DOLLARS SENSE



2018/2019 ADOPTED BUDGET

www.jeffcopublicschools.org

QUICK Facts

86,131

Student Membership 2017/2018*

*Students actively enrolled and attending in grades preschool-12 during the October count window, including district managed and charter schools.

\$7,945

State Total Program Per Pupil Funding for 2018/2019

158

Number of Schools:

Elementary (includes three grades K-8)	93
Middle (includes three grades 7-8)	17
High Schools (includes two grades 7-12)	17
Charter Schools	19
Option Schools (includes Jeffco Virtual Academy)	10
Outdoor Laboratory Schools	2



Student Ethnic Distribution: **

American Indian/Alaska Native	1%
Asian & Pacific Islander	3%
Black	1%
Hispanic	24%
Multiple Races	4%
White	67%

^{**}Jeffco Enrollment Statistics 2017/2018.

14,000 +

Staffing Overview:

The district employs more than 14,000 full and part-time (substitute and temporary) employees. Of those, 10,000 are regularly scheduled employees that are converted to approximately 9,867 full-time equivalents (FTEs). Below is a breakout of General Fund compensation dollars by employee type.



74% Licensed 7% School-Based Administration 17% Support 2% Central Administration

The district employs approximately 4,000 employees that are not converted to FTEs because they hold positions such as substitutes, athletic coaches, athletic game workers, temporary employees, and substitutes which have varying hours and no set schedules.

A MESSAGE from the Superintendent

We are pleased to present this community guide for understanding the 2018/19 budget. Our guiding beacon in this effort was Jeffco Generations that focuses on keeping the main thing the main thing – learning. More specifically, transforming the student learning experience so that it is meaningful, engaging, and authentic.

School budgeting is an iterative process of making assumptions and estimations, closely observing signs and decisions from the Colorado Legislature to check those assumptions, and then making adjustments throughout the process. For Jeffco, budgeting begins in the fall and is not completed until the summer of the next year.

The district's ability to remain competitive with neighboring districts as far as compensation was identified early



Dr. Jason Glass, Superintendent

as a top priority. While school accountability committees were evaluating needs at the school-level and departments were reviewing their budgets, teacher and educator walk-outs brought attention to the fight for fair and equitable funding for public schools. The topic of safety and security was elevated as a priority once again after a number of school shootings broke out across the nation early in the year. A status report on the district's capital plan again showed the mounting price tag needed to maintain our aging buildings and ensure they meet the standards required for educating our students.

Despite these shifting priorities, last minute funding decisions at the capital, and Colorado's well-known struggles in school finding, Jeffco Public Schools worked diligently to adopt a budget that successfully balanced the limited dollars with top priorities. While we are not able to meet all our funding needs, I am proud of what we were able to accomplish in this budget and feel strongly it will build upon and improve the great tradition of quality that Jeffco Public Schools is known for. We will make progress this year and with this budget, and we are grateful for the support provided from our community and taxpayers.

Looking ahead, three ballot questions will be considered in the 2018 election that would have a significant impact on school funding in Jeffco and in Colorado. Locally, ballot question 5A is a mill levy override that would increase funding for Jeffco Public Schools and allow us to be more competitive with surrounding districts. Local question 5B would provide dollars for significant upgrades and improvements to our buildings. At the state level, Amendment 73 would bring Colorado near, but not quite at, the national average for school funding. We look to the voters to make the final decisions about school funding for Jeffco and for our state.

Thank you for your interest and support of our community schools and Jeffco's children and young people. We remain committed to assuring that we have the resources needed to provide our students with engaging, authentic learning experiences that genuinely prepare them for their future.

JEFFCO BUDGET Highlights

State funding is calculated annually per the Colorado School Finance Act using a per-pupil funding formula that uses an annual October pupil count, known as membership, which is adjusted to determine the funded count. Charters are included in the official count; however, revenue flows directly from the state through the district to individual charter schools reducing the amount that remains in the General Fund.

