

# Division of School Finance and Operations Panel Discussion

CASBO - April 5, 2018

# Agenda

#### 11:15 - 12:30

 The Colorado Department of Education will be giving updates in several different disciplines. This session will be a panel presentation/discussion in the areas of school finance, nutrition, grants, audit, transportation and capital construction. The session will continue into a second breakout that will be for questions and answers relating to any of the topics discussed.

#### 1:45 - 3:00

• This session is a continued discussion with the Colorado Department of Education. The session will be a question and answer with several of staff members that would include several different disciplines in the areas of school finance, nutrition, grants, audit, transportation and capital construction. So if you have any questions that you would like to ask CDE staff attend this session.

# School Finance Formula



# FY 2017-18 Supplemental Adjustments

Decrease in actual funded pupils by 918 (0.1%)

Decrease in actual funded at-risk pupils by 6,993 (2.3%)

Increase in local share by \$96.9M over current appropriation due to increase in assessed values (despite reduction of residential assessment rate)

Inflation rate of 2.8%

Decrease Budget Stabilization Factor to \$822.4M (\$5.9M)

Maintains the current Average Per Pupil Funding (\$7,662)

State share adjusted in April due to timing of passage of supplemental bill



# FY 2018-19 Long Bill

Increase in estimated funded pupils by 5,624.2 from FY17-18 pupil counts

Increase in local share by an \$35.3M from FY17-18 fund splits

Inflation rate of 3.4%

Decrease Budget Stabilization Factor to \$822.4M (\$5.9M from FY17-18 appropriation)

Statewide Average Per Pupil Funding is \$7,959 (increase of \$297 from FY17-18 supplemental)

Total Program is \$6.93B



# FY 2018-19 Potential School Finance Act

JBC set-aside \$150M to buy down the Budget Stabilization Factor in the School Finance Act

<u>Assuming no other changes</u> are included in the School Finance Act:

- Budget Stabilization Factor would be \$672.4M (8.68%)
- Statewide Average Per Pupil Funding would be \$8,131 (increase of \$469 over the FY17-18 supplemental)
- Total Program would be \$7.08B



## Historical Recap

#### 2016-17

- Negative factor = \$828.3M
- Average Per Pupil Funding = \$7,420

# 2017-18 Supplemental

- Budget Stabilization Factor = \$822.4M
- Average Per Pupil Funding = \$7,662

#### 2018-19 Potential

- Budget Stabilization Factor = \$672.4M (-\$158.3 M)
- Average Per Pupil Funding = \$8,131 (+\$706)



# Change to State Share Payment Process

# Historically, state share payments are calculated:

July – November: based upon estimates

December: one-month true up based upon actuals

January – June: based upon actuals

# FPP approved change:

July – November: based upon estimates

December – June: seven-month true up based upon actuals



# Change to Rescission Process

Historically, rescissions were adjusted in January and shown in monthly payment reports

FPP approved change to include rescissions in Funding Calculation worksheet at the beginning of the fiscal year

- Rescissions will be shown in districts' adjusted state share amount
- Rescissions will be trued up in January with other updates

Correction is needed to FY17-18 rescissions

May distributions will include \$138,123 adjustment

FPP inquired about funding CDE School Finance outside of school finance formula

CDE informed OSPB of districts' position



## **Contact Information**

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# Capital Construction Unit



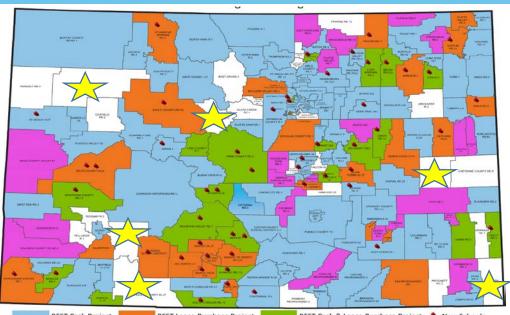
## Building Excellent Schools Today – BEST

- Nine-member appointed advisory board
- Available to all public school districts, charter schools, institute charter schools, boards of cooperative educational services and the Colorado School for the Deaf and Blind
- Per statute, priorities are:
  - 1) Health, Safety, Security and Technology
  - 2) Overcrowding
  - 3) All other projects
- All applicants are required to provide matching money



# Bragging

BEST has awarded 319 grants in 135 school districts.







