



**Dubuque**  
COMMUNITY SCHOOLS



# CERTIFIED BUDGET PROPOSAL

FISCAL YEAR 2019-20

PRESENTED FOR APPROVAL TO THE BOARD OF EDUCATION APRIL 8, 2019



## A MESSAGE FROM THE SUPERINTENDENT

School funding is a complicated topic – one filled with intricacies of categorical (restricted) funds, varied revenue streams and often unpredictable annual state funding. We hope this year's Certified Budget Proposal serves as a broad, understandable overview of how the district's funds are determined and allocated.

On the pages that follow, you can learn about school financing, the Iowa Code that governs it, and the current financial position of the Dubuque Community Schools.

As you read this document, it is important for you to know that the district works diligently to maintain our strong financial footing. We do this by proactively keeping an eye to the future, while always planning within current budget realities.

For the 2019-2020 school year, the Iowa Legislature has approved a 2.06 percent increase in supplemental state aid – the state's primary mechanism for funding schools. While this increase from last year does not meet our continued growth in expenditures, we are thankful that the amount was decided on early enough to thoughtfully and strategically plan our budget that begins July 1.

Our proactive budget measures, including previous reductions and the offering of an enhanced early-retirement incentive this year, will help us to weather the modest increase in funding we will receive for next year. We will also continue to look for additional cost-reduction strategies moving forward.

You will see in this report that we also rely on other funding streams to support our schools. Most notably is the Secure an Advanced Vision for Education (SAVE) sales tax, most commonly referred to as the One-Cent Sales Tax. This revenue stream ensures that our infrastructure and technology meet the needs of today's students. We continue to advocate for the extension of this fund by the legislature, and encourage you to do so as well.

Overall, we want you to feel confident that we always keep a keen eye on our financial strength and are proactively working to maintain this financial health. It is a role we take very seriously and we know that having a financially healthy district allows us to provide the students of the Dubuque Community School District with a first-rate educational experience that will prepare them for future success.

Sincerely,

A handwritten signature in black ink, appearing to read "Stan Rheingans". The signature is fluid and cursive, with a long horizontal stroke at the end.

Stan Rheingans  
Superintendent of Schools




# TABLE OF CONTENTS

School Funding 101 .....	1-4
Taxable Valuation per Pupil .....	4
Enrollment .....	4
State Supplemental Aid .....	5
Unspent Authorized Budget .....	5-6
Revenues .....	7
Expenditures .....	7
Financial Condition .....	8
Tax Levy Recommendation .....	8-11
General Fund Financial Issues .....	11
Notice of Public Hearing and Proposed Dubuque School Budget Summary .....	12
Levy Impact on Property Taxes	
Residential .....	13
Commercial .....	13
Industrial .....	13
Multi-Residential .....	13
Adoption of Budget and Taxes .....	14
Glossary .....	15-16

# SCHOOL FUNDING 101:

the basics on where the money comes from and where it goes



**GENERAL FUND** TOTAL REVENUE: \$131.2 MILLION

	State Income Taxes (state aid) (AEA)	\$73.8 million
	Property Taxes	\$45.1 million
	Grants and Miscellaneous Income	\$12.3 million



- SALARIES
- BOOKS AND MATERIALS
- OTHER OPERATING EXPENSES


**CAPITAL PROJECTS** TOTAL: \$13.7 MILLION

	Property Taxes	\$3.9 million
	One-cent Local Option Sales Tax	\$9.8 million



- FACILITIES IMPROVEMENTS
- BOND PAYMENTS
- EQUIPMENT PURCHASES

**OTHER FUNDS**

	MANAGEMENT FUND Property Taxes	\$3.0 million
---	-----------------------------------	---------------

- PROPERTY INSURANCE
- EARLY RETIREMENT BENEFITS

	NUTRITION FUND Cafeteria Revenue Subsidies and Sales	\$5.8 million
---	---	---------------



- BREAKFAST AND LUNCH

	STUDENT ACTIVITY FUND Fundraising and Activity Admissions	\$1.6 million
---	--	---------------



- ACTIVITIES NOT COVERED BY STUDENT FEES

AMOUNTS ARE FISCAL YEAR 2017-18 RESULTS

Navigating the labyrinth of public school funding is complicated. The budget is a maze of funding sources that, for the Dubuque Community School District (the “District”), total \$174 million for the current 2018-19 fiscal year.

The previous graph and the following questions and answers outline the routes that funds take coming from taxpayers, going to classrooms, playing fields, cafeterias, and libraries.

Although the dollar amounts differ between school districts, the funding concepts described here are generally the same for all school districts in Iowa.

### WHERE DOES FUNDING COME FROM?

Like most states, Iowa pays for schools through a mix of income taxes (also called state aid), local property taxes, and sales taxes. Less than six percent comes from federal funding. The *General Fund*, the District’s largest fund, pays for teachers and supports instructional programs. The *General Fund* is separate from other funds such as the *Capital Projects Fund*, which can be used only for buildings, property, and equipment.

In Iowa, the ratio of property tax to the state aid supporting a district’s general fund budget varies based on a statewide foundation formula. This formula is designed to ensure that all districts spend approximately the same dollar amount per student.

The formula calculates district revenues based on a “uniform” property tax rate, plus a mix of state aid and an “additional” property tax rate. The current “uniform” tax rate is \$5.40 per \$1,000 of taxable valuation. The “additional” property tax rates are adjusted based on the size of the district’s tax base. Property-rich districts (on a per-student basis) receive less state aid than property-poor districts because they can generate more revenue from the property tax levy.

The primary revenue sources for the other District funds is shown on the graph on the previous page.