The final bill for the **School Finance Act** funded inflation at 3.4 percent, an estimated state-wide growth in students, and a buy down to decrease the budget stabilization (BS) factor by \$150M. The BS factor is a formulaic factor added to the School Finance Act funding formula by legislation in 2009 to allow the state to cut funding for all Colorado school districts to help the state balance its budget.

Jeffco lost \$61M this year due to the BS factor bringing the total cumulative loss to Jeffco since inception of the BS factor to \$703M.

The net increase for Jeffco's 2018/2019 General Fund from state funding per the School Finance Act and after the BS factor is \$33.5M; this is after the pass through to charter schools. With the increase from specific ownership tax and a revenue loss for the General Fund of \$6.8M due to the estimated shift of 700 students to charter schools, the **total new revenue for Jeffco is \$27.7M.** The overall increase is 4 percent over prior year; however, the increase is still lower than the amount being withheld by the state through the BS factor.

Student Based Budgeting (SBB) is in year four. The SBB model empowers schools to prioritize the budget to make the most impact in achieving the goals of the Jeffco Generations vision. For year four of SBB and on-going, the Board approved an additional \$50 per student allocation and \$2.2M for a School Improvement Factor.

Budgeting for Outcome (BFO) is in year two. This process identifies department activities, how the activities link to the strategic plan, and measurable goals for each. The Adopted Budget includes detailed BFO requests for all departments.

Compensation is 80 percent of Jeffco's annual budget. The Board of Education approved compensation packages with both employee associations for 2018/2019. The JCEA package includes steps, lanes, 3 percent cost of living and a small two-year allocation for community schools program primarily housed at Jefferson Jr./Sr. The JESPA package includes 3 percent cost of living and forgoes step movement for a 2.6 percent salary schedule adjustment.

Senate Bill 18-200 addressed **changes in funding for PERA** including annual direct funding from the state to PERA, contribution increases to employers of .25 percent and to employees of 2 percent, and other benefit and eligibility modifications. Contribution changes begin on July 1, 2019, in full for employers and incrementally for employees. There are no fiscal impacts for the district 's 2018/2019 budget.

Jeffco remains financially-sound and strategic with regard to financial planning and management. **Unassigned reserves** for 2018/2019 are planned to be on target per best practice at 13.3 percent. Ratings agencies focus on unassigned reserves. Standard & Poors recently notched up the district's rating to AA while Moody's maintained the Aa2 rating citing a strong financial profile, tax base and local economy.

DISTRICT Fund Summary

As a governmental entity, the district must utilize fund accounting to track revenues and expenditures. Separate funds are created to track revenue that is received for a specific purpose and to assist with meeting special reporting requirements. Colorado Statute requires school districts to appropriate for all funds.

The General Fund is the district's main operating fund. However, adding appropriations for all funds together does not equal the total of district expenditures because some funds receive transfers from the General Fund. Thus, adding these funds together results in double counting because expenditures occur in both funds. Some funds represent revenue received for a specific purpose that is not available to transfer to the General Fund.

Following is a high-level summary of district funds:

	2018/2019 Budget	% of Total
General Fund	\$724,729,370	72%
Capital Project Funds	\$41,518,877	4%
Debt Service Fund	\$43,824,075	4%
Special Revenue Funds	\$121,623,058	12%
Enterprise Funds	\$18,210,689	2%
Internal Service Funds	\$54,938,246	6%
Total Budget	\$1,004,844,315	100%

General Fund

This fund is used for the routine operations funded by state share per the Colorado School Finance Act, property taxes and other general revenues. It is the most significant fund in relation to the district's overall operations. The General Fund is used to manage all resources that are not legally, or by sound financial management, required to be managed in another fund.

Capital Project Funds

As authorized by Colorado School Law, these funds include revenue and expenditures from the annual transfer from the General Fund, bond proceeds and any fees paid as cash-in-lieu of land dedication.