# Bragging



BEST has generated nearly \$1.7 billion in capital projects and helped create nearly 30,000 jobs.





# Bragging

BEST has improved health, safety and security in 409 schools and for nearly 180,000 students.





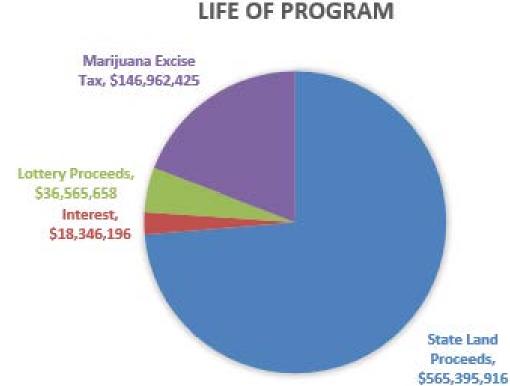


## Capital Construction Assistance Fund Revenue Sources

#### \$767 Million in Revenue

74% State Land Proceeds

- 19% Marijuana Excise Tax
- 5% Colorado Lottery
- 2% Interest

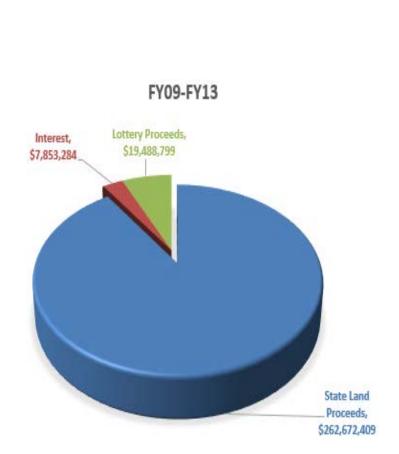


\*These revenues, plus matching grants, plus financing through Certificates of Participation has generated \$1.7 billion in projects.



# Capital Construction Assistance Fund Revenue Sources

- Since FY14 Marijuana Excise Tax has accounted for 31% of revenues.
- Revenue from the Land Board peaked at \$92M in FY15. \$58M in FY18.







# Capital Construction Unit Funded Programs

Charter School Capital Construction Program funds are distributed to qualified charter schools based on pupil count. 12.5% of marijuana excise tax deposited into the Assistance Fund annually plus \$20 million annually from the State Education Fund

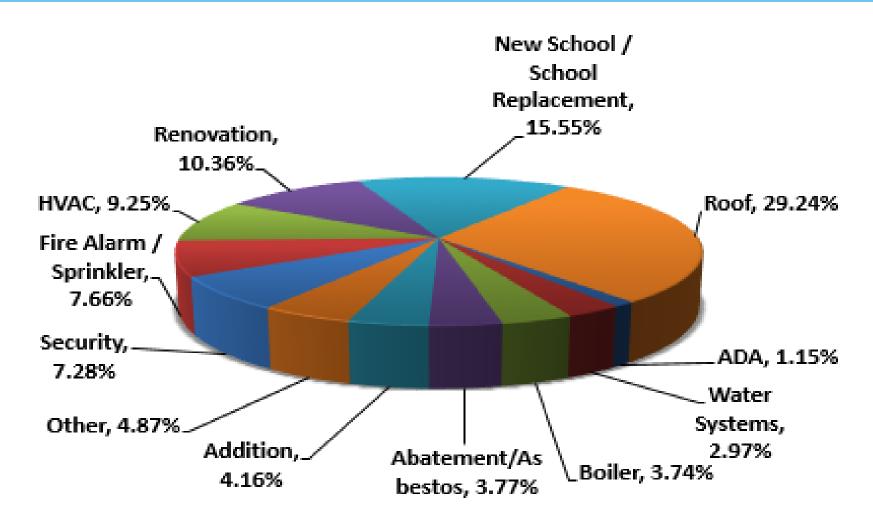
Emergency Grants are available for unanticipated events that threaten health or safety or render all or a significant portion of a public school facility unusable for educational purposes

