

**Independent School District No. 656  
Faribault  
Faribault, Minnesota**

**Communications Letter**

**June 30, 2023**



**Independent School District No. 656**  
**Table of Contents**

Report on Matters Identified as a Result of the Audit of the Basic Financial Statements	1
Required Communication	3
Financial Analysis	8
Legislative Summary	20
Emerging Issues	24

## Report on Matters Identified as a Result of the Audit of the Basic Financial Statements

To the School Board and Management  
Independent School District No. 656  
Faribault ISD  
Faribault, Minnesota

In planning and performing our audit of the basic financial statements of the governmental activities, each major fund, and the aggregate remaining fund information of Independent School District No. 656, Faribault, Minnesota, as of and for the year ended June 30, 2023, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, we considered the District's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the basic financial statements, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, we do not express an opinion on the effectiveness of the District's internal control over financial reporting.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and, therefore, material weaknesses or significant deficiencies may exist that have not been identified. In addition, because of inherent limitations in internal control, including the possibility of management override of controls, misstatements due to error or fraud may occur and not be detected by such controls.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the District's basic financial statements will not be prevented, or detected and corrected, on a timely basis. A reasonable possibility exists when the likelihood of an event occurring is either reasonably possible or probable as defined as follows:

- *Reasonably possible.* The chance of the future event or events occurring is more than remote but less than likely.
- *Probable.* The future event or events are likely to occur.

We did not identify any deficiencies in internal control that we consider to be material weaknesses.

A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

The accompanying memorandum also includes financial analysis provided as a basis for discussion. The matters discussed herein were considered by us during our audit and they do not modify the opinion expressed in our Independent Auditor's Report dated October 11, 2023, on such statements.

The purpose of this communication, which is an integral part of our audit, is to describe for the management, the School Board, others within the District, and state oversight agencies the scope of our testing of internal control and the results of that testing. Accordingly, this communication is not intended to be, and should not be, used by anyone for any other purpose.

*BergankDV, Ltd.*

St. Cloud, Minnesota  
October 11, 2023

## **Independent School District No. 656 Required Communication**

We have audited the basic 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, 2023. Professional standards require that we advise you of the following matters related to our audit.

### **Our Responsibility in Relation to the Basic Financial Statement Audit**

As communicated in our engagement letter, our responsibility, as described by professional standards, is to form and express opinions about whether the basic financial statements prepared by management with your oversight are presented fairly, in all material respects, in accordance with accounting principles generally accepted in the United States of America. Our audit of the basic financial statements does not relieve you or management of its respective responsibilities.

Our responsibility, as prescribed by professional standards, is to plan and perform our audit to obtain reasonable, rather than absolute, assurance about whether the basic financial statements are free of material misstatement. An audit of the basic financial statements includes consideration of internal control over financial reporting as a basis for designing audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control over financial reporting. Accordingly, as part of our audit, we considered the internal control of the District solely for the purpose of determining our audit procedures and not to provide any assurance concerning such internal control.

We are also responsible for communicating significant matters related to the audit that are, in our professional judgement, relevant to your responsibilities in overseeing the financial reporting process. However, we are not required to design procedures for the purpose of identifying other matters to communicate to you.

Generally accepted accounting principles provide for certain Required Supplementary Information (RSI) to supplement the basic financial statements. Our responsibility with respect to the RSI, which supplements the basic audit financial statements, is to apply certain limited procedures in accordance with generally accepted auditing standards. However, the RSI was not audited and, because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance, we do not express an opinion or provide any assurance on the RSI.

Our responsibility for the supplementary information accompanying the basic financial statements, as described by professional standards, is to evaluate the presentation of the supplementary information in relation to the basic financial statements as a whole and to report on whether the supplementary information is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

### **Our Responsibility in Relation to *Government Auditing Standards***

As communicated in our engagement letter, part of obtaining reasonable assurance about whether the basic financial statements are free of material misstatement, we performed tests of the District's compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of basic financial statement amounts. However, the objective of our tests was not to provide an opinion on compliance with such provisions.

## **Independent School District No. 656 Required Communication**

### **Our Responsibility in Relation to Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance)**

As communicated in our engagement letter, in accordance with the Uniform Guidance, we examined on a test basis, evidence about the District's compliance with the types of compliance requirements described in the U.S. Office of Management and Budget (OMB) Compliance Supplement applicable to each of its major federal programs for the purpose of expressing an opinion on the District's compliance with those requirements. While our audit provided a reasonable basis for our opinion, it did not provide a legal determination on the District's compliance with those requirements.

In planning and performing our audit of compliance, we considered the District's internal control over compliance with the types of requirements that could have a direct and material effect on each major federal program to determine the auditing procedures that are appropriate in the circumstances for the purpose of expressing an opinion on compliance for each major federal program and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of internal control over compliance.

### **Planned Scope and Timing of the Audit**

We conducted our audit consistent with the planned scope and timing we previously communicated to you.

### **Compliance with All Ethics Requirements Regarding Independence**

The engagement team, others in our firm, as appropriate, our firm, and our network firms have complied with all relevant ethical requirements regarding independence.

### **Significant Risks Identified**

We have identified the following significant risks of material misstatement:

- If duties cannot be appropriately segregated within the accounting department, there is a risk of misappropriation of assets through the accounts payable process.
- Improper revenue recognition specific to property taxes and state aids. Revenue recognition is considered a fraud risk on substantially all engagements as it is generally the largest line item impacting a district's operating results.
- Misappropriation of assets and management override of controls through the journal entry process. This is considered a risk in substantially all engagements.

### **Qualitative Aspects of the District's Significant Accounting Practices**

#### *Significant Accounting Policies*

Management has the responsibility to select and use appropriate accounting policies. A summary of the significant accounting policies adopted by the District is included in the notes to the basic financial statements. There have been no initial selection of accounting policies and no changes to significant accounting policies or their application during 2023. No matters have come to our attention that would require us, under professional standards, to inform you about (1) the methods used to account for significant unusual transactions and (2) the effect of significant accounting policies in controversial or emerging areas for which there is a lack of authoritative guidance or consensus.

**Independent School District No. 656  
Required Communication**

**Qualitative Aspects of the District's Significant Accounting Practices (Continued)**

*Significant Accounting Estimates*

Accounting estimates are an integral part of the basic financial statements prepared by management and are based on management's current judgements. Those judgements are normally based on 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 basic financial statements and because of the possibility that future events affecting them may differ markedly from management's current judgements. The most sensitive estimates affecting the basic financial statements relate to:

Depreciation – The District is currently depreciating its capital assets over their estimated useful lives, as determined by management, using the straight-line method.

General Education and Special Education Aid – General Education Aid is an estimate until average daily membership (ADM) values are final. Since this is normally not done until after the reporting deadlines, this Aid is an estimate. Special Education Aid is dependent on the availability of funds and complex formulas that are finalized after reporting deadlines.

Net Other Post Employment Benefits (OPEB) Liability, Deferred Outflows of Resources Related to OPEB and Deferred Inflows of Resources Related to OPEB – These balances are based on an actuarial study using the estimates of future obligations of the District for post employment benefits.

Net Pension Liability, Deferred Outflows of Resources Related to Pensions and Deferred Inflows of Resources Related to Pensions – These balances are based on an allocation by the pension plans using estimates based on contributions.

Lease Liability and Right-to-Use Lease Assets – These balances are based on estimates and judgments determined by the District related to the amortization, discount rate, lease term, and lease payments.

Subscription Liability and Right-to-Use Subscription Assets – These balances are based on estimates and judgments determined by the District related to the amortization, discount rate, subscription term, and subscription payments.

We evaluated the key factors and assumptions used to develop the accounting estimates and determined that they are reasonable in relation to the basic financial statements taken as a whole and in relation to the applicable opinion units.

*Financial Statement Disclosures*

Certain basic financial statement disclosures involve significant judgment and are particularly sensitive because of their significance to financial statement users. The basic financial statement disclosures are neutral, consistent, and clear.