### HOW MUCH FUNDING DOES THE DISTRICT GET?

Most *General Fund* revenue for Iowa schools is based on the number of students enrolled. The number of students enrolled on October 1 determines a school district’s budget for the following (not the current) fiscal year. Even if more students enroll after this date, the district’s operating budget is set. For example, the 10,430 students enrolled in the District on October 1, 2018, determined the majority of the 2019-20 *General Fund* budget.

The funding formula uses certified enrollment multiplied by a cost per student. This cost is established by the state and represents the amount of revenue the district can spend per student. For 2019-20 the District’s per student cost is \$6,880.

Additional weightings are added to certified enrollment and these generate additional district revenue. Special education students and English language learners, for example, are among the students counted with additional weightings. The amount of district funding based on weighted enrollment (certified plus additional), plus some other amounts, is called *combined district cost*.

Additional general fund revenue also comes from miscellaneous income. Miscellaneous income includes grants and fees. The amounts and sources of revenue for funds other than the *General Fund* are shown on the graph on the previous page.

## HOW DOES THE DISTRICT PAY FOR COST INCREASES IN EDUCATIONAL PROGRAMS, SALARIES, AND UTILITIES?

Each year, the Iowa Legislature determines the *Regular-Program District Cost per Pupil*. This amount, multiplied by the district's certified enrollment on October 1 of the previous year, determines the total amount of foundation formula funds available for the district to spend on regular education. The increase in *District Cost per Pupil* is called *Supplemental State Aid* and is a percentage based on the previous year. For FY 2018-19, *Supplemental State Aid* was 1.0 percent. For FY 2019-20, *Supplemental State Aid* is 2.06 percent.

In years prior to 2010, the legislature had always set the *Supplemental State Aid* rate early in the session, to be applied to the school year beginning the July 1 a year and a half after the session. From 2010 through 2017, the legislature failed to meet the law and set *Supplemental State Aid* timely in seven of eight years. Because of these actions, in 2017, the legislature changed the law and implemented new language that the *Supplemental State Aid* rate will be set within 30 days of the release of the Governor's budget proposal. In 2018, one year after creating this new law, they failed to meet the deadline again. **This makes any type of budgeting very difficult and especially creates barriers to do long-term financial planning.**

*Authorized budget* is the mechanism used by the legislature to control school district spending. *Supplemental State Aid* is the principal driver of *authorized budget*. Since Iowa law mandates that schools stay within their *authorized budget*, their only options for coping with reduced funding are to increase other revenues, where possible, and to cut costs by reducing programs, staff, or both.

Schools are people-intensive establishments and salaries and benefits consume approximately 83 percent of the District's *General Fund* expenses. Therefore, significant reductions of costs can only be achieved by cutting salaries and benefits.

## HOW CAN SCHOOL DISTRICTS AFFORD TO BUILD AND REMODEL BUILDINGS WHEN THEY'RE CUTTING TEACHERS?

Iowa law requires school districts to maintain separate funds (restricted) for specific uses. Property insurance and early retirement benefits, for example, are paid from the *Management Fund*. These restricted funds have designated purposes and cannot be used for other types of expenses. Other examples of these restricted funds are the *Physical Plant and Equipment Levy Fund* and the *Secured an Advanced Vision for Education Fund*. The use of these funds is generally limited to facilities improvements, bond payments, and equipment purchases.

## WHO IS ACCOUNTABLE FOR SCHOOL DISTRICT BUDGET DECISIONS?

The Iowa Legislature annually establishes the per-pupil amounts that districts may spend. These amounts are determined by *Supplemental State Aid*.

Iowa school boards, made up of elected citizens, are accountable to their communities for making decisions about spending school funds, and educators (superintendents and other administrators) are accountable to school boards for managing these funds.

The state limits the amount of money each district can generate and spend for *General Fund* educational programs. The revenue determined by the district funding formula, miscellaneous income and its *unspent balance authority* from the prior year makes up the district's spending authority.

## WHAT HAPPENS IF A SCHOOL DISTRICT SPENDS LESS THAN ITS SPENDING AUTHORITY?

The unspent authority carries over to the next year as unspent budget authority (sometimes called *unspent balance*) and can be used to pay for future *General Fund* expenses.



## WHAT HAPPENS IF A SCHOOL DISTRICT SPENDS MORE THAN ITS SPENDING AUTHORITY?

Iowa Code states that if a district exceeds its spending authority for two or more consecutive years, the Iowa Department of Education can conduct a fiscal review and take over management of the district.

## HOW DOES THE DISTRICT FARE IN TERMS OF SPENDING AUTHORITY?

Each year the District's *General Fund* expenses are subtracted from spending authority. The resulting number is termed *unspent balance*. State law requires that *unspent balance* be more than zero. The District's unspent balance increased by \$0.3 million to \$12.1 million as of June 30, 2018.

## TAXABLE VALUATION PER PUPIL

The taxable valuation per pupil is determined by dividing the district's taxable valuation by certified enrollment. In general (with all other factors being equal), districts with higher taxable valuations per pupil have relatively lower real estate tax levy rates than districts with lower taxable valuations per pupil. The correlation of low taxable valuations per pupil with high *General Fund* levy rates is primarily a function of a concept called the uniform levy rate. The Iowa Legislature is addressing perceived inequities caused by the uniform levy rate. It is unlikely that a change in the uniform levy rate will have a substantial impact on the District's funding or its levy rates.