#### **Building Excellent Schools Today Grants**

- Cash funds are typically used to fund smaller projects, such as roofs, boiler replacements and fire alarms
- Lease-Purchase funds are typically used to fund larger projects, such as new schools, major renovations and additions. These grants are financed through Certificates of Participation and repaid with Assistance Fund revenues.



# Types of Projects





# Facility Insight Assessments

- In 2009, over 8,000 facilities assessed revealing \$13.9 billion in capital construction needs
- Began revisions in 2017, complete in 2021, and reassess every five years
- First 121 schools assessed (7% of total schools in Colorado), shows a 28% increase in capital construction needs
- Working our way from the borders to the Front Range
- Grant applicants are prioritized for assessment



#### **Current Year**



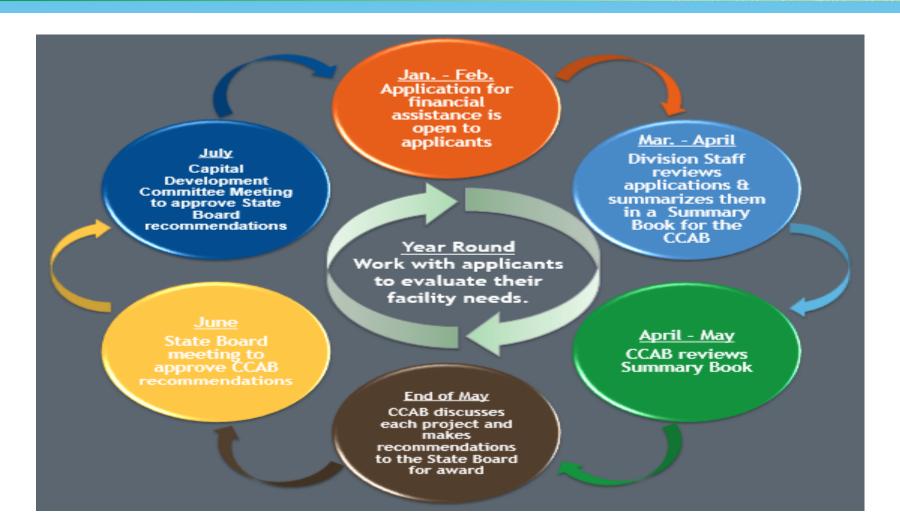
#### FY18-19 Grant Round

- 52 applications from 44 unique districts or charter schools
- \$882M total project cost
- \$529M in State funds
- Last year 50 applications for \$630M in total project cost

- 21 projects over \$10M
- 19 projects under \$1M



# **BEST Grant Cycle Timeline**





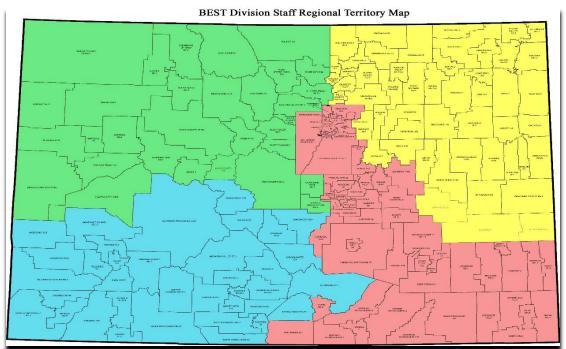
## **Contact Information**

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#### **BEST Regional Program Managers**

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# Grants Fiscal Management Unit



#### **New Grant Award Notifications**

CDE will be changing all Grant Award Notifications (GAN)