**Significant Difficulties Encountered during the Audit**

We encountered no significant difficulties in dealing with management relating to the performance of the audit.

## **Independent School District No. 656 Required Communication**

### **Uncorrected and Corrected Misstatements**

For the purposes of this communication, professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that we believe are trivial, and communicate them to the appropriate level of management. Further, professional standards require us to also communicate the effects of uncorrected misstatements related to prior periods on the relevant classes of transactions, account balances or disclosures, and the basic financial statements taken as a whole and each applicable opinion unit.

We identified the following uncorrected misstatements of the basic financial statements. Management has determined their effects are immaterial, both individually and in the aggregate, to the basic financial statements taken as a whole.

- Property tax receivables/revenues
- State receivables/revenues

In addition, professional standards require us to communicate to you all material, corrected misstatements that were brought to the attention of management as a result of our audit procedures. None of the misstatements detected as a result of audit procedures and corrected by management were material, either individually or in the aggregate, to the basic financial statements taken as a whole.

### **Disagreements with Management**

For purposes of this letter, professional standards define a disagreement with management as a matter, whether or not resolved to our satisfaction, concerning a financial accounting, reporting, or auditing matter, which could be significant to the District's basic financial statements or the auditor's report. No such disagreements arose during the course of our audit.

### **Representations Requested from Management**

We have requested certain written representations from management, which are included in the management representation letter.

### **Management's Consultations with Other Accountants**

In some cases, management may decide to consult with other accountants about auditing and accounting matters. Management has informed us that, and to our knowledge, there were no consultations with other accountants regarding auditing and accounting matters.

### **Other Significant Matters, Findings, or Issues**

In the normal course of our professional association with the District, we generally discuss a variety of matters, including the application of accounting principles and auditing standards, significant events or transactions that occurred during the year, operating, and regulatory conditions affecting the District, and operational plans and strategies that may affect the risks of material misstatement. None of the matters discussed resulted in a condition to our retention as the District's auditor.



## **Independent School District No. 656 Required Communication**

### **Other Information Included in Annual Reports**

Pursuant to professional standards, our responsibility as auditors for other information, whether financial or nonfinancial, included in the District's annual reports, does not extend beyond the information identified in the audit report, and we are not required to perform any procedures to corroborate such other information.

We applied certain limited procedures to the RSI that supplements 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.

With respect to the supplementary information accompanying the basic financial statements, 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 basic financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the basic financial statements or to the basic financial statements themselves.

Our responsibility also includes communicating to you any information which we believe is a material misstatement of fact. Nothing came to our attention that caused us to believe that such information, or its manner of presentation, is materially inconsistent with the information, or manner of its presentation, appearing in the basic financial statements.

**Independent School District No. 656  
Financial Analysis**

The following pages provide graphic representation of select data pertaining to the financial position and operations of the District for the past five years. Our analysis of each graph is presented to provide a basis for discussion of past performance and how implementing certain changes may enhance future performance. We suggest you view each graph and document if our analysis is consistent with yours.

**Average Daily Membership and Pupil Units**

The largest single funding source for Minnesota school districts is basic General Education Aid. Each year, the State 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 ADM. Over the years, various modifications have been made to this calculation, including changes in weighting and special consideration for declining enrollment districts.

<u>Year</u>	<u>General Education Aid Formula Allowance</u>	
	<u>Amount</u>	<u>Percent Increase</u>
2014	\$ 5,302	1.5%
2015*	5,831	1.9%
2016	5,948	2.0%
2017	6,067	2.0%
2018	6,188	2.0%
2019	6,312	2.0%
2020	6,438	2.0%
2021	6,567	2.0%
2022	6,728	2.5%
2023	6,863	2.0%
2024	7,138	4.0%
2025	7,281	2.0%

\* General Education Aid - Of the \$529 increase over 2014, \$105 is for inflation at 1.9%; the remaining \$424 is a shifting of revenue to adjust for pupil weight changes, pension adjustments changes and other restructuring.

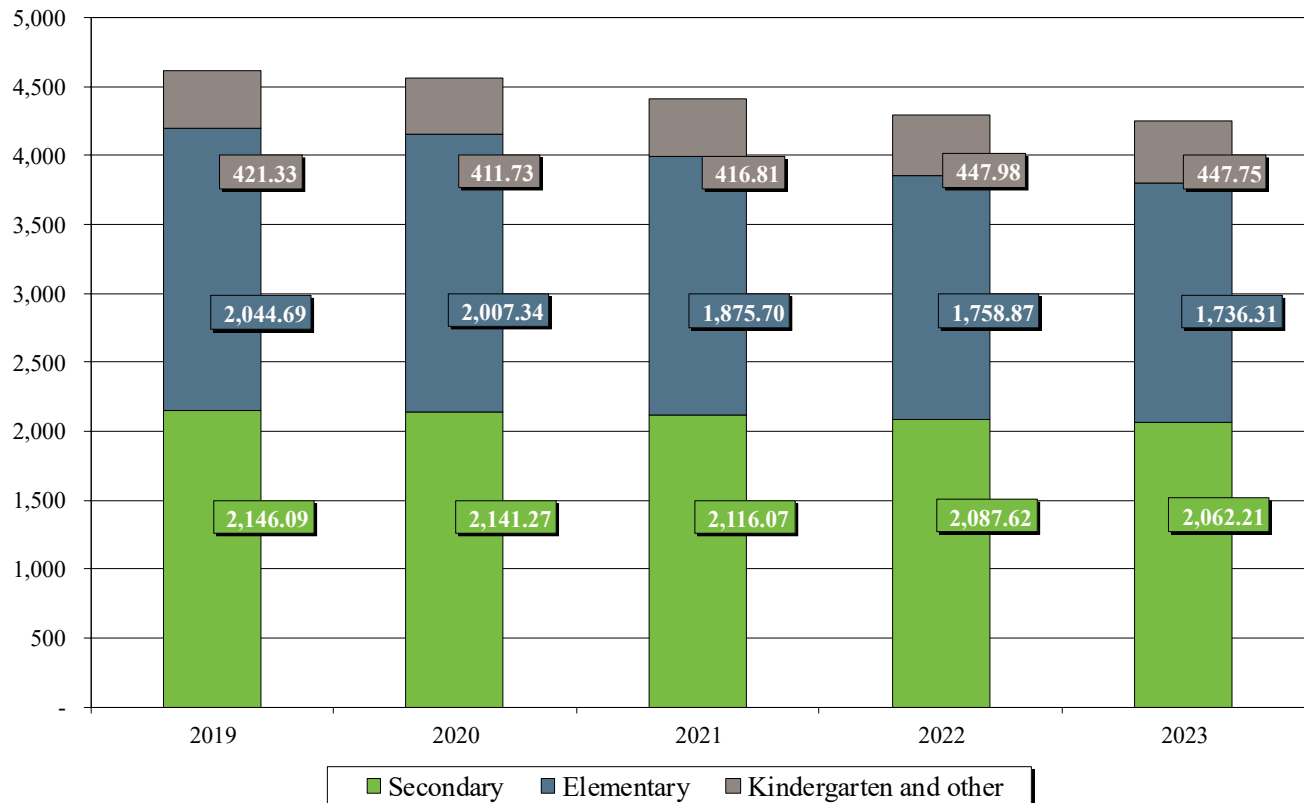
## Independent School District No. 656 Financial Analysis

### Average Daily Membership and Pupil Units

The following summarizes resident ADM of the District over the past five years ended June 30:

ADM	2019	2020	2021	2022	2023
Other	94.59	107.50	127.38	127.09	133.31
Kindergarten	326.74	304.23	289.43	320.89	314.44
Elementary	2,044.69	2,007.34	1,875.70	1,758.87	1,736.31
Secondary	2,146.09	2,141.27	2,116.07	2,087.62	2,062.21
<b>Total Resident ADM</b>	<b>4,612.11</b>	<b>4,560.34</b>	<b>4,408.58</b>	<b>4,294.47</b>	<b>4,246.27</b>
<b>Change from Prior Year</b>	<b>(64.86)</b>	<b>(51.77)</b>	<b>(151.76)</b>	<b>(114.11)</b>	<b>(48.20)</b>