- The Capital Reserve Fund is funded via the transfer from the General Fund and used to fund ongoing capital needs such as site acquisition, building additions, maintenance and renewal projects.
- The Building Fund is used when needed for voter-approved bond proceeds to fund identified projects outlined in ballot language. The district's 2012 bond program ended in FY 2017 thus there is no Building Fund for FY 2019.

Debt Service Fund

This fund accounts for the accumulation of resources for the payment of general obligation long-term debt—principal, interest and related costs.

Special Revenue Funds

These funds account for revenues that are legally and managerially restricted to expenditures for particular purposes. Grant dollars, the majority of school specific activity fees, and all transportation related activity are accounted for here in separate funds. The Food & Nutrition Services Fund is one such example.

Enterprise Funds

These funds are used to manage operations financed in a manner similar to a private business where the costs of providing goods or services on a continuing basis are recovered primarily by user charges and fees. Examples are the Child Care and Property Management Funds.

Internal Services Funds

These funds are used to manage the cost of goods or services provided by Internal Service Fund departments to other departments and schools on a cost-reimbursement or billable basis. Copier and printing services is one such example.

District Charter Schools

District charter schools are required by Statute to appropriate their own budgets. The district budget does not include detail for these schools. Detailed information on charter schools can be located on the Jeffco Public Schools district website at www. jeffcopublicschools.org/schools.

JEFFCO GENERAL FUND Budget Highlights

Adopted Budget with Mandatory Transfers

REVENUE	
Property Tax	\$354,643,702
State Revenue	\$317,842,976
Specific Ownership Tax	\$30,400,000
Investment Earnings	\$250,000
Tuition, Fees, Other	\$22,050,000
Total Revenue	\$725,186,678
EXPENDITURES	
General Administration	\$32,792,798
School Administration	\$52,134,348
General Instruction	\$362,806,850
Special Ed Instruction	\$59,752,391
Instructional Support	\$87,030,095
Instructional Support Operations and Maintenance	
	\$73,951,044

*Amount of transfers to Capital Reserve, Campus Activity, Property Management, Transportation, Technology and Insurance Reserve.

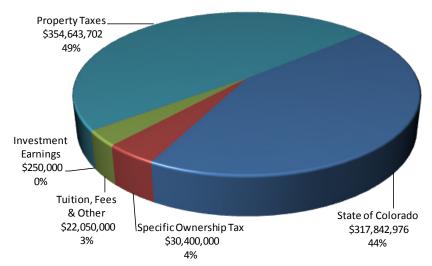
Total General Fund Operating......\$724,729,370

Jeffco Public Schools is a labor intensive organization with 80 percent of General Fund expenditures going to employee compensation.

GENERAL FUND Revenue & Expenditures

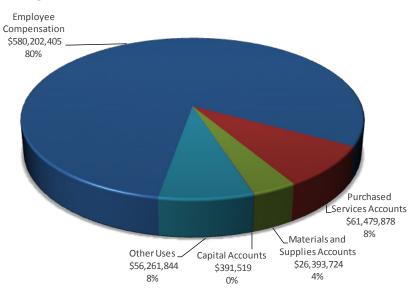
Where the \$'s come from

Total Revenues: \$725,186,678



Where the \$'s go

Total Expenditures and Transfers: \$724,729,370



BUDGET DRIVER - Enrollment

Enrollment is a key factor in the per pupil total program funding formula for the School Finance Act as determined by legislation. The funding formula is based on the number of pupils enrolled in the current school year as determined by an October count with an adjustment based on a five-year average to account for fluctuations and to minimize impacts for districts with one-year declines in enrollment.