July 1, 2018 all grants will have the new format

Positioned more like a contract

Three Types of New GANs

**Federal** 

State

Non-Profit



# NEW GAN (24 Pages)

#### GRANT AWARD LETTER SUMMARY OF GRANT AWARD TERMS AND CONDITIONS

State Agency	Action	
Colorado Department of Education		
Grantee Insert Grantee's Full Legal Name  Award Period Federal Funding Period: Performance Period: Federal Award Date:  Recipient Information FY17-18 Approved Restricted Indirect Cost Rate: DUNS: Active on Sam.gov: SAM Expiration Date:	Award Information Program Title: FAIN: CFDA #: State Grant Code: Federal Awarding Agency: Pass Through-Agency: Colorado Department of Education Authority: Research and Development Award: Local Match Amount:	
Grant Description  Insert a brief description of the project for which the State is granting funds, the purpose of the grant, and reference any competitive solicitation used to award grant	Grant Amount Current Award Amount: \$ Previous Cumulative Amount: \$ Cumulative Amount: \$	

Regulations: CFR Part 200, EDGAR As Applicable, 2 CFR As Applicable
Attachments: USDE Attachments 3, 8, 9, 10, 11, 12, 13, 14, E-3
http://www.cde.state.co.us/cdefisgrant/federalattachments

#### THE SIGNATORIES LISTED BELOW AUTHORIZE THIS GRANT

In accordance with §24-30-202 C.R.S., this Grant is not valid until signed and dated below by the State Controller or an authorized delegate.

STATE OF COLORADO  John W. Hickenlooper, Governor Colorado Department of Education Katy Anthes, Ph.D., Commissioner	STATE CONTROLLER Robert Jaros, CPA, MBA, JD Colorado Department of Education Dave Grier, CPA, CDE Controller			
By: Jennifer Okes, Interim Chief Operating Officer	By: David Schneiderman, Supervisor Office of Grants Fiscal Management			
Date:	Date:			



# What is a CR - Omnibus - Federal Budgeting

Federal Fiscal Year: October 1 - September 30

There are 12 different appropriation committees:

Agriculture, Rural Development, Food and Drug Administration, and Related Agencies

Commerce, Justice, Science, and Related Agencies

Defense

**Energy and Water Development** 

Financial Services and General Government

**Homeland Security** 

Interior, Environment, and Related Agencies

Labor, Health and Human Services, Education, and Related Agencies

Legislative Branch

Military Construction, Veterans Affairs, and Related Agencies

State, Foreign Operations, and Related Programs

Transportation, Housing and Urban Development, and Related Agencies

Continuing Resolution (CR) - A temporary funding measure that Congress can use to fund the federal government for a limited amount of time

Omnibus - Budget bill that funds all 12 appropriations under one bill for the remainder of the federal fiscal year



# What is a CR - Omnibus - Federal Budgeting

Federal Fiscal Year 2018 was a difficult year of budgeting

CR - 9/8/2017 through 12/8/2017

CR - 12/7/2017 through 12/22/2017

CR - 12/21/2017 through 1/19/2018

Government Shutdown for 3 days

CR - 1/22/2018 through 2/8/2018

CR - 2/8/2018 through 3/23/2018

Omnibus - 3/23/2018 through 9/30/2018



# 2018 Omnibus – 3/23/2018

Appropriation (in millions of dollars)						
Program	President's FY 2018 Request	Final FY 2017	FY 2018 Omnibus	2017-2018 Variance		
ESEA Title I Grants	\$14,881.50	\$15,459.80	\$15,760.00	\$300.20		
ESEA Title II (Teacher Quality)	\$0.00	\$2,055.80	\$2,055.80	\$0.00		
ESEA Title III (English Language Acquisition)	\$735.90	\$737.40	\$737.40	\$0.00		
Impact Aid	\$1,236.40	\$1,328.60	\$1,414.10	\$85.50		
21 <sup>st</sup> Century Community Learning Centers	\$0.00	\$1,191.70	\$1,212.00	\$20.30		
Charter School Grants	\$500.00	\$342.20	\$400.00	\$57.80		
Student Support and Academic Enrichment (Title IV-A)	\$0.00	\$400.00	\$1,100.00	\$700.00		
IDEA Part B State Grants	\$11,890	\$12,002	\$12,278	\$276.00		
IDEA Part C Grants	\$457.70	\$458.60	\$470.00	\$11.40		
Adult Education State grants	\$485.80	\$581.90	\$631.00	\$49.10		
Head Start, including Early Head Start	\$9,168.00	\$9,253.00	\$9,863.00	\$610.00		
Child Care Development Block Grant	\$2,761.00	\$2,856.00	\$5,226.00	\$2,370.00		
Preschool Development Grants	\$0.00	\$250.00	\$250.00	\$0.00		