**Students (ADM)**



\* Estimate

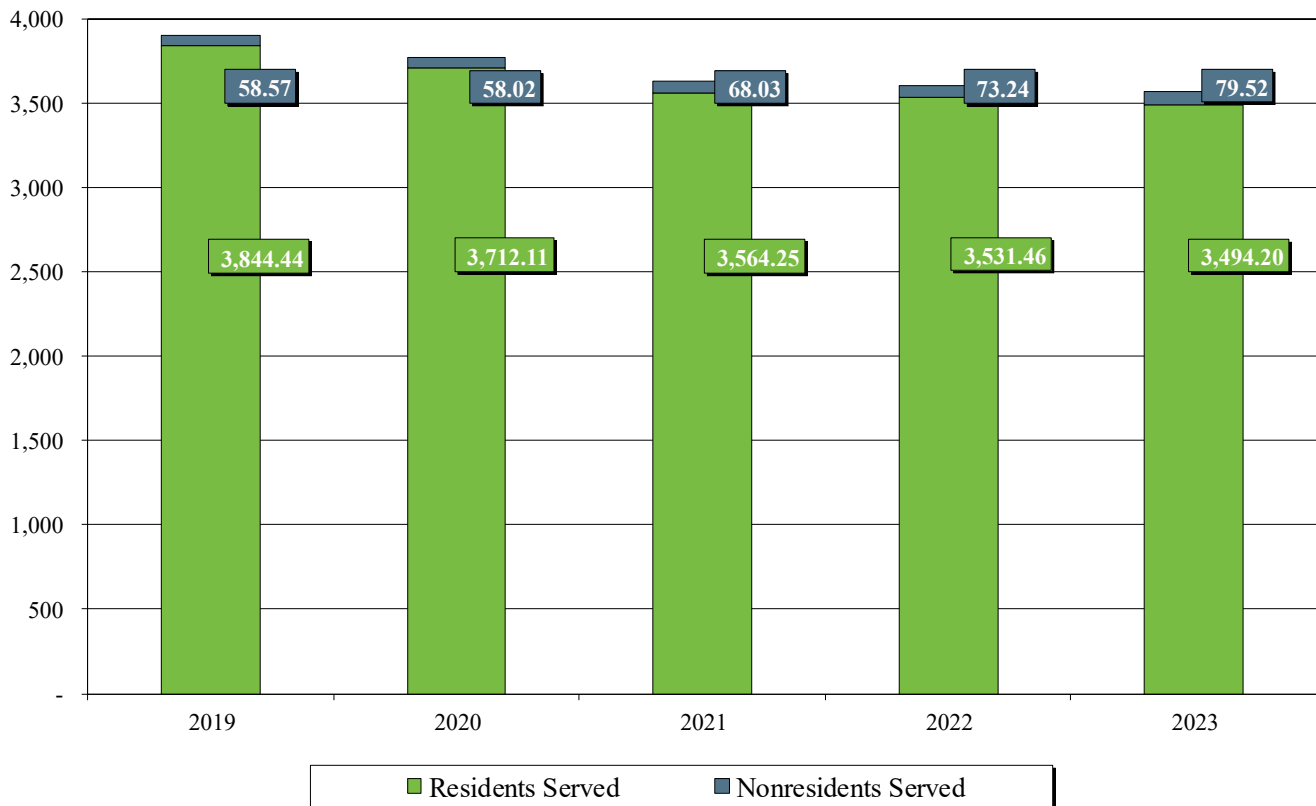
As the above chart indicates, resident ADM has, overall, decreased over the past five years, decreasing 365.84 ADM from 2019 to 2023. Resident ADM decreased from 2022 to 2023, by 48.20 ADM. The chart and graph on the next page apply weighting factors to ADM and include the effects of open enrollment.

## Independent School District No. 656 Financial Analysis

### Weighted Average Daily Membership Served/Pupil Units

Pre-kindergarten and Handicapped						
	Kindergarten	Kindergarten	Elementary	Secondary		
<b>2019 through 2023</b>	1.000	1.000	1.000	1.200		
<b>Pupil Units</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	
Residents	5,041.32	4,988.58	4,831.61	4,711.53	4,658.71	
Resident pupil units going elsewhere	(1,196.88)	(1,276.47)	(1,267.36)	(1,180.07)	(1,164.51)	
Nonresident pupil units coming in	58.57	58.02	68.03	73.24	79.52	
<b>Total Pupil Units Served</b>	<b>3,903.01</b>	<b>3,770.13</b>	<b>3,632.28</b>	<b>3,604.70</b>	<b>3,573.72</b>	
<b>Change from the Prior Year</b>	<b>(139.71)</b>	<b>(132.88)</b>	<b>(137.85)</b>	<b>(27.58)</b>	<b>(30.98)</b>	
<b>Adjusted ADM</b>	<b>3,553.00</b>	<b>3,434.01</b>	<b>3,302.16</b>	<b>3,271.24</b>	<b>3,245.11</b>	

### Students Served

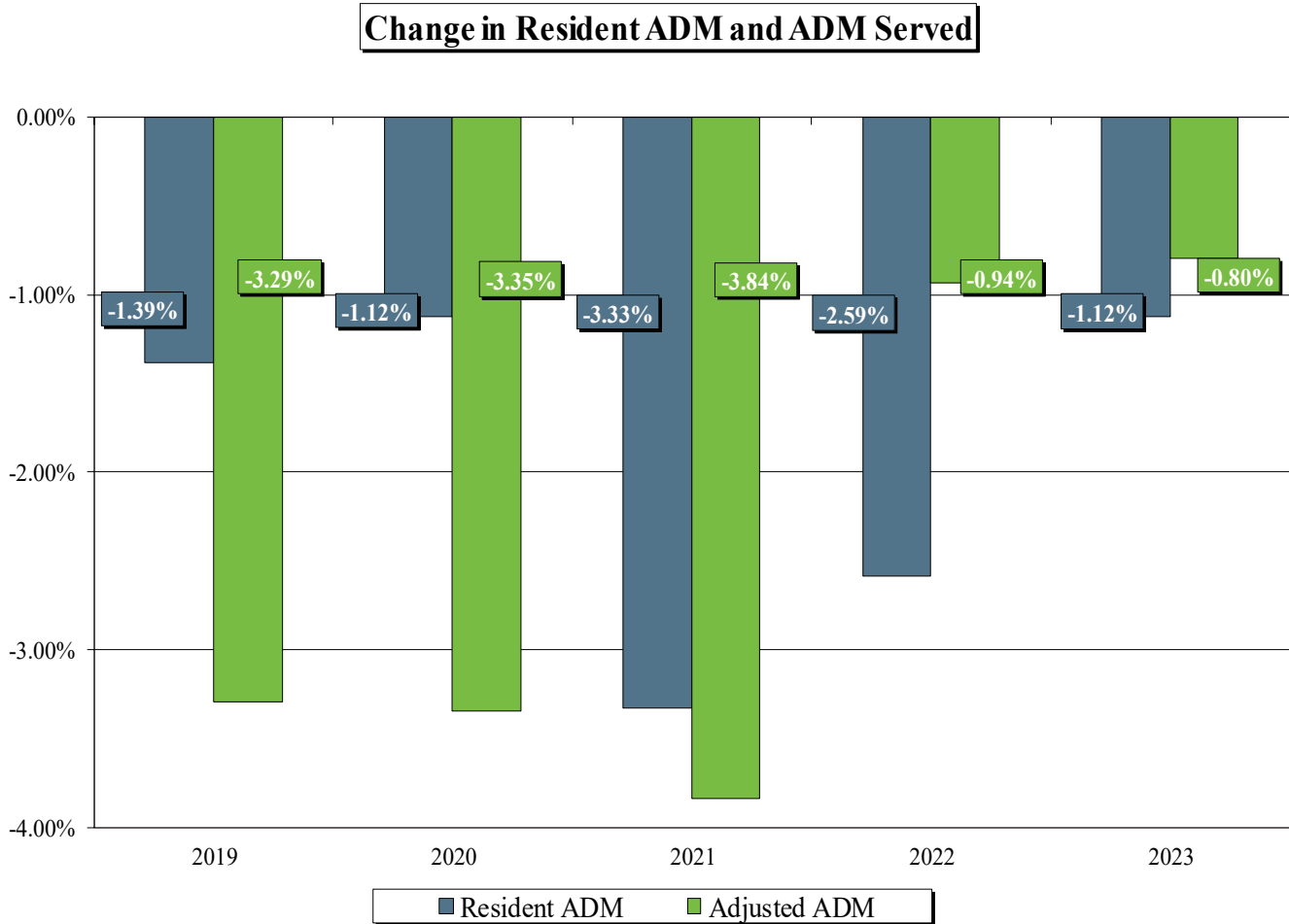


\* Estimate

The District's pupil units served and ADM served have also decreased the past five years. This decrease is due to the District having a net loss on open enrollment numbers each year.

