
Percent Change	4.1%	8.1%

Note: The above schedule excludes Operating Capital Expenditures. Operating Capital revenue must be reserved by state law and cannot be used to fund non-capital expenditures such as personnel costs.

Other General Fund Accounts:

The Transportation set of accounts is used to manage the cost associated with providing roundtrip transportation (public and nonpublic) to and from school.

The Operating Capital set of accounts is used to account for the acquisition, additions or improvement of sites, building and equipment.

Special Revenue Funds:

Food Service and Community Education operations are self-sustaining, receiving no subsidy from General Fund resources. Food Service operations generate 49% of its revenue through meal sales with the remaining 51% from state and federal funding. An increase in meal prices will be recommended for 2009-10 sufficient to match revenue and expenses.

*Food Service:* Federal and state funding including the monetary value of commodities. The budget assumes federal funding for Food Service will continue at the same per pupil level for 2009-10. Should Congress substantially change or modify the School Lunch program resulting in a loss of funds, an increase in lunch prices will be recommended to the School Board. The revenue budget is based on a fifteen cent increase in student lunch prices. The expense budget incorporates a continued expansion of a menu featuring fresh vegetables and fruit along with use of whole grain bread products at all grade levels.

*Community Education:* The Community Education budget reflects revenues and expenses related to the operation of the following programs: Adult Education and Community Involvement, Early Childhood and Family Education, and Youth Enrichment Programs.

The Community Education program goals and objectives are developed by Community Education staff in consultation with the School Board as provided for in Section 124.D of the Minnesota legislative rules. The program is a fee based program with additional support from

categorical state aids and local levies. Community Education supports itself through the sale of programs and services to the St. Cloud area community, while collaborating with the K-12 program.

Capital Projects Fund:

The Capital Projects fund includes General Obligation School Building Bonds, 2007 approved by voters on September 12, 2006, and the deferred maintenance projects funded by the alternative facilities levy.

Debt Service Fund:

The Debt Service Fund reflects taxes levied for principal and interest due on bonds approved by district voters in 1988 and 2006. The Moody's bond rating of Aaa provided district taxpayers with a comparatively low interest rate on bonded debt when the 2006 Building Bond levy was approved.

The 2006 bond issue will be used for a new K-8 building in the St. Joseph area and for other building renovations. The St. Cloud Area School District does not qualify for state debt service equalization aid because the school district's tax base per pupil exceeds the state cutoff for aid.

Debt service payments fall in August and February. Because property tax collections used to meet payments occur in May and October, the year-end fund balance on June 30 must be sufficiently large, when added to October tax collections, to meet the February bonded debt interest and principal obligations. Typically the June 30 Debt Service Fund Balance should equal approximately half of the upcoming budget year obligations.

Fiduciary Fund:

The District maintains a Scholarship Trust Fund. This fund is used to account for money held by the District in a trustee capacity.

Property Taxes:

In addition to determining the level of funding, the state also determines what portion of General Education and operating referendum revenue is funded by state aid and property taxes. In 2001 legislature implemented a major shift in source of funding increasing state aid from 47% to 75% of General Fund revenue. The reduction in school property taxes for 2002 culminates a legislative effort beginning in 1998 to use state resources to reduce school property taxes resulting in a significant downtrend in homeowner property taxes.

## ACKNOWLEDGEMENTS

We appreciate the support provided by the St. Cloud Board of Education, the community and the staff for their dedication to the youth of the St. Cloud Area School District. It is the combined efforts of these people that will enable the School District to continue to provide a quality education for each student.