#### Allocations

#### 2017-18 Title I and Title II Allocation

Preliminary – May 2017 – Posted June 2017

Final – June 2017 - Not Posted

Revised Final – October 2017 – Posted December 2017

Second Revised Final – May 2018 – Will Post ASAP

# 2018-19 Preliminary Allocations (potentially)

End of April to CDE

Early May to LEAs



# Major Programs over the Years





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# School Transportation Unit



#### Overview

Assist districts/charters to maintain compliance of all federal and state regulations/laws pertaining to pupil transportation.

#### **Federal**



Federal Motor Carrier Safety Administration

CDL Drug and Alcohol Training and Testing

CDL licensing/testing/training/physicals

#### State

All state statutes

Minimum Vehicle Standards 1 CCR 301-25

Operation, Maintenance and Annual Inspection Rules 1 CCR 301-26



#### How CDE Assists Districts/Charters

School Transportation Assistance Reviews (STAR) are performed on a rotating cycle (posted on our website)

Technical Assistance Evaluations (TAE) performed upon request

Transportation Advisory Council (TAC)

Independent Inspection Site Reviews

Oversite of Bus Manufacturers/Used Bus Dealers/Annual Inspectors/Hands-on Testers Certifications

Enhanced Website (sample forms, training resources, presentations, etc.)

License and Training Matrix

CDE Guides (Technicians, School Bus, Small Vehicle, Resource Guide)



## CDE Assists Districts/Charters (con't)

Regulatory Clarifications

Instruct at district/charter in-service trainings

Instruct at specialized trainings offered state-wide (Supervisor/Annual Inspector, etc.)

Instruct at Colorado School Pupil Transportation Association (CSPTA)

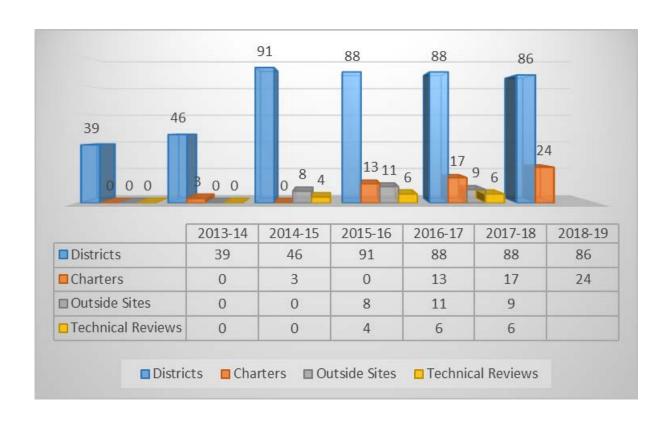
Transportation Summit

Members of CSPTA Committees (Executive Board, Technician, Special Needs, Trainers, Legislative)

Leadership positions in national organizations (NASDPTS, NCST, OLI)



# School Transportation Assistance Reviews





# Top Areas of Concern

Nation-wide shortage of CDL operators

Maintaining accurate contact information

Charter - General knowledge/documentation/training

Determining regulatory jurisdiction - CDE/CDOT/PUC

Vehicle Purchasing - Out of state/No rack and load/Airport Shuttles

Vehicles - Maintenance/Annual Inspections/Required brake inspections/Documentation/Vans