**Independent School District No. 656  
Financial Analysis**

**Average Daily Membership and ADM Served**



\* Estimate

When reviewing the five-year history, the District should be aware that student counts directly affect the amount of funding the District receives from the federal and state government.

As noted on the previous pages, ADM served and resident ADM decreased in all five of the years presented.

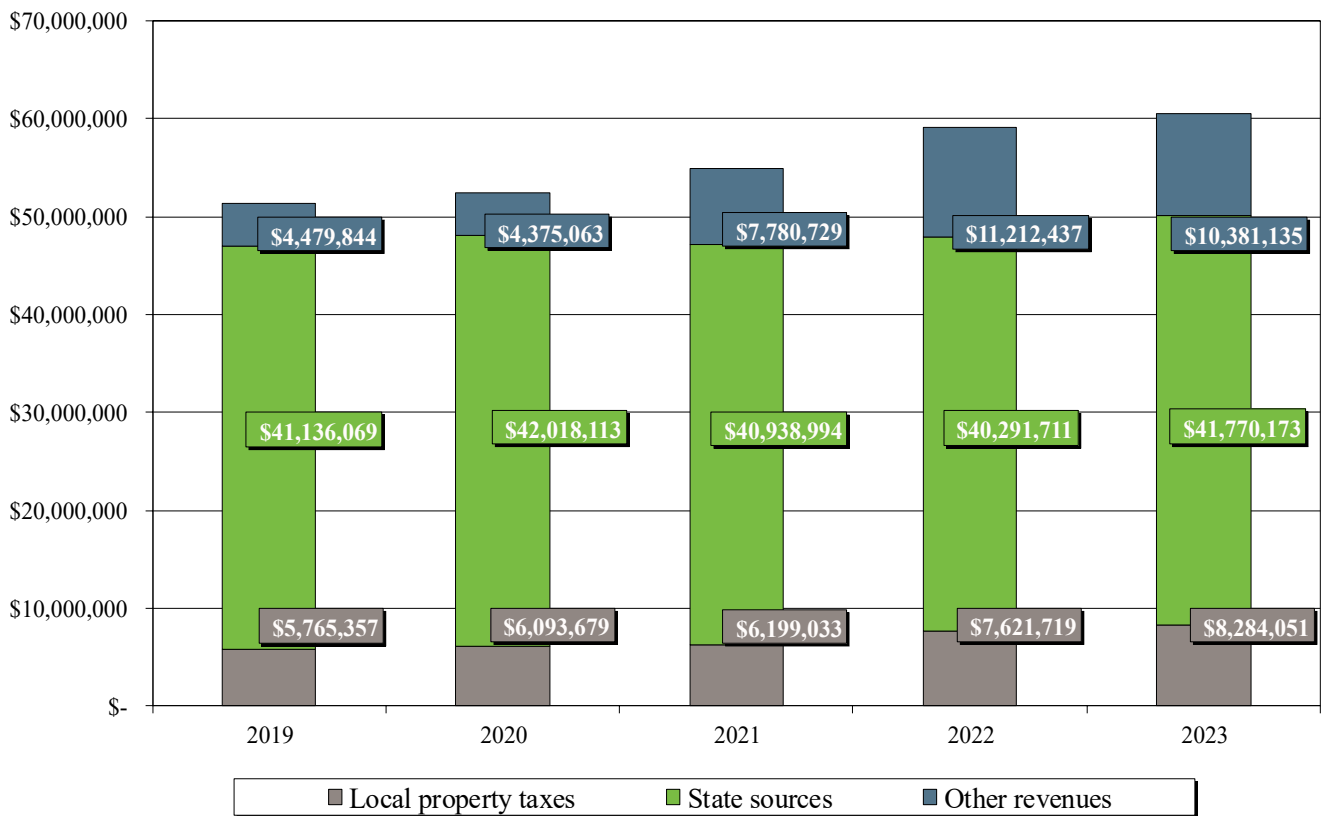
## Independent School District No. 656 Financial Analysis

### General Fund Sources of Revenue

General Fund sources of revenue are summarized as follows:

	2019	2020	2021	2022	2023
Local property taxes	\$ 5,765,357	\$ 6,093,679	\$ 6,199,033	\$ 7,621,719	\$ 8,284,051
State sources	41,136,069	42,018,113	40,938,994	40,291,711	41,770,173
Other revenues	4,479,844	4,375,063	7,780,729	11,212,437	10,381,135
<b>Total</b>	<b>\$ 51,381,270</b>	<b>\$ 52,486,855</b>	<b>\$ 54,918,756</b>	<b>\$ 59,125,867</b>	<b>\$ 60,435,359</b>

### General Fund Sources of Revenue



State sources represent 69.1% of the General Fund total revenue, with local taxpayers contributing 13.7% of the funding with federal and other sources making up the remaining 17.2%.

Overall, General Fund revenues increased 2.2% or \$1,309,492 from 2022. Revenues from state sources increased \$1,478,462. This increase was due to the increase in formula allowance, partially offset by the decrease in enrollment. The District also saw an increase in special education revenue with the increase in special education students. Revenues from local property taxes increased \$662,332. This is the result of an increase in the General Fund's tax levy. Other revenue, which includes other local and county, federal and sales and other conversions of assets, decreased from the prior year by \$831,302 or 7.4% as a result of a decrease in federal funding related to COVID-19.

**Independent School District No. 656  
Financial Analysis**

**Revenues and Expenditures Per Student (ADM) Served**

Revenues per student (ADM served) are summarized in the following table:

<b>General Fund</b>	<b>2019*</b>	<b>2020*</b>	<b>2021*</b>	<b>2022*</b>	<b>2023**</b>
Property taxes	\$ 1,560	\$ 1,701	\$ 1,828	\$ 2,171	\$ 2,461
Other local sources	463	472	447	506	558
State aid	11,278	11,879	12,198	11,815	12,407
Federal aid	795	796	1,907	2,871	2,525
<b>Total General Fund Revenue</b>	<b>\$ 14,096</b>	<b>\$ 14,848</b>	<b>\$ 16,380</b>	<b>\$ 17,363</b>	<b>\$ 17,951</b>

<b>State-Wide*</b>					
Property taxes	\$ 1,996	\$ 2,180	\$ 2,381	\$ 2,443	N/A
Other local sources	547	528	432	558	N/A
State aid	10,118	10,393	10,758	10,782	N/A
Federal aid	486	527	1,041	1,383	N/A
<b>Total General Fund</b>	<b>\$ 13,147</b>	<b>\$ 13,628</b>	<b>\$ 14,612</b>	<b>\$ 15,166</b>	<b>N/A</b>

Revenues per student for the General Fund increased 3.4% from 2022 to 2023 as students served decreased 0.9% and revenues increased 2.2%.