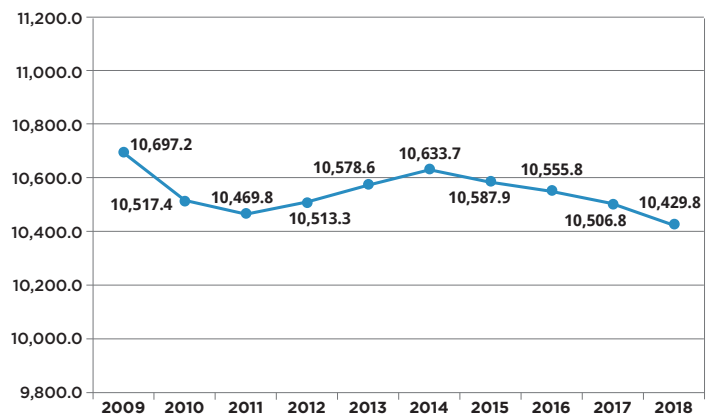
## ENROLLMENT

Iowa school district budgets are closely related to enrollment. In districts with increasing enrollments, there is a direct correlation between regular-program budget and enrollment. That is, each additional pupil will generate a set additional amount of district funding. This is appropriate because additional district costs are incurred for each additional pupil. The amount of additional per-pupil funding is set by the Iowa Legislature and is called *State Supplemental Aid*.

The term certified enrollment has specific meaning in Iowa school finance. Certified enrollment is defined as student count as of the first day in October as determined by state law. That enrollment is used as the basis for funding for the fiscal year beginning the following July 1. It is clear from this description, that although students are already "in their seats" on count day, districts do not receive funding for these students until one full year later.

The following chart shows Dubuque's certified enrollment for the ten years ending October 2018.

## CERTIFIED ENROLLMENT



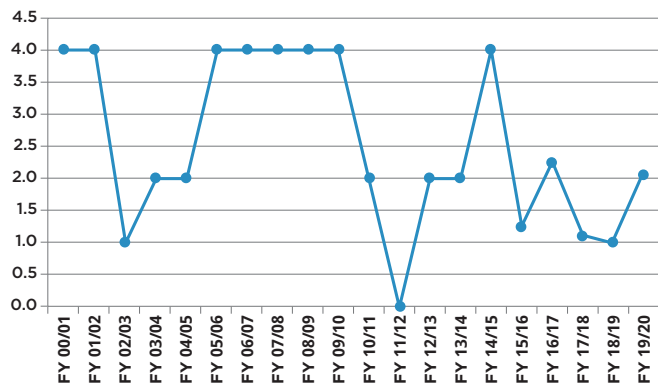
STATE SUPPLEMENTAL AID

(formerly known as allowable growth)

The Iowa Legislature sets the *State Supplemental Aid* percentage. This percentage is applied to the prior year’s state cost per pupil. The cost per pupil is multiplied by certified enrollment to yield the district’s regular-program district cost.

Both factors (*State Supplemental Aid* and enrollment) greatly affect district budgets. However, for districts with moderate increases in enrollment, the *State Supplemental Aid* percentage has the greater budget impact. The *State Supplemental Aid* percentage has been highly variable over the past 30 years, ranging from a low of zero percent in 2011 to a high of 14.5 percent in 1981. Note for FY 2009-10, the Governor ordered a 10% across-the-board budget cut and for FY 2010-11, only a portion of the two percent *State Supplemental Aid* was funded. The last twenty years’ *State Supplemental Aid* history is shown in the following chart:

STATE SUPPLEMENTAL AID HISTORY



The following table illustrates the past five years’ growth in Dubuque’s regular program budget resulting from the *State Supplemental Aid* percentage and the portion resulting from the increase in pupil enrollments:

STATE SUPPLEMENTAL AID \$\*

FISCAL YEAR	STATE SUPPLEMENTAL AID %	FROM STATE SUPPLEMENTAL AID %	FROM INCREASE IN PUPILS
2015-16	1.25%	\$ 846,288	\$ 355,560
2016-17	2.25%	\$ 1,239,698	\$ 0
2017-18	1.11%	\$ 698,590	\$ 0
2018-19	1.00%	\$ 564,365	\$ 0
2019-20	2.06%	\$ 635,105	\$ 0

\* Regular program costs only

UNSPENT AUTHORIZED BUDGET

*Unspent authorized budget* (also called *unspent balance*) is the amount of accumulated unspent spending authority. This is a statutory concept that limits school district budgets. In general, a decline in year-end *unspent authorized budget* indicates a deteriorating financial position and an increase indicates an improving financial position. The State of Iowa monitors *unspent balance* by accumulating and reporting the following information. Certain FY 2018-19 and 2019-20 amounts shown are District estimates.



### AUTHORIZED BUDGET ("BUDGET")

	Actual FY 2017-18	Re-estimated FY 2018-19	Budget FY 2019-20
Budget Enrollment	10,555.8	10,506.8	10,429.8
Regular Program District Cost	\$ 70,417,742	\$ 70,794,818	\$ 71,757,024
Regular Program Budget Adjustment (Budget Guarantee)	139,812	327,101	0
State Categorical Funding	11,179,753	11,236,393	11,378,286
Supplementary Weighting District Cost	798,746	820,830	916,505
Special Education District Cost	13,605,304	12,760,357	12,912,728
AEA Flow- through (net) *	5,191,338	5,198,347	5,583,155
Enrollment Adjustment *	6,598	0	16,744
Drop-out Prevention	3,482,358	3,504,543	3,513,800
Other SBRC Allowable Growth *	544,523	612,316	635,000
Special Education Deficit *	4,443,898	5,750,000	6,000,000
Instructional Support *	5,255,832	5,347,657	5,655,547
Preschool Foundation Aid *	2,362,388	2,354,232	2,621,280
Other Miscellaneous Income *	12,286,558	11,850,000	12,125,000
Total	\$ 129,714,850	\$ 130,556,594	\$ 133,115,069
Expenditures *	\$ 129,453,403	\$ 133,000,000	\$ 134,225,000
Increase <Decrease> Unspent Balance	\$ 261,447	\$ (2,443,406)	\$ (1,109,931)
Year-end Unspent Balance	\$ 12,116,878	\$ 9,673,472	\$ 8,563,541

\* Changed from prior year report to reflect actual amounts

## REVENUES

District *General Fund* revenues consist primarily of state foundation aid and property taxes. Both amounts result from application of the Iowa School Finance Formula to Dubuque's specific enrollment and tax data. The application of the formula is shown in the *General Fund* levy table included in this document.

