CONSIDERATION:

Public Discussion of Projected Receipts and Expenses - Draft Budget for 2012-13

DISCUSSION:

State law (KRS 160.470 (6)(a) requires that every local board of education receive a Draft Budget before January 31, 2012 for the upcoming school year. The law’s purpose is to assure that the board has sufficient information about projected receipts and expenditures for all funds in the entire budget as allocations for individual budget components are considered. Table A contains an overview of the chronology for 2012-13 budget decisions.

### Table A

### Kentucky Budget Development Chronology

### Fiscal Year Beginning July 1, 2012

|  |  |
| --- | --- |
| **Activity** | **Approximate Time** |
| 2012-13 Enrollment/ADA Projection | Reported to Board – December 2011  |
| 2012-13 Local/State Revenue Projections | Included in this enclosure |
| Projected Equipment/Capital Needs | Included in this enclosure  |
| Mandated Personnel Expense | Included in this enclosure  |
| Local School Board Reviews School Allocations | Preliminary Information in this enclosure |
| Draft Budget Reviewed by Local Board – (KRS 160.470) | By January 31, 2012 |
| Local School Board Approves School Allocations | Complete by March 1, 2012 |
| 2012-13 School Budget Development – School Councils Advise Superintendent/Board of Staff Levels | Complete by March 31, 2012 |
| Notice of Re-employment of Certified Staff – Next School Year | No Later than April 30, 2012 |
| Needs Assessment | From Improvement Plans in May |
| Staff Positions and Salary Levels | May Tentative Budget or later |
| Board Adopts 2012-13 Tentative Budget with 2% Reserve of Total Budget | By May 31, 2012 |
| Formal Budget Action: 2012-13 Tax Levy | Within 30 days of receipt of certified assessment |
| Formal Budget Action: Adopts 2012-13 Working Budget | By September 30, 2012 |

**REVENUE PROJECTIONS**

**Enrollment and Average Daily Attendance**: The most important information to project local and state revenue is the number of pupils expected. Most state funds to local school districts are calculated from the full time equivalent (FTE) average daily attendance (ADA). Each kindergarten student is counted as one-half FTE for projection of SEEK revenue.

Even though state revenue through SEEK is based on ADA, staffing needs for schools are based on the number of students enrolled or average daily membership (ADM). The Elizabethtown Independent Schools expect to have 14 less students in overall enrollment compared to 2011-12.

### Table B

### Projected Enrollment - Elizabethtown Independent Schools

### End of First School Month

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **School** | **Actual** | **Actual** | **Actual** | **Actual** | **Projected** | **Change** | **% Change** |
|  | **2008-09** | **2009-10** | **2010-11** | **2011-12** | **2012-13** | **1 year** | **1 year** |
| Panther Academy | 0 | 0 | 0 | 0 | 170 | 170 | 100 |
| Helmwood | 470 | 449 | 492 | 491 | 417 | (74) | (15.1) |
| Morningside | 531 | 500  | 545 | 540 | 454 | (86) | (15.9) |
| All Elementary | 1001  | 949  | 1037 | 1031 | 1041 | 10 |  |
| TK Stone MS | 537  | 527 | 583 | 570 | 558 | (12) | (2.1) |
| Etown HS | 717 | 743  | 768  | 791 | 779 | (12) | (1.5) |
| Homebound/GDC | 0  | 0  | 14 | 14  | 14  | 0 | 0 |
| **All K-12** | 2255 | 2219  | 2402 | 2406 | 2392 | (14) | (.6) |

**Assessment of Taxable Property**: Local/State revenue projections for 2012-13 are based on the projected number of pupils in ADA and a projection of assessed value of property subject to school taxation at the 2011-12 tax rate. The state SEEK funding program was designed to equalize funding based on the assessed value of taxable property per pupil.

To project state and local revenue the estimated assessed value is divided by the projected number of students to yield the estimated assessed value per pupil. The most critical data is the projected number of pupils in ADA. If assessed value is higher than projected, state SEEK funding will be lower than projected but local revenue will be higher. Projected assessed value of property subject to school taxes for the Elizabethtown Independent Schools for 2012-13 remains the same as 2011-2102 actual for this projection.