Kevin Januszewski, CPA (Inactive)  
Executive Director of Business Services

**St. Cloud Area School District 742  
Financial Summary  
Three-Year Period Ending June 30, 2010**

Sources and Uses of Funds			
	Actual 07-08	Budget 08-09	Budget 09-10
<b>General Fund</b>			
<b>Sources of Funds:</b>			
Local Sources	\$14,374,593	\$8,250,619	\$14,935,095
State Sources	78,845,051	79,417,267	77,013,616
Federal Sources	<u>5,484,853</u>	<u>6,557,403</u>	<u>6,993,760</u>
<b>Total Sources of Funds</b>	98,704,497	94,225,289	98,942,471
<b>Uses of Funds:</b>			
Teaching and Learning	74,468,738	76,024,069	76,727,797
Facilities, Operations and Maintenance	5,983,821	6,316,293	5,942,302
Operating Capital	3,932,566	6,457,766	3,218,236
Transportation	6,010,627	5,547,789	6,102,130
School Level Administration	3,423,951	3,418,638	3,342,538
District Level Administration	<u>2,284,118</u>	<u>2,298,463</u>	<u>2,295,215</u>
<b>Total Uses of Funds</b>	<u>96,103,821</u>	<u>100,063,018</u>	<u>97,628,218</u>
<b>Sources Over (Under) Uses</b>	2,600,676	(5,837,729)	1,314,253
<b>Other Financing Sources (Uses)</b>	<u>269,365</u>	<u>205,000</u>	<u>200,000</u>
<b>Net Change in Funds</b>	2,870,041	(5,632,729)	1,514,253
<b>Beginning Fund Balance</b>	<u>8,429,387</u>	<u>11,299,428</u>	<u>5,666,699</u>
<b>Ending Fund Balance</b>	\$11,299,428	\$5,666,699	\$7,180,952
<b>Reconciliation of Ending Fund Balance</b>			
Reserved for Operating Capital	\$3,779,799	\$2,502,777	\$2,426,931
Reserved for Health & Safety	316,219	(1,278,112)	(191,811)
Reserved for Gifted & Talented	131,032	0	0
Reserved for Severance	2,134,697	2,100,000	2,100,000
Unreserved			
Transportation	121,191	154,576	150,534
Operating	<u>4,816,491</u>	<u>2,187,458</u>	<u>2,695,298</u>
Total Unreserved	<u>4,937,682</u>	<u>2,342,034</u>	<u>2,845,832</u>
<b>Total Ending Fund Balance</b>	\$11,299,429	\$5,666,699	\$7,180,952
<b>Other Funds</b>			
<b>Food and Nutrition Services</b>			
Total Sources	\$3,726,190	\$4,164,403	\$4,071,250
Total Uses	<u>3,766,454</u>	<u>4,160,038</u>	<u>4,070,154</u>
<b>Net Change in Funds</b>	<u>(40,264)</u>	<u>4,365</u>	<u>1,096</u>
<b>Ending Fund Balance</b>	\$10,426	\$14,791	\$15,887
<b>Community Education and Services</b>			
Total Sources	\$4,942,003	\$5,241,619	\$4,456,117
Total Uses	<u>4,600,985</u>	<u>4,985,344</u>	<u>4,309,461</u>
<b>Net Change in Funds</b>	<u>341,018</u>	<u>256,275</u>	<u>146,656</u>
<b>Ending Fund Balance</b>	\$113,506	\$369,781	\$516,437
<b>Capital Projects (Building Construction)</b>			
Total Sources	\$2,445,818	\$957,229	\$812,498
Total Uses	24,209,617	10,039,296	1,795,500
<b>Net Change in Funds</b>	<u>(21,763,799)</u>	<u>(9,082,067)</u>	<u>(983,002)</u>
<b>Ending Fund Balance</b>	\$10,073,606	\$991,539	\$8,537
<b>Debt Financing</b>			
Total Sources	\$4,228,219	\$3,329,693	\$3,756,102
Total Uses	4,147,016	3,803,705	3,963,338
<b>Net Change in Funds</b>	<u>81,203</u>	<u>(474,012)</u>	<u>(207,236)</u>
<b>Ending Fund Balance</b>	\$1,450,811	\$976,799	\$769,563
<b>Combined Funds</b>			
Total Sources	\$114,046,727	\$107,918,233	\$112,038,438
Total Uses	132,827,893	123,051,401	111,766,671
Other Financing Sources (Uses)	<u>269,365</u>	<u>205,000</u>	<u>200,000</u>
<b>Net Change in Funds</b>	<u>(18,511,801)</u>	<u>(14,928,168)</u>	<u>471,767</u>
<b>Ending Fund Balance</b>	\$22,947,777	\$8,019,609	\$8,491,376

**St. Cloud Area School District 742**  
**Financial Summary**  
**Three-Year Period Ending June 30, 2010**

<b>Key Statistics and Ratios</b>			
	<b>Actual 07-08</b>	<b>Budget 08-09</b>	<b>Budget 09-10</b>
<b>Enrollment Statistics</b>			
Total Enrollment	9,356	9,264	9,148
Enrollment Growth Rate		-0.98%	-1.25%
Per Pupil Sources of Funds - General Fund	\$10,550	\$10,171	\$10,816
Year-to-Year Growth Rate		-3.59%	6.34%
Per Pupil Expenditures - Teaching and Learning	\$7,959	\$8,206	\$8,387
Year-to-Year Growth Rate		3.10%	2.21%
Per Pupil Expenditures - Facilities, Operations and Maintenance	\$640	\$682	\$650
Year-to-Year Growth Rate		6.60%	-4.73%
Per Pupil Expenditures - Operating Capital	\$420	\$697	\$352
Year-to-Year Growth Rate		65.84%	-49.53%
Per Pupil Expenditures - Transportation	\$642	\$599	\$667
Year-to-Year Growth Rate		-6.78%	11.39%
Per Pupil Expenditures - School Level Administration	\$366	\$369	\$365
Year-to-Year Growth Rate		0.84%	-0.99%
Per Pupil Expenditures - District Level Administration	\$244	\$248	\$251
Year-to-Year Growth Rate		1.63%	1.12%
<b>Class Size:</b> Elementary K-3	22	22	22
Elementary 4-6	26	26	26
Junior High 7-8	31	31	31
High School 9-12	30	30	30
<b>Financial Statistics</b>			
Total Sources of Funds - General Fund	\$98,704,497	\$94,225,289	\$98,942,471
Year-to-Year Growth Rate		-4.54%	5.01%
Total Uses of Funds - General Fund	\$96,103,821	\$100,063,018	\$97,628,218
Year-to-Year Growth Rate		4.12%	-2.43%