Qualification Files - Documentation/Training/Time



# New Federal Mandates effective February 7, 2020

# **Entry Level CDL Training**

- Training Provider Registry (TPR)
- Theory
- Behind the Wheel Includes nighttime driving
- Self-Certification Trainer qualifications
- Electronic reporting/subject to audit

# Drug and Alcohol Clearinghouse

- No change to testing procedures
- Pre-employment testing
- Annual Requirement
- Electronic reporting





#### **Contact Information**

# Administration/Training/Operations

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# Vehicle Specifications/Fleet Operations

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# Public School Finance Unit



# Data Pipeline Updates

157 districts/BOCES approved CDE to provide data directly to BrightBytes

# Top Data Pipeline Findings

- Financial transparency (91), expenditures in excess (55), food service cash (17), coding (14)
- 39 districts with 3 or more pipeline audit findings

Independent auditors may begin to ask districts to complete Level 1 edits in Data Pipeline before the auditors arrive



# Financial Transparency Update

Financial data file posted: March 1

Data approval window: March 14-June 22

Public website preview window: June 22-June 29

Public website available: June 29

In July, the website will include:

- Multi-year comparisons of data (FY16-17 and FY15-16)
- A breakdown of property taxes
- A calculation of overall unallocated districtwide per student spending



# ESSA Per Pupil Expenditures Reporting

	• District 1 •			
	Elementary School #11	Elementary School #12	Middle School #17	Criteria Descriptions
A Enrollment	375	511	992	Students are counted at the school that serves them, regardless of district of origin. The counts reported here are not weighted. The method of student count (ADA, ADM) is up to each individual state.
Site Level  B Federal  C State/Local	\$456 \$6,111	\$209 \$4,756	\$164 \$5,998	Expenditures accounted for at the school site include at a minimum the actual salary and benefit costs of the school site's full-time staff (as £SSA requires). These three numbers represent expenditures directly assigned to school sites. D is the sum of B and C.
D Site Level Total	\$6,567	\$4,965	\$6,162	
Site Share of Central  F Federal  F State/Local  G Site Share of Central Total	\$161 \$5,378 \$5,539	\$161 \$5,378 \$5,539	\$161 \$5,378 \$5,539	Any shared expenditures accounted for at a central level, but restributed to the site level via state- or district-preferred method. Whether to prescribe site-versus central-level accounting and, if so, what methods to use to separate the two are decisions left to each state. For schools where all public funds are reported at school level, fields E. F and G can be zero
H Total School Expenditures	\$12,106	\$10,504	\$11,701	This is the number states can use to make applies to applies comparisons across states. Critically, the sum of D and G represents the total public funds expende on behalf of students at the school.
Total District Exclusions/ Total District Expenditures		\$2,416,986 \$21,514,686		Total excluded expenditure amounts at the district level, remaining total district expenditures, and the list of excluded expenditures. IFR excludes certain expenditures and permits (but does not require)
J Excluded Expenditures	Debt, capital, equipment, special education transfers to private schools, adult education, community services			exclusion of others. See appendix on p. X for chart listing IFR exclusions and optional exclusions and related NCES codes.
K Enrollment Count Procedure	ADA, student count Oct. I			Count method used for Criteria A, up to each state to determine.

# Interstate Financial Reporting



# Pupil Count, At-Risk and Transportation Audit Process Changes

# Historically, audits for each district were:

- Conducted primarily onsite at district offices
- Performed every 1 to 5 years
- Based on hard-copy documentation
- Of 100% students submitted for funding

# Currently, audits for are district are:

- Conducted remotely from CDE offices
- Performed every 1 or 2 years
- Based upon electronic documentation uploaded by the district to Syncplicity
- Of risk-based sampled of students submitted for funding



# Pupil Count, At-Risk and Transportation Audit Process Changes

# Anticipated Benefits:

- Less time spent by district and CDE staff in completion of audits
- Easier to locate supporting documentation
- Fewer audit adjustments and exceptions
- "Real time" feedback and guidance