##### PROJECTED REVENUE – GENERAL FUND

**Overall General Fund Receipts**: General Fund revenue is expected to be $18,121,016 in

2012-13, including the beginning balance. This is an decrease of $620,254.36 or 3.3% compared to 2011-12. Projected General Fund receipts from all sources for the Elizabethtown Independent Schools for 2012-13 are shown in Table C.

**Beginning General Fund Balance**: The unreserved General Fund beginning balance in 2012-13 is expected to be at least $4,200,000. This estimate of the 2012-13 beginning General Fund balance is based on the assumption that all of the funds budgeted in 2011-12for revenue would be received and expenses including accumulated sick leave at retirement would be spent.

The projected carry forward balance is $398,979.36 lower than the prior year. However, if revenues for 2011-12 are higher than projected or if all allocated expenses are not made, a higher carry forward beginning General Fund balance may be expected for 2012-13.

**Local General Fund Revenue**:The Elizabethtown School District should see a slight decrease ($50,000) in local General Fund revenue in 2012-13. The decrease reflects lower tuition, interest and utility tax collections.

**State General Fund Revenue**: State General Fund revenue is **very uncertain** for 2012-13 and 2012-13. The current SEEK forecast anticipates the district will receive $8,775,000 in SEEK funds in the General Fund during 2012-13. The Governor has presented a budget to reduce SEEK 2012-14 biennium. Local school districts, however, must await the outcome of the 2012 General Assembly’s decision concerning SEEK funding for the next two (2) fiscal years.

The projection of state General Fund revenue for 2012-13 is based on the current pupil unit value of $3,833 to calculate SEEK, projected ADA and the current $713,000 equalization level. The $3,833 base value of SEEK per pupil and the $713,000 equalization level, however, could be adjusted up or down based on the actions of the 2012 General Assembly.

The SEEK forecast included projected prior year ADA of 2,110.6 for 2012-13. The state budget is usually not approved by the General Assembly until the final days of the regular session. Therefore, it most likely will be the first week of April before 2012-13 state revenue for public schools is known.

**Federal General Fund Revenue**: The Elizabethtown School District expects to receive $6,000 in federal funds in the General Fund during 2012-13. All other federal funds will be placed in the Special Revenue Fund.

**Other General Fund Receipts**: The district expects to receive $52,000 in other General Fund receipts in 2012-13. The Elizabethtown Independent Schools does assess indirect cost reimbursement from the Food Service Fund to the General Fund.

##### PROJECTED REVENUE - OTHER FUNDS

**Special Revenue Fund**: The Draft Budget does not include any funding levels of any state or federal categorical programs. As notice of 2012-13 state and federal funding is provided, these amounts will be inserted into the 2012-13 budget as the board makes subsequent reviews. Hopefully, by the May Tentative Budget considerable more information will be available about special revenue funding.

**Capital Funds**: SEEK Capital Outlay revenue is projected to decrease $5,000 in 2012-13. Projected local revenue to the Building Fund shows no change. State revenue to the Building Fund is expected decrease $7,680. The General Assembly is charged by state law to set the equalization at 150% of the state average assessment per pupil for each biennium. The state equalization level for the 2012-14 biennium is not known at this time.