A third source of revenue is called Miscellaneous Income and includes all other sources of district revenue. The following table summarizes miscellaneous income for the years shown:

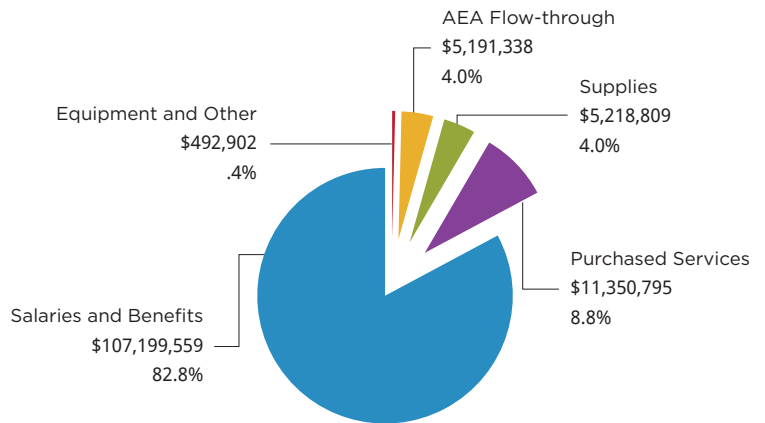
### MISCELLANEOUS INCOME

	Actual FY 2017-18	Re-estimated FY 2018-19	Budget FY 2019-20
Federal Sources	\$ 6,582,364	\$ 6,673,202	\$ 7,030,000
State Sources	830,871	865,753	857,500
Local Sources	4,873,323	4,311,045	4,237,500
Totals	<u>\$ 12,286,558</u>	<u>\$ 11,850,000</u>	<u>\$ 12,125,000</u>

## EXPENDITURES

Total district expenditures are reported annually to the Iowa Department of Education in a report called the Certified Annual Report ("CAR"). In addition, they are reported to the public in the comprehensive annual financial report. A summary of District expenditures is shown in the following chart:

### GENERAL FUND EXPENDITURES FOR FY 2017-18



## FINANCIAL CONDITION

Iowa school districts generally measure financial condition by reference to the following four standards:

- Unspent Balance
- Cash and Investment Balance
- Un-assigned Fund Balance
- Solvency Ratio

The first three standards need to be converted to a per-pupil basis for meaningful comparisons to other districts. The fourth standard is a ratio by definition and therefore readily allows district-to-district comparisons. In addition, the Iowa Schools Cash Anticipation Program (ISCAP) has published acceptable and unacceptable ranges for the *solvency ratio*. ISCAP is a financial program sponsored by the Iowa Association of School Boards and is designed to assist districts with short-term borrowings to cover cash flow deficiencies.

### ISCAP SOLVENCY RATIO RANGES

A *solvency ratio* of 5 percent to 10 percent is ISCAP's target range. Between 0 percent and 5 percent is acceptable. Between -3 percent to 0 percent is the alert range. Anything less than -3 percent is cause for concern. ISCAP will not normally allow a district to participate in its cash-anticipation loan program if the district's *solvency ratio* is under -3 percent, unless a financial workout plan is in effect.

### HOW DO WE COMPARE TO OTHER UEN SCHOOLS?

Many factors affect a district's financial performance and condition. Simple dollar-amount comparisons between districts are generally not meaningful because factors such as student populations, property values, and other financial factors can vary greatly. Certain ratio and per-pupil comparisons can, however, be helpful.

The following table shows the per-pupil financial standards and *solvency ratios* for all UEN districts based on the current year's reported budget enrollments:

### JUNE 30, 2018 PER-PUPIL BALANCES

District	Unspent Balance	Cash and Investment Balance	Un-assigned Fund Balance	Solvency Ratio
Waterloo	1,969	3,270	1,788	16.3%
Sioux City	1,721	3,520	1,884	17.0%
Council Bluffs	1,169	2,442	1,045	8.4%
<b>Dubuque</b>	<b>1,162</b>	<b>2,833</b>	<b>1,593</b>	<b>13.2%</b>
Cedar Rapids	885	3,042	1,776	15.3%
Iowa City	661	2,503	1,207	11.0%
Des Moines	417	3,272	1,536	12.4%
Davenport	(792)	2,915	788	6.4%

## TAX LEVY RECOMMENDATION

School district tax levies are intended to provide funds to support district education objectives and to achieve financial-condition goals. The District's levy has three components: the *General Fund* levy, the *Management Fund* levy and the *Physical Plant and Equipment Levy*.

The *General Fund* levy is the largest and most significant component of the total district levy. The following table shows the major components of *General Fund* Budget Authority and how the total Budget Authority is financed.