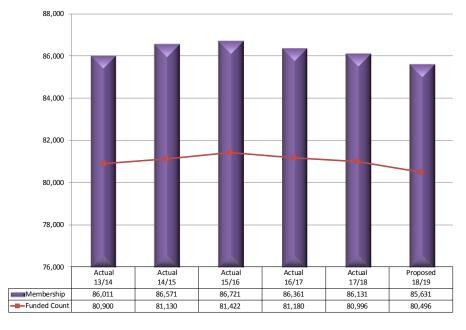
Student enrollment at Jeffco is projected to show a slight decrease into 2018/2019; however, while enrollment in some areas of Jeffco remains flat or is declining, other areas show significant growth.

The shift in enrollment from district-managed schools to in-district charter schools continues. Because Jeffco acts as a pass through for state funding to charter schools, when enrollment shifts from neighborhood to charter schools, the amount of state funding that passes through to in-district charter schools increases and the amount that remains in the district's General Fund decreases.

The graph below illustrates the total student membership which is the total number of students attending preschool through 12th grade for all Jeffco schools, including district-managed neighborhood and option schools and in-district charter schools, during the October count period.

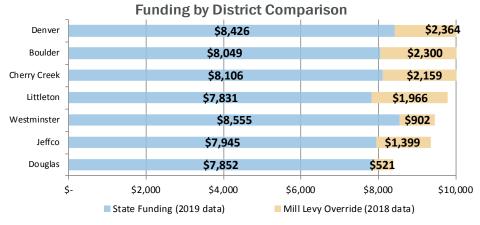
The **funded student count** is the final number of students for which Jeffco receives funding through the School Finance Act. Student numbers progress through several layers of adjustment to get from membership to funded count, e.g. adjustments for students ineligible for funding and those who may be attending part-time.

How Many Students Does Jeffco Serve?



Per Pupil FUNDING

2018/2019 State and Local Per Pupil



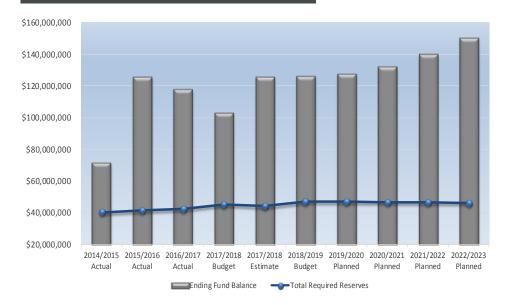
Funding for Colorado schools is determined by legislation that is referred to as the **School Finance Act**. The Act prescribes how much funding each school district receives using a per pupil funding formula. The state, in order to balance its budget, continues to apply a budget stabilization (BS) factor to reduce funding due to schools. Because of this, the funding shortfall continues to grow. This year, the final school finance bill adopted by the state provided \$150M to decrease, or buy down, the BS factor.

- Even after the buy down, the amount due to Jeffco as determined by the School Finance Act was reduced by \$61M (or approximately \$754 per student).
- The Colorado Department of Education calculated that Jeffco's share of state funding for 2018/2019 increased \$37.2M or \$459 per pupil. This increase includes \$3.7M that flows directly through to charter schools. After the pass through, Jeffco's General Fund net increase from state funding is \$33.5M.
- With the increase from specific ownership tax and a revenue loss for the General Fund of \$6.8M due to the estimated shift of 700 students to charter schools, the total new revenue for Jeffco is \$27.7M.
- Following is the per pupil funding from the state since 2009/2010:

2009/2010	\$7,070
2010/2011	\$6,637
2011/2012	\$6,310
2012/2013	\$6,317
2013/2014	\$6,482
2014/2015	\$6,850
2015/2016	\$7,126
2016/2017	\$7,245
2017/2018	\$7,483
2018/2019	\$7,945

The budget stabilization factor reduces funding to Jeffco for 2018/2019 by approx. \$61M (or \$754 per student); the cumulative shortfall is at \$703M.