### Table C

### Projected Revenue Summary - 2012-13

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **CATEGORY OF REVENUE** | **Actual** | **Budget\*\*** | **Projected\*\*** | **$** | **%** |
|  | **2010-11** | **2011-12** | **2012-13** | **Change** | **Change** |
|  Gen Fund Balance Forward | $3,760,093  | $4,598,979  | $4,200,000  | ($398,979) | -8.7% |
|  Local GF  | $5,123,653  | $4,984,016  | $4,934,016  | ($50,000) | -1.0% |
|  State GF (\*) | $8,452,487  | $9,100,275  | $8,929,000  | ($171,275)  | -1.9% |
|  Federal GF  | $30,560  | $6,000  | $6,000  | $0  | 0.0% |
|  Other GF  | $49,449 | $52,000 | $52,000 | $0  | 0.0% |
|  Total Gen Fund  | $17,416,242  | $18,741,270  | $18,121,016  | ($620,254)  | -3.3% |
|  CO+BF Balance Forward | $0  | $0  | $0  | $0  | 0.0% |
|  SEEK Capital Outlay  | $264,331  | $218,500 | $213,500 | (5,000) | -2.3% |
|  BF revenues  | $1,577,316 | $1,517,953 | $1,510,273 | (7,680) | -0.5% |
|  Total Capital Funds  | $1,814,647  | $1,736,453 | $1,723,773 | ($12,680) | -0.7% |
|  Special Revenue Fund (#) | $0  | $0  | $0  | $0  | 0.0% |
|  Food Service Fund | $1,158,554  | $1,065,300 | $1,065,300 | $0  | 0.0% |
|  Total Other Funds  | $1,158,554  | $1,065,300 | $1,065,300 | $0  | 0.0% |
|  Total All Funds | $23,348,534  | $21,543,023 | $20,910,089 | (632,934)  | -2.9% |

*\* “Actual” excludes state payments on-behalf of the school district, which are unbudgeted as per state instructions.*

*\*\*”Projected” includes all SEEK funds anticipated for 2012-13.*

*# Special Revenue Funds are not included in the Draft Budget. These funds will be budgeted as awards are received.*

## EXPENSE PROJECTIONS

**Obligations**

The Draft Budget must provide for all obligations of the Board. The Elizabethtown Independent Schools have two (2) major obligations for priority consideration in the 2012-13 budget.

**Debt Service**: First, debt service on bond issues must be funded. The Elizabethtown School District’s scheduled debt service for 2012-13 is $1,219,209. This obligation is budgeted for payment from the Building and Capital Outlay Funds.

The Elizabethtown Independent Schools have sufficient capability from the Building and Capital Outlay Funds to pay scheduled 2012-13 debt service. Projected 2012-13 revenue in the Building and Capital Outlay funds is projected to be $1,723,773 counting any beginning balances in these funds.

**Personnel Expense**: Second, the cost for salaries and benefits will increase due to experience increments and anticipated mandated pay raises in current salary schedules. The Draft Budget includes **only** the cost of each staff member advancing one year in experience on current salary schedules. Substitutes and any salaries without experience increments are excluded.

The estimated cost of these salary improvements (including benefits) is $469,708 or about a 4.2% increase above the current expense for salaries and benefits.

In addition, the Draft Budget provides a set aside of $100,000 to pay accumulated benefits at the time of retirement for all eligible staff members. Since it is very unlikely that all eligible staff members will choose to retire at the same time, this amount should be sufficient to cover these costs.

**Staffing Allocation and School Equity**

The Board is to approve allocations to school councils by March 1, 2012. The allocation is to provide sufficient funds to staff each school and provide for teaching materials, supplies, travel, and equipment. The projected 2012-13 staffing allocation provides for full-day kindergarten at Panther Academy. Elizabethtown’s staffing is above the minimum number of staff members needed to meet the maximum class size standard. Local district revenue is the primary source of funding staffing above the minimum level.

Current staffing levels are based on a consistent standard that assures fair treatment for all schools. Fair treatment means that pupil-teacher ratios are similar for schools that serve similar grades or levels. Further, the level of staffing beyond the minimum required is dictated by available revenue. The Board will consider staffing levels for 2012-13 in the school allocations at a February Board meeting. Equitable staffing among the schools should be an important part of this consideration.

There are two other components of the school allocation process. First, the allocation for teaching supplies, materials, and instructional travel based on the state regulation requiring a per-pupil allocation of at least 3.5% of the base SEEK for each FTE pupil in ADA. This Draft Budget provides the minimum allocation for this section at $100.00 per ADA.

Second, the Board may allocate any additional funds to schools to address unmet needs. If there are differences in student learning needs from school to school the Board may allocate additional funds based on the differences. For example, if one school has a unique need, the Board may allocate additional funds to that school only. Any discretionary funds the Board may decide to allocate to schools should be placed in this component of the allocation.

Equipment and capital needs are normally found in the maintenance series of the General Fund budget and the Capital Outlay and Building funds. Unmet facility needs are found in the district facility plan. The Capital Funds budgets provide for the cost of scheduled debt service. Funds received above the amount needed for debt service are held in reserve for new facility construction or and/or renovation projects.