Expenditures per student (ADM served) for all programs are summarized as follows:

	<b>2019*</b>	<b>2020*</b>	<b>2021*</b>	<b>2022*</b>	<b>2023**</b>
General Fund	\$ 15,237	\$ 14,913	\$ 16,537	\$ 17,360	\$ 17,857
<b>Statewide Average - General Fund</b>	<b>13,025</b>	<b>13,313</b>	<b>14,167</b>	<b>15,010</b>	<b>Unavailable</b>

\* Source: *School District Profiles*

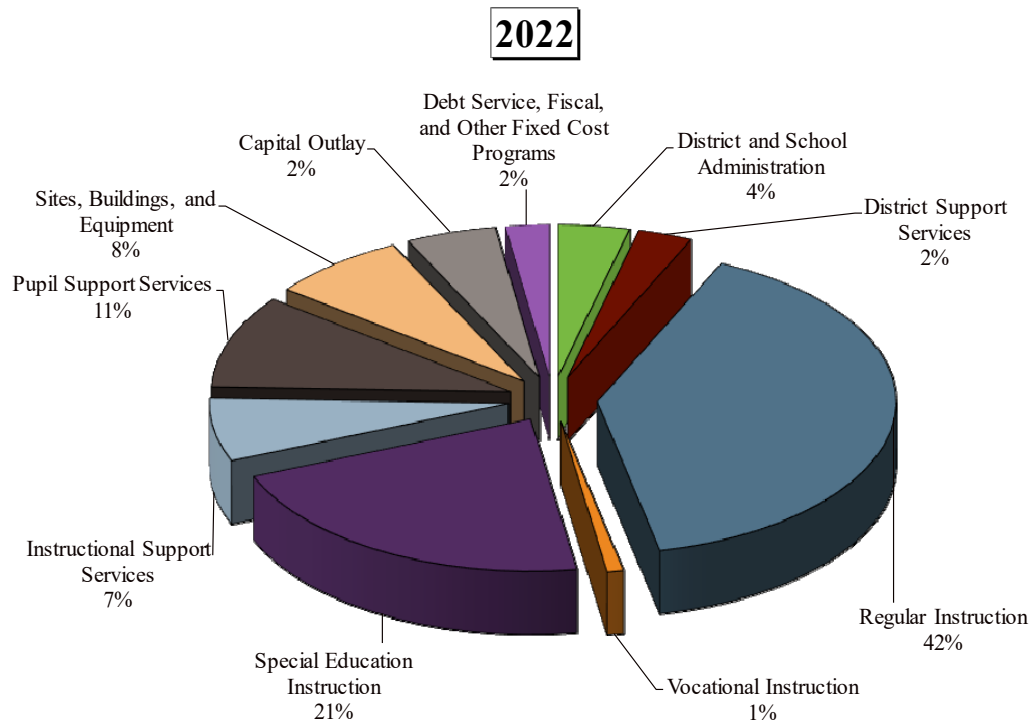
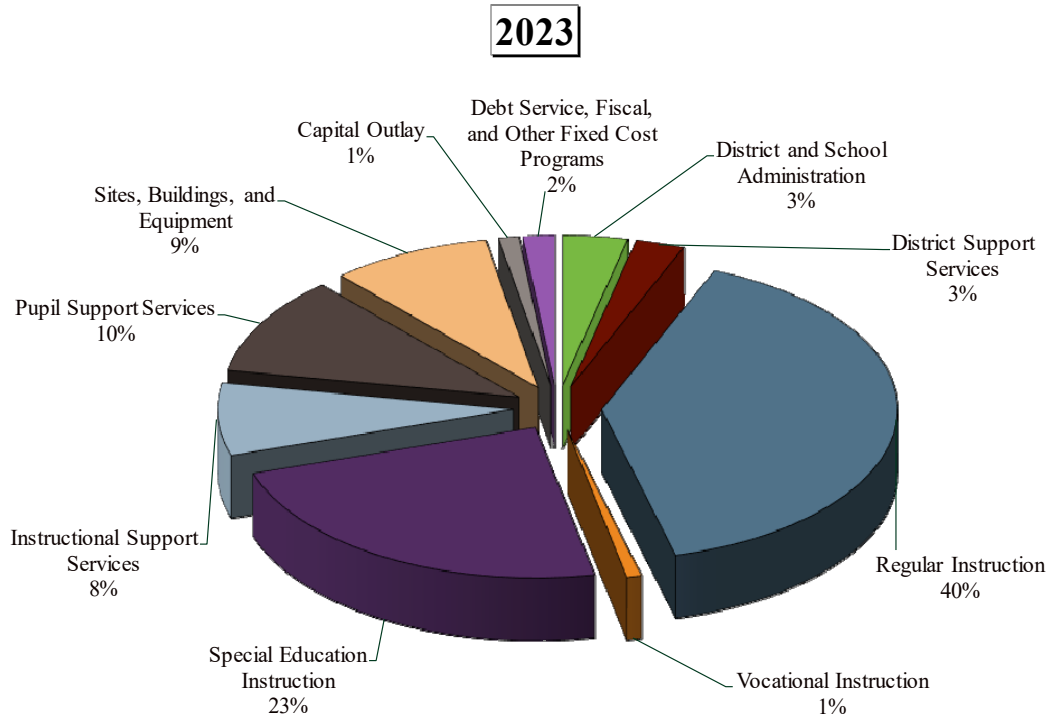
\*\* Estimate

The District experienced an increase in expenditures per student (ADM served) from 2022 to 2023, which was the result of an increase in expenditures of 1.2% and a 0.9% decrease in the students served. The average 2022 expenditure per ADM served for districts in the 2,000-3,999 enrollment category was \$14,017 for the General Fund. As shown above, the District's revenues and expenditures per student served have consistently been higher than the state average for other districts. The District receives more federal and special education funding than comparable districts. Additional funding correlates directly to additional expenditures for federally restricted programs and special education as much of the funding is structured in a way that requires an equal match of funds reimbursed for funds expended.

## Independent School District No. 656 Financial Analysis

### General Fund Expenditures

The following graphs depict the percentage of expenditures by function in the General Fund. The allocation of expenditures between 2022 and 2023 has been very consistent from one year to the next.





**Independent School District No. 656**  
**Financial Analysis**

**General Fund Budget and Actual**

	Budgeted Amounts			Variance With Final Budget - Over (under)
	Original	Final	Actual Amounts	
<b>Revenues</b>				
Local property taxes	\$ 8,170,615	\$ 8,184,884	\$ 8,284,051	\$ 99,167
Other local and county revenues	1,298,414	1,601,322	1,853,246	251,924
Revenue from state sources	40,279,126	41,200,276	41,770,173	569,897
Revenue from federal sources	7,414,110	8,126,826	8,501,478	374,652
Sales and other conversion of assets	23,800	23,800	26,411	2,611
<b>Total revenues</b>	<b>57,186,065</b>	<b>59,137,108</b>	<b>60,435,359</b>	<b>1,298,251</b>
<b>Expenditures</b>				
Administration	1,966,369	1,850,603	2,138,067	287,464
District support services	1,677,034	1,495,912	1,603,317	107,405
Regular instruction	24,031,978	24,436,673	23,902,658	(534,015)
Vocational instruction	463,212	484,062	479,559	(4,503)
Special education instruction	12,505,292	12,743,314	13,992,850	1,249,536
Instructional support services	4,435,339	5,088,876	4,672,432	(416,444)
Pupil support services	6,639,838	6,530,894	6,349,833	(181,061)
Sites and buildings	5,018,294	5,332,119	5,261,793	(70,326)
Fiscal and other fixed cost programs	238,000	238,000	226,286	(11,714)
Capital outlay	472,801	521,110	668,376	147,266
Debt service	806,505	806,505	822,549	16,044
<b>Total expenditures</b>	<b>58,254,662</b>	<b>59,528,068</b>	<b>60,117,720</b>	<b>589,652</b>
Excess of revenues over (under) expenditures	(1,068,597)	(390,960)	317,639	708,599
<b>Other Financing Sources</b>				
Proceeds from the sale of capital assets	-	100,000	99,929	(71)
<b>Total other financing sources</b>	<b>-</b>	<b>100,000</b>	<b>99,929</b>	<b>(71)</b>
<b>Net change in fund balance</b>	<b>\$ (1,068,597)</b>	<b>\$ (290,960)</b>	<b>\$ 417,568</b>	<b>\$ 708,528</b>

General fund revenues were over budgeted amounts by \$1,298,251, or 2.2%. Revenues from state sources were over budget \$569,897. This variance was due to not budgeting for the revenue received from PSEO students. Revenue from federal sources were over budget by \$374,652 due to spending down more of the ESSER grant than initially planned. Other local and county revenues were over budget \$251,924 due to budgeting conservatively for interest earnings. Other revenue sources were relatively consistent with budgeted amounts.