GENERAL FUND Reserves



The chart above shows reserve balances in the General Fund over time compared to the required reserve balance as directed by the Taxpayer Bill of Rights (TABOR) and the Board of Education. Per Colorado law, a minimum reserve balance of 3 percent is required under TABOR, and per Jeffco's Board of Education policy an additional 4 percent reserve is required on top of TABOR.

Reserves play a critical role in the district's ability to weather unforeseen events or changes in state funding and provide the flexibility and means to withstand these fluctuations without immediate impact to classrooms, programs or staffing. Unassigned reserves provide an important benchmark for fiscal health used by the Colorado Department of Education, Colorado State Auditor, Government Finance Officers Association (GFOA) and rating agencies. As a testament to the management of the district's reserves, following a recent ratings review by both Standard & Poors Global Ratings (S&P) and Moody's, S&P notched up the district's rating from AA- to AA and Moody's maintained the district's Aa2 rating citing the district's strong financial profile.

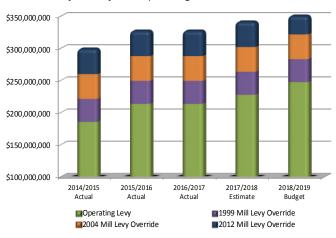
The district targets reserve levels based on recommended best practices between 8 and 16 percent of expenditures. In 2017/2018, the Board directed the use of \$14M of underspend from the previous year, which would have otherwise gone to reserves, to be used to fund additions at Creighton, Ken Caryl and Summit Ridge Middle Schools. Unassigned reserves remained within GFOA's recommended range, and budgeted unassigned reserves for 2018/2019 are within the targeted range at \$89.1M, or approximately 13 percent of total expenditures.

The chart represents the current level of directed spending included in the budget; any additional on-going spending will result in the cumulative decrease in fund balance through future years.

MILL LEVY OVERRIDES and BONDS

School districts are required by State Statute to impose a property tax mill levy to finance the local share of total program revenue as defined by the School Finance Act. Mill Levy Override (MLO) property tax revenue provides additional funding for general operating expenses in addition to state required mill levy. A district's authorization by voters to levy and collect MLO revenues does not affect the amount of state funding the district receives. A mill is one tenth of one cent (or \$1 per each \$1,000 of property valuation); the millage rate varies from year to year depending on numerous factors.

In addition to the state formula base mill levy, districts can ask voters to authorize additional property tax MLOs. Taxpayer approval of MLOs and bonds can create large variances in funding between neighboring districts. The last successful initiative for a MLO and capital improvement bond for Jeffco was approved by voters in 2012. Initiatives



for a MLO and bond were defeated in 2008 and 2016. The defeat of these measures for Jeffco and success of similar measures in other districts has resulted in Jeffco falling even farther behind in per pupil revenue compared to neighboring districts.

Jeffco's MLO funds are fixed amounts and are not adjusted for inflation or enrollment growth; therefore, the purchasing power actually diminishes over time. Jeffco shares MLO revenue with all district neighborhood

and charter schools. Unlike MLOs, bond money is restricted by law and can only provide funding for repair and renovation of existing buildings, new construction and technology. A bond question is submitted to voters as a ballot measure asking to approve (or deny) additional proposed debt. If approved by voters, the district issues bonds and uses the proceeds for capital needs. Bond investors are repaid over a specified period of time.

The district's limited resources and aging district portfolio of buildings makes it even more important for the district to prioritize funding for capital needs to ensure that the environment for students and staff is conducive to learning and in support of the Jeffco Generations Vision.

Jeffco had a history of passing MLO and bond issues on a four-year cycle until the failure of these initiatives in 2008 and 2016 which has created a growing funding gap compared to neighboring districts.

What does the **GENERAL FUND BUDGET** buy?