**Summary of Projected Expense:** An increase of $211,938 is projected for expense from all funds during 2012-13. This does not include funds held in contingency as a reserve for unknownor future needs.

Table D presents a summary of projected General Fund expense by object (code). Appendix A contains brief descriptions of the object codes utilized.

**Table D**

## Projected General Fund Expense by Object Code

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **GENERAL FUND PROJECTED EXPENSES** | **Actual** **2010-2011** | **Budget** **2011-12** | **Projected 2012-13** | **$** **Change** | **% Change** |
| 0100 | SALARIES PERSONNEL SERVICES |  |  |  |  |  |
|  |  | $10,159,213 | $11,049,608 | $11,519,177 | $469,569 | 4.2% |
| 0200 | EMPLOYEE BENEFITS (\*) |  |  |  |  |  |
|  |  | $663,467 | $765,310 | $765,499 | $139 | 0% |
| 0300 | PURCHASED PROFESSIONAL & TECHNICAL SERVICES |  |  |  |  |  |
|  |  | $147,390 | $189,401 | $189,401 | 0 | 0% |
| 0400 | PURCHASED PROPERTY SERVICES |  |  |  |  |  |
|  |  | $295,431 | $313,275 | $314,775 | $1,500 | 0.5% |
| 0500 | OTHER PURCHASED SERVICES |  |  |  |  |  |
|  |  | $161,766 | $253,214 | $215,949 | ($1,265) | -0.5% |
| 0600 | SUPPLIES & MATERIALS |  |  |  |  |  |
|  |  | $1,126,361 | $1,293,226 | $1,237,901 | (55,324) | -4.3% |
| 0700 | PROPERTY |  |  |  |  |  |
|  |  | $545,272 | $260,200 | $70,200 | (190,000) | -73.0% |
| 0800 | MISCELLANEOUS |  |  |  |  |  |
|  |  | $64,688 | $121,629 | $121,629 | 0 | 0 |
| 0900 | OTHER USES OF FUNDS |  |  |  |  |  |
|  |  | $50,252 | $50,000 | $50,000 | 0 | 0 |
|  | **Subtotal for General Fund (\*)** | $13,213,8.9 | $14,295,863 | $14,520,481 | $224,618 | 1.6% |
| 0840 | CONTINGENCY | 0 | $4,445,408 | $3,600,535 | (844,873) | -19.0% |
|  | *Percent of General Fund Expense* | 0 | 31.1% | 24.8% |  |  |
|  | **Total for General Fund (\*)** | $13,213,839 | $18,741,270 | $18,121,016 | ($620,254) | -3.3% |

*\* “Actual” excludes state payments on-behalf of the school district, which are unbudgeted as per state instructions.*

## Other Budget Information

The Kentucky State Board of Education has included the following items in its 2012 Legislative Agenda.

Pre-K Learning Opportunities

* Expand pre-K learning opportunities to 200% of poverty level for 4-year olds.

Taxing Authority

* Amend KRTS 157.440 (Facilities Support Program of Kentucky) to increase the five-cent equivalent tax rate for facilities to ten cents. All districts should be required to levy ten cents. Those districts already levying ten cents or more are authorized to levy an additional five cents, but are not required to do so. All facility funding (except the growth levy) should become part of the FSPK program.

Dropout Prevention Grants

* Amend KRS 158.146(4) to remove priority in the awarding of dropout prevention grants to districts with chronically high dropout rates, remove the requirement to direct 75% of available funds to elementary and middle school students and 25% to high school students, and focus the grant program on supporting promising practices that are systemic, scalable, and replicable, and aligned with the principles of secondary reform.

Compulsory School Attendance

* Raise the compulsory school age to 17 in 2012-13 and 18 in 2013-2014.