## GENERAL FUND LEVY

BUDGET AUTHORITY	FY 2018-19	FY 2019-20
Regular Weighting (certified enrollment)	10,506.8	10,429.8
Supplemental Weighting	121.821	133.213
Special Education Weighting (additional)	1893.790	1876.85
Total Weighted Enrollment	12,522.411	12,439.863
District Cost per Pupil (set by State)	\$ 6,738	\$ 6,880
District Cost	\$ 84,376,005	\$ 85,586,257
State Categorical Funds	11,236,393	11,378,286
Enrollment Adjustment	0	16,744
Budget Guarantee	327,101	0
AEA Flow Through (net of prorata reduction)	5,198,347	5,583,155
Drop-out Prevention	3,504,543	3,513,800
Instructional Support	5,347,657	5,655,547
Preschool Foundation Aid	2,354,232	2,621,280
Miscellaneous Income	11,850,000	12,125,000
Budget Authority - <u>Before</u> SBRC Additions	\$ 124,194,278	\$ 126,480,069
<b>FINANCING BUDGET AUTHORITY</b>	<b>FY 2018-19</b>	<b>FY 2019-20</b>
State Aid	\$ 71,284,582	\$ 73,214,858
Property Taxes <b>Levied</b> (includes utility replacement)	40,066,312	40,103,919
Miscellaneous Income	11,850,000	12,125,000
Commercial and Industrial Valuation State Aid	993,384	1,036,292
General Fund Revenues (excluding cash reserve)	\$ 124,194,278	\$ 126,480,069
Taxable Valuation without TIF *	\$ 3,655,132,774	\$ 3,728,213,143
General Fund Levy Rate (excluding cash reserve)	9.49860	9.31816
General Fund before ISL	\$ 34,718,644	\$ 34,740,087
Taxable Valuation with TIF	\$ 4,037,098,544	\$ 4,139,744,070
ISL Levy Rate	1.32463	1.29569
ISL	\$ 5,347,662	\$ 5,363,825
Combined General Fund Levy Rate	10.82323	10.61385
Combined General Fund	\$ 40,066,306	\$ 40,103,912

\* Beginning in FY 2013-14, the Instructional Support levy is calculated with the TIF valuation included while the remaining General Fund levy rate is calculated without the TIF valuation.

The *Management Fund* levy consists of amounts needed to fund insurance and early retirement programs, the components of which are shown in the following table:

#### MANAGEMENT FUND LEVY

	Actual FY 2017-18	Re-estimated FY 2018-19	Requested FY 2019-20
General and Liability Insurance	\$ 413,828	\$ 435,185	\$ 456,944
Transportation Equipment Insurance	64,229	79,317	83,283
Equipment Maintenance Insurance	837,435	1,167,000	1,225,350
Workers' Comp. Insurance & Unemployment	1,146,830	1,135,537	1,240,894
Early Retirement Programs	940,590	1,471,961	907,529
Total	\$ 3,402,912	\$ 4,289,000	\$ 3,914,000

The *PPEL* levy has two components. One part is set by school board action and the balance by public referendum. The *PPEL* levy can only be used for specific purposes – generally facilities improvements. It cannot be used for salaries.

The following table shows the current and prior years' levy rates and compares them with the recommendation for FY 2019-20:

#### DISTRICT LEVY RATES PER \$1,000 OF TAXABLE VALUATION

Levy Components	FY 2017-18	FY 2018-19	Recommended FY 2019-20
Combined District Cost	\$ 9.68425	\$ 9.40911	\$ 9.31816
Instructional Support	1.35885	1.32463	1.29569
Cash Flow:			
Increased Enrollment/ Open Enrolled Out	0.08402	0.06870	0.07740
LEP Beyond 5 Years	0.01918	0.02168	0.02783
Special Education Deficit	1.46652	1.29215	1.19197
LEP Deficit	0.09909	0.02421	0.05744
Budget Guarantee	0.04105	0.08949	0.00000
Solvency Ratio Purposes	0.32294	0.54718	0.80467
Sub-total	\$ 13.07590	\$ 12.77715	\$ 12.77316
Management Fund	0.88075	0.82076	0.93879
Regular PPEL	0.33	0.33000	0.33000
Voted PPEL	0.67	0.67000	0.67000
Total	\$ 14.95665	\$ 14.59791	\$ 14.71195
% Increase (Decrease)	(0.1%)	(2.1%)	0.8%

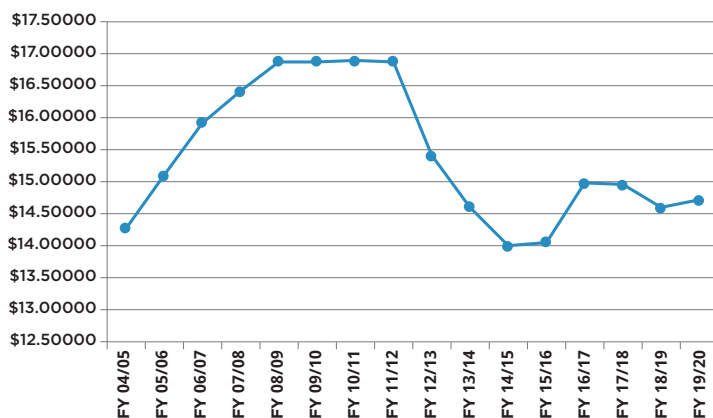
The FY 2019-20 Cash Reserve levy for cash flow generates funds to improve the district's *solvency ratio* and to offset the large cash reduction. Over the past few years, the District's cash reserve has effectively generated an accumulation of cash that allows the District to cash flow during summer months when there are no payments from the State of Iowa. For FY 2019-20, there will be a Cash Reserve levy for cash flow purposes. The breakdown of cash flow needs are listed above.

The Cash Reserve levy is the most variable part of the total tax levy and Iowa Code sets a maximum of what it may be. The following table shows recent Cash Reserve levies in comparison to the legally allowed maximum:

#### CASH RESERVE LEVY

	FY 2017-18	FY 2018-19	FY 2019-20
Levy Amount	\$ 6,784,325	\$ 7,141,819	\$ 8,050,369
Legal Maximum	\$ 14,233,838	\$ 10,255,404	\$ 9,278,684

The following graph shows a fifteen-year history of the District's total levy rate and the proposed total levy rate for FY 2019-20.



The following table compares the District's proposed FY 2019-20 levy rate to the other UEN schools' current rates.