Money Spent in the Right Places Impacts Student Learning

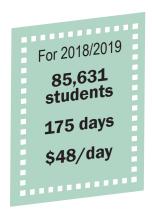




\$.50	General Instruction
\$.12	Instructional Support
\$.10	Operations and Maintenance
\$.08	Special Education Instruction
\$.08	Transfers to Other Funds
\$.07	School Administration
\$.05	General Administration

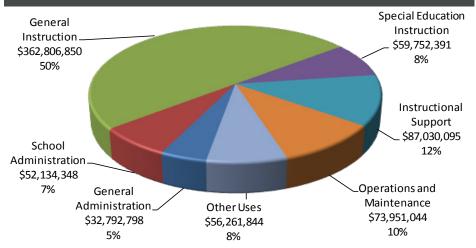
In 2018/2019 for approximately \$48 a day, Jeffco Public Schools provides each student:

- Highly skilled and trained teachers that make a difference in students' lives
- Specialized learning services for students with special needs
- ✓ Access to library resources and technology
- ✓ Guidance, counseling and other support services
- ✓ Materials such as textbooks and equipment
- Transportation to and from school (subsidized by fees)
- Extracurricular activities (subsidized by fees)
- ✓ Choices for learning environments
- ✓ Clean and well-maintained facilities



More than 75 percent of all General Fund dollars goes toward instruction and instructional support ... only 5 percent goes to general administration.

GENERAL FUND BUDGET by category ...



Kids, Schools & Classrooms, & Central Support

	Kids, Schools & Classrooms	Central Support
General Instruction	Teachers/Substitute Teachers Teacher Librarians, ESL, Dual Language Instructional Coaches Paraprofessionals Materials & Supplies Teacher Librarians	
Special Ed Instruction	Special Ed Teachers Intervention Services Special Ed Preschool Center Programs Transition Services	
Instructional Support	Psychologists, Therapists & Social Workers Counselors, Clinic Aides Gifted/Talented Program Guidance/Counseling Health Services, Grants Management Career & TechEd	Grants Management Department for Learning & Educational Achievement Assessment & Research Educational Technology
School Administration	Principals, Asst. Principals School Secretaries	
Operations & Maintenance	Campus Supervisors Custodial Services, Utilities	Field Services Property Management
General Administration	Technology Services	Board of Education, Superintendent Achievement Directors, Financial Services, Human Resources, Communications, Employee Relations, Legal and Audit Fees

BOARD Goals and Budgetary Direction

Board of Education Ends Policies and Goals

The Jeffco Public Schools Board of Education has a long tradition of quality education that provides the foundation with which to carry out strategic work for all students from pre-K through 12th grade in order to ensure a fully prepared high school graduate. Jeffco Generations, which builds on the Jeffco 2020 Vision, is a learning-centered vision that focuses on three core directions—Learning, Conditions for Learning and Readiness for Learning. It calls on Jeffco to put learning, and more precisely, profoundly changing and customizing the student experience,at the center of all of the district's school reform efforts. Because learning doesn't happen in isolation, improving conditions for learning in our schools and community must also be considered. The Board's Ends policies are an essential component of the Board's governance structure and direct the work of the superintendent and district by setting priorities to make progress toward the Jeffco Generations Vision.

The Jeffco Generations documents are available from the district's webpage at www.jeffcopublicschools.org under the "About Jeffco" tab.

Budgetary Revenue and Savings

Revenue projections and assumptions are based on information from the state, anticipated enrollment changes and other forecasted fluctuations. The School Finance Act increases inflation by 3.4 percent, assumes enrollment will remain relatively flat, and decreases the budget stabilization factor to \$61M. The Colorado Department of Education calculates that Jeffco will receive an increase in state funding of \$37.2M or \$459 per pupil. After the \$3.7M pass through to charter schools, the net increase for the General Fund from state funding for 2018/2019 will be \$33.5M.