General fund expenditures were over budget \$589,652 or 1.0%. Special education was over budget \$1,249,536 due to additional positions hired as a result of the service needs of students as well as not budgeting for the tuition billing adjustment. This was partially offset by regular instruction being under budget \$574,015. This variance was due in part to having more teacher cuts during the year than initially expected and also lower than expected purchased services.

**Independent School District No. 656**  
**Financial Analysis**

**General Fund Operations**

The following table presents five years of comparative operating results for the District's General Fund:

<b>For the year ended June 30,</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
Revenues	\$ 51,381,270	\$ 52,486,855	\$ 54,918,756	\$ 59,125,867	\$ 60,435,359
Expenditures	56,741,783	52,716,593	56,012,561	59,422,617	60,117,720
Excess of revenues under expenditures	(5,360,513)	(229,738)	(1,093,805)	(296,750)	317,639
Lease Proceeds	1,212,714	-	567,965	305,547	-
Insurance Recovery	-	-	-	-	-
Less transfers out	(38,663)	-	-	-	-
Sale of Equipment	229,171	36,280	-	93,432	99,929
Fund balance, July 1	12,061,552	8,104,261	7,991,557	7,465,717	7,567,946
Change in accounting principle	-	80,754	-	-	-
<b>Fund Balance, June 30</b>	<b>8,104,261</b>	<b>7,991,557</b>	<b>7,465,717</b>	<b>7,567,946</b>	<b>7,985,514</b>
Nonspendable for					
Prepaid items	25,574	641,085	55,575	43,056	8,411
Inventory	21,407	-	-	-	-
CVSEC Long-term receivable	-	-	-	-	318,827
Restricted for					
Student Activities	-	84,957	92,785	105,172	108,719
Staff Development	28,767	48,919	45,387	54,917	44,539
Operating Capital	412,230	299,048	423,872	300,670	306,646
Safe Schools Levy	-	40,451	27,665	39,716	149,335
Area Learning Center/Targeted Services	-	-	-	-	481,722
LTFM	1,033,968	758,941	(419,131)	(6,473)	9,156
Basic Skills Programs	-	55,797	-	-	-
Assigned for					
Athletic Equipment	8,659	112,186	112,186	-	-
CVSEC Long-term receivable	-	-	318,827	318,827	-
Unassigned	6,573,656	5,950,173	6,808,551	6,712,061	6,558,159
<b>Fund Balance, June 30</b>	<b>\$ 8,104,261</b>	<b>\$ 7,991,557</b>	<b>\$ 7,465,717</b>	<b>\$ 7,567,946</b>	<b>\$ 7,985,514</b>

As previously discussed, General Fund revenue increased 2.2% from 2022. General Fund expenditures increased 1.2% over the same period.

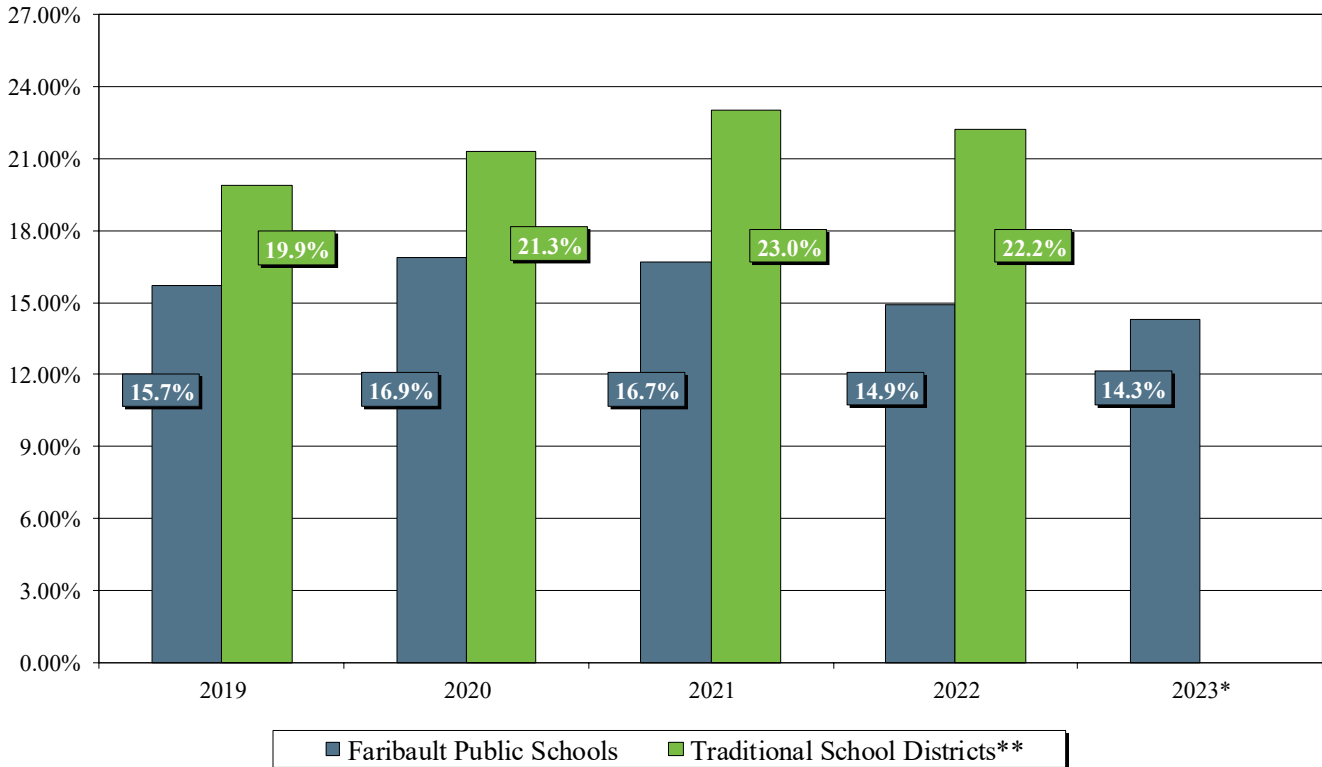
At June 30, 2023, the District's unassigned fund balance of \$6,558,159 represented 13.4% of the annual budgeted expenditures. The District's target General Fund balance is a minimum of 9.5% of the annual budgeted expenditures.

## Independent School District No. 656 Financial Analysis

### General Fund Financial Health

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

**Unrestricted Fund Balance as a Percent  
of Unrestricted Expenditures**



\* Figures for 2023 are not available for state-wide averages. District percentage obtained from MDE Uniform Financial Accounting and Reporting Standards (UFARS) Compliance Report.

\*\* Information was obtained from MDE web site report *Fiscal Year 2019-2022 General Fund Unreserved Balance*.

The graph on the above details the total fund balance as a percentage of expenditures. The District's fund balance as a percentage of expenditures is lower than the average of all Minnesota school districts for 2019 through 2022. Fund balance as percent of expenditures has decreased from 2019 to 2023.

**Independent School District No. 656**  
**Financial Analysis**

**Food Service Fund**

The following table presents five years of comparative operating results for the District's Food Service Fund.