#### UEN SCHOOLS' FY 2018-19 TOTAL PROPERTY TAX RATES COMPARED TO DUBUQUE'S RECOMMENDED 2019-20 RATE

(INCLUDES INCOME SURTAX LEVY EQUIVALENTS  
FOR APPLICABLE DISTRICTS)

District	Actual FY 2018-19
Des Moines	18.60074
Council Bluffs	17.24201
Cedar Rapids	16.39019
Sioux City	16.06833
Iowa City	16.02165
Davenport	15.45640
<b>Dubuque</b>	<b>14.71195</b>
Waterloo	14.57188

Dubuque strives to meet its student achievement goals while at the same time maintaining financially efficient delivery of education and support services.

### GENERAL FUND FINANCIAL ISSUES FOR FISCAL YEAR 2019-20 AND BEYOND

The 2018-19 fiscal year had 1.0 percent *State Supplemental Aid*. FY 2019-20 is 2.06 percent. Due to continued low levels of school funding, the District enacted an additional early retirement incentive for teachers to help reduce the future costs of teachers. The District will also need to find additional ways to reduce costs. The District will need to monitor future expenditure levels very closely as future school funding levels are expected to remain low.

The current percent of *State Supplemental Aid* will adversely affect *unspent balance* which will probably decline for the year. The clear challenge will be maintaining an acceptable level of *unspent balance*.

Respectfully submitted,

Kevin Kelleher  
Executive Director of Finance and Business Services

Rick Till  
Assistant Director of Business Services



Department of Management - Form S-PB-6

**NOTICE OF PUBLIC HEARING**  
**Proposed Dubuque School Budget Summary**  
**Fiscal Year 2019-2020**

Location of Public Hearing:

Date of Hearing: Time of Hearing:

040819 5:30 PM

The Board of Directors will conduct a public hearing on the proposed 2019/20 school budget at the above-noted location and time. At the hearing, any resident or taxpayer may present objections to, or arguments in favor of, any part of the proposed budget. This notice represents a summary of the supporting detail of revenues and expenditures on file with the district secretary. A copy of the details will be furnished upon request.

		Budget 2020	Re-est. 2019	Actual 2018	Avg %18-20
Taxes Levied on Property	1	54,488,339	52,969,198	50,619,249	3.8%
Utility Replacement Excise Tax	2	1,305,694	1,276,031	1,347,017	-1.6%
Income Surtaxes	3	0	0	0	
Tuition/Transportation Received	4	1,705,000	1,691,214	1,941,723	
Earnings on Investments	5	1,016,000	1,483,000	783,197	
Nutrition Program Sales	6	2,200,000	2,200,000	2,324,143	
Student Activities and Sales	7	405,000	401,000	472,429	
Other Revenues from Local Sources	8	2,928,500	4,067,968	3,976,809	
Revenue from Intermediary Sources	9	0	0	0	
State Foundation Aid	10	72,925,816	71,087,461	72,384,236	
Instructional Support State Aid	11	291,710	0	0	
Other State Sources	12	11,596,280	11,686,081	10,707,161	
Commercial & Industrial State Replacement	13	1,976,967	1,614,863	1,654,020	
Title I Grants	14	2,359,520	2,028,954	2,235,477	
IDEA & Other Federal Sources	15	8,138,480	8,044,248	7,708,671	
Total Revenues	16	161,337,306	158,550,018	156,154,134	
General Long-Term Debt Proceeds	17	0	9,455,000	10,000,000	
Transfers In	18	7,060,028	6,222,248	4,996,692	
Proceeds of Fixed Asset Dispositions	19	70,000	62,000	1,686,902	
Total Revenues & Other Sources	20	168,467,334	174,289,266	172,837,727	
Beginning Fund Balance	21	47,968,171	51,652,623	47,397,111	
<b>Total Resources</b>	22	216,435,505	225,941,889	220,234,838	
<b>*Instruction</b>	23	96,748,345	95,778,261	88,817,673	4.4%
Student Support Services	24	8,153,000	8,230,905	6,818,445	
Instructional Staff Support Services	25	3,319,000	3,057,949	5,703,578	
General Administration	26	1,268,000	1,302,510	1,281,220	
School/Building Administration	27	7,268,000	9,478,925	7,436,842	
Business & Central Administration	28	5,308,000	4,133,618	6,167,097	
Plant Operation and Maintenance	29	12,043,000	12,768,693	12,229,403	
Student Transportation	30	4,621,000	4,880,932	5,325,698	
This row is intentionally left blank	31	0	0	0	
<b>*Total Support Services (lines 24-31)</b>	31A	41,980,000	43,853,532	44,962,283	-3.4%
<b>*Noninstructional Programs</b>	32	5,741,900	5,652,952	5,043,954	6.7%
Facilities Acquisition and Construction	33	7,050,000	16,462,372	15,970,203	
Debt Service	34	6,065,613	4,806,006	3,600,072	
AEA Support - Direct to AEA	35	5,583,155	5,198,347	5,191,338	
<b>*Total Other Expenditures (lines 33-35)</b>	35A	18,698,768	26,466,725	24,761,613	-13.1%
Total Expenditures	36	163,169,013	171,751,470	163,585,524	
Transfers Out	37	7,060,028	6,222,248	4,996,692	
Total Expenditures & Other Uses	38	170,229,041	177,973,718	168,582,215	
Ending Fund Balance	39	46,206,464	47,968,171	51,652,623	
<b>Total Requirements</b>	40	216,435,505	225,941,889	220,234,838	

Proposed Property Tax Rate (per \$1,000 taxable valuation)

14.71195

## LEVY IMPACT ON RESIDENTIAL PROPERTY - CITY OF DUBUQUE

	BUDGET YEAR 2019-20 *	BUDGET YEAR 2018-19	\$ CHANGE	% CHANGE
Average Property Value *	\$ 139,493	\$ 130,367	\$ 9,126	7.00%
Equalization Order *	1.0000	1.0700	(0.0700)	-6.54%
Average Property Value after Equalization Order *	\$ 139,493	\$ 139,493	\$ 0.00	0.00%
Rollback *	0.569180	0.556209	0.01297	2.33%
Taxable Value *	\$ 79,397	\$ 77,587	\$ 1,810	2.33%
School Tax Rate	\$ 14.71195	\$ 14.59791	\$ 0.11404	0.78%
School Tax	\$ 1,168.08	\$ 1,132.61	\$ 35.47	3.13%

\* The above information is produced from the City of Dubuque's Fiscal Year 2020 Recommended Resident's Guide Part 1 budget document, page 179.

