

CONSIDERATION:

Public Discussion of Projected Receipts and Expenses - Draft Budget for 2020-2021

DISCUSSION:

State law (KRS 160.470 (6)(a) requires that every local board of education receive a Draft Budget before January 31, 2020 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 2020-21 budget decisions.

**Table A**  
**Kentucky Budget Development Chronology**  
**Fiscal Year Beginning July 1, 2020**

Activity	Approximate Time
2020-21 Enrollment/ADA Projection	Reported to Board – December 2019
2020-21 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, 2020
Local School Board Approves School Allocations	Complete by March 1, 2020
2020-21 School Budget Development – School Councils Advise Superintendent/Board of Staff Levels	Complete by March 31, 2020
Notice of Re-employment of Certified Staff – Next School Year	No Later than April 30, 2020
Needs Assessment	From Improvement Plans in May
Staff Positions and Salary Levels	May Tentative Budget or later
Board Adopts 2020-21 Tentative Budget with 2% Reserve of Total Budget	By May 31, 2020
Formal Budget Action: 2020-21 Tax Levy	Within 30 days of receipt of certified assessment
Formal Budget Action: Adopts 2020-21 Working Budget	By September 30, 2020

**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 same number of students in overall enrollment compared to 2020-21.

Per pupil seek is budgeted at \$4,000 per ADA with total Seek funding budgeted at \$9,992,462 which is the same as the 2020-21 seek projection.

**Table B**  
**Projected Enrollment - Elizabethtown Independent Schools**  
**End of Second School Month**

School	Actual 2016-17	Actual 2017-18	Actual 2018-19	Actual 2019-20	Projected 2020-21	Change 1 year
Panther Academy	145	147	151	155	187	32
Helmwood	438	416	385	357	380	23
Morningside	469	437	446	424	461	37
All Elementary	1052	1000	982	936	1,028	92
TK Stone MS	552	579	617	614	583	(31)
Etown HS	749	764	754	775	788	13
Homebound/GDC/VV	46	30	32	30	22	(8)
<b>All K-12</b>	<b>2399</b>	<b>2373</b>	<b>2385</b>	<b>2352</b>	<b>2421</b>	<b>69</b>

**Assessment of Taxable Property:** Local/State revenue projections for 2020-21 are based on the projected number of pupils in ADA and a projection of assessed value of property subject to school taxation at the 2019-20 tax rate. The state SEEK funding program was designed to equalize funding based on the assessed value of taxable property per pupil.

#### **PROJECTED REVENUE – GENERAL FUND**

**Beginning General Fund Balance:** The unreserved General Fund beginning balance in 2020-21 is expected to be at least \$3,202,905. This estimate of the 2020-21 beginning General Fund balance is based on the assumption that all of the funds budgeted in 2019-20 for revenue would be received and expenses including accumulated sick leave at retirement would be spent.

The projected carry forward balance is \$1,733,618 lower than the prior year. However, if revenues for 2019-20 are higher than projected or if all allocated expenses are not made, a higher carry forward beginning General Fund balance may be expected for 2020-21.

#### **Overall General Fund Receipts:**

All general fund revenues except beginning balance are budgeted at 19-20 levels.

#### **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 2020-21 state and federal funding is provided, these amounts will be inserted into the 2020-21 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 the same as 2019-20. Projected local revenue to the Building Fund shows increase in revenue. State revenue to the Building Fund is expected to decrease, with local effort required to increase. 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 budget for 2020-21 is budgeted \$1,011,350.

## **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 2020-21 budget.

**Debt Service:** First, debt service on bond issues must be funded. The Elizabethtown School District's scheduled debt service for 2020-21 is \$1,667,759.13. This obligation is budgeted for payment from the Debt Service Fund, however, the source of payment will be transferred from the General Fund at \$254,744.85 Building and Capital Outlay Funds at \$1,413,014.28

The Elizabethtown Independent Schools will have sufficient capability from the General, Building and Capital Outlay Funds to pay scheduled 2020-21 debt service. Projected 2020-21 revenue in the Building and Capital Outlay funds is projected to be \$2,028,036 not counting any beginning balances in these funds.

**Personnel Expense:** Second, the cost for salaries and benefits will increase due to experience increments in current salary schedules. The Draft Budget includes 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 \$162,007 or about 1.1 % increase above the current expense for salaries and benefits. This projection allocates personnel expense at 84.11% of the total General Fund Budget.

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. It is very unlikely that all eligible staff members will choose to retire at the same time, however, this amount will be reviewed upon receipt of staff intent forms for 2020-21 school year.

### **Staffing Allocation and School Equity**

The Board is to approve allocations to school councils by March 1, 2020. The allocation is to provide sufficient funds to staff each school and provide for teaching materials, supplies, travel, and equipment. The projected 2020-21 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 2020-21 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 provision in the budget language has been waived in previous budget cycles. This Draft Budget provides the minimum allocation for this section at \$110.00 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:** A decrease of \$889,530 is projected for expense from the general fund during 2020-21. This does not include funds held in contingency as a reserve for unknown or 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 2018-19	Budget 2019-20	Projected 2020-21	\$ Change	% Change
0100	SALARIES PERSONNEL SERVICES	12,918,023	13,414,312	13,492,792	78,480	.6
		71.5	72.2	76.2		
0200	EMPLOYEE BENEFITS (*)	1,328,690	1,309,975	1,393,501	83,527	6.4
		7.3	7.0	7.9		
0300	PURCHASED PROFESSIONAL & TECHNICAL SERVICES	205,265	275,448	275,448	0	0
		1.1	1.5	1.6		
0400	PURCHASED PROPERTY SERVICES	773,073	1,139,625	383,875	(755,750)	(66.3)
		4.3	6.1	2.2		
0500	OTHER PURCHASED SERVICES	249,347	266,417	266,417	0	0
		1.4	1.4	1.5		
0600	SUPPLIES & MATERIALS	1,170,440	1,403,994	1,403,804	(190)	0
		6.5	7.6	7.9		
0700	PROPERTY	425,805	373,878	64,900	(308,978)	(82.6)
		1.4	2.0	.4		
0800	MISCELLANEOUS	41,700	103,100	103,100	0	0
		.2	.6	.6		
0900	OTHER USES OF FUNDS	965,377	300,364	313,745	13,381	4.5
		3.3	1.6	1.8		
	<b>Subtotal for General Fund (*)</b>	<b>18,077,719</b>	<b>18,587,112</b>	<b>17,697,582</b>	<b>(889,530)</b>	<b>(4.8)</b>
0840	CONTINGENCY		3,202,905	2,358,816	(844,088)	(26.4)
	<i>Percent of General Fund Expense</i>		17.2	13.3		
	<b>Total for General Fund (*)</b>	<b>18,077,719</b>	<b>21,790,017</b>	<b>20,056,399</b>	<b>(1,733,618)</b>	<b>(8)</b>

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

**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 \$2,358,816 of the total budget.

The projected reserve exceeds the minimum 2.0% requirement of \$480,114. The projected unrestricted reserve is 9.8% 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.

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 2020-21 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 2020-21 pursuant to KRS 160.470. Action on the school allocations should be taken at a regular meeting in February 2020.

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**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** (**0110**, **0120**, **0130**, 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