School Governance Changes

* The work being done in conjunction with the federal School Improvement Grants, the Race to the Top grants, and the temporary increases in Title I and IDEA funding have focused a lot of attention on the persistently lowest-achieving schools (defined as those schools whose student achievement is in the lowest 5% of all schools as evidenced by total percent of proficient/distinguished in reading and math combined for at least three consecutive years) and their issues and circumstances. The guiding considerations in working on these grants have been centered on the question: “With or without the grants, what would cause positive change in our lowest-achieving schools?”. To address these issues may require changes in how schools are governed. The four federal models for governance changes are:
* School closure
* Drastic school transformation by certain specific criteria
* Replacement of the principal and 50% of staff
* Using an external education management organization or entity

Statutory changes will be needed to effect the last three options because they each affect the mechanisms and even definitions of school leadership, principal hiring and assignment, and school governance in general.

* Add chronic, low student academic performance as a cause for removal of a superintendent or school board member (KRS 156.132).

**Budget Reserve:** KDE defines “total budget” as the budgeted expenditures in the General, Special Revenue, Capital Outlay, Building and Food Service Funds excluding the Contingency. The budgeted reserve (Contingency) in the Draft Budget has been determined accordingly.

A local school district budget must include a reserve of at least 2.0% of the total budget. The attached summary of General Fund expenditures includes a projected unrestricted reserve of $3,600,534 of the total budget.

The projected reserve exceeds the minimum 2.0% requirement of $418,202. The projected unrestricted reserve is 17.2% of the amount projected for all funds. The desired level of reserve for the budget after approval of all expenses, including salary improvements, is approximately eight percent (8.0%) of the total budget.

It is important to remember that the purpose of an adequate reserve is to provide a “buffer” to minimize the disruption of instructional programs deemed critical by the Board during times of negative shifts in state revenue. It appears that 2012-13 and 2012-13 could be years of lower state funding.

The Board is strongly urged to develop a strategy that would use both the unrestricted reserve and General Fund Escrow in conjunction with reduction of expenses during the next two (2) years to offset any reduction in state funding for SEEK General Fund instructional programs. It is imperative that if reduced revenue for Special Revenue programs happen that comparable reductions in expense for these programs occur.

This Draft Budget includes higher projected expense than projected revenue. During the next two (2) fiscal years, it is important for the Board to maintain as much as possible a pattern of General Fund expenditures that are not more than General Fund receipts, excluding the budget reserve. However, given what little is known about SEEK funding for the next two (2) years, this may prove difficult to achieve.

Expenses in all other funds are projected to be equal to projected receipts. The major part of the higher expense projected for 2012-13 is increased personnel costs. The other important factor is the cost of continuing Board initiated programs

If SEEK revenue is subsequently higher than projected in this narrative, the Board should not increase expense. The top priority should be to use the additional revenue to reduce any gap between recurring revenue and expense.

RECOMMENDATION:

Take this information under advisement and approve a motion that the Board has reviewed projected revenue and expense for 2012-13 pursuant to KRS 160.470. Action on the school allocations should be taken at a regular meeting in February 2010.

### APPENDIX A

EXPENSE TYPES:

Within each major function, specific types of expenses are grouped together. These groupings utilize the first two (2) digits of the object. For instance, salary-related object codes always begin with **01** (**01**10, **01**20, **01**30, etc.), so the “**01**” causes these expenses to be combined in the expense type grouping “**0100**.” The following summarizes the types of expenses grouped under the function:

**0100 Salaries Personnel Services** – salary-related expenses, such as wages, stipends, etc.

**0200 Employee Benefits** – fringe benefits, such as employee insurance, FICA match, Medicare match, CERS match, and KTRS match, when applicable

**0300 Purchased Professional & Technical Services** – contractual services, such as legal, consultants, audit, architectural, engineering, etc.

**0400 Purchased Property Services** – other services, such as repairs/maintenance, rent utilities, etc.

**0500 Other Purchased Services** – expenses such as travel, telephone, postage, advertising, insurance, printing, etc.

**0600 Supplies & Materials** – expenses such as general supplies, textbooks, reference materials, software, food, testing materials, etc.

**0700 Property** – furniture, fixtures, equipment, computers, buses, etc.

**0800 Miscellaneous** – fieldtrip expenses (other than the driver’s salary), registration, fees, permits, uniforms, etc.

**0840 Contingency** – used for budgeting purposes only as determined by the Board

**0900 Other Uses of Funds** – fund transfers and principal and interest payments on bonds