#### **BEST Practices - Load Documents in Real Time:**

- Transportation backup documents before finalizing CDE-40 in August
- Pupil and at-risk documents after finalizing in November



# Top Pupil Count Audit Exceptions

Student did not establish attendance on or before the pupil enrollment count date/ was not enrolled

Includes students for whom no transfer enrollment documentation was provided

Student did not establish attendance on or within 30 days following the pupil enrollment count date

Scheduled hours did not support the funding level for which the student was submitted

• E.g., full-time less than 360 hours or 12+ credits for CE/ASCENT; part-time less than 90 hours or 3+ for CE/ASCENT

Retained kinders - no or inadequate documentation to support full-time funding for kinder student

Special Education Preschool Students - no IEP or documentation to support special education as of the pupil enrollment count date

Request for Additional Funding: Student not included in funded count; however, eligible for funding



# Other Audit Exceptions

# Improper Coding of Free Lunch Students

- Finance/Pupil Count, Food Services, and IT need to coordinate on Student October data submission
- Confusion related to CEP documentation and reporting requirements

# Transportation Expenditures

- If expenditure is eligible for reimbursement at 100% or at prorated amount is dependent upon how district operates
- Finance and Transportation need to coordinate on CDE-40 submission



# CDE Program Guidance

CPP Guidance Memo, including allocation guidance <a href="http://www.cde.state.co.us/cpp/statepkfinance">http://www.cde.state.co.us/cpp/statepkfinance</a>

Supplement Not Supplant, including allocation methodologies

http://www.cde.state.co.us/fedprograms/supplementnotsupplant-0

Advisory Committee Meetings on Pupil Count Audit Guide Wednesdays from 10-11



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# School Nutrition Unit



# Administrative Reviews: Top Areas of Concern SY 2017-18

# Inadequate quantities of food (breakfast & lunch)

• One-on-one trainings; online & regional classes

# Food Safety - health inspections

• Reminders, template for request

# Free and Reduced meal benefits incorrectly approved

• Online & regional classes; more targeted assistance

Foods sold a la carte not meeting nutritional standards (cafeteria, vending machines, school stores, food fundraisers)

Resources; more targeted assistance/online trainings/webinars



### Procurement Reviews: Top Areas of Concern SY 2017-18

- Not using appropriate procurement methods based on district's purchasing thresholds
  - District A has a small purchase threshold of \$5,000. They are not formally procuring purchases that exceed \$5,000.
- 2. Purchasing off bid, especially co-ops
- 3. Contract Management
  - Ensuring pricing and terms are being followed
  - Approval of non-domestic products



# Procurement Reviews: Top Areas of Concern SY 2017-18

- 4. Documentation of the procurement processes
  - Documentation of quotes for small purchases
  - Supporting documentation of vendor selection
  - Single source without CDE approval
- 5. Missing components of solicitation document
  - Scoring criteria for RFP
  - Buy American
  - Applicable clauses (2 CFR Part 200 Appendix II)
- 6. Prior approval documents for capital equipment purchases



# Resource Management: Top Areas of Concern

# Comprehensive Review - triggers in SY 17-18

# Maintenance of nonprofit food service account

- Improper coding
- General fund transfers

# Nonprogram Revenue

- Free of charge seconds &/or adult meals, lack of tracking
- Not charging enough for adult meals
- Rolling up all revenue sources to student meals, not separating program and nonprogram revenue sources
- Not having a method in place to separate food cost of nonprogram foods

# Paid Lunch Equity

No follow through with option chosen on submitted PLE tool



# **Unpaid Meal Charges**

All SFAs need to have a written policy or procedure in place to address unpaid meal charges by July 1, 2017

- Colorado Association of School Boards (CASB) template for members
- Checklists on webpage

#### Bad Debt vs Delinquent Debt

- Delinquent Debt = when payments are overdue and efforts are being made to collect the debt.
- Bad Debt = when further collection efforts for delinquent debt are determined to be unproductive or too costly, the uncollectable debt is reclassified as bad debt.