## LEVY IMPACT ON COMMERCIAL PROPERTY - CITY OF DUBUQUE

	BUDGET YEAR 2019-20 *	BUDGET YEAR 2018-19	\$ CHANGE	% CHANGE
Average Property Value *	\$ 432,475	\$ 432,475	\$ 0.00	0.00%
Equalization Order *	1.0000	1.0000	0.00	0.00%
Average Property Value after Equalization Order *	\$ 432,475	\$ 432,475	\$ 0.00	0.00%
Rollback *	0.900000	0.900000	0.00	0.00%
Taxable Value *	\$ 389,228	\$ 389,228	\$ 0.00	0.00%
School Tax Rate	\$ 14.71195	\$ 14.59791	\$ 0.11404	0.78%
School Tax	\$ 5,726.30	\$ 5,681.92	\$ 44.38	0.78%

\* The above information is produced from the City of Dubuque's Fiscal Year 2020 Recommended Resident's Guide Part 1 budget document, page 180.

## LEVY IMPACT ON INDUSTRIAL PROPERTY - CITY OF DUBUQUE

	BUDGET YEAR 2019-20 *	BUDGET YEAR 2018-19	\$ CHANGE	% CHANGE
Average Property Value *	\$ 599,500	\$ 599,500	\$ 0.00	0.00%
Rollback *	0.900000	0.900000	0.00	0.00%
Taxable Value *	\$ 539,550	\$ 539,550	\$ 0.00	0.00%
School Tax Rate	\$ 14.71195	\$ 14.59791	\$ 0.11404	0.78%
School Tax	\$ 7,937.83	\$ 7,876.30	\$ 61.53	0.78%

\* The above information is produced from the City of Dubuque's Fiscal Year 2020 Recommended Resident's Guide Part 1 budget document, page 181.

## LEVY IMPACT ON MULTI-RESIDENTIAL PROPERTY - CITY OF DUBUQUE

	BUDGET YEAR 2019-20 *	BUDGET YEAR 2018-19	\$ CHANGE	% CHANGE
Average Property Value *	\$ 224,289	\$ 224,289	\$ 0.00	0.00%
Equalization Order *	1.0000	1.0000	0.00	0.00%
Average Property Value after Equalization Order *	\$ 224,289	\$ 224,289	\$ 0.00	0.00%
Rollback *	0.750000	0.787500	(0.03750)	-4.76%
Taxable Value *	\$ 168,217	\$ 176,628	\$ (8,411)	-4.76%
School Tax Rate	\$ 14.71195	\$ 14.59791	\$ 0.11404	0.78%
School Tax	\$ 2,474.80	\$ 2,578.40	\$ (103.60)	-4.02%

\* The above information is produced from the City of Dubuque's Fiscal Year 2020 Recommended Resident's Guide Part 1 budget document, page 182.

**ADOPTION OF BUDGET AND TAXES  
JULY 1, 2019-JUNE 30, 2020**

Department of Management - Form S-TX

**Dubuque**

District Number **1863**

**Total Special Program Funding**

Instructional Support (A&L line 10.27)	097	5,655,547
Educational Improvement (A&L line 11.3)	099	0
Voted Physical Plant & Equipment (A&L line 19.3)	105	2,773,629

**Special Program Income Surtax Rates**

Instructional Support (A&L line 10.15)	096	0
Educational Improvement (A&L line 11.4)	098	0
Voted Physical Plant & Equipment (A&L line 19.4)	104	0

**Utility Replacement and Property Taxes Adopted**

	Utility Replacement AND Property Tax Dollars	Levy Rate	Property Taxes Levied	Estimated Utility Replacement Dollars
Levy to Fund Combined District Cost (A&L line 15.3)	1	34,740,082		
+Educational Improvement Levy (A&L line 15.5)	2	0		
+Cash Reserve Levy - SBRC (A&L line 15.9)	3	5,050,369		
+Cash Reserve Levy - Other (A&L line 15.10)	4	3,000,000		
-Use of Fund Balance to Reduce Levy (A&L line 15.11)	5	0		
=Subtotal General Fund Levy (A&L line 15.14)	6	42,790,451	11.47747	41,771,822
+Instructional Support Levy (A&L line 15.13)	7	5,363,837	1.29569	5,248,832
=Total General Fund Levy (A&L line 15.12)	8	48,154,288	12.77316	47,020,654
	9			
Management	10	3,500,000	.93879	3,416,691
Amana Library	11	0	.00000	0
Voted Physical Plant & Equipment (Loan Agreement)	12	0		
+Voted Physical Plant & Equipment (Capital Project)	13	2,773,629		
=Subtotal Voted Physical Plant & Equipment	14	2,773,629	.67000	2,714,166
+Regular Physical Plant & Equipment	15	1,366,116	.33000	1,336,828
=Total Physical Plant & Equipment	16	4,139,745		
	17			
Reorganization Equalization Levy	18	0	.00000	0
Emergency Levy (for Disaster Recovery)	19	0	.00000	0
Public Education/Recreation (Playground)	20	0	.00000	0
Debt Service	21	0	.00000	0
<b>GRAND TOTAL</b>	22	55,794,033	14.71195	54,488,339