For the year ended June 30,	2019	2020	2021	2022	2023
Revenues	\$ 2,165,811	\$ 2,291,394	\$ 2,075,549	\$ 3,235,257	\$ 2,528,956
Expenditures	1,988,051	2,147,274	2,092,370	2,255,456	2,272,035
Excess of revenues over (under) expenditures	177,760	144,120	(16,821)	979,801	256,921
Plus transfers in	38,663	-	-	-	-
Fund balance, July 1	282,917	499,340	643,460	626,639	1,606,440
<b>Fund Balance, June 30</b>	<b>\$ 499,340</b>	<b>\$ 643,460</b>	<b>\$ 626,639</b>	<b>\$ 1,606,440</b>	<b>\$ 1,863,361</b>

Revenues decreased \$706,301 from 2022 to 2023, while expenditures increased \$16,579 over the same period. The decrease in revenues is primarily due to decreased COVID-19 funding as the District went back to normal food service programming. The 2023 activity in the Food Service Fund resulted in an increase in fund balance of \$256,921 to \$1,863,361. Ending fund balance in 2023 represents 82.0% of expenditures, or approximately seven and a half months of expenditures based on a nine-month operating year. The MDE recommends districts maintain a food service net cash fund balance not to exceed six months of expenditures, based on a nine-month operating year.

**Independent School District No. 656**  
**Financial Analysis**

**Community Service Fund**

The following table presents five years of comparative operating results for the District's Community Service Fund.

<b>For the year ended June 30,</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
Revenues	\$ 2,952,114	\$ 2,799,865	\$ 3,135,596	\$ 3,348,689	\$ 3,507,903
Expenditures	2,704,065	2,814,371	2,831,777	3,478,617	3,559,265
Excess of revenues over (under) expenditures	248,049	(14,506)	303,819	(129,928)	(51,362)
Fund balance, July 1	616,059	864,108	849,602	1,153,421	1,023,493
<b>Fund Balance, June 30</b>	<b>864,108</b>	<b>849,602</b>	<b>1,153,421</b>	<b>1,023,493</b>	<b>972,131</b>
Nonspendable					
Prepaid Items	2,957	-	-	-	-
Restricted					
Community education	458,702	421,507	581,686	466,731	417,422
Early childhood and family education	22,161	34,224	117,084	186,111	192,083
School readiness	189,308	188,724	220,169	220,703	205,966
Adult basic education	147,958	166,470	222,639	148,314	147,101
Restricted for Other Purposes	43,022	-	-	-	-
Community service	-	38,677	11,843	1,634	9,559
<b>Total Fund Balance, June 30</b>	<b>\$ 864,108</b>	<b>\$ 849,602</b>	<b>\$ 1,153,421</b>	<b>\$ 1,023,493</b>	<b>\$ 972,131</b>

Community Service Fund expenditures exceeded revenues in 2023. Revenues increased \$159,214 in 2023 due to an increase in participation in various programs as well as an increase in gifts/bequests received. Expenditures in 2023 increased \$80,648 due to additional positions hired as well as increases in rates of pay. All categories of restricted fund balance remained positive at year end.

## **Independent School District No. 656 Legislative Summary**

The following is a brief summary of current legislative changes and issues affecting the funding of Minnesota school districts. More detailed and extensive summaries are available from the Minnesota Department of Education (MDE).

### **American Indian Education Aid**

Beginning in 2024, a school district or charter school enrolling at least 20 American Indian students will receive the greater of the sum of \$40,000 plus \$500 per American Indian student over the 20-count threshold or the amount of American Indian Education aid received in 2015.

### **American Rescue Plan (ARP) Act**

The ARP Act was signed into law on March 11, 2021, and focuses on returning to, and maintaining, safe in-person learning for all students.

The ARP includes \$1.3 billion for E-12 education in ESSER funds for Minnesota to help schools returning to, and maintaining, safe in-person learning for all students. Per the federal law, 90% of these funds have been allocated to eligible districts and charter schools. 9.5% of these funds are for flexible use by each state education agency to create a plan to meet the needs of students. Funds are eligible for spending through September 30, 2024.

### **Area Learning Center (ALC) Transportation Aid**

ALC transportation aid reimburses school districts for costs associated with transportation of students to and from an ALC program. Total statewide revenue is capped at \$1,000,000 annually. School districts can apply for this new funding stream for 2024 and beyond.

### **Basic Alternative Teacher Compensation Aid (Q-Comp)**

The total cap for basic alternative teacher compensation aid increased from \$88,118,000 to \$88,461,000 for 2024 and 2025 and \$89,486,000 for 2026 and beyond.

### **Basic General Education Aid**

The formula allowance for 2023 is set at \$6,863 and for 2024, the formula allowance is set at \$7,138, which is a 4% increase over 2023. The formula allowance for 2025 is \$7,281, or a 2% increase from 2024.

### **Basic Skills Revenue**

The allowable uses for basic skills funding for 2024 and beyond have changed. Guidance on specific changes is included in the 2024 UFARS Manual.

### **Building and Cybersecurity**

Local education agencies may apply for grants to improve security and cybersecurity. The grants may be used for security-related facility improvements and cybersecurity insurance premiums. State-wide funding of \$24,332,000 has been appropriated for these grants.

Safe school revenue has also been expanded to include cyber security measures.

## **Independent School District No. 656 Legislative Summary**

### **Compensatory Education Revenue**

The compensatory allowance for 2024 was updated and corresponds to increases in the basic formula allowance. A hold-harmless provision has been added for 2025 so that compensatory revenue for each site is the greater of its calculated revenue for 2025 or the 2024 actual revenue.

### **Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act**

The CRRSA Act was signed into law on December 27, 2020, and provided an additional \$2.75 billion for the Emergency Assistance for Nonpublic School Fund (EANS Fund) of which \$41,697,717 was awarded to Minnesota. Funds are eligible for spending through September 30, 2023.

### **Gender-Neutral Single-User Restroom Grants**

Local education agencies may apply for grants to remodel, construct, or repurpose space for gender-neutral single-user restrooms. Grants to school districts are capped at \$75,000 per site. State-wide funding of \$1,000,000 has been appropriated for these grants.

### **Lease Levy Authority**

*Minnesota Statutes 2023* § 126C.40, subdivision 1 grants authority to intermediate, cooperative units, and joint powers districts to levy for the costs of leasing administrative and classroom space. Levy authority is capped at \$65 per adjusted pupil unit of the member district(s). The proportionate share of deferred maintenance expenditures of district-owned buildings or sites leased to an intermediate, cooperative unit, or joint powers district may also be levied.

### **Local Optional Revenue**

The second-tier equalization threshold for 2024 remains at \$510,000 before increasing to \$587,244 for 2025, \$642,038 for 2026, and \$671,345 for 2027 and later.

### **Long-term Facilities Maintenance (LTFM) Revenue**

Joint powers districts may be included in the LTFM program along with intermediate and secondary cooperative districts.

Additionally, LTFM plans must include provisions for gender-neutral bathrooms, which has been added to the allowable list of LTFM expenses. No new LTFM funding is available for these expenses.

### **Online Learning Students**

The Online Instruction Act repeals and replaces the Online Learning Act. Local education agencies can provide online instruction to enrolled students with a limit of 40 students per course. Entities must apply to MDE to provide online instruction to non-enrolled students.

### **Operating Referendum**

*Minnesota Statutes 2023* § 126C.17, subdivision 9 has been added, which allows School Boards to renew an existing operating referendum authority one-time through board resolution using the same per-pupil amounts and length of time. Board approval must happen by June 15 in the fiscal year prior to the last fiscal year generating revenue.

## **Independent School District No. 656 Legislative Summary**

### **Pension Bill and Pension Adjustment Revenue**

TRA required contributions have increased to 7.75% for employees effective for fiscal year 2024. Required employer contributions increase 0.2% in fiscal year 2024 until a required contribution rate of 8.75% is reached.

The pension adjustment rate for districts (besides ISD No. 625, St. Paul) is 1.25% for fiscal years 2024 and 2025 and 2.0% for fiscal year 2026 and 2027. For fiscal year 2028 and later, pension adjustment revenue must not exceed the fiscal year 2027 amount, and the revenue will be prorated, as necessary.