Clarification on how to properly handle donations is on the OSN webpage, more to come

A question added to Administrative Review for SY17-18



# Unpaid Meal Charges

Discouraged Actions	Encouraged Actions	
Announcing or publicizing the names of children w/ unpaid meal charges	Communicating privately with individual families about their child's outstanding balance	
Requiring children w/ unpaid meal charges to use a different serving line to pick up an alternate meal	Serving children w/ unpaid meal charges the regular reimbursement meal (or low-cost, reimbursable alternate meal) in the same serving line	
Using hand stamps, stickers, or other physical markers to identify children w/ meal charge debt	Communicating payment reminders directly to adults in the family over the phone or via email	
Sending clearly marked notices home w/ children who have an outstanding balance	Sending discrete reminders in a plain, white envelope, or sending reminders w/ other communication materials sent to all families	
PROHIBITED: Enlisting volunteers, especially parents or guardians of other students, to request payment from a family w/ unpaid meal charges	REQUIRED: Allowing only appropriate officials trained on USDA's confidentiality requirements who have a need to access a child's account balance or eligibility information to request payment from families w/ unpaid meal charges unless the family gives approval	
Suggesting or requiring children w/ unpaid meal charges to work for a meal or to pay back their debt	Working w/ families to develop a payment plan to pay back meal charge debt	
Throwing a child's meal in the trash if they are unable to pay	Serving children who are unable to pay the regular reimbursable meal or discreetly providing a low-cost, reimbursable alternate meal	
Serving unappealing alternate meals as a strategy to embarrass children w/ unpaid meal debt	Ensuring the alternate meal (if opting to provide one) is a healthy meal and does not single out children with unpaid meal charges	



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# Group Discussion Items



# Group Discussion Items – Pupil Count Projections

Legislative Council contacts districts to project pupil count adjustments for upcoming fiscal year

In reviewing projections over a three year period compared to actual pupil counts, we identified the following:

- 34 districts on average projected 2% or more over actual
- 35 districts on average projected -2% or lower under actual
- Average range of discrepancy: -38.60% to 36.39%
- In FY2017-18:
  - 28 districts over projected by 2 to 5%
  - 22 under projected by -2 to -5%
  - 5 districts over projected by 5 to 10%
  - 11 under projected by -5 to -10%



# Group Discussion Items - Capital Construction Unit

#### Round Table/BEST Lessons Learned

If you are considering a BEST grant,
Would this be helpful for your district?

If you have had a BEST grant,

Would you be willing to participate?

Please write down comments to share with other districts.



# Group Discussion Items - School Transportation Unit

#### What is a route?

- Home to School, School to School, School to Home
- School to School could include transportation to grocery store or other "classroom" setting for student on IEP
- Routes could include pick up at before/after school care location or athletic/activity location (ski hill)

# Alternative Approaches to Transportation

Keep safety and risk management in mind



# Group Discussion Items - School Transportation Unit

# Regional Training for new ELDT/Clearinghouse

Fall 2018 Overview and Preparation

Summer/Fall 2019 Distribute Resources

Registration

Regulations

Curriculum

Train the Trainer (CSPTA)

Website Purchasing – Certified Used Bus Dealers

Review Schedule is on our website through 2021

New forms July

New Tests sent in July – earlier by request



# Group Discussion Items - Public School Finance Unit

# Coding of Categorical Programs

- The budget request for additional funding for categorical programs is typically based upon the gap in expenditures and state and federal revenues.
- Some categorical programs (Expelled and At-Risk Student Services, Small Attendance Center Aid, and Comprehensive Health Education) do not have a gap in funding.
- Is this an accurate reflection of district activities or a coding issue?



# Group Discussion Item - School Nutrition Unit

General Fund transfers to Food Service Fund

Unpaid Meal Charges



# Group Discussion Item - Request for Feedback

- School Finance Formula
- Capital Construction Unit
- Grants Fiscal Management Unit
- Public School Finance Unit
- School Transportation Unit
- School Nutrition Unit