Because the district acts as a pass through for state funding to charter schools, when enrollment shifts from district-managed neighborhood schools to district charter schools, the pass through amount to charter schools increases and the amount of state funding that remains in the General Fund for district-managed schools decreases. For 2018/2019, the shift to district charter schools is estimated to be 700 students, which represents a \$6.8M decrease in revenue for the General Fund. In addition to new state funding, there is an estimated increase in Specific Ownership tax. Thus, the net new revenue for 2018/2019 is \$27.7M. See summary below:

2018/2019 Increases to Revenue		
Revenue		On-Going
School Finance Act less Pass-through to Charter Schools	\$	33,500,000
Loss of Student Enrollment		(6,800,000)
Specific Ownership Tax Revenue		1,000,000
Other Revenue	\$	27,700,000

Budgetary Direction

The Board of Education received information from the District Accountability Committee, presenting top priorities in spending for schools. These priorities included District Unified Improvement Plan support, mental health/behavioral support, and increasing Student Based Budgeting (SBB) funding. Negotiations with bargaining groups were finalized and in line with new state funds. The district cabinet also presented budget requests, a majority of which are in support of the district's strategic plan. The cabinet increases included additional support to schools of \$4.6M and \$1.0M increase to the capital transfer.

The Board approved the new expenditures for 2018/2019 as listed below. The largest increase is for employee compensation, which includes steps and level increases and a 3 percent COLA. In consideration of school needs, the Board approved an additional factor for SBB based on equity characteristics of schools.

The Board directed staff to begin the process of moving 6th graders from elementary schools to middle schools. Twelve middle schools will make the change in 2018/2019 and three will be completed in 2019/2020. The impacts of this change can be seen in the budget for elementary and middle schools.

2018/2019 Expenditure Changes	2018/2019 Expenditure Changes		
Compensation	On-Go	ing	
District Wide Compensation Increase (Steps, Lanes, Quartiles, 3% COLA)		31,600,000	
Other Employer Costs / Adjustments			
SBB New Equity Factor	\$	2,200,000	
Retirement & Turnover Savings	(5,500,000)		
Board Directed New Expenditures (Details Below)	5,600,000		
Subtotal Other Employer Costs/Adjustments	\$ 2,300,000		
Net Proposed Increases	\$	33,900,000	
2018/2019 Board Directed New Expenditures (Detail)			
Expenditures	FTE	On-going	
Information Technology - Jeffco Online Enrollment	1.0	0 0	
Information Technology - Jeffco Online Enrollment	1.0	320,000	
Superintendent Office - Director of Jeffco Enrollment	1.0	119,189	
Superintendent Office - Innovation Acceleration Fund		1,000,000	
Superintendent Office - Chief Strategy Officer	1.0	137,800	
ERD - Transforming the Task		405,993	
Construction Management - Increase Annual Capital Transfer		1,000,000	
ERD - Customized Pathway Tactic, Developing and Increasing Work-based Learning	4.0	404,660	
ERD - Research & Analysis Support of the Jeffco Vision	1.0	111,600	
Student Success-SPED/SIET - Equity-based Elementary Mental Health Supports	6.0	474,419	
Student Success-GT - GF Mental Health Support Increase	2.0	174,490	
ERD - Theater Coordinator	1.0	94,221	
ERD - Theater Curriculum		6,500	
Student Success-Student Engagement - Expansion of Student Engagement Office	1.0	50,978	
Security - Threat Assessment Case Managers	2.0	171,860	
Student Success-Homebound/Health Services - Addition of 5 RNs	5.0	432,455	
SIET - Achievement Directors	2.0	326,900	
HR/Employment Services - Long-term Substitute Teacher Daily Rate Increase		107,250	
JCEA - Community Partner Support	4.0	200,000	
Grand Total - Board Directed New Expenditures	31.0	\$ 5,646,315	



BOARD OF EDUCATION

Ron Mitchell President

Ali Lasell First Vice President

Susan Harmon Second Vice President

Amanda Stevens Secretary

Brad Rupert Treasurer

Dr. Jason Glass Superintendent

Detailed budget information is available in the full Adopted Budget Book on Jeffco's website at www.jeffcopublicschools.org/finance

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