### **School Breakfast Program**

Early childhood special education students are now eligible to participate in the School Breakfast program.

### **School Library Aid**

New program revenue has been added to be used for school district libraries including media specialist salary and benefits, equipment, furniture, supplies, IT infrastructure, and electric and material resources.

For school districts, 2024 aid amounts to \$16.11 multiplied by the adjusted pupil units or \$40,000, whichever is greater.

For charter schools, 2024 aid amounts to \$16.11 multiplied by the adjusted pupil units or \$20,000, whichever is greater.

### **Special Education Aids**

The Special Education Cross Subsidy Reduction Aid paid to districts increases from 6.43% to 44% beginning in 2024. A further increase to 50% begins in 2027.

An additional \$1,689 per ADM will be provided beginning in 2024 based on students served at special education sites where the federal instruction setting is greater than 3 for special education cooperatives, education districts, and intermediates.

### **Student Support Personnel Revenue**

A new aid has been added to be used to hire new positions for student support services or to increase the full time equivalent of a current position, to maintain a position that would otherwise be eliminated, or to make a temporary position permanent.

"Student Support Services Personnel" means an individual licensed to serve as a school counselor, school psychologist, school social worker, school nurse, or chemical dependency counselor in Minnesota.

Student support services personnel aid is calculated based on the fiscal year per pupil allocation multiplied by the district's total adjusted pupil units, or \$40,000, whichever is greater. The aid cannot exceed expenditures.



## **Independent School District No. 656 Legislative Summary**

### **Transportation Sparsity Revenue**

Under *Minnesota Statutes* § 126C.10, subdivision 18a, qualifying districts with eligible expenses greater than revenue will receive an increase in additional revenue from 18.2% to 35% of calculated unfunded pupil transportation expenses beginning in 2024.

### **Unemployment Insurance Aid**

Effective May 28, 2023, certain non-certified hourly school workers may qualify for "between term" summer unemployment benefits. A new aid has been created to reimburse districts for between term unemployment insurance costs, which are not eligible for levy reimbursement. The total aid available is \$135 million in fiscal year 2024 and is available until fiscal year 2027 or depletion.

### **Voluntary Prekindergarten (VPK)/School Readiness Plus**

VPK seats are included in the calculation of general education revenue. Seats are funded at 0.6 ADM. The number of seats funded are set at 7,160 for 2024, 10,160 for 2025 with a state-wide cap of \$50 million, and 12,360 for 2026 and later.

## Independent School District No. 656 Emerging Issues

### Executive Summary

The following is an executive summary of financial related updates to assist you in staying current on emerging issues in accounting and finance. This summary will give you a preview of the new standards that have been recently issued and what is on the horizon for the near future. The most recent and significant updates include:

- **Implementation Guide No. 2021-1 – Amending Capitalization Requirements**  
GASB has issued Implementation Guide No. 2021-1, amending previously issued guidance regarding capitalization requirements for capital assets that are significant in the aggregate but below the government's capitalization threshold individually.
- **Accounting Standard Update – GASB Statement No. 100 – Accounting Changes and Error Corrections**  
GASB has issued GASB Statement No. 100 relating to accounting and financial reporting for accounting changes and error corrections. The requirements of this Statement will improve the clarity of the accounting and financial reporting requirements for accounting changes and error corrections, which will result in greater consistency in application in practice. In turn, more understandable, reliable, relevant, consistent, and comparable information will be provided to financial statement users for making decisions or assessing accountability.
- **Accounting Standard Update – GASB Statement No. 101 – Compensated Absences**  
GASB has issued GASB Statement No. 101 relating to accounting and financial reporting for compensated absences. The unified recognition and measurement model in this Statement will result in a liability for compensated absences that more appropriately reflects when a government incurs an obligation. In addition, the model can be applied consistently to any type of compensated absence and will eliminate potential comparability issues between governments that offer different types of leave.

The following are extensive summaries of the current updates. As your continued business partner, we are committed to keeping you informed of new and emerging issues. We are happy to discuss these issues with you further and their applicability to your District.

### **Implementation Guide No. 2021-1 – Amending Capitalization Requirements**

Implementation Guide No. 2021-1, amended previously issued guidance contained in Implementation Guide No. 2015-1 regarding capitalization requirements for capital assets that are significant in the aggregate.

Original guidance stated that it *may be* appropriate for a government to establish a capitalization policy that would require capitalization for certain types of assets with individual acquisition costs that are less than the threshold for an individual asset.

Amended guidance states that a government *should* capitalize assets whose individual acquisition costs are less than the threshold for an individual asset if those assets in the aggregate are significant. Computers and classroom furniture are common examples of asset types that could be significant collectively. The amended guidance clarifies that if 100 computers costing \$1,500 each totaling a \$150,000 aggregate amount is significant, the government *should* capitalize the computers. Information provided above was obtained from [www.gasb.org](http://www.gasb.org).

**Independent School District No. 656**  
**Emerging Issues**

**Accounting Standard Update – GASB Statement No. 100 – *Accounting Changes and Error Corrections – an Amendment of GASB Statement No. 62***

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

This Statement defines accounting changes as changes in accounting principles, changes in accounting estimates, and changes to or within the financial reporting entity and describes the transactions or other events that constitute those changes. As part of those descriptions, for (1) certain changes in accounting principles and (2) certain changes in accounting estimates that result from a change in measurement methodology, a new principle or methodology should be justified on the basis that it is preferable to the principle or methodology used before the change. That preferability should be based on the qualitative characteristics of financial reporting – understandability, reliability, relevance, timeliness, consistency, and comparability. This Statement also addresses corrections of errors in previously issued financial statements.

This Statement prescribes the accounting and financial reporting for (1) each type of accounting change and (2) error corrections. This Statement requires that (a) changes in accounting principles and error corrections be reported retroactively by restating prior periods, (b) changes to or within the financial reporting entity be reported by adjusting beginning balances of the current period, and (c) changes in accounting estimates be reported prospectively by recognizing the change in the current period. The requirements of this Statement for changes in accounting principles apply to the implementation of a new pronouncement in absence of specific transition provisions in the new pronouncement.

This Statement also requires that the aggregate amount of adjustments to and restatements of beginning net position, fund balance, or fund net position, as applicable, be displayed by reporting unit in the financial statements.

This Statement requires disclosure in notes to financial statements of descriptive information about accounting changes and error corrections, such as their nature. In addition, information about the quantitative effects on beginning balances of each accounting change and error correction should be disclosed by reporting unit in a tabular format to reconcile beginning balances as previously reported to beginning balances as restated.

Furthermore, this Statement addresses how information that is affected by a change in accounting principle or error correction should be presented in required supplementary information (RSI) and supplementary information (SI). For periods that are earlier than those included in the basic financial statements, information presented in RSI or SI should be restated for error corrections, if practicable, but not for changes in accounting principles.

GASB Statement No. 100 is effective for reporting periods beginning after June 15, 2023. Earlier application is encouraged.

Information provided above was obtained from [www.gasb.org](http://www.gasb.org).

## **Independent School District No. 656 Emerging Issues**

### **Accounting Standard Update – 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. In estimating the leave that is more likely than not to be used or otherwise paid or settled, a government should consider relevant factors such as employment policies related to compensated absences and historical information about the use or payment of compensated absences. However, leave that is more likely than not to be settled through conversion to defined benefit postemployment benefits should not be included in a liability for compensated absences.

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.

This Statement amends the existing requirement to disclose the gross increases and decreases in a liability for compensated absences to allow governments to disclose only the net change in the liability (as long as they identify it as a net change). In addition, governments are no longer required to disclose which governmental funds typically have been used to liquidate the liability for compensated absences.

GASB Statement No. 101 is effective for reporting periods beginning after December 15, 2023. Earlier application is encouraged.

Information provided above was obtained from [www.gasb.org](http://www.gasb.org).