1-1-18 Taxable Valuation WITH Gas & Electric Utilities	3,728,213,143	WITHOUT Gas&Elec	3,639,462,570
1-1-18 Tax Increment Valuation WITH Gas & Electric Utilities	411,530,927	WITHOUT Gas&Elec	411,530,927
1-1-18 Debt Service, PPEL, ISL Valuation WITH Gas & Electric Utilities	4,139,744,070	WITHOUT Gas&Elec	4,050,993,497

**I certify this budget is in compliance with the following statements:**

- \_\_\_\_ The prescribed Notice of Public Hearing and Proposed Budget Summary (Form S-PB) was lawfully published, with said publication being evidenced by verified and filed proof of publication.
- \_\_\_\_ The budget hearing notice was published not less than 10 days, nor more than 20 days, prior to the budget hearing.
- \_\_\_\_ Adopted property taxes do not exceed published amounts.
- \_\_\_\_ Adopted expenditures do not exceed published amounts for any of the four individual expenditure categories, or in total.
- \_\_\_\_ Adopted property taxes meet the debt service and loan agreement needs identified on Form 703. Debt service levy for GO bond payments only.
- \_\_\_\_ This budget was certified on or before April 15, 2019.

Date Budget Adopted: \_\_\_\_\_

\_\_\_\_\_ District Secretary

\_\_\_\_\_ County Auditor

## GLOSSARY

Comprehending Iowa school finance concepts assumes an understanding of certain unique technical terms and phrases whose meanings have evolved over the past decades. Some of these terms and phrases are defined in Iowa statutes. Others are simply used by finance practitioners who have developed a common understanding of their meanings. Some of these terms and phrases are defined below.

---

**Regular-Program District Cost per Pupil (cost per pupil)**, also called **district cost per pupil**, was originally established by dividing the school district's expenditures by the number of pupils in the district. Iowa Code 257.10(1). Each school district had its own district cost per pupil. In FY 1990-91, each district's cost per pupil was recalculated by the state and subsequent changes were only made by statute.

---

**Regular-Program State Cost per Pupil (state cost per pupil)** was originally calculated by dividing a statewide expenditure figure by the total number of pupils. Since the original calculation, the value has been modified to meet changing state policy. Iowa Code 257.9(1). The state cost per pupil is the basis for calculating state aid. However, the amount of state aid a school district receives consists of only a portion of the state cost per pupil multiplied by a school district's weighted enrollment. This portion of the state cost per pupil is called the state regular program and special education foundation cost per pupil and is currently set at 87.5 percent.

---

**Supplemental State Aid** (formerly known as Allowable Growth) is also called state percent of growth. This percentage is legally required to be established annually by the legislature and is used (along with other factors) to calculate a district's authorized budget, real estate tax levy and state aid. Supplemental State Aid has ranged between 1.0 percent and 4.0 percent during the past five years. State Supplemental Aid is extremely important to districts.

---

**Authorized Budget**, sometimes called spending authority, is the sum of:

- Property tax and state aid (as calculated under the Iowa School Finance Formula)
  - Miscellaneous income (all revenues not included above)
  - Unspent balance from previous years
  - Other amounts granted by School Budget Review Committee ("SBRC")
- 

**Unspent Balance** (also known as **Unspent Authorized Budget**) is the end-of-fiscal-year amount remaining after all expenditures are subtracted from authorized budget.

---

**Special Education Deficits** occur when current-year special education expenditures exceed current-year special education receipts. Receipts come from various sources including taxes, state program dollars, nonresident tuition, Federal IDEA Part B program dollars, and the Medicaid program. Expenditures include general program expenses, special program expenses, and tuition paid to other districts for resident students served elsewhere. A special education deficit is not part of the Iowa School Finance Formula and therefore funding is not automatically provided. However, upon district application, the SBRC retroactively grants authorized budget for the year in which the deficit occurred. A district may then use the cash reserve levy to subsequently collect taxes to cover this deficit.

**Solvency Ratio** is a percentage determined by dividing the (assigned plus unassigned fund balance) by (total general fund revenue – AEA support).

**School Budget Review Committee** (“SBRC”) is established in Section 257.30, Code of Iowa. One of its enumerated duties is to grant supplemental aid to school districts for unusual or extraordinary circumstances.

**Assigned Fund Balances** are those amounts that are set aside by the governing body itself, by another body (budget or finance committee), or by an official who has been delegated the authority to assign those amounts for a specific purpose by the governing body.

**Unassigned Fund Balances** are those amounts in the general fund that have not been classified as nonspendable, restricted, committed, or assigned.

**Capital Projects Fund** money comes from bond proceeds, PPEL property taxes, and the one-cent local option sales tax; used for purchase and construction of major capital projects, such as new schools.

**Secure an Advanced Vision for Education (SAVE) Fund** money comes from the one-cent local option sales tax and bond proceeds; may be used only for buildings, grounds, and certain equipment.

**Physical Plant and Equipment Levy (PPEL) Fund** money comes from special property tax levy and/or income surtax; may be used only for buildings, grounds, and certain equipment.

**Cash Reserves** money comes from General Fund dollars not used in prior year; kept as savings and may be used for any General Fund operating expenses.

**General Fund** money primarily comes from property taxes, state aid, state and federal grants, and student fees; used for salaries, supplies and other operational costs, and specific activities and materials funded by the student fees.

**Student Activity Fund** money comes from fundraising and activity admissions only, not taxes; used to augment district-sponsored and supervised student activities such as athletics, band, speech, and student council.

**Management Levy Fund** money comes from special property tax levy; used for liability insurance, unemployment benefits, early retirement incentives, and legal judgments.

**Debt Service Fund** money comes from a separate property tax levy approved by voters and/or local option sales tax revenue; used to pay principal and interest on long-term debt such as bonds. Money is also transferred here from the SAVE fund.

**Nutrition Fund** is a separate fund used to manage the revenue and expenses for the district's food service program.

